
REPORT 5
(1215/52/IM)

PROPOSED SPEED LIMIT REDUCTION: BROOKLYN SHOPPING CENTRE

1. Purpose of Report

To seek the Committee's agreement to recommend to Council that it approves lowering the speed limit on part of Cleveland Street, Todman Street and Ohiro Road and all of Harrison Street and Jefferson Street in the Brooklyn shopping centre from 50km/h to 30km/h.

2. Executive Summary

For a number of years there have been requests from local residents and the Police to address safety concerns through the Brooklyn shopping centre.

The public consultation carried out in October/November 2010 showed strong support for the proposed speed limit reduction, which is now recommended to the Committee.

The New Zealand Police and New Zealand Transport Agency (NZTA) are supportive of lowering the speed limit to 30km/h subject to appropriate gateway treatments at the start and end of the speed zone to acknowledge the change in environment.

The New Zealand Automobile Association (AA) is also supportive of lowering the speed limit in the proposed area subject to appropriate gateway treatments. However, they are not in support of the section proposed on Ohiro Road as this is an arterial route.

The proposed speed limit reduction complies with the criteria specified in the Land Transport Rule: Setting of Speed Limits (2003).

3. Recommendations

It is recommended that the Committee:

- 1. Receive the information.*
- 2. Recommend to Council that it makes a resolution under Part 6 of the Wellington City Consolidated Bylaw to set the speed limits as stated in the tables below on the following sections of road in Brooklyn.*

Table 1: Proposed speed limit for Brooklyn shopping centre

Brooklyn shopping centre	<i>Cleveland Street from its intersection with Ohiro Road to a point 65 metres west of its intersection with Washington Avenue.</i>	30km/h
	<i>Ohiro Road from a point 60 metres north of its intersection with Cleveland Street to its intersection with McKinley Crescent.</i>	30km/h
	<i>Todman Street from its intersection with Ohiro Road to a point 90 metres west of its intersection with Ohiro Road.</i>	30km/h
	<i>Jefferson Street for its entire length.</i>	30km/h
	<i>Harrison Street for its entire length.</i>	30km/h

3. *Note the results of the public consultation process: i.e., 226 submissions were received for Brooklyn shopping centre of which 151 supported the proposal, 34 were in support but want the area extended, 30 were opposed, 4 believe 40km/h is more appropriate, 1 believes 70km/h is appropriate, 1 maybe, 1 didn't comment and 4 were conditional.*
4. *Note that the process to change a speed limit as described in both the Land Transport Rule: Setting of Speed Limits (2003) and Part 6 (Speed Limits) of the Wellington City Consolidated Bylaw, has been followed.*
5. *Note that in accordance with the Land Transport Rule: Setting of Speed Limits (2003) and Part 6 (Speed Limits) of the Wellington City Consolidated Bylaws, the resolution will be recorded in the Register of Speed Limits and the relevant speed limits on the Councils Speed Limit Plans cease to have effect.*

4. Background

4.1 Context

In 2009 Committee approved a programme of lower speed limits through 21 of its suburban shopping centres. The first two suburban centres of Tinakori Road and Aro Valley proceeded through Committee later that year. More recently a lower speed limit has been approved for the shopping centres in both Island Bay and Kilbirnie which came in to effect in September.

The speed limit through the Newtown shopping area had previously been reduced through the SaferRoads programme.

For a number of years there have been requests from local communities, schools, businesses, police and residents associations, for a reduction in the speed limits through suburban shopping centres. In line with Council's walking and cycling policies which were adopted in November 2008 and the SaferRoads programme, officers developed a proposal using NZTA's criteria, to lower the speed limits in a number of suburban shopping centres to 30km/h, with a four year implementation programme. It is expected that by lowering the speed limits in certain suburban shopping centres we will enhance safety for vulnerable road users, reduce the severity of crashes and reduce pollution which will create a more pleasant shopping and business environment.

More recently, the Strategy and Policy Committee considered a report in August 2010 on a city wide programme of speed reductions. In approving this report, Committee reconfirmed its commitment to suburban centre lower speed limits.

4.2 Setting speed limits

The Land Transport Rule: Setting of Speed Limits (2003) allows road controlling authorities to set enforceable speed limits, including permanent speed limits less than 50km/h, on roads within their jurisdiction.

The speed limit bylaw allows the Council to make amendments to speed limits by way of resolution on all roads under its control and in certain designated locations specified in the Bylaw.

Approval to consult on lowering the speed limit in Brooklyn shopping centre was given at the Strategy and Policy Committee meeting held on 11 June 2009.

4.3 Process

The process to change speed limits is defined in the Rule and Part 6 of the Bylaws. In summary, the process requires the following:

- A review of the areas to determine the suitability of the proposed speed limits.
- Consultation with affected parties and stakeholders.
- Formal adoption by the road controlling authority and notification of the changes before the new speed limit takes effect.
- Notification of the changes before the new speed limit takes effect.

4.4 Traffic survey and crash history

Traffic surveys were carried out through the Brooklyn shopping centre (as shown in table 2 below) in April 2009. The recorded traffic volumes and speed data will be used to determine the success of the proposed measures in reducing traffic speed.

Table 2: Traffic volumes and speed data in the Brooklyn shopping centre

Cleveland Street	Total weekly volume	7 day average AADT	85 th % speed	Mean speed
	23,112	3,302	39km/h	33km/h

The proposal is to reinforce these low speeds by reducing the legal speed limit from 50km/h to 30km/h. The appropriate education, enforcement and engineering measures will be required to coincide with any change to the current speed limit.

There have been 19 reported crashes in the Brooklyn shopping centre over the past five years with six reported injury crashes. By reducing the speed limit to 30km/h, research has shown that the likelihood of a pedestrian being seriously

injured when hit by a car travelling at 30km/h is significantly less than when a pedestrian is hit by a vehicle travelling at 50km/h.

4.5 Brooklyn shopping centre – inappropriate speed

Suburban shopping centres present a range of challenges for all road users. These streets have shoppers looking to cross the road at various points, school children activity, parked vehicles around which pedestrians might suddenly appear, delivery vans, cyclists and where people might risk crossing the road where perhaps they shouldn't.

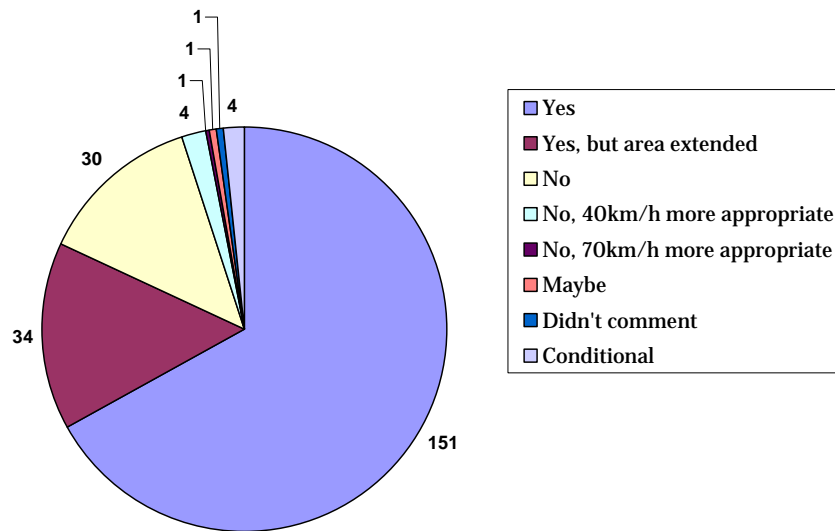
The Land Transport Rule: Setting of Speed Limits (2003) allows for limits less than 50km/h to be set provided that the observed mean speed of passing vehicles is within 5km/h of the proposed speed limit. Officers are aware that the local business community have made it clear to the officers that they value the availability of parking in the area and any gateway treatment should not be at the loss of any on-street parking.

Although it might be argued that current speeds in these areas are already low enough, bringing the legal limit down to 30km/h will reduce the high end speeds of motorists, reduce the severity and incidence of crashes with little effect on travel time and therefore inconvenience for most drivers.

5. Consultation

Public consultation was carried out in accordance with clause 7.1 of the Setting of Speed Limits Rule. A four week period of community consultation was carried out during October/November 2010 on the Council's proposal to lower the speed limit. A summary of the submissions received is outlined below. A total of 226 submissions were received of which the majority support the proposed 30km/h speed limit.

Do you believe it is appropriate to reduce the speed limit in Brooklyn to 30km/h as indicated on the map?



Please note:

- **Yes** = Submitters agreed with the entire proposal and support the speed limit being reduced to 30km/h.
- **Yes but extend the proposed section** = Submitters agreed the speed limit should be reduced to 30km/h and also suggested extending the proposed area to:
 1. Ohiro Road – extend the length to 250 metres
 2. Ohiro Road – extend to its intersection with Helen Street
 3. Ohiro Road – extend it to include the entrance to Central Park
 4. Extend it up Cleveland Street to include Washington Avenue (10 submitters)
 5. Include The Ridgeway from 100 metres north of Ridgeway School to 100 metres south of the Farnham Street junction.
 6. Ohiro Road – extend to its intersection with Taft Street (3 submitters)
 7. Ohiro Road – extend to its intersection with Brooklyn Road (4 submitters)
 8. Cleveland Street for its entire length
 9. Ohiro Road – extend to Butt Street to include St Bernard’s School (7 submitters)
 10. Ohiro Road – extend to include 169 Ohiro Road
 11. Ohiro Road – extend north along here to include Charlotte and Washington avenues
 12. Mitchell Street – between Todman and Apuka streets
 13. Todman Street – extend the length from 50 metres to 60 metres.
 14. Todman Street – for its entire length

- **Yes, but to 40km/h** = Submitters agreed with lowering the speed limit but only to 40km/h, not the proposed 30km/h.
- **Yes, but to 70km/h** = Submitter disagreed with lowering the speed limit and believes 70km/h would be more appropriate, not the proposed 30km/h.
- **Conditional** = Submitters agreed with some of the proposed 30km/h sections but not all of them.
- **Disagree** = Submitters were against the entire proposal to reduce the speed limit to 30 km/h. Of the submissions that were opposed, the main reasons were if cars are already travelling at this speed there is no need to lower the limit, it won't be enforceable and it would increase travel time.

The results demonstrate strong community support for the proposed changes.

Submitters were also given the opportunity to have their submission heard and 10 chose to do so. Submissions were heard by the Strategy and Policy Committee on Thursday 2nd December 2010:

- 1) Bernard O'Shaughnessy on behalf of CAT,HART, NPFFTA,BAG, BAB,OWK
- 2) Ellen Blake on behalf of Living Streets Wellington.
- 3) Patrick Morgan on behalf of Cycle Aware Wellington
- 4) Gilbert Sanseau as an individual
- 5) Michael Taylor as an individual
- 6) Senior Sergeant Richard Hocken on behalf New Zealand Police
- 7) Alex Gray on behalf of the NZ automobile Association
- 8) Pip Julian as an individual
- 9) Werner Stulz as an individual
- 10) Gabrielle, James and Maggie Allen as an individual

Bernard O'Shaughnessy:

- Implement a 40km/h speed limit all over the city and have 20km/h speed limits around schools and hospitals.
- Speed around school crossings is a major issue.

Officer's response:

- As part of Te Aro SaferRoads which is currently being implemented, a lower speed limit is being evaluated for the CBD and a report back to Council is estimated to be in early 2011.
- School crossings are monitored and improved when safety issues are raised.

Patrick Morgan:

- It can relieve congestion by making it safer to encourage people to want to walk and bike.
- It is consistent with Council's walking and cycling policies.
- AA state it is a low crash rate area; not all accidents are reported so you can't just look at crashes you also need to look at why people are scared to ride a bike.
- Speed leads to more crashes.
- 30km/h is world best practice in urban and shopping areas.

Officer's response:

- Accident statistics that are used come from crashes that have been reported and attended to by Police and have been recorded into the crash analysis system (CAS).
- The report covers the other key points raised

Ellen Blake:

- Handout given – there is good evidence to show that lower speeds = lower crash rates.
- It will encourage more people to walk and drivers will change their behaviour.
- It needs to be made clear drivers are entering a different space; gateway treatments should reflect this so it becomes a self-explaining road. Kilbirnie doesn't currently feel like this.
- There needs to be enforcement.
- The stretches of road need to be a sufficient size allowing drivers to change their behaviour.
- Need to think about how people interpret the area.
- Extend to link to Central Park.

Officer's response:

- The report covers the benefits of lower speeds, including encouraging active modes of transport, enforcement and gateway treatments.
- Extending the 30km/h to Central Park would dilute the effect of lowering speeds in Brooklyn shopping centre.
- Police will continue to enforce speed limits around Wellington city as appropriate.

Gilbert Sanseau:

- A better sense of community.
- Feels the AA submission is from a driver's perspective and the accident rate isn't entirely accurate as there are many crashes/near misses that go unreported.
- Believes the lower speed limit will increase the number of cyclists.
- Wellington is similar to France with few cycle lanes but drivers are much more aware/courteous to cyclists than they are here.
- It will have little or no effect on journey times.
- Consistent with Council's Cycling Policy.
- The Ohiro Road/Todman Street/Cleveland Street intersection can be scary for cyclists at the lights as vehicles often speed up for the green light uphill.

Officer's response:

- Agree accidents are not always reported.
- Lower speeds encourage more active modes of transport although officers have not carried out analysis on actual increases in numbers of cyclists and pedestrians.
- The report covers other points raised.

Michael Taylor:

- Supports the lower speed limit although traffic calming measures such as raised platforms are needed for it to be effective.
- Important that the Ohiro Road/Todman Street/Cleveland Street intersection is included as there is a high number of pedestrians that use it.
- Suggested extending the eastern boundary on Cleveland Street to include Washington Avenue as this is a dangerous junction.
- Reduce parking around all intersections to increase visibility.
- Note that all accidents/near misses aren't reported. Statistics can be misleading and not accurate because of this.
- Drivers determine speed, not vehicles.

Officer's response:

- Raised platforms are not appropriate engineering methods for arterial routes (Ohiro Road) or bus routes (Cleveland Street).
- Extending the boundary to Washington Avenue was looked into, however, officers and Police agree that the speed limit would be more beneficial located just east of the Brooklyn Library and where the environment changes from residential to shopping.
- Reduced parking around intersections is constantly being addressed and is treated as site specific. If safety can be improved at intersections by removing parking then officers are obliged to follow council policy (traffic resolution process).
- Agree that accidents are not always reported.

Senior Sergeant Richard Hocken:

- Supports this initiative.
- Supports the current gateway treatments that have been used in the other suburban shopping centres to date, there is no need for any significant change.
- Doesn't recommend extending the zone to the intersection with Washington Avenue. It isn't in the shopping zone. Need to remember the focus of this programme is on shopping areas, not slowing down residential areas.
- Ohiro Road intersection – this is a similar situation to what has been done at Taranaki Street/Courtenay Place intersection and supports the same treatment at this intersection.
- The placement of the signage on Todman Street; look at rethinking the signage here. Would favour having it moved a little away from the intersection so it isn't hidden when cars are angle parked here.

Officer's response:

- The placement of the sign for Todman Street has been adjusted to improve visibility for motorists.
- Officers work closely with Police when proposing the boundaries in shopping centres and agree that by extending speed limits it would dilute the impact motorists would have when travelling through shopping centres.

Alex Gray:

- Would like to note that AA has objected to these in the past as they have been on arterial routes.
- Current gateway treatments aren't adequate and will only support if improved gateways are formed at each end with traffic calming devices and a message every 60-70 metres along the stretch of road to remind drivers of the low speed environment.
- Cleveland Street zone should start at the library.
- AA doesn't support the lower speed on Ohiro Road or the 50 metre length on Todman Street as this is an arterial route. If the speed was to be lowered engineering measures would also need to be implemented to bring the speed down.
- Suggested we concentrate on areas that have higher accident statistics.
- Local retailers don't want to lose parking so plantings will not be included, raised platforms are desired.

Officer's response:

- The gateway treatment has reduced high end speeds in Tinakori Road by 8km/h. Officers are not proposing any further engineering measures for gateway treatments as businesses in all shopping centres are opposed to the loss of often limited on road car parking spaces. The current gateway treatments being used are having the desired affect.
- The topography in Wellington is a lot different than many cities and arterial routes run through a lot of the suburban shopping centres with no alternative route. The short section of Ohiro Road will not affect journey times but will have a significant effect to the perception of safety to local residents.
- Officers do concentrate on areas that have accident statistics with recent work carried out at major intersections and the introduction of lower speed limits in the CBD.

Pip Julian:

- Supports lowering the speed as it will make it safer for pedestrians and cyclists.
- It is important that Ohiro Road is included as cars often run red lights through here.
- Was involved in an accident here with her child when crossing on the green man, it is an extremely dangerous intersection.
- Currently the speeding traffic makes it dangerous for children walking to and from school.
- Has witnessed a number of near misses around the Brooklyn shopping centre.
- Doesn't agree with the AA's comments that Ohiro Road is less important, the whole intersection needs to be protected.
- Brooklyn is split by Ohiro Road and people that live out of the area don't realise this.
- The accident statistics don't reflect the real situation. Pip didn't report her accident; she believes people are unaware that they can report accidents, even near misses.
- She doesn't believe that it hasn't made an impact on Tinakori Road. Any speed reduction that we have seen is positive. The more of these zones

that are implemented the more people will get used to seeing them and know what they are.

- When asked if she thought a red light camera would be helpful Pip advised that it would.

Officer's response:

- Council officers have been working with Pip in the past year to improve safety for Brooklyn School and will continue to work with Pip and the school to encourage more walking to school. The report refers to the signal phasing at the Ohiro Road intersection which is integral to the safety and growth of children walking to school.
- Red light cameras are currently being trialled and officers agree that cameras are beneficial to safety.

Werner Stulz:

- Werner agrees with lowering the speed limit.
- His main concern is the lack of visibility turning out of Taft Street on to Ohiro Road. Believes there should be 10 metres of yellow broken lines either side of the intersection so vehicles can not park there.

Officer's response:

- Officers will look at the Ohiro Road/Taft Street intersection and see if improvements can be made by extending broken yellow lines on Ohiro Road to improve visibility for motorists' exiting Taft Street.

Gabrielle, James and Maggie:

- Support lowering the speed limit.
- Would like the zone extended on Ohiro Road down to Butt Street. Extending it to here will make vehicles sufficiently slow down through here.
- Trucks travel at phenomenal speeds on Ohiro Road.
- Disagrees with AA's comments regarding accident statistics. Just recently there was an accident at the Taft Street intersection involving a police car.
- It will make the area safer for children walking to and from school.
- Thinks that the current gateway treatments work fine especially along Aro Street.
- Maggie advised that she wants it lowered as when she walks to school trucks and cars go fast. It will be safer for the community.
- James also supports extending the zone to Bute Street.
- Bad visibility coming out of Taft Street.
- There is a large amount of traffic that comes through here in the morning, especially trucks on their way to the tip, they are used to the road and drive through there like they are cars, there is no room for error, and if they clipped a parked car it could send them up on to the footpath.
- Believes a speed camera on Taft Street would be appropriate.

Officer's response:

- Extending the boundary to Butt Street would dilute the impact the speed limit would have for the shopping centre.
- Police data is showing lower speeds along this section of Ohiro Road and a speed camera operates near the Butt Street intersection.
- Regarding trucks that use Ohiro Road to get to the near by landfill; we are working with Citioperations who are in support of lower speed limits along Ohiro Road and are proactive in the safety and speeds of the many trucks that they operate.

5.1 Extending the proposed speed limit

Council officers along with the Police would not recommend extending the 30km/h speed limit as some submissions have recommended. An extension of the proposed speed limit would dilute the impact the lower speed is intended to achieve.

A concern officers have if the lower speed limit area was extended is that motorists would see little pedestrian activity apart from at school pick up and drop off times before approaching the shopping centre and may then increase their speed entering the shopping centre.

The overriding message from officers and Police is that lower speed limits are for the shopping centres only where there are a higher number of pedestrian movements.

It was agreed by Committee in August 2010 as part of the forward speed limit programme that active school warning signs, gateway treatments and engineering measures are to be used to address safety concerns around schools in Wellington. Only when these have shown not to be effective that school speed limits are to be used.

Council officers have worked closely with Brooklyn School to develop a school travel plan that is now being implemented. When consulting with Brooklyn School over safety issues, the parents and children highlighted safety issues at the traffic signals at Ohiro Road/Todman Street intersection. This comment is reflected again in their submission on speed limits for Brooklyn.

If Committee were of a mind to extend the proposed permanent 30km/h limit to include St Bernard's and Brooklyn schools then a further four week consultation with both affected residents and key stakeholders would be required.

The current traffic signal phasing allows right turn vehicles out of Cleveland Street to have the same green time as pedestrians crossing Ohiro Road which distracts many parents from allowing children to walk to school. The current phasing of the signals creates short trip journeys to the school gates which also creates its own safety issues at the school.

To improve the current safety issues at the traffic signals, meetings were held with Brooklyn School and the outcome is that the Council is to trial a vehicle late start at the traffic signals that allows pedestrians eight seconds of advanced green time to cross Ohiro Road before vehicles are allowed to start their manoeuvre.

This type of traffic signal phasing is preferred over a “Barnes Dance” set up. When we discussed with Brooklyn School the benefits and disbenefits for both types of signal phasing it was agreed that a trial with a vehicle late start was preferred.

In addition to the public consultation, Council is required to consult with our key stakeholders. As a result, responses were received from the Police, NZTA and AA.

The NZTA and Police are in support of the proposed lower speed limit provided that it is implemented with consistent gateway treatments to acknowledge the change of environment.

The AA provisionally supports the 30km/h speed limit for Cleveland, Jefferson and Harrison streets. This is dependent on Wellington City Council providing a clear gateway at each end with traffic calming devices. They also support the start point on Cleveland Street being by the library as this is the beginning of the shopping centre for Brooklyn.

They object to lowering the speed limit on Ohiro Road (and the 50 metre length of Todman Street) on the grounds that this is an arterial route with no practical alternative route.

While we agree Ohiro Road is an arterial route with no practical alternative for motorists there is a significant change in the roading environment along this small section (220 metres) of Ohiro Road. The change motorists need to be aware of is that within this section, pedestrian activity is high with school children, shopping activity and with the Brooklyn cinema located within this vicinity. The Ohiro Road/Todman Street intersection is also where a high number of the crashes have been reported.

Officers believe that motorists need to have consistent warnings around the areas where speed limits less than 50km/h are used. Our practice is to install gateway treatments at the boundary to these areas. The gateways consist of blue and white information signs on either side of the road. These signs alert drivers that they are in the shopping centre and incorporate the legal speed sign. In addition to the signs, coloured road surfacing and road markings have been used to further highlight the change in character and the change in speed limit.

When designing these gateway treatments officers were very mindful of the importance placed on kerbside parking by retailers. Opportunities to install kerb extensions and planting have been looked at, but in the interest of maintaining parking in retail areas and to provide consistency across all of the suburban centres officers have settled on the current approach.

Officers do not believe the objections received would justify not proceeding with the proposed speed limit changes.

5.2 Implementation

Subsequent to approval by Council, there are a number of procedural requirements to be followed before the new speed limit can be introduced. Before the speed limit takes effect, the Council must notify the Director of NZTA and the Commissioner of Police.

A public awareness campaign explaining the change to the speed limits will also take place. Areas where the new speed limit applies are required to be marked by notices and signs in accordance with the requirements of clause 6.3.7 of the Bylaw and as required by the Land Transport Rule: Setting of Speed Limits (2003).

These requirements are expected to take approximately six weeks once the Council has resolved to change the speed limits under the Bylaw, and the new speed limit is expected to be operative at the end of February 2011.

The speed limits will continue to be enforced by the New Zealand Police.

6. Conclusion

The benefit of lowering the speed of vehicles through the Brooklyn shopping centre is to improve pedestrian safety, encourage more walking to schools, reduce the number of crashes and encourage more active modes of transport.

The process for setting speed limits is defined in the Land Transport Rule: Setting of Speed Limits (2003), and in the Councils Bylaw: Part 6 (Speed Limits). This process has been followed throughout. The proposed speed limits satisfy the criteria set by the Rule.

Lowering the speed limit acknowledges the long standing concerns of the local communities.

The Committee is requested to recommend to Council that it approves the proposed changes to lower the speed limit to 30km/h through the Brooklyn shopping centre as detailed in the recommendations.

Contact Officer: *Stuart Bullen, Senior Traffic Engineer*

Supporting Information

1) Strategic Fit / Strategic Outcome

The project supports the overall goal that Wellington will seek to improve the safety and security of its citizens as they move around the city and region.

2) LTCCP/Annual Plan reference and long term financial impact

The project is contained in the Council Plan # CX171.

3) Treaty of Waitangi considerations

There are no direct treaty considerations

4) Decision-Making

This is not a significant decision. The consultation process showed that the majority of respondents were in favour of reducing speed limits

5) Consultation

There is a formal consultation process which was carried out for this project.

6) Legal Implications

Changing a speed limit has significant legal implications for motorists. Consequently the Council is required to carry out a rigorous procedure to change a speed limit.

7) Consistency with existing policy

This report is consistent with existing WCC policy.