

QLDC Council
8 August 2019

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

Department: Property & Infrastructure

Title | Taitara Queenstown Lakes District Council Speed Limits Bylaw 2019 and Recommended Permanent Speed Limit Changes

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

The purpose of this report is to adopt the Speed Limits Bylaw 2019 (the bylaw) and confirm the recommended permanent speed limit changes following the completion of the Special Consultative Procedure.

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 1 The Speed Limits Bylaw hearing panel (the panel) was appointed to consider submissions and make recommendations on the review of the Speed Limits bylaw and recommended permanent speed limits which were publicly notified for submissions in March 2019.
- 2 Panel members included Deputy Mayor Councillor Macleod (panel chairperson), and Councillors Ferguson and Stevens.
- 3 The panel considered 357 submissions and heard from ten submitters.
- 4 After considering the views of submitters the panel recommends adopting the bylaw as proposed, acknowledging the requirement for appropriate engagement prior to future decisions made pursuant to the bylaw.
- 5 In addition, after considering the views of submitters, the panel recommends adopting the recommended permanent speed limit reductions for the Urban Traffic Areas and the recommended permanent speed limit reductions for the roads previously sign posted with reduced speed limits with some minor amendments to the lengths of Arthurs Point Road and Peninsula Road, Kelvin Heights in response to issues identified through the consultation.
- 6 Further, after considering the views of submitters the panel recommends permanent speed limit changes to the Arrowtown town centre, Beacon Point Road and at the Roys Peak carpark access on Mt Aspiring Road.
- 7 Finally, after considering the views of submitters, the panel does not recommend adopting the recommended permanent speed limits reductions to the five road corridors identified as high benefit opportunities to reduce death and serious injury at this time.

Alternatively the panel recommends considering these opportunities in conjunction with a future New Zealand Transport Agency review of permanent speed limits for the state highway network in the district. These five road corridors sit within Otago’s top 10% of Death and Serious Injury (DSi) by length along with State Highway 6 and 6a.

- 8 The Hearing Panel report is included at Attachment A and the recommended bylaw for adoption is included at Attachment B. The recommended permanent speed limit changes are included at Attachment C.
- 9 The bylaw is proposed to come into effect from 1 October 2019, from which date the Speed Limits Bylaw 2012 will be revoked. There will be a prioritised, staged approach to implementation based on safety, with all permanent speed reductions in place by 30th June 2020. Ensuring timely engagement with NZ Police and communication to the public on speed changes.

RECOMMENDATION | NGĀ TŪTOHUNGA

That Council:

- 1 **Adopt** the recommendations of the Hearing Panel on the review of the Speed Limits Bylaw and recommended permanent speed limit changes contained in the Speed Limits Bylaw and Recommended Permanent Speed Limit Changes 2019 Deliberations Report (Attachment A).
- 2 **Agree** to make the Queenstown Lakes District Council Speed Limits Bylaw 2019 contained in Attachment B of the agenda report pursuant to the Land Transport Act 1998, to come into force on 1 October 2019.
- 3 **Confirm** the following permanent speed limits to take effect in a prioritised, staged approach to implementation based on safety, with all permanent speed reductions in place by 30 June 2020:

Urban Traffic Areas:

Urban traffic area	Current permanent speed limit (km/h)	New permanent speed limit (km/h)
Arrowtown	50	40
Queenstown	50	40
Fernhill, Sunshine Bay	50	40
Quail Rise	50	40
Shotover Country	50	40
Lake Hayes Estate	50	40
Arthurs Point (residential)	50	40
Kelvin Heights (residential)	50	40
Wanaka	50	40
Albert Town	50	40
Hawea	50	40
Kingston	50	40
Glenorchy	50	40
Luggate	50	40
Cardrona	50	40

Other Permanent Speed Changes

Area	Current permanent speed limit (km/h)	New permanent speed limit (km/h)
Arrowtown Urban boundaries	50	40
Aubrey Road From Anderson Road intersection to Albert Town roundabout	70	60
Arthurs Point Road From Coronet Peak Junction to Watties Track junction	70	60
Cardrona Valley Road From township to distillery	100	80
Peninsula Road Kelvin Heights	70	50
Roy's Peak Carpark Mount Aspiring Road	100	50
Cemetery Road From Domain Road to Muir Road	100	80
Ballantyne Road from urban area to State Highway	70/100	60
Beacon Point Road		20
Arrowtown Town Centre Buckingham Street, Ramshaw Lane and Arrow Lane	50	20
District wide school zones	50	30

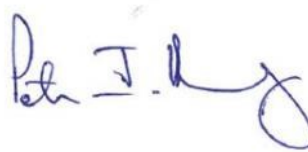
- 4 **Note** that pursuant to clause 8.1 of the new bylaw, the Speed Limits Bylaw 2009 will also be revoked as from 1 October 2019.
- 5 **Delegate** the Acting Strategy and Asset Planning Manager, Property and Infrastructure, in consultation with the chairperson of the hearing panel, to make any minor edits or amendments to the bylaw and permanent speed limit changes (Attachments B and C to the agenda report) to correct any identified errors or typographical edits or to reflect decisions made by the Council.
- 6 **Note** that within one week of adoption, the Speed Limits Bylaw 2019 will be forwarded to the Minister of Transport, consistent with the requirements of the Land Transport Act 1998.
- 7 **Direct** staff to work with the district's schools to identify and implement road safety improvements in school environments, including potential variable speed and physical changes, for report back to Council as necessary.

Prepared by:



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30/07/2019

Reviewed and Authorised by:



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30/07/2019

CONTEXT | HORPOAKI

- 1 The Council's Speed Limits Bylaw 2009 (the bylaw) and its subsequent amendments in 2010, 2012 and 2015 regulates speed limits on roads under Council's control.
- 2 At its 3 May 2018 meeting, Council resolved to commence a Speed Management and Speed Limits bylaw review, consistent with requirements of the Land Transport Act 1998, the 2016 Speed Management Guide and the Road User Rule: Setting of Speed Limits 2017.
- 3 At its 7 March 2019 meeting, Council noted the findings of the Speed Management and Speed Limits Review Findings Report that:
 - a. proposed changes to the form and function of the bylaw to reflect current legislation and rules, and move speed limits to schedules outside of the bylaw to improve the efficiency and effectiveness of council's decision making and operational management of the transport network;
 - b. identified 40 sealed rural roads and 15 urban areas in the district where a reduction in speed limit is recommended. A further 92 unsealed rural roads (347km) with a current speed limit of 100km/h have been identified for a reduction to 60km/h or 40km.
 - c. this is an extensive and comprehensive proposal for change for the network that would require implementation consistent with the Rule.
 - d. after considering several factors impacting implementation of all limits changing arising from the review, that a staged approach is taken to introducing new speed limits.
 - e. that stage one of speed limit changes is focused on:
 - improving safety for vulnerable road users (urban traffic areas)
 - improving safety on roads with high death or serious injury risk (five identified high benefit opportunity roads)
 - permanent changes to areas with recently posted reduced speed limits (four roads).
- 4 Council instructed staff to undertake a Special Consultative Procedure on a proposed new bylaw and include the first stage of recommended permanent speed limit changes.
- 5 Consultation began on 13 March and ended on 13 May 2019, with those submitters wishing to be heard in support of their submissions speaking to a panel comprising Deputy Mayor Councillor MacLeod (chairperson), and Councillors Ferguson and Stevens at hearing held in Queenstown and Wanaka in early June.

6 ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Overview

- 7 Submissions received generally fell into one of two categories.

- 8 The first category was those submissions focused on drivers with local experience, knowledge and regular users of the district's roads, with recurring themes such as commuting times increasing unnecessarily, rental cars and visitors driving slowly and not pulling over are causing issues, speed not causing crashes, council trying to avoid maintaining or improving roads, and more passing lanes, slip lanes being required.
- 9 The second category of submissions was focused on other road users and safety, with recurring themes such as slower speeds in town centres, around schools and in residential neighbourhoods particularly trade vehicles, locals needing to learn patience, needing to provide safer environments for children and greater sharing the roads with a number of users.
- 10 In general, those submissions in the first category did not support changes either to the bylaw or permanent speed limits, whereas those in the second category did support some form of change.

Deliberations

- 11 Topics discussed by the panel during deliberations were categorised into five areas:
 - a. Change to bylaw form
 - b. Changes to speed limits in urban traffic areas to improve all road user safety, particularly among vulnerable road users
 - c. Changes to speed limits in areas previously sign posted with speed reductions
 - d. Changes to speed limits in roading corridors identified that would contribute to reducing the risk of death and serious injury
 - e. Other changes proposed by submitters.
- 12 The panel considered evidence and opinions presented, including the views of the New Zealand Transport Agency (NZTA), the New Zealand Police (Police) and the Automobile Association (AA) as required by the Setting of Speed Limits Rule 2017.
- 13 On the bylaw, the panel considered all substantive issues related to future decisions which may be made pursuant to the bylaw, rather than with the bylaw as proposed.
- 14 On the changes to speed limits in urban traffic areas, the panel considered the substantive issues did not outweigh the safety benefits.
- 15 On the changes to speed limits in areas previously sign posted with speed limit reductions, the panel considered the substantive issues did not outweigh the safety benefits.
- 16 On the changes to speed limits in roading corridors to reduce the risk of death and serious injury, while the panel acknowledged there was no evidence against proceeding with the changes to speed limits as recommended, it was considered that any changes to 100km/h roads needed to be in conjunction with the NZTA district state highway network review.

17 On other changes proposed by submitters, the panel considered:

- a. a speed limit reduction for Beacon Point Road where it is functioning as a recreational shared space,
- b. a speed limit reduction around the entry/exit of the Roys Peak car park due to the differential in speeds between the car park environment and Mt Aspiring Road,
- c. a speed limit reduction in the Arrowtown town centre where it has a high number of vulnerable road users including tourists and within a limited space environment,
- d. a speed limit reduction on Ballantyne Road based on increased volumes of traffic and increased commercial enterprises on this corridor as well meeting speed limit requirements of Ballantyne Road formalised designed from Riverbank Road to the state highway.
- e. the need for road safety assessments of school environments.

18 The report from the Hearing Panel detailing the matters presented during consultation and hearing, its deliberations and subsequent recommendations is included at Attachment A, the recommended bylaw for adoption at Attachment B and the recommended permanent speed limit changes are included at Attachment C.

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:

Option 1 Council adopts the Speed Limits Bylaw 2019 and the recommended permanent speed limit changes as per the Hearing Panel deliberations

Advantages:

- 20 Consistent with the recommendation of the Hearing Panel.
- 21 Council will have a framework to address future concerns with speed limits in an efficient and effective manner.
- 22 Contributes to improving safety in urban areas with high volumes and multiple vulnerable users, supported by key stakeholders.
- 23 Addresses the issues associated with previously sign posted reduced speed areas and makes these permanent.
- 24 Addresses related issues raised by residents and community associations through the consultation process outside the proposals consulted on.
- 25 Is supported by the AA.

Disadvantages:

- 26 Does not contribute to addressing safety issues on highest volume and highest risk rural sealed roads, which is supported by NZ Police and NZTA.
- 27 Depending on NZTA review timing, the research and analysis completed to support the current consultation may need to be repeated for those roads with recommended changes not addressed through this process.

Option 2 Council adopts the Speed Limits Bylaw 2019 and the recommended permanent speed limit changes as per the consultation proposal.

Advantages:

- 28 Council will have a framework to address future concerns with speed limits in an efficient and effective manner.
- 29 Contributes to improving safety in urban areas with high volumes and multiple vulnerable users, supported by key stakeholders.
- 30 Addresses the issues associated with previously sign posted reduced speed areas and makes these permanent.
- 31 Contributes to addressing safety issues on highest volume and highest risk rural sealed roads, supported by NZ Police and NZTA.

Disadvantages:

- 32 Is inconsistent with the recommendation of the Hearing Panel.
- 33 Is not supported by the AA.
- 34 Does not address related issues raised by residents and community associations through the consultation process outside the proposals consulted on.

Option 3 Council adopts the Speed Limits Bylaw 2019 and the recommended permanent speed limit changes as per the consultation proposal with amendments to address related issues raised by residents and community associations through the consultation process.

Advantages:

- 35 Council will have a framework to address future concerns with speed limits in an efficient and effective manner.
- 36 Contributes to improving safety in urban areas with high volumes and multiple vulnerable users, supported by key stakeholders.
- 37 Addresses the issues associated with previously sign posted reduced speed areas and makes these permanent.
- 38 Contributes to addressing safety issues on highest volume and highest risk rural sealed roads, supported by NZ Police and NZTA.

39 Addresses related issues raised by residents and community associations through the consultation process outside the proposals consulted on.

Disadvantages:

40 Is inconsistent with the recommendation of the Hearing Panel.

41 Is not supported by the AA.

Option 4 Council adopts the Speed Limits Bylaw 2019 only without any changes to permanent speed limits.

Advantages:

42 Council will have a framework to address future concerns with speed limits in an efficient and effective manner.

Disadvantages:

43 Is inconsistent with the recommendation of the Hearing Panel.

44 Does not contribute to improving safety in urban areas with high volumes and multiple vulnerable users, supported by key stakeholders.

45 Does not address the issues associated with previously sign posted reduced speed areas and makes these permanent.

46 Does not contribute to addressing safety issues on highest volume and highest risk rural sealed roads and is not supported by NZ Police and NZTA.

47 Does not address related issues raised by residents and community associations through the consultation process outside the proposals consulted on.

48 Is not supported by the AA.

49 This report recommends **Option 1** for addressing the matter because it is considered the best option that will improve safety for vulnerable road users and enable Council to respond effectively and efficiently in future on speed limits in the short term and enable a holistic review of addressing death and serious injury across all the district's high speed limit roads in the medium term.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

50 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 reduction of death and serious injuries on roads and improving safety for vulnerable road users.

51 The persons who are affected by or interested in this matter are residents/ratepayers; business associations; emergency services; schools; large tourism transport operators; passenger service vehicles; heavy motor vehicle users; NZTA; AA; Police.

52 The Council has completed the Special Consultative Procedure and this report informs the next step, namely the confirmation of outcomes from the process.

> MĀORI CONSULTATION | IWI RŪNANGA

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

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

54 This matter relates to 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.

55 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 addressing key safety needs as identified and prioritised by the Council following the Speed Management, including the Speed Limits Bylaw Review.

56 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 are not safe and appropriate.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

57 The full cost of implementing this change as not been costed in detail as this is dependent on the extent of works approved. Costs associated with the full scope are estimated to be in the range of \$300,000 - \$500,000. It is likely the NZTA would fund 75% of the cost of these changes however this would need to be reprioritised from within existing budgets NZTA have provided. This would require removing existing projects from the agreed minor improvements programme to allow for delivery of the full rollout. The alternative option is to fund the works through overspend of existing maintenance and renewals budgets and apply to NZTA to offset 75% of the over spend. It is possible that NZTA may not agree to this increase which would leave QLDC at risk for the full overspend.

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

58 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
- Speed Limits Bylaw 2009 and Amendments

- 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

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

60 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

61 The power to make a bylaw is set out in section 22AD of the Land Transport Act 1998 and the setting of speed limits must be completed consistent with the Road User Rule: Setting of Speed Limits 2017.

62 Consultation is required consistent with s83 of the Local Government Act 2002.

63 Legal advice has been sought on this consultation process to ensure consistency with the requirements of the Acts and associated regulations.

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 by ensuring efficient and effective administration and enforcement activities;
- 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	HEARING PANEL REPORT
B	SPEED LIMITS BYLAW 2019 RECOMMENDED BY THE HEARING PANEL
C	PERMANENT SPEED LIMIT CHANGES RECOMMENDED BY THE HEARING PANEL