

Notice is hereby given that an extraordinary meeting of Horowhenua District Council will be held on:

Date:	Wednesday 5 March 2025
Time:	11:00 am
Meeting Room:	Council Chambers
Venue:	126-148 Oxford St Levin

Council

OPEN LATE AGENDA

MEMBERSHIP

Mayor
Deputy Mayor
Councillors

His Worship The Mayor Bernie Wanden
Councillor David Allan
Councillor Mike Barker
Councillor Rogan Boyle
Councillor Ross Brannigan
Councillor Clint Grimstone
Councillor Nina Hori Te Pa
Councillor Sam Jennings
Councillor Paul Olsen
Councillor Jonathan Procter
Councillor Justin Tamihana
Councillor Alan Young

Contact Telephone: 06 366 0999
Postal Address: Private Bag 4002, Levin 5540
Email: enquiries@horowhenua.govt.nz
Website: www.horowhenua.govt.nz

Full Agendas are available on Council's website
www.horowhenua.govt.nz

Full Agendas are also available to be collected from:
Horowhenua District Council Service Centre, 126 Oxford Street, Levin
Te Awahou Nieuwe Stroom, Foxton,
Shannon Service Centre/Library, Plimmer Terrace, Shannon
and Te Takeretanga o Kura-hau-pō, Bath Street, Levin

Note: The reports contained within this agenda are for consideration and should not be construed as Council policy unless and until adopted. Should Members require further information relating to any reports, please contact the Chief Executive Officer or the Chairperson.

ITEM	TABLE OF CONTENTS	PAGE
	REPORTS	
	Reports for Decision	
5.2	State Highway Speed Limit Reversals	5

File No.: 25/90

5.2 State Highway Speed Limit Reversals

Author(s)	James Wallace Land Transport Manager Tumu Tūnuku ā-Papa
Approved by	Daniel Haigh Group Manager Community Infrastructure Tumu Rangapū, Tūāhanga Hapori
	Monique Davidson Chief Executive Officer Tumuaki

PURPOSE | TE PŪTAKE

1. This report requests and Council decision whether to submit to NZTA's proposed state highway speed limit reversals and;
2. requests that Council take positions of either supporting or opposing the two proposed speed limit changes within the District.

This matter does not relate to a current Council priority.

EXECUTIVE SUMMARY | TE WHAKARĀPOPOTOTANGA MATUA

3. NZTA are consulting on reversing two state highway speed limits within the district. The sections of State Highway are:
 - 3.1. State Highway 57 (SH57) from State Highway 1 (SH1) to Heatherlea East Road, currently 80km/h, proposed 100km/h
 - 3.2. SH1 from Ohau to Pukehou overbridge, currently 80km/h proposed 100km/h
4. This report provides commentary on the potential impacts of the proposal, and seeks direction on a Council position in making a submission.
5. Consultation for this process closes on 13 March 2024.

DELEGATION OR AUTHORITY TO ACT | TE MANA WHAKATAU I NGĀ KAWENGA

6. The authority to make a submission on Council's behalf has not been delegated to the Chief Executive, and so rests with Council itself.
7. Officers may prepare submission setting out Council's views if so instructed by Council

SIGNIFICANCE ASSESSMENT | HE AROMATAWAI MATUA

8. This matter is assessed as not significant because the purpose of the report is for Council to provide Officers direction on submitting to a consultation process being undertaken by NZTA, the decision sought by this report relates to deciding Council's response to consultation on a decision which Council do not have direct authority to make.

RECOMMENDATION | NGĀ TAUNAKITANGA

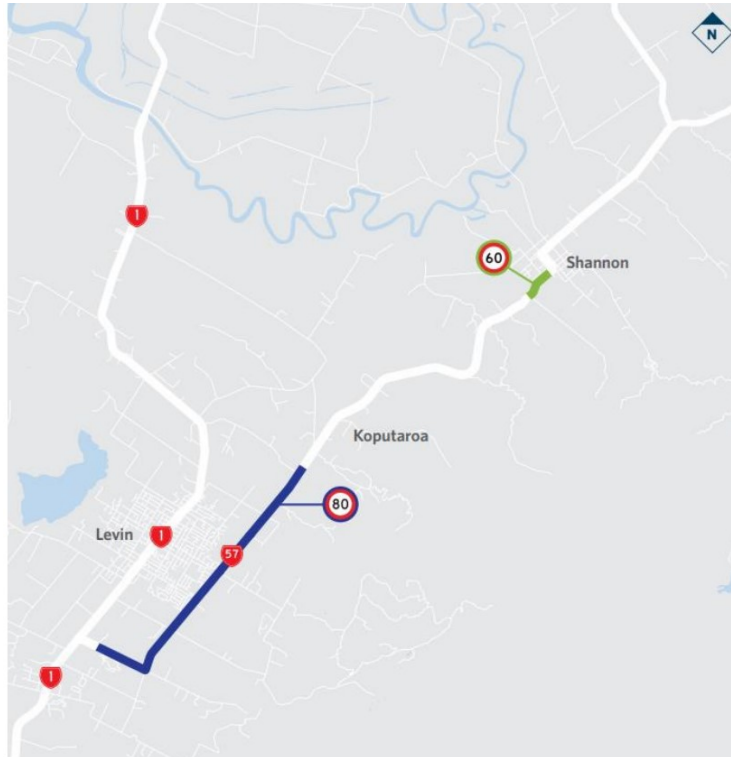
9. That Report 25/90 State Highway Speed Limit Reversals be received.
10. That this matter or decision is recognised as not significant in terms of S76 of the Local Government Act.
11. That Council requests the Chief Executive to draft a submission, circulate to Councillors for feedback and submit on behalf of Council, on NZTA's consultation on the Manawatū-Whanganui Region speed limits which:
 - Opposes the SH57 SH1 to Heatherlea East Road speed limit reversal
 - Opposes the SH1 Ohau to Pukehou overbridge speed limit reversal

BACKGROUND | HE KŌRERO TŪĀPAPA

12. In 2022, NZTA undertook a review of state highway speed limits in the district.
13. The 2022 speed limit review was concluded in December 2022, and resulted in reductions of speed limits from 100km/h and 80km/h in the following sections of state highway:
 - 13.1. SH1, south of Ohau to Pukehou rail overbridge.



13.2. SH57 Heatherlea East Road to SH1.

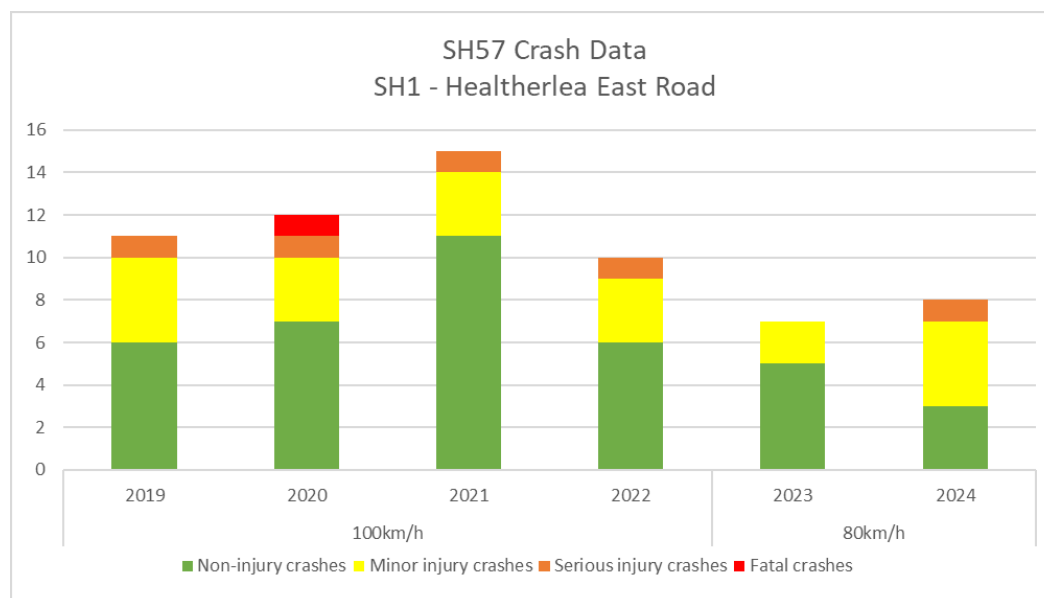


14. Approximately 300m of SH57's speed limit was reduced from 70km/h to 60 km/h during the 2022 review. This change is being reversed with no opportunity for consultation.
15. NZTA is required to undertake this speed limit reversal process by the Land Transport Rule – Setting of Speed Limits 2024, by 1 July 2025, unless there is public support to retain them.
16. Due to the prescriptive nature of the Land Transport - Rule Setting of Speed Limits 2024, the process cannot consider speed limit options other than retaining the retaining the 80km/h speed limits or reversing speed limits to 100km/h.
17. Council were briefed by the Land Transport Manager on Wednesday 12 February 2025 on the speed limit review process and timeframes.
18. At that briefing Councillors indicated a desire to make a submission opposing both state highway speed limit changes, with concerns to be raised around road safety.
19. Councillors requested that Officers undertake targeted engagement with key road users and effected parties, content from this engagement has been included in the draft submission.
20. Officer prepared a draft submission based on the views expressed at that briefing. The draft submission, attached, was distributed to Councillors for comment.
21. Subsequently it became apparent that some strongly held views were not represented at the initial briefing and so were not included in the draft submission.
22. In response this paper was prepared to canvas Councillors' views again on the speed limit reductions.
23. Should Council wish to advocate for alternative speed limits, or speed limit extents, content in a submission can be included in this to signal a desire for a future speed limit review process, however this process will not implement any alternative options.

DISCUSSION | HE MATAPAKINGA

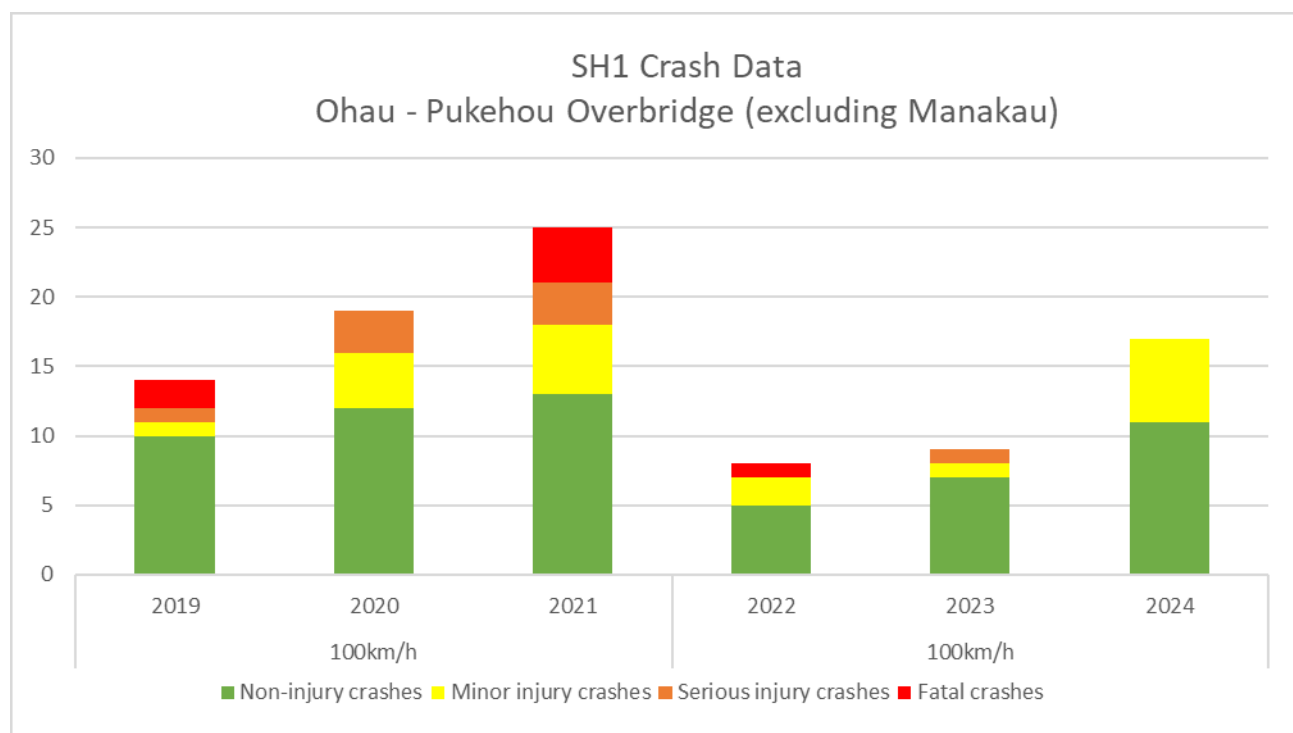
State Highway 57 – Heatherlea East Road to State Highway 1

24. NZTA undertook a speed limit review on SH57 in 2022, reviewing speed limits between SH1 and Shannon
25. During the 2022 speed review of SH57, the initial proposal was to alter the speed limit from 100km/h to 80 km/h for the full length between SH1 and Shannon
26. The 2022 review concluded with a decision to limit the extent of the speed limit change from Heatherlea East Road to SH1.
27. The consultation summary for the 2022 speed limit review for SH57 (appendix A), states that “a total of 327 submissions, with 30% of submissions opposing a lower speed limit” than the 100km/h speed limit at place at the time.
28. The 2022 SH57 consultation summary does not describe a high level of support for the initial proposal of 80km/h from Shannon to SH1, and indicates that there was a level of support for alternative extents, and/or alternative speed limits, which may have contributed to the decision to limit the extents of the speed limit change to the southern portion of SH57.
29. The consultation summary provides the following commentary regarding travel time savings:
“Potential travel time increases have been assessed and are not considered to be significant. Although there will always be an increase in travel time with any speed limit reduction, it will be negligible along this corridor as the mean operating speed is currently 86 km/h in the southern section and 94 km/h in the northern section”
30. It can be assumed that the “southern section” referred to in the consultation summary refers to the section of Sh57 current under consideration for speed limit reversal, which would indicate a mean operating speed of 86km/h if a 100km/h speed limit is in place.
31. As an approximate estimate of possible travel time savings of the speed limit reversal of SH57, in optimal conditions, using the consultation summary’s assessment of a 86km/h operating speed if a 100km/h speed limit is in place, compared with a 80km/h mean operating speed if a 80km/h speed limit is in place, travel time savings of the speed limit can be estimated at 29 seconds from a 6 minute 50 second journey.
32. The graph below shows crash data for this section of SH57, for 6 calendar years, noting that the 80km/h speed limit came into effect in December 2022. 2023 and 2024 being years with an 80km/h speed limit in place, and 2019, 2020 and 2021 with 100km/h speed limit in place:



State Highway 1 – Ohau to Pukehou Overbridge

33. NZTA undertook a speed limit review on SH1 in 2022, reviewing speed limits between Levin and Ōtaki.
34. NZTA's initial proposal included alterations to speed limits on SH1 within Levin's urban area, with sections changing from 50km/h to 40km/h and 70km/h to 60km/h proposed. These urban changes were not included in the 2022 implemented speed limit changes.
35. The proposal also included reducing SH1 speed limits from 100km/h to 80km/h from Ohau, to the Pukehou rail over bridge, which is approximately 2.3km south of Manakau, not including the 80km/h speed limit through Manakau which was already in place.
36. The 80km/h speed limit was implemented in December 2022, though it should be noted that a temporary 80km/h speed limit was in place through much to this route, from January 2022.
37. The SH1 Ōtaki to Levin speed review consultation report (Appendix B) states that a total of 155 submissions were received, and does not provide summarise the proportion of submissions that supported or opposed the proposal.
38. Officers could not find any assessment or data from NZTA at the time which could be used to estimate travel time savings of a 100km/h speed limit, however if a 10km/h mean operating speed difference is assumed, a 100km/h speed limit would result in a 44 second reduction over an 8-minute journey in optimal traffic conditions.
39. The graph below shows crash data for this section of SH1, for 6 calendar years, noting that the permanent 80km/h speed limit came into effect in December 2022, though much of the section of SH1 was under a temporary 80km/h speed limit since January 2022, as such 2022, is shown in the below graph as having an 80km/h speed limit, along with 2023 and 2024. 2019, 2020 and 2021 are shown with a 100km/h speed limit in place:



Options | Ngā Kōwhiringa

40. **Option A (recommended)**
 - 40.1. Council instructs the CEO to draft a submission, circulate to Councillors for feedback and submit on behalf of Council, on NZTA's consultation on the Manawatū-Whanganui Region speed limits which:

- 40.1.1. Opposes the SH57 SH1 to Heatherlea East Road speed limit reversal
- 40.1.2. Opposes the SH1 Ohau to Pukehou overbridge speed limit reversal

41. Option B

- 41.1. Council instructs the CEO to draft a submission on NZTA's consultation on the Manawatū-Whanganui Region speed limits which:
 - 41.1.1. Supports the SH57 SH1 to Heatherlea East Road speed limit reversal
 - 41.1.2. Opposes the SH1 Ohau to Pukehou overbridge speed limit reversal

42. Option C

- 42.1. Council instructs the CEO to draft a submission on NZTA's consultation on the Manawatū-Whanganui Region speed limits which:
 - 42.1.1. Opposes the SH57 SH1 to Heatherlea East Road speed limit reversal
 - 42.1.2. Supports the SH1 Ohau to Pukehou overbridge speed limit reversal

43. Option D

- 43.1. Council instructs the CEO to draft a submission on NZTA's consultation on the Manawatū-Whanganui Region speed limits which:
 - 43.1.1. Supports the SH57 SH1 to Heatherlea East Road speed limit reversal
 - 43.1.2. Supports the SH1 Ohau to Pukehou overbridge speed limit reversal

44. Option E (status quo)

- 44.1. Council instructs the CEO not to make a submission on behalf of Council on the Manawatū-Whanganui Region speed limits

Options Ngā Kōwhiringa	Benefits Ngā Whiwhinga	Risks Ngā Mōrearea
Option A (recommended) Council make a submission which opposes both speed limit reversals.	This option supports a scenario which provides the greatest road safety benefits	This option opposes the scenario which provides very small travel time reductions on both SH1 and SH57
Option B Council make a submission which; <ul style="list-style-type: none"> - opposes the reversal of the SH1 speed limit and, - supports the reversal of the SH57 speed limit 	This option supports a scenario which provides; <ul style="list-style-type: none"> - the greatest road safety benefits on SH1 - very small travel time savings on SH57 	This option opposes a scenario which provides; <ul style="list-style-type: none"> - very small travel time savings on SH57 - the greatest road safety benefits on SH57
Option C Council make a submission which; <ul style="list-style-type: none"> - supports the reversal of the SH1 1 speed limit and; - opposes the reversal of the SH57 speed limit 	This option supports a scenario which provides; <ul style="list-style-type: none"> - very small travel time savings on SH57 - the greatest road safety benefits on SH1 	This option opposes a scenario which provides; <ul style="list-style-type: none"> - the greatest road safety benefits on SH1 - the greatest road safety benefits on SH57

Option D Council make a submission which supports both speed limit reversals.	This option supports the scenario which provides very small travel time reductions on both SH1 and SH57	This option opposes a scenario which provides the greatest road safety benefits
Option E (status quo) Council do not make a submission to the speed limit reversal process.	A very small amount of Officer time is saved by not drafting the submission.	Possibly result in a perception of an unwillingness of Council to advocate on behalf of the community

ENGAGING WITH MĀORI | TE MAHI TAHI KI TE MĀORI

45. Officers have approached, and have been approached by representatives of Te Iwi o Ngāti Tukorehe and Te Iwi o Ngāti Wehi Wehi, as both Iwi are have marae and urupa on sections of SH1 affected by this proposal. Council have been asked to advocate on their behalf to oppose the speed limit reversal proposed for SH1.
46. If Council's decision is an option which includes opposing the SH1 speed limit reversal, wording supplied by representatives from both Iwi will be incorporated into the submission.
47. Officers have not undertaken wider consultation with Māori, primarily as this is a process which NZTA have control and responsibility for. Whereas Council is a stakeholder in this process.

CLIMATE CHANGE | NGĀ ĀHUARANGI HURIHURI

48. There are conceivably climate change impacts associated with NZTA's ultimate decision for the speed limits, due to resource and timing constraints, Office have not been able to provide reliable advice on the climate change impacts of this subject.

FINANCIAL AND RESOURCING | TE TAHUA PŪTEA ME NGĀ RAUEMI

49. There are conceivable long-term financial implications of this decision, particularly around future maintenance costs of current State Highway assets which may be revoked to Council, however Officers do not have sufficient information to provide reliable advice on this matter.

LEGAL AND RISK | TE TURE ME NGĀ MŌREAREATANGA

50. There are no legal implications to Council which Officers are able to identify with this report.

POLICY IMPACT | NGĀ PĀTANGA I NGĀ KAUPAPA HERE

51. There are no specific policy impacts with this proposal.

COMMUNICATIONS AND ENGAGEMENT | TE WHAKAWHITI PĀRONGO ME TE MAHI

52. Council may request Officers to undertake wider or more detailed consultation in developing a submission, however it this may not be feasible considering the deadline for consultation is 13 March 2025.
53. The decision being sought is assessed as not significant as per Council's Significance and Engagement Policy. Council is a stakeholder in NZTA's process, therefore the ultimate decision, and responsibility for consultation and engagement is with NZTA.

NEXT STEPS | HEI MAHI

54. Depending on the option Council select, Officers will provide Councillor's with a draft submission for Council's consideration by 5.00pm Thursday 6 March, via email.
55. Officers will then review and adjust the draft submission with Councillor feedback received up until 9.00am Monday 10 March, and circulate a final submission with Councillors by 5.00pm Monday 10 March.
56. Officers will then plan to submit the submission at 5.00pm Wednesday 12 March.

Confirmation of statutory compliance

In accordance with sections 76 – 79 of the Local Government Act 2002, this report is approved as:

- a. containing sufficient information about the options and their advantages and disadvantages, bearing in mind the significance of the decisions; and,
- b. is based on adequate knowledge about, and adequate consideration of, the views and preferences of affected and interested parties bearing in mind the significance of the decision.

ATTACHMENTS | NGĀ TĀPIRINGA KŌRERO

No.	Title	Page
A	DRAFT Submission to WKNZTA - Horowhenua District Council Submission on SH1 SH57 Speed Review	13
B	State Highway 57 Speed Review Consultation Summary Report 2022	17
C	State Highway 1 Ōtaki to Levin Speed Review Consultation Summary Report 2022	26



DRAFT
28 February 2025

Waka Kotahi NZ Transport Agency
National Office
Private Bag 6995
Wellington 6141

ATTENTION: Manawatū-Whanganui Region speed limits

Manawatū-Whanganui Region speed limits

The Horowhenua District Council (Council) thanks NZ Transport Agency (NZTA) for the opportunity to make a submission on the Manawatū-Whanganui Region speed limits review (Proposal).

Council opposes the proposal to change speed limits from 80kph to 100kph in the following locations specifically:

- State Highway 57 SH1 to Heatherlea East Road
- State Highway 1 Ohau to Pukehou overbridge.

Council also supports the submission made by the Manawatū-Whanganui Regional Transport Committee. TBC

Council is concerned that NZTA has not complied with the Land Transport Rule – Setting of Speed Limits 2024, Section 3.8 (c)(v):

3.8 “ When required to consult under this Rule, the Agency as (RCA) and territorial authorities must —

(c) use reasonable efforts to consult on the proposed changes with the following groups:

(v) road controlling authorities responsible for roads adjoining roads for which speed limit changes are proposed.”

To date, no specific consultation with Council on this proposal has been attempted.

Council opposes this proposal on the basis that:

- Key users and affected parties which Council have consulted with oppose this proposal;
- The speed limit increases at these locations make the roads less safe, resulting in more death and serious injury crashes;
- The proposal does not align either with Council's or NZTA's strategic plans for managing the transport network.

View of key road users and affected parties

In preparing this submission, Council has approached, or been approached by the people representing the following groups who are directly affected by this proposal:

- Speldhurst Country Estate Residents Association (large retirement village, over 700 residents, on SH57)
- Woodhaven Gardens (large scale commercial produce growing operation)
- Ngāti Tukorehe Marae (marae located on SH1, south of Ohau)
- Ngāti Wehi Wehi Marae (marae located on SH1, north of Manakau)

All four of these groups oppose the proposal to increase speed limits, with the main concern cited by all parties being safety.

A representative from Speldhurst Country Estate Residents Association provided the following commentary:

"Speldhurst is a registered retirement village with over 700 residents, all of whom enter and exit the village through one entry. When completed, it will have a population exceeding 1,000 residents plus staff, visitors to Levin Family Health Centre, friends and family."

Vehicles turning right into Speldhurst have a turn lane but vehicles waiting to turn are often overtaken against no passing lines. The situation is very hazardous now and an increase to 100 kph will only increase the risks to village residents, all of whom are in the senior age group. Residents lobbied for some time to get the speed limit down. To increase it is totally unacceptable."

A representative from Woodhaven Gardens provided the following commentary:

Still to come

A representative from Tukorehe Marae provided the following commentary:

"This announcement by the Government is devastating news for our Marae and our community, who have fought hard to have the speed limit reduced to 80 kms in recognition of the hazardous and sometimes deadly conditions and safety risks that previously existed on our roads."

Prior to the change of speed limit from 100 km to 80 km it was a death trap for motorists and road users as well as the local residents who live on or near this hazardous stretch of highway. We would witness the deaths and injuries as a direct consequence of the high speeds experienced on our roads and this would escalate our risk when we were needing to enter and exit our Marae."

As Council is aware our Marae is a living Marae with activities occurring daily and we are already forced to take precautions when trying to avoid the dangerous conditions that are associated with this stretch of road."

It is our people that are directly impacted by this announcement as we will not have any other way to be safe in our community, and we will be left to navigate the care for the large number of public who will be stuck with nowhere else to go when an incident occurs and stops traffic for hours (this will

require access to water, food and toilet facilities for the public with limited resources at our disposal that will be a cost to us.)

When we have Tangi we will be at even greater risk as history has taught us that extra speed will make it unsafe to travel safely from our Marae to our Urupa and return safely to the Marae once we have completed our burial for our whanau.

We come to you our Council to ask that council advocates strongly on our behalf to ensure our whanau, community and the public do not become victims of this dangerous change that no one has asked for and no one supports.

We absolutely do not want this law change.

We note since the reduction of speed came into effect and a reduction to a one lane highway there have not been any deaths on this stretch of road that was notorious for being a major traffic high risk zone and the traffic incidents have been minimal.

We are not a State-highway we are a community of Whanau who live on this stretch of road that will go back to being a killing ground should this be allowed to happen"

A representative from Wehi Wehi Marae provided the following commentary:

"it definitely needs to be kept at 80km" should be more to come

Road Safety

Council has undertaken a review of crash data in these locations, over the 2023 and 2024 calendar years, over which the 80kph speed limit has been in place; and over the 2019, 2020 and 2019 calendar years when the 100kph speed limit was in place. Data from 2022 was no considered as the speed limit change came into effect during 2022.

During the years with a 100kph speed limit, these locations had an average of:

- 32.67 crashes per year
- 19.67 non-injury crashes per year
- 7.33 minor injury crashes per year
- 3.33 serious injury crashes per year
- 2.33 fatal crashes per year.

During the years with an 80kph speed limit, these locations had an average of:

- 20 crashes per year
- 12.5 non-injury crashes per year
- 6 minor injury crashes per year
- 1.5 serious injury crashes per year
- There were no fatal crashes

It is clear that these sections of road are currently safer than under the previous 100kph speed limits. As the 80kph speed limits have only been in place for a short period of time, there is insufficient data for a more thorough assessment, however it is clear from the data that this proposal will increase the overall number of crashes and more concerningly, increase the number of death and serious injury crashes.

It must be noted that the recently completed safety improvements on these sections of state highway have partially contributed to this reduction in crashes, however the highest risk parts of these roads are the 4 bridges between Ohau and Manakau on SH1. All four of these bridges have very poor visibility, geometry and width, with correspondingly serious crashes histories. No safety improvement work has

been undertaken for these bridges, primarily as there are no feasible safety improvements possible short of full replacement of all four bridges. Until these bridges are replaced, the only effective option to mitigate the risk they pose to road users is to retain a sensible speed limit.

Strategic alignment

NZTA have announced the intention for the Ōtaki to North of Levin Expressway (Ō2NL) to be tolled. The SH1 south of Ohau and SH57 locations in this proposal make up the majority of the future un-tolled alternative route to Ō2NL. Increasing speed limits on the un-tolled alternative to Ō2NL reduces the value proposition of Ō2NL's toll, by decreasing the comparative attractiveness of the tolled road. This proposal could potentially reduce the future revenue of a tolled Ō2NL. Council believes this represents a misalignment with the Government Policy Statement on Land Transport's Strategic Priority of Value for Money; the GPS states that "The NZTA is expected to maximise its own revenue with beneficiaries/users whenever possible". Council believe that if NZTA proceed with this proposal; which could reduce the revenue of a tolled road; then NZTA could be considered to be working against the Minister's stated expectations.

Council and the wider community are eagerly anticipating the benefits that Ō2NL will achieve for our community, region and the entire nation. One such benefit is a faster, safer and more reliable State Highway 1. Council understands and supports the desire to increase the efficiency of the country's transport network. Council shares a similar priority with the Government in enabling balanced growth with fit for purpose infrastructure, however Council believes that this proposal will achieve negligible efficiency benefits at the cost of significantly more deaths and serious injuries within our community, therefore the proposal working against both Council's and NZTA's priorities.

Council believes that retaining these roads at a speed limit 80kph is the sensible choice. Particularly considering that Ō2NL will soon be delivering a safe and efficient Road of National Significance, therefore making the already negligible benefits of this proposal redundant while exposing road users to unnecessary risks.

Yours faithfully,



SH57 Speed

Summary of the speed review consultation

WSP and Waka Kotahi

December 2022

--

Copyright information

Copyright ©. This copyright work is licensed under the Creative Commons Attribution 4.0 International licence. In essence, you are free to copy, distribute and adapt the work, as long as you attribute the work to Waka Kotahi NZ Transport Agency and abide by the other licence terms. To view a copy of this licence, visit <http://creativecommons.org/licenses/by/4.0/>.

Disclaimer

Waka Kotahi has endeavoured to ensure material in this document is technically accurate and reflects legal requirements. However, the document does not override governing legislation. Waka Kotahi does not accept liability for any consequences arising from the use of this document. If the user of this document is unsure whether the material is correct, they should refer directly to the relevant legislation and contact Waka Kotahi.

More information

Waka Kotahi NZ Transport Agency
Published November 2022

If you have further queries, call our contact centre on 0800 699 000 or write to us:

Waka Kotahi NZ Transport Agency
Private Bag 6995
Wellington 6141

This document is available on Waka Kotahi NZ Transport Agency's website at www.nzta.govt.nz

1. BACKGROUND

In September 2021, Waka Kotahi NZ Transport Agency consulted with the local community and road user groups on safer speed limits for State Highway 57 (SH57) between Levin and Shannon, in the Horowhenua district.

Waka Kotahi has reviewed the speed limits on this route as it was one of the highest risk roads in the region.

Each day about 5000 vehicles travel on the Kimberley Road stretch of SH57, 9300 continue past Tavistock Road and 8800 continue to Shannon. With further developments in this area, this traffic is expected to increase. In the long-term, the southern end of SH57 will be used for local traffic, while the new highway will be the preferred route for through traffic and freight.

Between 2015 and December 2020 there were 23 serious crashes on SH57, resulting in seven people killed and 24 people left seriously injured. The Queen Street, Tararua Road and Buckley Road intersections were the sites of four serious and three fatal crashes in that time period.

The current speed limits vary on the corridor, with a combination of 80km/h, 100km/h and 70km/h speeds. This road has many roadside hazards including multiple intersections, driveways, and sharp corners.

We reviewed the speed limits to make sure they were safe for this road. Most crashes are caused by several factors, which is why Waka Kotahi is currently constructing physical safety improvements on SH57. However, even when it's not the primary cause of a crash, speed is the factor most likely to determine whether anyone is killed, injured or walks away unharmed.

2. CONSULTATION PROCESS

Before undertaking the formal consultation process, we completed numerous steps, including a speed management technical assessment of the road. This identified the various existing speed limits on the road were not safe for the current road characteristics and roadside environments along this corridor.

In July 2020, Waka Kotahi engaged with the community on their thoughts about the current speeds along State Highway 57 between the State Highway 1 intersection in the south and Shannon in the north. This was a joint engagement with the proposed infrastructure improvements along this corridor. We had many useful conversations and received 123 comments directly related to speed on our Social Pinpoint. Of the people who submitted feedback on speed, 83% were supportive of a speed reduction on some level or for parts of SH57.

On 30 August 2021, Waka Kotahi started formal consultation on proposed new speed limits for SH57 Levin to Shannon. Consultation was open for four weeks and closed on 27 September 2021.



This consultation began during Alert Level 3 which caused some production delays of the consultation form and mail-drop. Consultation began with information on Waka Kotahi's website, an online Survey Monkey submissions form and advertising.

The consultation was advertised with geo-targeted ads on Stuff.co.nz (Levin, Shannon, Palmerston North, Horowhenua and Manawatu); a four-week print campaign in the Manawatu Standard, Horowhenua Chronicle and Horowhenua Mail; on Waka Kotahi's website; and a letterbox drop to 6,800 households along SH57 and the surrounding area.

People were able to make submissions through the online form, using the printed submission form (post) or by email.

In addition to the proposed speeds, we informed the public that the two passing lanes in the northbound and southbound lanes north of Heatherlea East Road, would need to be removed at the proposed new speed of 80km/h. These will be converted to slow vehicle lanes to give slow vehicles the opportunity to pull to the left-hand side of the road and allow traffic travelling at the speed limit to pass safely.

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.

Waka Kotahi NZ Transport Agency

SH57 Speed- 4

During formal consultation we proposed new speed limits and asked the public the following question
“Are there any other factors that we should consider when making our decision regarding the proposed speed limit changes on State Highway 57?”

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

4. SUMMARY AND RESPONSE TO SUBMISSIONS

4.1. Public Submissions

We received a total of 327 submissions:

- 111 submissions by online form
- 44 submissions by freepost feedback from (letterbox drop)
- 146 pro-forma submissions
- 30 submissions by email

Some submitters used multiple submission methods and their feedback was amalgamated to ensure accurate counts.

The 146 pro-forma submissions were from the Speldhurst Residents' Association Committee. These submissions were in support of a lower speed limit, with a preference for 70km/h on Kimberley Road.

We appreciated the response from the community and thank all those who provided their feedback.

4.2. Key Stakeholder Submissions

Key stakeholder submissions were received from the following organisations:

- Cycling Action Network
- Horowhenua District Council
- Road Safety NZ
- Horowhenua Grey Power
- AA Manawatu District
- Ia Ara Aotearoa Transporting New Zealand

4.3. General sentiment and themes

Around 3 in ten submitters did not support the proposal:

- 98 opposed a lower speed limit (30%)
- 28 expressed mixed support, with support for some aspects of the proposal but not others (15%)
- 37 supported the lower speed limit (11%)
- 164 submissions did not specify their thoughts in relation to the proposal (50% - inclusive of the 146 submissions from the Speldhurst Residents who support a lower speed limit on Kimberley Road)

A proportion of the submissions expressed only a general opinion about speed reviews. These included issues about driver behaviour, traffic volumes and enforcement.

Issues	Waka Kotahi Response
Kimberley Road: <ul style="list-style-type: none"> - Speed should be changed to 70km/h 	<p>We will be leaving the speed limit at 80km/h as proposed during consultation. 80km/h has been assessed as a safe and appropriate speed limit for SH57/Kimberley Road.</p> <p>70 km/h is not a speed limit that we are considering for this corridor; it is not a speed limit that we can use anymore for permanent speeds.</p> <p>The proposed speed of 80 km/h has been assessed to be a safe and appropriate speed due to the crash history and ongoing risk of high-speed head-on, run off road and loss of control crashes</p>
Arapaepae Road: <ul style="list-style-type: none"> - Property access is difficult with current speeds 	<p>The proposed 80 km/h speed limit will make property access easier. It's recommended that owners along this corridor assesses their sight distance accordingly and removes/cuts/trims foliage either side to achieve the minimum of 203m sight distance for an 80 km/h speed limit.</p>
Queen Street intersection: <ul style="list-style-type: none"> - Intersection is incredibly dangerous - Roundabout will fix issues here and speed doesn't need to change 	<p>A reduced speed limit will help vehicles to slow down easier on the approach to the roundabout.</p>
Shannon:	
<p>Why does speed need to change when improved infrastructure is making the road safer?</p>	<p>Infrastructure improvements on their own will not get us to zero; these need to be implemented alongside speed limit reductions where necessary</p>
Passing lanes: <ul style="list-style-type: none"> - Removing passing lanes will increase driver frustration 	<p>Passing opportunities are not being removed; both slow vehicle lanes and passing lanes provide opportunities for passing.</p>
<p>Reducing speed will have no effect on accident rates</p>	<p>Reducing speeds does have an effect on severity though; each 1% reduction in mean speed equates to a 4% reduction in fatal crashes</p>
Travel times <ul style="list-style-type: none"> - Lowering speeds will increase travel times 	<p>Potential travel time increases have been assessed and are not considered to be significant.</p> <p>Although there will always be an increase in travel time with any speed limit reduction, it will be negligible along this corridor as the mean operating speed is currently 86 km/h in the southern section and 94 km/h in the northern section</p>
Driver behaviour <ul style="list-style-type: none"> - Not speed causing the issue 	<p>Any proposal to reduce speed limits is driven by the need to improve safety and reduce harm for everyone on our roads. It will help ensure that in coming years we do not have thousands of people dealing with a road tragedy, which could have been prevented or the harm minimised had people been driving at a slower speed.</p>

- More driver education needed

Safe speed limits help to minimise the severity of crashes when they occur. Lower speeds give people a second chance to either avoid a crash or at least walk away from one if it happens.

This is part of the Safe System approach where our roads need to be more forgiving. Everyone makes mistakes, but these mistakes shouldn't cost lives.

Waka Kotahi continues to see the importance of educating drivers, that is why we undertake a large national education programme alongside making speed limits on our road safer.

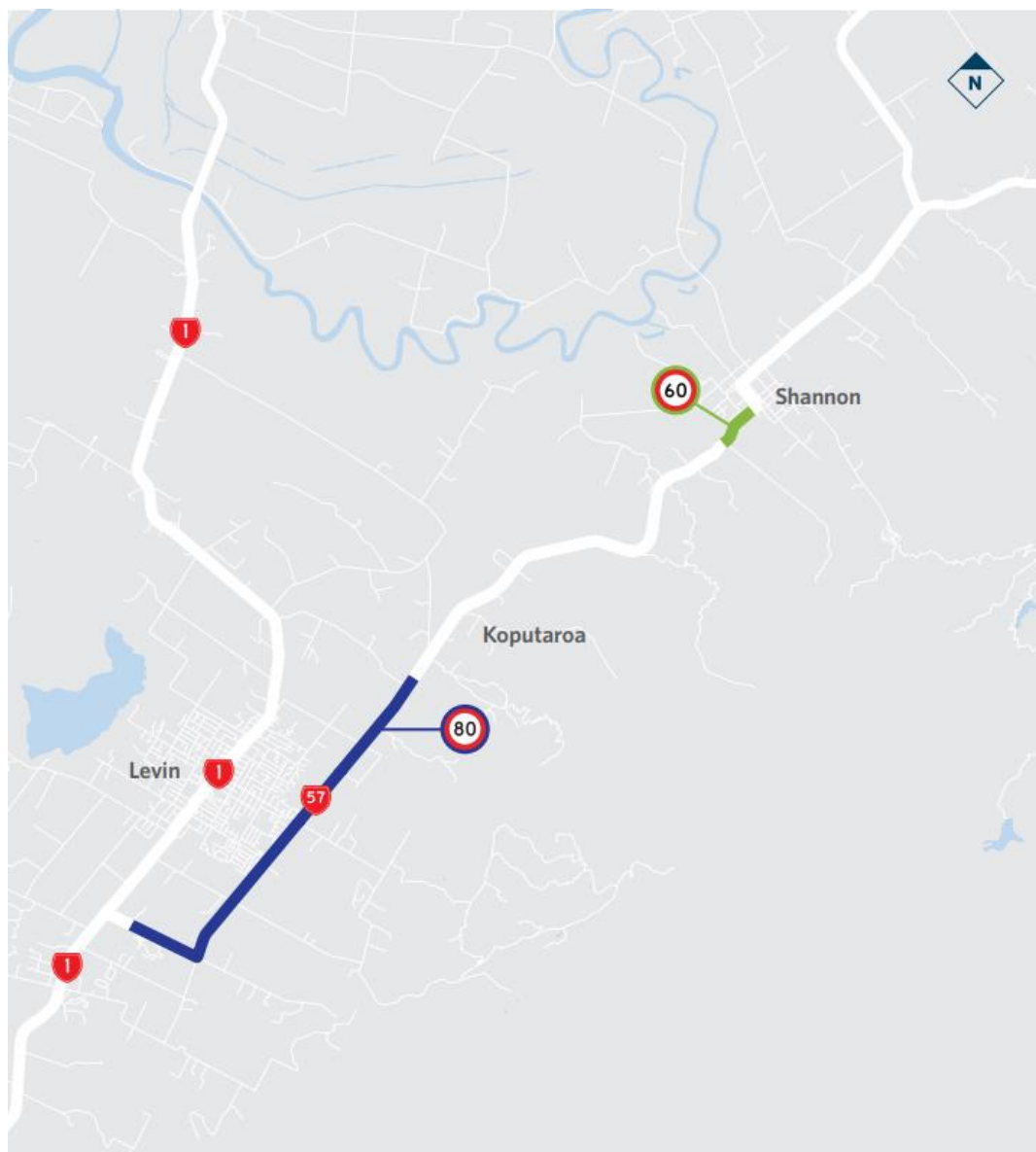
5. DECISION

The table below shows the decisions on speeds for sections of SH57 consulted on in September 2021.

The following speed limit outlined below will come into effect from December 2022.

Location	Existing speed limit (km/h)	New speed limit (km/h)
310m east of SH1 intersection to 70m north of Heatherlea East Road	100km/h	80km/h
360m south of Graham Street, Shannon to 20m north of Vance Street	70km/h	60km/h

Map showing the permanent speed limits



Waka Kotahi NZ Transport Agency

SH57 Speed- 8

6. CONSULTATION FEEDBACK

Consultation feedback can be viewed [here](#).

Sensitivity: General



SH1 ŌTAKI TO LEVIN SPEED REVIEW

Summary of the speed review consultation

WAKA KOTAHI NZ TRANSPORT AGENCY

DECEMBER 2022

[New Zealand Government](#)

1. BACKGROUND

From 18 May to 15 June 2022, Waka Kotahi consulted with the community, iwi, local councils and stakeholders on proposed safe and appropriate speeds for the stretch of State Highway 1 (SH1) from Ōtaki to Levin, in the Manawātū-Whanganui region.

Many members of the local community and Waka Kotahi recognised the need for a review of this stretch of road. In the past five years (2017–2021) 15 people have died in crashes on this stretch of road, and a further 44 people have suffered serious injuries. The high-risk nature of this road is generally recognised by locals engaging with teams on Waka Kotahi projects in the area, though many submissions didn't support reducing speeds.

No matter what causes a crash, speed is always a factor in the severity. Put simply, the speed of impact can be the difference between walking away or being carried away from a crash.

This speed review is one of many improvements Waka Kotahi is implementing between Ōtaki and Levin including new median barriers and turnaround points south of Manakau, and side barriers and painted wide centre lines south of Ohau. Earlier this year substantial safety improvements were completed at Kuku— removing passing lanes in both directions, and adding painted wide centrelines, and widened shoulders. The road surface was also improved, and safe-hit posts and rumble strips installed.

2. CONSULTATION PROCESS

Prior to undertaking the formal consultation process, we completed numerous steps, including a speed management technical assessment of the road. 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.

From 14 July to 11 August 2021, we engaged with local community and stakeholders including Kāpiti Coast District Council, Horowhenua District Council, Iwi, commercial road users and emergency services. As well as asking for feedback on current speed limits on State Highway 1, the engagement shared proposed safety improvements including painted wide centrelines, side and median barriers, three new turnaround locations and a new roundabout at the SH1/SH57 intersection. Feedback provided us with local knowledge on how people use the road and their concerns. This helped us to decide if a speed limit change was the best thing to do to improve road safety; where new speed limits could begin or end; and if any other safety improvements might be needed.

On 18 May 2022 Waka Kotahi started formal consultation on proposed new speed limits for SH1 Ōtaki to Levin. Consultation was open for four weeks and closed on 15 June 2022.

Consultation materials provided evidence that supported the proposed safe and appropriate speed limits. This included current travel speeds and the characteristics of the road.

The consultation was advertised on radio stations, through social media and local newspapers. A media release was issued on 18th May 2022.

People were able to submit their views through the electronic form, hard copy submission forms, via email or by phone.

[New Zealand Government](#)



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 **“Are there any other factors that we should consider when making our decision regarding the proposed speed limit changes on State Highway 1?”**

We consider all factors raised during formal consultation when making our decision on new
[WAKA KOTAHĪ NZ TRANSPORT AGENCY](#) [SH1 ŌTAKI TO LEVIN SPEED REVIEW //3](#)

permanent speed limits.

4. SUMMARY AND RESPONSE TO SUBMISSIONS

Across the four-week consultation period, we received a total of 155 submissions. We appreciated the response from the community and thank all those who provided their feedback.

The following themes, ideas and concerns were highlighted during consultation period:

Issues / Concerns		Waka Kotahi Comments
Don't change any speed limits	<ul style="list-style-type: none"> Lower speeds are unnecessary Focus on maintenance and infrastructure safety improvements Will cause increased driver frustration, distraction and congestion Due to congestion drivers rarely reach the current speed limits 	<ul style="list-style-type: none"> Lowering the speed limit gives more margin for error if a driver makes a mistake and lowers the energy of the crash should one occur. Reducing speed limits to the safe and appropriate speed for the road is the most immediate and effective action we can take to reduce deaths and serious injuries No matter what causes a crash, speed is always factor in the severity of the crash outcomes.
Different speed limits cause confusion	<ul style="list-style-type: none"> Five different speed limits will cause confusion Speed limits should be consistent A number of submitters said that the speed limit through Levin should be 50km/hr, and from Levin to Otaki the speed limit should be a constant 80 km/hr 	<ul style="list-style-type: none"> The speed limit should be set to match the road and roadside environment. In this case the differing speed limits match the safe and appropriate speeds.
Reduce speed limits further in built-up areas	<ul style="list-style-type: none"> Some submitters believe that speeds though built-up areas such as Manukau Village and Ohau should be reduced further to 60km/hr Concerns were raised for the safety of pedestrians, particularly school children 	<ul style="list-style-type: none"> The roads and roadside environment is not consistent with 60km/h in these sections and installation of a lower speed limit without significant change. At Manakau and Ohau, school speed zones are being considered. Furthermore, Ohau School has an underpass under SH1 which should protect these pedestrians too.
Keep speed consistent between Levin and Otaki	<ul style="list-style-type: none"> Many submitters agree with proposed reductions for the area around Kuku and South of Manakau to keep speed a consistent 80km/hr on this stretch of road Many submitters also supported an additional reduction of speed in section 8 for consistency 	<ul style="list-style-type: none"> This section is being proposed for 80km/h from Kuku to south of Levin as the environment is consistent and reflects the use of the road in these locations.

Issues / Concerns		Waka Kotahi Comments
Reducing speed limits will not change the crash stats/prevent people dying	<ul style="list-style-type: none"> Many submitters feel speed limits are not the problem, therefore will not prevent further deaths and serious injuries 	<ul style="list-style-type: none"> Reducing speed limits to safe and appropriate speeds for the road is the most immediate and effective action we can take to reduce deaths and serious injuries No matter what causes a crash, speed is always factor in the severity of the crash outcomes.
Driver behaviour	<ul style="list-style-type: none"> Dangerous drivers pose a bigger risk to safety Speed is not the issue Lower speeds will lead to even greater driver frustration and dangerous overtaking Invest in educating young drivers before reducing speed limits Invest in speed cameras 	<ul style="list-style-type: none"> The Road to Zero strategy outlines a road safety system that supports and expects road users to make good choices but acknowledges that we can all make mistakes and that crashes will continue to happen. When crashes occur, we can prevent serious harm through safe vehicles, safe speeds and forgiving road design. This means allowing for drivers to make mistakes and reducing harm if they do make an error There is no evidence that lower speeds and a lack of passing lanes creates safety issues elsewhere on the road network.
Existing road design and layout	<ul style="list-style-type: none"> Current lack of passing lanes and slow vehicle bays leave no safe opportunities to over-take Passing lanes allow traffic to flow Many submitters commented that the recent removal of passing lanes at Kuku has increased driver frustration Invest in better road infrastructure before changing speed limits. Lack of right turn bays Several submitters cited the narrow bridges at Manukau and Ohau as safety concerns Other submitters said the intersection of Waikawa Beach Road and SH1 is problematic for those turning right into and out of it, and that slip and turning lanes are required 	<ul style="list-style-type: none"> Noted the existing safety concerns. We are reviewing the route for further safety focused upgrades. Alongside the speed review, safety improvements are planned for SH1 from Otaki to Ohau to make the existing highway safer. A new Otaki to north of Levin highway is also in development, and due for completion by the end of the decade. The Ō2NL route will be constructed to a high safety level of service and provide for many of the issues described here.
Slow agricultural vehicles (especially tractors)	<ul style="list-style-type: none"> Current lack of passing lanes and slow vehicle bays Driver frustration Some submitters feel that tractors and other slow agricultural machinery should only be allowed on SH1 during specific hours to avoid driver frustration and congestion 	<ul style="list-style-type: none"> Noted the existing safety concerns. We are reviewing the route for further safety focused upgrades. Agricultural vehicles are allowed to use the state highway network and do try to avoid the peaks in our experience.

Issues / Concerns		Waka Kotahi Comments
Pedestrian, cyclist and school children safety	<ul style="list-style-type: none"> Feedback expressed concern that current speed limits put pedestrians at risk from vehicles in Manukau Village and Ohau Some submitters feel the speed in these areas should be further reduced to 60km/hr Train and river bridges at Ohau and Manakau were considered particularly dangerous for cyclists 	<ul style="list-style-type: none"> Schools are under review for school speed limits. Ohau has an underpass under SH1 already and students have a safe option in this area. Lower Speeds over the bridges will improve safety in the area in general.
Road improvements	<ul style="list-style-type: none"> The community expressed concerns that the current road design is not suited to current traffic volumes Bring forward construction of new expressway to ameliorate congestion Money better spent on new expressway 	<ul style="list-style-type: none"> Noted Alongside the speed review, safety improvements are planned for SH1 from Otaki to Ohau to make the existing highway safer. A new Otaki to north of Levin highway is also in development, and due for completion by the end of the decade. The cost of the speed limit treatment is very cost effective and will serve to protect people using the current network while the other network is being designed and built.
Enforcement	<ul style="list-style-type: none"> Some feedback expressed the view that rather than reduce speed limits along the corridor, enforcement of current speeds would be more effective "Install cameras or have the road patrolled to penalize those who speed." 	<ul style="list-style-type: none"> Under the safe system approach, we focus on reducing harm. While we acknowledge that a lack of compliance can be one of the causes of a crash, a lower speed reduces the severity of the outcome. The lower speed limit will result in fewer deaths or serious injuries
Intersections	<ul style="list-style-type: none"> Submitters referenced the intersections of Waikawa Beach Road and SH1, and Muhunua Road and SH1 as dangerous and needing a lower speed limit. 	<ul style="list-style-type: none"> The reduction proposed should be sufficient to mitigate some of the harm if someone makes mistakes at these intersections.
Location 1-3	<ul style="list-style-type: none"> Comments received specifically about this section of road are in favor of a reduction to 50km/h Feedback from locals indicated they feel 60km/hr in section 1 is still too high for a residential area and are in favour of a 30 or 40km/hr speed limit Some feedback cited the need to reduce the speed to 40 or 50km/hr due to safety concerns at the Kawi Road intersection 	<ul style="list-style-type: none"> Further consultation is expected to be undertaken for sections 1 & 2.

Location 4-8	<ul style="list-style-type: none">• Speed should be a consistent 80km through all of these sections to avoid driver confusion• Pedestrian traffic and dangerous intersections in Manukau Village and Ohau warrant a further reduction in speed to 60km/hr or 70km/hr• The road and rail bridges at Manakau and Ohau were cited as specific safety concerns and require reduced speeds at those locations	<ul style="list-style-type: none">• We are proposing to make this section more consistent.• The roads and roadside environment is not consistent with 60km/h in these sections and installation of a lower speed limit without significant change
--------------	--	--

5. DECISION

The table below shows the decisions on speeds for sections of SH1 consulted on between 18 May 2022 and 15 June 2022.

The following speed limits outlined below will come into effect from December 2022.

SH1 Ōtaki to Levin		New speed limits from December 2022
1.	From 460m north of Roslyn Road to 80m north-east of Tyne Street	No change – further consultation expected
2.	From 80m north-east of Tyne Street to Bath Street intersection	No change – further consultation expected
3.	From Bath Street intersection to 220m south of Cambridge Street south	No change (no change proposed at consultation)
4.	From 220m south of Cambridge Street South to 150m south of Muhunua East Road	No change (no change proposed at consultation)
5.	From 150m south of Muhunua East Road to 150m north of Waikawa Beach Road	80km/h
6.	From 150m north of Waikawa Beach Road to 180m south of the intersection with the railway underpass road linking to Honi Taipua Street	No change (no change proposed at consultation)
7.	From 180m south of the intersection with the railway underpass road linking to Honi Taipua Street to 380m west of Pukehou Overbridge	80km/h
8.	From 380m west of Pukehou Overbridge to Taylors Road intersection	No change (no change proposed at consultation)

Map showing the permanent speed limits



WAKA KOTAHI NZ TRANSPORT AGENCY

SH1 ŌTAKI TO LEVIN SPEED REVIEW //9

6. CONSULTATION FEEDBACK

Feedback received from the consultation can be viewed [here](#).