

To Neil Cook, Acting Director of Land Transport
CC: Chris Rodley, Manager Policy, Operational Policy & Standards and Network
From Brian Nijman, Principal Advisor, Operational Policy and Standards
Date 28 July 2022
Subject **Setting of Speed Limits Rule: Approval for speed limit under the Alternative Method**

Purpose

To seek Director approval by way of the Alternative Method for Porirua City Council to change the speed limit on Raiha Street in Porirua.

The Alternative Method is provided for under clause 2.6 of the Setting of Speed Limits Rule 2022 (the Rule). Attachment 1 outlines Director powers to approve speed limit changes under the Alternative Method.

Attachment 2 outlines the 5 July 2022 letter from Porirua City Council in which they seek Director approval to lower the speed limit on Raiha Street. The attachment includes a 23 June 2022 report to the Council committee Te Puna Kōrero, with evidence in support of the speed limit reduction. Te Puna Kōrero is a council committee:

Te Puna Kōrero ^

Chairperson: Councillor Ross Leggett

Deputy Chairperson: Councillor Izzy Ford

Membership: The Mayor and all Councillors, Taku Parai, Council Kaumātua (Te Runanga o Toa Rangatira)

Meeting Frequency: Fortnightly

Purpose: To ensure the implementation of the Council's strategic direction and framework as set out in the Long-term Plan and Annual Plan through sound decision-making, strategy, policy, planning, service delivery and operations.

A debate of the speed limit change in the Porirua council chambers can be view starting 17:15min on Youtube <https://www.youtube.com/watch?v=Vpqu7HP1PAU>

Background

The Alternative Method enables speed limits to be set before the next speed management plan is certified. If a road controlling authority does not yet have its first speed management in place, the Alternative Method acts as a transitional provision.

The Alternative Method provides an efficient means to set speed limits on a limited number of roads where area-wide considerations are not present. The proposal to lower the speed limit on Raiha Street from 70 km/h to 50 km/h, consulted upon under the 2017 Rule, is such an instance.

As with certified speed management plans, Alternative Method approvals are published on Waka Kotahi's website. The associated URL is then referenced by the road controlling authority when loading the speed limit into the National Speed Limit Register.

Assessment

Assessment panel confirmed the Alternative Method applies

The Speed Management Assessment Panel met on 13 July 2022. It considered the Alternative Method was applicable to Porirua City Council's proposal to lower the speed limit on Raiha Street. This determination will be applied to similar proposals in the future.

The panel supported the proposal to lower the speed limit

The panel agreed the evidence provided supported a reduction in speed limit. The mean speed on the road, listed as 53 km/h, supports compliance with the new speed limit of 50 km/h, if approved.

The panel noted the Road to Zero edition of MegaMaps¹, just released, lowers the safe and appropriate speed on Raiha Street from 50 km/h to 40 km/h. Brian Nijman (Principal Advisor, Regulatory Technical team) will therefore recommend to Council consideration be given to a future speed management plan further reducing the speed limit to 40 km/h.

Benefits of lowering the speed limit

The report to Te Puna Kōrero noted the following benefits of reducing the speed limit:

- An expectation the mean speed on the road would be reduced to below 50 km/h.
- It would reduce risks to vulnerable road users (since 2011, there have been five injury crashes, two of them serious (one involving a pedestrian)).
- It provides a cost-effective approach to reduce speed-associated risk.
- It aligns with a key focus area ('Driver casualties') as outlined in the *Porirua Road Safety Strategy - 2020*, i.e., "Consider a reduction in posted speed limits on local roads, to reduce injury severity to drivers".

Council will consider additional improvements to complement the proposed reduction in speed limit (e.g., pavement markings, pedestrian crossing points and additional signage), as part of the ongoing programme of work in and around Kenepuru.

Summary

The Speed Management Assessment Panel recommends the Director approves Porirua City Council's proposal to set a speed limit of 50 km/h on Raiha Road, Porirua, by way of the Alternative Method provided for under clause 2.6 of the Rule.

Brian Nijman
Principal Advisor
Regulatory Technical
27/07/2022

Endorsed



Chris Rodley, Manager Regulatory Standards and Implementation
28/07/2022

¹ MegaMaps is Waka Kotahi's mapping tool to assist road controlling authorities to address the requirements of the Setting of Speed Limits Rule and Speed Management Guide.

Attachments

- Attachment 1 2022 Rule extract—Director power to approve a speed limit under the Alternative Method.
- Attachment 2 Letter from Porirua City Council seeking Director approval to lower the speed limit on Raiha Street, with supporting documentation.

Recommendations

It is recommended you **agree** to the reduction in speed limit on Raiha Street, Porirua, from 70 km/h to 50 km/h, by way of the Alternative Method provided for under clause 2.6 of the Setting of Speed Limits Rule 2022:

Yes ~~No~~

Signed



Kane Patena

Director of Land Transport

02/07/2022

Attachment 1: 2022 Rule extract—Director powers to approve a speed limit under the Alternative Method

- 2.6 Alternative method for Agency (as RCA) or territorial authorities to set speed limits: Director approval before next plan**
- (1) If the circumstances described in clause 2.5(1) do not apply, the Agency (as RCA) or a territorial authority may set a speed limit (other than a temporary speed limit) for a road under its control only with the Director's approval and after following the process in subclauses (2) to (7).
- (2) The Agency (as RCA) or a territorial authority must—
- (a) seek the Director's approval to set the speed limit for the road; and
 - (b) provide details to the Director of the proposed speed limit, including the information that would need to be submitted to the Registrar under section 200L of the Act.
- (3) Before seeking the Director's approval under subclause (2), the Agency (as RCA) or a territorial authority must—
- (a) when proposing the speed limit, have regard to guidance and information developed and maintained by the Agency under clauses 3.14 and 3.15, including the guidance on the use of mean operating speed when setting speed limits; and
 - (b) when proposing a speed limit for a road that adjoins a road under the control of another road controlling authority (the **adjoining road**), have regard to the desirability of the road under its control and the adjoining road having the same speed limit, unless there is good reason for different speed limits on each of those roads.
- (4) The Director must give their approval if they are satisfied that good reason exists for the proposed speed limit to be set before the next relevant plan is published (including before an interim plan has been published).
- (5) If the Director gives their approval, the Agency (as RCA) or the territorial authority may proceed to set the proposed speed limit only if—
- (a) the Agency (as RCA) or the territorial authority consults on, or has recently consulted on, the proposed speed limit in accordance with clause 3.9; or
 - (b) the Agency (as RCA) or the territorial authority considers that the proposed speed limit is only a minor deviation from the speed limit for the road proposed in the relevant plan.
- (6) Clause 3.9 applies to any consultation under subclause (5)(a), with all necessary modifications.
- (7) Before setting the speed limit, the Agency (as RCA) or the territorial authority must consider any submissions received during any consultation under subclause (5)(a).
- (8) Once the Agency (as RCA) or the territorial authority has set the speed limit, it must publish on an Internet site, alongside the relevant plan or a hyperlink to the relevant plan (unless a plan has not yet been published)—
- (a) details of the speed limit; and
 - (b) whether or not the speed limit was consulted on under subclause (5)(a).

Attachment 6: Speed management plan submitted by Invercargill City Council



Ref #9373133

Kane Patena
Director Land Transport
Waka Kotahi NZ Transport Agency
50 Victoria Street
Private Bag 6998
Wellington 6141

5 July 2022

Kia ora Kane,

Raiha Street Speed Limit Change

Waka Kotahi will be aware that the proposal to reduce the speed limit on Raiha Street from 70 to 50 km/h was consulted on in accordance with the requirements of Land Transport Rule: Setting of Speed Limits 2017 with the following key dates:

1. 25 March 2022 - submissions opened.
2. 25 April 2022 - submissions closed.
3. 19 May 2022 - submitters presented to Te Puna Kōrero.

Submissions on the proposal were received and submitters heard by Te Puna Kōrero (a committee of Council) at the meeting on Thursday 19 May 2022.

The proposal was subsequently deliberated at the Te Puna Kōrero meeting on Thursday 23 June 2022; approval was sought to reduce the existing 70km/h speed limit on Raiha Street to 50km/h. Te Puna Kōrero considered all of the submissions as part of their deliberations and agreed to:

4. Receive the report.
5. Agree to recommend that Council approves reducing the existing 70 km/h speed limit on Raiha Street to 50 km/h.

The final proposal was adopted at the Council meeting on Thursday 30 June 2022, where Council:

6. Approved reducing the existing 70 km/h speed limit on Raiha Street to 50 km/h effective from 1 August 2022.

For your information a number of reports are attached:

7. Raiha Street Speed Limit Site Plan
8. Raiha Street Speed Limit Change - TPK Report
9. Unconfirmed_Minutes_Council_30_June_2022

Please advise the next steps so we can get the updated speed limit certified within the National Speed Limit Register.

Ngā mihi

A handwritten signature in blue ink, appearing to read 'RM' or 'Ron Minnema'.

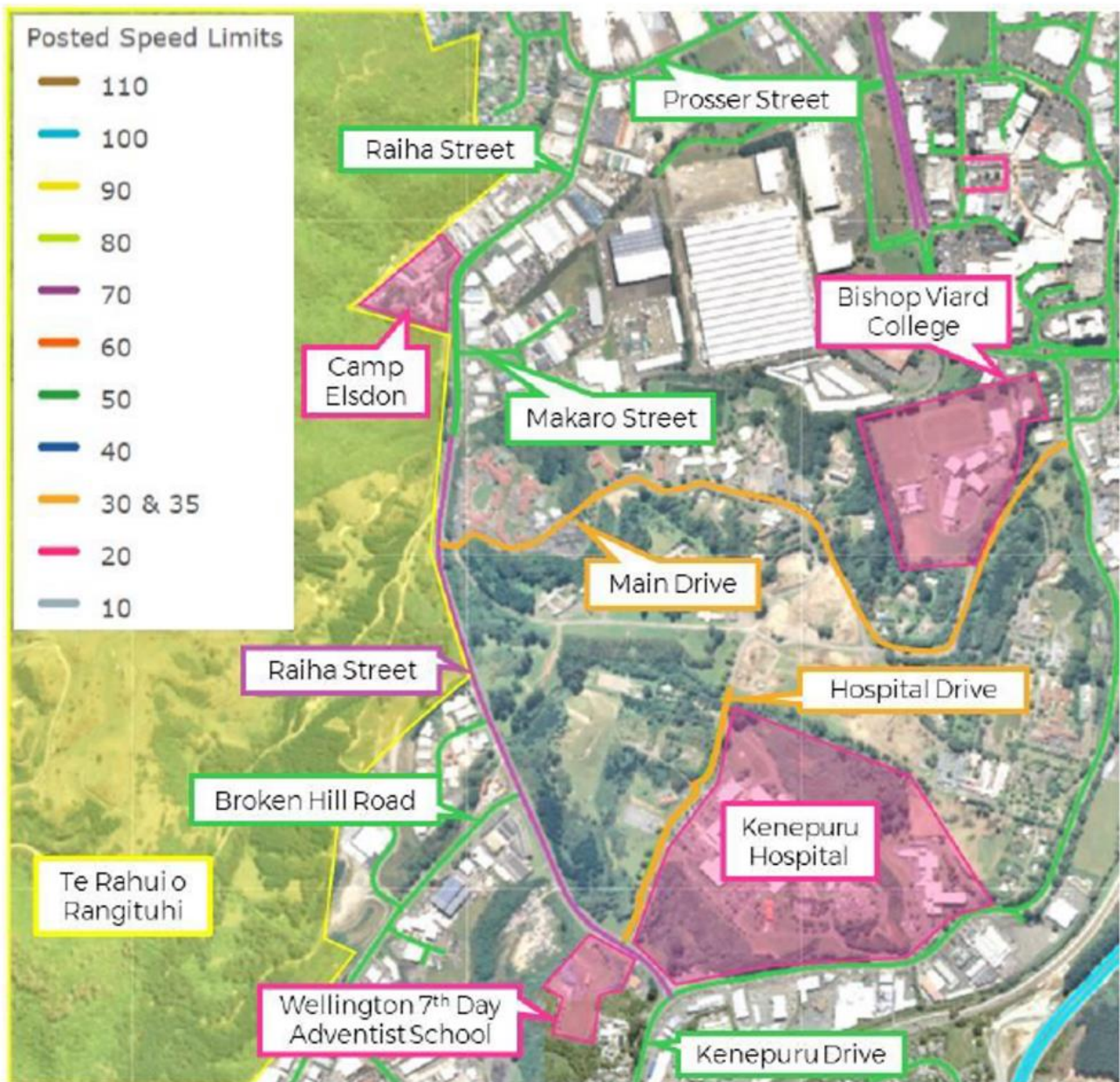
Ron Minnema
Manager Planning & Programming – Transport
Kaiwhakahaere Whakatakoto Mahere me te Hotaka

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poriruacity

Raiha Street Speed Limit: Site Plan



6.1 RAIHA STREET SPEED LIMIT CHANGE

Author: Ron Minnema, Manager Planning & Programming - Transport
Kaiwhakahaere Whakatakoto Mahere me te Hōtaka

Authoriser: Olivia Dovey, Chief Advisor to Chief Operating Officer
Kaitohutohu Mātāmua ki te Pouwhakahaere Rangatōpū

PURPOSE

The purpose of this report is to seek approval to reduce the existing 70km/h speed limit on Raiha Street to 50km/h.

RECOMMENDATIONS

That Te Puna Kōrero:

1. Receive the report.
2. Agree to recommend that Council approves reducing the existing 70 km/h speed limit on Raiha Street to 50 km/h.

Reports contain recommendations only. Refer to the meeting minutes for the final decision.

BACKGROUND

1. The existing speed limit along Raiha Street between Kenepuru Drive and 155m south of Makaro Street is 70 km/h. Refer to the attached Site Plan.
2. The public regularly park on the section of Raiha Street between Upper Main Drive and Camp Elsdon to gain access to Te Rahui o Rangitūhi.
3. Traffic volumes on Raiha Street and adjacent key roads are as follows:

Street	Location	2 way Daily Traffic volume (Mon – Fri)	
		2021	2022
Raiha Street	Southeast of Broken Hill Road	10,900 (June)	11,100 (May)
Raiha Street	Northwest of Broken Hill Road	8,800 (June)	8,800 (May)
Broken Hill Road	Southwest of Raiha Street	5,400 (May)	Not counted
Hospital Drive	Northwest of Raiha Street	2,800 (May)	Not counted
Kenepuru Drive	North of Raiha Street	17,900 (May)	17,700 (April)

4. Following the opening of Transmission Gully traffic volumes were forecast to decrease on Raiha Street by approximately 2,500 vehicles per day. It would appear that motorists are

- using Raiha Street as an alternative route to access the CBD/ Titahi Bay in order to avoid the roundabouts and congestion along Kenepuru Drive.
5. Following the opening of Transmission Gully traffic volumes were forecast to increase on Kenepuru Drive (north of Raiha Street) by approximately 5,500 vehicles per day. It would appear that COVID has affected the number of motorists using Kenepuru Drive.
 6. Traffic volumes (including walking and cycling) using Raiha Street are likely to increase in the future as:
 - a. Regional traffic volumes increase as COVID restrictions ease encouraging more travel and less travel working from home.
 - b. A result of changes in land use in Kenepuru Landing and the Broken Hill Road industrial precinct
 7. On the 70 km/h section of Raiha Street:
 - a. The mean (average) speed of all vehicles is 53 km/h.
 - b. Approximately 30% of all vehicles travel between 60 km/h and 70 km/h.
 8. The two-way daily traffic volume using Raiha Street combined with the pedestrians and cyclists crossing Raiha Street to access Te Rahui o Rangituhi increases the safety risk to all road users.
 9. Between 2011 and today on the 70 km/h section of Raiha Street:
 - a. There have been 12 reported crashes resulting in five injury crashes, two of them serious.
 - b. One of the serious crashes occurred in 2019 when a driver travelling south east along Raiha Street in excess of 70 km/h lost control and hit a shipping container north of Sunlight Grove.
 - c. One of the serious crashes occurred in 2015 and resulted in a pedestrian being transported to Wellington Hospital in critical condition after being struck by a vehicle traveling southeast at approximately 50 km/h (50m north of Farm Road). This has been incorrectly coded in the Crash Analysis System and had been brought to the attention of Waka Kotahi.
 10. Reducing the existing 70 km/h speed limit to 50 km/h:
 - a. Will make the speed limit complimentary to the current mean speed.
 - b. Is expected to reduce the mean speed to below 50 km/h
 - c. Would increase the numbers of vehicles travelling closer to 50 km/h thereby reducing the risk of a vulnerable road users (e.g. pedestrian, cyclist or scooter user) being fatally injured in a crash, i.e. the risk would reduce from approximately 100% to 65% if the speed during impact reduced from 70km/h to 50km/h.
 - d. Would add up to 10 seconds per trip for those vehicles travelling between 60 km/h and 70 km/h.
 - e. Is a cost-effective solution to reduce the speed associated risk.
 - f. Is aligned with the one of the key focus areas (Driver casualties) as outlined in the Porirua Road Safety Strategy - 2020), i.e. 'Consider a reduction in posted speed limits on local roads, to reduce injury severity to drivers'
 11. The Council transport team will look at additional road improvements to complement the proposed reduction in speed limit (e.g. pavement markings, pedestrian crossing points, additional signage) as part of the ongoing programme of work in and around Kenepuru. The timing of these decisions will depend in part when traffic volumes stabilise following the

opening of Transmission Gully. Traffic volumes are being monitored at two locations on Kenepuru Drive to provide an indication as to when traffic volumes are stabilising.

12. The attached technical report provides further technical information on the rationale to reduce the speed limit to 50 km/h. Note, the proposed changes to speed limits on Papakowhai Road and Titahi Bay Road will be considered as part of a Speed Management Plan that is likely to be consulted on no sooner than late 2022.

CONSULTATION

Introduction

13. The proposal to reduce the speed limit on Raiha Street from 70 to 50 km/h was consulted on in accordance with the requirements of Land Transport Rule: Setting of Speed Limits 2017 with the following key dates:
 - a. 25 March 2022 - submissions open.
 - b. 25 April 2022 - submissions close.
 - c. 19 May 2022 - submitters present to Te Puna Kōrero.
14. The proposal was publicly notified and every business in Raiha Street, Broken Hill Road and the side roads were advised of the proposal via a letter drop. Many of the submitters discussed the proposal with the Senior Development Engineer (Planning) prior to making their submission.

Responding to submissions

15. The Council have received 23 submissions:
 - a. 13, being 57%, of submitters in support including the NZ Police, Capital Coast Health Board and Living Streets Aotearoa.
 - b. Nine (9), being 39%, of submitters opposed.
 - c. One (1), being 4% of submitters being in partial support, i.e. extend the existing 50 km/h zone south past Farm Road (Upper Main Drive).
16. A summary of messages from submitters in favour of the proposal includes:
 - a. It will make the road much safer for all road users.
 - b. The increased parking and pedestrian and bike movement with the biking and walking tracks warrant a safer speed.
 - c. Totally agree with the reduced speed limit of 50 km/h. The current 70 km/h speed limit for those accessing Raiha Street from Hospital Drive, and from Upper Main Drive is too high (especially coming off roads that have a 30 km/h speed limit). The higher speed limit has been identified as a risk to members of the public, hospital staff and contractors over the years. There have also been some near misses over the years involving pedestrians that are forced to cross the street because one section of the footpath ends on one side of the road. Our Capital Coast & District Health Mental Health management teams have been quite active in asking for this reduction over the years and with the new development in the area, it is anticipated that traffic volumes will continue to increase. Reducing the speed will help reduce the risk to the public.
17. A summary of messages from submitters opposed to the proposal includes:
 - a. Access to the mountain bike park is only busy during the weekend.
 - b. Existing visibility is good; nothing wrong with the existing.

- c. Change the speed limit after the adjacent houses are developed.
 - d. Consider a 60 km/h instead.
18. Neither Fire and Emergency NZ or Wellington Free Ambulance submitted on the proposal.
 19. Wellington Free Ambulance have subsequently advised that 'The impact to us will be small and there will be little to no impact to response times.
 20. Officer review of the submissions has not identified any matters not previously considered or contemplated.

Land Transport Rule: Setting of Speed Limits 2022

21. The above rule came into effect on 19 May 2022 revoking Land Transport Rule: Setting of Speed Limits 2017.
22. Speed limits are set once they have been certified for inclusion in the National Speed Limit Register (NSLR) which is managed by Waka Kotahi and is the legal instrument for speed limits from 19 May 2022.
23. The majority of Councils speed limits have been included in the NSLR.
24. Future changes to speed limits will be approved by Council with no reference to the current bylaw, e.g. Raiha Street.
25. The NSLR will be updated to reflect that decision.
26. Public access to the NSLR is expected in June 2022
27. The existing PCC Speed General Bylaw 1991: Part 16A – Speed Limits will be revoked on receipt of advice from Waka Kotahi, i.e. after 23 June 2022

Options

Option One

28. Reduce the existing 70 km/h speed limit on Raiha Street to 50km/h which has been assessed as the safe and appropriate speed.

Option Two

29. Retain the existing 70 km/h speed limit and install traffic calming measures such as threshold treatment, or speed indicator devices to reduce the safety risk.
30. Providing a road environment that would encourage road users to operate at lower and safer speed would require significant cost and time to implement and will not reduce the risk to the levels outlined previously.
31. For the above reasons, retaining the existing 70 km/h speed limit is not recommended.

Recommended Option

32. Option One, as this option will reduce the risk to the public, is supported by the majority of submitters including the NZ Police and is a cost-effective solution.
33. If implemented the Police and Councils Communications team will be involved as part of the implementation process.

CONCLUSION

34. Officer review of the submissions has not identified any matters not previously considered or contemplated.
35. The majority of submitters, including the NZ Police, support the proposal to reduce the existing 70 km/h speed limit on Raiha Street to 50 km/h.
36. It is recommended that the existing 70 km/h speed limit on Raiha Street is reduced to 50 km/h effective from 1 August 2022. This will enable time for the NSLR to be updated and arrangements made to implement the necessary changes to the existing signage.

SUPPORTING INFORMATION**CONTRIBUTION TO COUNCIL'S STRATEGIC DIRECTION**

The issues in this report contribute to the strategic priorities of advocating for and providing a safe, healthy, and thriving community

The proposed speed limits will enhance public safety along Raiha Street. The proposed change in speed limit is aligned with achieving a consistency in the application of speed limits throughout Porirua City and on the regional roading network.

FINANCIAL CONSIDERATIONS**Cost**

There are no additional costs to Council budgets for consultation and setting these speed limits for Raiha Street. A change in speed limit is not expected to create a noticeable impact on the ongoing costs of Raiha Street such as maintenance and public usage fuel costs.

STATUTORY REQUIREMENTS

Land Transport Rule: Setting of Speed Limits 2017 establishes the procedures and requirements whereby Road Controlling Authorities may set enforceable speed limits on roads within their jurisdiction prior to 19 May 2022.

Land Transport Rule: Setting of Speed Limits 2022 establishes the procedures and requirements whereby Road Controlling Authorities may set enforceable speed limits on roads within their jurisdiction from 19 May 2022.

RECOGNITION OF TREATY PRINCIPLES

No Treaty implications have been identified in relation to the issues in this report.

ENGAGEMENT AND COMMUNICATIONS

Consultation and engagement were carried out as follows:

- a. Via a letter drop, sent emails, and advertised in the local newspaper.
- b. Consultation was undertaken with business owners on the following streets: Raiha Street, Broken Hill Road and roads that access Broken Hill Road, Upper Main Drive.

The public have had an opportunity to submit feedback and attend a hearing held on 19 May 2022. One submitter was heard outlining their support for a reduced speed limit.

ATTACHMENTS

1. Copy of all submissions
2. Technical report
3. Site Plan