

Speed Management Programme 2018-2021

*SH 5 Taupō to Bay View
Hawkes Bay Region
(Site ID 3.2.008)*

December, 2021



SPEED LIMIT REVIEW

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DOCUMENT INFORMATION

Distribution List

Name	Role
Out of Scope	Speed Management Programme Lead
Out of Scope	Programme Director – Safe Network Programme
Out of Scope	Manager - Systems Performance
Out of Scope	Senior Manager, Communications and Engagement

Related Documents

The following documents should be read in conjunction with this report:

Title	Location
Technical Assessment	Internal document
Internal Review Form	Internal document
Consultation Summary Report	Internal document

Technical Review – Speed Management Programme

Name	Position	Date	Signature
Out of Scope	Safety Engineer, Speed Management Programme, Transport Services - Infrastructure Delivery	24/11/2021	Out of Scope

Document Approved for Issue

Name	Position	Date	Signature
Out of Scope	Speed Management Programme Lead, Transport Services - Infrastructure Delivery	24/11/2021	Out of Scope

Outcome Endorsement

Name	Position	Date	Signature
Out of Scope	Principal Road Safety Advisor, Transport Services – Programme and Standards (Acting)	14/12/2021	Out of Scope
Out of Scope	Lead Advisor Safety, Transport Services – Programme and Standards	14/12/2021	

DECISION

This decision is made by the National Manager Programme and Standards, Transport Services, Office of the GM TS in accord with authority residing in Waka Kotahi. The amendments to the New Zealand Transport Agency (Speed Limits on State Highways) Bylaw 2010/10 are as set out in the bylaw attached to this report at **Annexure One**.

Name	Position	Date	Signature
Out of Scope	National Manager Programme and Standards, Transport Services, Office of the GM TS	17/12/2021	Out of Scope

Abbreviations used in this Speed Review Report

Abbreviation	Term
DSI	Deaths & Serious Injuries
GLT	Group Leadership Team (Transport Services)
GM TS	General Manager, Transport Services
IRR	Infrastructure Risk Rating
ISZ	Intersection Speed Zone
MegaMaps	Waka Kotahi's Safer Journeys Risk Assessment Tool (geospatial)
P&S	Programmes and Standards-Transport Services
RSE	Road Safety Engineer
RS/RP	Route Station/Route Position
RCA	Road Controlling Authority
SaAS	Safe and Appropriate Speed
SMG	NZ Speed Management Guide First Edition, November 2016, Waka Kotahi
SMP	Speed Management Programme
Speed Rule	Land Transport Rule Setting of Speed Limits 2017
SRR	Speed Review Report
SSAS	Safer Speeds at Schools
VSL	Variable Speed Limit (i.e., School Zone VSL)
Waka Kotahi	Waka Kotahi NZ Transport Agency

Legislation referenced in Speed Review Report

Abbreviation	Term
Speed Rule	Land Transport Rule Setting of Speed Limits 2017 Rule 54001/2017
LTMA	Land Transport Management Act 2003
GRPA	Government Rooding Powers Act 1989
LTA	Land Transport Act 1998
GPS	Government Policy Statement on land transport 2021

EXECUTIVE SUMMARY

Key Points/Risks

- **Background**
- This speed review is part of the Waka Kotahi Speed Management Programme pursuant to its commitment to the Road to Zero strategy. The decision to proceed with a review of this corridor was due to its being identified as one of the highest risk roads in the region and in response to community and stakeholder concerns reflecting a spike in DSI in 2020.
- **Location description**
- The SH5 Taupō to Bay View corridor is a 122 km corridor located in the Taupō and Hastings Districts, between Taupō in the Waikato Region, and Bay View in the Hawke's Bay Region and is classified as 'Regional Strategic' under the One Network Road Classification.
- It provides access from the central North Island through the Urewera and Ruahine Ranges to the Hawkes Bay and the cities of Napier and Hastings. It traverses a rural and dramatic landscape with some points of interest but no townships along its length.
- **Safety Context**
- Between 2010 to 2019, there were a total of 246 injury crashes on the corridor, which included 16 deaths and 75 serious injuries.
- Between Te Haroto and Bay View there were 12 deaths and 41 serious injuries with an increasing crash trend over this period (58% of the DSI casualties).
- **Traffic Environment**
- Traffic volumes were last measured on SH5 Taupō to Bay View in 2018 and varied between 3140 – 4539 AADT between counters on the corridor. Heavy commercial vehicles accounted for 16 – 21 percent of all traffic.
- **Infrastructure Context**
- Through 2021 Waka Kotahi have implemented supporting safety interventions, including \$2.5 million for side barriers, road markings, signs and audio-pavement marking.
- SH5 Napier turn off to Hawke's Bay boundary and Rangitaiki to Taupō have been identified as opportunities to improve safety and resilience and are currently in the pre-implementation phase as part of Road to Zero infrastructure works.
- **Safe and Appropriate Speed**
- Following a technical assessment of this corridor, the decision was made to immediately proceed with consultation on a reduction in speed from 100 km/h to 80 km/h for the central 76km section of SH5 from Rangitaiki to Esk Valley. The northern and southern ends of the corridor were engaged upon but any speed review of these parts of the corridor will be pursued separately and in combination with infrastructure improvements.
- The existing speed limit of 100 km/h is not the SaAS for the section of SH5 - Rangitaiki (1160m south east of Matea Road) to Eskdale (130m west of Waipunga Road) (Sections 2, 3 4 and 5 as identified in the technical assessment). It is considered to be a high-risk rural road and it is proposed to reduce the speed to 80 km/h over this complete 76km length.
- We reiterate that Sections 1 and 6 as identified in the technical assessment, were not included in the speed review as taken to consultation. Both the high level of risk of the Rangitaiki to Eskdale section (of the six fatal crashes since 2019, all but one occurred in this section) and the high level of public interest underpinned the decision to take the Rangitaiki to Eskdale section to immediate consultation. It was also considered to have a less complex road stereotype that supported the decision to be able to take it immediately to consultation so as to immediately achieve safety benefits on this portion of the corridor.
- The start and end points to the speed review as proceeded with were considered technically sound in terms of reflecting changes in road stereotype (and also considering safety in including the curve at the southern end) but also enabled a speed review to be commenced and completed in a timely manner.

- Speed review of both the northern and southern sections may very well result in extensions of the 80km/h speed limit (in accord with the technically assessed speeds at Table Two) but that will be determined by the future speed review of these sections of SH5.
- **Engagement and Consultation**
- Engagement on the speed review proposal was limited to public messaging regarding Waka Kotahi intent to progress a speed review on SH5 and the speed review was taken directly to consultation due to the high safety risk on this corridor.
- Consultation period was extended to address publicly raised matters relating to travel time and enable the public and stakeholders time to consider the additional information.
- The majority of the feedback did not support the proposed 80 km/h speed limit between Rangitaiki and Esk Valley although many were supportive of speed being reduced through residential areas and past intersections.
- Notwithstanding this, Road to Zero 2020-2030 is New Zealand's road safety strategy and it sets up a path to achieve Vision Zero, a New Zealand where no one is killed or seriously injured on our roads. To achieve Vision Zero, we seek to prioritise the safety of people. Reducing speed may prevent people dying and being seriously injured on this road.
- The submissions did not identify any additional safety issues with the proposed speed reduction that Waka Kotahi had not already considered.
- **Other Matters**
- Te Pohue School is not located directly on the State highway and was not specifically considered as part of this speed review which commenced in 2020. Notwithstanding this, Waka Kotahi has determined to consider Te Pohue School within the SSAS program during the period (2021-2030).

Waka Kotahi as road controlling authority for the State highway network, and in particular for [SH5 Taupō to Bay View in the Hawkes Bay Region](#) as detailed in this report determines that the safe and appropriate speed for [SH5 Taupō to Bay View](#) is as indicated on the Locality Map, following and more particularly as identified in the summary table below:

Summary Table-Speed Review Recommendation for Approval (Simple)

#	SH5 Taupō to Bay View	Section length: (km)	Existing Speed Limit	Proposed Speed Limit
1	1140m south-east of Matea Road (near the Hawke's Bay Regional Boundary) to 110m west of Waipunga Road (Esk Valley)	75.7	100	80

Based on the Speed Review undertaken and detailed in this report and subject to (and refined by) consultation, sections 2, 3, 4 and 5 of SH5 Taupō to Bay View as identified in the Technical Assessment Report and as combined into a single length in the Summary Table, above, the current speed of 100 km/h be reduced to 80 km/h.

Note: Locations are approximate. Recommendation Table contains detailed information including coordinates and RS/RP descriptions.

Locality Map SH5 Taupō to Bay View Speed Limit Changes



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PURPOSE

The Road to Zero Infrastructure and Speed Management Strategic Programme forms part of a holistic analysis that has informed New Zealand's Road Safety Strategy 2020-2030, Road to Zero, which proposes a target of a 40% reduction in deaths and serious injuries over the next decade.

It is estimated that the Road to Zero Infrastructure and Speed Management Strategic Programme will deliver approximately half of these benefits. With 2,200 people being killed or seriously injured on New Zealand's roads in 2018, the Road to Zero Infrastructure and Speed Management Strategic Programme aims to achieve an overall reduction of 600-650 deaths and serious injuries.

The functions of Waka Kotahi include managing the State Highway system and in this role as the Road Controlling Authority for the State Highway system, Waka Kotahi is undertaking speed and infrastructure interventions on the State Highway that will contribute to reducing deaths and serious injuries. To help achieve this reduction, Speed Reviews are being undertaken as part of the Road to Zero Infrastructure and Speed Management Strategic Programme which informs the New Zealand Road Safety Strategy 2020-30, Road to Zero.

The Top 10% High-Benefit Opportunities identified in Mega Maps provides a distinction between corridors where speed limit reduction is likely to be the most appropriate measure (Challenging Conversations) and corridors where investment to improve the safety performance of the corridor to a standard where a higher speed limit is likely to be justifiable (Engineer Up). Within the Road to Zero Infrastructure and Speed Management Strategic Programme, the speed management approach is applied to all of the Top 10% GPS High-Benefit Opportunity corridors. This includes speed limit reduction as a small change in speed can make a big difference in safety outcomes as although most crashes are caused by several contributing factors, speed is most likely to determine whether anyone is killed, injured or walks away unharmed. Additionally, on some corridors, additional infrastructure interventions are also considered where certain criteria are satisfied. Infrastructure interventions include Safe System Transformation, Supporting Safe System Treatment (medium cost) and Supporting Safe System Treatment (low cost). Notwithstanding which solution is ultimately arrived at, safer speeds align with the safe system approach and reduces the likelihood of harm and minimises the impact of errors on road users

This document sets out the process undertaken to establish the safe and appropriate speeds for this part of the State Highway network in accordance with the requirements of the Land Transport Rule - Setting of Speed Limits 2017, Rule 54001/2017 (Speed Rule) and in accord with the methodology set out in the Waka Kotahi Speed Management Guide 2015 (SMG).

For [SH5 Taupō to Bay View in the Hawkes Bay Region](#), Waka Kotahi has undertaken a speed review identifying speed limits that are considered safe and appropriate. Subject to confirmation of the decision of Waka Kotahi in this regard, new speed limits are required to be made by way of bylaw and be notified in the Gazette.

A copy of the draft gazette notice is attached at **Annexure One** to this report.

Notifications to the Regulator and Commissioner of Police are annexed to this report.

This report provides a record of the decision-making process undertaken for the subject Speed Review

BACKGROUND

Waka Kotahi is the Road Controlling Authority for New Zealand's State Highway Network, and pursuant to its functions, identified [SH5 Taupō to Bay View in the Hawkes Bay Region](#) for possible speed review pursuant to the Speed and Infrastructure Programme (SIP).

Priority was given to a speed review of the SH5 Taupō to Bay View corridor following a spike in fatalities and serious injuries on this road and in response to a strong sense of urgency from key stakeholders.

Table One - Background

Element	Information
Corridor title (As initially identified)	SH5 Taupō to Bay View in the Hawkes Bay Region
Location description	<p>The SH5 Taupō to Bay View corridor is a 122 km corridor located in the Taupō and Hastings Districts, between Taupō in the Waikato Region, and Bay View in the Hawke's Bay Region.</p> <p>It provides access from the central North Island through the break between the Urewera and Ruahine Ranges to the Hawkes Bay and the cities of Napier and Hastings. It traverses a rural and dramatic landscape with some points of interest but no townships along its length.</p>
Districts	<p>This corridor extends across a number of territorial local authorities, being:</p> <p>Bay of Plenty District Council Waikato Regional Council Hastings District Council Napier City Council Hawkes Bay Regional Council</p>
Corridor length	<p>122.5 km</p> <p>(Note length of originally identified corridor)</p>
Speed Information	<p>Speed information (as it relates to each section of the identified corridor) is included at Table Two – Technical Assessment) in the Corridor Assessment Section, following</p> <p>Speed information includes:</p> <ul style="list-style-type: none"> • Current speed • Average speed (operating speed) • Safe and appropriate speed
Crash history	<p>Between 2010 and 2019 there were 246 injury crashes on this section of highway. 75 people were seriously injured and 16 people were fatally injured.</p> <p>The crash risk profile along the corridor varies with Personal Risk ranging from Low to High and Collective risk ranging from Low-Medium-High</p>

Additional items	<p>Waka Kotahi 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 spent an extra \$4 million on maintaining this corridor, above previously planned levels.</p> <p>Through 2021 Waka Kotahi have implemented supporting safety interventions, including \$2.5 million for side barriers, road markings, signs and audio-pavement markings along SH5.</p> <p>We know that long-term planning is vital to SH5, as it's Hawke's Bay's critical link north.</p> <p>The 2021-24 National Land Transport Programme (NLTP) identified 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. These works are both underway and in the pre-implementation phase as part of Road to Zero infrastructure works.</p> <p>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.</p> <p>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.'</p>
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Note: Information in the Background Table includes that relating to whole of corridor from Taupo to Bayview

CORRIDOR ASSESSMENT

Technical Assessment

Waka Kotahi provided the technical assessment consultant with the Mega Maps (Safer Journeys Risk Assessment Tool) geospatial information for the SH5 Taupō to Bay View corridor

The information for corridor assessment for SH5 Taupō to Bay View was based on Mega Maps Version 2.

MegaMaps is a geospatial tool which provides a standardised view of road risk. It provides for automated coding that can be widely applied in a cost-effective manner and though it provides a standardised network-wide assessment that avoids inconsistency in coding it is reliant on the standard of information available in historical data sets. The technical assessment is a comprehensive review of a corridor that comprises both a visual assessment of the corridor (utilising network video) and consideration of the corridor (and its sections) against the parameters or features that inform its infrastructure risk rating as undertaken by a technical expert. By targeting risk an initial assessed Safe and Appropriate Speed for a corridor (sections) is identified as set out at Table One, following

For details, please refer to the Technical Assessment / Internal Review Form.

Table Two-Technical Assessment

#	SH5 Taupō to Bay View	Current Speed Limit	Mega Maps Speed	Technically Assessed Speed	Commentary
1	SH1 Intersection to Hawke's Bay Region / Iwitihi (Long straight sections through rural farmland and forest blocks, narrow shoulders, some roadside hazards)	100	100	80	<ul style="list-style-type: none"> • SMG technical assessment suggests SaAS = 100 • Current mean operating speeds from MegaMaps are 95-100 km/h • Mooven data indicates average speeds between 90-95 km/h
2	Iwitihi to Start of Descent to Tarawera (Change in road alignment to curved, increased roadside hazards)	100	80	80	<ul style="list-style-type: none"> • SMG technical assessment suggests SaAS = 80 • Governing factor is IRR • Current mean operating speeds from MegaMaps are 95-100 km/h • Mooven data indicates average speeds between 85-90 km/h
3	Descent to Tarawera - Steeper descent and winding alignment	100	80	<80	<ul style="list-style-type: none"> • SMG technical assessment suggests SaAS < 80 • Governing factor is IRR • Current mean operating speeds from MegaMaps are 70-74 km/h • Mooven data indicates average speeds between 65-75 km/h <p>Maintained at 80km/h for consistency with adjoining sections</p>
4	Tarawera to straight south of Te Haroto - Curved alignment, some minor residential and commercial	100	80	80	<ul style="list-style-type: none"> • SMG technical assessment suggests SaAS = 80 • Governing factor is personal risk • Current mean operating speeds from

#	SH5 Taupō to Bay View	Current Speed Limit	Mega Maps Speed	Technically Assessed Speed	Commentary
	activity, some steeper more winding sections, but generally curved				MegaMaps are 75-79 & 90-95 km/h • Mooven data indicates average speeds between 75-85 km/h
5	Te Haroto straight to Eskdale - Curved alignment through rural farmland	100	80	80	• SMG technical assessment suggests SaAS = 80 • Governing factor is IRR • Current mean operating speeds from MegaMaps are 85-89 & 90-94 km/h • Mooven data indicates average speeds between 75-85 km/h
6	Eskdale to SH2 Intersection - Rural residential area on the outskirts of Napier	100	80	80	• SMG technical assessment suggests SaAS = 80 • Governing factor is IRR • Current mean operating speeds from MegaMaps are 90-94 & 85-89 km/h • Mooven data indicates average speeds between 80-90 km/h

Additional Matters

The initially identified homogeneous sections 2-5 all have an existing speed limit of 100km/h. As a consequence of the technical assessment and viability assessment, as indicated at Table Two, above and Table Three, following, a single recommended speed was identified over the full length of the corridor (from Rangitaiki to Eskdale). On this basis, the corridor recommended for review was consolidated as a single section (Section 2) identified in Table Three.

The regional speed team (Regional Speed PM & Regional Safety Engineer) and the Principal Traffic & Safety Engineer (PS) determined the end points of the speed review. Section start and end points are originally indicated by MegaMaps, are refined through technical assessment, and consistent with all speed reviews they are then further refined and confirmed by the aforementioned Transport Services staff.

The northern end point was chosen as best reflecting the change in environment moving from straights and meandering curves and into the tighter, more constrained environment dropping into to the Waipunga Gorge. The southern end point was chosen to reflect the change from the rural Esk Valley environment (reflected by orchards, greater activity and more side roads) to the more hilly pastoral environment to the north but ensuring the capture of the curve into the Esk Valley within the proposed 80km/h speed reduction area.

Management Endorsement of Approach

As previously noted, this corridor was considered for possible speed review on an accelerated basis. The reason for this was significant local and regional concerns raised relating to a spike in fatal crashes. Eleven fatal crashes resulted in sixteen people dying and all but two of these crashes happened on the Hawke's Bay section of SH5. Waka Kotahi, in response to this public concern, accelerated the delivery of this Speed Review.

In December 2020, Waka Kotahi, Transport Services GLT determined that a significant section of the corridor could be progressed directly to the consultation phase whilst simultaneously taking the remainder (northern and southern ends) of the corridor forward to external engagement for the purpose of determining if and when those sections might progress to speed review at a future date.

To be clear, it is that central, Rangitaiki to Esk Valley section (1160m south-east of Matea Road, near the Hawke's Bay Regional Boundary to 130m west of Waipunga Road, Esk Valley), that is the subject of this speed review as approved by GLT. This section (of the wider corridor) and its extent (start/end points) was endorsed by the Speed Programme Sponsor and the acceleration of consultation was enabled for this corridor with its notable accident history and its high public interest. This decision to proceed immediately with the Rangitaiki to Esk Valley section of the corridor was underpinned by the fact that since December 2019, nine further lives have been lost in six fatal crashes with all but one of these occurring between Rangitaiki and Esk Valley.

Both the extent and form of the speed review were affirmed by the GLT along with the decision to accelerate the commencement of the speed review and take it directly to consultation.

This central section has a generally less complex road stereotype than the northern and southern portions of the corridor that will be proceeded with separately. Start and end points are required for any speed review and those determined at Iwitahi and Esk Valley were considered to best reflect both a change in road type and to maximise safety through the capture of the curve into Esk Valley. Without predetermining the outcome of any speed review of the northern and southern sections of the SH5 corridor, it is quite conceivable that adjoining sections might be subject to speed reduction (according with the technically assessed speeds in Table Two) resulting in changes in the location of speed transition locations. However, this will be determined through the speed reviews of these more complex sections.

Single Phase Viability Assessment

As part of the process to identify a State Highway corridor for potential speed review, a cross-business survey is undertaken to identify any matters that might inform its viability. Such matters can include a broad range of interests within the business (maintenance and improvement work, network integration, other policy initiatives and implementations, physical and technical constraints).

For SH5 Taupō to Bay View the viability review was undertaken in the context of and in response to the aforementioned GLT determination to proceed immediately to consultation with this Speed Review.

Pursuant to the approval of the Portfolio Manager, Design Portfolio 5, System Performance, System Design, Transport Services, Table Three describes the Speed Review for SH5 Taupō to Bay View to be taken to public consultation

For details, please refer to the Internal Review Form.

Table Three-Speed Review Recommendation for Consultation

#	SH5 Taupō to Bay View	Start Point (SH-RS/RP)	End Point (SH-RS/RP)	Section Length (km)	Viable Speed	Recommended Speed for Consultation	Commentary
1	SH1 Intersection to Hawke's Bay Region / Iwitahi - Long straight sections through rural farmland and forest blocks, narrow shoulders, some roadside hazards	05-137/0.1	05-169/8.71	40.61	80	N/A	This section of the corridor was taken to engagement in parallel with the proposed consultation. It will be the subject of a separate speed review if progressed
2	1160m south-east of Matea Road (near the Hawke's Bay Regional Boundary) to 130m west of Waipunga Road (Esk Valley)	05-169/8.71	05-249/7.0	75.7	80	80	The recommended speed was 80km/h for the previously identified sections 2-5 (from Table One) and as such they

#	SH5 Taupō to Bay View	Start Point (SH-RS/RP)	End Point (SH-RS/RP)	Section Length (km)	Viable Speed	Recommended Speed for Consultation	Commentary
							have been combined as a single section for consultation purposes
3	Eskdale to SH2 Intersection - Rural residential area on the outskirts of Napier	05-249/7.0	05-249/12.3	5.3	80	N/A	<u>This section of the corridor was taken to engagement</u> in parallel with the proposed consultation. It will be the subject of a separate speed review if progressed

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

CONSULTATION

The following is the recommendation Waka Kotahi consulted on for SH5 Taupō to Bay View:

#	Recommendations
1	<p>SH5 - Rangitaiki to Esk Valley (1160m south east of Matea Road) to Eskdale (130m west of Waipunga Road). 80 km/h</p> <p>Waka Kotahi is proposing to lower the speed limit on the middle section of SH5 from 100km/h to 80km/h to make this road safer for everyone who uses it. This section is 76km long and between the Hawke's Bay Regional boundary and Eskdale</p>

Consultation Timeline

On Monday 12 April 2021, Waka Kotahi commenced formal consultation on the proposed new speed limits for SH5 from Rangitaiki to Esk Valley. Consultation was initially open for four weeks and was due to close on Sunday 9 May 2021 but was extended a further four weeks to Sunday 6 June 2021 to address matters that the community had raised with regard to travel times on this route. These matters were addressed and the extended consultation period was provided to best enable community and stakeholder feedback.

The consultation period and how to make a submission was advertised on radio stations in the Hawke's Bay and Taupō, through social media, the Waka Kotahi website and in the Taupō Times, New Zealand Herald and online on both the New Zealand Herald and Stuff websites.

A media release was issued on 13 April 2021 (NZ Herald) and there was online coverage (Stuff, Hawke's Bay Today/NZ Herald). A second media release was issued when the decision was made to extend the consultation period and there was online coverage (NZ Herald). 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.

When the consultation period was extended, a newsletter was provided to stakeholders that explained the travel time information data (Newsletter [REDACTED]).

At the same time Waka Kotahi also engaged with iwi, key stakeholders and local communities asking how they felt about the current speeds on the Rangitaiki Straights and around Eskdale to help it decide if it needed to lower speeds in these areas, too.

Stakeholder Relationships

Party Engaged	Waka Kotahi Comments
<p>Police</p> <p>Supports 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.</p>	<p>Noted</p>
<p>Fire and Emergency NZ, & St Johns</p> <p>Supports the changes proposed on SH5, with the following comments and suggestions:</p> <ul style="list-style-type: none"> - Wonders if there is any mandate on education programmes/education of youth - Policing will be difficult, but in principle agree with this [proposal] 	<p>Noted</p> <p>Waka Kotahi, NZ Police, and Taupō District Council have worked together on a corridor specific safety campaign known as 'Stay Alive on 5'. This includes a new enforcement strategy, raising awareness of fatigue and driving to the conditions through a billboard campaign.</p>
<p>Road Transport Association Not in support of overall speed reduction on SH5:</p> <ul style="list-style-type: none"> - The proposal to reduce the speed limit is contrary to the interests of commercial road freight operators. - SH5 needs repair and improvements such as more passing lanes. - 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. - Staying under 80km/h for the 83km journey between Esk and Rangitaiki will make driving more difficult causing stress and frustration. - 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. - Accident statistics are refuted 	<p>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.</p> <p>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.</p> <p>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.</p> <p>Along with reviewing speeds on SH5, we expect to invest \$14 million into maintenance and safety projects around the Hawke's Bay region this year.</p> <p>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.</p> <p>We are currently implementing safety improvements, including \$2.5 million for side barriers, road markings, signs and rumble lines along SH5.</p>

Party Engaged	Waka Kotahi Comments
	<p>We know that long-term planning is vital to SH5, as it's Hawke's Bay's critical link north.</p> <p>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 Rangita ki to Taupō. If approved to progress, these works will be carried out over the 2021-24 and 2024-27 NLTP periods</p> <p>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.</p> <p>Other initiatives that are underway include working with NZ Police who are reviewing their enforcement and deployment strategy used for SH5, with the action to increase data capturing, patrol presence, use of multiple types of enforcement vehicles, and the use of targeted operations, increasing investment on road safety, and working with Road Safe Coordinators on a roadside billboard campaign along SH5 – 'Stay alive on 5.'</p> <p>In accordance with the Setting of Speed Limits Rule, when reviewing the speed limit, Waka Kotahi took into account the function and use of the state highway, crash risk for all road users, adjacent land use, number of intersections and property accessways, traffic volume, and any recent modifications to the highway.</p> <p>As part of the formal consultation process, we reviewed all of the submissions to see if any noted safety concerns about changing the speed limit that we hadn't already considered. After reviewing the submissions, no significant safety concerns were raised, and 80km/h is considered the safe and appropriate speed limit to be set for this location.</p>
<p>Road Transport Forum</p> <p>Not supportive of the proposed SH5 changes and had the following comments/suggestions:</p> <ul style="list-style-type: none"> - Concerns raised about the Waka Kotahi approach to speed limit reduction and that it is shifting responsibility onto road users to manage inherent risk - The analysis does not appear to take into consideration any meaningful economic and/or social impacts on freight movements. - 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. 	<p>– Same as RTA response</p> <p>Waka Kotahi works with the RTF at a national level and will consider these wider matters at that level beyond the details of this particular speed review</p>

Party Engaged	Waka Kotahi Comments
<ul style="list-style-type: none"> - Consideration of an amnesty period when changes occur. - Modelling of travel time is flawed and practical assessments undertaken by transport operator indicate the increases are typically higher. - Concerns raised about increase in freight costs due to the increase in travel times. - There will be opposition to this change in the transport industry. - 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 well being of New Zealanders. - Favour improved road design and conditions. - 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. 	
<p>AA (Automobile Association)</p> <p>Not in support 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"> - Gisborne District Council often hears complaints from its members who have had vehicles damaged as a direct result of the state of SH5. - 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. - Not happy with our stats found them misleading. - 'Stay Alive on 5' fairly recent education campaign, should look for more education opportunities like this. - 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. - 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. - 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. - 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 - There are also calls to install more passing opportunities. 	<p>– Same as response to RTA</p>
<p>Hastings District Council</p> <p>Not supportive of SH5 speed changes.</p>	<p>Same response as RTA</p> <p>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</p>

Party Engaged	Waka Kotahi Comments
<ul style="list-style-type: none"> - Concerns that the strategic importance of the SH5 link has been undervalued and not adequately considered in determining a safe and appropriate speed. - Concerns raised that the technical assessments completed were desktop in nature and there was an absence of any site visits, validations and assessments. - 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. - 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. - Within the community there is almost no support for the proposed speed reduction. - 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. - 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. - The release of mean travel time is misleading and does not accurately reflect the true travel time impact of the proposal. - Concerns raised about lack of signage on route. - 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. <p>Some councillors have commented that:</p> <ul style="list-style-type: none"> - A corridor study should be undertaken with an improvement plan for the next 30 years - Certain changes may be required along the corridor, but a blanket 80km/h speed reduction isn't 'good enough' - A four-lane Hawke's Bay expressway is required to meet trade growth in the region – more funding is needed - What will the economic cost of a speed reduction be (e.g. to freight) - The speed review should wait until the Regional Land Transport Plan's proposed business case for SH5 is complete - Targeted safety campaigns are required to get poor quality safety vehicles off the roads 	<p>to achieve Vision Zero, a New Zealand where no one is killed or seriously injured on our roads.</p> <p>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.</p> <p>Priority was given to a speed review of the SH5 Taupō to Bay View corridor following a spike in fatalities and serious injuries on these roads and in response to a strong sense of urgency from key stakeholders. 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 move straight to formal consultation on a speed reduction as the fastest way to help save lives.</p> <p>Given the breadth of matters raised by HDC in its submission that go beyond the scope of this Speed Review, a separate response is currently being prepared pursuant to the ongoing relationship that Waka Kotahi maintains with HDC.</p>

Party Engaged	Waka Kotahi Comments
<p>Napier City Council</p> <p>Not supportive of changes proposed for SH5 but does support the need for speed reductions in places. NCC had the following comments/suggestions:</p> <ul style="list-style-type: none"> - 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. - 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. - 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. - Seeks a corridor safety business case to develop a whole of system program of works to complement any speed limit changes. 	<p>– same response as RTA</p> <p>Note support for speed management across some parts of the route, such as around Te Pohue and Te Haroto villages noted</p>
<p>Taupō District Council – staff submission not endorsed by councillors</p> <p>Supports the speed reduction proposal for SH5, with the following suggestions:</p> <p>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</p>	<p>– same response as RTA with the addition of noting the Council's support and comment re passing lanes:</p> <p>Passing lanes are being addressed separately by Waka Kotahi. Currently it is likely we will retain those located on hills or near other features that will restrict heavy vehicle speeds.</p>
<p>Matariki 2.4D working group</p> <p>Neither in support nor opposed 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"> - 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. - Interested in the roads being improved and speed changes not applying in passing lanes. 	
<p>Global Road Safety Partnership</p> <p>Supports speed reduction on SH5 to reduce severity of crashes, and suggests further enforcement is needed and suggested the introduction of demerit points on speed camera offences.</p>	<p>- same as RTA response</p> <p>Note support</p>
<p>MP for Napier Stuart Nash & MP for Tūkituki Anna Lorck</p>	<p>– same as RTA response</p>

Party Engaged	Waka Kotahi Comments
<p>Supportive joint submission 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"> - 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. - Both seeking to advocate for a much more sustainable and complete maintenance plan for SH5. - 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. - 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 - Disappointed proposal fast tracked without critical public engagement. 	<p>Note support for speed management across some parts of the route, such as around Te Pohue and Te Haroto villages noted</p> <p>Priority was given to a speed review of the SH5 Taupō to Bay View corridor following a spike in fatalities and serious injuries on these roads and in response to a strong sense of urgency from key stakeholders. With all but one of these fatal crashes occurring on the windy section of SH5 between Rangita ki and Esk Valley, the decision was made to move straight to formal consultation on a speed reduction as the fastest way to help save lives.</p> <p>At the same time, we engaged with the public on the remaining sections of SH5 – Rangitaiki Straights to Taupō, and Eskdale to SH2 intersection in Napier, asking them to let us know what they thought about speed limits on these sections.</p> <p>We will consider the engagement feedback and formal consultation will take place at a later date.</p>
<p>Te Pohue School</p> <p>Do not support blanket proposed speed change, with the following comments:</p> <ul style="list-style-type: none"> - Do not support blanket speed change to SH5 but do support a speed reduction through Te Pohue. - Requests the following safety improvements be made: - 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. - Flashing lights indicating a school zone to alert through traffic at school commuting times. 	<p>– same response to RTA</p> <p>Note support for speed management across some parts of the route, such as around Te Pohue and Te Haroto villages noted</p> <p>Te Pohue School is not located directly on the State highway and was not specifically considered as part of this speed review which commenced in 2020.</p> <p>At that time there was no specific funding or policy in place to address schools located adjacent to the State Highway. However, as the NZ Government continues to focus on its Road to Zero strategy, Waka Kotahi has responded by developing the Tackling Unsafe Speeds Programme Business Case ("TUS PBC"), which provides funding for Waka Kotahi to implement the Safer Speeds Around Schools programme.</p> <p>Due to the timing of the confirmation and development of the SSAS Programme relative to the prevailing policy framework when this Speed Review was taken to consultation, it falls into a lacuna. Notwithstanding this, Waka Kotahi has determined to consider Te Pohue School within the SSAS program during the period (2021-2030).</p>

Public Feedback

Party Engaged	Comments
<p>Te Pohue community (drop-in session feedback)</p> <p>Majority of community at the drop-in were not in support 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"> - Increased travel time and possible impact on business and freight. 	<p>Deaths and serious injuries should not be tolerated – they are not inevitable. To reduce the number of people dying or being seriously injured on our roads we're creating a safe system that is designed to account for human error – a system where people do not die or get seriously injured on the road when they make a mistake, or when someone else makes a mistake. Making speeds safer is one part of the safe system and is something we can do quickly to make the roads safer for everyone.</p> <p>No matter what causes a crash, the speed at impact can be the difference between being killed, injured, or walking away unharmed. This is especially true when people who walk or bike are involved.</p> <p>Having speed limits that are safe and appropriate is one of the most important ways we can help people get to where they need to go safely.</p>

Feedback Themes

2012 pieces of feedback were received regarding SH5. This was across email, hard copy submission, social pinpoint and online survey results.

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 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 residential areas and past intersections. There was some support for high-risk sections to be lowered, areas mentioned 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, passing lanes and pull-over bays.
- Submitters do not perceive speed as the **main cause of accidents**, 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 the changes in some way.

For details, please refer to the Consultation Summary.

POST CONSULTATION VIABILITY REVIEW

It is prudent to note that this speed review consulted on SH5 between Rangitaiki to Esk Valley and was undertaken in conjunction with external engagement on contiguous northern and southern sections that extended from Taupō in the north to Bay View in the south.

The corridor sections, Taupō to Rangitaiki and Esk Valley to Bay View may be the subject of a joint or separate speed reviews, still to be determined. Any such speed review(s) will likely be (at least partially) reliant on the technical assessment and engagement efforts that were undertaken in support of this speed review.

Dependent upon the outcome of the feasibility phase for the infrastructure improvements package for SH5, it is currently proposed that consultation for speed change and infrastructure improvements will be undertaken in concert.

Consultation indicated a general lack of support for speed reduction. Notwithstanding this, Road to Zero 2020-2030 is New Zealand's road safety strategy and it sets up a path to achieve Vision Zero, a New Zealand where no one is killed or seriously injured on our roads. To achieve Vision Zero, we seek to prioritise the safety of people and reducing speed is an immediate intervention that may prevent death and serious injury on this road.

In this context particular consideration was given to the fact that with a lack of median the head on risk remains high and therefore a SaAS of 80km/h (at least until such time that infrastructural improvements such as a wide centreline or median barrier might be instated) across this corridor was considered appropriate.

As indicated at Table Two, speeds across the corridor varied in terms of both MegaMaps and monitored speeds (Mooven data). Notwithstanding this, the decision was to reduce the speed to a consistent 80km/h across the whole corridor. A single comprehensible and consistent speed was considered the SaAS across the corridor as a whole. As with all speed reviews, and in accord with the requirements of the Speed Rule (Clause 4.4(2)(c)), Waka Kotahi proposes to monitor the extent of speed reduction through its Speed Review Analytics Dashboard. Subject to validation, currently being undertaken, this tool will indicate whether speed reductions are achieved on the corridor.

Given, that this will remain a high-speed rural state highway (80km/h speed limit) physical interventions to physically reduce speed are not practicable. Compliance with the reduction of speed may be reinforced through enforcement and broader educational programmes such as the "Stay Alive on 5" media.

Also, the Speed and Infrastructure Programme is currently in the feasibility phase for a Safer Corridor Treatment for SH5, and this will include treatments for the whole Taupo to Bay View length. This project is considering a widened centreline treatment which will complement the speed reductions proposed by this speed review. However, this type of treatment does not alter the road stereotype itself and doesn't necessarily reinforce speed reduction. Compliance with posted speed limits on high-speed roads is reliant on the contribution of enforcement and education.

Due to the timing of the confirmation and development of the SSAS Programme relative to the prevailing policy framework when this Speed Review was taken to consultation, consideration and potential treatment for Te Pohue School was not undertaken as part of the review. Notwithstanding this, Waka Kotahi has determined to consider Te Pohue School within the SSAS program during the period 2021-2030.

RECOMMENDATION

Based on the Speed Review as developed through the process canvassed in this report and subjected to (and refined by) consultation, the following conclusions were reached with regard to the Speed Review of SH5 Taupo to Bay View in the Hawkes Bay Region

Table Four-Speed Review Recommendation for Approval (Detailed)

#	Section description	Start Point (RP/RS NZTM2000)	End Point (RP/RS NZTM2000)	Length (km)	Existing Speed Limit	Proposed SaAS
1	1140m south-east of Matea Road (near the Hawke's Bay Regional Boundary) to 110m west of Waipunga Road (Esk Valley) (New line 534)	05-0169/8.710 1900674, 5686757	05-249/7.022 1929068, 5633227	75.7	100	80

Note: The NZTM2000 geocoordinate provides the accurate location of speed change points (at the centre of the road) and defines the location for legal purposes. The coordinate locations are based on Waka Kotahi Maphub – Speed Limits on NZ Road Network layer

Route position locations are provided as an approximation of the location of speed change points. Route positioning is a system utilised by Waka Kotahi in its management of the State Highway network and allows officers to determine their location both on the network and through many of the software management tools used by Waka Kotahi (including Roadrunner; RAMM; etc).

Similarly, the approximation provided by the written description enables the public and others unfamiliar with or not able to access Waka Kotahi tools to approximately determine the location of speed change points, particularly in combination with the provided maps.

ANNEXURE ONE – DRAFT GAZETTE NOTICE

Separate Document

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

ANNEXURE TWO – LETTER TO COMMISSIONER

Separate document

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982

ANNEXURE THREE – LETTER TO THE AGENCY

Separate document

RELEASED UNDER THE OFFICIAL INFORMATION ACT 1982