

Mayor and Councillors
COUNCIL

23 MARCH 2017

Meeting Status: **Public**

Purpose of Report: For Decision

SPEED LIMITS REVIEW

PURPOSE OF REPORT

- 1 This report seeks the Kāpiti Coast District Council's (Council) decision on proposed speed limits on nine sections of local road that have been constructed, altered or affected as a result of the Mackays to Peka Peka (M2PP) Expressway project.

DELEGATION

- 2 The Kāpiti Coast District Council Speed Limits Bylaw 2015 allows Council to set speed limits. Council's Governance Structure and Delegations 2016-2019 has no provision for delegating the setting of speed limits.

BACKGROUND

- 3 The Mackays to Peka Peka Expressway has been designed to provide safe, efficient and reliable access for traffic travelling along the main highway by providing a high standard route with reduced direct access to adjacent properties and local roads. The M2PP Alliance has:
 - created new local roads, to maintain property access where the Expressway has severed existing roads;
 - created new road sections to form interchanges, which link existing local roads to the Expressway via slip-lanes; and
 - resulted in the reconfiguration of sections of the existing state highway and local roads.
- 4 The M2PP Alliance, NZTA and Council have worked together to determine the appropriate speed limits for these roads, in accordance with legislation, the Setting of Speed Limits Rule 54001 (The Rule) and in accordance with NZTA's new Speed Management Guide released late 2016.
- 5 The new speed management guide provides an approach for determining safe and appropriate speed limits for roads. It aims to create national consistency and credibility for road users with speeds that reflect the road environment, road use, road safety and road-side development.
- 6 The proposed changes to speed limits relate to nine sections of local road and two sections of the existing State Highway 1 (SH1) where the speed limit or the default speed limit (of 100 km/h for rural roads) was considered inappropriate (too high).
- 7 Council is responsible for setting the nine local road speed limits and NZTA is responsible for setting the speed limit on the two sections of the existing SH1 (both at Peka Peka). The table below summarises the nine local roads included in the review and the rationale for the safe speed limit. Maps of the nine local road sections are included in Appendix A. Waterfall Road (off Emerald Glen

Road) although not directly related to the M2PP Expressway Project was included in the review as a result of residents' concerns and at NZTA's recommendation.¹

Road	Length (m)	Existing speed limit	Proposed safe speed limit	Rationale for safe speed limit
Emerald Glen & Waterfall				
Emerald Glen Road (SH1-Waterfall Rd)	Full length	100km/h '50' signs installed during construction which is now complete	60	Emerald Glen Road was reconfigured to avoid direct access to SH1 and an at grade rail crossing. Joint review, speed surveys & NZTA guidelines support 60 km/h as safe and appropriate speed limit for both Waterfall and Emerald Glen Roads. While there are sections of these roads where the safe speed is lower than 60 km/h motorists are expected to adjust their speed accordingly.
Waterfall (Emerald Glen to Valley Rd)	Full length	100 km/h	60	
Poplar Ave interchange				
Poplar Avenue (from 10m to 180m east of Leinster Avenue)	170m	'80' km/h Temporary '70' while under construction.	50	The new roundabout and interchange has reduced the length of the 80 km/h section of Poplar Avenue to 170m. The Rule, Clause 2.4 requires a minimum length of 800m for an 80 km/h speed limit and a minimum length of 500m for a 60 or 70 km/h speed limit. The practical solution is to extend the 50 km/h of Poplar Avenue 170m to include this section of road. The proposal means the entire length of Poplar Avenue will become 50 km/h
Otaihanga				
Otaihanga Rd (from the 'old' SH1 to Ratanui Rd)	1500	80 km/h. Temporary 60 due to construction related work since 2013	60	Since 2013 new development has occurred adjacent these roads, and a shared path with crossing points has been installed. Joint review, speed surveys and Opus 2013 report supports 60 km/h.
Ratanui Rd (from Otaihanga Rd to 615m north east Mazengarb Rd)	500			
Nga Manu				
Nga Manu Reserve Road (Ngarara-end)	Full length	In rural area with default 100 km/h speed limit	60	Both roads are currently under construction. The 60 km/h speed limits reflects the road design plans.
Maurice Smith Way (Nga Manu-end)	Full length			
Peka Peka Interchange (note NZTA setting 80 km/h speed limit for the 2 state highway roads Peka Peka Link Road and adjoining 840m SH1)				
Hadfield link Road	Full length	Rural area default 100 km/h speed limit	80	These roads are part of the Peka Peka interchange and are still under construction. The 80 km/h speed limit reflects the road design plans
Te Kowhai link Road	Full length			

¹ Waterfall Road has been identified by NZTA as a national high priority for speed limit change

- 8 The proposal excludes potential speed limit changes to the existing State Highway 1 at Raumati/Paraparaumu and Waikanae, as road layout changes, including changes to the current speed environment, are planned as part of NZTA's and the Council's work to make the existing SH1 a fit-for-purpose local road. The review also excludes Rongamau Lane as this is within the urban speed limit area of Paraparaumu/Raumati and 50 km/h was considered appropriate for this road.
- 9 The M2PP Expressway, while technically still under construction, has opened to traffic ahead of its scheduled June 2017 completion date. Therefore, the intention is to have the appropriate speed limits in place for when the M2PP Expressway Project is officially complete and temporary speed limits are no longer appropriate.
- 10 To meet this timeframe joint consultation/engagement on the proposed speed limits on both Council and NZTA roads was carried out by M2PP with Council support from 2 December 2016 to 31 January 2017. Public consultation and engagement was carried out in accordance with the Land Transport Act, Local Government Act, the Setting of Speed Limits Rule and the new NZTA Speed Management Guide and Framework.
- 11 Stakeholders including NZTA, affected community boards (Paraparaumu-Raumati and Waikanae) were contacted directly for feedback on the proposed speed limits. They were also invited to attend a meeting with NZTA and Council staff. Feedback was received from 11 stakeholders.
- 12 Affected residents and the general public were invited to complete an on-line survey asking whether or not they agreed with the proposed speed limits. Submissions were received from 98 people.

SUMMARY OF SUBMISSIONS

- 13 Stakeholder feedback was largely positive with most supporting of the proposed changes to speed limits.
- 14 The majority of affected residents and public supported the proposed speed limit changes. Some submitters wanted a different speed limit on one or more roads. Residents tended to want a lower speed limit in their street, citing safety. Those wanting a higher speed limit cited efficiency.
- 15 A synopsis of full consultation documents is available on request.
- 16 Summary of residents and public submissions (Refer to Appendix A maps).

Road	Total submissions	In support	Disagree No reason given	Disagree Want lower speed limit	Disagree Want higher speed limit
Emerald Glen (60 km/h)	85 includes 7 residents	68 (80%) includes 1 resident		8 (9%) includes 6 residents	9 (11%)
Waterfall (60 Km/h)	87 includes 4 residents	63 (72.5%) includes 1 resident	1 (1%)	16 (18.5%) includes 3 residents	7 (8%)
Poplar Ave (50 km/h)	81 includes 1 resident	65 (80%) includes 1 resident			16 (20%)

Road	Total submissions	In support	Disagree No reason given	Disagree Want lower speed limit	Disagree Want higher speed limit
Otaihanga & Ratanui (60 km/h)	79 includes 5 residents	54 (68%) includes 5 residents	5 (6%)	2 (3%)	18 (23%)
Maurice Smith & Nga Manu (60 km/h)	77 includes 4 residents	63 (82%) includes 3 residents		3 (4%) includes 1 resident	11 (14%)
Peka Peka – Te Kowhai Link & Hadfield Link (80 km/h)	78 includes 10 residents	51 (65%) includes 3 residents	3 (4%)	10 (13%) includes 7 residents 60 km/h except for SH	14 (18%)

17 Emerald Glen (80% support) and Waterfall Road (72% support)

Those Against	Reason	Staff Comment
Want lower speed limits	Safety – some believe '60' signs will make motorists drive faster.	60 km/h best reflects the rural road environment, matches driver speeds and is consistent with NZTA's Safer Speeds approach.
Want higher speed limits	Motorists can manage own speeds	

18 Poplar Avenue (80% support)

Those Against	Reason	Staff Comment
Want higher speed limit of 60, 70 or 80 km/h	Will unnecessarily slow traffic	Too short to have own speed limit. Needs to take on adjacent (50km/h) speed limit.

19 Otaihanga and Ratanui Roads (68% support)

Those Against	Reason	Staff Comment
Want to extend 50km area in Ratanui Road	Want the Childcare Centre to be in the 50km/h speed limit ²	60 best reflects road environment. Agree with extending 50 to include Childcare Centre
Want higher speed limits	Motorists can manage their own speed	

20 Nga Manu Reserve Road and Maurice Smith Way (82% support)

Those Against	Reason	Staff Comment
Want lower speed limits	Safety.	60 km/h is consistent with the design layout for these roads.
Want higher speed limits	Motorists can manage their own speed	

² A number of stakeholders also asked for this.

21 Peka Peka interchange (65% support)

Those Against	Reason	Staff Comment
Want lower speed limits	Safety of horse riders, pedestrians and cyclists	80km/h is consistent with the design layout for these roads
Want higher speed limits	Motorists can manage their own speed	

- 22 Some submitters requested changes to speed limits on adjoining roads; that are outside the scope of this review. These roads have been recommended for future review. Some submitters asked for other road safety changes and these have been noted for further investigation.

ISSUES

- 23 The scoping of this speed limit review was influenced/ constrained by three factors:
- 1) The fast tracking of the M2PP Expressway opening meant the speed limit review was confined to those road sections directly affected by the Expressway.
 - 2) Changes to the existing SH1 road layout, as part of NZTA's and the Council's work to make the existing SH1 a fit-for-purpose local road, are currently in development. A decision was made to exclude these roads from the speed limit review until the changes were confirmed and in place.
 - 3) The release of the NZTA speed management guidelines; over the last four to five years local authorities have been advised to hold off on non-urgent speed limit reviews pending the new safer speeds approach. This new guide became available in November 2016. Staff will commence a wider review using the safer speeds approach in mid-2017 in liaison with NZTA. The above requests for speed limit changes on other roads will be included for consideration in this next review.
- 24 With regard to the Peka Peak interchange, Council and NZTA concurrently consulted on proposed 80 km/h speed limits on the four interchange roads. NZTA are now in the process of setting 80 km/h speed limits on the two roads they are responsible for.
- 25 Some of the Expressway related speed limits have been based on design plans and as these sections of road are not yet fully operational, their operating speed should be reviewed post construction (Nga Manu Road, Maurice Smith Way and Peka Peka interchange).

Staff Recommendation

- 26 Approve the speed limit changes as proposed with the following adjustment to Ratanui Road: to extend the 50 km/h in Ratanui Road 20 metres north of the current position to 245 metres south of Killalea Place. This change will mean the Childcare Centre at 62 Ratanui Road is within the 50 km/h urban speed limit and the speed limit change is at a distinct change in the road environment.
- 27 This recommendation has the support of stakeholders in particular the New Zealand Police, NZTA, the Waikanae Community Board, the

Paraparaumu/Raumati Community Board and the majority of submitters. It is also consistent with NZTA's new Speed Management Guide and Framework by providing safe and appropriate speed limits that are credible to road users and are nationally consistent.

CONSIDERATIONS

Policy considerations

- 28 There are no policy implications in relation to this recommendation. The Kāpiti Coast *Future Kāpiti 2015-2035* Long term plan supports the provision of a safe road environment with a focus on reducing the comparatively high crash rate in the District. Road safety initiatives include reduced speed limits.

Legal considerations

- 29 The Land Transport Rule: Setting of Speed Limits 2003 (The Rule) establishes procedures that enable road controlling authorities to set enforceable speed limits on roads within their jurisdictions.
- 30 The Kāpiti Coast Speed Limits Bylaw 2015 allows Council to set speed limits, by resolution, for all roads under its ownership control or management.
- 31 A road controlling authority must review a speed limit when there has been a significant change in a road, its environment or use or a written request to do so is received from the Agency (NZTA). The purpose of this speed limit review is to comply with Council's obligation to review.
- 32 The speed limit review has been discussed with legal counsel and they have advised the proposed changes will not require an amendment to the Bylaw. However the Council's Register of Speed Limits will be updated to reflect the changes.

Financial considerations

- 33 The cost of the required speed limit signs will be covered by NZTA as part of M2PP Expressway Project costs.

Tāngata whenua considerations

There are no recognised issues for consideration relating to Iwi.

SIGNIFICANCE AND ENGAGEMENT

Degree of significance

- 34 This matter has a low level of significance under Council policy.

Consultation already undertaken

- 35 M2PP with Council support invited Community Boards, other agencies, key stakeholders, affected property owners, the Kāpiti Coast community and the general public to provide feedback on the proposed speed limits from 2 December 2016 to 31 January 2017. Feedback was received from 11 stakeholders and 98 affected residents and general public.

Engagement planning

- 36 Once Council has made a decision on the proposed speed limits, Council staff will work collaboratively with M2PP and NZTA to communicate the outcome of this speed limit review.

Publicity

- 37 There will be public notification of the Council resolution in local newspapers.
- 38 New Zealand Police and NZTA will be advised of the Council resolution at least 14 days prior to the new speed limits taking effect.
- 39 The Council will work collaboratively with M2PP and NZTA to inform submitters, Community Boards, other agencies, key stakeholders, affected property owners, the Kāpiti Coast community and the general public of the agreed changes to speed limits.

RECOMMENDATIONS

- 40 That Council, makes the following speed limit changes in Council's Speed Limit Register, effective from 12 April 2017:
- Emerald Glen Road (full length): amend the 100 km/h speed limit to 60 km/h.
 - Waterfall Road: (full length): amend the 100 km/h speed limit to 60 km/h.
 - Poplar Avenue (Raumati South): amend the 80 km/h speed limit to 50 km/h, making the full length of Poplar Avenue 50 km/h.
 - Otaihanga Road (Ratanui Road to State Highway 1): amend the 80 km/h speed limit to 60 km/h.
 - Ratanui Road (Otaihanga Road to 615m north east Mazengarb Road): amend the 80km/h speed limit to 60 km/h and extend the 50 km/h speed limit 20m to 635m north east of Mazengarb Road.
 - Ngā Manu Reserve Road (full length): set a 60 km/h speed limit.
 - Maurice Smith Way, Waikanae (full length): set a 60 km/h speed limit.
 - Te Kowhai Link Road, Peka Peka (full length): set a 80 km/h speed limit.
 - Hadfield Link Road, Peka Peka (full length): set a 80 km/h speed limit.

Report prepared by **Approved for submission** **Approved for submission**

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ATTACHMENT: Appendix A: Proposed Speed Limits technical assessment

Appendix A : Proposed speed limits -Road Profiles

Emerald Glen Road secondary collector road with fewer than 300 vehicles per day

Proposal: lower the speed limit from 100 km/h to 60 km/h

Current Speed Limit: 100 km/h but was signed at 50 km/h when the road was realigned removing the connection to SH1.

Speed Limits NZ (SLNZ) speed limit³: 100 km/h

The rated speed limit is considered inappropriate because:

- NZTA Speed Management Framework’s: safe speed limit for this rural road: 60 km/h.
- Speed surveys on Emerald Glen Road support a 60 km/h speed limit

Waterfall Road secondary collector road with fewer than 300 vehicles per day

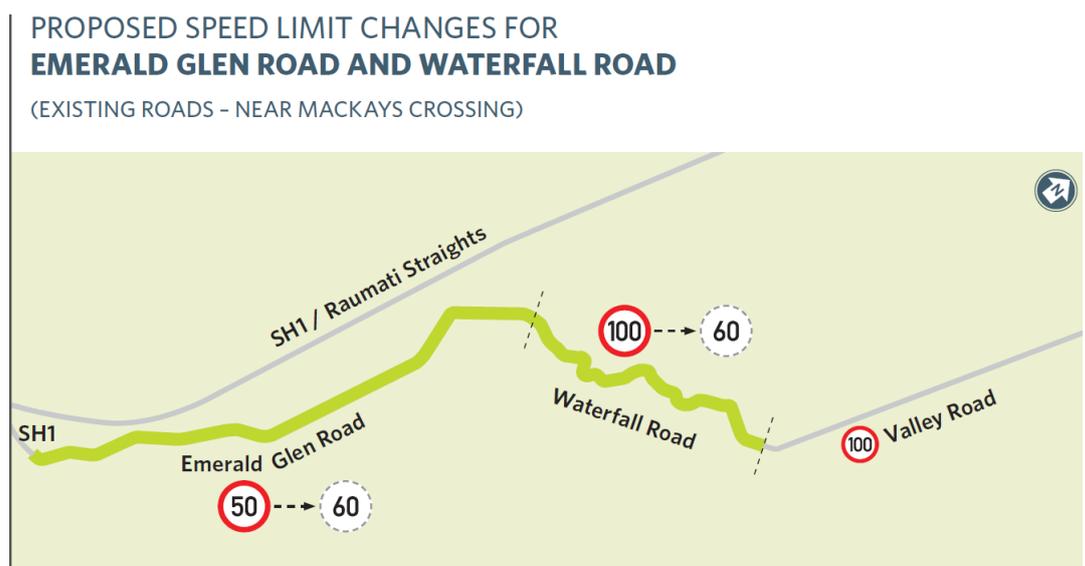
Proposal: change the speed limit from 100 km/h to 60 km/h.

Current speed limit 100 km/h but was signed at Emerald Glen end as 50 km/h during the realignment of Emerald Glen Road.

SLNZ Rated speed limit: 100 km/h

100 km/h considered inappropriate because of:

- NZTA Speed Management Framework’s: safe speed limit for this rural road is 60 km/h;
- NZTA have identified Waterfall Road as high national priority for lowering the speed limit to a self explaining (lower) speed limit.
- Speed surveys on Waterfall Road support a 60 km/h speed limit



³ based on roadside development

Poplar Avenue primary collector road

Proposal: lower speed limit of the 170m long 80 km/h section west of SH1 to 50 km/h to make the entire length of Poplar Ave 50 km/h.

Current speed limit: 80 km/h but under temporary 70 km/h during construction of M2PP.

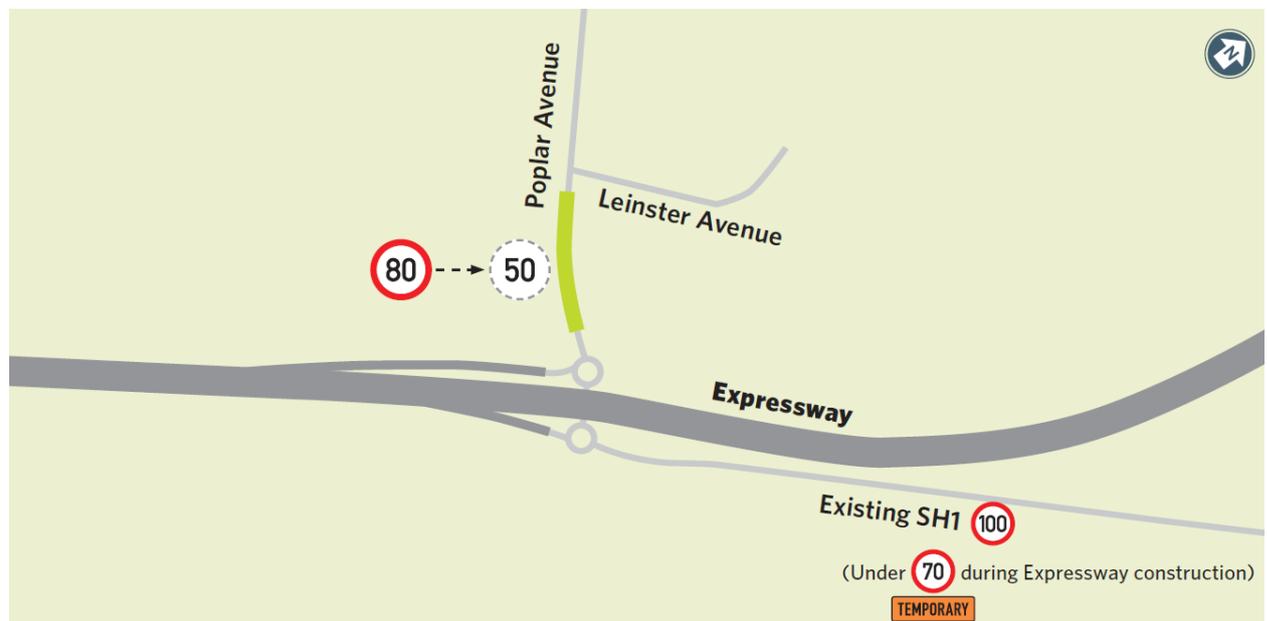
SLNZ rated speed limit: 80 km/h

The rated speed limit is considered inappropriate because

- The new road realignment has resulted in a lower speed environment at the Poplar Avenue/ SH1 interchange;
- The section of Poplar Ave which has with an 80 km/h speed limit, has been reduced with the construction of the M2PP interchange and is now too short for an 80 km/h speed limit and needs to take on adjacent 50 km/h speed limit of Poplar Avenue;
- NZTA's Speed Management Framework supports a 50 km/h speed limit
- Speed surveys support a 50 km/h speed limit

**PROPOSED SPEED LIMIT CHANGE FOR
POPLAR AVENUE - RAUMATI SOUTH**

(EXISTING ROAD)



Ratanui and Otaihanga Roads:

Proposal: To reduce the speed limit from 80 km/h to 60 km/h.

Current speed limit is 80 km/h but has been under a 60 km/h temporary speed limit since 2013 due to M2PP construction related activities, the temporary speed limit can no longer be supported as the bulk of the work is now complete. At the same time the road environment has changed since 2013 with increased road side development and formation of a shared path with crossing points along Otaihanga Road.

SLNZ rated speed limit: 80 km/h

The rated speed limit is considered inappropriate because:

- It is inconsistent with safety and use of the road. The combination of increased traffic movements from roads side developments, installation of shared path facilities with crossing points along Otaihanaga Road and the road geometry reflect a lower speed environment;
- NZTA’s Speed Management Framework support a 60 km/h speed limit
- Speed surveys in the rural sections of Ratanui and Otaihanaga Roads support a 60 km/h speed limit

**PROPOSED SPEED LIMIT CHANGES FOR
OTAIHANGA AND RATANUI ROADS - OTAIHANGA**

(EXISTING ROADS)



Nga Manu Road and Maurice Smith Way

Proposal: Make the new road speed limit 60 km/h to reflect the design speed limit for these two new access roads.

These roads are still under construction and under temporary traffic management.

The default speed limit is 100 km/h, because it lies outside the urban speed limit areas.

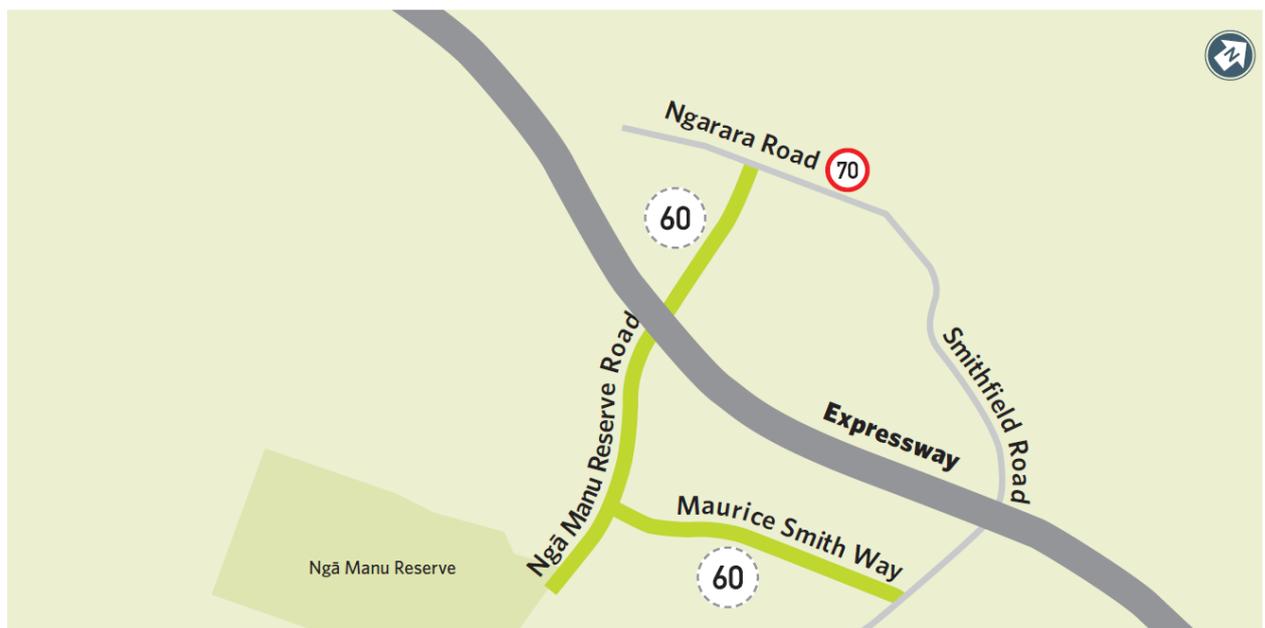
SLNZ rated speed limit: 80 km/h (taking length into account)

The rated speed limit is considered inappropriate because:

- The design speeds of these two roads is 60 km/h;
- The proposed 60 km/h speed limit is consistent with the NZTA Speed Management safe speed limit principals;
- These new roads are similar in geometry to the adjacent Ngarara Road for which the NZTA recommend 60 km/h as the safe speed limit.

PROPOSED SPEED LIMIT FOR NGĀ MANU RESERVE ROAD AND MAURICE SMITH WAY - WAIKANAE

(NEW ROADS)



Peka Peka Interchange

Proposal: Make the two new local roads (Te Kowhai Link and Hadfield Link Road) of the interchange 80 km/h to reflect the design speed.

Note the Peka Peka interchange consists of 4 new road sections, which link local roads with the Expressway, two are NZTA's and two are Councils. NZTA and Council have consulted concurrently on a proposal to make all four new road sections 80 km/h speed limit.

These roads are still under construction and under temporary traffic management.

The default speed limit is 100 km/h, because it lies outside the urban speed limit areas.

SLNZ rated speed limit: 100 km/h

The rated speed limit is considered inappropriate because:

- The design speeds of these roads are 80 km/h;
- The proposed 80 km/h speed limit is consistent with the NZTA Speed Management safe speed limit principals.

PROPOSED SPEED LIMITS FOR PEKA PEKA, TE KOWHAI AND HADFIELD LINK ROADS - PEKA PEKA

(NEW ROADS)

