

QLDC Council

31 August 2023

Report for Agenda Item | Rīpoata moto e Rāraki take [4]

Department: Property & Infrastructure

Title | Taitara: Consultation on the Proposed Queenstown Lakes District Speed Management Plan (SMP) 2024-2027

Purpose of the Report | Te Take mō te Pūroko

The purpose of this report is to present Council with the proposed Queenstown Lakes District Speed Management Plan 2024-27 consultation package and to request approval to formally consult under section 82 of the Local Government Act (LGA). This does not fall under the Special Consultative Procedure (SCP) or require specific approval to proceed, but is being requested due to the high-profile nature of speed management and to operate under a 'no surprise approach'.

Executive Summary | Whakarāpopototaka Matua

Speed Management in New Zealand has recently undergone a step change. The Land Transport Rule: Setting of Speed Limits 2022 (the Rule) replaces the Land Transport Rule: Setting of Speed Limits 2017, which required speed limits to be set through bylaws. The new Rule makes the setting of speed limits more efficient for Road Controlling Authorities (RCAs) by enabling a network approach rather than a piecemeal, road-by-road approach. This will improve speed management planning and consultation.

The Rule requires RCAs and Regional Transport Committee's (RTCs) to prepare speed management plans that establish a ten-year vision and a three-year action plan to implement safe and appropriate speed limits and associated speed management infrastructure activities. It empowers RCAs to set speed limits for roads in their jurisdictions, while also encouraging regional coordination. The Rule also sets out requirements when setting speed limits.

The changes support the setting of speed in line with strategic direction at a national level, under the Road to Zero Safety Strategy and the One Network Framework, with approaches coordinated regionally, however, locally led decision making is retained to ensure appropriate community input and local consideration.

Speed limit changes will sit alongside infrastructure improvements to create a safer network as Queenstown Lakes District Council (QLDC) works towards Vision Zero. This is clearly aligned with the current Transport Strategy to combine infrastructure and behaviour change to achieve our strategic objectives. A reduction in fatalities and serious crash injuries on the local road network is also specified as a KPI in the QLDC Long Term Plan 2021-2031.

Council is required to have started public consultation no later than 5 October 2023 and have submitted the finalised Speed Management Plan 2024-2027 for certification by no later than 29 March 2024. These dates drive the sequence of events required to develop QLDC's speed management plan.

The public consultation package contains the detail on proposed speed limit changes for roads and speed areas (refer to Attachment A). The package contains:

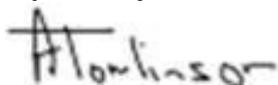
- a. A written document seeking feedback on the vision, principles and priorities.
- b. An interactive GIS map showing locations of current speed limits and proposed speed limits changes in the 2024-27 period.

Recommendation | Kā Tūtohuka

That the Council:

1. **Note** the contents of this report;
2. **Approve** public consultation on the Proposed Queenstown Lakes Speed Management Plan 2024-2027 in accordance with section 82 of the Local Government Act 2002; and
3. **Note** that Attachment A is the proposed Public Consultation Package which includes proposals for speed changes on various roads throughout the District.

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10 August 2023

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18 August 2023

Context | Horopaki

QLDC Previous Speed Management

1. Historically, speed limits have been set by local Bylaws – QLDC has gone through a number of iterative Bylaw reviews; the most recent Speed Bylaw Review was in 2019 in accordance with the Local Government Act. This Bylaw review resulted in some significant changes including lower urban speeds, the establishment of school zones with variable limits and proposed lowering of QLDC's top five High Benefit Opportunity Roads:

- Crown Range Road
- Cardrona Valley Road
- Wānaka – Mt Aspiring Road
- Glenorchy – Queenstown Road
- Malaghans Road

2. On 8 August 2019, Queenstown Lakes District Council Speed Limits Bylaw 2019 was adopted and it implemented several permanent speed changes, but did not include the roads identified as 'high benefit opportunities to reduce death and serious injury'.
3. Following consultation, a Hearing Committee was established to hear submissions. A key area of deliberation was the five High Benefit Opportunity roading corridors, where the Committee recommended:

The Panel concluded that it would be inconsistent and potentially confusing if local speed limits were changed without a similar change over the state highway network using the same principles. Implementing these changes in unison would avoid confusion and ensure positive community acceptance as the change would be viewed as a NZ wide initiative. The Panel agreed to recommend delaying implementation of the speed limit reductions as proposed on the five HBO roading corridors until the state highway network in the district was reviewed by NZTA.

4. The Hearing Committee report to council included recommendations to have ongoing conversations with Waka Kotahi NZ Transport Agency (WK) to ensure future alignment.
5. As part of those on-going conversations, Waka Kotahi indicated they would consult publicly mid 2023 on planned changes to State Highways in our district, as part of the State Highways Interim Speed Management Plan (2021-24). The Council's intention was to align consultation with Waka Kotahi to satisfy previously outlined council direction. In the months that followed, QLDC had continuing conversations with Waka Kotahi who have reviewed and changed the focus and timing of their Plan and programme and informed QLDC that any state highway speeds in our district would now fall into their full Speed Management Plan 2024-27.
6. Following the recent policy reprioritisation announcement by Prime Minister Chris Hipkins in May 2023, Waka Kotahi have again reviewed their SMP schedule. Although they will still be reviewing

some speeds on state highways in our district, they have now indicated a significant change to their timetable. Consultation on the full State Highway Speed Management Plan has been indicated for February 2024, however this is still not confirmed and is subject to change. Aligning with Waka Kotahi's current timeline would push us past the Waka Kotahi SMP Deadline 1 for Public Consultation.

7. The Proposed Queenstown Lakes District Speed Management Plan (SMP) 2024-2027 will be developed to include speed changes to roads throughout the district as determined by technical review, principles and priorities, and public consultation.

Developments in Speed Management

8. **The new Land Transport Rule: Setting of Speed Limits 2022** (the 2022 Rule) came into force on 19 May 2022 replacing the existing Land Transport Rule: Setting of Speed Limits 2017. The new 2022 Rule brought some key changes:

- Introduced a National Speed Limit Register (NSLR). The NSLR will become the legal instrument for setting speed limits under the 2022 Rule, removing the requirement to pass a bylaw to set speed limits. In order to be legally enforceable, speed limits must be in the NSLR.
- Road Controlling Authorities (RCA) must now produce a Speed Management Plan (SMP) with a ten-year vision and a three-year implementation plan. The SMP's will be reviewed and submitted every three years to align with the National Land Transport Programme (NLTP) process for a whole of network approach to speed management. They establish principles for speed management decisions and should address safe and appropriate speed limits, infrastructure, and speed cameras. The new process enables more agility in reviewing and setting of speeds than the previous Bylaw process and supports improved standard of engagement including pre-engagement with key stakeholders.
- School Speeds. A move towards setting safer speed limits around all schools by the end of 2027. Schools will be grouped into two categories to determine the appropriate speed limit for their surrounding roads. **The 2022 Rule requires road controlling authorities to have 40% of school speed limit changes completed by 30 June 2024, with the remainder completed by 31 December 2027, and these changes must be built into speed management plans.**

8. All New Zealand councils must adopt the new Speed Management framework and consult on their own Speed Management Plan vision, principles and priorities to inform local speed limit changes. The key development requirements for a SMP are as follows:

- Local principles are developed and used to construct a ten-year SMP.
- Local priorities are developed in response to technical analysis and stakeholder input to focus outputs for a three-year implementation cycle
- All councils must submit their Plan to become part of the Regional SMP as an Attachment.
- Speed management is used alongside infrastructure changes to support a safe network
- The SMP should be reviewed and consulted on every three years.

9. Under the Setting of Speed Limits Rule 2022 Waka Kotahi has set the following national deadlines for the regional and territorial authorities. These dates set out the timeframes for the development of the QLDC SMP.
- **Deadline 1** - 5 October 2023 - publication of any consultation draft SMP
 - **Deadline 2** - 29 March 2024 - submitting the final draft SMPs to Waka Kotahi for Certification.
10. Attachment B summarises some significant national speed management context, policies and frameworks which influence the development of speed management planning, vision, principles and priorities.

Regional Speed Management Approach

11. The Otago-Southland councils have had regular discussions through the Regional Transport Committee Technical Advisory Group around the regional approach. The Otago Southland regional speed management plan will collate all the individual territorial authorities plans. A summary of the key priorities and status for the Otago Southland regional RCAs can be seen in Attachment E.

QLDC's Proposed Speed Management Plan 2024-27

12. In accordance with the national Speed Management Framework, the SMP must have a Vision, Principles and Priorities which should be consulted on. QLDC staff have proposed the following proposed vision for speed management in our district:

Vision - People can choose to move around our District in a safe and healthy way.

13. QLDC staff propose that Council should adopt the National Speed Management Principles:

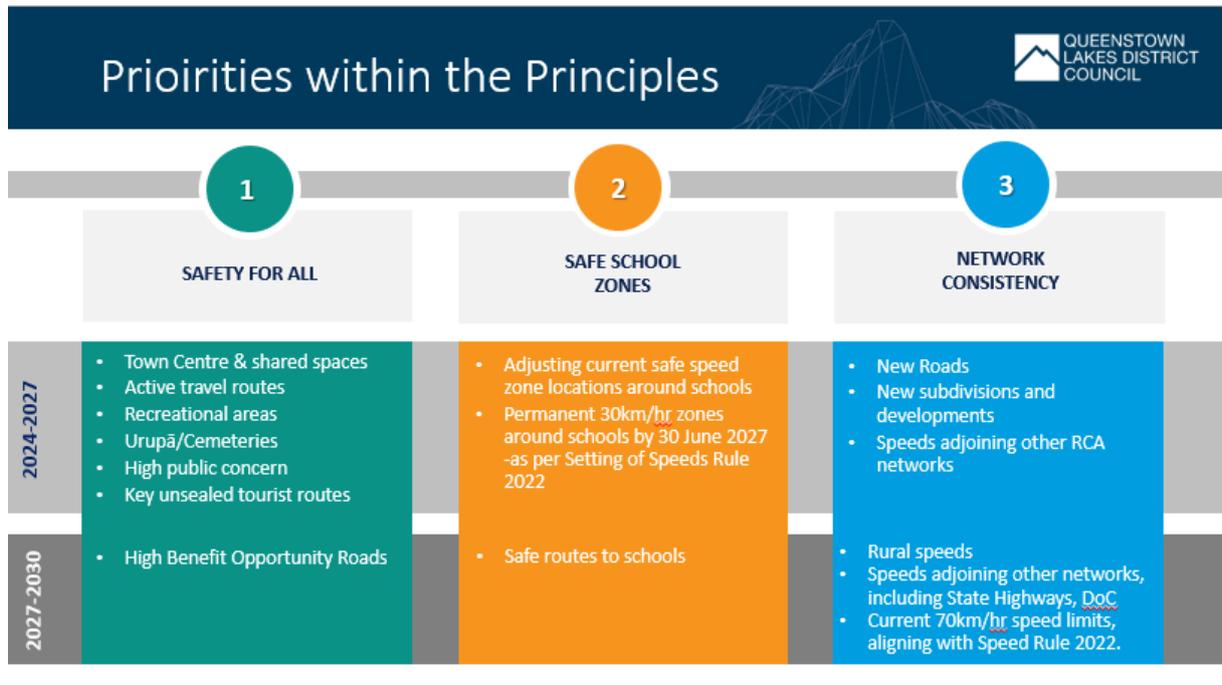
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14. QLDC staff have developed a local lens to guide QLDC speed management principles and developed proposed priorities to guide our implementation. The proposed principles are:

<p>1 SAFETY FOR ALL</p>	<p>Safety for all - Speed limits are reduced in areas where the highest concentrations of active road users are expected, such as town centres, recreation spaces, urupā/cemeteries, and shared roads within designated areas to enable safe access to areas of multi-modal use. Active travel routes will be identified to ensure safety of all road users.</p> <p>This priority also includes High benefit opportunities: Corridors where lowering speed limits and potential alignment with the safe and appropriate speed limit will produce the most safety benefits.</p>
<p>2 SAFE SCHOOL ZONES</p>	<p>Safe kura/school zones: Speed management around kura/schools in Queenstown Lakes is developed to make it safer for children to get to school and home again. Safe speeds will be applied to all schools through permanent or variable application (school drop off/pick up times).</p>
<p>3 NETWORK CONSISTENCY</p>	<p>Network consistency: Alignment with adjoining road networks, including state highways, to ensure consistency of safe and appropriate speeds, and a common road user experience. Speed management interventions will be developed to treat full journeys and suit changing seasonal pressures and demand and surrounding land-use activities to support alignment of speed limits. Considerations for shifting district demographics, population changes, network changes (eg urbanisation and traffic signals) and variability in network patterns.</p>

Principles and Priorities of the Speed Management Plan



15. Waka Kotahi has a national data driven speed model that looks at the entire network – MegaMaps. This model collates information such as road type and function, current speed limits and land use, as well as the history of Death and Serious Injury crashes (DSi) over the last five years to calculate road safety metrics and infrastructure risk ratings, and identify safe and appropriate speeds.
16. The QLDC Technical Review 2023 has then created a local speed model based on MegaMaps that applies our principles and comes up with;
 - A long list of possible changes for our ten-year SMP. It produces a list of roads where deaths and serious injuries reductions can be achieved/modelled, these can be ranked and prioritised.
 - Our Priorities set out our focus for the first three years for implementation. These priorities have been developed to address safety risk on our network whilst aligning with previous resolutions, to ensure our network has consistent legal, safe and appropriate speeds and supports modal choice. The QLDC network has developed since the last speed review, and there have been a number of new developments and capital works that require formalisation of speeds, such as the Queenstown Town Centre Upgrades Scheme.
17. Attachment C provides further context around the reasons and drivers for why the recommended priorities for implementation in 2024-27 were identified. These priorities set the direction for the actual changes at a road and area level.
18. As a result of that work and consideration, council staff have considered all of the District's roads, have identified a number of changes to speed limits that would implement/reflect those principles, resulting in a number of changes proposed in the consultation document (Attachment

A). Due to the nature and extent of those proposed changes, this report does not include them explicitly and Attachment A should be referred to. The consultation on the overall package can be expected to result in submissions both on the principles and approach, as well as individual proposals for specific roads and areas.

Analysis and Advice | Tatāritaka me kā Tohutohu

19. This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002.
20. Note that roads controlled by Waka Kotahi State Highways are out of scope of the QLDC Speed Management Plan. Waka Kotahi is indicating they will consult on their State Highway SMP in February 2024.
21. Note that although the SMP is a ten-year plan, Council only has to consult on specific proposed changes in the three-year implementation period.
22. Note currently none of the roads in QLDC (local or state highways) would sit in the scope of the criteria used for the State Highways to ca. 1% of high benefit opportunity roads.
23. Note that given the 2019 Resolution around the five High-Risk Rural High Benefit Opportunity Roads (HBO) and a lack of certainty from State Highways on their consultation – the HBO's have been identified as a priority for 2027-30 SMP. We will be indicating proposed HBO changes in the public consultation to identify public support and confirm their implementation priority. This may mean that some or, all of these HBO changes could be brought forward into the 2024-27 implementation period following public consultation and incorporated into the SMP for certification. Alternately these changes could be considered at a later date via the Alternative Route set out by Waka Kotahi, should Waka Kotahi lower the speeds of similar high-risk rural roads in our district as part of their full Speed Management Plan 2024-2027.
24. Note that Council is able to make changes to the draft SMP as an outcome of formal consultation in response to feedback received.
25. **Option 1:** Do Nothing (status quo) - Council do not endorse the request to go out to consultation on speed management, which includes proposed speed changes for roads and areas across the district.

Advantages:

- Speed limits can be contentious issues and there may be challenges in managing timeframes and expectations with stakeholders and the public.

Disadvantages:

- Won't meet National deadlines for consultation. This will negatively hinder the QLDC request for funding through the National Land Transport Plan, resulting in reduced funding.

- Will not address speed limits changes that have been raised by the public as high priority concerns.
- There are parts of the network that are currently not enforceable at the posted speed limits, these need legalising.
- QLDC could be the only RCA in Otago Southland to not be aligned with the Regional approach to Speed Management.
- QLDC have committed to a funding agreement for the Transport Choices project (C5 Active Travel Route) which requires speed management, not meeting this could breach that agreement.
- Waka Kotahi have already moved their indicative timing for consultation multiple times, leading to lack of clarity and wasted effort.

26. **Option 2:** that Council endorses the request to go out to consultation on speed management, which includes proposed speed changes for roads and areas across the district, to meet the timing as set out by Waka Kotahi.

Advantages:

- Meets national deadlines, whilst still adhering to the 2019 Deliberation Hearing resolution to ensure alignment with State Highways with the High-Risk Rural HBOs. This enables QLDC to be reactive to following State Highway's lead and adopting a 'one network approach' with a consistent approach to speeds on high-risk rural roads.
- Provide clarity of required funding requirements in time for submission to the National Land Transport Programme.
- Addresses any anomalies of speed limits that have been implemented but still need legalising.
- Address speed limit changes that have been raised by the public as high public concern.
- Alignment with Regional Speed Management Planning approach.
- National guidance and Waka Kotahi advice is to consider for prioritisation speed limit changes which have strong stakeholder and community support, these will be considered through the consultation process.

Disadvantages:

- Speed limits can be contentious issues and there may be challenges in managing timeframes and expectations with stakeholders and the public.

27. **Option 3**: that Council delays the request to go out to consultation on speed management on the proposal to consult on any of the district's roads or areas until Waka Kotahi undertakes their Consultation.

Advantages:

- Speed limits can be contentious issues and there may be challenges in managing timeframes and expectations with stakeholders and the public.
- Directly meets the resolution from the Deliberations Hearing in 2019.

Disadvantages:

- Won't meet National deadlines for consultation. This will negatively hinder the QLDC request for funding through the National Land Transport Plan, resulting in reduced funding.
- Will not address speed limits changes that have been raised by the public as high priority concerns.
- There are parts of the network that are currently not enforceable at the posted speed limits, these need legalising.
- QLDC could be the only RCA in Otago-Southland not to be aligned with the Regional approach to Speed Management.
- QLDC has committed to a funding agreement for the Transport Choices project (C5 Active Travel Route) which requires speed management, not meeting this could breach that agreement.
- Waka Kotahi has already moved their indicative timing for consultation multiple times, leading to lack of clarity and wasted effort.

28. This report recommends **Option 2** for addressing the matter because Council will ensure that the requirements are met under the Transport Rule: Setting of Speed Limits 2022, whilst still adhering to the Resolution from the Deliberation under the previous Bylaw Review. It ensures QLDC adheres to current national practice, regional approach and including community engagement to its speed management practices and will be able to align with regional and national timelines.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi I kā Whakaaro Hiraka

29. This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy as it is consistent with existing policies and strategies such as Vision Beyond 2050, QLDC's Spatial Plan and Road to Zero's Vision Zero. There is also significant interest in the matter from communities of the district and how a change in speed limits will impact their

personal travel times. Reducing speed on our network, impacts the wellbeing and safety of users on our roads, and builds a network for future generations where everyone, whether they're walking, cycling, driving, motorcycling, using micro mobility or public transport, can get to where they're going safely.

30. The persons who are affected by or interested in this matter are residents/ratepayers and visitors of the Queenstown Lakes district community, iwi partners, community and business associations, emergency services, schools, Department of Conservation, large tourism transport operators, passenger service vehicles, businesses, Waka Kotahi NZTA, Otago Regional Council, AA.
31. It is clear that under the Transport Rule: Setting of Speed Limit 2022 that consultation does not fall under section 83 Special Consultative Procedure (SCP), but is satisfied by meeting section 82 of the LGA. Formal approval to go out for consultation is sought due to the high-profile nature of speed management and to operate under a 'no surprise approach'.
32. Road safety has been elevated within the 2021 Government Policy Statement (GPS) for land transport through the Safety Strategic Priority which states "Developing a transport system where no-one is killed or seriously injured". Although the 2023 GPS has been delayed, early indications point to safety still being a key priority.
33. This heightened focus on increasing road safety is supported by the Ministry of Transport's "Road to Zero" Strategy. The vision for Road to Zero is "a New Zealand where no one is killed or seriously injured in road crashes". As a step towards achieving this vision, there is a target of a 40% reduction in DSI's by 2030.
34. Council is required to consult on their vision and principles developed to provide a framework for applying desired speed changes across the full ten-year SMP. Council is also required to consult on proposed speed changes that will be implemented during the first three-year period, 2024-27.
35. The Council has undertaken early engagement with a number of key stakeholders, the feedback can be seen in Attachment D.
36. National guidance and Waka Kotahi advice is to consider for prioritisation speed limit changes which have strong stakeholder and community support, these will be considered through the consultation process.
37. The public consultation package contains the detail on proposed speed limit changes for roads and speed areas (refer to Attachment A). The package contains:
 - a. A written document seeking feedback on the vision, principles and priorities.
 - b. An interactive GIS map showing locations of current speed limits and proposed speed limits changes in the 2024-27 period.

38. The Council has undertaken early engagement with Rebecca Blyth, Kaikawe Mahere a Iwi, Te Ao Marama Inc and Kate Timms-Dean, General Manager Mana Taiao, Aukaha, who were supportive of the process and the principles proposed, and indicated a particular interest in ensuring lower speed at maraes and urupā/cemeteries. It has been confirmed that there are no registered maraes in Queenstown Lakes District.
39. The Rūnaka have not indicated any further direct consultation is required.

Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

40. This matter relates to the Strategic/Political/Reputation It is associated with RISK00061 Ineffective response to legislative changes and reforms within the QLDC Risk Register. This risk has been assessed as having a high inherent risk rating.
41. Under the new Corporate Risk Management Framework, this matter relates to the Tier 1 Operational Risk 33 - 'Health, safety or wellbeing incident affecting member of the public' which will result in damage, injury or death. A Tier 2 risk around 'Death and Serious Injuries resulting from our transport network' is being developed.
42. The approval of the recommended option will support the Council by allowing us to implement additional controls for this risk. This shall be achieved by supporting the certification and implementation of our Speed Management Plan and associated speed limits according to current legislative requirements. Whilst QLDC cannot prevent all crashes from occurring, speed management enables us to reduce the impact of any crashes and increase the chance of survivability and is supported by infrastructure changes.

Financial Implications | Kā Riteka ā-Pūtea

43. Any speed changes will need to be supported by infrastructure changes; ranging from signage to threshold treatments or supported by safety interventions such as barriers. Much of the high priority significant investment needed to support a safe network has been included in the 'Safe Network Programme' and implementation has been identified in the 'Road to Zero' programme which is being put forward in the Long-Term Plan.
44. The cost of not lowering the speed limits means QLDC may need to make significant future investment into the transport network to 'engineer up' to meet safety requirements for safe and appropriate speeds across the network.

Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

45. The following Council policies, strategies and bylaws were considered:
- [Vision Beyond 2050](#): Speed management is clearly aligned with the principle of Thriving People, and the Community Outcome 'Our environment and services promote and support health, activity and wellbeing for all. Speed management supports a safe and healthy

community by mitigating the likelihood and consequences of death and serious injury on our roading network.

- [The Queenstown Business Case](#): We need to change the way we design developments and intensification areas - the overarching philosophy when developing the preferred programme for the Queenstown Business case is to shift the current reliance on the private vehicle, providing users with choice and creating a programme that is adaptive, scalable and resistant. A high level of alternative mode share is also required on the network, and speed management is one of easiest, and cheapest, tools to implement change to create a network that puts pedestrians and cyclists first.
- [The Queenstown Lakes Spatial Plan](#): One of the outcomes of the Spatial Plan which contributes to the goal of 'Grow Well' is 'public transport, walking and cycling is the preferred option for daily travel', and reducing speed on the network fosters and creates environments where people will feel safer using active modes of transport.
- QLDC's [Ten Year Plan 2021-31](#) is a strategic framework; contributing to efficient and effective infrastructure and a responsive organisation. In relation to speed management, speed is a factor in every crash on the network, and speed reduction is the easiest and cheapest available tool to implement to achieve the KPI under Transport which requires a decrease in the number of fatalities and serious injury crashes on the local road network. Reduced speeds on the network will also contribute to an increase in active and multi-modal transport which is also a KPI under Transport.
- The [Mode Shift Plan](#) documents how it will get more people walking, cycling and using public transport. Speed management directly contributes to creating a network where walking and cycling and public transport are everyone's first travel choice, which is a key outcome of this plan. Lowering speed, as well as infrastructure upgrades such as pedestrian crossings, are essential for making walking and cycling attractive travel choices.
- [Queenstown Lakes Climate and Biodiversity Plan 2022-2025](#): Transport is one of the six outcomes of this plan, and under that the target is to create a low-emission transport network, and work together to change the way we travel. Speed management has been shown to lower vehicle emissions, and as linked to above policies, lowering speed creates streets where the private vehicle is not the first choice.
- The [QLDC Disability Policy](#): creating an inclusive and enabling society, by removing barriers to participation for disabled people living in and visiting our community, speed management principles better choice to for all parts of the transport network.
- [Queenstown Integrated Transport Strategy](#): supporting improved network performance and customer experience for all modes and improved liveability and visitor experience
- [Wanaka Transport Strategy 2008](#): supporting an appropriate transport network and parking provision.

46. The recommended option is consistent with the principles, goals and strategies set out in the above.

47. This matter is included in the Long Term Plan/Annual Plan under 'Road to Zero' safety programme which combines speed management alongside the infrastructure changes.

Legal Considerations and Statutory Responsibilities | Ka Ture Whaiwhakaaro me kā Takohaka Waeture

48. Land Transport Rule: Setting of Speed Limits 2022 puts a requirement on territorial local authority to prepare speed management plans and meet deadlines set by the Agency under clause 3.6. The recommended option 2 would meet this requirement.

Local Government Act 2002 Purpose Provisions | Te Whakatureture 2002 o te Kāwanataka ā-Kiaka

49. Section 10 of the Local Government Act 2002 states the purpose of local government is (a) to enable democratic local decision-making and action by, and on behalf of, communities; and (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future. This item will deliver on this purpose by consulting with our communities on a key matter that impacts the well-being of our communities on our transport network. As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

50. The recommended option:

- Can be implemented through current funding under the Long Term Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter 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 | Kā Tāpirihaka

A	Public Consultation Package
B	National Speed Management Context
C	Drivers for recommended changes
D	Feedback from early engagement
E	Regional status summary as of June 2023