

QLDC Council
23 April 2020

Report for Agenda Item | Rīpoata mot e Rāraki take : 2

Department: Property & Infrastructure

Title | Taitara Recommended Permanent Speed Limit Changes

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 This report presents the outcome of public engagement on permanent speed limit reductions for the Arrowtown town centre, the unsealed section of Beacon Point Road, a section of Mount Aspiring Road (near Roy's Peak carpark), a section of Cemetery Road, and Ballantyne Road, as well as extending the Wānaka Urban Traffic Area (UTA).

EXECUTIVE SUMMARY | WHAKARĀPOPOTANGA MATUA

- 2 During the 2019 special consultative procedure on a new Speed Limits Bylaw and recommended permanent speed limit changes arising from the Speed Management Review, several additional changes to those proposed by Council were submitted by members of the public.
- 3 While some of these additional proposals were supported and subsequently resolved by Council, after feedback from the New Zealand Transport Agency (NZTA) it was considered further community engagement would be prudent to increase the robustness of Council's implementation of any proposal outside those originally consulted on.
- 4 On 12 February 2020, Council approved a public engagement process consistent with the requirements of Land Transport Rule: Setting of Permanent Speed Limits 2017 for the following recommended permanent speed limit changes.

Area	Current Permanent Speed Limit (km/h)	Recommended Permanent Speed Limit (km/h)
Arrowtown Town Centre	40	30
Ballantyne Road (Riverbank to State Highway 6)	80	60
Ballantyne Road (Golf Course Road to Riverbank Road)	70	50
Beacon Point Road (unsealed section)	50	20
Cemetery Road (Domain Road to Muir Road)	100	80
Mt Aspiring Road (area by Roy's Peak Carpark)	100	50
Wānaka Urban Traffic Area Boundaries	40	40

- 5 The engagement process took the form of an online survey and was supported by letter drops to affected residents and businesses. In addition, the formal views of NZTA, Police and AA were sought, consistent with the Land Transport Act 1998.
- 6 The feedback period began on 14 February and closed on 28 February.
- 7 During the period 121 submissions were received, 105 through the online survey and 16 via email, post or delivery to Council offices.
- 8 While not all submissions responded to all proposals, the numbers supporting each proposal were higher than those opposed for all the recommended permanent speed limit changes.
- 9 A NZTA representative agreed with all recommended permanent speed limit changes except for Mt Aspiring Road (area by Roy’s Peak car park), contesting this should be 60km/h. Council’s (and NZTA’s) speed limits advisors’ interpretation of the Rule and the Guide, determine the 50 km/h speed limit is appropriate and consider this can be justified due to the distinct change in the road environment and presence of vulnerable road users. The Police and AA also agree with Council’s recommendation. It is also supported by the Department of Conservation, which is the landowner of the carpark.
- 10 Council is now required to determine by resolution whether to proceed with the recommended permanent speed limit changes.

RECOMMENDATION | NGĀ TŪTOHUNGA

That **Council**:

1. **Note** the contents of this report; and
2. **Confirm** the following changes to permanent speed limits:

Area	Current Permanent Speed Limit (km/h)	Recommended Permanent Speed Limit (km/h)
Arrowtown Town Centre	40	30
Ballantyne Road (Riverbank to State Highway 6)	80	60
Ballantyne Road (Golf Course Road to Riverbank Road)	70	50
Beacon Point Road (unsealed section)	50	20
Cemetery Road (Domain Road to Muir Road)	100	80
Mt Aspiring Road (area by Roy’s Peak carpark)	100	50
Wānaka Urban Traffic Area Boundaries	40	40

3. **Note** the changes to permanent speed limits as resolved will be implemented over time but prior to 30 November 2020.

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CONTEXT | HORPOAKI

- 1 During 2019 Council completed a full speed limits bylaw and road network review following the Speed Management Guide and Land Transport Rule: Setting of Permanent Speed Limits 2017 (the Rule) to determine safe and appropriate speeds for the district's roads.
- 2 On 8 August 2019, at the conclusion of a special consultative procedure, Council adopted the Queenstown Lakes District Council Speed Limits Bylaw 2019 (the bylaw) along with several permanent speed reductions in urban areas and on specific roads identified as high benefit opportunities to reduce death and serious injury.
- 3 The bylaw removed the detailed schedules contained within its predecessor and created a register of speed limits. This means Council can now make changes by resolution, enabling a faster response to identified issues in the district, address growth and support changes where necessary to the network. Community consultation (as required by the Rule) must still occur but such that it is fit for purpose and reflecting the extent and nature of proposed changes.
- 4 During the special consultative procedure, community submissions were received requesting additional permanent speed limit reductions on roads and in areas not included in Council's statement of proposal (although some were included in the broader network review recommendations). These additional reductions were considered by the Hearings Panel, recommended to Council and were adopted at its 8 August 2019 meeting.
- 5 Subsequent advice from NZTA indicated that to ensure the additional recommended reductions were robust (and enforceable), further targeted consultation should occur for these specific sites.
- 6 On 12 February 2020, Council resolved to initiate a public engagement process for these additional permanent speed limit changes, including seeking the formal views of NZTA, the AA and the Police. An online survey was established, and letter drops were made to surrounding residents and businesses on the proposed recommended changes and the rationale.
- 7 The public was able to submit feedback either online, through the post or in person to Council until the close of business 28 February 2020.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Summary of Submissions

- 8 A total of 121 submissions were received during the engagement period, with the majority received from individuals. The Arrowtown Promotion and Business Association, Arrowtown Village Association, Public Health South, Active Transport Wānaka, Willowridge Developments and the Wānaka Transport Group all submitted on behalf of their respective organisations.

9 In addition to providing general feedback, submitters responded to the online survey assessing support for the individual recommendations. Responses are presented below, and analysis is provided both as a proportion of total submissions and submissions received on the individual recommendation (noting some submitters did not respond to all recommendations).

Proposed reduction of the speed limit in the Arrowtown Town Centre to 30km/h

	Count	% of total	% of respondents
Support	56	46%	59%
Oppose	12	10%	13%
Neutral	27	22%	28%
Did not respond	27	22%	

Proposed reduction of the speed limit on Ballantyne Road (between Golf Course Road and Riverbank Road) to 50km/h

	Count	% of total	% of respondents
Support	81	66%	75%
Oppose	9	7%	8%
Neutral	18	15%	17%
Did not respond	14	11%	

Proposed reduction of the speed limit on Ballantyne Road (between Riverbank Road and SH6) to 60km/h

	Count	% of total	% of respondents
Support	49	40%	48%
Oppose	32	26%	31%
Neutral	21	17%	21%
Did not respond	20	16%	

Proposed reduction of the speed limit on Beacon Point Road (unsealed section at the north end) to 20km/h

	Count	% of total	% of respondents
Support	56	46%	60%
Oppose	7	6%	7%
Neutral	31	25%	33%
Did not respond	28	23%	

Proposed reduction of the speed limit on Cemetery Road (between Domain Road and Muir Road) to 80km/h

	Count	% of total	% of respondents
Support	55	45%	61%
Oppose	2	2%	2%
Neutral	33	27%	37%
Did not respond	32	26%	

Proposed reduction of the speed limit on Mt Aspiring Road (near the entrance to the Roy's Peak track carpark) to 50km/h

	Count	% of total	% of respondents
Support	68	56%	75%
Oppose	11	9%	12%
Neutral	12	10%	13%
Did not respond	31	25%	

Proposed reduction of the speed limit on roads within the Wānaka Urban Boundary to 40km/h

	Count	% of total	% of respondents
Support	45	37%	47%
Oppose	31	25%	32%
Neutral	20	16%	21%
Did not respond	26	21%	

Key submission themes

10 For those submitters in support of the reductions, the following themes emerged:

- a. Safety for all road users must be a priority
- b. There are increasing numbers of children walking and cycling
- c. Footpaths are inadequate for demand in high pedestrian areas
- d. The danger is compounded by people unfamiliar with the roads
- e. There are increasing numbers of residences and businesses, and higher speeds and greater traffic flows make it harder to enter and exit roads safely
- f. More cycling and pedestrian infrastructure is necessary as well as speed reductions

- g. More traffic calming infrastructure is required, traffic does not slow down enough at speed limit transitions.

11 The following themes emerged from those submitting against the proposed reductions:

- a. Traffic is already slow [in town centres], so no need for increased regulation, drivers regulate themselves
- b. There needs to be increased investment in roading infrastructure rather than reducing speeds, especially at hazardous intersections
- c. Build more slip ways and widen roads
- d. Existing speed limits should be enforced.

Individual submission topics

Recommended permanent change 1: Arrowtown town centre

Recommendation presented for public feedback

- 12 The recommendation is to reduce the permanent speed limit applying to the Arrowtown town centre from 40km/h to 30km/h.
- 13 The 2019 speed management review identified the Arrowtown town centre as having high road user volumes including pedestrians, cyclists, cars and buses, and a high proportion of visitors unfamiliar with the location.
- 14 Feedback received during the 2019 speed limits bylaw consultation included that to create a safer road environment for all users the permanent speed limit for the Arrowtown town centre should be reduced further than the 40km/h for urban traffic areas.
- 15 In response, Council proposed a further reduction to 30km/h for the streets shown below.



Matters raised in submissions

- 16 Over half the submitters on this proposal supported the reduction, including all local businesses who provided feedback. Several submitters, including businesses, suggested Buckingham Street should be for people only (as with Beach Street in Queenstown), or a pedestrian mall during business hours.
- 17 The Arrowtown Promotion and Business Association (ABPA), consistent with its submission in the 2019 consultation, has requested further reductions for Buckingham Street and Ramshaw Lane to 20km/h. The ABPA is also recommending extension of the 30km/h to the corner of Buckingham Street and Merioneth Street, being the end of the commercial premises associated with the town centre. The ABPA has an aspiration to achieve Buckingham Street and Ramshaw Lane as shared spaces.

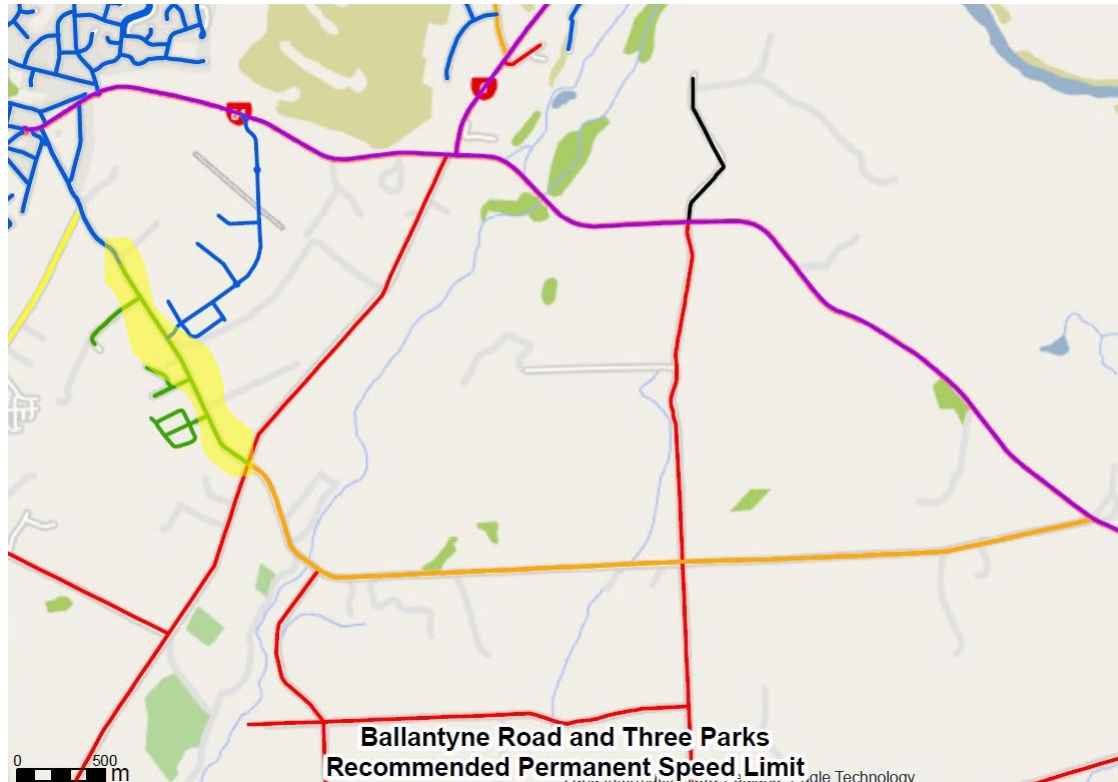
Recommendation

- 18 It is recommended that Council resolve to permanently reduce the speed limit applying in the Arrowtown town centre to 30km/h and extend this to include the section of Buckingham Street where it intersects with Merioneth Street, noting that further work will be completed on the future use of Buckingham Street and Ramshaw Lane that may result in speed limit reductions or vehicle restrictions in future.

Recommended permanent change 2: Ballantyne Road (from Golf Course Road to Riverbank Road)

Recommendation presented for public feedback

- 19 The recommendation is to reduce the permanent speed limit applying to this section of Ballantyne Road from 70km/h to 50km/h.
- 20 The 2019 speed management review identified that Ballantyne Road has become a main access route to the town centre, with an increase in residential, recreational and industrial development and uses (including a school), increasing road user volumes.
- 21 Feedback received during the 2019 speed limits consultation also included seeking a reduction in the permanent speed limit to create a safer road environment for all users, in particular pedestrians and cyclists.
- 22 In response, Council proposed a reduction to 50km/h for the stretch of Ballantyne Road from Golf Course Road to Riverbank Road as shown on the map below.



Matters raised in submissions

- 23 Three quarters of those submitting on the proposal supported the reduction, highlighting the increasing number of pedestrians and cyclists, and particularly children with the new school.
- 24 Only 8% of submitters opposed the proposal, with suggestions that the limit be reduced to 60km/h and/or greater investment should be made in the road including widening and separating pedestrian and cycling facilities.

Recommendation

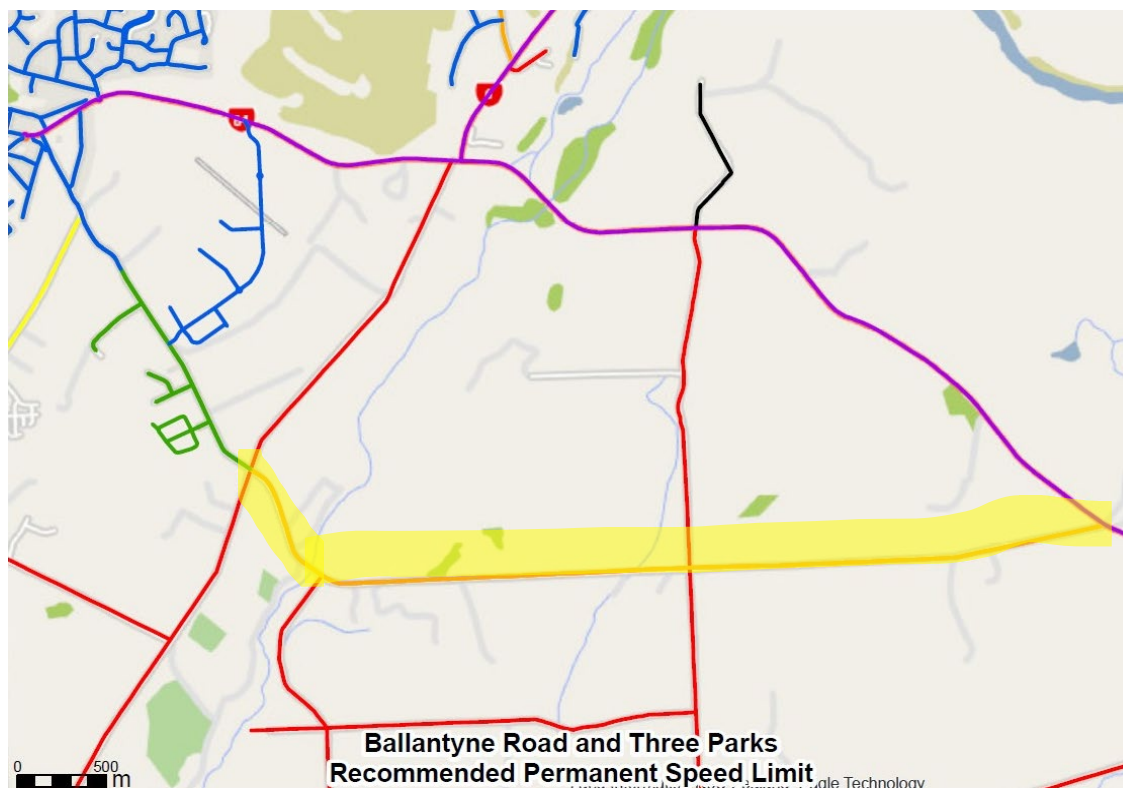
- 25 It is recommended that Council resolve to permanently reduce the speed limit applying to Ballantyne Road from Golf Course Road through to Riverbank Road to 50km/h.

Recommended permanent change 3: Ballantyne Road (from Riverbank Road to State Highway 6)

Recommendation presented for public feedback

- 26 The recommendation is to reduce the permanent speed limit applying to this section of Ballantyne Road from 80km/hr to 60km/hr.
- 27 The section of Ballantyne Road from Boundary Road through to State Highway 6 has recently been sealed to a 60km/h standard under the New Zealand Transport Agency's roading development framework.

28 Due to increasing road user volumes, the roading standard and to increase consistency for drivers, Council proposed a reduction to 60km/h for this stretch. This is shown on the map below.



Matters raised in submissions

29 Just under half of the submitters were in favour of this recommended change. Of those opposed, the majority referenced the need for further investment in this stretch of road [to support a higher speed limit] and if NZTA would not fund, Council should, with some submitters considering a higher speed limit would be appropriate given its role as an alternative to travelling through the town centre.

30 Of note, most of those opposed to the reduction for this stretch of Ballantyne Road supported the reduction to 50km/h between Golf Course Road and Riverbank Road.

Recommendation

31 It is recommended that Council resolve to permanently reduce the speed limit applying to Ballantyne Road from Riverbank Road to State Highway 6 to 60km/h.

Recommended permanent change 4: Beacon Point Road

Recommendation presented for public feedback

32 The recommendation is to reduce the permanent speed limit applying to Beacon Point Road (an unsealed road) from 50km/h to 20 km/h.

- 33 The 2019 speed management review identified Beacon Point Road as having a high proportion of recreation users accessing the lake and walking tracks from this non through road.
- 34 Feedback received during the 2019 speed limits consultation, particularly from local residents, included that to create a safer road environment for all users the permanent speed limit for Beacon Point Road should be reduced to 20km/h.
- 35 In response, Council supported a reduction to 20km/h as shown below.



Matters raised in submissions

- 36 Sixty per cent of submitters supported the recommended reduction, with key themes being the numbers of walkers, cyclists and beach users that need to use the roadway.
- 37 Of those that opposed the reduction, it was generally accompanied with opposition to all reductions on the basis that drivers will self-regulate, or the proposed reductions were too slow.
- 38 Additional feedback included the potential for Council to improve the infrastructure and introduce charging for parking to recover costs.

Recommendation

- 39 It is recommended that Council resolve to reduce permanently the speed limit applying to Beacon Point Road to 20km/h.

Recommended permanent change 5: Cemetery Road (between Domain Road and Muir Road)

Recommendation presented for public feedback

- 40 The recommendation is to reduce the permanent speed limit applying to Cemetery Road (between Domain Road and Muir Road) from 100km/h to 80km/h.
- 41 The 2019 speed management review identified Cemetery Road as having increasing numbers of pedestrians, cyclists and cars related to intensifying local development.
- 42 Feedback received during the 2019 speed limits consultation, particularly from local residents, stated that to create a safer road environment for all users the permanent speed limit for Cemetery Road should be reduced.
- 43 In response, Council supported a reduction to 80km/h as shown below.



Matters raised in submissions

- 44 Over 60% of submitters supported the recommended reduction, with key themes being the increasing numbers of walkers and cyclists, including young children, and increasing traffic volumes associated with new housing. Many submitters supported a further reduction to 60km/h.
- 45 Of those that opposed the reduction, it was generally accompanied with opposition to all reductions on the basis that drivers will self-regulate, or the proposed reductions were too slow.

Recommendation

- 46 It is recommended that Council resolve to permanently reduce the speed limit applying to Cemetery Road between Domain Road and Muir Road to 80km/h.

Recommended permanent change 6: Mt Aspiring Road (Roy’s Peak carpark)

Recommendation presented for public feedback

- 47 The recommendation is to reduce the permanent speed limit applying to Mt Aspiring Road in the area of the Roy's Peak carpark from 100km/h to 50km/h.
- 48 The 2019 speed management review identified the section of Mt Aspiring Road near the Roy's Peak carpark has several road users and traffic movements on and off the carriageway. A temporary speed limit of 50km/h has been in place for the past few months to improve the safety for all road users.
- 49 Feedback received during the 2019 speed limits consultation, particularly from local residents and the Department of Conservation was that to create a safer road environment for all users the permanent speed limit around the Roy's Peak carpark on Mount Aspiring road should be reduced to 50km/h.
- 50 In response, Council supported a reduction to 50km/h as shown below.



Matters raised in submissions

- 51 Seventy-five per cent of submitters supported the recommended reduction, with key themes being the numbers of walkers accessing Roy's Peak, carriage way width, and support for making the temporary speed restriction permanent.
- 52 The Department of Conservation (landowner of the carpark) supports making the speed limit reduction permanent and is committed to continuing to work with Council on protecting the safety of road users accessing the walking track.
- 53 A NZTA representative has advised they do not support this recommendation and recommends a speed limit of 60km/h, citing that 50km/h does not align with the Setting of Speeds Limit Rule and intent of Speed Management Guide as 50km/h is recognised as an urban arterial speed limit and not a rural speed limit.
- 54 Council's transport planning advisors Abley's (who also prepare the national speed management maps for the NZTA) determine the 50 km/h speed limit is appropriate and

consider this can be justified due to the distinct change in the road environment and presence of vulnerable road users. The Police and AA also agree with Council's recommendation.

55 Further, the temporary 50km/h has been implemented for several years, is familiar to regular users and supported by local landowners.

Recommendation

56 It is recommended that Council resolve to permanently reduce the speed limit applying to this section of Mount Aspiring Road to 50km/h.

Recommended permanent change 6: Wānaka Urban Traffic Area Boundary

Recommendation presented for public feedback

57 The recommendation is to extend the Wānaka Urban Traffic Area Boundary to accommodate the Northlake and Three Parks residential and mixed-use development areas.

58 The 2019 speed management review identified the areas of Northlake and Three Parks as having increasing number of vehicles, pedestrians and other road users as a result of development both planned and underway.

59 Feedback received during the 2019 speed limits consultation, indicated that these areas once developed further could be considered as an extension to the Wānaka urban area.

60 In response, Council supported an extension of the Wānaka Urban Traffic Area boundary as shown below.



Matters raised in submissions

- 61 Just under half of submitters supported the recommended reduction, with all affected businesses who submitted supporting the reduction (noting the developer of Three Parks did not).
- 62 Key themes from those submissions in support of the recommendation are that it would bring these areas in line with other parts of urban Wānaka, that these areas are about to be densely populated with new schools, pools and recreation facilities, there are more people walking and cycling and it will enable safer vehicle movement in and out of new subdivisions.
- 63 Of those that opposed the reduction, it was generally accompanied with opposition to all reductions on the basis that drivers will self-regulate, or the proposed reductions were too slow. In addition, a number of those opposed did not realise that the remainder of Wānaka is also changing as a result of the 2019 review and consultation and were concerned these areas would have a different speed limit.

Recommendation

- 64 It is recommended that Council resolve to extend the Wānaka Urban Traffic Area Boundary to include Northlake and Three Parks.

OPTIONS

Option 1 Council does not adopt the proposed speed reductions and expansion of Wānaka Urban Traffic Area boundary.

Advantages:

- 65 Council would not incur the costs of sign installation.

Disadvantages:

- 66 Would be inconsistent with the engagement findings
- 67 Council's speed management would be inconsistent with current national good practice
- 68 Would not contribute to improving safety in urban areas with high volumes and multiple vulnerable road users.
- 69 Would not address recommended changes to Council's road network to achieve safe and appropriate speeds.
- 70 Would not meet external stakeholder and community expectations, including NZ Police, raised through the speed management review and consultation in 2019 and subsequent community engagement in 2020.
- 71 Council would miss the opportunity to continue positive engagement with the community in addressing perceived current and future speed management issues in the district.

Option 2 Council adopts the proposed speed reductions and expansion of Wānaka Urban Traffic Area boundary

Advantages:

- 72 Would be consistent with the engagement findings
- 73 Council's speed management will reflect current national good practice
- 74 Would contribute to improving safety in urban areas with high volumes and multiple vulnerable road users.
- 75 Would address recommended changes to Council's road network to achieve safe and appropriate speeds.
- 76 Would meet external stakeholder and community expectations, including NZ Police, raised through the speed management review and consultation in 2019 and subsequent community engagement in 2020.
- 77 Council would have the opportunity to continue positive engagement with the community in addressing perceived current and future speed management issues in the district.

Disadvantages

- 78 Council would incur the costs of sign installation.
- 79 This report recommends **Option 2** for addressing the matter as it is considered the best option that will improve safety for all road users in the identified locations.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 80 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy because there is community interest in the setting of speed limits and management of road safety across the district.
- 81 The persons who are affected by or interested in this matter are residents/ratepayers; business associations; emergency services; schools; Department of Conservation; large tourism transport operators; passenger service vehicles; businesses; NZTA; AA; Police.
- 82 The Council undertook maildrops to businesses in the Arrowtown town centre, on Ballantyne Road and the homes surrounding the Roy's Peak carpark. Affected business associations, tour operators, community associations, residents, government organisations and emergency services were also engaged either directly or through survey. A workshop was held with the Wānaka Community Board on the recommendations and rationale.

> MĀORI CONSULTATION | IWI RŪNANGA

- 83 The Council has not sought the specific views of iwi during this consultation process.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

- 84 This matter relates to the Strategic/Political/Reputation It is associated with SR3 – Management Practice – working within legislation within the QLDC Risk Register. This risk has been assessed as having a moderate inherent risk rating.
- 85 The approval of the recommended option will support Council in implementing additional controls for this risk. This will be achieved by addressing key safety needs as identified and prioritised by the Council following the Speed Management Review, including the Speed Limits Bylaw, Review.
- 86 The outstanding risk relates to the ability of the NZTA to establish speed limits for a road controlling authority (RCA) if in its view the speed limits being applied by the RCA are not safe and appropriate.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

- 87 It is anticipated that the costs associated with implementing the recommendations can be met from current budgets.

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

- 88 The following Council policies, strategies and bylaws were considered:
- Alignment with and consideration of the principles of the Vision Beyond 2050; in particular ‘Our environment and services promote and support health, activity and wellbeing for all.
 - 10-Year Plan 2018-2028 strategic framework; contributing to efficient and effective infrastructure and a responsive organisation
 - Queenstown Lakes District Council Speed Limits Bylaw 2019
 - Queenstown Integrated Transport Strategy; supporting improved network performance and customer experience for all modes and improved liveability and visitor experience
 - Wānaka Transport Strategy 2008; supporting an appropriate transport network and parking provision
- 89 The recommended option is consistent with the principles set out in the named policy/policies.
- 90 This matter is not included in the Ten Year Plan/Annual Plan as a specific activity and can be delivered within general infrastructure management activities.

LEGAL CONSIDERATIONS AND STATUTORY RESPONSIBILITIES | KA TURE WHAIWHAKAARO, ME KĀ TAKOHAKA WAETURE

- 91 Legal advice has been sought on this engagement process to ensure consistency with legislative and regulatory requirements.

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

92 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by identifying and implementing the most appropriate measures to realise the outcomes sought;
- Can be implemented through current funding under the Ten Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.

ATTACHMENTS | NGĀ TĀPIRIHANGA

A	Summary of submissions
B	Recommended Permanent Speed Limit Reduction Maps