

SPEED LIMIT CHANGE ON KĀPITI ROAD

PURPOSE OF REPORT

- 1 The purpose of this report is to seek approval for a permanent change of the speed limit on Kāpiti Road between Arko Place and Hurley Road pursuant to the current Kāpiti Coast Speed Limit Bylaw 2005.

DELEGATION

- 2 Section 7.17 of the Governance Structure and Delegations 2013-2016 Triennium gives the Regulatory Management Committee the:

Authority to make recommendations to Council in respect of changes to local traffic controls, including speed restrictions.

BACKGROUND

- 3 Kāpiti Road is the busiest road in the Kāpiti Coast District, with 24,500 vehicles per day (vpd) between Arawhata Road and Rimu Road, and 13,250 vpd between Hurley Road and Lodge Drive. With new commercial development underway and the completion of the Mackays to Peka Peka Expressway these traffic flows are expected to increase. Currently, Kāpiti Road has a speed limit of 50 km/h except for the section between Arko Place and Hurley Road which is 70 km/h. A map of the area is included in **Appendix 1**.
- 4 When the Kapiti Landing development on the south side of Kāpiti Road commenced, a temporary 50 km/h speed limit was introduced between Arko Place and Langdale Avenue. This temporary limit has been renewed several times but now needs to be formally adopted as a permanent limit. With the existing commercial development and on-going building at Kapiti Landing it is not safe to revert to 70 km/h speed limit. This is also specifically mentioned in three safety audits commissioned by Kapiti Coast Airport Holdings Limited.
- 5 This 70 km/h zone on Kāpiti Road is effectively an island within the overall Paraparaumu/Raumati Urban Traffic Area and has created an inconsistent environment for road users.
- 6 Report IS-14-1237 was presented to the Paraparaumu Raumati Community Board (PRCB) on 24 June 2014 and they made a recommendation to the Regulatory Management Committee that the speed limit on Kāpiti Road be permanently reduced to 50km/h. There has been a delay in bringing this recommendation through to the Regulatory Management Committee because of the legality issues with the Speed Limit Bylaw which have now been resolved. Speed limits as a whole throughout the District will be reviewed in consultation with the Community Boards from October 2015.
- 7 A previous recommendation to reduce the speed limit on this section of Kāpiti Road in 2010 also had Community Board support but was rejected by the Regulatory Management Committee.

ISSUES AND OPTIONS

Issues

- 8 Speed limits are defined by establishing an Urban Traffic Area in which the speed limit is 50 km/h within the area. Everywhere outside of the Urban Traffic Area has a default speed limit of 100 km/h. The Council as a Road Controlling Authority can set speed limits greater or less than 50 km/h in Urban Traffic Areas and less than 100 km/h in rural areas in accordance with the Land Transport Rule – Setting of Speed Limits 2003.
- 9 Council commissioned OPUS International Consultants Ltd. to conduct the speed limit review and produce the report included in **Appendix 2**. As part of the OPUS review, speed surveys were carried out from 18 March 2014 to 25 March 2014 at three sites within the study area. This resulted in an overall average speed of approximately 56 km/h with speeds in the temporary 50 km/h area averaging 50 km/h and in the 70 km/h area averaging approximately 59 km/h. This shows that drivers are aware of the different speed environment and are driving slower than the posted speed limit. The result supports lowering the speed limit to 50 km/h. The installation of more traffic islands, crossing points, and better defined cycle lanes and bus stops would help reduce the speed further, as well as providing pedestrians more opportunity to cross the road safely. The overall recommendation from the review was to reduce the permanent speed limit to 50 km/h.
- 10 The OPUS report identified 12 crashes in the period 2008 to 2012, four resulted in minor injuries and eight were non-injury. There were no fatal or serious crashes. Poor observation and failure to give way were the most common causation factors, speed was a factor in two of the crashes.
- 11 An update report from the New Zealand Transport Agency (NZTA) Crash Analysis System (CAS) from 2013 to February 2015 has identified a further 6 crashes. Three resulted in minor injuries and three were non-injury crashes. Poor observation, inattention, and failure to give way were the main crash factors.
- 12 In Table SLNZ1 of Speed Limits New Zealand, it states that a 70 km/h speed limit in a partly built up area, with adjacent speed limits of 50 km/h, should have a minimum length of 1000 metres. This would support the previous 70 km/h speed limit through this area (1110m). However if it were split to formalise the current 370 metres long temporary 50 km/h zone and leave a residual 740 metres of 70 km/h between Langdale Road and Hurley Road, it would be under the minimum length.

Option 1

- 13 Reduce the full section of Kāpiti Road between Arko Place and Hurley Road from 70km/h down to 50km/h. Therefore including this section of Kāpiti Road in the Paraparaumu/Raumati Urban Traffic Area. This is illustrated on the plan in **Appendix 3**.

- 14 In road safety terms there is too much commercial activity and vehicle turning movements in the area between Arko Place and Lodestar Place to allow the temporary 50 km/h speed limit to revert to a 70 km/h limit. The new roundabout is not designed to safely cope with traffic travelling at 70 km/h.
- 15 In the section between Lodestar Place and Langdale Avenue we are expecting construction to begin shortly on a new petrol station with an additional entrance and exit onto Kāpiti Road. The road safety audits for each of the site entrances to the Kapiti Landings development have all recommended that the 70 km/h speed limit be reduced to 50 km/h.
- 16 The existing crash data indicates most of the crashes are caused by failure to give way and inattention. Reverting the speed back to 70 km/h will have the potential to increase the frequency of this type of crash and the severity from minor to serious injury.
- 17 Reducing the limit over the whole zone would also reduce the speed of the faster vehicles at either end of the current 70 km/h zone where they enter the 50km/h zones. The western end has direct fronting commercial properties, several side roads, and pedestrian and vehicle traffic from rest homes. At the eastern end, existing commercial accesses to commercial properties and the Kapiti Landing development, and the Kapiti Landings roundabout. Drivers only start slowing down once they pass the speed limit sign so they are often carrying a lot of speed into the lower limited zone. Eliminating the 70 km/h section removes the reason for drivers to speed up in the first instance.
- 18 This is consistent with the national “Safer Journeys” approach where we are introducing a safe speed for all of our urban areas. Constant, steady speeds improve safety, travel time and fuel efficiency. We are looking to create an appropriate speed for the whole arterial route along Kāpiti Road with a continuity of design, speed limit setting, communication, and enforcement, creating a predictable and consistent environment.

Option 2

- 19 With the level of current and proposed commercial development occurring between Arko Place and Langdale Avenue it is unsafe to let this section of Kāpiti Road revert to 70km/h. Therefore option 2 would provide for a 600m section from Arko Place to Langdale Road to become a permanent 50km./h zone and the remaining 500 metres from a point 60 metres west of Langdale Avenue to a point 90 metres south of Hurley Road to stay at 70km/h. Shown on plan in **Appendix 4**.
- 20 Apart from the additional section of 50 km/h between Lodestar Place and Langdale Avenue this option reflects and formalises the current situation on Kāpiti Road.
- 21 This would also find support from the Police and the Automobile Association (AA) who were both in support of the current 50 km/h zone but were concerned that there would be low compliance on the 70 km/h section between Langdale and Hurley Road.
- 22 Council officers preferred option is Option 1: Including all of Kāpiti Road within the 50km/h urban speed limit.

CONSIDERATIONS

Policy considerations

23 There are no policy implications in relation to the recommendation.

Legal considerations

- 24 The Land Transport (Speed Limits Validation and Other Matters) Act 2015 validated any speed limit bylaws created under the Local Government Act 1974 and Local Government Act 2002. The Act also amended Section 22AB of the Land Transport Act 1998 to treat any speed limit bylaws validated in section 6 of the new Act as if they were made under the Land Transport Act 1998.
- 25 The Land Transport Rule: Setting of Speed Limits 2003 sets out the procedures and requirements for changing speed limits. This requires each Road Controlling Authority to pass a Speed Limit Bylaw. In Kāpiti Coast speed limits are set pursuant to the Kāpiti Coast Speed Limit Bylaw 2005.
- 26 To change a speed limit under the Bylaw, the Council is required to follow the procedures set out in the Land Transport Rule relating to calculating the speed limit and consultation. This involves undertaking a survey of the road and calculating the speed limit using the procedure set out in Speed Limits New Zealand (Schedule 1 to the Land Transport Rule).
- 27 As part of the process it is also advised that actual speeds be measured as enforcement of speed limits is very difficult if the speed limit is inappropriate for the road environment.
- 28 Road Controlling Authorities do not have the ability to arbitrarily set speed limits but may propose to set a speed limit that differs from the calculated speed limit and following consultation may set the proposed speed limit only if that speed limit is safe and appropriate for the road with regard to the function, nature, and use of the road, its environment, land use patterns and whether the road is in an urban traffic area or rural area.

Financial considerations

29 The costs associated with changing speed limits include analysis of options and consultation, preparation of reports and installation of signs and road markings. These costs can be accommodated by the 2015/2016 maintenance and Minor Safety Improvement budgets.

Tāngata whenua considerations

30 There are no recognised issues for consideration relating to Iwi.

SIGNIFICANCE AND ENGAGEMENT

Degree of significance

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

Consultation already undertaken

32 The PRCB, Emergency Services, NZTA, the Automobile Association (AA), and Road Transport Forum have been consulted in this matter.

- 33 The PRCB were in favour of the full 50km/h reduction and made this recommendation at their meeting on 24 June 2014
- 34 The AA agreed with making the temporary 50 km/h zone permanent but to retain the remaining 70 km/h zone.
- 35 The NZ Police supported the overall 50 km/h speed limit subject to clarification of engineered interventions and time-frame. They accept that the further development of the airport land may create the engineering changes to suppress speeds but were concerned about a reliance on enforcement for an unspecified time.
- 36 The NZTA provided a verbal response saying they didn't support the reduction to 50 km/h because it didn't conform to the formulas in the "Speed Limits New Zealand" Guidelines. They did however say that road controlling authorities had the discretion to set speed limits lower than values calculated in Speed Limits NZ.
- 37 There were no other responses to the consultation letter.

Engagement planning

- 38 An engagement plan is not needed to implement this decision.

Publicity

- 39 The Land Transport Rule requires that the NZTA and NZ Police are advised of new speed limits 14 days before the speed limit comes into force. No other formal publicity is required as drivers are required to comply with road signs.
- 40 However, it is recommended that a press release is issued outlining the changes and implementation date.

RECOMMENDATIONS

- 41 That the Regulatory Management Committee recommends to Council that the speed limit on Kāpiti Road from Arko Place to Hurley Road be reduced to 50 km/h and included within the Paraparaumu/Raumati Urban Traffic Area effective from Monday 21 September. This provides the statutory notice period to the NZTA and the NZ Police as required under the Land Transport Rule.

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APPENDICES:

- Appendix 1: Location Map
- Appendix 2: OPUS Speed review Kāpiti Road
- Appendix 3: Option 1 Map
- Appendix 4: Option 2 Map