

**QLDC Council
8 August 2019**

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

Department: Property & Infrastructure

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

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 This report presents the recommendations of the Hearing Panel (the Panel) following consideration of public submissions on the proposed Speed Limits Bylaw 2019 (the proposed bylaw) and recommended permanent speed limit changes.

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 2 On 7 March Council approved the commencement of a Special Consultative Procedure (SCP) and publicly notified a proposed new bylaw to regulate speeds on council-controlled roads in the district including recommended permanent speed limit changes.
- 3 The Statement of Proposal (SoP) outlined key changes to the form of the bylaw and recommended permanent speed limit changes including:

Bylaw Form and Function Changes:

- i. Recommendations to incorporate technical revisions and new definitions to address inadequacies and gaps identified in the current bylaw and to reflect legislative change since the last bylaw was adopted.
- ii. Recommendations that detailed speed limit information should not be included in the bylaw itself, but instead in publicly accessible schedules, which is permitted under the LTA.
- iii. The ability for Council to make changes by resolution, meaning a faster response time to issues identified in the district, including growth and enable changes necessary for transport network operation.
- iv. Updating the bylaw to reflect current legislation and rules, combined with moving speed limits to schedules outside of the bylaw is recommended to improve the efficiency and effectiveness of council's decision making and operational management of the transport network.

Recommended Permanent Speed Limit Changes:

- i. Urban Traffic Areas:

Urban traffic area	Current permanent speed limit (km/h)	Recommended 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

ii. High Benefit Opportunity Roads

Road	Current permanent speed limit (km/h)	Recommended permanent speed limit (km/h)
Queenstown - Glenorchy Road Sunshine Bay to Glenorchy township	100	80
Queenstown - Glenorchy Road From One Mile roundabout to Sunshine Bay	100	60
Crown Range Road A small section of 80km after first zigzag from Arrowtown side then Cardrona side of summit	100	80
Crown Range Road From SH6 Junction to Cardrona side of summit (small 80km section as above)	100	60
Malaghans Road From Lake Hayes Road junction through to speed change East of Coronet Peak turn off	100	80
Arthurs Point Road From Coronet Peak turn off to Watties Track junction	80	60
Gorge Road From Arthurs Point Road through to Queenstown township	80	60
Cardrona Valley Road From distillery and ski field turn off to Wanaka township	100	80
Wanaka-Mount Aspiring Road (sealed and unsealed)	100	80

iii. Reduced Speed Sign Posted Areas

Area	Current permanent speed limit (km/h)	Current temporary speed limit (km/h)	Recommended permanent speed limit (km/h)
Arrowtown Urban boundaries	50	40	40
Aubrey Road From Anderson Road intersection to Albert Town roundabout	70	50	60
Arthurs Point Road From Coronet Peak Junction to Watties Track junction	70	50	60
Cardrona Valley Road From township to distillery	100	70	80

- 4 The consultation period began on 13 March and closed on 13 May, with an extension of time in April due to public interest and an opportunity identified to improve the way information was collected.
- 5 During the consultation period 357 submissions were received, 331 electronically and 26 via post or delivery to Council offices. While 18 submitters originally indicated a wish to speak to their submission, only 11 attended hearings.
- 6 Council delegated the Deputy Mayor Councillor MacLeod, and Councillors Ferguson and Stevens as the Panel, with Cr MacLeod appointed as Chair.
- 7 At the conclusion of the Hearings, the Panel deliberated both the written and oral submissions, as well as staff advice relating to the implications for the proposed bylaw and recommended permanent speed changes.
- 8 Following deliberations, the Panel resolved:
 1. **Note the contents of the report;**
 2. **Recommend to Council the final form of the Speed Limits 2019 for adoption with no change from the draft;**
 3. **Recommend to Council that there be an ongoing conversation with NZTA with regard to the high benefit opportunity roads with the goal of implementing any speed reductions in tandem in order to avoid confusion in the roading network and to ensure positive community acceptance;**

4. **Recommend to Council that it implement a 30 km/h speed limit around schools with immediate effect and that there be a further body of work to confirm the location and size of the schools zones, any width treatments, road textures, road colourings etc as well as confirming the speed limits; and**

5. **Recommend to Council the following permanent speed limit changes for adoption:**

Urban traffic area	Recommended permanent speed limit (km/h)
Arrowtown	40
Queenstown	40
Fernhill, Sunshine Bay	40
Quail Rise	40
Shotover Country	40
Lake Hayes Estate	40
Arthurs Point (residential)	40
Kelvin Heights (residential)	40
Wanaka	40
Albert Town	40
Hawea	40
Kingston	40
Glenorchy	40
Luggate	40
Cardrona	40
Arrowtown (Buckingham Street, Ramshaw Lane, Arrow Lane)	20

Other areas	Recommended permanent speed limit (km/h)
Gorge Road between Watties Track and Coronet Peak turnoff	50
Peninsula Road, Kelvin Heights	Change to position of 50 zone
Aubrey Road from Albert Town to Gunn Road roundabout	60
Ballantyne Road from urban area to State Highway	60
Roys Peak Carpark	50
Cemetery Road from Domain Road to Muir Road	80
Beacon Point Road from end of seal to road end	20
Extension of 50 km/h zone from Cardrona Village	50
From end of 50 km/h zone after Cardrona Village to distillery corner	80

CONTEXT | HORPOAKI

- 9 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.
- 10 At its 3 May 2018 Council approved its intention to review the Speed Limits Bylaw 2009, with the proposed scope being to understand the following, in line with the 2016 New Zealand Speed Management Guide (the Guide):
 - a. is the network area appropriately defined
 - b. have the safe and appropriate speeds been determined
 - c. are there high benefit opportunities to improve both safety and economic productivity
 - d. does Council have the capacity to deliver on priority areas for speed management
 - e. how will Council monitor and evaluate the outcomes of its speed management activities.
- 11 Throughout 2018 staff completed a full network review following the Speed Management Guide, including consideration of the technical NZTA Megamaps, seeking engineering expertise and incorporating local network knowledge.
- 12 Feedback was also sought from community and village associations, local education providers, large tour operators, small passenger service vehicle operators, social service agencies, local and central government agencies and representatives from business associations.
- 13 At its 7 March 2019 meeting, Council endorsed a SCP to determine the community's views on the on the proposed bylaw and recommended permanent speed limits changes.
- 14 The State Of Proposal was publicly notified for submissions from 11 March – 13 May 2019. It was advertised through:
 - Otago Daily Times, Southland Times, Wanaka Sun and Mountain Scene
 - Notice on the QLDC website
 - Notice on the QLDC Facebook page
- 15 All relevant documents, including submission form links were posted on the Council's website and made available in hard copy on request.
- 16 A Panel of the Deputy Mayor Councillor MacLeod and Councillors Ferguson and Stevens were delegated to consider written and oral submissions.

17 The Panel met on 5 June in Wanaka and 6 June in Queenstown to hear oral submissions.

18 The Panel met again on 10 June to deliberate written and oral submissions received.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Summary of Submissions and Deliberations

19 A total of 357 submissions were received during the consultation period.

20 347 submissions were received from individuals and 10 submissions were on behalf of 15 organisations, with the Wanaka and Hawea schools making a joint submission. The submissions were made available to the Panel electronically.

21 Eighteen submitters indicated they wished to speak in support of their submission.

22 11 submitters presented oral submissions over the two hearing days with one submitter speaking twice, representing both an organisation and a personal view.

23 Topics discussed by the Panel during deliberations, following consideration of written and oral submissions, were categorised into five areas.

Deliberation Topic 1: Change to Bylaw Form

Proposal as publicly notified

24 The proposal as publicly notified was to make a proposed new bylaw under the Land Transport Act 1998 as opposed to the current bylaw made under the Local Government Act 2002. The proposed approach also involved:

- incorporated technical revisions and new definitions
- removal of detailed speed limit information from the bylaw itself, but instead held in publicly accessible schedules
- the ability for Council to make changes by resolution
- updating the bylaw to reflect current legislation and rules.

Matters raised in submissions

25 The key theme raised through submissions on the proposed bylaw was to ensure Council followed due process prior to making decisions on new permanent speed limits.

26 The Automobile Association (AA) queried the legality of Council removing schedules from the bylaw form.

Hearing Panel deliberations

27 The Panel deliberated on the views of the submitters and acknowledged both written and oral submissions.

28 The Panel discussed with staff the legality of removing the schedules from the bylaw form and sought clarity that legal advice had been received as to the nature and form of information that will be held outside the bylaw in future.

29 The Panel recommended that no change was required to the form of the bylaw as proposed.

Deliberations Topic 2: Urban Traffic Areas

Proposal as publicly notified

30 The proposal as publicly notified was to reduce speed limits in the district's 15 Urban Traffic Areas from 50km/h – 40km/h.

Matters raised in submissions

31 Key themes raised by submitters supporting the proposal included:

- road user and safety improvements with reductions
- slower speeds in town centres, around schools and in residential neighbourhoods
- need for Council to be involved in providing safer environments for children and greater sharing the roads with several users.
- Statistically high chance of survival for pedestrian vs vehicles scenarios
- Environments around schools needed to not prioritise vehicles and speed reductions would assist in this.

32 Key themes raised by submitters that did not support the proposal included:

- Longer travel times through urban areas, decreasing productivity
- Only specific streets in town centres should have focused reductions
- Better infrastructure and footpaths will mitigate the need to reduce speeds
- Issues relate to tourist drivers not knowing the roads
- People should drive to the conditions.

33 The Arrowtown Village Association (AVA) and the Arrowtown Business Promotion Association (ABPA) requested Council consider further reductions in the Arrowtown CBD, specifically CBD (Buckingham Street, Ramshaw Lane and Arrow Lane) to 20 km/h. The associations noted that over the past 5 years significant work had been undertaken with the community and Shaping our Future, to support this additional reduction.

Hearings Panel deliberations

34 The hearing Panel deliberated on the views of the submitters and acknowledged both the written and oral submissions.

35 The Panel agreed to recommend that the permanent speed limits applied to Urban Traffic Areas be reduced as proposed and in addition agreed to support submissions from both the ABPA and AVA and reduce the speed limit in the Arrowtown town centre (Buckingham Street, Ramshaw Lane and Arrow Lane) to 20 km/h.

Deliberations Topic 3: High Benefit Opportunity Roads

Proposal as publicly notified

36 The proposal as publicly notified was to reduce speed limits on five roading corridors that were identified as high benefit opportunities to reduce death and serious injury as outlined in the table below.

Road	Current permanent speed limit (km/h)	Recommended permanent speed limit (km/h)
Queenstown - Glenorchy Road Sunshine Bay to Glenorchy township	100	80
Queenstown - Glenorchy Road From One Mile roundabout to Sunshine Bay	100	60
Crown Range Road As per map, small section of 80km after first zigzag from Arrowtown side then Cardrona side of summit	100	80
Crown Range Road From SH6 Junction to Cardrona side of summit (small 80km section as above)	100	60
Malaghans Road From Lake Hayes Road junction through to speed change East of Coronet peak turn off	100	80
Arthurs Point Road From Coronet Peak Junction to Watties Track junction	80	60
Gorge Road From Arthurs Point Road through to Queenstown township	80	60
Cardrona Valley Road From distillery and ski field turn off to Wanaka township	100	80
Wanaka-Mount Aspiring Road (sealed and unsealed)	100	80

Matters raised in submissions

37 The largest volume of feedback was received regarding the high benefit opportunities to reduce death and serious injury (HBO) roads. Generally, people living on or near these roads were supportive of reductions whilst regular drivers and commuters were not.

38 The key themes raised by submitters in favour of the proposals were:

- the roads are not designed for the speeds that are currently posted
- too many lives are lost on our roads
- speed impacts the outcome of a crash regardless of cause
- all road users should be safe
- travel time increases are exaggerated
- local drivers need to learn patience
- some of the roads require additional work as well as speed reductions to ensure safe and appropriate speeds.

39 The key themes raised by submitters not in favour of the proposals were:

- drivers need to drive to the conditions
- speed is not the cause of most crashes
- tourist drivers are the problem
- tradesmen are the ones that speed and pass in dangerous areas, more road policing required
- rental cars should not be allowed on some of our roads
- travel times will increase
- a need for increased signage - larger size, multi-language, clearer messaging, more repeater signs signalling conditions
- a need for increased passing lanes, pull over areas and slow vehicle bays
- reductions due to council not wanting to maintain roads properly.

Hearing Panel deliberations

- 40 The Panel deliberated on the views of the submitters and acknowledged both written and oral submissions.
- 41 The Panel questioned the delay in NZTA completing a review in the area, observing that NZTA had not yet applied the same guidelines to the State Highway network.
- 42 The Panel acknowledged the evidence presented in the findings report of the Speed Management and Speed Limits Bylaw review and could not point to any evidence that supported current speeds as being safe and appropriate.
- 43 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.
- 44 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.

Deliberations Topic 4: Recommended Permanent Changes to Roads that have previously had sign posted reductions in place

Proposal as publicly notified

- 45 The proposal as publicly notified was to reduce the permanent speed limits on roads outlined in the table below that had previously been sign posted with speed reductions.

Area	Current permanent speed limit (km/h)	Previously sign-posted reduced limit (km/h)	Recommended permanent speed limit (km/h)
Arrowtown Urban boundaries	50	40	40

Aubrey Road From Anderson Road intersection to Albert Town roundabout	70	50	60
Arthurs Point Road From Coronet Peak Junction to Watties Track junction	70	50	60
Cardrona Valley Road From township to distillery	100	70	80

Matters raised in submissions

46 The key themes raised by submitters in favour of the proposals were:

- the roads are not designed for the speeds that are currently posted
- return the reduction in speed around Arthurs Point
- the increased volume on the roads mean this [the reduced limit] is the actual speed travelled
- travel time increases are exaggerated
- reduced speed around the Cardrona ski field is necessary for safety
- Aubrey Road is a key bus route and children are roadside.

47 The key themes raised by submitters not in favour of the proposals were:

- drivers need to drive to the conditions
- tourist drivers are the problem
- rental cars should not be allowed on some of our roads
- travel times will increase on worker commutes
- longer travel times through urban areas, decreasing productivity
- increase spend on improving roads rather than reducing speeds.

48 The Arthurs Point Community Association provided written and oral submissions requesting consideration be given to extending the recommended 50km/h limit from Watties Track to the Coronet Peak turn off.

Hearing Panel deliberations

49 The hearing Panel deliberated in the views of the submitters and acknowledged both the written and oral submissions.

50 The Panel agreed to recommend the permanent posted speed reductions as consulted on with an amendment extending the 50km/h limit for the stretch of road through Arthurs Point from Watties Track through to the Coronet Peak turn off.

Deliberations Topic 5: Other Submission Topics

Proposal as publicly notified

- 51 These topics did not form part of the proposal but were received through written and oral submissions and considered by the Panel.

Matters raised in submissions

- 52 The Panel received an oral and written submission from the Boards of Trustees of the five Wanaka and Hawea schools (Mt Aspiring College, Wanaka Primary, Holy Family, Wanaka South Primary and Hawea Flat Primary). The schools supported reductions in urban areas and further speed reductions around school environments. The schools also requested that Council work with each to undertake safety assessments of the surrounding environments to identify and implement safety improvements including traffic calming.
- 53 The Panel received oral and written submissions from residents of the unsealed section of Beacon Point. The current speed limit on the unsealed section is 100km/h. Residents consider this stretch of road operates as a shared recreation space and supported a speed limit reduction.
- 54 The Panel received an oral and written submission from the Kelvin Peninsula Community Association for an extension to the proposed 50km/h restriction on Peninsula Road, such that the transition from 70km/h to 50km/h occurs before the Hilton turnoff. The submission was based on challenging sightlines and changes to the environment with increased construction.
- 55 The Panel received written submissions in support of a return to the historic temporary speed limit of 70km/h Cemetery Road – Hawea. Submissions identified this as being a key routes for school children going from Hawea to Hawea Flat School.
- 56 The Panel received written submissions in support of a reduced and consistent speed limit of 60km/h on Ballantyne Road - Wanaka. Submissions were based on increased volumes of traffic and increased commercial enterprises on this corridor.
- 57 The Panel received written submissions in support of a return to the historic temporary speed limit of 50km/h around the Roy's Peak carpark. The carpark is adjacent to Mount Aspiring Road between Wanaka and Glenorchy and has a high volume of recreational users year-round.

Hearings Panel deliberations

- 58 The hearing Panel deliberated on the views of the submitters and acknowledged both the written and oral submissions.
- 59 The Panel agreed to recommend supporting the Wanaka school's submission to further reduce speeds in school environments during pick up and drop off from the current 40km/h (around most schools) to a variable speed of 30km. The Panel also agreed to recommend that staff to work with all district schools to identify and implement opportunities to improve safety in these environments.
- 60 The Panel agreed to recommend the reduction of the unsealed section Beacon Point Road to 20km/h. The road has a high volume of recreational users and has connections to

nearby tracks. It has also been raised with the Police that this area is often used for unauthorised street and drag racing drivers.

- 61 The Panel agreed to recommend the extension of the 50km/h speed reduction on Peninsula Road in Kelvin Heights to provide a slower speed environment near the entrance to the Hilton due to the poor sightlines and high volume of traffic at present including significant movements of construction vehicles and machinery.
- 62 The Panel agreed to recommend confirming a speed limit of 70km/h on Cemetery Road – Hawea due to increased growth in pedestrian and cycle usage as well as this being a safety aspect for vulnerable users.
- 63 The Panel agreed to recommend confirming a speed limit of 60km/h from Golf Course Road through to the State Highway due to significant growth in commercial activity as well as increased volume of traffic users.
- 64 The Panel agreed to recommend confirming a speed limit of 50km/h around the Roy’s Peak carpark due to significant growth in recreational use since its installation and the location and sightlines are considered to compromise safety when entering and exiting Mount Aspiring Road at 100km/h.

OPTIONS

- 65 As this report discusses the outcome of the Hearing held at the conclusion of the Special Consultative Procedure and presents the Panel’s recommendations to Council, no options are presented.

Authorised by:

Deputy Mayor, Councillor
MacLeod
Chair, Hearing Panel

30/07/2019