



## Extraordinary Meeting of the Regional Transport Committee

**Date:** 3 February 2022  
**Time:** 3.00pm  
**Venue:** Council Chamber  
Hawke's Bay Regional Council  
159 Dalton Street  
NAPIER

### Agenda

Item	Title	Page
1.	Welcome/Notices/Apologies	
2.	Conflict of Interest Declarations	
3.	Confirmation of Minutes of the Regional Transport Committee meeting held on 3 December 2021	
4.	K Goodspeed Deputation on behalf of the Te Pohue and Districts Community	
5.	Position on Waka Kotahi SH5 Speed Limit Decision	3



**HAWKE'S BAY REGIONAL COUNCIL**  
**REGIONAL TRANSPORT COMMITTEE**

**3 February 2022**

**Item 5**

**Subject: POSITION ON WAKA KOTAHI SH5 SPEED LIMIT DECISION**

**Reason for Report**

1. This item provides the Committee with background information and the status of the decision by Waka Kotahi to change the speed limit for a portion of State Highway 5 (SH5) to inform a Committee decision on whether to take further action and what further action can be taken.

**Executive Summary**

2. Following Waka Kotahi's decision to reduce the speed limit to 80 km/h for a 90 km stretch of State Highway 5 (effective 18 February 2022) there has been considerable public backlash in relation to that decision. The basis for the backlash appears to be the decision not having taken into account the majority of submissions in opposition to the speed limit being reduced.
3. Amidst calls for action from the Community, the Chair of the Regional Transport Committee called this extraordinary meeting to enable the Committee to discuss and consider whether to issue a position statement on behalf of the region, in opposition to the Waka Kotahi decision.

**Background /Discussion**

4. The setting of speed limits is completed following the [Land Transport Rule: Setting of Speed Limits 2017](#) and the [Speed Management Guide](#).
5. Following the Waka Kotahi review, which included consultation from 12 April through to 6 June 2021, and subsequent decision making process, the speed limit for the 90 km stretch of SH5 between Eskdale and Rangitaiki will change from 100km/hr to 80km/hr. The Gazette notice confirming the Waka Kotahi decision is attached.
6. Waka Kotahi notes a [standard speed limit review process](#), normally involving the five stages of:
  - 6.1. Speed review starts (technical assessment)
  - 6.2. Engagement (gain local input and knowledge from stakeholders, etc)
  - 6.3. Formal consultation
  - 6.4. Notification of speed limit change, and
  - 6.5. New Speed limit on the road.
7. In the ***SH5 Napier to Taupō Speed Review: Summary of the Speed Review Consultation and Engagement*** document (attached) Waka Kotahi notes *"While technical advice is an important part of speed reviews, local knowledge and experience of using our roads is also vital to this process. We actively seek input and feedback from our local government partners and other key stakeholders to make sure any proposals make sense for their region. All communities will have a chance to give their feedback on any proposed speed limit changes in their area."*
8. However, the same document also states *"We decided to go directly to consultation due to the high safety risks for the windy section of SH5. After we made this decision, we spoke with key stakeholders including emergency services and council, before launching formal consultation on Monday 12 April 2021."*
9. In the case of the SH5 process, the engagement stage (which is optional for Waka Kotahi) was not undertaken. Staff understand that Waka Kotahi assessed the safety risk as high and urgent and this was the basis of the decision to skip the engagement stage (2), but we have not seen the documentation underlying that decision.

10. Waka Kotahi has a [web page](#) that includes public information on their rationale and the process, including references and links to supporting documents and legislation and guidelines. The primary driver given for the accelerated process was the increase in crashes that had occurred along the route.
11. A 2018 the New Zealand Transport Agency (Waka Kotahi) [Corridor management plan](#) for Napier to Taupo had noted a wide range of considerations for the route, including assessment of safe and appropriate speed and investing in safety. In regard to investing in safety, the 2018 report noted on page 32 that *“There is significant potential along the entire SH5 corridor to reduce fatal and serious injuries through the implementation of targeted, low-medium cost improvements along the corridor”*.
12. The Committee should also note that the ‘Stay Alive on 5’ campaign led by the Hawke’s Bay road policing unit and supported by Hawke’s Bay Road Safety, has seen focused attention on road policing and messaging along State Highway 5 and a reduction in death and serious injury during the campaign.
13. As part of the consultation stage undertaken by Waka Kotahi, Hastings District Council (HDC) requested additional information from Waka Kotahi. This was primarily to get access to the technical assessments that form the initial basis of the speed limit setting process. An extension of time was also requested due to the wait to obtain of information. The extension request was refused at that time. In the time available, a review of the supporting information was completed and this formed the basis of the submission made by HDC (attached). Subsequently, in light of the incorrect travel time assessment used and noted in the initial consultation document released by Waka Kotahi, the consultation period was extended.
14. The HDC submission noted a number of concerns with the process and inputs used in coming to the proposed blanket limit. Following the decision making process Waka Kotahi has provided their response (attached) back to HDC on the items raised in the submission.
15. HDC also have two information requests (made on 22/12/21 and 23/12/21) with Waka Kotahi. One is for details in regard to the investment on SH5 and one requesting information in regards to the speed limit process and the supporting information. This information may demonstrate that the earlier concerns / issues have been covered, or not. At the time of writing this report no information has been provided.
16. Waka Kotahi has committed to a meeting between the technical specialists to go through the differences, however this discussion is ultimately a post decision making process and will have no effect on the decision made.
17. Waka Kotahi staff have noted consistently that the speed setting decision has been made and that there will be no reconsideration of this.
18. Hawke’s Bay Regional Council officers have also requested legal advice to understand what avenues the Regional Transport Committee may have available to review the consultation and decision making process, and what options there may be to delay the implementation whilst a review is considered.
19. On Friday 28 January 2022 a meeting on SH5 was held between local Ministers of Parliament (Anna Lorock, Meka Whaitiri, Stuart Nash), Waka Kotahi representatives, and a small group of community spokespersons. The meeting provided an opportunity to discuss the communities’ issues and concerns with the process, the appropriateness of the proposal and the local effects it will have on households and business. Waka Kotahi had the opportunity to respond. The outcome of the meeting is that there is still disagreement on the speed decision, the rationale, and the process (including poor (or non-existent) engagement with Tangata Whenua). There was full agreement by all in attendance that the road and the road users have suffered from years of under investment.

20. Waka Kotahi has also committed to entering discussions regarding future investment planning for the route. Given the significance of this critical connection for Hawke's Bay it should be an expectation that Waka Kotahi fully engages with the Regional Transport Committee to ensure regional outcomes are fully considered, that actions are appropriately prioritised and that the Committee has reporting that monitors progress and emerging risks. The Ministers did note that funds had been allocated to improve the road, but it was also noted that the vast majority was still only flagged as 'Probable', including the \$400k of funding set aside in the 2021-22 financial year for the SH5 business case work.

### Options Assessment

21. The Regional Transport Committee has the option of either:
- 21.1. Taking no further action in light of the activities of community groups to lobby Waka Kotahi and the Government in opposition to the Decision made
  - 21.2. Agree a position statement to be submitted to Waka Kotahi for consideration.

### Decision Making Process

22. Council and its committees are required to make every decision in accordance with the requirements of the Local Government Act 2002 (the Act). Staff have assessed the requirements in relation to this item and have concluded:
- 22.1. The decision does not significantly alter the service provision or affect a strategic asset, nor is it inconsistent with an existing policy or plan.
  - 22.2. The use of the special consultative procedure is not prescribed by legislation.
  - 22.3. The decision is not significant under the criteria contained in Council's adopted Significance and Engagement Policy.
  - 22.4. Given the nature and significance of the issue to be considered and decided, and also the persons likely to be affected by, or have an interest in the decisions made, Council can exercise its discretion and make a decision without consulting directly with the community or others having an interest in the decision.

### Recommendations

That the Regional Transport Committee:

- 1. Receives and considers the "*Position on Waka Kotahi SH5 Speed Limit Decision*" staff report.
- 2. Agrees that the decisions to be made are not significant under the criteria contained in Council's adopted Significance and Engagement Policy, and that Council can exercise its discretion and make decisions on this issue without conferring directly with the community or persons likely to have an interest in the decision.

*Either*

- 3. Takes no further action at this time

*Or*

- 4. Submits the following position statement to Waka Kotahi in relation to the decision to lower the speed limit for the 90 km stretch of SH5 between Eskdale and Rangitaiki from 100km/hr to 80km/hr effective 18 February 2022:
  - 4.1. The Hawke's Bay Regional Transport Committee ... ..

**Authored by:**

**Craig Thew**  
HDC GROUP MANAGER ASSETS

**Approved by:**

**Katrina Brunton**  
GROUP MANAGER POLICY & REGULATION

## **Attachment/s**

- 1 [!\[\]\(849840539e55921a3851a4ff96d7400d\_img.jpg\)](#) Gazette Notice of Waka Kotahi Decision 20 January 2022
- 2 [!\[\]\(c176e0b06f6c5dd85a4598b214d1ebba\_img.jpg\)](#) Waka Kotahi SH5 Speed Review Consultation and Engagement Summary
- 3 [!\[\]\(66a18e26647fc145bd9198dd182dd107\_img.jpg\)](#) HDC State Highway Speed Limit Submission to Waka Kotahi
- 4 [!\[\]\(572bcf30fdd4de64673b94584b7c6eca\_img.jpg\)](#) Waka Kotahi response to HDC submission

## NEW ZEALAND GAZETTE

**New Zealand Transport Agency (Speed Limits on State Highways) Amendment Bylaw 2021/11**

Pursuant to section 61(3) of the Government Roadways Powers Act 1989, and the Land Transport Rule: Setting of Speed Limits 2017, the NZ Transport Agency hereby makes the following bylaw.

**Bylaw**

**1. Title and Commencement**—This bylaw is the New Zealand Transport Agency (Speed Limits on State Highways) Amendment Bylaw 2021/11 and will come into force on and from 18 February 2021.

**2. Amendments**—The New Zealand Transport Agency (Speed Limits on State Highways) Bylaw 2010/10\* is hereby amended by:

- Inserting line 534 in Schedule 1 to read:

*"Line No.: 534*

*Region: 6*

*SH No.: 5*

*Locality: Rangitaiki – Eskdale*

*Section of State Highway: From NZTM2000 1900674, 5686757, approximately 1140m south-east of Matea Road to NZTM2000 1929068, 5633227, approximately 110m west of Waipunga Road.*

*Speed Limit (km/h): 80*

*Effective date: 18/2/2022*

*Speed Limit Rule: Setting of Speed Limits Rule 2017*

*New Zealand Gazette Reference: 20 January 2022, Notice No. 2022-sl138"*

**Explanatory Note**

*This note is not part of the bylaw, but is intended to indicate its general effect.*

This bylaw, which comes into force on and from 18 February 2022, amends the New Zealand Transport Agency (Speed Limits on State Highways) Bylaw 2010/10.

Dated at Wellington this 17th day of December 2021.

Signed on behalf of the NZ Transport Agency by:

VANESSA BROWNE, National Manager Programme and Standards, Transport Services, Office of GM TS, NZ Transport Agency.

\*Supplement to the *New Zealand Gazette*, 1 September 2010, No. 112, page 2967.

2022-sl138

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## SH5 NAPIER TO TAUPŌ SPEED REVIEW

Summary of the speed review consultation and  
engagement

WAKA KOTAHI NZ TRANSPORT AGENCY

NOVEMBER 2021

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## 1. BACKGROUND

Speed plays an undeniable role in the numbers of people being killed and seriously injured on our roads. Speed is the primary factor between people being killed or walking away unharmed from a crash.

It's also a controllable factor – when speed limits are safer and people drive within the speed limits, it makes crashes less likely to occur, and it reduces the severity of crashes when they do occur.

Implementing safer speed limits is a key part of New Zealand's road safety strategy, Road to Zero 2020-30, and the Safe System approach, which acknowledges even responsible people sometimes make mistakes when driving and aims to minimise the impact of those errors.

The Road to Zero strategy was developed in partnership with NZ Police, Te Manatū Waka Ministry of Transport, local government and WorkSafe, all of which adopt Vision Zero. It sets a target to reduce deaths and serious injuries on New Zealand's roads, streets, cycleways and footpaths by 40 percent over the next 10 years.

As part of this work, Waka Kotahi NZ Transport Agency has been reviewing speed limits on State Highway 5 between Napier and Taupō, which has been identified as one of the highest risk sections of road in the Hawke's Bay region and Taupō district.

This state highway is a busy route with large numbers of heavy commercial vehicles (16-20% of all traffic) and is the main tourist link between the two locations.

The corridor has three main sections:

- Rangitaiki Plains - relatively straight and flat as it travels through rural farmland and forest blocks. Has minimal shoulder width and no asset issues but is a notably high-speed rural environment.
- Waipunga to Glengarry - the corridor becomes more winding and passes through steeper / mountainous terrain. There are some small rural settlements along the western part of the corridor. There are also variable weather systems ranging from snow, ice, and heavy rain to extreme heat and wind.
- Eskdale – this is a similar environment to the Taupō end of the highway. Moderate curves and open environment.

Between 2010 to 2019 16 people were killed and 75 were seriously injured on SH5 between Napier and Taupō.

Since December 2019, there has been a spike in fatal crashes. Six fatal crashes have resulted in nine people dying on this road. All but one of these crashes happened on the Hawke's Bay section we are reviewing.

There has been significant media attention on this section of road. The prevalent theme of the concerns, including from the Mayor of Hastings District Council (HDC) and local AA is that the road surface is unsafe and there is not enough forward investment to improve this corridor.

After reviewing speed limits, Waka Kotahi consulted with the local community and road user groups on a proposed new 80km/h speed limit for SH5 from Rangitaiki to Esk Valley.

The consultation period was from Monday 12 April until Sunday 6 June 2021. During this time, we also asked for people's thoughts on speed along the remaining sections of SH5 on the Rangitaiki Straights and around Eskdale. This document summarises feedback from key stakeholders and the community.

**Speed is just one part of improving road safety.**

If we are to achieve Vision Zero, we must put the safety of people before efficiency and travel time. We will not apologise for putting the safety of people first.

WAKA KOTAHĪ NZ TRANSPORT AGENCY

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\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.

We're applying the safe system approach to ensure infrastructure and speed work together to improve safety. We know there are other changes people want to see. Lowering speeds doesn't mean we can't make other changes in future, but it is one of the best things we can do right now to prevent people dying and being seriously injured on these roads.

Along with reviewing speeds on SH5 and SH51, we expect to invest \$14 million into maintenance and safety projects around the Hawke's Bay region this year.

We have resealed additional parts of SH5 in the 20/21 financial year and we have completed resealing the Titiokura Summit. We have also improved the safety of the entrance to the Tarawera Café. In the 20/21 financial year we spent an extra \$4 million on maintaining this corridor, above previously planned levels.

We are currently implementing safety improvements, including \$2.5 million for side barriers, road markings, signs and rumble lines along SH5.

We know that long-term planning is vital to SH5, as it's Hawke's Bay's critical link north.

In the 2021-24 National Land Transport Programme (NLTP) there are three opportunities to further improve safety and resilience of the remaining sections of the corridor; the SH5 Napier turn off to Hawke's Bay boundary and Rangitaiki to Taupō. If approved to progress, these works will be carried out over the 2021-24 and 2024-27 NLTP periods.

Waka Kotahi is also seeking funding for a corridor business case that will explore improvements in addition to safety such as the resilience of the route. Currently this has probable status for funding in the current NLTP period. If approved, we will deliver this work in stages between 2021 and 2027.

Other initiatives that are underway include working with NZ Police, increasing investment on road safety, and working with Road Safe Coordinators on a roadside billboard campaign along SH5 – 'Stay alive on 5.'

## 2. CONSULTATION TIMELINE

Before starting the formal consultation process a technical assessment of the road was completed. This identified the various existing speed limits on the road were not safe and appropriate for the current road characteristics and roadside environments along this corridor.

We decided to go directly to consultation due to the high safety risks for the windy section of SH5. After we made this decision, we spoke with key stakeholders including emergency services and council, before launching formal consultation on Monday 12 April 2021.

At the same time, we ran engagement on the remaining sections of highway, asking people to share their thoughts on the current speeds along the Rangitaiki Straights and around Eskdale. This work was joined with the consultation on SH51 Marine Parade to Waipatu.

Consultation was initially open for four weeks and was due to close on Sunday 9 May 2021 but was extended for four weeks after some community members raised concerns about travel time calculations.

The consultation was on the Waka Kotahi website and was advertised on radio stations in Hawke's Bay and Taupō; in the Taupō Times, New Zealand Herald and online on both the New Zealand Herald and Stuff websites.

Mail drops were delivered to residents living along and near SH5.

A media release was issued on 13 April 2021 and resulted in online and print media coverage ([Stuff](#), [Hawke's Bay Today/NZ Herald](#)). A second media release was issued and there was online coverage ([NZ Herald](#)).

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\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.



People were able to submit their views online, on hard copy submission forms which were available from locations such as the Taupō Council and Hastings Council, service stations, local schools, and via email [hawkesbay.speed.reviews@nzta.govt.nz](mailto:hawkesbay.speed.reviews@nzta.govt.nz)

When the consultation period was extended, the information sheet/consultation documentation and online collateral were updated to explain the travel time data and a second mail drop was made to those living along, and near the corridor, along with the advertising.

### 3. CONSULTATION QUESTION

The consultation phase is used to seek any additional information from stakeholders or the public that will help inform the decision about the proposed speed limit changes.

During formal consultation we proposed new speed limits and asked the public the following question **"Please tell us if there are any other factors we should consider when making a decision on the speed limit changes proposed?"**

We consider all factors raised during formal consultation when making our decision on new permanent speed limits.

### 4. ENGAGEMENT QUESTION

While undertaking formal consultation on the proposed new speed limits from Rangitaiki to Esk Valley, we also wanted to understand public feeling about speeds on the remaining sections of SH5 – Rangitaiki Straights to Taupō, and Eskdale to SH2 intersection in Napier.

To decide whether the existing 100km/h speed limit in the remaining sections should also be lowered, we asked the public the following engagement question: **"Let us know what you think about speed limits in these areas. Do they feel safe for the way people use it?"**

We will consider the engagement feedback to decide whether to enter into formal consultation on speed limits in these areas.

### 5. SUMMARY AND RESPONSE TO SUBMISSIONS

During the consultation period we received 2012 pieces of feedback regarding SH5. A small proportion of general comments (192) were also made inclusive of both the SH51 and SH5 speed review.

This was across email, hard copy submission, social pinpoint and online survey results\*. We appreciated the response from the community and thank all those who took the time to provide feedback.

While a number of submissions did include factors that are taken into consideration when setting the new permanent speed limits, a proportion of the submissions expressed only a general opinion about speed reviews. These included issues about driver behaviour, current road improvements, and enforcement.

The key feedback themes across the speed review were:

- The majority of feedback **did not support** the proposed 80km/h speed limit between Rangitaiki and Esk Valley.
- People are **supportive** of speed being reduced through some residential areas and past intersections. There was some support for high-risk sections to be lowered, areas mentioned

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\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.

repeatedly included Te Haroto, Te Pohue, Waipunga, Esk Valley and alongside the Tarawera Café and Tavern.

- **Many comments called for other approaches**, such as road safety improvements, enforcement, driver training, passing lanes and pull-over bays.
- Submitters do not perceive speed as the **main cause of crashes**, rather people see driver frustration at slow vehicles and dangerous overtaking as the main causes of deaths.
- Many comments stated **driver education and training** should be front of mind instead of a speed reduction.
- **Signage, policing and enforcement** measures were seen as important to get drivers to adhere to any future speed limit changes.

More than half of the submissions did not support the proposed speed change, with a third of the submissions supporting some speed changes if in combination with other road safety improvements.

Key factors expressed in the feedback from the public are summarised in the table below. It outlines the section of the road, along with the main factors people raised in their submissions.

**Table 1 Public responses - consultation**

**Feedback on proposed 80km/h speed limit between Rangitaiki to Esk Valley**

From 1160m south-east of Matea Road to 130m west of Waipunga Road.

Feedback themes	Comments EG Factors raised in consultation OR Issues/Concerns Raised
<b>Supports speed reduction</b>	<ul style="list-style-type: none"> <li>• Little support of proposed speed reduction to 80km/h for safety</li> <li>• Support for a speed reduction to 90km/h on some parts of the SH5</li> <li>• 80km/h could be the winter/wet weather speed limit or a temporary change until the road is upgraded</li> <li>• Support lower speeds for the safety of pedestrians and cyclists</li> <li>• Supports lower speed limits through small towns along SH5</li> </ul>
<b>Not in support</b>	<ul style="list-style-type: none"> <li>• Majority don't support proposed 80km/h speed change</li> <li>• Concerns that lowering the speed will result in high driver frustration and low compliance with no reduction in accidents</li> <li>• Possible economic impact on the freight industry</li> <li>• Speed review seen as a 'band-aid' approach to safety</li> <li>• Little understanding of the safety benefits of lower speed</li> <li>• Driver training needed not a reduction in speed</li> <li>• Speed reduction can't be made on its own, infrastructure and safety improvements need to be made at the same time</li> </ul>
<b>Support in specific named locations</b>	<ul style="list-style-type: none"> <li>• Some people would like to see limits lowered in selected areas such as residential areas - Te Haroto, Te Pohue, Waipunga, and Esk Valley (suggested limits of between 60km/h – 80km/h)</li> <li>• Reduce speeds between Lucy Creek Bridge through to Napier/Wairoa turn off</li> <li>• 80km/h between Waipunga Gorge and just east of Tarawera's Tavern/Café</li> <li>• 60km/h for 1km either side of Tarawera Café</li> <li>• Widen road through Tarawera</li> <li>• A slow vehicle lane from the roundabout (Mitre 10 / Z station / SH 1) to Mountain Road. This is a steady climb that slower vehicles (trucks and towing vehicles) struggle with, and create traffic congestion at the start of the highway.</li> <li>• Should re-align the road from Te Haroto to Esk Valley as there are a few parts on that stretch that need attention.</li> <li>• Rangataiki Straights passing lanes</li> <li>• Esk Valley / SH2 intersection should have controlled lights as it is a dangerous intersection.</li> </ul>

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\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.

Feedback themes	Comments EG Factors raised in consultation OR Issues/Concerns Raised
	<ul style="list-style-type: none"> <li>• Stop sign on Kiddle Drive should be removed</li> <li>• 200m either side of the hairpin bend north of Tarawera should be reduced</li> <li>• From the Matea Road area through to Tarawera Forestry / works camp should be reduced to 80km/h.</li> <li>• Waitara Road intersection a shoulder to turn left is needed for south bound traffic.</li> <li>• Te Pohue a reduced speed limit of 70km/h through the settlement is appropriate.</li> <li>• Hill Road – turning bays for both directions.</li> </ul>
<b>Infrastructure improvements</b>	<ul style="list-style-type: none"> <li>• Majority of feedback highlighted the need for road safety improvements, such as more passing lanes and slow vehicle lanes (especially on hills) and increased signage to notify the distance between passing/slow lanes</li> <li>• Widen the road, fix edges, fill potholes</li> <li>• Improve road camber (especially in Te Pohue)</li> <li>• Safe, separate cycling lane</li> <li>• Support for a four-lane highway</li> <li>• At least two northbound, and two southbound passing lanes are required to allow cars the opportunity to pass heavy vehicles between Taupō and Tarawera. One near the first hill, travelling eastbound, and one further along</li> <li>• Esk Valley Bridge needs to be widened to accommodate pedestrians, cyclists and large vehicles</li> <li>• Intersection into Loop Road at Te Pohue needs updating due to high risk of rear-endings</li> <li>• Lucky Hill Bridge needs widening and realigning</li> <li>• The passing lane heading towards Taupō (just after Eland Station) starts too late and needs to be lengthened to prevent dangerous overtaking</li> <li>• Pull off area just before Glengarry Road needs to be widened so cars can safely pass large vehicles</li> <li>• Designated turning lane for Tarawera Café and upgraded turning for Tarawera Tavern</li> <li>• Need to reinstate the turning lane for McVicar Road</li> <li>• Fix the ponding issue at the Ohurakura junction caused by a bund on the road</li> <li>• Add an extra lane for safety on Ohurakura Road junction</li> </ul>
<b>Other approaches to improve road safety</b>	<ul style="list-style-type: none"> <li>• Increase driver education and driver testing (International drivers and older people were highlighted by some respondents), and special tests for 'open road' drivers</li> <li>• Increase police presence and enforcement, including speed cameras, breath-testing, and increased fines</li> <li>• Reduce the hours of heavy transport usage</li> <li>• Amnesty period for heavy haulage if speed is changed while they get used to the new limits.</li> </ul>

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\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.



**Table 2 Public consultation - engagement**

While formal consultation was underway for Rangitaiki to Esk Valley, we also asked the public how they felt about speeds on the Rangitaiki Straights and around Eskdale to help us decide if we need to lower speeds in these areas too. Below are the comments from this engagement:

Location	Comments
<b>Taupō to Rangitaiki:</b> Suggestions on existing 100km/h section.	<ul style="list-style-type: none"> <li>• <b>EG Factors raised in engagement OR Issues/Concerns Raised</b></li> <li>• Majority of feedback in favour of keeping the existing 100km/h speed limit</li> <li>• Strong opposition to reducing speed</li> <li>• Increase the speed limit to 110km/h on the straights</li> <li>• Passing lanes, slow vehicle bays, yellow lines and median barriers needed</li> <li>• Four lanes along the straights</li> <li>• Better driver education</li> <li>• Upgrade the road – widen, improve pavement and camber</li> <li>• Eastbound passing lane needed at approximately 926 SH5, Maunganamu, Taupō</li> <li>• Ice warning signs needed along SH5 near Opepe Historic area, and just east of Rangitaiki Tavern (near Matea Road)</li> <li>• Taupō and Wairoa intersections need updating with roundabouts</li> <li>• Intersection of SH5 and Kiddle Drive needs a roundabout and pedestrian underpass</li> <li>• Seal the Esk Valley road with asphalt instead of chip to reduce noise pollution</li> <li>• Eskdale section needs widening and sealing to improve side road and driveway access</li> <li>• Rangitaiki Straights median barrier would reduce unsafe overtaking</li> <li>• Remove stop sign on Kiddle Drive intersection in Taupō</li> </ul>
<b>Esk Valley to State Highway 2 north of Napier:</b> Suggestions on existing 100km/h section.	<ul style="list-style-type: none"> <li>• Support for keeping section between the Tarawera Café and Eskdale at 100km/h</li> <li>• Reduce speed at SH5/SH2 intersection through Bayview. Change it to 60km/h from just before Franklin Road through to Bayview, right up to the 100km/h sign on the south side of Bayview.</li> <li>• Reduce speed from SH5/SH2 intersection to 80km/h up to the existing 70km/h sign heading south before Franklins Road.</li> <li>• Reduce speed at the bridge north of Ellis Wallace Road on SH5 right up to the intersection with SH2.</li> </ul>

**Table 3 Stakeholder relationships**

Party Engaged	Comments
<b>Police</b>	<b>Supports</b> the setting of speed limits to align with safe system principles and the need for our transport system to be forgiving in the event that a mistake is made, and a crash should occur.
<b>Fire and Emergency NZ, &amp; St Johns</b>	<b>Supports</b> the changes proposed on SH5, with the following comments and suggestions: <ul style="list-style-type: none"> <li>- Wonders if there is any mandate on education programmes/education of youth</li> <li>- Policing will be difficult, but in principle agree with this [proposal]</li> </ul>
<b>Road Transport Forum</b>	<b>Not supportive of</b> the proposed SH5 changes and had the following comments/suggestions: <ul style="list-style-type: none"> <li>- Concerns raised about the Waka Kotahi approach to speed limit reduction and that it is shifting responsibility onto road users to manage inherent risk.</li> <li>- The analysis does not appear to take into consideration any meaningful economic and/or social impacts on freight movements.</li> </ul>

WAKA KOTAHİ NZ TRANSPORT AGENCY

SH5 NAPIER TO TAUPŌ SPEED REVIEW // 8

\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.



Party Engaged	Comments
	<ul style="list-style-type: none"> <li>- Across the network there seems to be an increasing variability in speed limits, and its causing confusion for drivers as they try and establish the applicable limit and puts them at risk of either receiving an infringement notice or being penalised by their employers.</li> <li>- Consideration of an amnesty period when changes occur.</li> <li>- Modelling of travel time is flawed and practical assessments undertaken by transport operator indicate the increases are typically higher.</li> <li>- Concerns raised about increase in freight costs due to the increase in travel times.</li> <li>- There will be opposition to this change in the transport industry.</li> <li>- Waka Kotahi does not appear to be undertaking rigorous or substantive analysis and the scope of analysis is siloed and does not fully consider the impacts on the freight movement and the impact on economy or wellbeing of New Zealanders.</li> <li>- Favour improved road design and conditions.</li> <li>- Seek support from Waka Kotahi of long-term investment to develop drivers in the freight section – Te ara ki tua/Road to Success traineeship programme.</li> </ul>
<b>Road Transport Association</b>	<p><b>Not in support</b> of overall speed reduction on SH5:</p> <ul style="list-style-type: none"> <li>- The proposal to reduce the speed limit is contrary to the interests of commercial road freight operators.</li> <li>- SH5 needs repair and improvements such as more passing lanes.</li> <li>- The reduction in speed for Heavy Motor Vehicles (HMs) will have a significant adverse effect on commercial freight operators including an unjustified increase in the journey time and increased pressure on drivers who will be concerned about compliance with their logbook work and rest times under the Vehicle Dimension and Mass Work Time Rule 2016, given the longer journey time.</li> <li>- Staying under 80km/h for the 83km journey between Esk and Rangitaiki will make driving more difficult causing stress and frustration.</li> <li>- Do not support speed changes on any State Highways, favouring road improvements and if they speed is reduced to 80km/h believe there will be more enforcement required for it to work.</li> <li>- Accident statistics are refuted</li> </ul>
<b>AA (Automobile Association) – and Gisborne District Council (joint submission)</b>	<p><b>Not in support</b> of the speed reduction on SH5 from 100km/h to 80km/h, and had the following comments/suggestions:</p> <ul style="list-style-type: none"> <li>- Gisborne District Council often hears complaints from its members who have had vehicles damaged as a direct result of the state of SH5.</li> <li>- Do not consider that speed reduction should be used as the default tool to improve safety and believe that improved engineering and maintenance would be far more effective, and these options require prioritisation when considering speed limits and safety.</li> <li>- Not happy with our stats found them misleading.</li> <li>- 'Stay Alive on 5' fairly recent education campaign, should look for more education opportunities like this.</li> <li>- AA national office crash data shows that over the 3 sections of SH5, in the past 10 years, there have been 69 fatal and serious crashes reported. A higher portion 68% of the crashes have occurred in the past 5 years. There appears to be correlation with this huge increase in crashes to the deteriorating condition of the highway over that time.</li> <li>- Called to improve the State Highway from Tarawera to Bay View immediately – including addressing flushing, rutting, corrugations, poor patching, potholes and slick shoulder widening and uneven pavement rehabilitation.</li> <li>- Reducing the speed limit down to 80km/h will lead to platooning of vehicles and is likely to increase driver frustration and lead to more unsafe manoeuvres in attempts to overtake slower traffic.</li> <li>- It will also impact on heavy vehicles momentum to negotiate the steeper gradients on the route. Heavy vehicle drivers often let their vehicles increase in speed leading to an incline to assist with negotiating it.</li> <li>- There are also calls to install more passing opportunities.</li> </ul>
<b>Hastings District Council</b>	<b>Not supportive</b> of SH5 speed changes.

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SH5 NAPIER TO TAUPŌ SPEED REVIEW // 9

\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.

Party Engaged	Comments
	<ul style="list-style-type: none"> <li>- Concerns that the strategic importance of the SH5 link has been undervalued and not adequately considered in determining a safe and appropriate speed.</li> <li>- Concerns raised that the technical assessments completed were desktop in nature and there was an absence of any site visits, validations and assessments.</li> <li>- Concerns with the lack of analysis of the recorded crashes and believe without this level of assessment it is impossible to conclude that the proposed intervention is appropriate and even more impossible to have confidence that it will drive the desired safety outcomes.</li> <li>- Concerns raised about the approach to public consultation and engagement, and it was not in accord with the Waka Kotahi guidelines with key affected parties not been afforded appropriate engagement and input into the process.</li> <li>- Within the community there is almost no support for the proposed speed reduction.</li> <li>- Concerns raised about the significant under investment in infrastructure along SH5 and believe that this under investment has directly contributed to the poor safety outcomes present on this route.</li> <li>- There is a need for significant and prompt action to upgrade this route to a level befitting of its Regional Strategic nature.</li> <li>- We believe that the only option to address the poor safety record of SH5 is to progress a more comprehensive corridor study to better define and evaluate the problem and to ultimately develop an intervention strategy that takes a holistic approach and achieves multiple outcomes for safety, efficiency, resilience and accessibility.</li> <li>- The release of mean travel time is misleading and does not accurately reflect the true travel time impact of the proposal.</li> <li>- Concerns raised about lack of signage on route.</li> <li>- Support speed management across some parts of the route, such as around Te Pohue and Te Haroto villages, we cannot support the proposal as it stands.</li> </ul> <p>Some councillors have commented that:</p> <ul style="list-style-type: none"> <li>- A corridor study should be undertaken with an improvement plan for the next 30 years</li> <li>- Certain changes may be required along the corridor, but a blanket 80km/h speed reduction isn't 'good enough'</li> <li>- A four-lane Hawke's Bay expressway is required to meet trade growth in the region – more funding is needed</li> <li>- What will the economic cost of a speed reduction be (e.g. to freight)</li> <li>- The speed review should wait until the Regional Land Transport Plan's proposed business case for SH5 is complete</li> <li>- Targeted safety campaigns are required to get poor quality safety vehicles off the roads</li> <li>-</li> </ul>
<b>Napier City Council (NCC)</b>	<p><b>Not supportive</b> of changes proposed for SH5 but <b>does support the need for speed reductions</b> in places. NCC had the following comments/suggestions:</p> <ul style="list-style-type: none"> <li>- Supportive of speed limit reductions along sections of SH5 between Rangitaiki and Esk Valley, but to introduce an 80km/h limit along the whole route will result in low compliance, high levels of driver frustration (leading to driver errors) and unwarranted delays and is not considered to be the most appropriate response to the complex challenge that SH5 represents.</li> <li>- Council cannot support the proposal as it stands and urges Waka Kotahi to revisit the speed review at a more granular level and engage in a corridor safety business case to develop a whole of system programme of works to complement any speed limit changes.</li> <li>- It is felt that the approach to this speed review neither reflects the whole-of-system approach advocated by Waka Kotahi, nor the spirit of cooperation which has developed between the road controlling authorities of Hawke's Bay over the last two NLTP periods.</li> <li>- Seeks a corridor safety business case to develop a whole of system program of works to complement any speed limit changes.</li> <li>-</li> </ul>
<b>Taupō District Council – staff submission not endorsed by councillors</b>	<p><b>Supports the speed reduction</b> proposal for SH5, with the following suggestions:</p> <ul style="list-style-type: none"> <li>- Need some thought around how to deal with passing lanes on SH5 and the straight sections of the road, where motorists may not see the speed limit as self-explaining</li> </ul>

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SH5 NAPIER TO TAUPŌ SPEED REVIEW // 10

\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.



Party Engaged	Comments
<b>Matariki 2.4D working group</b>	<p><b>Neither in support nor opposed</b> to speed proposal on SH5, as a group Matariki have no specific position on speed controls but had the following comments:</p> <ul style="list-style-type: none"> <li>- Driver licensing and education should be at the forefront of all initiatives for road safety in considering any changes designed to increase safety, incentivising and providing equitable access to driver training and licencing should be at the forefront.</li> <li>- Interested in the roads being improved and speed changes not applying in passing lanes.</li> </ul>
<b>Global Road Safety Partnership</b>	<b>Supports speed reduction</b> on SH5 to reduce severity of crashes, and suggests further enforcement is needed and suggested the introduction of demerit points on speed camera offences.
<b>Bike Hawke's Bay</b>	<b>Strongly supports speed reduction</b> on SH5. While travel efficiency is a valid concern, it should not trump peoples' safety. A mere savings of a few minutes is never worth someone's life. That said, speed limit reductions are only one tool in the Road to Zero toolbox and are unlikely to work if not used in tandem with other strategies.
<b>MP for Napier Stuart Nash &amp; MP for Tūkituki Anna Lorck</b>	<p><b>Supportive joint submission</b> for changes on SH5 if it is part of an overall plan to reduce road deaths with the following comment:</p> <ul style="list-style-type: none"> <li>- Our roads need to be designed and engineered in a more 'forgiving' way, then the number of fatal road accidents by drivers who make a mistake will drop significantly.</li> <li>- Both seeking to advocate for a much more sustainable and complete maintenance plan for SH5.</li> <li>- Agree with the feedback received from our respective communities that there are areas of SH5 which would benefit from speed reduction, including areas around Te Pohue, Te Haroto and Tarawera.</li> <li>- Not opposed to the proposal but believe there are better ways of making SH5 safer, such as better driver education and an improved road maintenance programme</li> <li>- Disappointed proposal fast tracked without critical public engagement.</li> </ul>
<b>Te Pohue School</b>	<p><b>Do not support</b> blanket proposed speed change, with the following comments:</p> <ul style="list-style-type: none"> <li>- Do not support blanket speed change to SH5 but do support a speed reduction through Te Pohue.</li> <li>- Requests the following safety improvements be made:</li> <li>- Create a right turning bay from SH5 to Te Pohue Loop Road for southbound traffic and an extension of this for right turning traffic out of Te Pohue heading south.</li> <li>- Flashing lights indicating a school zone to alert through traffic at school commuting times.</li> </ul>
<b>Te Pohue community (drop-in session feedback)</b>	<p>Majority of community at the drop-in were <b>not in support</b> of any blanket speed reduction to 80km/h on SH5, despite some agreeing to the need for a safer road system. Raised concerns regarding:</p> <ul style="list-style-type: none"> <li>- Increased travel time and possible impact on business and freight.</li> </ul>

## 6. DECISION

The table below shows the recommendations Waka Kotahi formally consulted on

Location	New speed limits from 18 February 2022
SH5 Rangitaiki to Esk Valley (1140m south-east of Matea Road to 110m west of Waipunga Road)	80km/h

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SH5 NAPIER TO TAUPŌ SPEED REVIEW // 11

\*Across both SH5 and SH51 speed review there were a total of 192 submissions that were classified as 'general' and the feedback can apply to both corridors.

We also asked how you felt about speeds on the Rangitaiki Straight and around Eskdale. Engagement phase is now complete and consultation on proposed speed limits will take place at a later date.

Image 1: Map of speed limit changes



## 7. SUBMISSIONS

You can view the submissions we received for this speed review:

[SH5 speed review consultation submissions](#)

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SH5 NAPIER TO TAUPŌ SPEED REVIEW // 12

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If calling ask for Nigel Bickle

File Ref: TR-8-21-10012

7 May 2021

Waka Kotahi NZ Transport Agency  
National Office  
PO Box 6995  
Wellington 6141

### **SH5 and SH51 Hawke's Bay speed limit consultation**

Thank you for the opportunity to submit on your two speed limits proposals. While, our submission relates to both SH5 and SH51, we have chosen to elaborate on SH5 as this proposal has significant impacts on the social and economic performance of our and neighbouring regions.

### **SH5 Speed Limit Submission**

As you will be aware HDC has been a strong supporter of speed management when applied appropriately and following extensive engagement of affected parties. Within Hastings we have adopted speed management approaches across a large part of our network and only recently, early 2021, we implemented speed reductions across approximately 70 roads within Hastings. This approach demonstrates our commitment to Road to Zero and shows our willingness to utilise speed management as part of the toolbox in achieving this outcome.

However, with respect to the proposed speed limit reduction on SH5 we **oppose this proposal** as it currently stands. We have real objections to the process adopted by Waka Kotahi and the recommendations made and we are concerned that there is inadequate evidence and/or analysis to support the proposals. Our concerns are detailed within this letter and are summarised as follows:

- We are concerned that the strategic importance of this link has been undervalued and not adequately considered in determining a safe and appropriate speed for SH5. We believe the impacts of the proposed change have been significantly underestimated in determining the proposed outcome.
- In reviewing the technical assessments completed we have concerns with the desk top nature of the analysis and the absence of any site visits, validations and assessments. We are particularly concerned with the lack of analysis of the recorded crashes and believe without this level of assessment it is impossible to conclude that the proposed intervention is appropriate and even more impossible to have confidence that it will drive the desired safety outcomes.
- We strongly believe that the approach to public consultation and engagement is far from acceptable and does not accord with Waka Kotahi's own guidelines. We believe there are significant issues associated to the approach adopted by Waka Kotahi and that the public and affected parties have not been afforded appropriate engagement and input to the process.

**HASTINGS DISTRICT COUNCIL**  
207 Lyndon Road East, Hastings 4122 | Private Bag 9002, Hastings 4156  
Phone 06 871 5000 | [www.hastingsdc.govt.nz](http://www.hastingsdc.govt.nz)  
**TE KAUNIHERA Ā ROHE O HERETAUNGA**



- We have heard our community loud and clear and believe that there is almost no support for the proposed speed limit reduction. The concerns raised by the public are numerous and consistent and demonstrate a lack of understanding from Waka Kotahi as to the perceptions and expectations of the local community and the wider affected stakeholders.
- We remain concerned with the significant under investment in infrastructure along SH5 and believe that this under investment has directly contributed to the poor safety outcomes present on this route. There is a need for significant and prompt action to upgrade this route to a level befitting of its Regional Strategic nature.
- We believe that the only option to address the poor safety record of SH5 is to progress a more comprehensive corridor study to better define and evaluate the problem and to ultimately develop an intervention strategy that takes a holistic approach and achieves multiple outcomes for safety, efficiency, resilience and accessibility.

#### **Strategic Importance of Link**

As you are aware the SH5 (Napier to Taupo) corridor is a 122km long Regional Strategic corridor located in the Taupo and Hastings Districts. The corridor has relatively flat and straight/moderately curved sections at either end where open pastures and forestry blocks are prevalent and more constrained winding sections within the middle portion of the route.

You will also be aware that the SH5 corridor plays a significant role in the economic contribution to both Hawkes Bay and Waikato through its critical roles in both tourism and freight transport. Forming part of the 'Thermal Explorer Highway' SH5 accommodates national and international visitors travelling between the tourism hotspots of Rotorua, Taupo and Hawkes Bay.

From a freight perspective this route provides a critical link to the forestry and agricultural operations located along the route and at either end of the route in both Waikato and Hawkes Bay. It provides a key linkage for exports via the Napier Port and forms part of the critical courier network serving the large distribution centres within the central north island (notably Taupo).

With observed daily traffic volumes of over 4,000 vehicles per day and with 20% heavy vehicle representation, any proposed reduction in speed on this route could have significant economic implications for local and national industry. We are concerned that these impacts have not been appropriately nor adequately assessed.

Within the consultation flat sheet associated to this proposal, Waka Kotahi identify an increase in mean travel time of 41 seconds. This travel time impact has been reiterated by Waka Kotahi on numerous occasions within local and national media in response to growing public concerns and outcry associated to this proposal. We share similar views to a number of those submitters in that the suggestion of a 41 second impact is misleading and does not accurately reflect the true travel time impact of the proposal.

The 41 second impact seems to have been coarsely calculated based on the assumption that the proposal will simply reduce the average speed from its current number of 81km/h to the proposed speed limit of 80km/h – a 1km/h impact. This would only be true if current users were able to travel the extents of the route at a steady speed of 81km/h. Given the winding nature of the route this is not possible, meaning current speeds fluctuate far above and far below the average on any given

route section. There are numerous tight corners and bends along the route which dictate traffic speeds well below the proposed 80km/h speed limit with many examples of bends signposted with advisory traffic speeds between 35km/h and 75km/h. Traffic travelling through these bends will currently reduce speeds well below the average 81km/h observed mean speeds meaning that they must be travelling the straighter sections at speeds far above this number (in order for the average to be 81km/h).

Should the proposal progress, there is unlikely to be any change in travel speeds around the tighter bends along the route given traffic is already slowing through these sections. As such, the majority of the impact will be on the straighter sections of the route where travel speeds will need to reduce far more to meet the 80km/h speed limit. As a result the mean operating speed should be expected to decrease well below the 80km/h posted speed limit (given you can't travel this speed around the winding sections of the route). This is contrary to the information Waka Kotahi has provided to the public and therefore doesn't bear any resemblance to the true impacts of the proposal and doesn't accurately reflect the real travel time impact of the changes.

Furthermore, having reviewed both the technical report prepared by Urban Connection and the associated Internal Speed Limit Review documentation prepared in support of this proposal we have found no evidence nor suggestion of a 41 second impact associated to this proposal. To the contrary, the internal documentation notes a travel time impact of between 5:47 and 18:22 minutes depending on whether you assess the impact against the current mean speed or the current speed limit. Whilst we recognise that the internal paper includes consideration of the impact associated to all 6 route sections (and not solely sections 2 to 5), it is reasonable to conclude from this information alone that the impact associated to sections 2 to 5 will be far greater than the 41 seconds suggested in the consultation materials (given this makes up over 60% of the total route length).

As a result, we know that the true impact of the proposal has potential to result in significant and detrimental impacts to local and national industry and economies and we remain concerned that these haven't been adequately assessed in forming a view on the *'safe and appropriate'* speed for SH5.

#### **Waka Kotahi Technical Assessment**

We have reviewed both the Technical Assessment Report completed by Urban Connections and the Internal Engagement documents. We note that all assessments have been undertaken via a desktop study only with no site visits/assessments completed. Within the Executive Summary of the Technical Assessment report Urban Connection clearly recommend a site visit to 'verify and confirm the results of the desktop assessment'. However, the report goes on to say that NZTA determined 'no further technical assessment was required'.

HDC are perplexed as to how a proposal of this scale with anticipated significant impacts on both the local community and national industries could be progressed without visiting the site. Site assessments and validation forms an important part of the speed setting process and is critical to ensure that the desktop findings and recommendations suit the receiving environment. Furthermore, the site investigation should help determine more accurately whether speed management is the appropriate solution or if more suitable infrastructure responses are required to target specific risks.

Waka Kotahi have stated on numerous occasions, within both the consultation documentation and the subsequent responses to media concerns, that speed management is just one piece of the puzzle

in achieving improved road safety on SH5. We agree wholeheartedly with this sentiment but question as to how Waka Kotahi have deemed it appropriate to progress a speed limit reduction in isolation without undertaking site visits to test whether infrastructure responses are more applicable to the risks observed along the route.

Further to the above we also note that the vast majority of the technical assessment seems to come down to just 3 metrics. Primarily the team have considered travel speeds, corridor risk and crash history. Unfortunately, the crash history has been assessed at only a macro level with no detailed analysis of the individual crashes. As such, the relationship between the travel speeds and the crash outcomes specific to this corridor are not well defined and have therefore not formed part of the assessment for the corridor. HDC are concerned that the absence of this level of detail means that it is impossible to infer that the proposed speed limit reduction will achieve the safety outcomes desired.

As indicated above HDC have completed a number of speed limit reviews in recent years with the most recent reviews resulting in speed limit changes across almost 70 roads within Hastings District – as such we are well placed to understand the level of assessment justified to inform the best outcomes. In completing the HDC review we conducted detailed technical assessments at both a macro and micro level to better understand the current crash trends which ultimately helped us to understand the need for, and associated benefit of, speed limit reductions. During the consultation exercise Waka Kotahi responded to HDC and ‘congratulate(d) Council on the quality of the proposal, the ease of navigation and simple access to explanatory notes. It is one of the best presented proposals Waka Kotahi has received’. This acclaim came from our transparent approach of comprehensively assessing each route and reviewing historic data in detail to ensure the proposed solution addressed the inherent risks. Where crashes not associated to operating speed had erroneously driven Safe and Appropriate Speed (SAAS) recommendations we were able to clearly identify these and ensure due consideration was given to the appropriate SAAS in light of the crash risks.

Given the scale of the proposed change and the large and negative implications it will have on local communities and national industries we remain concerned that the level of technical assessment followed for SH5 is not fit for purpose. It is impossible to confidently conclude that the proposed treatment is the most appropriate solution for this corridor given the lack of evidence presented and the absence of detailed analysis of the available information. We believe Waka Kotahi has a duty to reconsider their position and invest additional time in a more detailed and comprehensive assessment of the corridor in order to develop an integrated corridor response which adequately balances the safety and economic drivers for the route through a combined infrastructure and speed management response.

### **Consultation and Engagement Approach**

HDC have serious concerns with regards to the lack of consultation and engagement completed with key stakeholders and affected parties. Whilst HDC (and the Regional Transport Committee) were afforded a very brief presentation by Waka Kotahi on 8<sup>th</sup> April and 9<sup>th</sup> April respectively, this cannot be considered engagement by any means. Concerns and questions raised by each party were left unanswered prior to the public consultation commencing just 3-4 days later. In effect this presentation was simply a heads-up in regard to what was coming. While appreciated, it was not consultation, nor should it be relied on as being consultation. In addition, it is not clear whether any of the broader key stakeholders were engaged prior to the public consultation.



Waka Kotahi's own guidelines are clear on the expectations and requirements associated to the setting of speed limits but in this instance it appears short cuts have been taken. The Technical Assessment completed by your consultants confirms the classification of the route as a combination of 'Engineer up' and 'Challenging Conversations'. The 'Challenging Conversations' classification highlights that a speed limit reduction may be warranted and that it is highly likely to be contentious and require extensive evidence and engagement in order to achieve acceptance from affected parties.

Section 2.1.5 of the Speed Management Guide is clear in stating that 'lowering limits can often be challenging... careful and sometimes extended community engagement and consultation is warranted'. The guide goes on to provide extensive examples of effective community consultation and engagement and recognizes that 'gaining community engagement in and gaining support for speed management is crucial'.

Waka Kotahi have simply ignored this advice and not implemented the recommended approach to speed limit setting as detailed within the Speed Management Guide. Rather, Waka Kotahi have shown poor judgement in rushing through this public consultation without effectively engaging with the local community and other affected stakeholders. This risk was clear and was even recognised by the Waka Kotahi team during the internal review which, in Section 8.9, captures the sentiment that 'Point(s)...above reflects the need to ensure robust engagement is completed prior to formal consultation'.

Given the above it's quite frustrating to read the concluding recommendation from the internal review to 'go straight to consultation on SH5, with some light, targeted engagement immediately prior. Reflecting the desire to have an expedited process...'. Waka Kotahi have seriously misjudged the public's position with respect to this proposal and in shortcutting Waka Kotahi own recognised approach to speed management Waka Kotahi have removed the opportunity for meaningful engagement with those most affected by the changes.

HDC believe the consultation and engagement approach adopted by Waka Kotahi is inappropriate and unacceptable. Arguably, due process has not been followed and we encourage Waka Kotahi to seriously consider their position prior to progressing these recommendations any further.

### Community Feedback

The local community and other affected parties have made their voices clear during this consultation process and it is apparent they are not satisfied with the proposal as it stands. There is real resentment across these affected parties and a belief that they're not being heard and their requests are being ignored. Feedback via the Te Pohue community meeting, Waka Kotahi social pinpoint site and the HDC Facebook page in addition to specific emails and letters to Councillors shows a very consistent message. In addition, media coverage and stories from local affected parties follows similar themes and shows a lack of support for the proposal and a real desire for infrastructure responses to counter the ongoing lack of investment in this critical transport link. Below provides just a short synopsis of some of the feedback received via various channels and demonstrates the consistent concerns of the local communities and other affected parties:

- Te Pohue Community
  - The community told us loud and clear that the issue was not speed and that they want Waka Kotahi to demonstrate that they are investing in the road.

- An 80km/h speed limit will make passing of vehicles (even at passing lanes) impossible and increase frustration and therefore increase risky overtaking.
- The community strongly contests the suggestion that this change will add only 41 seconds to travel times with a heavy vehicle driver noting it would reduce his income by 25% due to a reduction in the number of trips he could make.
- Hawkes Bay Today
  - Chris Whiteman, who travels the route once a month commented that the speed limit reduction will frustrate people and will make the situation worse (Published 28<sup>th</sup> April 2021).
  - Sandra Hazelhurst, Mayor, Hastings District Council; Tania Kerr, Deputy Mayor, Hastings District Council; and Martin Williams, Chair, Hawke's Bay Regional Transport Committee have commented as follows:
  - State Highway 5 is literally our lifeline connection to the north, and a critical freight route on which the regional economy depends.
  - Speed reduction on State Highway 5 is not the right answer when the real issue is years of under investment in undeniably essential improvements to the corridor.
  - We cannot let road safety be used as an excuse to avoid the real problem here, at everyone's expense but the Transport Agency's, and to the detriment of our regional economy.
  - The consultation process has been "fast tracked", cutting out a public engagement step, so that the move can be Gazetted by Government after "formal consultation" closes on 9 May 2021.
  - Councillor Malcolm Dixon commented that reducing speeds on SH5 would increase frustration and that major maintenance and realignment is what's needed (Published 30<sup>th</sup> April 2021).
  - The father of a daughter who died in a car crash on SH5 called the proposal a band aid solution to open-heart surgery. Mr Sanders referenced the poor condition of the road as the major contributor to crashes and a speed limit change would not deal with the problem (Published 3<sup>rd</sup> May 2021).
- Hastings District Council Facebook Page
  - Lack of investment over the years and traffic growth is the primary reason for accidents.
  - Reducing the speed limit won't help, adequately maintaining and improving the road and more overtaking areas would provide a better outcome.
  - Lowering the limit won't fix the problem, it's just a band aid.
  - Waka Kotahi need to improve the roads and educate drivers.

- Waka Kotahi Social Pinpoint
  - Lowering the speed limit will cause frustration and result in drivers taking more risks (a theme repeated consistently across submitters).
  - SH5 has been neglected and the evidence and impact is obvious and significant.
  - Commentators stating that they've never seen a State Highway in such poor condition (with so much damage).
  - The road plays a vital role in the economy of Hawkes Bay and the broader North Island and the proposed speed reduction will have significant and detrimental impacts on travel times and therefore freight efficiency concluding with a negative economic impact for New Zealand.
  - Regardless of whether the speed limit is reduced or not, the road is in desperate need of investment to address the long term deterioration that has been witnessed along this route. Waka Kotahi should take a more comprehensive approach to this corridor which better balances infrastructure and speed management.

#### Route Investment

It is clear that this proposal is a result of significant underinvestment in maintenance and safety solutions particularly with regards to road and seal condition, route alignment and edge protection but also with regards to low cost solutions such as road marking and signage. In the last 20 years there has been only one substantial realignment project progressed on this section of SH5 with the road and supporting infrastructure left to deteriorate during this period.

Waka Kotahi seems set on following the same approach of underinvestment along this critical transport link in favour of a speed reduction solution which is neither appropriate nor acceptable. The absence of any site visits during the speed limit assessments and the complete lack of any assessment of the infrastructure along the route in concluding that a speed limit reduction is appropriate is at best concerning and at worst negligent.

Having only been afforded 8 working days to review and consider the technical assessments and internal Waka Kotahi review information prior to submitting our response, our team has had limited opportunity to complete a more detailed review of crashes and/or infrastructure along the corridor. Nonetheless, and whilst this should have been undertaken by the Waka Kotahi team through the review process, our team has been able to source and review detailed crash data and route infrastructure for some parts of the route.

The findings of our team raise a number of questions and support the concerns of Council that Waka Kotahi have proposed a solution without full consideration of the crash causes and infrastructure, and the inherent relationship between the two. As an example, the Infrastructure Risk Rating (IRR) for the SH5 section within the HDC boundary is medium over the full length which makes 80km/h the recommended Safe and Appropriate Speed (SAAS) within the Waka Kotahi MegaMaps tool. Our team observed that the land-use category within the tool and across the entire HDC section is 'Rural Residential' and this factor is driving the medium risk rating. Where the land use was changed to 'Remote Rural' the IRR would drop to low medium resulting in a SAAS recommendation of 100km/h. For completeness the land-use descriptors are identified below:



Rural residential	Rural area with accesses present to private dwellings and farms. There may be the occasional industry/factory present. Some pedestrian and cyclist activity may also be present, particularly at certain times of the day, but with few crossing movements.
Remote rural	Only occasional accesses and intersections are present. Surrounding land is rural with few houses and almost no industry.

FIGURE 1 – Road Classifications, Speed Management Guide

As you can see the SAAS recommendations are directly related to the inputs within the tool which, with only minor tweaks and alterations, can have significant impacts on the outputs. A site visit by the technical team would likely have confirmed as such and may have driven a different recommendation with regards to speed limits.

It is noted that in the technical assessment summary, the lane widths and shoulder widths have been adjusted for some sections, which changes the recommended SAAS from 100km/h to 80km/h. It is unclear how the assessment team have determined a reduced width compared to the data in MegaMaps without a site visit.

As per the Waka Kotahi requirements, the speed limits should be self-explaining which can only be determined by understanding the relationship between the road and the adjacent land-uses. Had Waka Kotahi adopted a more detailed approach to the assessment we expect that the recommendation would have been for some sections of the route to reduce to 80km/h (where increased land-use activity is present) whilst large parts of the route would remain at 100km/h.

In addition, our assessment of the crash data for one of the sections shows that over half of the crashes in that section are 'loss of control on bend'. As a bare minimum we would have expected that a review of curve signage and delineation has been completed. Worryingly, our brief review of on-site infrastructure shows delineation which is lacking and would not be acceptable across large parts of the State Highway network. Most alarming is that this infrastructure is relatively low cost and should be the first response to safety interventions to ensure a consistent route treatment is provided. As an example, RP204/3.30 has an uphill left hand curve in a passing lane with no curve signage present at all. The next 2 or 3 curves are of a very similar nature and also lack the most basic of signage intervention. The images provided below show this deficiency and should have been considered in the context of identifying the appropriate solution to address the safety issues present along this route.



FIGURE 2 – Lack of Signage Infrastructure on Route

These are important matters which should have been considered as part of the assessment. Our review of crash data showed common threads with regards to road condition contributing to safety performance. For example, one of the crashes with Section 3 was noted as 'travelling too fast for conditions'. However, on review of the data the travel speed was noted as 75km/h with icy conditions being a factor in the crash which suggests an 80km/h speed limit would not have impacted this outcome. Furthermore, the location of the crash shows a right hand bend with no delineation measures which, once again, is a consistent theme along the route. A further photograph is provided which was the site of 2 crashes in wet weather and shown both poor road surface and, unusually, the absence of an advisory speed on the chevron.



FIGURE 3 – Lack of Signage Infrastructure on Route

Our team also identified that there are a number of crashes present within the current passing lanes along the route. As identified within this response there is significant concern from route users and local communities as to the potential for increased frustration for drivers of the route and specifically the possibility that this results in unsafe passing movements. Given the crash history within the current passing lanes we share similar concerns and particularly wonder how the passing lanes will be able to operate effectively under an 80km/h operating environment where vehicles will be unable to overtake heavy traffic (with the exception of steep uphill grades).

In selecting to reduce speed limits, and given the lack of supporting information or evidence, Waka Kotahi can have no real confidence that the speed reduction will deliver the safety benefits desired. Moreover, the insufficient technical assessments completed and the lack of recognition or consideration of the surrounding land-uses and the current condition/presence of infrastructure should be cause for real concern.

It is our opinion that Waka Kotahi would be remiss to adopt reduced speed limits at this time without stepping back and adopting a more detailed assessment of the route which adequately reflects the robustness of analysis required to justify a change of this scale. There are clear gaps in the approach adopted and we have real concern that it is driving an inappropriate outcome for the route.

**HDC Recommendation**

Our submission is clear that HDC oppose the proposed speed limit reductions in their current form. We have formed this view based on the serious concerns we hold with regards to the technical assessments completed, the community and affected party concerns, the scale of the economic impact on local communities and national industry and the lack of any consideration of the infrastructure condition and response required for this route.

We strongly believe that the consultation and engagement approach adopted is both inappropriate and inadequate. We support our community voice and share their concerns with regards to the potential negative safety implications of a proposed speed limit reduction across this length of network combined with the significant and detrimental time and economic impacts this change would have.

Our own technical assessment of the corridor shows serious gaps in the work completed by Waka Kotahi and demonstrates that there is significant opportunity for infrastructure to play a part in this safety response, some of which is at the most basic level of intervention. Furthermore, our findings suggest that the Waka Kotahi assessment has not adequately considered the land-use and environment of the route and have not tested whether alternative options would better serve the desired outcomes.

We ask that Waka Kotahi do not progress the speed limit change at this time. Whilst we support speed management across some parts of the route, such as around Te Pohue and Te Haroto villages, we cannot support the proposal as it stands. We request that Waka Kotahi complete a comprehensive corridor study along the SH5 route which considers a combination of speed management and significant infrastructure improvements in addressing the safety risks present along this route. We would like to understand the short, medium and long term vision and investment plan for this corridor to better understand the appropriateness of each solution and how they complement each other. We are happy to be involved in scoping this work and would be happy for our team to be involved in contributing to the study and the study outcomes. We also request that proactive and enhanced consultation and engagement with local communities is embedded within the route study to aid buy in of the ultimate solution.



### SH51 Speed Limit Submission

Hastings District Council have previously indicated its position to Waka Kotahi regarding the State Highway 51 speed limit through the Waipatu area – sections 6 & 7 in the Technical Assessment. During our recent speed limit review on the local roads in Waipatu, it was considered important that the side roads be aligned with the State Highway 51 speed limit and as such we developed the speed limit changes for the adjoining roads based on this position, being 50km/h from Kenilworth Road to St Georges Road, and 60km/h through to the Karamu Stream Bridge (see plan below). With the exception of Elwood Road, the local road speed limit changes are now in place.



It was disappointing that the speed limit review of SH51 was delayed and unable to be aligned and integrated with our speed limit review as indicated by Waka Kotahi in 2019. It is also noted that both the Technical Assessment and Internal Review were completed prior to the corridor improvements and urbanisation project. The designs used in the assessment and review have since been superseded, and now include a limesand shared path from St Georges Road to Ruahapia Road.

**Council support the proposed speed limit reductions on SH51,** with the following exceptions:

#### **Section 7 (Kenilworth to St Georges)**

Hastings District Council is in support of a speed limit reduction on State Highway 51 through Waipatu to complement the transformational works and urbanisation of the road through the settlement, however it is the view of Council and the community that a 60km/h speed limit would be too high on this now urban section of Waipatu (Kenilworth to St Georges) and that the proposed speed limit reduction should extend beyond Waipatu Settlement Road and the busy Bay Espresso

café. The geometric design for the corridor improvements and urbanisation project used a design speed of 50km/h, which was assumed based on the existing SAAS in MegaMaps.

The section from Kenilworth Road to St Georges now has kerb and channel both sides, a concrete shared path on the southern side and pedestrian refuges to be built as part of this project. There is also an increase in development in the area; Papakainga housing is being built currently, with more to be built in the near future, and the intersection with Bennett Road will see a significant increase in traffic volume when Kura is opened within the next few years.

The default SAAS for this section is 50km/h, and with the corridor improvements this remains the case when the length of the section is extended to include the above. Council agree that the safe and appropriate speed through this section is 50km/h, and ask that Waka Kotahi adopt a 50km/h speed limit from Kenilworth to beyond Bay Espresso café.

#### Section 6 (St Georges to Karamu Stream Bridge)

It is disappointing that Waka Kotahi have ignored the findings of the Technical Assessment in this section by deciding not to propose a reduction in speed limit.

With the transformational works being undertaken up to Ruahapia Road, the Karamu Stream Bridge becomes a natural threshold where a speed limit change is logical, as this section differs significantly to the section to the east (section 5). Running alongside the road is now a limesand shared path, where in some places lane separators are required due to insufficient shoulder width. The road widening to allow for a flush median also moves the traffic lanes closer to roadside hazards, which were assessed as severe in the Technical Assessment.

Council agree with the findings of the Technical Assessment that the SAAS for this section is 60km/h, and would like to understand why Waka Kotahi have deviated from the technical advice in this instance.

Yours sincerely,



Nigel Bickle,  
Chief Executive



Sandra Hazlehurst,  
Mayor



Craig Thew,  
GM Asset Management



Jag Pannu,  
Transportation Manager

Copy to: Hon Stuart Nash, Hon Meka Whaitiri, Anna Lorck, Hon Michael Woods, Sir Brian Roche, Nicole Rosie.



## SH5 Napier to Taupō

### Waka Kotahi response to Hastings District Council Submission

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Improving safety on New Zealand roads is a priority for Waka Kotahi. Road to Zero 2020-2030 is New Zealand's road safety strategy and it tells us what New Zealand needs to do to make improvements in road safety. It sets us on a path to achieve Vision Zero, a New Zealand where no one is killed or seriously injured on our roads.

When speeds are safe for the road environment, simple mistakes are less likely to end in tragedy.

We're applying the safe system approach to ensure infrastructure and safe speed limits work together to improve safety. We know there are other changes people want to see. We are currently working on two infrastructure projects, which are in the feasibility phase, to improve safety on the corridor and have also included a Programme Business Case in this NLTP. Lowering speed limits doesn't mean we can't make other changes in future, but it is one of the best things we can do right now to prevent people being killed and seriously injured on this road.

Priority was given to undertaking the speed review of the SH5 Taupō to Bay View corridor following a spike in the number of people killed and seriously injured on this road and in response to a strong sense of urgency from key stakeholders to make the road safer. In the preceding 12 months before the speed review, nine people were killed and 24 were seriously injured. With all but one of these fatal crashes occurring on the windy section of SH5 between Rangitaiki and Esk Valley, the decision was made to undertake a speed limit review as the fastest way to reduce risk on this road and help save lives.

The table on the following pages pulls out individual points raised by the HDC submission and responds to each of these.

Hastings District Council concerns from submission	Waka Kotahi Response
<p>The strategic importance of the SH5 link has been undervalued and not adequately considered in determining a safe and appropriate speed</p>	<p>We agree that this is an important and strategic route for freight, for the Hawke's Bay community and for tourists. Improving safety and route resilience will benefit all road users.</p> <p>The Speed Management Guide sets out safe and appropriate speed ranges taking into account road function, design, safety, and use. These factors were considered when undertaking the speed management review of the SH5 link.</p> <p>The 80km/p/h limit does not undervalue the importance of the route and ensures more consistent travel times.</p> <p>Each death and serious injury has a devastating and wide-reaching impact. It also has a social cost to New Zealand of \$84 million per week, or nearly \$4.7 billion a year. That includes things like loss of life, quality of life, medical costs, legal costs and damages to vehicles.</p> <p>So, while lower speed limits will have a small impact on travel time, this pales in comparison with the potential to save lives, prevent serious injuries and reduce the economic cost from crashes.</p>
<p>The technical assessments completed were desktop in nature and there was an absence of any site visits, validations and assessments.</p>	<p>There were multiple investigations carried out by our people who are locally based, these included both technical and non-technical drive overs along the SH5 route between Napier to Taupō.</p> <p>The technical assessment involved the local validation of the above, as well as comparison of the outcomes with these factors with other recent state highway speed limit reviews, to ensure specific speed limits are being applied consistently on a national basis.</p>

The determination of the speed limits was carried out in accordance with the requirements of the Land Transport Rule: Setting of Speed Limits 2017, the purpose which is to give effect to a nationally consistent and evidence-based approach to speed management. As specified within the Rule in reviewing these speed limits Waka Kotahi took into regard:

- the function and use of the road; and
- crash risk for all road users; and
- the characteristics of the road and roadsides; and
- adjacent land use; and
- the number of intersections and property accessways; and
- traffic volume.

Support speed management across some parts of the route, such as around Te Pohue and Te Haroto villages, we cannot support the proposal as it stands. Certain changes may be required along the corridor, but a blanket 80km/h speed reduction isn't 'good enough'

Under the technical assessment process as outlined in the Speed Management Guide and the Land Transport Act; Setting of Speed Limits 2017, a speed limit review is carried out over a homogeneous section where the road and environment features are consistent with no significant change, and the road user understand why the speed limit is the same over this length. A number of sections were assessed where it was considered there may be a change in the road form and/or the roadside environment. The outcome of this was that the changes were not significant enough to warrant it be a length of road with a different speed limit, nor was there a length of state highway with a safe and appropriate speed that matched the existing speed limit.

As part of our review of the corridor we also broke the initial overall assessment for the whole route into smaller sections to test if the result would be the same. Across the smaller sections the result remained true to the overall technical assessment, in that travel speeds were safest and provided the best outcomes when all criteria for the corridor were taken into account, at 80 km/h.

There is a lack of analysis of the recorded crashes and believe without this level of assessment it is impossible to conclude that the proposed

Almost all crashes happen because of several contributing factors. Regardless of the cause of the crash, the greatest single determinant of the

intervention is appropriate and even more impossible to have confidence that it will drive the desired safety outcomes.

outcome of that crash is the speed at which the vehicle is travelling when the crash occurs.

The safety analysis of the corridor was undertaken using the processes as outlined in the Speed Management Guide, and in particular taking into account:

- collective risk (a measure of the number of fatal and serious crashes that have happened per kilometre of road per year)
- personal risk (a measure of the number of fatal and serious crashes that have happened per 100 million vehicle kilometres of travel on the road)
- infrastructure risk rating of the road.
- This is a methodology designed and used to assess key features of the road that have been identified to have an impact on safety risk.

It is agreed that the review of speed limits along this section of SH5 highway cannot solely contribute towards the death and serious casualty targets of the Road to Zero Strategy. The other safe system pillars, such as safer vehicles, safer users, and safer roads and roadsides also need to contribute, in conjunction with safer speeds, in order to reach these targets.

The approach to public consultation and engagement was not in accord with the Waka Kotahi guidelines with key affected parties not been afforded appropriate engagement and input into the process.

In the year leading up to the speed review there were nine people killed and 24 people seriously injured on SH5. There was significant feedback from stakeholders that something needed to be done to improve safety of the route as soon as possible.

Changing speed limits is a legal process, including moving any current speed limit signs to other locations on the road. There are numerous steps Waka Kotahi follows when changing speed limits which include:

1. **A technical assessment** which takes into account crash history, average vehicle speeds, volume of vehicles on the road and development of surrounding areas.
2. **The engagement phase** to gain feedback and local knowledge on how people use the road and their concerns.
3. **Formal consultation** on the proposed speed limit changes.



4. **Analysis** of the submissions, our technical data and then we're able to determine the outcome for any speed limit changes.

While there was no community engagement prior to consultation for the high risk windy section of SH5, we did engage with key stakeholders.

In this instance Waka Kotahi moved to the formal consultation phase after the technical assessment was completed because of the high risk to road users in order to condense the process. This was also the case for SH51 between Waipatu in Hastings and Marine Parade in Napier.

At the same time, we asked for peoples' broader views in an engagement format about whether the existing speeds on the Eskdale end of SH5, and the Rangitaiki straight section of SH5, are safe and appropriate.

Hastings District Council was notified by email of the process on 12 March and a face-to-face briefing was provided on 8 April 2021. Hawke's Bay Regional Council and Napier City Council were briefed on 9 April 2021. This engagement activity took place prior to consultation getting underway on 12 April 2021.

Other key stakeholders including NZ Police, Fire and Emergency, AA and RTANZ were also engaged with through information briefings in the week before the consultation and engagement went live.

A consultation process, where we ensured information was widely available, including extending the consultation close date by four weeks from 9 May to 6 June, to enable people to have adequate time to provide their input. We used several channels for consultation and advertising from print (maildrops, newspaper advertising, to online (social pinpoint, and online advertising) and radio advertising.

We appreciate everyone who provided submissions through this process and carefully reviewed each piece of feedback.

Focus on individual crashes and the likelihood of speed management to affect the crash causation factors

Reviewing speed limits is just one way that we are working to improve safety on our roads.

The safe system approach recognises that people make mistakes and are vulnerable in a crash. It reduces the price paid for a mistake so crashes don't result in loss of life or limb. Mistakes are inevitable – deaths and serious injuries from road crashes are not. Setting and enforcing safe speed limits are key actions in creating a road system that is forgiving of human mistakes.

Waka Kotahi is working on a new regulatory framework for speed management to improve how road controlling authorities (RCAs) plan for, consult on, and implement speed management changes.

The framework includes a new Setting of Speed Limits Rule which enables a new process to support RCAs with setting new speed limits. This process will take a whole-of-network approach, so that decisions about safety-related infrastructure improvements, speed limit changes and safety camera placement are made together.

Within the community there is almost no support for the proposed speed reduction.

The consultation process is the opportunity for stakeholders and the community to identify factors or issues we need to take into consideration when making the final decision. This is in addition to the factors we identify as part of the assessment process (crash history, nature of the road, and travel times).

The submissions received did not identify any issues that we had not already considered when determining the proposed permanent speed limits.

When taking all the factors and information we had about the route into consideration, the proposed 80km/h speed limit was determined as the safe and appropriate speed for this corridor.

Waka Kotahi is developing resources that assist with education and information about safe speeds - to help grow the understanding of the importance of safe speeds and support for setting safe speed limits.

**Sign of a Safe Speed Video.**

We want to support the conversation around speed for our people, partners and communities so we've created a video resource that highlights all the things that go into determining safe speeds on our roads.

This includes things like the road's environment, the different types of road users and what safety features are on the road.

The video is available on our website:

<https://www.nzta.govt.nz/safety/driving-safely/speed/>

**Speed campaign**

We are currently working on a campaign which aims to support our speed conversations with communities and raise public awareness about the role speed reviews play in keeping people safe while they travel on the transport network. This campaign is designed to grow understanding about the role speed plays in road safety and how speed reviews play an important part in keeping everyone safe – no matter how they travel. We are aiming for a 29 November launch.

**Road to Zero public awareness campaign**

Our Road to Zero campaign is designed to start a new type of conversation around road safety to help us achieve a vision of an Aotearoa where no one is killed or seriously injured on our roads. This campaign will launch to mid-February 2022 (COVID-19 pending). We are working with our key partners to align campaign initiatives and messaging and develop resources to support stakeholders to promote Road to Zero.

There has been significant under investment in infrastructure along SH5 and believe that this under investment has directly contributed to the poor safety outcomes present on this route. There is a need for significant and prompt action to upgrade this route to a level befitting of its Regional Strategic nature.

Accelerated investment in 2020/2021 financial year included an additional \$4m for pavement repairs. This included repairs to the Titiokura summit.

An additional \$2.5m was allocated for safety improvements, included improving the entrance to the Tarawera Cafe and some safety barriers. The speed and infrastructure programme have identified investment over the next nine years to improve safety on SH5 through widening shoulders, installing a wide median centre line and side barriers.

A Programme Business Case for SH5 addressing safety, efficiency and resilience is included in the NLTP.

We believe that the only option to address the poor safety record of SH5 is to progress a more comprehensive corridor study to better define and evaluate the problem and to ultimately develop an intervention strategy that takes a holistic approach and achieves multiple outcomes for safety, efficiency, resilience and accessibility.

As mentioned in the comments above, Waka Kotahi has plans underway to address short, medium and long term improvements for SH5.

A corridor study should be undertaken with an improvement plan for the next 30 years

Two safety infrastructure improvement projects are in the feasibility stage to explore safety improvements that will support the recommended safe and appropriate speed between Taupō and Napier. Funding has been allocated in this NLTP but is unconfirmed until it is applied for upon the completion of the feasibility stage of the projects.

Also currently in the NLTP awaiting funding is a Programme Business Case for SH5 addressing safety, efficiency and resilience and subsequent Detailed Business Case phase, delivered alongside shorter-term Low Cost/Low Risk safety improvements.

The release of mean travel time is misleading and does not accurately reflect the true travel time impact of the proposal.

Waka Kotahi has a standard way of calculating mean speeds, which is very effective in short and relatively straight corridors. We acknowledge the initial data analysis based on breaking the corridor into four sections over the 76km was not the most accurate reflection of time difference on the long and hilly nature of SH5.

Because of the confusion this created we extended the consultation period and went back to the drawing board to provide more detailed data analysis that would better represent the mean speed over a corridor of this nature.



The range more detailed data analysis suggests is that people will experience a range between 4 to 11 minutes increase in journey time on State Highway 5.

**Our methodology uses two equations as follows:**

Please note we work with averages because no research-based findings can tell us with 100 percent certainty what each person will experience. We also provide a range, with the assumption that drivers are staying at or below the posted (and proposed) speed limit.

**Method 1: the time difference between the mean speed to the proposed speed limit.**

This method assumes that where people are currently driving above 80km/h, they will now drive at 80km/h and, where they are driving below 80km/h their speed will remain unchanged.

**Method 2: The time difference between the posted speed limit to proposed speed limit.**

We can also apply a more generic international research model, read below for more information on this.

**Travel time increase in initial consultation material**

The information in the initial material for consultation applied both methods (one and two above) on how we measure the increase in time travel. The combination of the two established the lower impact at 41 seconds and the upper impact of 11 minutes.

**Technical info:**

- Data was sourced from Google.
- It used a two-week time period in 2020.
- The mean speed was established over four sections.
- The overall mean speed was calculated at 81km/h.

**REVIEWED CALCULATIONS:**

**What has been done differently?**

- We have used different data, this time sourced from TomTom.

- We have used a larger time period of three months in 2020 to measure speeds.
- We have made the analysis sections much smaller from four sections over the 76km length to every 2km (38 equal length sections).

**What impact does this have on the result?**

Because we are using different data sources, different time periods and different analysis lengths we would expect some variation in the outcome. The mean speeds of the individual 2km length ranged from 59 to 95km/h. This range is different to the Google data with larger lengths.

**Change in likely travel time**

The additional analysis with different and more detailed data suggests the increase in travel time northbound will likely be about **3.5 minutes** and **4 minutes** southbound.

**Upper impact of travel time stays the same**

Based on the increase between the posted speed limit of 100km/h to proposed speed limit of 80km/h the increase would be just over **11 minutes** for the entire proposed length of 76km.

**International research methodology**

International research shows we could see a reduction of about 8km/h in the mean speed for a 20km/h change in speed limit. Applying this methodology gives an estimated travel time increase of **6 minutes**.

While this likely applies on the sections with higher mean speeds, where the mean speed is close to or below the proposed speed limit it is unlikely that we would get this size of a reduction, this means we can't not predict what the exact change in travel time will be from this methodology.

For more information on this international research see Annual Review of Public Health: Speed Limits, Enforcement, and Health Consequences (Vol. 33:225-238 (Volume publication date April 2012)).

Concerns raised about lack of signage on route.

We are happy to discuss this further with HDC and get more insight into the type of signage HDC is concerned about. We need some more clarification to move this forward.

What will the economic cost of a speed reduction be (e.g. to freight)

This is a strategic route for freight, for the Hawke's Bay community and for tourists. Improving safety and route resilience will benefit all road users.

Each death and serious injury has a devastating and wide-reaching impact. It also has a social cost to New Zealand of \$84 million per week, or nearly \$4.7 billion a year. That includes things like loss of life, quality of life, medical costs, legal costs and damages to vehicles.

So, while lower speed limits would have a small impact on travel time, this pales in comparison with the potential to save lives, prevent serious injuries and reduce the economic cost from crashes.

We commissioned a research project that found a drop in maximum speed travelled along certain routes from 100km/h to 80km/h increased travel times by around 10 percent and reduced fuel use by about 15 percent.

An earlier report studied the combined impacts of changes in mean speeds to road safety risk, travel times and fuel use for heavy vehicles. It concluded that the 'optimum' speed for heavy vehicles, taking these three factors into account, would be around 80km/h (Max Cameron, 2012).

The speed review should wait until the Regional Land Transport Plan's proposed business case for SH5 is complete.

Reducing speed limits is one way we can have an immediate impact on the safety of a road.

Crash statistics tell us on State Highway 5 the risk to drivers is high and if we wait, we risk the likelihood of more crashes occurring which could result in death or serious injury. This is simply not an option. Deaths and serious injuries should not be tolerated – they are **not** inevitable.

If we wait until the Programme Business Case is funded, then written, we wait while people are at high risk at being killed or having serious injuries, when we could have lowered the speed to mitigate some of the risk.

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