



# SH51 MARINE PARADE TO WAIPATU HAWKE'S BAY SPEED REVIEW

Summary of the speed review consultation

WAKA KOTAHI NZ TRANSPORT AGENCY

AUGUST 2021

**Contents**

1. BACKGROUND..... 3

2. CONSULTATION TIMELINE ..... 3

3. CONSULTATION QUESTION ..... 4

4. SUMMARY AND RESPONSE TO SUBMISSIONS ..... 4

**Table 1 Public Responses**..... **5**

**Stakeholder Relationships** ..... **8**

5. DECISION..... 11

**Map showing the permanent speed limits**..... **12**

7. SUBMISSIONS ..... 12

# 1. BACKGROUND

Between Monday 12 April and Sunday 6 June 2021, Waka Kotahi NZ Transport Agency consulted with the local community and road user groups on proposed speed limits for State Highway 51 (SH51) from Marine Parade to Waipatu in Hawke's Bay.

Between 2010 – 2019, there have been five people killed and 28 people seriously injured on the SH51 corridor between Marine Parade and Waipatu.

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

This state highway is in Hawke's Bay between Napier and Hastings, and has high levels of economic activity, involving heavy commercial vehicles, tourism and is a main commuter route in the area.

Traffic volume, last measured in 2018, varied between 13,770 – 14,977 between counters on the corridor and heavy commercial vehicles accounted for 16 – 20 percent of all traffic.

In November 2019 a community drop-in session was held at the Clive town hall to hear the community's concerns about road safety in and around the Clive township. The issue of speed was raised for the north and south of the Clive township. Following that meeting, there have been several 'call for action' emails and media articles from the Te Awa community. The Hastings District Council have got future plans for speed management for the Waipatu local road area.

In 2020, Waka Kotahi began delivering a number of safety improvements on this corridor. These improvements included creating a right-hand turn bay into Hōhepa and Waitangi Regional Park. It also included creating a commuter cycle-path, when the passing lane was removed.

Along with reviewing speeds on SH5 and SH51, Waka Kotahi expect to invest \$16 million into maintenance and safety projects around the Hawke's Bay region this year.

The introduction of safer speeds is part of the Road To Zero strategy developed in partnership with NZ Police, Ministry of Transport, local government and WorkSafe that adopts Vision Zero. It sets a target to reduce deaths and serious injuries on New Zealand's roads, streets, cycleways and footpaths by 40 percent over the next 10 years.

We have reviewed the speed limits to make sure they are safe and appropriate for this road. 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.

# 2. CONSULTATION TIMELINE

Prior to undertaking the formal consultation process, we completed numerous steps, including a 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.

A recent spike in crashes on the Awatoto to Napier section has escalated the call for action to see a lower speed limit from some of the surrounding residents and/or community. By taking this course of action and going directly to consultation we could potentially save lives more quickly.

We talked to key stakeholders such as the Hastings District Council, Napier City Council, community groups, and a range of road user industry groups including AA, freight, Police and NZ Fire and Emergency.



On Monday 12 April 2021, Waka Kotahi started formal consultation on proposed new speed limits for SH51 Marine Parade to Waipatu. While at the same time, running consultation and engagement on SH5 Napier to Taupo. Consultation was open initially open for four weeks and was due to close on 9 May.

The consultation was then extended by four weeks, to June 6, after some community members raised concerns about travel time calculations for SH5.

When the consultation was extended, the information sheet/consultation documentation was updated to explain the travel time data and a second mail drop was made to those living along, and near the corridor. A media release was issued and stakeholders were informed of the extension in time.

The consultation was advertised on radio stations, Waka Kotahi's website and in the Hawke's Bay Today, NZ Herald and online on both the NZ Herald and Stuff websites. These mail drops were to all residents living along and near State Highway 51. A media release was issued on 13 April 2021 and resulted in online and print media coverage ([Stuff](#), [Hawke's Bay Today/NZ Herald](#).) Second media release was issued 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 Napier Council and Hastings Council, service stations, local schools, and via email [hawkesbay.speed.reviews@nzta.govt.nz](mailto:hawkesbay.speed.reviews@nzta.govt.nz)

### 3. CONSULTATION QUESTION

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

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

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

### 4. SUMMARY AND RESPONSE TO SUBMISSIONS

During the consultation period we received a total of 455 pieces of feedback on the proposed changes to SH51. This was across email, hard copy submission, social pinpoint and online survey results.\* We appreciate the response from the community and thank all those who provided their feedback.

While a number of submissions did include factors that were 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:

- Overall majority **supports** a reduction in speed through the **Clive Township (southern section) 70/80 down to 60km.**
- Many **do not support** a full reduction for the whole stretch of state highway from Marine Parade to Waipatu.
- People **are supportive** of the speed being reduced through residential areas and intersections, but do not support a blanket speed change where there doesn't need to be one.

- The majority of the feedback **did not support** the change of speed limit the length of the speed review from Marine Parade to Waipatu, however, there was some support for sections of the corridor to be changed.
- There was the least amount of **support** for a speed reduction from **Napier to Clive 100km down to 80km**.
- There was **support** for a speed reduction through **Waipatu/Hastings from 70km to 60km**.
- **Majority of support is for non-speed-limit approaches**, such as the safety improvements, safer merging lanes, barriers and slow bays.
- Speed is not seen as the main cause for accidents in the submissions, rather people see driver frustration at slow vehicles and the dangerous overtaking as one of the main causes. Many comments stated driver education and training should be front of mind instead of a speed reduction.
- **Proper signage, policing and enforcement** measures are paramount for people to adhere to the various speed limits proposed.

Over half of the submissions did not support the speed change and a third of the submissions did support the changes in some way.

Some highlighted themes from the public were that the speeds through Clive could be reduced and the most mentioned areas included the Awatoto Intersection, Waipatu Marae and associated housing area, Marine Parade cycling, and entrances and exits to carparks and beachfront along Marine Parade.

While a number of submissions did include factors that were taken into consideration when setting the new permanent speed limits, a large proportion of the submissions expressed only a general opinion about speed reviews. A large proportion of general comments were also made inclusive of both the SH51 and SH5 speed review.

The relevant factors that were expressed in the feedback from the public are summarised in the table below. The table outlines the section of the road, along with the main factors people raised in their submissions and our comments.

## Table 1 Public Responses

Location	Comments  E.g., Factors raised in consultation OR Issues/Concerns Raised	
<b>Across all options</b>	<ul style="list-style-type: none"> <li>• Majority of public don't support a speed change across all options</li> <li>• Reduce speed limits and make safe accesses for pedestrians and cyclists to the side roads and industrial areas</li> <li>• Any safety concerns should be addressed with further investment and improvement to maintain Hawkes Bay's critical arteries between cities at appropriate speeds</li> <li>• There is a lack of passing available from Hastings to Napier Airport</li> <li>• There needs to be a number of measures, including passing lanes, slow bays etc., taken to reduce the fatalities and injuries.</li> </ul>	<ul style="list-style-type: none"> <li>• There are safety improvements which have been identified as part of Waka Kotahi's Boost Programme. Current regional funding for these initiatives is unknown at this stage.</li> <li>• While other infrastructure measures could be advanced over the longer term, (Subject to funding availability) it is essential that the current speed limits reflect the inherent level of risk on the road network.</li> </ul>

Location	Comments  E.g., Factors raised in consultation OR Issues/Concerns Raised	
		<ul style="list-style-type: none"> <li>Implementing safe and appropriate speeds is an immediate cost-effective way to reduce the risk of death and serious injury crashes.</li> <li>The suggested infrastructure upgrades should be captured and considered as part of the longer-term infrastructure upgrade opportunities for the corridor. It is considered that the suggested improvements do not impact on the current Safe and Appropriate Speed (SaAs) Proposal in the short term.</li> </ul>
<b>Napier to Clive:</b> From 190m south of SH51/Marine Parade (south of the intersection) to 260m north of Farndon Road	<ul style="list-style-type: none"> <li>Some support for speed reduction</li> <li>Improvements to be made to the Awatoto intersection, preferably a roundabout</li> <li>Create a separate turning lane, like the Awatoto Road exit at the Maraenui Golf Course</li> <li>Awatoto Road intersection is poor with the merge lane immediately becoming an overtaking lane to the south and no merge lane for people heading north. Improve this intersection and close Waitangi Road to right turning traffic in and out</li> <li>Barrier from Awatoto to Clive that parallels the main highway</li> <li>Roundabout installed at Awatoto intersection</li> <li>There needs to be a clear merging lane for cars entering from Awatoto Road onto SH51</li> <li>The big green road sign here entering Napier from the south should say; City Centre (straight ahead); and Port, Tāupo, Gisborne turn left, thus directing port traffic off Marine Pde into Georges Dr, and Hyderabad Rd via SH51</li> <li>Four-Lane SH51 from Ellison St to Awatoto Rd by adding 2 southbound lanes to the coast side of the Norfolk Pine trees</li> <li>50km/h zone needs to extend down past the freedom camping area</li> <li>Construct a proper entrance and exit to and from the carparks on the beachside so vehicles can get out of the flow of traffic</li> <li>Better safe accesses for pedestrians and cyclists to the side roads and industrial areas along Marine Parade through to Clive</li> <li>Dual Carriageway and keep the speed 100km/h.</li> <li>There is a lack of turning bays</li> <li>The 50 zone needs to be posted 200m earlier when entering Napier so that vehicles have slowed to 50 by the time they enter the intersection with Marine Parade</li> </ul>	<ul style="list-style-type: none"> <li>The Boost Programme is considering Intersection improvements at Awatoto Road and Waitangi Road.</li> <li>The threshold into Napier is proposed to remain in its current location, however the approach speed limit for vehicles entering the 50 km/h urban area is recommended to be reduced from 100km/h to 80 km/h, which should improve compliance with the 50 km/h speed limit.</li> <li>The suggested infrastructure upgrades should be captured and considered as part of the longer-term infrastructure upgrade opportunities for the corridor. It is considered that the suggested improvements do not impact on the SaAS Proposal in the short term.</li> </ul>

Location	Comments  E.g., Factors raised in consultation OR Issues/Concerns Raised	
<b>Clive Township (southern section):</b> From 50m south of Mill Road to 700m south of Mill Road.	<ul style="list-style-type: none"> <li>Majority support for speed reduction</li> <li>General agreement with proposed 60km/h</li> <li>"T" intersection from school road to main road to be assessed – possible roundabout needed</li> <li>Napier to Clive to remain 100km/h, township to have a speed reduction to 60km/h.</li> <li>Removing the passing lane north of Clive has made the traffic worse</li> <li>Drop speed from St Georges Rd into Hastings</li> <li>A bus stop here would take more cars off the road and give people options in the area to use public transport</li> <li>Extend the Clive 50km/h speed limit another 200-300m further past</li> <li>Turning out and right at Hohepa, needs to be 80km/h (south) of the Mill road intersection.</li> </ul>	<ul style="list-style-type: none"> <li>This Intersection improvement is outside the scope of this current Speed Limit Proposal.</li> <li>The speed is being dropped from Georges Road into Hastings. This section is currently 70km/h and is proposed to be reduced to 60km/h.</li> <li>The existing 50km/h speed limit is located just south of Mill Road. It is proposed to reduce the 70km/h limit which commences at this point to 60km/h. This reduction in speed to the south of Clive best reflects the high number of accesses and semi urban features such as the cycle path.</li> </ul>
<b>Waipatu/Hastings:</b> From 100m north-east of St Georges Road to 350m southwest of Elwood Road	<ul style="list-style-type: none"> <li>Some support for speed reduction</li> <li>Te Ara Kahikatea roundabout at Mangateretere, the speed limit should reduce from 80km/h to 60km/h in preparation for crossing the Karamu stream</li> <li>At the intersection of Ruahapia Road, SH51 and Paraire Road, the speed should reduce to 50km/h to account for; the intersection, the limestone shared path without a barrier, the café, and the increased density of housing</li> <li>Waipatu Marae and associated housing, the 50km/h zone should join the 50km/h zone now on Bennett Road, and on into Karamu Road to account for; the concrete shared footpath without a barrier, the central reservation due to be installed outside Waipatu Marae, and the inevitable interaction of pedestrians and traffic which comes with entering a rural-urban intersection</li> <li>Extend the 60kph speed limit (Waipatu Settlement Road)</li> <li>Make this side of the road one lane turn, one lane straight, and keep the turning lane as is into Taradale town</li> <li>Reduce the traffic blocks and stop people drag racing off here. Works well in the Marewa shopping area</li> <li>It seems at this intersection there is no right turning green arrow light (for traffic coming from Waipatu turning into Frederick) from around 4:30pm until approx 6pm</li> </ul>	<ul style="list-style-type: none"> <li>Current vehicle operating speeds are close to the existing 80 km/h speed limit for the section of highway south of Clive. The 80 km/h speed limit is recommended to remain for this section, as this aligns with the infrastructure risk, road alignment and environment.</li> <li>The current formation of the corridor between the Karamu stream and the Waipatu Settlement is undergoing works as part of a PGF work programme. These works introduce a central flush median and will address, in part, the current side friction through this section which is created by road side parking at Bay Espresso café.</li> <li>With the changes being undertaken (i.e. existing side conflict being reduced), a 60km/h limited was not considered appropriate for this environment.</li> <li>The overall level of development on this length was considered similar to the northern section where 80km/h is proposed (existing limit) and significantly less than the area immediately south (Waiputu).</li> <li>While the section of highway past the marae (Waiputu) is becoming more developed, the road corridor is wide with a generally straight alignment, and residential</li> </ul>

Location	Comments  E.g., Factors raised in consultation OR Issues/Concerns Raised	
		development has generally only occurred on one side of the highway. The safe and appropriate speed was assessed as being 60km/h. This generally reflects the level of built environment and movement expected, maintaining the appropriate distinction between this environment and that of the Hastings Urban network to the south which has a stark development intensification occurring to the south of Kenilworth Road.

## Stakeholder Relationships

Party Engaged	Comments	
Police	<p>Police <b>support</b> the setting of speed limits to align with safe system principles and the need for our transport system to be forgiving in the event that a mistake is made, and a crash should occur.</p> <p>Prior to formal engagement &amp; consultation Waka Kotahi presented an overview of the next 12 months of work to the safety/speed team and introduced the Road to Zero concept with information specific to the Hawke's Bay.</p> <p>A map at the end of the presentation provided an overview of the consultation process and proposals for SH5 and SH51.</p>	<b>Noted.</b> SH51 between Napier and Hastings has been identified as a high-risk road. Installation of the proposed safe and appropriate speeds identified in the Safe Speed Assessment will contribute to reducing death and serious injury crashes on this highway.
Fire and Emergency NZ St Johns	<b>Supports</b> the changes proposed on SH51.	<b>Support noted.</b>
Road Transport Association	<p><b>Supports</b> the SH51 changes and had the following comments/suggestions:</p> <ul style="list-style-type: none"> <li>- The Elwood Road corner will also have some easing which will be easier for trucks.</li> <li>- Dedicated acceleration lane instead of a passing lane at Awatoto.</li> <li>- The consistency of speed is what Sandy is looking for. This proposal addresses that better than what is currently there.</li> <li>- Turning out of Waitangi Road has good vision.</li> </ul>	<p><b>Support noted.</b></p> <p>Intersection improvements are being considered at Awatoto Road and Waitangi Road.</p>



Party Engaged	Comments	
Road Transport Forum	<p><b>Not supportive</b> of any speed changes on any state highways.</p> <ul style="list-style-type: none"> <li>- Close beach access along Marine Parade</li> <li>- Would like to see the road be fixed (infrastructure improvements) and more enforcement instead.</li> </ul>	<p>There is no evidence currently which suggests that this section of the road needs repair.</p> <p>The Safe and Appropriate Speed Assessment (SaAS) specifically focuses on the safe and appropriate speeds for the road environment, looking at the level of crash risk, the infrastructure rating and the function of the road. This has determined the proposed changes in the existing speed limits.</p> <p>Closure of any beach access is outside the scope of the Safe Speed Assessment.</p>
AA (Automobile Association)	<p><b>Supports</b> speed reduction on the Waipatu/Hastings Section - from 70km/h to 60km/h.</p> <p><b>Supports</b> the reduction in the Clive Township (Southern Section) - from 70km/h to 60km/h</p> <p><b>Does not support</b> the speed reduction from Napier to Clive - from 100km/h.</p> <p>Other points to note:</p> <ul style="list-style-type: none"> <li>- Would like engineering and safety improvements completed to the Waitangi Road, Awatoto Road and Ellison Street intersections along with improvements to the beach access points.</li> <li>- Would like to see the retention of the Awatoto southbound passing lane.</li> </ul>	<p><b>Areas of support are noted.</b></p> <p>The proposed speed of 80 km/h between Napier and Clive has been assessed to be a safe and appropriate speed due to the crash history and ongoing risk of high-speed head-on and loss of control collisions.</p> <p>Intersection improvements are being considered at Awatoto Road and Waitangi Road.</p> <p>The southbound passing lane will remain. If it does remain there may need to be changes made so that the passing lane doesn't encourage driver behaviour that conflicts with the recommended safe speed on this section of highway.</p>
Hastings District Council	<p>General <b>support</b> from all councillors for SH51 changes and had the following comments/suggestions:</p> <ul style="list-style-type: none"> <li>- Waipatu to Ruahapia Road – we would like at 50km/h because of the new housing and the Kura. At the moment there is a busy café (The Bay Espresso).</li> </ul>	<p><b>Support noted.</b> The current formation of the corridor between the Karamu stream and the Waipatu Settlement is undergoing works as part of a PGF work programme. These works introduce a central flush median and address in part the current side friction through this section which is created by road side parking at Bay Espresso café.</p> <p>With the changes being undertaken (i.e. existing side conflict being reduced), a 60km/h limited was not considered appropriate for this environment. Should further development occur, the appropriateness of the speed limit can be reviewed.</p>
Napier City Council	<p><b>Supports</b> the SH51 changes and had the following comments/suggestions:</p>	<p><b>Support noted.</b> The only proposed extent of 50km/h is the existing limit through the immediate Clive Township.</p>

Party Engaged	Comments
	<ul style="list-style-type: none"> <li>- Request that the short 60km/h section to the west of Clive and the extent of 50km/h at the Waipatu end are reconsidered. Once completed, this road will still be a major arterial, plus an 'intercity' state highway corridor. In similarity with Old Taupo road, the obvious speed limit would be the same – i.e., at least 60km/h.</li> <li>- There is an area of Sala St included in this zone, which is presently 70km/h. Very similar comments apply to that part as it is really a part of the same corridor and is currently working very well.</li> </ul> <p>The other sections both to the West of Clive and through Waipatu are 60km/h.</p> <p>The Safe Speed Assessment has considered the existing levels of programmed works scheduled in the short term. Any longer term changes to the road corridor will need to take into account the recommendations of the Safe Speed Assessment.</p>
Waipatu Community Group	<p><b>Supports</b> the speed to be reduced even further than proposed.</p> <ul style="list-style-type: none"> <li>- SH51 from Clive to the Te Ara Kahikatea roundabout remains 80km/h as per consultation.</li> <li>- After the Te Ara Kahikatea roundabout at Mangateretere, the speed limit should reduce from 80km/h to 60km/h in preparation for crossing the Karamu stream.</li> <li>- At the intersection of Ruahapia Road, SH51 and Paraire Road, the speed should reduce to 50km/h to account for the intersection, the limestone shared path without a barrier, the café, and the increased density of housing.</li> <li>- From here, past Waipatu Marae and associated housing, the 50km/h zone should join the 50km/h zone now on Bennett Road, and on into Karamu Road to account for; the concrete shared footpath without a barrier, the central reservation due to be installed outside Waipatu Marae, and the inevitable interaction of pedestrians and traffic which comes with entering a rural-urban intersection.</li> </ul> <p><b>Support noted.</b></p> <p>Current vehicle operating speeds are close to the existing 80 km/h speed limit for the section of highway south of Clive. The 80 km/h speed limit is recommended to remain, as this aligns with the infrastructure risk, road alignment and environment.</p> <p>The current formation of the corridor between the Karamu stream and the Waipatu Settlement is undergoing works as part of PGF work programme. These works introduce a central flush median and address in part the current side friction through this section which is created by road side parking at Bay Espresso café.</p>
Got Drive Community Trust	<p><b>Support</b> but in considering any changes designed to increase safety, incentivising and providing equitable access to driver training and licencing should be at the forefront.</p> <ul style="list-style-type: none"> <li>- Regardless of the roads provided, if drivers are trained well they are more likely to be able to make good decisions.</li> <li>- Any driver training support, particularly where it is addressing capacity gaps in ethnic or geographic communities, benefits road safety and other objectives.</li> <li>- To have a long-term strategic impact, good driver training in schools is the best way to ensure a consistent and appropriate level of driver training that all young people can access – which will, over time, improve the average skills of our wider driving population.</li> <li>- Driver training and licencing in schools would increase road safety – over future generations most drivers will then have had some</li> </ul> <p><b>Support noted</b></p>

Party Engaged	Comments
	<p>professional driver training that helps them make better decisions.</p> <ul style="list-style-type: none"> <li>- Training and licencing in schools would also improve equity (reducing the risk of the poorer staying / becoming worse off over time through lack of access to driver training and licencing, leading to fines or other Justice system outcomes, lack of access to work, education and healthcare).</li> <li>- Driver training can also help support a stronger economy, with more people available for work and able to drive safer at work. This would also reduce future costs and demands on the welfare system, as more people would be work-ready.</li> </ul>

## 5. DECISION

Based on the feedback we have received during engagement and consultation; the following speeds have been set as the new permanent speed limits. **They take effect from October 29 2021.**

Location	Current Speed Limit (km/h)	New Permanent Speed Limit (km/h)
<b>Napier to Clive:</b> From 190m south of SH51/Marine Parade (south of the intersection) to 260m north of Farndon Road	100	80
<b>Clive Township (southern section):</b> From 50m south of Mill Road to 700m south of Mill Road.	70	60
<b>Waipatu/Hastings:</b> From 100m north-east of St Georges Road to 350m southwest of Elwood Road	70	60

## Map showing the permanent speed limits



## 7. SUBMISSIONS

You can view the submissions we received for this speed review [here](#).