Regional Speed Limit Reviews

Waipu Urban Traffic Area
Nova Scotia Drive Catchment
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1 Overview

Whangarei District Council (Council) is a Road Controlling Authority (RCA) within the Whangarei District, and has a statutory role in managing the District’s local roads (except State Highways), including the setting of speed limits. This statutory role as an RCA is set out under the Land Transport Act 1998, which also enables Council to make a bylaw that fixes the maximum speed of vehicles on any road for the safety of the public, or for the better preservation of any road (Section 22AB(1)(d)).

The Whangarei District Speed Limits Bylaw 2019 sets the speed limits on all local roads within the District, with the Schedules in that Bylaw identifying the enforceable speed limits and where they apply.

Council is proposing to amend the posted speed limits on roads within the Nova Scotia Drive Catchment Area, including Nova Scotia Drive, Waipu Urban Traffic Area, part of Waipu Cove Road and new roads that have been created as a result of new development (refer Section 2. Below).

This Report sets out the proposed changes to the Schedules of the Whangarei District Speed Limits Bylaw 2019, along with the matters that Council has considered in proposing the new speed limit, including:

- A summary of the proposed amendments to the Whangarei District Speed Limits Bylaw 2019 (new speed limits)
- Reasons for the proposed amendments
- An outline of the consultation process
- Matters considered under Section 4.2(2) of the Setting of Speed Limits Rule 2017
- Options analysis

Submissions are sought from any person or organisation and must be received by Council no later than 5pm, Monday 9th December 2019.

1.1 Road Speed Environments

The NZTA Speed Management Guidance provides general guidance in assessing a safe and appropriate speed, based on the type of road and other broad-based assessment criteria. The following provides a regionally consistent description of the expectations for various speed limits.

<table>
<thead>
<tr>
<th>Speed Limit</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>20kmph</td>
<td>Shared space areas where the principle use is for pedestrians. These areas will typically incorporate street furniture. Roads that are used principally for parking purposes and do not have through traffic.</td>
</tr>
<tr>
<td>30kmph</td>
<td>Shared Space areas that provide equal access to pedestrians, cyclists and motor vehicles. Beach access, including informal parking for pedestrian access to beaches. Most beaches.</td>
</tr>
<tr>
<td>40kmph</td>
<td>Urban areas where there are facilities that generate significant additional pedestrian activity such as schools, shopping centres, sports facilities or other developed recreational areas. Central Business District areas, particularly where there is on-road parking and pedestrians crossing roads, either at controlled or uncontrolled crossing points, but not a formal shared space.</td>
</tr>
<tr>
<td>50kmph</td>
<td>Urban roads that have a high residential density, but no facilities that would generate significant additional pedestrian activity such as schools, shopping centres, sports facilities or other developed recreational areas.</td>
</tr>
<tr>
<td>Speed Limit</td>
<td>Description</td>
</tr>
<tr>
<td>-------------</td>
<td>-------------</td>
</tr>
</tbody>
</table>
| 60kmph      | Semi-urban or rural roads that meet one or more of the following criteria:  
- Significant industrial or commercial activity  
- A road principally used for access to rural residential dwellings with a narrow single lane carriageway or a carriageway that has no centre line marking  
- A road where significant residential or other development is directly accessed, including approaches to urban areas.  
- Urban arterial routes  
- An access road that is unsealed |
| 70kmph      | In accordance with National Speed Management Guidance, 70kmph zones are generally discouraged and will only be used where there is clear evidence that both 60kmph and 80kmph are inappropriate. Where there is an existing 70kmph, consideration will be given to the benefits of changing that speed limit to 60kmph or 80kmph. |
| 80kmph      | General rural roads that are un-divided two-lane roads with marked centre lines; and have shoulder areas and are not torturous in terms of curves. |
| 90kmph      | In accordance with National Speed Management Guidance, 90kmph zones are generally discouraged and will only be utilised in exceptional circumstances. |
| 100kmph     | Rural open roads that are of good quality and principally used as arterial routes. Typically, these roads will have good visibility; shoulder areas; will be two lane roads with marked centre lines; or have a barrier between opposing lanes. Safety features will also be in place on these roads. |

2 Review Area

The review area incorporates Nova Scotia Drive from the intersection with State Highway 1 in the north, through to the intersection with Cove Road, including all roads connecting, either directly or indirectly with Nova Scotia Drive as identified in Figure 1.

In addition, this review area also incorporates the Waipu Urban Traffic Area (Figure 1) extending to the following points from Waipu Township:

- Cove Road to Riverview Place, including Flagstaff Place and Seascape Crescent
- South Road approximately 50m south of Dundee Lane
- St Marys Road approximately 50m south of Somners Way
- The Braigh at the intersection with State Highway 1
- Shoemaker Road at the intersection with State Highway 1
- At the end of Ferry Road
Note: Some road names have not been included in the maps as the font size is too large for the map scale or because they are located within an existing Urban Traffic Area. Please refer to the tables for road names.

Figure 1: Speed Management Review Area
3 Summary of Proposed Amendments

In Whangarei District Council’s capacity as the Road Controlling Authority (RCA), we are proposing the following amendments to the posted speed limits within the Speed Review Area.

3.1 Nova Scotia Drive Catchment

The proposed changes to speed limits in the Nova Scotia Drive catchment area are set out in Table 1 and Figure 2.

<table>
<thead>
<tr>
<th>Nova Scotia Drive Catchment</th>
<th>Existing Posted Speed Limit</th>
<th>Proposed Speed Limit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nova Scotia Drive from the intersection with The Centre to 260m north of the intersection.</td>
<td>50kmph</td>
<td>50kmph</td>
</tr>
<tr>
<td>Nova Scotia Drive from the current 50kmph speed boundary to the southern side of McCleans Bridge.</td>
<td>100kmph</td>
<td>60kmph</td>
</tr>
<tr>
<td>Nova Scotia Drive from the southern side of McCleans Bridge to the intersection with State Highway 1.</td>
<td>100kmph</td>
<td>80kmph</td>
</tr>
<tr>
<td>Uretiti Road</td>
<td>100kmph</td>
<td>80kmph</td>
</tr>
<tr>
<td>Tip Road</td>
<td>100kmph</td>
<td>60kmph</td>
</tr>
<tr>
<td>Connell Road</td>
<td>100kmph</td>
<td>60kmph</td>
</tr>
</tbody>
</table>

Table 1: Summary of proposed Speed Limit changes - Nova Scotia Drive Catchment

3.2 Waipu Urban Traffic Area

The proposed changes to the Waipu Urban Traffic Area are intended to incorporate new urban development on the outskirts of Waipu. The proposed changes to the boundary are set out in Table 2 below and Figure 2.

<table>
<thead>
<tr>
<th>Waipu Urban Traffic Area</th>
<th>Proposed New Boundary and Speed Limits within the Urban traffic Area</th>
</tr>
</thead>
</table>
| Cove Road                | • Extend 120m east along Cove Road  
                           | • Reduce speed limit from intersection with Nova Scotia Drive to intersection with Braemar Lane from 50kmph to 40kmph |
| South Road               | • No change                     |
| St Mary’s Road           | • Extend 100m south along St Mary’s Road |
| The Braigh               | • Extend east along The Braigh to a point 50m east of the intersection with State Highway 1  
                           | • Reduce the 70kmph zone to 50kmph |
| The Centre Road          | • No change to Urban Traffic Area boundary  
                           | • Reduce speed limit from the intersection with Nova Scotia Drive to the intersection with St Mary’s Road from 50kmph to 40kmph. |
| Ferry Road               | • No change                     |
| Nova Scotia Drive        | • No change  
                           | • Reduce speed limit from 260m north of the intersection with The Centre Road to the Boundary of the Urban Traffic Area from 100kmph to 60kmph. |
Table 2: Summary of proposed boundary changes of the Waipu Urban Traffic Area, and related speed limits.

In addition to the above boundary changes, it is proposed to reduce the speed limit on Cove Road from the new boundary of the Urban Traffic Area to 50m to the southeast of the intersection with Riverview Place.

Figure 2 (below) sets out the proposed new speed limits for the Nova Scotia Drive Catchment and Waipu review area, including the Waipu Urban Traffic Area.
Figure 2: Proposed changes to speed limits and Urban traffic Area Boundary
4 Reasons for Change

Section 22AB(1)(d) of the Land Transport Act 1998 provides for a Road Controlling Authority to make a Bylaw to set a speed limit for the safety of the public, or for the better preservation of any road. Council updated its Speed Limit Bylaw in 2019.

Council, as the Road Controlling Authority are reviewing speed limits across the Whangarei District as part of central government’s Safer Journey’s Strategy, with the goal of setting safe and appropriate speed limits that will reduce fatal and serious injury crashes. The proposed changes to speed limits also take account of the changing road environment, including the volume of traffic as well as current and planned development.

In response to new sub-division development, along with an assessment of the safe and appropriate speed for the road environment, Council is proposing to amend speed limits in the Waipu catchment area, including Nova Scotia Drive. The primary reasons for the amendment are:

- To better match the road speed limit with the wider environment to lower the potential for fatal, serious injury and minor crashes.
- To respond to a changing wider road environment, including existing, new, and planned access from residential land-uses onto the main carriageway.
- Lower the potential for fatal and serious injury crashes involving pedestrians and cyclists within a growing semi-urban environment by providing for a safe and appropriate speed limit that recognises that environment.

Nova Scotia Drive has also been specifically identified for a speed review for the following reasons:

- It has been identified as a High Benefit (second 5%) road catchment for a speed review
- The catchment area is well defined and will lead to consistency in speed limits
- There is a strong community perception that current speed limits are too high in some areas, particularly along Nova Scotia Drive.

4.1 The Centre Road / Cove Road / CBD

It is proposed to reduce the speed limit to 40kmph along a portion of Cove Road and The Centre Road between Braemar Lane and St Mary’s Road for the following reasons:

- The area is the main Central Business District (CBD) with a focus on eateries, retail and tourism, generating a high number of pedestrians that access both sides of the road.
- There are no controlled pedestrian crossings

4.2 St Mary’s Road

It is proposed to extend the Urban Traffic Area on St Mary’s Road by 100m to the south, having the effect of reducing the speed limit along this 100m stretch of road from 100kmph to 50kmph for the following reasons:

- To incorporate a significant commercial business (Transport) that has direct access onto St Mary’s Road outside the current 50kmph zone.

4.3 The Braigh

It is proposed to extend the Urban Traffic Area from its current location 300m south of the intersection with The Centre Road to a point 50m before the intersection with State Highway 1 for the following reasons:

- There is increased residential development that has direct access to the main carriageway in the 70kmph speed zone.
4.4 Nova Scotia Drive
It is proposed to reduce the speed limit from the existing 50kmph speed boundary on Nova Scotia Drive (approximately 260m north of the town centre) to McClean Bridge from 100kmph to 60kmph and the remainder of Nova Scotia Drive from 100kmph to 80kmph. The reasons for the proposed change include:

- Evidence based risk mapping identifies Nova Scotia Drive as a high benefit area for a speed limit review.
- There is increased existing and planned urban development between the town centre and McClean Bridge.
- There is a significant increase in urban traffic accessing Nova Scotia Drive from Lochalsh Drive.
- Community feedback has indicated a strong desire to reduce the speed limit along Nova Scotia Drive

4.5 Connell Road
It is proposed to reduce the speed limit on Connell Road from 100kmph to 60kmph to better match the narrow, torturous carriageway.

4.6 Uretiti Road
It is proposed to reduce the speed limit on Uretiti Road from 100kmph to 80kmph to ensure continuity of speed limits with Nova Scotia Drive and to better match the road environment.

4.7 Tip Road
It is proposed to reduce the speed limit on Tip Road from 100kmph to 60kmph to reflect the narrow, largely unsealed carriageway and its role as an access road to the Uretiti Refuse Station and Uretiti Beach.

The existing 30kmph zone that extends along Uretiti Beach will remain in place as this is a shared space zone.

5 Setting of Speed Limits Rule considerations
The purpose of the Setting of Speed Limits Rule 2017 is to give effect to a nationally consistent and evidence-based approach to speed management and to provide a mechanism for road controlling authorities to set speed limits for roads in their jurisdictions.

Section 4.2(2) of the Setting of Speed Limits Rule 2017 requires a range of matters to be considered when reviewing and setting a speed limit. The following sets out the matters which Council has had regard to in setting the proposed speed limit within the review area.

5.1 NZTA Information
NZTA provide larger scale information and crash data. NZTA data has been utilised throughout the Speed Management Review, and includes, but is not restricted to:

- Crash data reported to NZTA through the Police
- Risk assessments, including Personal, Collective and Infrastructure risk assessments
- Safe and appropriate speed data and assessment

Large scale NZTA data forms the basis for the speed management assessments undertaken and set out in this Report.

NZTA is also a member of the Key Stakeholders Group to facilitate consultation on speed reviews.

5.2 Speed Management Guidance
NZTA provides guidance within the NZTA National Speed Management Guide 2016. The Speed Management Rule 2017 provides the process for reviewing speed limits across the District.
The Speed Management Guidance 2016 document has provided the basis for the assessments and processes (including consultation processes) utilised in this speed management review.

Generally, NZTA Speed Management Guidance promotes larger, catchment wide reviews in areas that are identified as high benefit. This Speed Review focusses on Nova Scotia Drive; its road catchment; and the Waipu Urban Traffic Area, extending to State Highway 1.

In accordance with the Speed Management Guidance, the identified Nova Scotia Drive and Waipu Urban Traffic Area catchment has been identified for a speed review for the following reasons:

- It has been identified as a High Benefit (second 5%) road catchment for a speed review
- The catchment area is well defined and will lead to consistency in speed limits
- There has been significant development in and around Waipu in recent years, effecting the overall road environment.
- There are existing consent applications that will lead to additional development
- There is a strong community perception that current speed limits are too high

### 5.3 Function and Use of the Road

The One Network Road Classification (ONRC) is a framework that provides a consistent system for the classification of roads throughout New Zealand. The ONRC considers the needs of all road users, be they motorists, cyclists or pedestrians.

Initial assessments of appropriate levels of service, safety features and speed ranges are made based on the function and classification of the road. The initial assessment does not consider local factors and provides a starting range for identifying an appropriate speed limit for a given road. The initial speed ranges are based on Figure 1.4 of the NZ Speed Management Guide 2016.

<table>
<thead>
<tr>
<th>Classification</th>
<th>Straight open road/urban motorway</th>
<th>Curved open road</th>
<th>Winding open road</th>
<th>Urban (not motorway)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Class 1 High volume national</td>
<td>100–110km/h</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 2 National, Regional, Arterial</td>
<td>80–100km/h</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 3 Primary and secondary collector</td>
<td>Depending on design and safety risk (e.g. divided 4–5 star, grade separated intersections, safety barriers) and factoring in enforcement thresholds</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Class 4 Access and low-volume access</td>
<td>60–80km/h</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All winding/tortuous</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Figure 3: Recommended safe and appropriate speed ranges for road classes**: Source: NZTA - NZ Speed Management Guidance, 2016

The review area consists of the following separate roads, with the following ONRC classification, road type and initial speed estimate range:
Table 3: ONRC Classification and function

Notes
1. Speed range is based on the urban development adjacent to the Nova Scotia Drive
2. Speed range based on unsealed nature of road primary for access purposes
3. Speed range is based on increased residential development with direct access to The Braigh
4. Speed range based on urban nature of road with high number of pedestrians and uncontrolled crossings

5.4 Crash Risk

Crash data is primarily sourced from data that is reported to NZTA from the NZ Police, and often does not report minor, non-injury crashes or near misses. The overall crash data provides a current personal and collective risk rating for the specified road, which are set out in the table below.

Table 4: Risk Data

Notes:
1. Collective Risk is a measure of the total number of fatal and serious injury crashes per kilometre over a section of road. Collective risk does not take account of the volume of traffic on the road.
2. Personal Risk is a measure of the danger to each individual using a road. Personal risk takes into account the traffic volumes on the section of road.
3. Infrastructure Risk utilises a road assessment methodology designed to assess road safety risk based on eight key design and infrastructure features.
4. Unknown Risk indicates that there is insufficient data available to determine the specific risk factor.
A review of crash data reported to NZTA through the NZ Police in the ten years from 2008 to 31 March 2018 is set out in Figure 4. Nova Scotia Drive shows both minor and serious reported crashes along the length of the road, with clusters around McClean Bridge and Uretiti Road.

The crash data also shows a significant cluster of crashes in the Central Business District between Braemar Lane and St Mary’s Road. The cluster of crashes extends along Cove Road beyond the current Urban Traffic Area.

The crash data indicates that a slower speed limit along Nova Scotia Drive, within The Centre Road and Cove Road is appropriate.

![Figure 4: Reported Crashes within Review Area 2008 – 2018](image)

5.5 **Characteristics of the Road**

The characteristics of the road include the physical characteristics of the road that have an impact on crash risk such as the type of seal and shoulder width. The general environment also determines the characteristics of the road and crash risk, for example pedestrians and parking.

The Table below sets out the significant physical characteristics of the roads where a speed limit change is proposed.

<table>
<thead>
<tr>
<th>Road</th>
<th>Road Character</th>
<th>Lane Width</th>
<th>Curves</th>
<th>Shoulder</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nova Scotia Drive – Waipu to McClean Bridge</td>
<td>Two lane undivided</td>
<td>Medium</td>
<td>Curved</td>
<td>Narrow</td>
</tr>
<tr>
<td>Nova Scotia Drive – Mclean Bridge to State Highway 1</td>
<td>Two lane undivided</td>
<td>Medium</td>
<td>Curved</td>
<td>Narrow</td>
</tr>
</tbody>
</table>
Table 5: Road Characteristics

5.5.1 Nova Scotia Drive

Nova Scotia Drive provides a northern link between Waipu and State Highway 1. The Road originally formed part of State Highway 1, before the Waipu Bypass was constructed. Nova Scotia Drive is mainly utilised by vehicles that are accessing Waipu, Waipu Cove, Lang Beach and Mangawhai from the north. The road forms part of the Twin Coast Discovery Route.

5.5.2 The Centre Road / Cove Road / CBD

The area of Centre Road and Cove Road between Braemar Lane and St Mary’s Road forms the Waipu Central Business District. The area includes eateries and take-away style establishments. The area also has small supermarkets, a service station and other retail establishments.

The Central Business District is characterised by high numbers of pedestrians, often crossing the road accessing various retail establishments from on-road parking. There are no controlled pedestrian crossings along The Centre or Cove Road in this area.

The Centre Road features on-road angle parking along the southern side and parallel parking on the northern side of the road. In addition, there is an off-street carpark located at the western end.
of the area, adjacent to the Waipu Museum and War Memorial and opposite the Waipu Library and Caledonia Park.

Waipu is a popular stopover destination, particularly during the summer where there are community events within the town centre or at the adjoining Caledonia Park.

Figure 6: The Centre Waipu

The characteristics of The Centre, between Braemar Lane and St Mary's Road, including the high number of pedestrians, angle parking, and lack of controlled crossings indicate that a slower speed limit of 40kmph is appropriate.

5.5.3 The Braigh

The Braigh connects Waipu Township with State Highway 1 toward the south. The road was originally State Highway 1 prior to the construction of a new State Highway carriageway that bypasses Waipu.

The Braigh has a relatively wide carriageway that is straight until the intersection with State Highway 1. There is a narrow shoulder on both sides of the road. Over time, there has been an increase in residential development with direct access onto the carriageway.

Figure 7: The Braigh

Although "The Braigh" has a straight and wide carriageway, the residential direct access onto the carriageway indicate that a reduced speed limit of either 60kmph or 50kmph is appropriate.
5.5.4 Connell Road

Connell Road is a narrow access road with single lane bridges. Although the road is classed as having two lanes, the carriageway is narrow and has no centre line marking. This is a slow speed road.

![Figure 8: Connell Road](image)

5.5.5 Tip Road

Tip Road is a narrow, winding road that principally provides access to a community transfer station and beach access. Tip Road is unsealed, except for a short 150m section at the Uretiti Road end.

![Figure 9: Tip Road](image)

A short distance before the end of Tip Road where the Transfer Station is located, is Tip Face Road. This road provides access to Uretiti Beach. Tip Face Road is very narrow, single lane unsealed road of poor overall quality.

The current posted speed limit on this road is 30kmph, which extends onto Uretiti Beach. It is proposed that this speed limit remain unchanged.
5.5.6 Uretiti Road

Uretiti Road is a sealed road that connects the mid-point of Nova Scotia Drive with State Highway 1. The road primarily provides an access route to the Uretiti Transfer Station and Uretiti Beach via Tip Road.

Approximately half of Uretiti Road is characterised by low density rural residential accesses onto the main carriageway.

5.6 Adjacent Land-use

Adjacent land-use has a range of impacts on the road environment and a safe and appropriate speed within that road environment, including:

- Influencing the number of pedestrians and cyclists accessing the road corridor.
- Effecting the number of direct accesses onto the road carriageway, which in turn increases the risk of crashes.
- Impacting on the type of vehicle using the road, particularly the proportion of Heavy Goods Vehicles.

Land-use within the review area ranges from the urban area of Waipu Village through to rural in the remainder of the review area. There are rural residential land uses on Uretiti Road, however, these remain low density.
Urban

The principal urban area of the review area is the Waipu Village. This urban area has recently expanded to include a new sub-division accessed from Nova Scotia Drive. The proposed new Urban Traffic Area boundaries have been expanded to encompass the expanded urban area, as well as other associated land-uses close to the urban area.

Waipu has a strong village centre with a wide range of services, facilities and commercial and industrial activities. Waipu has seen reasonable population growth and is identified as a growth node in the Whangarei District Growth Strategy.

There are few significant employment opportunities in Waipu Village, with the main employers being retail, tourism and eatery businesses. The other principal employment opportunities are rural services and agriculture.

Residents commuting to Whangarei, Ruakaka or One Tree Point areas primarily access State Highway 1 via Nova Scotia Drive. It is proposed that the section of Nova Scotia Drive from the Waipu River crossing to State Highway 1 from 100kmph to 80kmph. It is also proposed to reduce the speed limit in the existing Urban traffic Area from the current 50kmph zone to McClean Bridge from 100kmph to 60kmph to allow for the expanding urban environment.

The proposed speed limit reduction is expected to result in an additional 34 second journey time, assuming the maximum speed limit is maintained throughout the journey.

Rural

The predominant land-use within the review area outside the Waipu urban area is rural in nature. With the exception of Nova Scotia Drive and the section of Cove Road from the proposed Urban Traffic Area to Riverview Place; the general rural area gives rise to relatively low volumes of traffic movements.

Road hazards in the rural area, outside of Nova Scotia Drive and Waipu Cove Road can include slower farm machinery, stock and unexpected slippery road conditions where stock have been moved.

5.6.1 District Plan

The Whangarei District Plan is the principle document that provides direction for future development within the District. It achieves this by setting policy and rules for development, including the identification of different environments where specific activities will be encouraged, including the density of development.

Within the review area, the Whangarei District Plan identifies three separate Planning Environments:

- Rural Village Residential
- Rural Village Industry
- Rural Production

The relevant Planning Maps are contained in Appendix 1.

5.6.1.1 Rural Village Residential

The Rural Residential Village Environment is intended to maintain a small village environment that allows for rural and urban services. Where allotments can be connected to reticulated water supply and wastewater, individual lot sizes of 500m² are enabled, resulting is a medium to low density urban environment. Facilities for pedestrians and cyclists are also provided for.

The Rural Village Residential Environment is encompassed by the current Waipu Urban Traffic Area and as such, is not expected to give rise to any additional effects on the road environment.

Within the Rural Village Residential Environment, the following general effects on the road environment are expected:
• An urban feel to the area with a moderate residential dwelling density
• High level of access onto the adjoining roads from residential dwellings
• Increased numbers of pedestrians and cyclists
• More young people having direct access to the road environment
• Increased distractions for drivers
• Increased Average Daily Traffic Flows

The speed environment within a Rural Village environment is expected to be 50kmph, with slower speeds within the Rural Village Centre sub-environment where retail and other services are located.

5.6.1.2 Rural Village Industry

The Rural Village Industry Environment is a sub-environment of the larger Rural Village Residential Environment. This sub-environment provides for light industry and rural service industries and has slightly less effect on the road environment as a Business 2 Environment, including:

• Increased turning traffic
• Larger numbers of commercial vehicles and Heavy Goods Vehicles, particularly at times when deliveries are being made
• Lower number of pedestrians and cyclists compared to the residential or village centre environments.

The Rural Village Industry sub-environment is located on Waipu Cove Road, from approximately 100m east of Braemar Lane to the river and is identified on the map in Appendix 1.

5.6.1.3 Rural Production

The Rural Production Environment provides for a diverse range of rural production activities, including commercial and industrial activities that have a functional need to service rural production activities, rural communities or provide location-based recreation or tourist activities.

The Rural Production Environment is low density and the road environment has typically low traffic counts. It should be noted that these low traffic counts will vary, particularly where there is forestry or dairy activities. Roads are generally narrower with limited shoulder areas and may be unsealed.

A safe and appropriate speed within a Rural Production Environment is expected to be 80kmph or less, with a lower speed limit for unsealed roads, or where roads are particularly narrow or with tight curves.

5.7 Intersections and Property Access

The density of property access onto the main carriageway has a direct influence on the number of vehicles turning on and off the road, influencing crash risk in the following ways:

• Increased risk of side impact crashes where a vehicle accesses the carriageway and fails to give way to an oncoming vehicle.
• Vehicles travelling along the road have a higher risk of encountering stationary vehicles on the carriageway; or vehicles travelling at a significantly lower speed.

In both instances, the risk of a crash increases where the carriageway width is limited, or there is limited visibility. Higher densities of property access also indicate more potential for pedestrian and cycle activity on or near the carriageway. As property access density increases, the safe and appropriate speed on a given road should decrease.

Property access density is indicative of the following:

• Urban areas: 20 or more per km
• Urban transition areas: 10 to 20 per km
• Rural residential: 5 to 15 per km
• General Rural: 2 to 5 per km
• Remote rural: Less than 2 per km
Intersection density provides a measure of the frequency that vehicles may be crossing the carriageway, slowing to make a turn or accelerating after having made a turn.

<table>
<thead>
<tr>
<th>Road</th>
<th>Property Access / Km</th>
<th>Intersections / km</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nova Scotia Drive</td>
<td>Less than 5</td>
<td>Less than 2</td>
</tr>
<tr>
<td>Uretiti Road</td>
<td>Less than 5</td>
<td>Less than 2</td>
</tr>
<tr>
<td>Tip Road</td>
<td>2 - 5</td>
<td>3 - 5</td>
</tr>
<tr>
<td>Connell Road</td>
<td>2 - 5</td>
<td>3 - 5</td>
</tr>
<tr>
<td>St Mary’s Road</td>
<td>More than 20</td>
<td>Less than 1</td>
</tr>
<tr>
<td>The Braigh</td>
<td>10 - 20</td>
<td>Less than 1</td>
</tr>
<tr>
<td>The Centre Road</td>
<td>More than 20</td>
<td>3 - 5</td>
</tr>
<tr>
<td>Cove Road from the 50kmph</td>
<td>2 - 5</td>
<td>Less than 1</td>
</tr>
<tr>
<td>boundary to Riverview Place</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 6: Property and intersection density

5.8 Traffic Volumes

Traffic volumes within the Nova Scotia Road catchment are Average Daily Traffic (ADT) flows over a 7-day period. The traffic volumes are not provided for all roads within the catchment as many are smaller access roads that do not connect to other roads. These access roads have generally low traffic volumes.

<table>
<thead>
<tr>
<th>Nova Scotia Drive Catchment</th>
<th>Average daily traffic Count</th>
<th>% Heavy Goods Vehicles</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nova Scotia Drive</td>
<td>2585</td>
<td>7</td>
</tr>
<tr>
<td>Uretiti Road</td>
<td>420</td>
<td>8</td>
</tr>
<tr>
<td>The Braigh</td>
<td>1015</td>
<td>7</td>
</tr>
<tr>
<td>The Centre (Waipu)</td>
<td>2430</td>
<td>7</td>
</tr>
<tr>
<td>Cove Road – Waipu to Riverview Place</td>
<td>2900 - 1180</td>
<td>6</td>
</tr>
<tr>
<td>Tip road</td>
<td>245</td>
<td>8</td>
</tr>
</tbody>
</table>

Table 6: Estimated Traffic Volumes

5.9 Planned Modifications to the Road

There are a range of Plans and Strategies that potentially identify specific funding, plans or priorities that would give rise to road modifications within the review area. These are set out in the Table below.

<table>
<thead>
<tr>
<th>Planning Document</th>
<th>Provisions for Review Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Long Term Plan (10 year)</td>
<td>No funding identified to upgrade or make significant engineering improvements to the roads within the review area.</td>
</tr>
<tr>
<td>Infrastructure Strategy (30 year)</td>
<td>No issues or funding options identified for significant modifications to the road, or immediate surrounds.</td>
</tr>
<tr>
<td>Asset Management Plans</td>
<td>Short-term projects within the review area are identified below.</td>
</tr>
<tr>
<td>Walking and Cycling Strategy</td>
<td>A proposed cycle trail connection from Whangarei to Mangawhai via Ruakaka and Waipu is planned. Funding is currently being applied for. The proposed route is expected to incorporate part</td>
</tr>
</tbody>
</table>
Provisions for Review Area

Table 7: Planned modifications to the road environment

The following projects that may impact on speed limits within the review area are planned:

- A shared path is planned to connect The Centre Road with Halifax Road.
- A shared path cycle trail along Nova Scotia Drive that will form part of the Te Araroa Walking Trail. Funding for this project is yet to be confirmed.
- Work to improve the shared path and cycleway on Cove Road, including the installation of guard rails.

5.10 Views of Interested Persons and Groups

The purpose of this Document is to set out those matters that Council must consider when reviewing speed limits. One of those matters is the views of interested persons of groups. This includes key stakeholders (as identified by Council) and the community adjacent to the road where new speed limits are proposed.

A Key Stakeholder Group has been identified by Council. This group includes:

- NZ Police
- The Automobile Association
- The Regional Land Transport Committee
- Regional Transport Associations (including Freight)
- Regional Road Safety Forum
- Road contractor representatives

The Key Stakeholder Group provides input into the overall prioritisation of speed reviews and other speed related issues through periodic workshops and direct requests for feedback. The Key Stakeholder Group is also directly notified for feedback on specific speed reviews. The feedback received is incorporated into the final decision-making process for Council.

A consultation process, consistent with the requirements of Section 156 of the Local Government Act 2002 and the Setting of Speed Limits Rule 2017 is being undertaken. This process enables Council to obtain the views of the wider community before any final decision is taken.

6 Options Analysis

In assessing the options, a range of matters were considered, including the matters required by the Setting of Speed Limits Rule 2017 (refer above), and future development within, and adjacent to the review area.

In determining the proposed amendments to the speed limit within the review area, the following options have been considered:

Option A: No change to the current speed environment

Option B: Amend the speed limit as proposed

Option C: Engineer the road to meet the current speed limits

This review of speed limits covers a wide area. The review itself is the result of considering a wide range of factors outlined in this Report. The Options Analysis therefore does not relate to individual roads but considers the high-level options.
6.1 **Option A - No change to the current speed environment**

Having assessed all the matters that must be considered under the Setting of Speed Limits Rule 2017 and set out in this Report; Option A is not being pursued for the following reasons:

- There are parts of the review area where the existing posted speed limit does not reflect the overall road environment, including adjacent land-uses and planned development.
- Nova Scotia Drive is identified as a high benefit area, where a reduction of the speed limit is expected to have significant safety outcomes.

6.2 **Option B - Amend the speed limit as proposed**

Having assessed all matters that must be considered under the Setting of Speed Limits Rule 2017 and set out in this Report, it has been determined that reducing the speed limit as proposed is the preferred option for the following principle reasons:

- The proposed speed limits reflect an appropriate speed environment for roads within the review area, based on current road environment, including adjacent land-uses and planned development.
- The reduction in speed will have significant safety benefits:
  - The proposed speed limits will address current and planned development in Waipu.
  - The slower speed limits proposed will have an insignificant effect on travel times.
  - The proposed speed limits are consistent with the NZTA Speed Management Guidance 2016.

6.3 **Option C - Engineer the road to meet the current speed limits**

Engineering the roads to meet the current speed limits involves the implementation of a variety of engineering solutions to ensure that the road environment is at a standard that meets the posted speed limit.

Option C to engineer the road to meet current posted speed limits is not recommended in the short term for the following reasons:

- Council has a strategic plan for maintaining and upgrading roads on a district wide basis that considers population projections and other long-term planning aspects. No current significant modifications of the roads are identified in the Long-Term Plan.
- Engineering roads to meet posted speed limits in the short-term is cost prohibitive.
- As roads are improved as part of an ongoing strategic plan, speed limits can be reviewed so that they match new engineered road environments.

6.4 **Option Conclusion**

Following an assessment of the options available with respect to the proposed amendments to the speed environment in the identified review area; and having considered the matters set out the Setting of Speed Limits Rule 2017; it is recommended that Option B is adopted by Council for consultation.

7 **Significance of Change**

The Whangarei District Speed Limits Bylaw 2019 is made under the Land Transport Act 1998 (LTA). Section 22AD of the LTA requires Council to consult with the community in accordance with the requirements of Section 156 of the Local Government Act 2002.

The significance of changing the Speed Limits Bylaw is assessed to determine the methodology of the consultation process to be undertaken.

7.1 **Significance and Engagement Policy**

The amendments to the Speed Limits Bylaw 2019 have been assessed against Whangarei District Council’s Significance and Engagement Policy (2017). A determination has been made that the proposed amendments to the Bylaw, either individually or cumulatively do not meet the significance criteria in the Significance and Engagement Policy (2017).
7.2 Section 156 Assessment

Council has assessed the proposed changes in speed limits in accordance with Section 156 of the Local Government Act. Taken alongside the reviews of Ruakaka, One Tree Point, Marsden Point catchment area and Vinegar Hill Road, it is considered that, collectively the proposals will give rise to significant public interest.

In accordance with Section 156 of the Local Government Act 2002, it has been determined that the proposed amendments to the Speed Limits Bylaw 2019 Schedules:

- Is not significant in terms of Council’s Significance and Engagement Policy (2017)
- Do not give rise to a significant impact on the public but is likely to impact on the local community and give rise to significant public interest.

Given the above assessment, and in accordance with Section 156(1)(a) of the Local Government Act 2002, it is appropriate that Council consult on the proposed amendments in accordance with the Special Consultative Procedure set out in Section 83 of the Local Government Act 2002.

8 Consultation Process

Consultation is undertaken in accordance with the requirements of Section 83, 83A and 83AA of the Local Government Act 2002 and the Setting of Speed Limits Rule 2017.

8.1 Local Government Act Requirements

In accordance with the requirements of Sections 83 – 86 of the Local Government Act, Council has produced a Statement of Proposal that is publicly available. The Statement of Proposal includes details of how interested persons can present their views to Council by making a submission and when submissions can be made.

This Report is intended to provide additional detailed information, including the information that must be considered in accordance with the Setting of Speed Limits Rule 2017.

8.2 Setting of Speed Limits Rule Requirements

Section 2.5 of the Setting of Speed Limits Rule 2017 sets out the consultation requirements when setting a speed limit, and includes a requirement to consult with the following:

- The occupiers of any properties adjoining the road to which the proposed bylaw applies
- Any affected local community
- The Commissioner of Police
- Any other organisation or road user group that the road controlling authority considers affected
- The New Zealand Transport Agency

In terms of “other organisations or road user groups”, The Northland Transportation Alliance, which Whangarei District Council is part of, has established a Key Stakeholders Group. This Group includes the Northland Police, NZTA and representatives from the Northland Road Safety Forums, NZ Road Carriers Association and the Regional Land Transport Committee.

Northland Automobile Association (AA) are also included in the Key Stakeholders Group.

8.3 Giving Effect to Consultation Requirements

The consultation requirements of the Local Government Act and the Setting of Speed Limits Rule will be given effect to using a variety of processes, including public notification, local drop in information sessions, media releases and information on Council’s website. In addition, the organisations identified in 7.2 (above) will also be directly notified. Direct notification will include:

- A summary of the proposed amendments
- Where further information is available
- How to present your views to Council (Having your say)
A public notice will be placed in appropriate media across the District with the information able to be viewed at Council service centres. Public notice and information will be posted as practicable on community notice boards.

Community drop in information sessions are planned for Ruakaka, One Tree Point and Waipu. The timing and location of these sessions will be advertised in local media.

Following the close of submissions, submitters who wish to present their views to Council in person will be provided an opportunity to do so; and will be advised of the process.

9 Making a Submission

Any person or organisation can make a submission on the proposed amendments to speed limits within the Waipu Catchment Area.

Submissions can be made, either electronically online, by email or on paper and should:

- State the submitters name, address and contact phone number or Email
- Clearly state the road or roads that the submission point relates to.
- Whether you support or oppose the proposed new speed limit.
- Your reasons for why you support or oppose the proposed speed limit.
- Other matters that you think Council should consider.

All submissions must be received by 5pm, Monday 9th December 2019.

You can make a submission online at: www.wdc.govt.nz.Speedbylaw, or

Email your submission to: mailroom@wdc.govt.nz, or

Post your submission to:

Speed Reviews
Whangarei District Council
Private Bag 9023

Whangarei 0148

Submissions can also be hand delivered to the Whangarei District Council Office at Forum North in Rust Avenue, Whangarei, or any service centre.

Notes:

All submitters that request it, have a right to further present their views to Council. Anyone wishing to present their views to Council personally will be advised of the process following the close of submissions.

Feedback received from the community will be considered, along with a range of other matters in reaching a final decision on the proposals within this document.

The Council is legally required to make all written or electronic submissions available to the public and to Councillors, including the name and address of the submitter. The submissions, including all contact details provided, may be available to the public, subject to the provisions of the Local Government Official Information and Meetings Act 1987.

If you consider there to be a compelling reason why your contact details and/or submission should be kept confidential, you should contact Council on 09 438 4200 or 0800 932 463
10 Where Can I Get More Information?

Copies of this Report and the Summary Document can be viewed on Whangarei District Councils website at www.wdc.govt.nz/speedbylaw.

Alternatively, copies of this Report and the Summary Document can be viewed at any Whangarei District Council Offices or Library.

<table>
<thead>
<tr>
<th>Whangarei</th>
<th>Forum North, Rust Avenue</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Whangārei Libraries, Rust Avenue</td>
</tr>
</tbody>
</table>

| Ruakaka         | Ruakaka Service Centre, Takutai Place                        |

Alternatively, call the Whangarei District Council on 09 430 4200 or 800 932 463.

or email: Mailroom@wdc.govt.nz