

Notice is given that an ordinary meeting of the Joint Nelson Tasman Regional Transport Committee will be held on:

**Date:** Tuesday 9 July 2024  
**Time:** 12:30pm - Joint Speed Management Plan  
**Meeting Room:** Deliberations  
**Venue:** Tasman Council Chamber  
189 Queen Street, Richmond  
**Zoom conference link:** <https://us02web.zoom.us/j/88648189483?pwd=6Cl6ayJlbt2V6lAXN9aT0YzEb4CpQH.1>  
**Meeting ID:** 886 4818 9483  
**Meeting Passcode:** 104803

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## **Joint Nelson Tasman Regional Transport Committee Deliberations**

**Komiti Te Kawenga Rohe o Nelson Tasman**

### **LATE ITEMS AGENDA**

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## LATE ITEMS

That the late item, 7.1, Nelson Tasman Speed Management Plan Deliberations, be considered at today's meeting. In accordance with section 46A(7) of the Local Government Official Information and Meetings Act 1987 and Standing Order 9.12, the reason the item was not on the agenda is because the report was not ready in time and the reason that the item cannot be delayed until a subsequent meeting is because, the decision is time-bound.

### 7 REPORTS

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## 7 REPORTS

### 7.1 NELSON TASMAN SPEED MANAGEMENT PLAN DELIBERATIONS

<b>Report To:</b>	Joint Nelson Tasman Regional Transport Committee
<b>Meeting Date:</b>	9 July 2024
<b>Report Author:</b>	Bill Rice, Senior Infrastructure Planning Advisor - Transportation
<b>Report Authorisers:</b>	Dwayne Fletcher, Strategic Policy Manager
<b>Report Number:</b>	RNTRTC24-07-2

#### 1. Purpose of Report

- 1.1 This report has been prepared to assist the Joint Nelson Tasman Regional Transport Committee (RTC) to deliberate on the submissions received on the Draft Nelson Tasman Speed Management Plan (Draft Plan) and to consider changes due to the recent release of the Draft Speed Limits Setting Rule 2024. Staff recommend a range of changes to the Speed Management Plan, prior to it being submitted to the Joint Council Committee for final approval.

#### 2. Report Summary

- 2.1 This report has been prepared to assist the Joint Regional Transport Committee to deliberate on the submissions received on the Draft Nelson Tasman Speed Management (Draft Plan).
- 2.2 The Draft Plan was approved on 20 November 2023 for formal consultation, in compliance with the 2022 Speed Limit Setting Rule (the current Speed Rule). The current Speed Rule requires the councils to develop a Speed Management Plan and to lower speeds around schools, but otherwise gives the councils considerable latitude as to what speed limit changes they make.
- 2.3 Consultation occurred between 29 November 2023 and 29 February 2024. Four options for urban roads and four options for rural roads were covered in our consultation material, and the draft Plan itself contained urban option C and rural option 3. This approach was intended to provide a good basis for understanding the community's views and preferences and to provide scope for the final Plan to reflect these.
- 2.4 A total of 2,247 individual submissions were received and accepted. 44 people spoke to their submissions on 29 and 30 April. The most support was for urban option A and rural option 1, with most submissions in favour of these.
- 2.5 On 13 June 2024, the Minister of Transport released the draft Land Transport Rule: Setting of Speed Limits Rule 2024 (the Draft Speed Rule) for public consultation. Among other things, the Draft Speed Rule proposes to revise the acceptable speed limits for different road classes, reverse certain speed limit changes introduced since 2020, and retains a requirement to lower speed limits around schools (albeit modified). This Draft Speed Rule is not in force yet, and we expect to submit our final Plan for certification under the current Speed Rule.

- 2.6 A draft submission on the Draft Speed Rule is also being considered at this meeting of the RTC.
- 2.7 Staff recommend that the councils pursue speed limit changes that largely reflect urban option A and rural option 1 with some other specific roads targeted. The speed limits in the Amended Plan (and Schedule of Speed Limit Changes) have been modified to be consistent with both the current Speed Rule and the Draft Speed Rule's proposed speed limits. Staff propose that all changes come into force after 2024, with staged implementation from that date. This minimises the risk of having to change any speed limit back once the Draft Speed Rule is finalised and comes into force later this year. There are three exceptions where staff propose speed limit changes that are not consistent with the Draft Speed Rule related to
- 2.7.1 urban roads without footpaths (30 km/h);
  - 2.7.2 some rural sealed roads that have limits greater than 80km/h, and which have on-road sections of the Great Taste Trail (60 km/h); and
  - 2.7.3 rural residential streets which are not on the urban fringe (50 – 60km/h).
- 2.8 The RTC's draft submission on the Draft Speed Rule recommends changes to the rule to enable these limits.
- 2.9 The Draft Speed Rule also proposes that cost-benefit analyses be undertaken and consulted on for each road for which a speed limit change is proposed. We have undertaken a cost benefit analysis on the eight consultation options in parallel with a lengthy consultation period. While this analysis was not undertaken on a road-by-road basis, it was undertaken using standard methodology as outlined in NZTA's *Monetised Benefits & Costs Manual*. In addition, we have subsequently undertaken a cost benefit analysis on proposed speed limit reductions for four of Tasman's higher risk rural roads. This analysis generally indicates that speed limit reductions to urban roads generate negative benefit cost ratios, and positive benefit cost ratios result from speed limit reductions on high speed rural roads.
- 2.10 Staff recommend that the Amended Plan (Attachment 1) is sent to the Joint Council Committee for approval, along with the Schedule of Speed Limit Changes (Attachment 2) detailing the speed limit changes for individual roads. We have received advice that if the plan and proposed speed limit changes are submitted to the Director of Land Transport, before the final Speed Rule comes into force, the councils are unlikely to need to re-consult on the Draft Plan. However, this may depend on the requirements within the final Speed Rule, once adopted. Discussions with the Ministry of Transport at the time this report is being finalised indicates that the Draft Speed Rule may be changed so that speed limits which are certified, but not registered, at the time the new rule comes into effect may need to be reconsidered.

### 3. Recommendation

**That the Joint Nelson Tasman Regional Transport Committee**

- 1. receives the Nelson Tasman Speed Management Plan Deliberations report RNTRTC24-07-2; and**
- 2. notes that a majority of submitters supported or strongly supported options A and 1 in the consultation material, indicating our communities want less ambitious speed limit changes; and**
- 3. notes the changing government direction for setting new speed limits which should also be considered alongside consultation feedback, and also supports undertaking fewer and less ambitious speed limit reductions; and**

4. notes the risks around changes to the Draft Speed Rule, once finalised, and in particular the risk that all or some elements of the proposed speed limit changes may require re-consultation; and
5. agrees not to pursue urban option C and rural option 3, as proposed in the draft Speed Management Plan, instead making speed limit changes around schools and other targeted changes as outlined in resolution 6; and
6. agrees to recommend speed limit changes for the following road classes:
  - (a) variable speed limits outside schools, as per table 1 of Attachment 2 to this report with the exception of Cambridge Street (Richmond), Ellis Street (Brightwater), and Edward Street (Wakefield - between SH6 and Pitfure Street), which would all have permanent 30 km/h; and
  - (b) tortuous unsealed roads (to 60 km/h), as per table 2 of Attachment 2 to this report; and
  - (c) rural residential/peri-urban roads (50 to 60 km/h) as per table 3 of Attachment 2 to this report; and
  - (d) urban roads with no footpaths (to 30 km/h) as per table 4 of Attachment 2 to this report; and
  - (e) specified high risk roads (to 80 km/h) as per table 5 of Attachment 2 to this report; and
  - (f) on road sections of the Great Taste Trail - 60 km/h and 80 km/h depending on road), as per table 6 of Attachment 2 to this report; and
  - (g) specific road list, as per table 7 of Attachment 2 to this report and for 17 other roads that have the incorrect speed limit contained within the national speed register, as per table 2 of Attachment 2 to this report; and
  - (h) Council operated carparks within Tasman (to 10 km/h); and
7. delegates authority to the Chair and Deputy Chair of the Joint Nelson Tasman Regional Transport Committee to approve changes to the Amended Plan and Schedule of Speed Limit Changes as per resolutions 5 and 6, and for any minor editorial amendments, prior to being submitted to the Joint Committee of Nelson City and Tasman District Councils.

Recommendation to the Joint Committee of Nelson City and Tasman District Councils

**That the Joint Committee of Nelson City and Tasman District Councils**

1. approves the amended Joint Speed Management Plan 2024 (Attachment 1 to the report); and
2. approves the Schedule of Speed Limit changes (Attachment 2 to the report); and
3. authorises the Chief Executive of each Council to approve, within their District:
  - (a) minor corrections to the Schedule of Speed Limit Changes extents; or

**(b) changes to the implementation date in the Schedule of Speed Limit Changes as needed to account for NZTA funding decisions or contractor roll out considerations; or**

**(c) allows the removal of components of the Speed Management Plan if not able to be implemented following the introduction of the final Speed Rule.**

#### **4. Background and Discussion**

- 4.1 The Land Transport Rule: Setting of Speed Limits 2022 (the current Speed Rule) requires Road Controlling Authorities to set speed limits for roads under their control through Speed Management Plans. The previous government required councils to complete this by mid-2024. The current rule required the councils to develop a Speed Management Plan and to lower speeds around schools, but otherwise gives the councils considerable latitude as to what speed limit changes they make.
- 4.2 The RTC is responsible for developing and consulting on a joint Nelson Tasman Speed Management Plan and recommending a final plan for consideration by the Joint Council Committee. The Draft Plan is a joint document, with Nelson City Council (NCC), Tasman District Council (TDC), to create a plan for implementation of speed management in Nelson Tasman based on a consistent approach. This plan excludes speeds on State Highways.
- 4.3 The draft Speed Management Plan (Draft Plan) was informed by the Speed Management Guidance which gave speeds for specific road categories. This approach brings greater certainty for road users on what speed limits are for the different road categories.
- 4.4 Three RTC workshops were held (4 April 2023, 11 May 2023 and 27 October 2023) to understand the key issues, opportunities and benefits on the management of speeds. In addition, there have been specific Nelson City Council (20 May 2024) and Tasman District Council workshops (6 May 2024 and 2 July 2024). There have also been workshops with Golden Bay and Motueka Community Boards.
- 4.5 The Draft Plan was approved on 20 November 2023 for formal consultation, which occurred between 29 November 2023 and 29 February 2024. Four options for urban roads and four options for rural roads were covered in our consultation material, and the draft Plan itself contained urban option C and rural option 3. This approach was intended to provide a good basis for understanding the community's views and preferences and to provide scope for the final plan to reflect these views.

#### **Consultation process and feedback**

- 4.6 During the consultation, online maps showing each of the four options for every road in the region were available. To encourage submissions from a wide demographic, Council officers attended 23 engagement sessions over the consultation period, including A&P Shows and markets. Consultation was also promoted via social media, print media and in-person sessions at the region's libraries.

Table 1

WE ARE PROPOSING FOUR OPTIONS FOR THE URBAN AREA:				(km/h)
URBAN ROADS	OPTION A	OPTION B	OPTION C	OPTION D
Outside schools (within 100m of boundary)	30	30	30	30
School neighbourhoods	50	30	40	30
Selected town centres and tourist areas	50	30	40	30
Local urban streets	50	50	40	30
Urban connector streets with separated cycle facilities	50	50	50	50

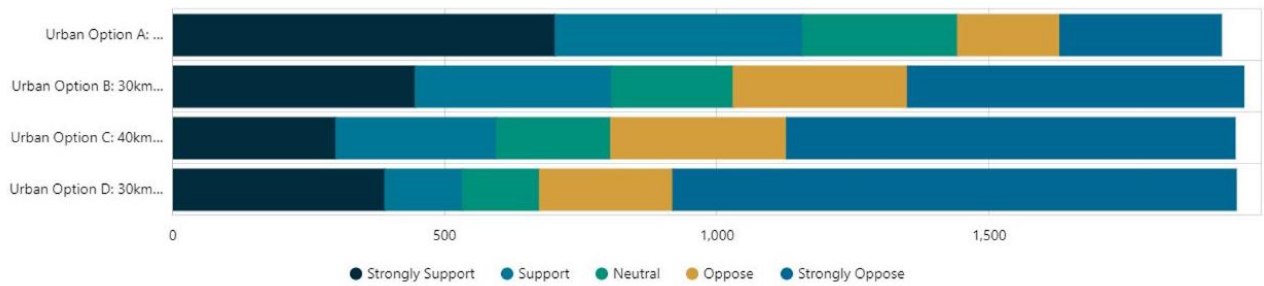
Table 2

WE ARE PROPOSING FOUR OPTIONS FOR THE RURAL AREA:				(km/h)
The speeds in Option 4 reflect SAAS and International best practice.				SAAS
RURAL ROADS	OPTION 1	OPTION 2	OPTION 3	OPTION 4
Outside schools	30-60	30-60	30-60	30-60
Rural residential areas	100	50-60	50-60	50
Unsealed rural roads (winding or narrow)	100	60	80	60
Unsealed rural roads	100	100	80	60
High risk roads and adjacent roads	100	80	80	60-80
Sealed rural roads (winding or narrow)	100	100	80	60
All other sealed rural roads	100	100	80	80

- 4.7 The four options which were consulted on are outlined in Tables 1 and 2 above.
- 4.8 A total of 2,247 individual submissions were received and accepted. 44 people spoke to their submissions on 29 and 30 April.
- 4.9 From the submissions the following high-level overview has been prepared based on the key themes from submissions. The first nine questions in the consultation document were demographic type questions.
- 56% of submitters identified as urban, 27% identified as rural residential and 17% identified as rural; and
  - 38% of respondents came from Nelson, 19% of respondents came from Richmond, 17% from Motueka. 24% came from other areas of Tasman.
- 4.10 The graph below shows the responses in relation to the Urban Options (Question 10).



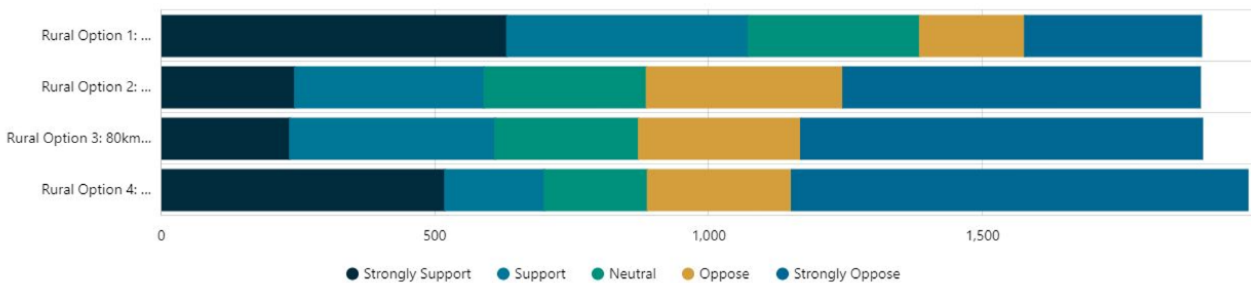
**Question 10: Tell us what you think about the options for the urban areas (93.5% response rate)**



4.11 Urban Option A, safer speeds outside schools only, has the highest public support.

4.12 The graph below shows the responses in relation to the Rural Options (Question 11).

**Question 11: Tell us what you think about the options for the rural areas (94.5% response rate)**



4.13 Rural Option One, safer speeds outside schools only, has the highest public support. It is difficult to ascertain from these results whether those who did not support Rural Option One did so because they favoured other options more, or they did not favour any option at all.

4.14 We also had written feedback on our open-ended questions:

- Are there changes that you would like us to consider to specific roads or areas? (Question 12)
- Do you have any more comments on the proposed options? (Question 13).

4.15 All comments relating to the two questions were tagged into categories.

4.16 *Reduce speed* was the most common tag with 752 comments. The tag, *current speed is an issue* was applied when speed at a specific location was identified in the commentary. There were 529 specific mentions. Retaining the status quo was noted 380 times.

4.17 The mostly commonly mentioned themes supporting or opposing speed limit reductions in submissions are shown below.

Table 3

	Support a reduction in speed		Oppose reductions	
	Tag used	#	Tag used	#
1	reduce speed	n=752	status quo	n=380
2	current speed an issue on specific road	n=529	raise state highway speeds	n=123

3	reduced speed makes walking and cycling safer	n=312	drivers need more education rather than speed reductions	n=118
4	creates a safer environment	n=298	more road maintenance	n=107
5	children walking/cycling nearby	n=205	concerns about cost of implementation and/or cost on businesses for slower speeds	n=101
6	reduce accidents	n=181	frustration at slow speeds	n=94
7	around schools	n=164	people should just drive to the conditions	n=60
8	narrow and/or winding roads	n=128	prefer status quo but want school speeds to be reduced only at school times	n=43
9	rural roads need to be lowered	n=120	rural roads should remain at status quo	n=37
10	residential streets need to be lowered	n=90	congestion will be caused as a result of slow speeds	n=33

4.18 We had a range of general concerns related to speed management. These comments were from people who were both supportive and not supportive of speed reductions.

- other road improvements requested n=123
- dangerous behaviour on roads was noted n=108
- consistency of speed signs was important n=82
- more enforcement n=74
- need intersection improvements n=63

4.19 82 people made comments for speed limits needing to be consistent across the District, 44% of people said that different speed limits could be confusing (n=36). 30% of people stated that speed limits should be kept simple(n=25). Some stated that urban limit should be 30km/h, and rural 80km/h, others recommended 50km/h and 100km/h. There was a clear theme that consistency should be a key criterion, this would minimise signage and reduce ambiguity.

4.20 There were many requests for additional enforcement on the roads. Within the comments tagged 'More Enforcement' n=74

- 56% wanted more police enforcement on speeds n=41
- 10% wanted harsher penalties on driver infringements n=7
- 33% wanted more speed cameras in general or in specified locations. n=24

#### **Alignment with new government direction**

4.21 The new government amended the current Speed Rule in December 2023 to make Speed Management Plans (SMPs) discretionary.

4.22 On 13 June 2024, the Ministry of Transport released the draft Land Transport Rule: Setting of Speed Limits 2024 for consultation which closes on 11 July 2024.

4.23 The Draft Speed Rule would:

- 4.23.1 alter the schedule of speed limit classifications for each road type (Attachment 2);
- 4.23.2 reverse speed limit reductions on local streets with widespread 30km/h speed limits surrounding a school, arterial roads;
- 4.23.3 reverse speed limit reductions on rural State Highways (unless there is demonstrated public support to keep lower speeds);
- 4.23.4 require variable speed limits outside school gates;
- 4.23.5 retain the definitions and process for determining school categories 1 and 2;
- 4.23.6 remove the requirement for a 10-year vision or taking a whole of network approach;
- 4.23.7 require a cost benefit analysis (CBA) for each road proposed for speed limit reductions. A CBA needs to consider safety, travel time and implementation costs; and
- 4.23.8 require CBAs as part of the public consultation material.

4.24 The draft Plan provided eight options for consultation. Eight options were included in order to provide flexibility for decision makers as it was anticipated that the new government might alter the current Rule during 2024. The eight options were based on road classes.

4.25 The range of possible speed limits for each road in the Amended Plan are shown in Attachment 3 ‘*Speed Limits for different classes of road*’. Existing speed limits can remain as they are.

4.26 The following tables, using a traffic light system, show how our proposed options in the Draft Plan meet criteria for the setting of limits in the Draft Speed Rule (Green meets Draft Speed Rule, Orange: Partially meets the Draft Speed Rule, Red: does not meet the Draft Speed Rule, Grey: is an existing speed limit which is not proposed to change, but is not consistent with the Draft Speed Rule).

### Urban Options

Table 5

Option	A	B	C	D
Outside schools within 100m of boundary	30	30	30	30
School neighbourhoods	50	30	40	30
Selected town centres and tourist areas	50	30	40	30
Local urban streets	50	50	40	30
Urban connector streets with separated cycle facilities	50	50	50	50

### Rural Options

Table 6

Option	1	2	3	4
Outside schools	30-60	30-60	30-60	30-60
Rural residential areas	100	50-60	50-60	50
Unsealed rural roads (winding or narrow)	100	60	80	60
Unsealed rural roads	100	100	80	60
High risk roads and adjacent roads	100	80	80	60-80
Sealed rural roads (winding or narrow)	100	100	80	80
All other sealed rural roads	100	100	80	80

4.27 For our urban options, the only option available to Council that meets the Draft Speed Rule would be a modified Option A around schools.

4.28 Our four rural options mostly align with the speeds shown in the Draft Speed Rule. For more information regarding the specific ranges for road classifications refer to the table below and Attachment 3.

4.29 Our draft options do not meet the requirements of the Draft Speed Rule for the following reasons:

- **Outside Schools for all Urban and Rural options** - permanent speeds are not permitted (except in very limited situations), the draft Rule requires speed limits outside schools to be variable only.
- **Option 1 Unsealed rural roads (winding and narrow)** meets the Draft Speed Rule partially as rural roads that are mountainous or hill corridors can have a 60-80km/h speed band.
- **Option 1 & 2 Unsealed** - existing 100km/h was greyed out because it is higher than the limits shown in the Draft Speed rule. It is not proposed to change these existing limits.
- **Option 4 High risk rural roads** - 60km/h is not allowable under the Draft Speed Rule for rural roads.
- **Option 1-2 Sealed rural roads (winding or narrow)** - sealed rural roads have a range between 80-100 in the Draft Speed Rule. If the alignment is tortuous, this can be reduced to 60-80

**Feedback in relation to the road classes as shown in the Amended Speed Management Plan**

4.30 Following the written submissions, hearings, RTC and individual council feedback and the recently released Draft Speed Rule staff recommend speed limit changes associated with:

- schools
- tortuous unsealed roads
- rural residential roads/peri-urban roads

- urban roads with no footpaths
- higher risk rural roads
- specific roads
- on road sections of the Great Taste Trail
- Tasman District Council controlled car parks.

4.31 Table 7 shows how staff recommended speed limit changes for these roads relate to the current Speed Rule and Draft Speed Rule. It is worth noting that the Draft Speed Rule does not have a separate classification for rural roads with cycle trails on them, urban streets with no footpath, or rural residential streets which are not on the urban fringe. These are three areas where we will be seeking some speed limit changes that are not consistent with the draft rule. Staff propose the RTC seek changes to the Draft Speed rule to enable these. Staff also propose a limited number of other specific speed limit changes in relation to feedback on these roads in submissions (discussed below).

Table 7

Road Class	Current guidance (Safe and Appropriate speeds)	Draft Speed Rule	Amended Nelson Tasman Speed Management Plan (recommended by staff)
Rural	km/h	km/h	<i>These only apply to specific roads in the Plan</i>
<ul style="list-style-type: none"> <li>• Adjacent to a school (Category one)</li> <li>• Adjacent to a school (Category two)</li> </ul>	<ul style="list-style-type: none"> <li>• Permanent 30 (variable on main roads)</li> <li>• Permanent or variable 60km/h</li> </ul>	<ul style="list-style-type: none"> <li>• Variable 30 between 8-9.30 and 2.30-4pm</li> <li>• Variable 60km/h or less</li> </ul>	<ul style="list-style-type: none"> <li>• Variable between 8-9.30 and 2.30-4pm</li> <li>• Variable 60km/h or less</li> </ul>
Unsealed roads	60	60-80	60 <sup>1</sup>
Mountainous or hill corridors that the alignment is tortuous	60	60-80	60 <sup>1</sup>
Peri-urban (including rural residential roads)	50 – 80	50 - 80	50-60 <sup>1</sup>
Rural Connectors (high risk rural roads)	60-100	80-100	80 <sup>1</sup>
Rural roads that have on road cycleways	Not specified	Not specified as a separate category for other rural roads	60 – 80 <sup>1</sup>
Urban	km/h	km/h	

<sup>1</sup> These limits only apply where a changed limit is proposed. Refer to Speed Management Plan for locations

Adjacent to a school	Variable 30km/h between 8-9.30 and 2.30-4pm	Variable 30km/h between 8-9.30 and 2.30-4pm	Variable 30km/h between 8-9.30 and 2.30-4pm
Urban streets that do not have a footpath	30 (Local Street class)	Not specified as a separate category from other residential streets	30 <sup>1</sup>
Car Parks	Not specified	Not specified	10 <sup>1</sup>

**Proposed speed limit changes in detail**

**Schools**

- 4.32 1,157 people strongly supported or supported Urban Option A which was to lower speed around schools. 485 people did not support Urban Option A but it is unclear whether this is because they supported the other options or did not support any speed changes.
- 4.33 There were 164 written submissions relating specifically to lowering speeds around schools:
  - 4.13.1 60% of respondents who mentioned schools in their comments also wanted to see speed limits lowered in general;
  - 4.13.2 40% of respondents mentioned a specific school which they supported lower speeds for; and
  - 4.13.3 51% of respondents who mentioned schools in their comments stated that they wanted their children to be able to walk or cycle safely to school and lower speeds meant that the school journey felt safer.
- 4.34 Around 15% of submitters who made specific comments about schools wanted to keep the status quo, citing reasons such as impact on travel times, frustration at slower speeds, and the impact on congestion if speeds were slower. 10% of those who wanted the status quo did support speed reductions around schools but did not want to see other speed changes.
- 4.35 The Amended Plan now shows a variable speed limit (from 8.00 am to 9.30 am and 2.30 pm to 4.00 pm) outside schools for all urban and rural roads (30km/h) in line with the Draft Speed Rule except for:
  - a) **Maitai School in Nelson:** Maitai School is excluded because it is scheduled to relocate to Salisbury School before the changes are required to be in force.
  - b) **Wakefield School** as the existing permanent 30km area in the town centre is adjacent to the school so it is proposed to extend this area by 240m from Arrow Street to Pitfure Road.
  - c) **Richmond School:** Cambridge Street, links Richmond School to the existing 30km/h area on Queen Street. Richmond’s largest playground, and Town Hall are both on Cambridge Street. It is proposed that Cambridge Street is changed to 30km/h permanently to be consistent with Queen Street. The length of the street is 222 m.
  - d) **Brightwater School:** Brightwater town centre is currently 40km/h. The Brightwater Community Association has requested that the town centre speed limit is changed to 30km/h rather than have a 30km/h variable limit within a 40km/h zone. It is proposed to change the 40km/h limit to 30km/h.

It is noted that the Draft Speed Rule's consultation material states that '*the proposed lengths [for variable limits] will not work for every road outside a school gate and the Rule allows for variation to meet specific circumstances*'.

### **Tortuous Unsealed Roads**

- 4.36 There are 33 roads which meet the tortuous unsealed roads class for their entirety. 17 other unsealed roads have sections which are tortuous.
- 4.37 There were no specific questions pertaining specifically to tortuous unsealed roads within the consultation material. Option 2 does include unsealed rural roads (winding or narrow) along with rural residential and higher risk roads and their adjacent areas. Option 2 received 31% support.
- 4.38 There were 34 submissions specifically on unsealed roads with 77% of these respondents wanting speeds reduced, 9% did not want speeds reduced. 63% of respondents were speaking in generalised terms and 37% were site specific. Those who mentioned a reason for lowering speeds on unsealed roads mentioned:
- dust and effects on other road users; and
  - found high speeds dangerous.
- 4.39 A previous survey undertaken in 2019 asked the question: What speed is appropriate for our Rural – Narrow, Winding Roads? Most of the 1,965 responses thought a speed of 60km/h was appropriate for this type of road. 59% agreed with 60km/h (1,051 answers), 32% agreed with 80km/h roads (572 answers). 9% agreed with 100km/h roads (154 answers). This is shown on page 13 of Attachment 6.
- 4.40 Staff recommend this classification of road change) to a 60km/h speed limit, and this is included in the Amended Plan and related Schedule of Speed Limit Changes. This is consistent with the speed limit ranges of the current and Draft Speed Rules, which is 60-80km/h for unsealed roads and 60-80km/h for mountainous or hill corridors.

### **Rural residential areas**

- 4.41 There were no specific questions pertaining to rural residential roads within the consultation questions.
- 4.42 Seventy respondents commented on rural residential areas, 69% of respondents who mentioned the rural residential area wanted speeds reduced. 11% of rural residential respondents mentioned that roads were narrow, had many driveways, and have pedestrians or cyclists using the roads.
- 4.43 Responses related to rural residential streets by ward:
- 15% in the Motueka Ward
  - 23% in the Golden Bay Ward
  - 21% in the Moutere Waimea Ward.
- 4.44 A previous survey undertaken in 2019 asked the question: *What speed is appropriate for our Rural Residential Subdivisions Roads?* Most of the 1,965 responses thought a speed of less than 50km/h was appropriate for this type of road. 22% agreed with 40km/h (397 answers), 47% agreed with 50km/h (855 answers). 20% agreed with 60km/h (369 answers). This is shown on page 11 of Attachment 6.

- 4.45 Both councils over the years have had a series of requests for lower speeds on rural residential streets. The majority of these roads are not through routes. Rather than a piecemeal approach of addressing individual streets, a consistent approach based on road class is recommended to be adopted so that when a road is identified as rural residential as a result of the land use, that road will be given the classification of peri-urban and the speed is set to 50-60km/h. These lower speeds were consulted on under Option 1, 2 and 4 of the Draft Plan. Specific details for each area are shown on Table 3 of Attachment 2.
- 4.46 It should be noted that the current definition of peri-urban roads in the Draft Speed Rule only refers to ‘roads that primarily provide access for residential property **on the urban fringe**, where the predominant adjacent land use is residential , but usually at a lower density than in urban residential location’. Tasman has many rural residential roads that are peri-urban in nature but are not on the urban fringe. There is no classification in the current and Draft Speed Rule that caters for these roads. Our submission on the Draft Speed Rule has requested the words “on the urban fringe” be removed.

### Higher Risk Rural Roads

- 4.47 In terms of site specific feedback, our higher risk rural connectors received the highest number of mentions within submitter feedback.

Table 8

Rural Connector	#	Feedback
Moutere Highway	n=41	93% of submitters who mentioned the Moutere Highway wanted speeds reduced. 27% requested that the speed at Main Road Lower Moutere was reduced to lower than 70km/h
Neudorf Road	n=17	91% of submitters who mentioned Neudorf Road wanted speeds reduced. 23% wanted speeds reduced on Neudorf and Dovedale roads.
Motueka Valley Highway	n=22	91% of submitters who mentioned Motueka Valley Highway wanted speeds reduced around Ngatimoti. 33% wanted speeds reduced on the Motueka Valley Highway.
Cable Bay Road	n=27	96% of submitters who mentioned Cable Bay Road wanted speeds reduced.

- 4.48 Crash data from 2014 to 2023 on these roads indicate that the Moutere Highway is also a High Risk Road. Given traffic numbers, road geometry and hazards, staff also consider Motueka Valley Highway, Dovedale Road, Neudorf Road, and Edwards Road as higher risk and should be reduced from 100km/h to 80km/h.
- 4.49 A reduction for on these specific rural connectors from 100 km/h to 80 km/h is acceptable under the draft Speed Rule and recommended is by staff.

Table 9



	Fatal	Serious	Minor/Non injury	Travel Time increase
Moutere Highway (Redwood Valley to Edwards Road)	3	18	80	1 to 2 min
Motueka Valley Highway		7	109	2 to 3 min
Neudorf Road	1	2	20	<1 min
Dovedale Road (Neudorf to Motueka Valley Highway)	0	0	5	<1 min
Edwards Road	0	0	13	<1 min
Cable Bay Road	0	1	12	<1 min

4.50 One part of the Moutere Highway (Main Road Lower Moutere) is proposed to be changed to peri-urban to recognise the types of activities that occur there and reflect community support for slower speed. Staff recommend this also be reduced from 70km/h to 60km/h from 300m south of the Lower Moutere school southern boundary to Hursthouse Road, as listed in Attachment 2

4.51 Additional travel times for these roads have been included in the table above. The comparison is against operating speed data, not the current speed limit.

### **On Road Sections of the Great Taste Trail**

4.52 The Great Taste Trail is a mix of off-road, on-road and shared pathways. Nelson Tasman Cycle Trails Trust put in a submission regarding the Great Taste Trail stating that they strongly supported the slowest speed limit proposed in the review where the trail is on-road, where riders cross a road, and wherever the trail is beside a road.

4.53 As part of a Tasman District Council workshop on speed management options post hearings, reduced speeds for on-road sections of the Great Taste Trail were considered where speeds were 80km/h and above.

4.54 Our submission on the Draft Speed Rule includes a recommendation for roads that have a formal cycleway such as a Great Ride to have an exception class that enables speeds to be reduced to 60km/h.

4.55 Staff recommend speed reductions on Goodall Road, sections of Lower Queen Street and Pugh Roads as these roads are unsealed and can be reduced to 60km/h under the Draft Speed Rule. Staff recommend that 100km/h roads in the Lakes Murchison and Moutere-Waimea ward, and the 80km/h roads in the Motueka ward are reduced to 60km/h. Motueka River Valley Road is recommended to reduce to 80km/h as listed in Attachment 2.

### **Urban Roads with No Footpaths**

4.56 This was not a specific classification for urban roads with no footpaths in the draft Plan. 30km/h was asked to be included by Councillors subsequent to the Hearings for urban roads

with no footpaths. Nelson City Council adopted this approach to select areas of Nelson in 2020. Staff support this approach. The lower speed environment provides better opportunity for users to see each other and thus gives them more time to react and accommodate the other users when needed. The majority of these roads are not through routes and are predominantly residential in nature.

- 4.57 There was not a specific question regarding urban roads with no footpaths.
- 4.58 Of the people who mentioned walking and cycling, more footpaths and cycleways were requested by 24% of people. 75% of these requests were site specific and 25% were general comments.
- 4.59 A previous survey undertaken in 2019 asked the question: What speed is appropriate for our Residential Street with no footpath? 83% of the 1965 responses thought a speed of less than 50km/h was appropriate for this type of road. 40% agreed with 30km/h (726 answers). 43% agreed with 40km/h roads (785 answers). This is shown on page 8 of Attachment 6.
- 4.60 Staff recommend that Urban Roads with No Footpaths is retained within the Amended Plan.
- 4.61 These changes are proposed to occur after the completion of the school speed limit changes for Tasman and with the roll out of the schools for Nelson provided it is enabled by the final speed rule.

**Specific Roads**

- 4.62 There were 21 roads identified that require a speed reduction, and which do not fit into our other categories. The reasons for these speed reductions are to reflect roadside hazards, recreational use, and changes to the urban or peri-urban environment.
- 4.63 Requests for the speed limit on specific roads to change were made through submissions during consultation, requested in recent years through Service Requests, or identified by staff. Staff have assessed these against the Draft Speed Rule and discussed them with Ward Councillors and the relevant Community Boards.
- 4.64 The table below shows the requests for speed reductions from the consultation in relation to the specific roads listed in Table 7 Attachment 2.

Table 10

Road Name	Location	Number of Requests
Abel Tasman Drive	Pohara	5
Aniseed Valley Road	Hope	10
Chamberlain Street	Moutere	3
Collingwood Quay	Collingwood	3
Collingwood-Puponga	Pakawau	1
Fairfax Street	Murchison	1
Kaiteriteri-Sandy Bay Road (to Riwaka Sandy Bay Road)	Kaiteriteri	3
Main Road Lower Moutere	Motueka	13

McShane Road	Richmond	11
Paton Road	Hope	6
Riwaka-Kaiteriteri	Kaiteriteri	5
Robinson Road	Lower Moutere	2
Sandy Bay-Marahau Road	Kaiteriteri	2
Seaton Valley Road	Mapua	5
Tadmor Valley Road	Tapawera	2
Wharf Road	Motueka	1
Cable Bay Road	Nelson	21
Māori Pa Road	Nelson	2

- 4.65 In addition, there are 17 roads which staff have been identified as errors in the National Speed Limit Register. The speed limit on these roads is inconsistent with the surrounding roads. There are urban streets which have been incorrectly registered with 100km/h limits for example Ara o Paki Paki in Wakefield, as well as rural residential subdivisions where one section of the road is 50km/h and one section is 100km/h.
- 4.66 Changes to the speed limits for the roads shown in Table 7 of the Schedule are recommended.

### Tasman District Council Carparks

- 4.67 The draft Plan proposed restricting speed limits to 10km/h within Tasman District Council operated car parks, and staff still recommend this. No lawful limits are in place at present. Speed limits within Nelson City Council operated car parks are already in place.

### Cost Benefit Analysis

- 4.68 At the start of the year, staff engaged ViaStrada to undertake a cost benefit analysis (Attachment 7) on the eight options of the Draft Plan. This assessment was undertaken before the Draft Speed Rule was released. It used standard *NZTA Monetised Benefits & Costs Manual* (MBCM, v1.6, Apr 2023) parameters and related safety evidence of the likely benefits and dis-benefits related to lowered travel speeds on some roads. This manual stipulates the methodology which should be used for all roading projects and activities. However, the Draft Speed rule is proposing a bespoke, and significantly different methodology for speed limit cost benefit analyses.
- 4.69 For the Tasman-Nelson network, an estimate of the likely changes in speeds from the existing recorded mean speeds was undertaken. From this, the benefit (or dis-benefit) values were determined for each consultation option in terms of:
- expected reductions in crashes and casualties;
  - expected impacts on travel times;
  - expected changes in vehicle operating costs; and
  - expected changes in vehicle emissions.
- 4.70 There are some limitations associated with economic assessments of speed limit changes. It is difficult to accurately predict changes in travel time, vehicle operating costs, and emissions in complex and/or congested urban environments without using complex and

costly traffic models. The methodology used estimates average changes in speed, which does not consider accelerating and braking in congested environments. It is therefore likely to underestimate vehicle operating and emission costs, particularly for urban environments.

- 4.71 In an urban area, there are also likely to be other benefits from speed management that are more difficult to accurately quantify and monetise particularly in relation to urban amenity, and likely mode shift to active modes.
- 4.72 Notwithstanding these limitations, the cost benefit analysis indicates there are net costs for speed limit reduction in urban areas and net benefits for speed limit reductions on rural roads. This is largely due to significant expected crash reductions and reductions in vehicle operating costs and emissions for higher speed rural roads, all of which outweigh any increases in travel times.
- 4.73 The amended Plan in the rural space aligns more closely with Option 2 than Option 1 so it is expected that the cost benefit estimate and ratio would be approximately within the low estimate of the ranges given for Option 2. Urban Option A results are shown in the table below as this Option most aligns with the Amended Plan option presented.

Table 11

	<b>Urban Option A - Schools</b>	<b>Rural Option 1 - Schools</b>	<b>Rural Option 2</b>
<b>Crash savings</b>	\$185k to \$310k	\$240k to \$360k	\$7,180k to \$10,765k
<b>Travel Time changes</b>	-\$1,220k to -\$2,480k	-\$480k to -\$1,270k	-\$2,450k to -\$3,950k
<b>Vehicle Operating Costs</b>	-\$53k to -\$128k	\$31k to \$55k	\$320k to \$435k
<b>Emission changes</b>	-\$12k to -\$25k	-\$1k to -\$5k	\$6k to \$8k
<b>Combined Benefits</b>	-\$1,100k to -2,320k	-\$211k to -\$857k	\$5,050k to \$7,250k
<b>Sign Install Cost</b>	\$1,100k	\$500k	\$1,000k
<b>Benefit Cost Ratio (MBCM)<sup>2</sup></b>	--1.0 to -2.1	-0.4 to -1.7	5.1 to 7.3
<b>Benefit Cost Ratio (SLSR)<sup>3</sup></b>	0.08 to 0.09	0.24 to 0.20	2.1 to 2.2

**Cost benefit analysis – High Risk Rural Connectors**

- 4.74 A separate cost benefit analysis was carried out on the high risk rural connector roads. The results of this analysis showed that the reduction in speed on these roads is expected to result in significant benefits. These are shown in the table below.

Table 12

<sup>2</sup> Estimated using methodology in NZTA’s Monetised Benefits and Costs Manual

<sup>3</sup> Estimated using proposed methodology in draft Setting of Speed Limits Rule

	<b>Moutere Highway</b>	<b>Motueka Valley Highway</b>	<b>Neudorf Rd / Dovedale Rd</b>
<b>Crash savings</b>	\$960k to \$1,440k	\$3,000k to \$4,500k	\$125k to \$190k
<b>Travel Time changes</b>	-\$185k to -\$320k	-\$650k to -\$750k	<\$5k
<b>Vehicle Operating Costs</b>	\$30k to \$50k	\$100k to \$115k	<5k
<b>Emission changes</b>	\$1k to \$2k	\$3k to \$4k	<5k
<b>Combined Benefits</b>	\$800k to \$1,200k	\$2,400k to \$3,900k	\$125k to \$190k
<b>Sign Install Cost</b>	\$8k	\$20k	\$8k
<b>Benefit Cost Ratio (MBCM)<sup>2</sup></b>	100 to 150	125 to 200	17 to 25
<b>Cost Benefit Ratio (SLSR)<sup>3</sup></b>	4 to 5	5 to 6	17 to 25

**5. Options**

5.1 The RTC must deliberate and decide what it recommends to the Joint Council Committee, after considering the submissions received and new government direction. There are three options available and the advantages and disadvantages of each are shown below.

<b>Option 1: Recommend to the Joint Council Committee an amended Nelson Tasman Speed Management Plan and associated Schedule of Speed Limit Changes, based on the new direction of the draft Speed Rule and updated road classifications</b>	
Advantages	<ul style="list-style-type: none"> <li>• Crash savings/harm reduction especially those associated with our higher risk rural roads can be realised early.</li> <li>• Proposed amended plan involves fewer and more targeted speed limit changes, more in line with community feedback.</li> <li>• It is expected that this option will satisfy the requirements of the Director of Land Transport.</li> <li>• Implementation can occur in priority areas in 2025.</li> <li>• Potentially avoids the need to undertake further cost benefit analysis and consultation (depending on the final Speed Rule, once adopted).</li> </ul>

	<ul style="list-style-type: none"> <li>• Can accommodate some amendments if sought by the RTC.</li> </ul> <p><b>This is the option recommended by staff.</b></p>
<p>Risks and Disadvantages</p>	<ul style="list-style-type: none"> <li>• There may be changes to the Draft Speed Rule following consultation. This can be mitigated by not starting to implement the new Plan before the final Speed Rule is adopted, this would avoid any potential reversal under the final Speed Rule.</li> <li>• The revised draft may not satisfy submitters whose views have not been incorporated into the amended document.</li> <li>• The final Speed Rule may include new provisions that affect our ability to implement approved changes such as the need to reconsult and undertake road by road benefit costs calculations.</li> </ul>
<p><b>Option 2: Proceed with original Speed Management Plan, comprising options C and 3.</b></p>	
<p>Advantages</p>	<ul style="list-style-type: none"> <li>• 40km/h is not covered by 30km/h reversal rule in Draft Speed Rule.</li> <li>• Safer for all road users.</li> <li>• Will encourage more active ways of travelling, reducing congestion and improving health.</li> <li>• High level of crash savings in rural areas shown in our Benefit Cost Ratio.</li> <li>• Consistency of speed limits will be easier to understand.</li> <li>• Rural Option 3 meets the speed limit requirements in Draft Speed Rule.</li> </ul>
<p>Risks and Disadvantages</p>	<ul style="list-style-type: none"> <li>• Does not have public acceptance with 59% of respondents opposing Urban Option C, 55% of respondents opposing Rural Option 3.</li> <li>• Urban Option 3 does not meet the speed limits requirements in Draft Speed Rule.</li> <li>• May be considered as a blanket change and potential for public and central government backlash.</li> </ul>

	<ul style="list-style-type: none"> <li>• The final Speed Rule may include new provisions that affect our ability to implement approved changes such as the need to reconsult and undertake road by road benefit costs calculations.</li> <li>• This option is not recommended by staff.</li> </ul>
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Option 3: Proceed with a ‘do minimum’ amended plan largely comprising changes only around schools, in line with the Draft Speed Rule.	
Advantages	<ul style="list-style-type: none"> <li>• Has public acceptance with 60% of respondents supporting Urban Option A: School zone only and 56% Rural Option 1: School zone only.</li> <li>• Aligns with the Draft Speed Rule.</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>• Crash savings associated with our higher risk rural roads will not be realised.</li> <li>• Does not acknowledge or respond to community requests for specific speed limit changes.</li> <li>• Many speed limit changes were put off between 2019-2023 awaiting the outcome of this Speed Management Plan, a delay to addressing community concerns will be viewed negatively by these communities who are pushing for changes.</li> <li>• This option is not recommended by staff.</li> </ul>

Option 3: That no Speed Management Plan is adopted at this stage. Staff await the adoption of the new Speed Rule and then release a revised speed plan.	
Advantages	<ul style="list-style-type: none"> <li>• Speed changes will meet the requirements of the new Speed Rule.</li> </ul>
Risks and Disadvantages	<ul style="list-style-type: none"> <li>• Crash savings associated with our higher risk rural roads will not be realised in the short term.</li> <li>• Any future speed changes will require an individualised cost benefit analysis (CBA) which will come at a cost to Council. The</li> </ul>

	<p>cost of the CBA may be more than the cost of the speed change.</p> <ul style="list-style-type: none"> <li>• There will be substantial costs to reproduce a revised plan in terms of staff time and consultation costs.</li> <li>• The public may get frustrated with further consultation.</li> <li>• There will be a delay implementing speed changes meaning areas that have been waiting for change will need to wait longer.</li> <li>• Council may be encouraged to take a piece meal approach to address the most urgent changes to speed limits under the 'alternative method' rather than a regionally consistent approach via a Speed Management Plan</li> <li>• This option is not recommended by staff.</li> </ul>
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## 6. Strategy and Risks

6.1 The key risks with making a decision at this time are associated with the government Draft Speed Rule change and what the final Speed Rule may encompass. For example:

- (a) introducing permanent 30 km/h areas around school, which the government has indicated will be reversed;
- (b) introducing permanent 30 km/h areas elsewhere, which are not covered by the reversal clause in the Draft Speed Rule but may be included in the final Speed Rule;
- (c) other speed limit changes being covered by a reversal clause in the final Speed Rule;
- (d) being required to reconsult on any speed changes under the final Speed Rule before they come into effect; and
- (e) being required to calculate road by road benefit cost analysis on any speed changes under the final Speed Rule before they come into effect.

6.2 Staff have tried to partially mitigate risks A-C by ensuring that the plan and proposed speed limit changes are likely to meet the final Speed Rule. Any residual areas of non-compliance can be mitigated through delayed implementation. The following road types are not included in the road classifications in the Draft Speed Rule:

- urban roads without footpaths;
- peri-urban/rural residential: specifically rural residential streets that are not adjacent to an urban area;
- on-road sections of the Great Taste Trail.



- 6.3 Staff propose the RTC advocate for these roads to be included in the new classification systems through the public consultation phase on new Speed Rule.
- 6.4 There remains a risk that the new rule, when finalised, will require re-consultation and cost benefit assessments before any or some changes come into force. This is not currently in the Draft Speed Rule, but staff understand the Ministry of Transport is considering it. This point is also addressed in the proposed submission on the Draft Speed Rule. If this occurs, staff will be recommending that the councils consult only on the Amended Speed Plan (excluding variable 30km/h outside schools) and no other changes to minimise further disruption, costs and time.
- 6.5 The other main risk associated with the process relates to how some members of the community will perceive the Councils pursuing changes at this time. Staff propose that the councils stress in communication the much more limited scope of proposed changes, strong community support for changes around schools, consistency with the government Draft Speed Rule for most changes, safety benefits, and limited impact on travel times for key routes like the Moutere Highway.

**7. Important considerations for decision-making**

**7.1 Fit with Purpose of Local Government**

The decisions in this report enable decisions on the setting of speed limits to enable the safe use of roads in Nelson and Tasman.

**7.2 Consistency with Community Outcomes and Council Policy**

Development of and consultation on Speed Management Plans were a requirement of the current Speed Rule, prior to December 2023. As noted in the Strategy and Risks section, these requirements are changing, and the changes proposed by staff try to meet the requirements of both the current Speed Rule and Draft Speed Rule (with some exceptions).

**7.3 Financial impact**

Tasman’s and Nelson’s Long Term Plans 2024-2034 provide budgets for the implementation of the speed management plan and assume NZTA funding is provided. The timing of the proposed speed limit changes takes this into account, with changes around schools being prioritised.

If NZTA funding is not provided, or is at lower level than assumed, the programme of changes will take longer to roll out. For this reason, staff recommend that the Chief Executive of each Council is authorised to approve, within their district, changes to the implementation date in the Schedule of Speed Limit Changes.

If Option 4 was chosen, or the Councils must reconsult on proposed changes under the final Speed Rule, the Councils would face additional costs:

- staff time to develop a new Plan
- costs associated with a road by road benefit cost calculation
- staff time to undertake public consultation sessions
- cost of printed materials for public consultation sessions
- cost to advertise on radio, print and social media

**7.4 Degree of significance and level of engagement**

The process to date is of high significance because some of the changes being consulted on are potentially extensive and far reaching. Many people are passionate about speed limit changes (for and against). The setting of speed limits rule specifically excludes speed management plans from Special Consultative Procedures. Due to the extent of change being consulted on, the RTC followed a process similar to a Special Consultative Procedure. The extent of engagement with communities during this process was considerable and is covered earlier in this report.

A key part of this process was that the Councils consulted on 4 options for urban areas and 4 options for rural areas. These options comprised packages of speed limit changes, with different speed limits for different classifications of roads. The Amended Plan and proposed Schedule of Speed limit Changes contain changes that are covered within the options presented, with one principal exception - the speed limits around schools. Many were proposed to be variable, but others were proposed to be permanent. Staff are proposing all (with three exceptions) be variable in line with the Draft Speed Rule.

Staff do not consider that the Council needs to reconsult on these given the variable speed limits around schools are proposed to be compulsory by the Draft Speed Rule, and because the variable speed limits propose fewer restrictions on the travelling public than were proposed.

**7.5 Climate Impact**

The adoption of the Speed Management Plan (and accompanying speed limit reductions) is expected to have little climate impact.

In the instances where rural speed limits are reduced from 100km/h, fuel consumption is expected to reduce and therefore reductions in greenhouse gas emissions are shown in the cost benefit analysis.

Reducing limits around schools from 50km/h to 30km/h may result in a small increase in fuel consumption in situations where vehicles are frequently decelerating and accelerating between different speed limits. Overall, the climate impact of possible speed limit changes is expected to be small.

**7.6 Inclusion of Māori in the decision-making process**

The speed management process was discussed at engagement hui with each of the Iwi, and feedback sought. A specific hui was held with Te Āwhina Marae to discuss specific speed issues on the roads adjacent to the Marae. Generally, the Marae sought speed reductions in the roads close to their site. However, this would be outside of the scope of the new Draft Speed Rule. Consequently, staff do not recommend these changes.

**7.7 Delegations**

The RTC has the responsibility for “preparing a joint Speed Management Plan, including undertaking all required consultation processes relating to the preparation of this plan.” (Terms of Reference Joint Nelson Tasman Regional Transport Committee - clause 3.2.3). It must recommend a final plan for adoption to the Joint Council Committee.

**8. Conclusion**

- 8.1 The public response to the Draft Speed Management Plan was high with 2,247 submissions and 44 people who spoke to their submissions in the hearings.
- 8.2 The Ministry of Transport have released a new Draft Speed Rule which results in substantial changes in relation to the speed limits Road Controlling Authorities can set on specific road types and includes a requirement to include a road by road Cost Benefit Analysis.
- 8.3 Staff have considered the community feedback and Draft Speed Rule and propose an Amended Plan that includes variable speed limits outside schools, and speed limit reductions on a limited number of other roads or road classification. It targets our higher risk rural roads with a lower speed that should substantially reduce road crash and trauma, and protects our most vulnerable outside the school gates. It also targets those areas where we have received the highest number of requests for lower speed limits.
- 8.4 A cost benefit analysis has been undertaken by staff and it indicates for the Preferred Option a BCR of approximately 7 for the rural changes and -1.5 in the urban areas.
- 8.5 The Amended Plan presents a pragmatic way to improve road safety outcomes through safer speeds within the framework allowable under the recently released Draft Speed Rule. Staff recommend that the RTC recommend this plan and the schedule of speed limit changes to the Joint Council Committee for approval.
- 8.6 NZTA have indicated they will assess and certify a Speed Management Plan under the current rule if submitted while the current rule is in force. However, there is a risk that the Draft Speed Rule, once finalised, may require the Councils to reconsult on elements of the speed limit changes proposed before they come into effect.

## 9. Next Steps / Timeline

- 9.1 Following the deliberations staff will:
  - a) make the necessary wording changes to the Draft Plan, to give effect to the recommendations of the RTC; and
  - b) submit the proposed final Speed Management Plan to the Joint Council Committee for formal adoption.

<b>10. Attachments</b>
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1. <a href="#">↓</a>	Amended Nelson Tasman Speed Management Plan	29
2. <a href="#">↓</a>	Schedule of Speed Limit Changes	45
3. <a href="#">↓</a>	Speed Limits for different classes of road	55
4. <a href="#">↓</a>	Overview of changes to Draft Speed Management Plan	58
5. <a href="#">↓</a>	Overview of Speed Management Feedback	60
6. <a href="#">↓</a>	Nelson Tasman Community Speed Limit Feedback 2019	73
7. <a href="#">↓</a>	Cost Benefit Analysis	87
8. <a href="#">↓</a>	Draft Nelson Tasman Speed Management Plan	103

# FINAL Nelson Tasman Speed Management Plan 2024-2034

## Page Two

### PURPOSE

The purpose of this document is to create a plan for implementation of safer speeds in Nelson Tasman. This plan excludes safer speeds on State Highways.

Road safety risk can be reduced by improving infrastructure to make a road safer at current speeds, or by managing travelling speeds down through a combination of road function, design, enforcement and education on safe behaviour. We are taking an approach that recognises people make mistakes, people are vulnerable, we need to share responsibility and we need to strengthen all parts of the system.

The Speed Management Plan sets out what work needs to be done in the next three years to improve safety on our roads by managing speeds.

Our communities have been asking for changes for some time, so we are proceeding with speed management changes as a result of consultation

### WHAT IS SPEED MANAGEMENT?

Speed management is about achieving safe vehicle speeds that reflect the road's function, design, safety and use. People and goods need to move efficiently around our transport network; however, we also need to see a reduction in deaths and serious injuries on the network. Other benefits gained from the implementation of appropriate vehicle speeds include enabling more active ways in how we get to where we need to go, such as letting children walk, or bike to school.

### WHAT IS A SPEED MANAGEMENT PLAN?

Our Speed Management Plan includes short-term and long-term road safety goals, speed limits, and future improvements to roads to support changes in speed limits if and when required. This is to ensure vehicle speeds are appropriate for the areas where we live and travel. This Plan is part of our commitment to reducing deaths and serious injury on our roads.

Our Speed Management Plan relates to legal roads we have control over, which doesn't include roads through council reserves or State Highways.

Following the adoption of the Land Transport Rule: Setting of Speed Limits 2022, speed limits on local authority roads are now set by speed management plans, and recorded on a national speed limit register, rather than being set by a bylaw as in the past. These plans can include a 10-year vision for speed, and a three year action plan to implement speed limits and associated

speed management activities, such as traffic calming. In June 2024, a draft Speed Limit Setting Rule was introduced which amended school treatments and introduced different speed bands for road classifications. This Plan is consistent with the intent of the draft rule.

This Speed Management Plan (2024 – 2034) sets out a 10-year vision with a three-year implementation plan (starting in 2024), and will be reviewed every three years. All speed limit records are now held in the National Speed Limit Register and any change to an existing speed limit must conform to the changes included in the speed management plan to enable it to become operative. There are also provisions in the Setting of Speed Limits Rule (the Rule) to enable speed limits to be changed when circumstances change, such as the development of new subdivisions or construction of a new school.

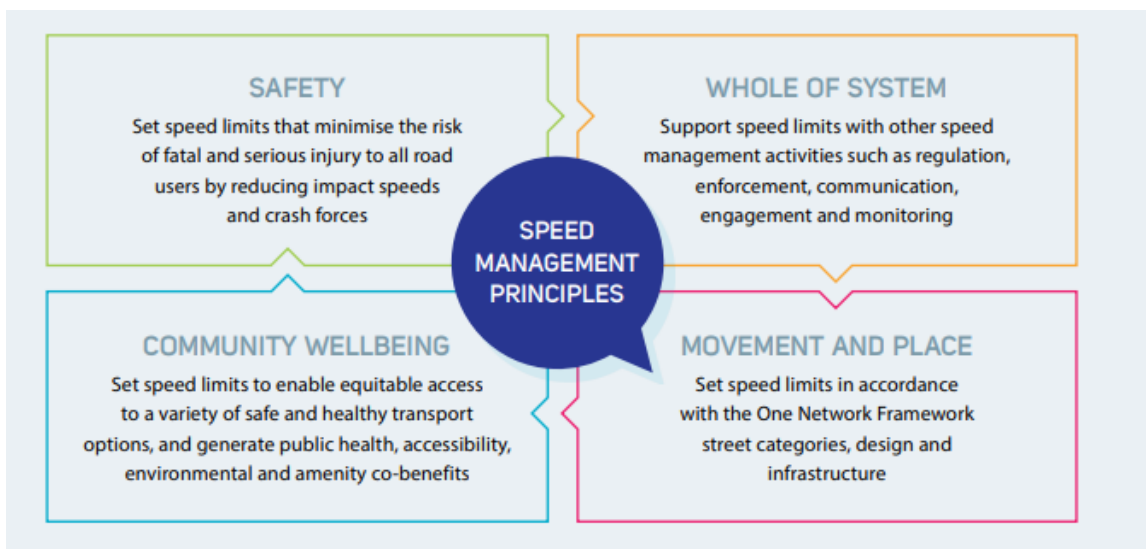
Page 3

### VISION FOR NELSON TASMAN (10-year period)

Imagine Nelson Tasman as a region with improved road safety, where both rural and urban roads are safe for all road users with substantially reduced deaths and serious injury, kids are safe to walk and bike to school and older people don't feel vulnerable walking to the local shop or to visit friends and family.

### OUR PRINCIPLES

We have used the four principles below in the development of this plan. These principles are drawn from international best practice. The four principles are designed to be applied together and complement each other.



The Rule requires Road Controlling Authorities (RCAs) to have regard to the Speed Management Guide developed by Waka Kotahi.

Page 4:

## ROLE OF SPEED

The role and impact of speed in crashes is often underestimated. The speed that a vehicle is travelling at does not always cause the crash, however it has a direct effect on the severity of the crash.

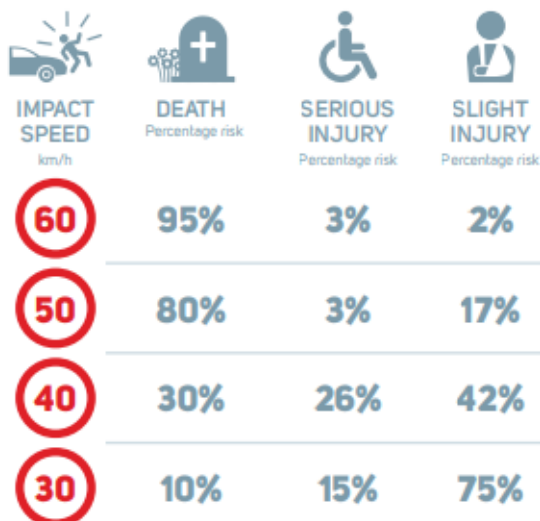
Higher vehicle speeds increase the probability of a crash in several ways:

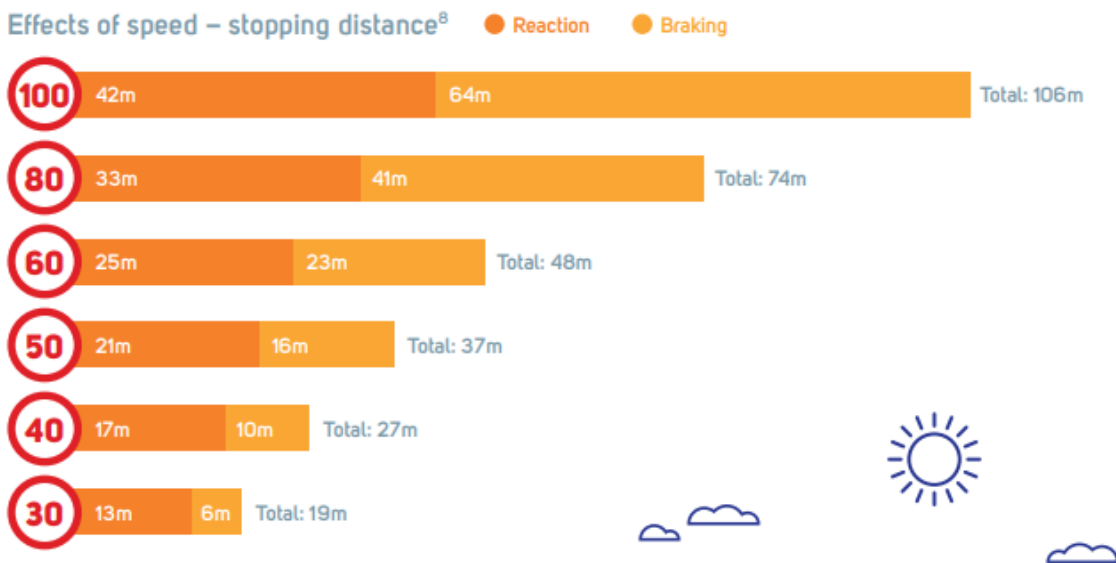
- By reducing the ability of a driver/vehicle to stop in time;
- By reducing manoeuvrability in evading a problem;
- By reducing the ability to negotiate curves;
- By reducing the driver’s field of vision; and
- By causing other drivers to misjudge gaps.

The table below shows the total stopping distance of an average car on a dry road. This stopping distance is made up of two parts. Reaction distance is the distance the car travels in the time it takes the driver to notice the hazard, realise they need to brake, and then move their foot to the brake pedal. Braking distance is the distance it takes the car to stop once the brakes have been hit.

If a child steps out 20m in front of a car travelling at 30km/h, that car is likely to stop before it hits the child. If that car is travelling at 50km/h the driver has probably not got their foot on the brake (or started any other evasive manoeuvre) in 20m, and so hits the child at 50km/h. Pedestrians, cyclists or motorcyclists are particularly exposed to vehicle impacts, especially at speeds above the limits of human tolerance. Older people and children are more vulnerable to being injured in a crash than road users in other age groups.

Death and injury risk percentages for a car versus pedestrian crash<sup>6</sup>





Page 5 [No changes]

CRASH DATA

The following crash statistics have been recorded in the Nelson Tasman area over the past ten years (Waka Kotahi Crash Analysis System database, 2013 – 2022). Note, the data excludes State Highways and there tends to be significant under reporting of minor and non-injury crashes, particularly those involving pedestrians and cyclists. The first table shows total numbers of crashes and injuries for all crashes in Nelson Tasman.

Of the total 171 fatal and serious crashes in urban areas, 121 (73%) involved people outside of motor vehicles (46 cyclists, 36 pedestrians, and 39 motorcyclists). People outside of motor vehicles are particularly vulnerable to death or serious injury in crashes with motor vehicles at speeds greater than 30km/h. Those involved in crashes resulting in death or serious injury may experience an impact on mental wellbeing.

































































































































































































