

QLDC Council
16 September 2021

Report for Agenda Item | Rīpoata moto e Rāraki take 6

Department: Property & Infrastructure

Title | Taitara Queenstown Lakes District Council Recommended School Speed Limit Changes

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 The purpose of this report is to present the outcome of public engagement on the district wide school speed limit changes and Makarora permanent speed reduction.

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 2 During the 2019 special consultative procedure on a new Speed Limits Bylaw and recommended permanent speed limit changes arising from the Speed Management Review, several additional changes to those proposed by Council were submitted by members of the public.
- 3 While some of these additional proposals were supported and subsequently resolved by Council, after feedback from the New Zealand Transport Agency (NZTA) it was considered further community engagement would be prudent to increase the robustness of Council's implementation of any proposal outside those originally consulted on.
- 4 On 3 June 2021, Council approved a public engagement process consistent with the requirements of Land Transport Rule: Setting of Permanent Speed Limits 2017 for the following recommended speed limit changes.

Area	Current Posted Speed Limit (km/h)	Recommended School or Permanent Speed Limit (km/h)
Queenstown		
Arrowtown Primary	40	30
Glenorchy Primary	40	30
Kingsview Primary	40	30
Queenstown Primary	40	30
Remarkables Primary	40	30
St Joseph's School	40	30
Shotover Primary	40	30
Wakatipu High School	40	30

Area	Current Posted Speed Limit (km/h)	Recommended School or Permanent Speed Limit (km/h)
Wanaka		
Holy Family School	40	30
Mount Aspiring College	40	30
Makarora School	80	40 (Permanent Speed Zone)
Wanaka Primary	Totara Terrace 40	30
	Kings Drive 40	30
Hawea Flat School	Kane Rd 100	60
	Camp Hill Rd 50	30

- 5 The engagement process took the form of an online survey and in addition, the formal views of the New Zealand Transport Agency were sought consistent with the Land Transport Act 1998.
- 6 The feedback period began on 21 June and closed on 16 July 2021.
- 7 During the period 91 submissions were received, 90 through the online survey and 1 via email, post or delivery to Council offices (refer Attachment A).
- 8 While not all submissions responded to all proposals, the numbers supporting each proposal were significantly higher than those opposed for all the recommended speed limit changes (refer Attachment A).
- 9 NZTA has formally responded and agreed the QLDC proposal aligns with the intent of the Land Transport Rule: Setting of Speed Limits (2017) and Speed Management Guide, noting that Waka Kotahi approval will be required for the 30km/h variable speed limit proposals and are dependent on the implementation of infrastructure as appropriate.
- 10 Council is now required to determine by resolution whether to proceed with the recommended speed limit and school speed zone changes.

RECOMMENDATION | NGĀ TŪTOHUNGA

- 11 That Council:
 1. **Note** the contents of this report;
 2. Confirm the changes shown in Attachment 3 to the following school speed zones during school drop off and pick up:

Area	Current Posted Speed Limit (km/h)	Recommended School or Permanent Speed Limit (km/h)
Queenstown		
Arrowtown Primary	40	30
Glenorchy Primary	40	30
Kingsview Primary	40	30
Queenstown Primary	40	30
Remarkables Primary	40	30
St Joseph's School	40	30
Shotover Primary	40	30
Wakatipu High School	40	30
Wanaka		
Holy Family School	40	30
Mount Aspiring College	40	30
Wanaka Primary	Totara Terrace 40	30
	Kings Drive 40	30
Hawea Flat School	Kane Rd 100	60
	Camp Hill Rd 50	30

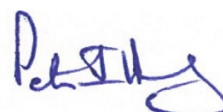
3. Confirm the changes as shown in Attachment 3 to the following permanent speed limit:

Area	Current Permanent Speed Limit (km/h)	Recommended Permanent Speed Limit (km/h)
Makarora	80	40

Prepared by:



Reviewed and Authorised by:



Name
Title

3/09/2021

Name
Title

3/09/2021

CONTEXT | HOROPAKI

- 12 During 2019 Council completed a full bylaw review and completed a full network review 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 to reduce death and serious injury.
- 14 The bylaw removed the detailed schedules and is working with NZTA to develop the National Speed Limit Register. 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 full 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 While some of these additional proposals were supported and subsequently resolved by Council, after feedback from the NZTA it was considered further community engagement would be prudent to increase the robustness of Council's implementation of any proposal outside those originally consulted on.
- 17 During the consultation period community support was received for the reduction of speed around the district's schools, these were not included in the proposed first stage. These reductions were recommended by the Hearings Panel to Council and were subsequently adopted at the August meeting. With the proposed scope being to 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.
- 18 On 3 June 2021, Council resolved to initiate a public engagement process for these additional speed limit changes, including seeking the formal views of NZTA. An online survey via Let's Talk was established on the proposed recommended changes and the rationale.
- 19 The public was able to submit feedback either online, through the post or in person to Council until the 16 July 2021.
- 20 NZTA are working with MacKenzie District Council, Hamilton City Council and QLDC to trial static variable signs around these proposed school zones. It is expected changes will be made to the Rule once this official trial is concluded in time for updated legislation in 2022.

As such QLDC would seek to install all signage during the Term 3 and 4 school break with appropriate communications to the community and stakeholders.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

Summary of Submissions

- 21 A total of 91 submissions were received during the engagement period, with the majority received from individuals. The NZTA, various Community Associations and District Schools all submitted on behalf of their respective organisations.
- 22 In addition to providing general feedback, submitters responded to the online survey assessing support for the individual recommendations. Responses are presented below, and analysis is provided both as a proportion of total submissions and submissions received on the individual recommendation (noting some submitters did not respond to all recommendations).
- 23 Refer to maps in Attachment C for locations.
- 24 For Clarification, ‘% of total’: includes those that did not directly respond to the question (supported, opposed, neutral AND those who did not respond, always totalling 91). Whereas, the ‘% of respondents’ column: includes those who directly responded to the question (supported, opposed or were neutral on the speed zone change).

Proposed changes to the Arrowtown Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	62	69%	77%
Oppose	4	4%	5%
Neutral	15	16%	18%
Did not respond	10	11%	
	91	100% (of 91 All submissions)	100% (of 81 Actual Respondents)

Proposed changes to the Glenorchy Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	58	64%	75%
Oppose	2	2%	3%
Neutral	17	19%	22%
Did not respond	14	15%	
	91	100% (of 91 All submissions)	100% (of 77 Actual Respondents)

Proposed changes to the Kingsview Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	57	63%	77%
Oppose	2	2%	3%
Neutral	15	16%	20%
Did not respond	17	19%	
Total	91	100% (of 91 All submissions)	100% (of 74 Actual Respondents)

Proposed changes to the Queenstown Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	59	65%	80%
Oppose	3	3%	4%
Neutral	12	13%	16%
Did not respond	17	19%	
Total	91	100% (of 91 All submissions)	100% (of 74 Actual Respondents)

Proposed changes to the Remarkables Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	57	63%	81%
Oppose	3	3%	4%
Neutral	11	12%	15%
Did not respond	20	22%	
Total	91	100% (of 91 All submissions)	100% (of 71 Actual Respondents)

Proposed changes to the St Joseph’s Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	55	61%	77%
Oppose	2	2%	3%
Neutral	14	15%	20%
Did not respond	20	22%	
Total	91	100% (of 91 All submissions)	100% (of 71 Actual Respondents)

Proposed changes to the Shotover Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	58	64%	79%
Oppose	4	4%	6%
Neutral	11	12%	15%
Did not respond	18	20%	
Total	91	100% (of 91 All submissions)	100% (of 73 Actual Respondents)

Proposed changes to the Wakatipu High School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	56	62%	76%
Oppose	3	3%	4%
Neutral	15	16%	20%
Did not respond	17	19%	
Total	91	100% (of 91 All submissions)	100% (of 74 Actual Respondents)

Proposed changes to the Holy Family School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	53	59%	75%
Oppose	4	4%	5%
Neutral	14	15%	20%
Did not respond	20	22%	
Total	91	100% (of 91 All submissions)	100% (of 71 Actual Respondents)

Proposed changes to the Mount Aspiring College speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	58	64%	79%
Oppose	4	4%	5%
Neutral	12	13%	16%

Did not respond	17	19%	
Total	91	100% (of 91 All submissions)	100% (of 74 Actual Respondents)

Proposed changes to the Wanaka Primary School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	61	67%	83%
Oppose	4	4%	5%
Neutral	9	10%	12%
Did not respond	17	19%	
Total	91	100% (of 91 All submissions)	100% (of 74 Actual Respondents)

Proposed changes to the Hawea Flat School speed zones during school drop off and pick up:

	Count	% of total	% of respondents
Support	63	69%	82%
Oppose	6	7%	8%
Neutral	8	9%	10%
Did not respond	14	15%	
Total	91	100% (of 91 All submissions)	100% (of 77 Actual Respondents)

Proposed permanent changes to the Makarora speed zone:

	Count	% of total	% of respondents
Support	52	57%	73%
Oppose	4	4%	6%
Neutral	15	17%	21%
Did not respond	20	22%	
Total	91	100% (of 91 All submissions)	100% (of 71 Actual Respondents)

Key submission themes

- 25 For those submitters in support of the reductions, the following themes emerged (refer Attachment B for breakdown of all reasonings):
- a. Safety for children must be a priority
 - b. There are increasing numbers of children walking and cycling
 - c. Footpaths are inadequate for demand in high pedestrian areas
 - d. Distinction is required as most roads are now 40kpmh. 30kpmh reminds people they are in a school area and to be aware of children/ increased foot traffic
 - e. Reductions to be applied in drop off and pick up times only
 - f. Speed reduction reduces risk, but enforcement is required
 - g. More traffic calming infrastructure is required, traffic does not slow down enough at speed limit transitions
 - h. Enforceable speed limits at 30km should only be 100m either side of school exit/entry gates
- 26 The following themes emerged from those submitting against the proposed reductions:
- a. Traffic is already slow [in town centres], so no need for increased regulation, drivers regulate themselves
 - b. Existing speed limit is a sufficiently safe speed, cyclists potentially travelling faster than vehicle's that are restricted to 30km is unsafe and unreasonable

Individual submission topics to note

Recommended school zone change: Remarkables Primary School

27 It is recommended that the reduced speed area for Remarkables Primary School is extended to include Allan Crescent. The existing 40km/h school zone signs include sections of Lake Avenue and McBride Street. The school also has frontage on to Allan Crescent. Allan Crescent has a narrow carriageway and provides access to a parking area and a staff carpark for Remarkables Primary School. Part of Allan Crescent is restricted to buses only between 2:30pm and 3:30pm. During site visits, high pedestrian, parking and bus usage were observed on Allan Crescent.

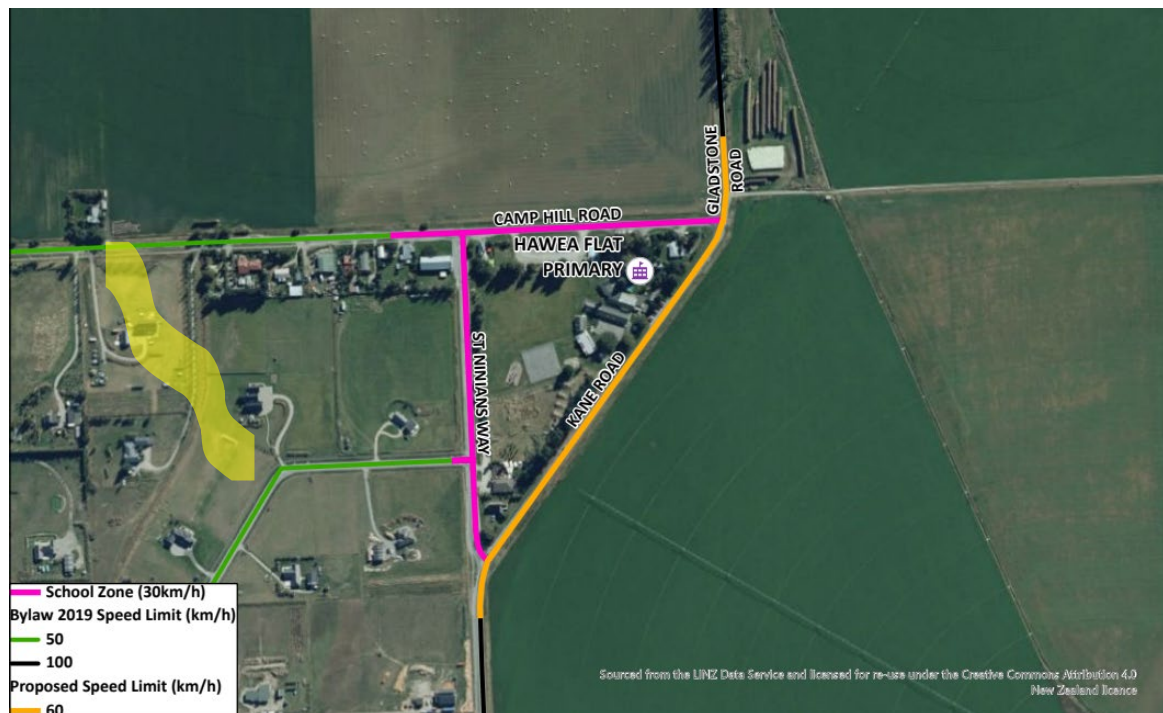
Recommended school zone change: Hawea Flat School

Recommendation presented for public feedback

28 The recommendation is for three VMS 30km/h school speed zone signs be installed, two on Camp Hill Road and one on St Ninians Way. A static sign would also be required on Partridge Road. The speeds on Kane Road are too high to propose a 30km/h school speed zone, therefore a 60km/h rural school speed zone should be considered for this area. It is

noted the car parking on this road is for staff only and generally they will arrive and depart outside of school start and finish times.

- 29 This would create a 30km/h school speed zone around the active frontages of the school.
- 30 Camp Hill Road is a collector road and some through traffic will likely use this road. School road marking will alert drivers to the presence of the school at all times.



Matters raised in submissions

- 31 In addition to the recommendations above there is further community support to see the 60km/h limit on Kane Road extended back to Windmill Corner. The path along this stretch of road is used by pedestrians and cyclists heading to and from the school zone which also includes Hawea Kindergarten, Hawea Playgroup, St Ninnian's Church and Hawea Flat Community Hall. This 100km/h stretch of road is a concern because of the speed and limited space between the road and the path, particularly at the bends in the road.
- 32 Over two thirds of those submitting on the proposal supported the recommendations, highlighting the increasing number of pedestrians and cyclists using this school zone.
- 33 Of those opposing the recommendations, over a half suggested the speed limit on Kane Road be reduced to 60km/h and/or greater investment should be made in the road including widening and separating pedestrian and cycling facilities. It should be noted under current guidelines, Kane Road is considered to be a rural school and Kane Road would not qualify for the 30km/h speed zone.

Recommended permanent change: Makarora Permanent Speed Zone

Recommendation presented for public feedback

- 34 The recommendation is to reduce the permanent speed limit applying to Makarora from 80km/h to 40km/h.
- 35 It is recommended that two static 40 km/h permanent speed zone signs be installed where Rata Road begins off State Highway 6. This will be a permanent speed reduction for the village, rather than a specific school reduction. 40km/h is recommended to be consistent with other residential villages and towns in the district.
- 36 The existing speeds in the village are low, 40km/h is reinforcing the low speeds. However, the change in speed limit signs do not indicate the presence of a school. Advisory signs should be installed to warn drivers there is a school on the road.



Matters raised in submissions

- 37 Feedback received during the 2021 consultation included that to create a safer road environment for all users the permanent speed limit for Makarora should be reduced further than the 40km/h for urban traffic areas.
- 38 Of the 4% opposing submissions, three quarters believe the area should be 30km/h to be consistent with other schools in the district.
- 39 Option 1 Council does not adopt the proposed speed reduction and school speed zones changes.

Advantages:

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

Disadvantages:

- 41 Would be inconsistent with the engagement findings
 - 42 Would not contribute to improving safety in urban areas with high volumes and multiple vulnerable road users.
 - 43 Would not address recommended changes to Council’s road network to achieve safe and appropriate speeds.
 - 44 Would not meet external stakeholder and community expectations, raised through the speed management review and consultation in 2019 and subsequent community engagement in 2020 and 2021.
 - 45 Council would miss the opportunity to continue positive engagement with the community in addressing perceived current and future speed management issues in the district.
- 46 Option 2 Council adopts the proposed speed reduction and school speed changes.
- Advantages:*
- 47 Would be consistent with the engagement findings.
 - 48 Would contribute to improving safety in urban areas with high volumes and multiple vulnerable road users.
 - 49 Would address recommended changes to Council’s road network to achieve safe and appropriate speeds.
 - 50 Would meet external stakeholder and community expectations, raised through the speed management review and consultation in 2019 and subsequent community engagement in 2020 and 2021.
 - 51 Council would have the opportunity to continue positive engagement with the community in addressing perceived current and future speed management issues in the district.
- Disadvantages:*
- 52 Council would incur the costs of sign installation.
- 53 This report recommends Option 2 for addressing the matter because:
- a) It is supported by the recommendations of the ‘Abley/QLDC School Speed Zone Report’ report (Attachment D)
 - b) It is considered the best option that will improve safety around the district’s schools

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 54 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy because there is community interest in the setting of speed limits and management of road safety across the district.
- 55 The persons who are affected by or interested in this matter are residents/ratepayers; community associations; emergency services; schools; Ministry of Education; NZTA; AA; Police.
- 56 The Council has consulted with the district's schools who are supportive of both speed reductions and physical works to improve safety in their immediate vicinities.

> MĀORI CONSULTATION | IWI RŪNANGA

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

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

- 58 This matter relates to the Community & Wellbeing risk category. It is associated with RISK00031 Ineffective management and governance over legislative compliance within the QLDC Risk Register. This risk has been assessed as having a moderate inherent risk rating.
- 59 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 Bylaw Review.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

- 60 It is anticipated that the costs associated with implementing the recommendations can be met from current budgets with the 2021 Long Term Plan.

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

- 61 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 2021-2031 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
- Wanaka Transport Strategy 2008; supporting an appropriate transport network and parking provision

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

63 This matter is included in the Ten Year Plan/Annual Plan as a specific activity and can be delivered within allocated budgets.

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

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

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

65 The recommended option:

- 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	Submissions Summary
B	Submissions Detail
C	QLDC School Maps
D	Abley/QLDC School Speed Zone Report