

**Infrastructure Committee
13 February 2020****Report for Agenda Item | Rīpoata moto e Rāraki take: 2****Department: Property & Infrastructure****Title | Taitara Proposed Speed Limit Changes in Arrowtown Town Centre, Wānaka and Surrounding Areas****PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO**

- 1 The purpose of this report is to recommend public engagement on permanent speed limit reductions in 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 following the speed management review completed by Council in 2019.
- 2 This report also recommends extending the Wānaka 'Urban Traffic Area' (UTA) to reflect recent property development and the township's growth, to ensure consistency in the approach to UTAs across the district.

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 3 QLDC adopted the Queenstown Lakes District Council Speed Limits Bylaw 2019 (the bylaw) on 8 August 2019. At the same time several permanent speed reductions were adopted across the district following public consultation.
- 4 During the consultation period community feedback was received on roads outside of the scope of the consultation. In response to the feedback, the Hearings Panel, which consisted of Deputy Mayor MacLeod, Councillor Ferguson and Councillor Stevens recommended to Council that the Arrowtown town centre, an unsealed section of Beacon Point Road, a section of Mount Aspiring Road (near Roy's Peak carpark), a section of Cemetery Road and Ballantynes Road be included in the permanent speed limit reductions.
- 5 Following concerns raised by the New Zealand Transport Agency (NZTA) that these roads and areas were not specifically included in the community consultation, it is recommended to seek additional community feedback on the proposed reductions. Following adoption of the new bylaw, Council has the ability to change permanent speed limits by resolution subject to community engagement consistent with the requirements of the Land Transport Rule: Setting of Speed Limits 2017.
- 6 Council also resolved at its August 2019 meeting to reduce the permanent speed limits applying in UTAs, which includes Wānaka, from 50km/h to 40km/h. The Wānaka UTA is recommended to be extended to encompass the areas surrounding Northlake, Three Parks and Ballantyne Road to reflect the new environment of residential properties, industrial businesses, new primary school and to support consistency throughout the district.

RECOMMENDATION | NGĀ TŪTOHUNGA

7 That the Infrastructure Committee:

1. **Note** the contents of this report;
2. **Adopt** the contents of this report and the following proposed permanent speed limit reductions for further community engagement:

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 (Golfcourse Road to Riverbank Road)	70	50
Beacon Point Road (unsealed section)	50	20
Cemetery Road, Wānaka	100	80
Mt Aspiring Road (area by Roy’s Peak Carpark)	100	50
Wānaka Urban Area Boundaries	40	40

3. **Approve** the consultation material with any minor amendments to be at the discretion of the General Manager, Property & Infrastructure.

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31/01/2020

Reviewed and Authorised by:



Peter Hansby
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CONTEXT | HOROPAKI

- 8 In 2016, the New Zealand Transport Agency introduced the New Zealand Speed Management Guide ('the Guide') to assist councils in considering how best to achieve safe operating speeds on the roads under their control.
- 9 The Guide was developed in consultation with the transport sector and Automobile Association and is underpinned by the following principles:
 - a. Evidence-based;
 - b. A nationally consistent approach;
 - c. Prioritise high benefit areas that improve both safety and economic productivity, and areas that will contribute to the credibility of speed management;
 - d. Achieve good value for money; and
 - e. Build better understanding between road controlling authorities and the public for speed management.
- 10 The Guide supports the New Zealand Transport Agency's aim of Safer Journeys, with speed limits being just one tool in the suite available to improve road safety. Other options include physical changes to road layouts and community education, but all decisions by councils are expected to be made with community input.
- 11 To formalise the Guide's new approach to speed management, the Land Transport Rule: Setting of Speed Limits was updated in 2017 to change and clarify roles and responsibilities for the New Zealand Transport Agency and councils in reviewing and establishing speed limits. The rule:
 - a. Requires New Zealand Transport Agency to provide guidance on and information about speed management to councils;
 - b. Requires councils to set speed limits that are, in their view, safe and appropriate; and
 - c. Encourages a consistent approach to speed management throughout New Zealand.
- 12 During 2019, Council completed a full review of both the bylaw and the network, following the Guide and Rule to determine safe and appropriate speeds for the district's roads.
- 13 On 8 August 2019, the Queenstown Lakes District Council Speed Limits Bylaw 2019 (the bylaw) was adopted along with several permanent speed reductions in urban areas and on specific roads identified as high benefit opportunities to reduce death and serious injury.
- 14 The bylaw removed the detailed schedules and created a register of speed limits. This allows Council the ability to make changes by resolution, allowing for a faster response time to issues identified in the district, address growth and enable 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.
- 15 As the speed management review was for the network, several recommendations for permanent speed limit reductions were presented to Council in a Findings Report. The

Council resolved to take a staged approach, including to align further major arterial road speed reductions with NZTA’s own network review, and initiated a Special Consultative Procedure on this basis. The Findings report including the full network recommendations was provided as part of the consultation material.

16 During the consultation period support was received for some additional permanent speed limit reductions on roads and in areas not included in the proposed first stage, although some were included in the broader network review recommendations. These reductions were recommended by the Hearings Panel to Council and were subsequently adopted at the August meeting. Subsequent advice from NZTA indicates that to ensure the additional recommended reductions are robust and enforceable that further targeted consultation occurs for these specific sites.

Speed Areas and Roads Proposed to be Reduced

Arrowtown Town Centre

17 As an UTA, Arrowtown was approved to reduce from 50km/h to 40km/h. During consultation, however, community feedback was that further reductions were required in the town centre and main streets of Ramshaw Lane and Buckingham Street. This was supported by the Hearings Panel and subsequently resolved by Council for a further reduction to 20km/h.

18 Following feedback from NZTA a reduction to 30km/h is now proposed. Staff have reviewed the applicable area and recommend extending the reduction to encompass a larger area of the town centre to include Arrow Lane and a section of Wiltshire and Berkshire Streets as outlined in the maps provided as Attachment A.

19 Specific information on the proposed areas is detailed in the tables below.

Ramshaw Lane

Attribute	Values
Road section	Ramshaw Lane, from Romans Lane to Buckingham Street, Buckingham Street from Berkshire Street to Wiltshire Street
ONRC	Secondary Collector
Speed environment	Urban
Land use	Commercial Strip Shopping
Road stereotype	Two lane undivided
Alignment	Straight
Lane width	3m to 3.5m – Medium
Shoulder width	0.5m to <1m – Narrow
Roadside hazards direction A/B	Severe/ Moderate
Intersection density	5 to <10 per km
Access density	20+ per km
Infrastructure Risk Rating	Medium (2.43)

Safe and appropriate speed	40 km/h
Operating speed estimate	20 km/h

Arrow Lane and Buckingham Street

Attribute	Values
Road section	Arrow Lane from Berkshire Street to Wiltshire Street, Buckingham Street from Berkshire Street to Wiltshire Street
ONRC	Access
Speed environment	Urban
Land use	Commercial Strip Shopping
Road stereotype	Divided - non-traversable OR One way
Alignment	Straight
Lane width	3m to 3.5m – Medium
Shoulder width	0m to <0.5m – Very narrow
Roadside hazards direction A/B	Severe/ Severe
Intersection density	5 to <10 per km
Access density	20+ per km
Infrastructure Risk Rating	Low Medium (1.93)
Safe and appropriate speed	40
Operating speed estimate	21

Berkshire Street and Wiltshire Street

Attribute	Values
Road section	Berkshire Street, from Wiltshire Street to Buckingham Street, Wiltshire Street from Hertford Street to Ramshaw Lane
ONRC	Primary Collector
Speed environment	Urban
Land use	Commercial Strip Shopping
Road stereotype	Two lane undivided
Alignment	Straight
Lane width	3m to 3.5m – Medium
Shoulder width	0 to <0.5m – Very narrow
Roadside hazards direction A/B	Severe/ Moderate
Intersection density	10+ per km
Access density	20+ per km
Infrastructure Risk Rating	High (2.80)
Safe and appropriate speed	30 km/h
Operating speed estimate	25 km/h

Wānaka

Ballantyne Road (Riverbank to State Highway 6)

20 The section of Ballantyne Road from Riverbank Road through to State Highway 6 is recommended to reduce from 80km/h to 60km/h as outlined in Attachment B.

21 This includes the unsealed section which is programmed for improvements in the 2020-21 year. In May 2019 it was confirmed that a \$6.4 million upgrade would occur, including 1m wide shoulders for cyclists and pedestrians. The road has been designed as a ‘low speed environment’ and reducing the permanent speed limit will ensure consistency between State Highway 6 and the Three Parks entrance to Wānaka.

22 Specific information on the proposed road is detailed in the table below.

Attribute	Value
Road section	Ballantyne Road – 80 km/h section between Riverbank Road and State Highway 6
ONRC	Access
Speed environment	Rural
Land use	Rural residential
Road stereotype	Unsealed
Alignment	Straight
Lane width	<3.0m - Narrow
Shoulder width	0 to <0.5m – Very narrow
Roadside hazards direction A/B	High/ Moderate
Intersection density	<1 per km
Access density	2 to <5 per km
Infrastructure Risk Rating	Medium High (1.76)
Safe and appropriate speed	60 km/h
Operating speed estimate	61 km/h

Ballantyne Road (Golfcourse Road to Riverbank Road)

23 The section of Ballantyne Road from Golfcourse Road to Riverbank Road to reduce from 70km/h to 50km/h as outlined in Attachment B.

24 Specific information on the proposed road is detailed in the table below.

Attribute	Value
Road section	Ballantyne Road – 70 km/h section between Golf Course Road and Riverbank Road
ONRC	Secondary Collector
Speed environment	Urban
Land use	Commercial Big Box/ Industrial

Road stereotype	Two lane undivided
Alignment	Straight
Lane width	3m to 3.5m – Medium
Shoulder width	0 to <0.5m – Very narrow
Roadside hazards direction A/B	Severe/ Moderate
Intersection density	3 to <5 per km
Access density	2 to <5 per km
Infrastructure Risk Rating	Medium (2.10)
Safe and appropriate speed	50 km/h
Operating speed estimate	56 km/h

Beacon Point Road (Unsealed Section)

25 The north end of Beacon Point Road is unsealed, narrow and has significant recreational use. During consultation in 2019, several submissions were received requesting a permanent speed limit reduction on the unsealed section that links through to the outlet track.

26 The area is outlined in Attachment B and specific information is below.

Attribute	Values
Road section	Beacon Point Road from Penrith Park Drive intersection
ONRC	Access
Speed environment	Urban
Land use	Urban Residential
Road stereotype	Unsealed
Alignment	Winding
Lane width	<3.0m - Narrow
Shoulder width	0m to <0.5m - Very Narrow
Roadside hazards direction A/B	Severe/ Moderate
Intersection density	<1 per km
Access density	20+ per km
Infrastructure Risk Rating	High (2.91)
Safe and appropriate speed	30 km/h
Operating speed estimate	22 km/h

Cemetery Road

27 Located on the boundary of Hāwea, Cemetery Road has been identified for a speed reduction from 100km/h to 80km/h. The road has several new property developments adjoining, in addition to a significant unsealed section from Grand View through to Domain road. Feedback was received during consultation in 2019 and this change was supported by the panel and staff.

28 Specific information on the proposed section of road is detailed below.

Attribute	Values
Road section	Cemetery Road
ONRC	Access
Speed environment	Rural
Land use	Rural Residential
Road stereotype	Two-lane undivided
Alignment	Straight
Lane width	<3.0m - Narrow
Shoulder width	0m to <0.5m - Very Narrow
Roadside hazards direction A/B	Moderate/ Moderate
Intersection density	1 to <2 per km
Access density	1 to <2 per km
Infrastructure Risk Rating	Medium (1.27)
Safe and appropriate speed	80 km/h
Operating speed estimate	48 km/h

Mount Aspiring Road (Roy’s Peak Carpark)

29 During consultation submissions were received to return a historic temporary speed limit of 50km/h around the Roy’s Peak carpark. The carpark is adjacent to Mount Aspiring Road between Wānaka and Glenorchy and has a high volume of recreational users year-round.

30 This area has seen significant growth over recent years with approximately 83,000 locals and visitors considered to have walked the track in the past 12 months. Due to the sightlines and location of the carpark entry and exit on to Mount Aspiring Road, 100km/h is not deemed safe and appropriate. The area proposed to be permanently reduced to 50km/h can be found in Attachment B.

31 Specific information on the proposed section of road can be found below.

Attribute	Values
Road section	Wānaka Mt Aspiring Road from Lake Road to ~350m north of the Roy’s Peak carpark
ONRC	Secondary Collector
Speed environment	Rural
Land use	Rural Residential
Road stereotype	Two-lane undivided
Alignment	Curved
Lane width	3m to 3.5m – Medium
Shoulder width	0m to <0.5m - Very Narrow
Roadside hazards direction A/B	High/ Moderate

Intersection density	<1 per km
Access density	2 to <5 per km
Infrastructure Risk Rating	Medium High (1.68)
Safe and appropriate speed	60 km/h
Operating speed estimate	60 km/h

Wānaka Urban Traffic Area

32 Since the beginning of the speed management review substantial construction has occurred on the boundaries of Wānaka, particularly around Northlake and Three Parks. Northlake was previously an undeveloped area which is now residential. Three Parks was largely an undeveloped industrial area, now a mixed-use zone with high volumes of vulnerable road users, particularly around the new residential area and primary school.

33 It is recommended to extend the Wānaka UTA to include Northlake and Three Parks to improve safety for new residents and businesses and reflect the additional plans for development of the area. The extension will also improve consistency in drivers' expectations for the applicable speed limit.

34 The new proposed UTA for Wānaka is outlined in Attachment A.

Consultation/Next Steps

35 The draft consultation material is included at Attachment C. As this is not a statutory process, but an engagement process, consultation is proposed for two weeks. The public will be able to provide their views from Friday 14 February through until 5pm Friday 28 February 2020. Information will be available at Queenstown and Wānaka Council buildings, online at www.qldc.govt.nz/lets-talk, along with targeted engagement with NZ Police, Department of Conservation, Automotive Association (AA), NZTA, affected tour operators and business associations. A maildrop is planned to businesses in Arrowsmith and Ballantyne Road and residents on Mt Aspiring Road, Cemetery Road and Beacon Point (unsealed section) Road.

36 Staff will report to Council's March meeting with recommendations following community engagement.

Options

37 Option 1 Do not consult on the proposed speed reductions and expansion of Wānaka Urban Traffic Area

Advantages:

38 Resource assigned to the consultation can be reallocated to other projects.

Disadvantages:

- 39 Council’s speed management will not meet national good practise.
- 40 Does not contribute to improving safety un urban areas with high volumes and multiple vulnerable users.
- 41 Council will not address recommended improvements to its road network to achieve safe and appropriate speeds.
- 42 Council may not meet external stakeholder and community expectations, including NZ Police, raised through the speed management review and consultation in 2019.
- 43 Council will miss the opportunity to continue positive engagement with the community in addressing perceived current and future speed management issues in the district.
- 44 Option 2 Consult on the proposed speed reductions and expansion of Wānaka Urban Traffic Area
 - Advantages:
 - 45 Council’s speed management will reflect current national good practice.
 - 46 Contributes to improving safety in urban areas with high volumes and multiple vulnerable users.
 - 47 Council will address identified improvements in its roading network to achieve safe and appropriate speeds.
 - 48 Council will meet external stakeholder and community expectations, including NZ Police, raised through the speed management review in 2019.
 - 49 Council will have the opportunity to continue positive engagement with the community in addressing perceived current and future speed limit issues.
 - Disadvantages
 - 50 Resources assigned to the consultation can be relocated to other projects.
- 51 This report recommends **Option 2** for addressing the matter because it is considered the best option that will improve safety for all road users.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 52 This matter is of medium significance, as determined by reference to the Council’s Significance and Engagement Policy because there is community interest in setting of speed limits and management of road safety across the district.

53 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; Arrowtown town centre business; NZTA; AA; Police.

54 The Council will undertake maildrops to businesses in the Arrowtown town centre, on Ballantyne Road and the homes surrounding the Roy’s Peak carpark. Direct consultation will also occur with affected business associations, tour operators, community associations, residents, government organisations and emergency services.

> MĀORI CONSULTATION | IWI RŪNANGA

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

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

56 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.

57 The approval of the recommended option will support Council to implement 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.

58 The outstanding risk relates to the ability of the NZTA to establish speed limits for an RCA if in its view the speed limits being applied by the RCA are not safe and appropriate.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

59 It is anticipated that the costs associated with the community engagement can be met from current budgets.

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

60 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; and
- Wānaka Transport Strategy 2008 supporting an appropriate transport network and parking provision.

61 The recommended option is consistent with the principles set out in the named policy/policies.

62 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

63 Legal advice has been sought on this consultation process to ensure consistency with the legislative and regulatory requirements.

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

64 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;
- 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	RECOMMENDED PERMANENT SPEED LIMIT REDUCTION – ARROWTOWN TOWN CENTRE AND WĀNAKA UTA
B	RECOMMENDED PERMANENT SPEED LIMIT REDUCTIONS - ROADS
C	DRAFT CONSULTATION MATERIAL