

SH73/75 CHRISTCHURCH TO AKAROA SH74 LYTTELTON SPEED REVIEW

Community consultation summary December 2021





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1. BACKGROUND

Safer speed limits are a key part of Road to Zero, New Zealand's road safety strategy for 2020–2030. This strategy sets us on a path to achieve Vision Zero, an Aotearoa where no one is killed or seriously injured on our roads.

It calls on all of us to make good choices when we travel, but accepts that as humans, we make mistakes and crashes will happen. But these crashes shouldn't result in us losing our lives or being seriously injured.

That is why Waka Kotahi NZ Transport Agency has been reviewing speed limits on State Highway 73 (SH73) and State Highway 75 (SH75) from the intersection of Blenheim Road and SH73 in Christchurch, to the entrance to Akaroa township.

This route is in the top 10 per cent in the country where the greatest gains can be made in reducing the numbers of people being killed and seriously injured – contributing towards New Zealand's Road to Zero target of 40 per cent fewer deaths and serious injuries by 2030.

Between 2011-2020, there were 739 crashes between Christchurch and Akaroa*. Nine people were killed, and 72 people suffered serious injuries in these crashes, leaving families and communities grieving and many people with life-long injuries.

* Data extracted August 2021 from the Crash Analysis System (CAS).

Speed is just one part of improving road safety.

A safe transport system recognises people make mistakes and is designed so these mistakes don't cost us our lives. Safer speed on our roads is one part of creating a safe system, and right now, ensuring speed limits are appropriate for this road environment is the quickest and most effective way we can save lives. But we know there are other changes people want to see.

To reach our Road to Zero target, Waka Kotahi has five focus areas, including infrastructure and speed, vehicle safety, work-related road safety, road user choices and system management.

On SH73/75, Waka Kotahi has begun a three-year programme of renewing nearly 30km of road surface has begun.

To support the new safe speeds, we will be adding some new signage, improving existing signage as well as painting new and enhancing existing line markings on the highway which all helps to create a safer road environment.

In the next couple of years, guardrail side protection to help prevent run-off road crashes will be installed at some high-risk locations along The Hilltop where there are steep drop-offs, and the highway is particularly windy. The scope and extent of this work is being investigated and will be subject to constructability, funding and confirming an appropriate mix of treatments (rumble strips and line marking).

In addition, a range of safety and resilience improvements along SH75, at locations mostly between Cooptown and Duvauchelle, have been identified and are in the pipeline. These could include installation of rumble strips and more guardrail along The Hilltop as well as opportunities for safe passing. This work is subject to feasibility, timing, and funding approvals.

Waka Kotahi is also looking into the feasibility of a shared use path for people walking and cycling between Little River and Cooptown.

2. ENGAGEMENT AND CONSULTATION PROCESS

TECHNICAL ASSESSMENT

Before we spoke with the community about speed on SH73/75, we undertook a technical assessment of this road. This considered crash history, average speeds people are travelling, the number of vehicles on the road and development of surrounding areas to help us determine whether changing the speed limits would the best thing to do to make the road safer. We also looked at where new speed limits might begin or end, and if any other safety improvements might be needed.

The technical assessment found existing speed limits on the road were not safe and appropriate for the current road characteristics and roadside environments.

ENGAGEMENT PHASE

The next step was to engage with the community and ask for people's insights on the existing speed limits so that we could better understand how people use the road, where people felt safe and where the road environment could be improved. This engagement process with partners, stakeholders and the community was undertaken during June and August 2021.

<u>Feedback from engagement</u> was then considered alongside the technical assessment to propose a number of safer speed limits along the corridor as well as some minor improvements* to the road environment.

As a result of community engagement, the following suggestions – which could be supported by the technical assessment, safety requirements and the rules and regulations for state highways – were incorporated in our proposal for SH73/75:

- A number of people said a 50km/h speed limit was more appropriate than 60km/h for Little River as there were more cars around and people riding bikes or walking on both sides of the road, especially during weekends and holiday periods. Our technical evidence supported this as it showed people were travelling at lower speeds on average than previously recorded. As a result, 50km/h was proposed and consulted on for Little River.
- We also heard concerns about speeds outside Wairewa Marae. With agreement from
 representatives from Te Rūnanga o Wairewa, improvements to help support a lower speed limit
 such as new signage, tree trimming, and line-marking were proposed and consulted on with the
 community. This resulted in the 50km/h limit through Little River being extended past the marae
 entrance.

CONSULTATION PHASE

The next step was to share the detailed proposal with the community through a formal consultation period which took place from Wednesday 3 November to Friday 3 December.

During the formal consultation phase, the scope of the review was broadened to include SH74 Norwich Quay/Gladstone Quay, Lyttelton and selected Banks Peninsula local roads at the request of the Christchurch City Council (CCC).

*Refer to table 1 for comments on infrastructure investment.

3. CONSULTATION QUESTIONS

The purpose of formal consultation is to share a detailed proposal with people and to ask for any additional information that might have an impact on the final decision.

In proposing new speed limits, we asked:

- "Are there any other factors we should consider when making a decision on the speed limit changes proposed?"
- "What is your experience of speed and safety through Takamatua Straight and using the intersection?"

We spoke with our iwi partners and briefed Te Pātaka o Rākaihautū Banks Peninsula Community Board. We sent our proposal to key stakeholders including Selwyn District Council, Police, Fire and Emergency NZ, St John, NZ Automobile Association, and other road user groups representing freight, cyclists, walkers and motorcyclists, inviting them to provide feedback.

Consultation material included a flyer, project web page, e-newsletter, media release and print advertising. We also invited people to provide their thoughts via the Social Pinpoint online map feedback tool. Offering an online map was helpful for people wanting to 'zoom in' and see the locations of all the local roads adjacent to the highway where speed changes were proposed.

Consultation was advertised through the Akaroa Mail, Western News, Bay Harbour News, The Press and the Weekend Press. It was also promoted through Radio Akaroa and online digital ads. Printed consultation forms (which could be folded into FreePost envelopes) were distributed by the Council to its libraries and offices, and details were shared on local and CCC's Facebook pages. A joint Waka Kotahi/Council media release was issued on 3 November 2021.

Submissions were accepted on hard copy forms, by email to the Waka Kotahi project inbox chchtoakaroaspeeds@nzta.govt.nz, on CCC's Have Your Say page or via Waka Kotahi Social Pinpoint.

4. SUMMARY AND RESPONSE TO SUBMISSIONS

Across the four-week joint consultation period, a total of 670 submissions were received.

We acknowledge the time and effort that went into these submissions and thank every person and organisation who contributed to the speed review process.

HIGHWAYS FEEDBACK

Waka Kotahi is responsible for managing highways. Feedback received relating to proposed highway speed limits on SH73/75 and SH74 included:

- 214 email submissions
- 11 consultation submission forms (sent via email and FreePost)

LOCAL ROADS FEEDBACK

Christchurch City Council is responsible for managing the city's local roads. Feedback received relating to selected Banks Peninsula local roads adjacent to the highways included:

• 50 submissions via Have Your Say.

GENERAL FEEDBACK

Social pinpoint feedback mainly referred to highways and comments relating to speeds generally.

There were:

• 395 comments and suggestions received via Social Pinpoint.

A lot of submissions provided specific feedback on sections of highway or locations. A significant proportion contained opinion and views on changing speed limits, comments around road improvements, driver behaviour, driver education and enforcement. Where comments were was mixed or relevant, feedback was shared between Waka Kotahi and Christchurch City Council accordingly.

RESPONSE

The following table includes themes, ideas and concerns relating to highways that came to light during consultation and Waka Kotahi comments. (Go to www.ccc.govt.nz/haveyoursay for local road submissions.)

TABLE 1 Waka Kotahi response to highway submissions

Location	Themes/Ideas/Concerns	Waka Kotahi Comments
General	Lower speeds are unnecessary if people drove to the conditions	Under the safe system approach and Road to Zero strategy, rather than focusing on the causes of a crash, the focus is on reducing harm if people make mistakes on the road. Lowering the speed limit gives more margin for error if people make mistakes andlowers the energy of the crash should one occur.
	 Focus on driver training, driver behaviour, enforcement Some people welcomed the proposed speeds, saying they were "sound" and "overdue" and would encourage more patience from drivers, make the road safer for everyone using it, and better suited the road environments. Some respondents gave examples of near-misses, or the death of a family member in a crash. 	 It will take more than safer speeds to reach our Road to Zero target. Waka Kotahi has five focus areas including infrastructure and speed, vehicle safety, work-related road safety, road user choices and system management. (Refer link above for more information.) Reducing speed limits to safe and appropriate speeds for the road is the quickest and most effective action we can take to reduce deaths and serious injuries.
	Cyclists reported feeling unsafe in multiple areas due to the speed of passing vehicles and congestion in urban areas and rural townships.	A lower speed limit will provide more time for people to judge distances and to recognise that other people are about and using the road.
	Some submissions suggested installing Rural Intersection Activated Warning Signs (RIAWS) or placing mobile Variable Speed Limit Signs (VSLS) in high-risk areas, at peak times of the year such as long weekends and school holidays, rather than permanent speed limit changes.	Rules and regulations for state highways do not provide for temporary signage as suggested and would not be an effective use of resource.
	People queried the accuracy of TomTom data	TomTom data is aggregated from millions of anonymous, consumer GPS devices (including mobile phones) providing real speed data, which can be pinpointed to 1km sections of road and 5-minute intervals.
	People requested consistency in speed limits to prevent "chopping and changing" and queried why 70km/h and 90km/h limits were not proposed.	The Speed Management Framework and Guide do not recommend the use of a permanent speed limit of 70km/h or 90km/h for the following reasons: At higher travel speeds drivers have trouble differentiating speed differences of just 10 km/h By using 20 km/h increments for speed limits between 60 km/h and 100 km/h there are fewer and more recognisable speed limit categories for people to understandand recall By limiting the use of different speed limits, a more consistent and intuitive speed management system can be created across the network, where people have a greater understanding and appreciation of risk and what a safe and appropriate speed is on a particular stretch of road.

Location	Themes/Ideas/Concerns	Waka Kotahi Comments
General	More policing is required including monitoring motorcycle driving behaviour.	 Police from Akaroa Station and Christchurch-based officers carry out high visibility patrols and traffic stops, especially during busier weekend and holiday periods. Members of the public who see dangerous driving on the road can also help police to enforce speed limits by getting warnings out to officers on the road by calling *555 from a mobile phone, while Community Roadwatch reports can be lodged for non-urgent incidents of poor driving.
	Concerns that a lower speed limit would increase driver frustration and risky overtaking particularly on sections that were marked open road.	An 80km/h speed limit on these sections of highway will mean most drivers, including cars towing boats and horse floats etc. are more likely to be traveling the average speed. Therefore, drivers will feel less of a need to overtake. The lower speed will also make it easier and safer for people at intersections.
	Various economic impacts of increased travel time.	 The percentage of freight vehicles is low on this route 9% of 3,700 vehicles per day. On average, the revised travel time between Christchurch and Akaroa as a result of the speed limit changes is estimated at between three-and-a-half and five-and-a-half minutes. We also need to think about the full economic impacts of speed including crash costs - \$NZ4 billion each year – Green House Gas emissions, fuel costs and vehicle maintenance. Furthermore, studies show that in developed countries, economically optimal travel speeds are lower than expected and typically lower than the posted speed limits. (Source: Job, RFS. & Mbugua, LW. (2020). Road Crash Trauma, Climate Change, Pollution and the Total Costs of Speed: Six graphs that tell the story.)
	Invest more on road infrastructure such as passing lanes, passing bays, signage, barriers, turning bays at intersections and shoulder upgrades.	 To reach our Road to Zero target, Waka Kotahi has five focus areas, including infrastructure and speed, vehicle safety, work-related road safety, road user choices and system management. To support the new safe speeds, we will be adding some new signage, improving existing signage as well as painting new and enhancing existing line markings on the highway which all helps to create a safer road environment. In the next couple of years, guardrail side protection to help prevent run-off road crashes will be installed at some high-risk locations along The Hilltop where there are steep dropoffs, and the highway is particularly windy. The scope and extent of this work is being investigated and will be subject to constructability, funding and confirming an appropriate mix of treatments (rumble strips and line marking). In addition, a range of safety and resilience improvements along SH75, at locations mostly between Cooptown and Duvauchelle, have been identified and are in the pipeline. These could include installation of rumble strips and more guardrail along The Hilltop as well as opportunities for safe passing. This work is subject to feasibility, timing and funding approvals. Waka Kotahi is also looking into the feasibility of a shared use path for people walking and cycling between Little River and Cooptown.

Location	Themes/Ideas/Concerns	Waka Kotahi Comments		
		It is important to note, significant infrastructure which costs more than \$2M is identified and prioritised through the National Land Transport Programme. Potential projects are subject to an investment business case process to test value for investment against multiple criteria and are prioritised against other such projects all around the country. A case such as passing lanes on SH73/75 would not meet many of the required criteria. Low traffic volume and not being a key freight route and having low safety benefit are examples. Furthermore, construction costs at challenging locations such as The Hilltop would be cost prohibitive.		
General	Comments on poor road maintenance	 Specific reports of maintenance concerns and locations have been passed on to our Maintenance and Operations team. Thank you for these. To report an issue on any of our state highways please phone 0800 4 HIGHWAYS. Over the next three years, nearly 30km of road surfacing renewals between Christchurch and Akaroa will be undertaken, some of which started late November 2020. This renewal work amounts to approximately a third (35%) of the corridor over the next three years – the highest in Canterbury. Nationally, this level is at the highest level of sealing to completed, proportionally, over this period. Speed limit changes do not affect maintenance levels – they are funded incomplementary programme streams and are prioritised for consistency and to support our national transport network. 		
	Comments on unfinished road maintenance.	It's normal for road maintenance to involve a sequence of work over a period of time – to allow materials to settle or if work is dependent on weather conditions/air temperature. Some maintenance carried out over The Hilltop (Dec-Jan 2020-2021) has been halted due to evidence of coal tar at some locations. Work will recommence once health and safety requirements and treatment methodologies are confirmed and weather conditions are favourable.		
SH75 Halswell Road from Augustine Drive to	Some people suggested infrastructure improvements and a lower speed for bus passengers crossing SH75 from the bus stop opposite Aidanfield Drive, as well as for consistent speeds along Halswell Road.	The existing 50km/h speed limit at the top of Halswell Road (SH75) is working well butwe recommended 60km/h from Augustine Drive to Dunbars Road to make it safer for people pulling out of Aidanfield Drive. This considers the new housing being built in this area and the likely growth in traffic.		
Dunbars Road	A 50km/h zone would accommodate new developments planned and underway on the south side of the highway.	Once there is a significant amount of new development and the Aidanfield Drive intersection is upgraded and/or improvements to Halswell Road have been built, (which include bus lanes and pedestrian/cyclist facilities) we will check speeds are appropriate for this section of highway.		
SH75 Halswell Township	There were a number of safety concerns for cyclists and drivers using the Old Tai Tapu Road intersection.	Reducing the speed limit to 80km/h will help address concerns. It will give people coming out of Old Tai Tapu Road more time to judge when it's safe to pull out onto the highway, and for drivers to accelerate to match the speed of passing traffic.		

Location	Themes/Ideas/Concerns	Waka Kotahi Comments
SH75 Halswell to Tai Tapu	People felt that this section of road was clear and straight, with good visibility and in relatively good condition, and was safe at 100km/h.	 This section is high risk based on crash history and our technical assessment of the road. Roadside conditions, narrow shoulders and no physical separation of traffic travelling in opposite directions means there's little margin for error if a simple mistake is made. It is not safe or appropriate for this road to have the same speed limit as the Christchurch Southern Motorway or Christchurch Northern Corridor. Speed limits should reflect the type of road and their environment. The most effective means of dramatically improving safety for everyone on this section of highway is to replace the unsafe speed limit of 100km/h.
	Others said the road 'was not a motorway' and that 80km/h would make it safer for all road users including cyclists. A number cited their own experiences of crashes or near-misses on the highway.	A lower speed will provide more time to judge distances and to see and register that other people are using the road. This will be much safer for everyone, including for cyclists.
SH75 Tai Tapu Township	 Some people said the current 50km/h speed limit was working well and suggested additional traffic calming measures to help boost compliance. There were requests to extend the threshold of the 50km/h speed limit to the curve north of the village, orto Golf Links Road at a minimum. Residents said they felt unsafe entering/exiting their driveways due to poor visibility on the curve. 	Extending the 50km/h threshold would require additional infrastructure to change a narrow rural corridor into a road environment which would support an urban speed limit of50km/h. This would require a level of investment that outweighs the safety benefits. The lower speed limit (80km/h instead of 100km/h) will provide more time for people to judge distances and to see and register that other people are using the road. This will be much safer for everyone, including residents entering/exiting their driveways. A 12-month monitoring period will help determine whether any additional safety measures need to be considered.
SH75 Tai Tapu to Little River	People mostly preferred a higher speed limit.	This is the section of road with the highest numbers of people who have been killed or seriously injured in crashes, and where lowering speeds will make the greatest difference. This section of SH75 is not safe at 100 km/h without significant infrastructure investment which would not meet the safety/cost benefit.
	There were some safety concerns about turning on and off the highway from local roads and suggestions for infrastructure improvements.	A lower speed will provide more time to judge distances and to see and register that other people are using the road. This will be much safer for everyone, including for cyclists using the Little River Rail Trail and closer to Little River township, where people tell us there are more cyclists using the highway.
SH75 Little River Township	Many people welcomed the proposed 50km/h and suggested various traffic calming and roadside improvement ideas as well.	Little River, as well as Duvauchelle and Cooptown will receive minor entrance upgrades such as improved signage and road markings which are shown to encourage drivers to slow down in urban areas. Specific maintenance issues have been passed on to the appropriate team.

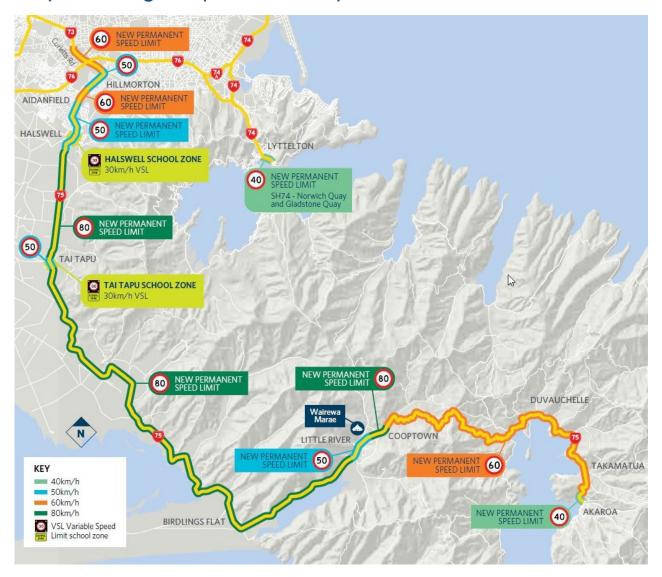
Location	Themes/Ideas/Concerns	Waka Kotahi Comments
SH75 Little River to Cooptown	 Feedback indicated that people appreciated the need for increased safety around Wairewa Marae, through extending the 50km/h township speed limit to just past the marae. Some people suggested the speed limit could be lower from Wairewa Marae to Cooptown due to people walking and children riding bikes, which would also assist with consistency. 	 A lower speed limit at this location would require significant infrastructure which would not meet the safety/cost benefit. Waka Kotahi is also looking into the feasibility of a shared use path for people walking and cycling between Little River and Cooptown.
SH75 Cooptown to Duvauchelle	General understanding that speed should be reduced, particularly over The Hilltop between Cooptown and Barry's Bay.	
	Many people reported unsafe driver behaviour from motorcyclists on this section and that more policing is required.	Our technical assessment shows increasing numbers of motorcyclists are crashing on this road. A lower speed will provide more reaction time for example if a rider encounters debris on the road, a truck crossing the centreline on a corner, or a visitor parked roadside for a photo opportunity. (Refer to general section re: comments on policing.)
	Side safety barriers and improved slow vehicle lane signage suggested.	Refer to comments in the general section for infrastructure and funding information.
SH75 Takamatua Straight	 Feedback generally preferred an 80km/h limit, with people commenting this section was long and straight with good visibility and that 60km/h would not "feel right". Others agreed with the 60km/h proposed for general safety. 	While our technical assessment could support either a 60km/h or 80km/h, feedback from the community included requests for consistent speeds, reducing near-misses at the intersection and comments saying there are people around in Takamatua – walking, biking or riding horses. All this supports the lower speed of 60km/h, with a monitoring period.
	Some people suggested safety infrastructure improvements through the Takamatua Valley/Bay Road intersection, or a RIAWS-type warning system.	Refer to comments in the general section above regarding infrastructure and funding and RIAWS information.
SH74 Norwich Quay / Gladstone Quay - Lyttelton	 People agreed with a lower speed limit in this area, which is busy with heavy vehicles, and a lack of safe pedestrian areas. Vehicle speeds, driver fatigue, and resulting poor driving decisions were identified as risk factors in this area. 	A 40km/h speed limit along this section of the highway will help slow vehicles down and make the road environment safer for everyone who uses it, including Lyttelton Port Company. It aligns the highway speed limit with the 40km/h safer speed limit approved by Christchurch City Council for local roads in Lyttelton township.

5. DECISION

Based on the feedback we received during engagement and consultation; the following speeds have been decided and will be announced on 11 May 2022. The speeds will become permanent at a later date, with a month-long advertising campaign to advise people in the lead up. Until then, existing speed limits will apply.

State Highways 73/75 Christchurch to Akaroa, State Highway 74 Norwich Quay/Gladstone Quay, Lyttelton				
State highway	Approximate location	Existing speed limit	New speed limit	
SH73	105m south of Blenheim Road to 85m southeast of Lunns Road	70km/h	60km/h	
SH73/75	85m southeast of Lunns Road to 130m northwest of Halswell Road	100km/h	60km/h	
SH75	130m northwest of Halswell Road to 90m southwest of Augustine Drive	50km/h	50km/h	
SH75	90m southwest of Augustine Drive to 230m northeast of Dunbars Road	80km/h	60km/h	
SH75	230m northeast of Dunbars Road to 260m south of Candys Road (Halswell Township)	60km/h	50km/h	
SH75	370m south of Sparks Road to 90m southwest of O'Halloran Drive (Halswell School)	40VSL	30VSL	
SH75	260m south of Candys Road to 210m northeast of Lincoln Tai Tapu Road (Halswell to Tai Tapu)	100km/h	80km/h	
SH75	210m northeast of Lincoln Tai Tapu Road to 360m south of Michaels Road (Tai Tapu Township)	50km/h	50km/h	
SH75	70m south of Lincoln Tai Tapu Road to 80m northwest of Michaels Road (Tai Tapu School)	50km/h	30VSL	
SH75	360m south of Michaels Road to 200m southwest of Morrisons Road (Tai Tapu to Little River)	100km/h	80km/h	
SH75	200m southwest of Morrisons Road to 260m northeast of Western Valley Road (Little River Township)	60km/h	50km/h	
SH75	260m northeast of Western Valley Road to 440m west of Church Road (Little River to Wairewa Marae, including marae)	100km/h	50km/h	
SH75	440m west of Church Road to 680m northeast of Church Road (Wairewa Marae to Cooptown)	100km/h	80km/h	
SH75	680m northeast of Church Road to 180m northeast of Mersey Street (Cooptown Township)	70km/h	60km/h	
SH75	180m northeast of Mersey Street to 650m west of Pawsons Valley Road (Cooptown to Duvauchelle)	100km/h	60km/h	
SH75	650m west of Pawsons Valley Road to 180m southeast of Pipers Valley Road (Duvauchelle Township)	70km/h	60km/h	
SH75	180m southeast of Pipers Valley Road to 980m north of Takamatua Bay Road (Duvauchelle to Takamatua Straight)	100km/h	60km/h	
SH75	980m north of Takamatua Bay Road to 570m north of Long Bay Road (Takamatua Straight)	100km/h	60km/h	
SH75	570m north of Long Bay Road to 310m west of Rue Jolie (Takamatua Straight to Akaroa Threshold)	100km/h	60km/h	
SH75	310m west of Rue Jolie to the end of State Highway 75 (Akaroa threshold to end of SH75)	50km/h	40km/h	
SH74	40m west of Dublin Street to the end of State Highway 74 (Norwich Quay/Gladstone Quay – Lyttelton)	50km/h	40km/h	

Map showing the permanent speed limits



6. SUBMISSIONS

View the submissions we received for this speed review

Key transport stakeholders including NZ Police, NZ Automobile Association, Ia Ara Aotearoa Transporting (formerly Road Transport Forum) Christchurch City Council, Selwyn District Council, NZ Trucking Association, Fire and Emergency NZ and St John were contacted and invited to submit during public consultation. Where responses have been received, these are included in the submissions linked above.