

REPORT 6
(1215/52/IM)

PROPOSED SPEED LIMIT REDUCTION: KELBURN 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 Upland Road in the Kelburn 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 Kelburn 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, New Zealand Transport Agency (NZTA) and the New Zealand Automobile Association (AA) are all 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 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 limit as stated in the table below on the following section of road in Kelburn.*

Table 1: Proposed speed limit for Kelburn shopping centre

| | | |
|--------------------------------|-------------------------------------------------------------------------------------------------------------|---------------|
| Kelburn shopping centre | <i>Upland Road from its intersection with St Michaels Crescent to its intersection with Plunket Street.</i> | <i>30km/h</i> |
|--------------------------------|-------------------------------------------------------------------------------------------------------------|---------------|

Note the results of the public consultation process: i.e., 185 submissions were received for Kelburn shopping centre of which 70 supported the proposal, 81 were in support but want the area extended, 26 were opposed, 3 support 40km/h, 2 support 40km/h with the area extended, 1 supports 70km/h, and 1 was conditional.

3. *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.*
4. *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 limit 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 Kelburn 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 Kelburn 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 Kelburn shopping centre

| Upland Road | Total weekly volume | 7 day average AADT | 85 th % Speed | Mean Speed |
|--------------------|---------------------|--------------------|--------------------------|------------|
| | 97,676 | 13,954 | 38km/h | 31km/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 22 reported crashes in the Kelburn 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 Kelburn 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 safest environment for pedestrians and all road users is when operation speeds are compatible with that environment, for example in a high pedestrian area such as Upland Road speeds of motorists need to be matched to the needs of the pedestrian.

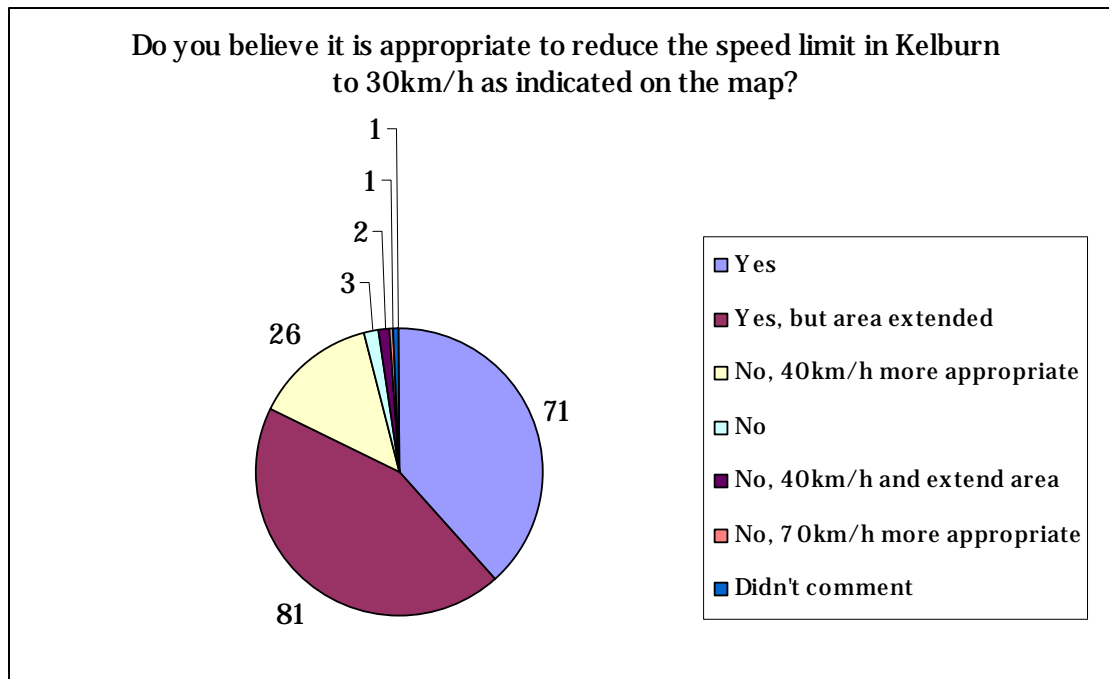
Council officers have been working with the local community to better link residents from Highbury to Kelburn shopping centre. A recently installed roundabout and pedestrian crossing currently being constructed will encourage more active modes of transport to the Kelburn shops, and nearby Kelburn Normal School.

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 conscious that the local business community have made it clear 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 185 submissions were received of which 152 support the proposed 30km/h speed limit. Of the 152 submissions that were in support, 81 would like to see the area extended.



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. Extend to Boundary Road (47 submitters)
 2. Extend to Kowhai Road (10 submitters)
 3. Extend from Glasgow Street to Boundary Road (4 submitters)
 4. Extend from the Cable Car to the Viaduct (3 submitters)
 5. Extend to Glen Road (3 submitters)
 6. Extend to Raroa Road (2 submitters)
 7. Extend to Mariri Road (1 submitter)
 8. Extend to the Cable Car (1 submitter)
 9. Extend to include the Viaduct (2 submitters)
 10. Extend from Cable Car to Boundary Road (1 submitter)
 11. Extend from the Viaduct to Grove Road/Glasgow Street (3 submitters)
 12. Extend from Plunket Street to the bottom of Kelburn Parade (1 submitter)
 13. Extend from Glen Road to Boundary Road (1 submitter)
 14. Extend to the other side of St Michaels intersection (1 submitter)
 15. Extend from Glen Road to Kowhai Road (1 submitter)
- **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 40km/h and extend area** = Submitters agreed with lowering the speed limit but only to 40km/h, not the proposed 30km/h and want the area extended.
- **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.
- **Disagree** = Submitters were against the entire proposal to reduce the speed limit to 30km/h. Of the 26 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, the area feels safe now for pedestrians and it would increase travel time into the city.

The results demonstrate strong community support for the proposed changes.

Submitters were also given the opportunity to have their submission heard and 11 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) Jan Hassan as an individual
- 3) Georgina Preston on behalf of Kelburn Play Centre
- 4) Patrick Morgan on behalf of Cycle Aware Wellington
- 5) Paula Warren as an individual
- 6) Ellen Blake on behalf of Living Streets Aotearoa Inc.
- 7) Gilbert Sanseau as an individual
- 8) Fiona Jagose as an individual
- 9) Nicola Wills on behalf of Kelburn Normal School
- 10) Senior Sergeant Richard Hocken on behalf of Wellington Police
- 11) Alex Gray on behalf of the NZ automobile Association

Below is a summary of the main points each submitter made at the oral hearings:

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.

Jan Hassan:

- Wants zone extended from Glen Road/Grove Road to Boundary Road.
- A narrow area with a lot of cyclists, pedestrians and cars/trucks and unusual angles coming out of Grove Road which makes turning on to Upland Road difficult.
- Cars fail to stop at the Glen Road pedestrian crossing.
- Upland Road has high pedestrian usage.
- Lower speed zone will assist in making the area safer for cyclists.
- Road resealed two years ago and already severely rutted and damaged, particularly at curves and believe it is due to heavy fast vehicle flows.

Officer's response:

- Extending the speed limit east of St Michaels Crescent to Glen Road will dilute the impact reduced speeds will have for the shopping centre. Motorists will see little change in the environment if the speed limit was to start at Glen Road and the risk is motorists will speed up entering the shopping centre.
- Extending the speed limit to Boundary Road is covered in part 5.1 of this report.
- The pedestrian crossing in Glenn Street has recently been upgraded with wider waiting areas for pedestrians. There is no known accident history at this crossing.

Georgina Preston:

- Wants zone extended to Boundary Road including Kowhai Road as well.
- If not extended they believe the vehicles will speed up towards the school coming out of the shopping centre.
- Pedestrian crossing on Upland Road adjoining Kowhai Road is frequently ignored by motorists. They drive straight through in the non school patrol times even when pedestrians are clearly waiting to cross. This is likely to be exacerbated if they are speeding up as they come out of the 30km/h zone.
- Kelburn Normal School has an entrance on Boundary Road as well as Kowhai Road. This means children are approaching the school from multiple directions.
- Proposal failed to take into account the fact that the school is not the only destination for children walking in the area. Children are moving around the area in Kowhai Road and Upland Road throughout the day not just school start and finish times.
- Kelburn Play Centre has families coming in and out throughout the day.
- It would be much simpler and more cost effective with a far more immediate impact on pedestrian safety to reduce the speed throughout Upland Road and Kowhai Road.
- It fits in with Council's Walking Policy.
- No disadvantage to drivers.
- Traffic safety for the wider Kelburn community will best be enhanced by extending the zone. We urge Wellington City Council to extend the 30km/h zone accordingly.

Officer's response:

- The request to extend the 30km/h speed limit to incorporate the nearby Kelburn Normal School and play centre came through strongly in the submissions received. Officers response to the debate as to whether nearby local schools should be incorporated when consulting on lower speed limits in suburban shopping centres is covered in part 5.1 of this report.

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.
- Advocate for extensions on Upland Road to the Glenmore Street Bridge.

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).
- Extending the speed limit to Glenmore Street Bridge will dilute the impact speeds will have for the Kelburn shopping centre.

Paula Warren:

- As a pedestrian Kelburn shops doesn't feel connected. It isn't attractive to visit.
- Make more attractive and more connected to Tinakori Road.
- Extend zone potentially to the Botanical Gardens.
- No information at the top of the cable car to direct people to shops. You could install tiles like the ones on Courtenay Place.
- Lower the speed over a bigger area to make the community centres more connectable and more attractive to people to visit.
- Where there is opportunity separate the community centres from arterial routes.

Officer's response:

- The lower speed limit concentrates on shopping centres where pedestrians are most at risk of injury. The consultation for lower speeds concentrates on suburban shopping centres throughout Wellington and is not looking at an area wide lower speed limit. On our forward speed limit priority programme lower speeds will be addressed on an area wide basis.
- Officers believe there is no opportunity to separate Kelburn shopping centre from its arterial route (Upland Road) due to its topography.

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 as far as the Cable Car.

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 Cable Car would dilute the effect of lowering speeds in Kelburn shopping centre.

Gilbert Sanseau:

- Lower speed would make Kelburn feel nicer and have 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.

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.

Fiona Jagose:

- Finds it difficult to cross the road in Kelburn.
- Upper Raroa Road there is issues with speeding cars late at night, especially in the weekend.
- Would like to see the zone extended to include Kelburn Normal School.
- The pedestrian crossing is often ignored when school patrollers are out.
- Camera surveillance would be useful so you were able to identify vehicles if needed that are breaking the law.
- Lower speeds will make Kelburn's roads safer for all.

- Would like to see all of Kelburn 30km/h.
- Always a lot of road repairs being carried out for wear and tear. Would like these explained why they are being done in the future.

Officer's response:

- The pedestrian crossing being installed on Raroa Road is to better link local residents to the Kelburn shops.
- There have been no recent reports of speeding cars in Raroa Road and no accident history reported.
- Extending the boundary to include Kelburn Normal School is covered in part 5.1 of this report.
- Lowering speeds in all of Kelburn to 30km/h is not an option officers are currently looking at.

Nicola Wills:

- Would like the zone extended to include Boundary Road.
- Extremely busy at peak drop off and pick up times.
- A large amount of vehicles are moving in and out of the cul-de-sac.
- Children counted vehicles this morning for 25 minutes and they totalled between 250 -300.
- Believes that cars will speed up heading towards the school pedestrian crossing if the zone isn't extended.
- It is a narrow stretch of road with a lot trees, the visibility is odd and it is hard to see along here.
- A student was hit here last year and quite seriously injured, wasn't on the crossing but was due to walking out between parked cars and a vehicle moving out hit them. Narrowness and parked cars add to the issue.

Officer's response:

- The request to extend the 30km/h speed limit to incorporate Kelburn Normal School and the play centre came through strongly in the submissions received. Officers response to the debate as to whether nearby local schools should be incorporated when consulting on lower speed limits in suburban shopping centres is covered in part 5.1 of this report.
- Narrowness of parked cars keeps speeds down but a review of the existing parking can be carried out to see if any of the current parked vehicles are causing safety issues.

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.
- It is logical to start the zone from St Michaels Crescent and end it at Plunket Street. Satisfied that this covers the shopping area.
- Will make no recommendation whether to extend the area or not but would like to point out that to extend the zone both dilutes the veracity of

the environmental signage and overrides the decision made earlier this year by Committee to manage speed around schools with speed indicator signs rather than blanket speed restrictions.

- Police feel extending Aro Street wasn't successful as the extended area isn't recognised as being part of the shopping zone.
- Police are able to enforce any sized stretch of road where appropriate.

Officer's response:

- Officers work closely with Police when proposing the boundaries in shopping centres. Police have no firm views on the proposed extension to include Kelburn Normal school but agree that St Michaels Crescent is the correct intersection to start the 30km/h boundary.

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.
- Upland Road presents a conundrum but will support if the appropriate if the gateways are improved as stated above.
- 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.
Officers do not recommend installing raised platforms on arterial routes or on bus routes (Cleveland Street).

5.1 Extending the speed limit to incorporate Kelburn Normal School

Council officers do not recommend extending the 30km/h speed limit to include Kelburn Normal School as a large number of submissions have suggested as it would dilute the impact the lower speed limit 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.

Officers will work with Kelburn Normal School to examine what is required to encourage more active modes to school. This may mean that pedestrian safety needs to be improved through the installation of active school warning signs and/or engineering changes.

If Committee were of a mind to extend the proposed permanent 30km/h limit to include Kelburn Normal School then a further four week consultation with both affected residents and key stakeholders would be required.

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

The AA would only support the lower speed limit if improved gateway treatment to the current treatment was introduced.

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 or making any changes to the way the gateway treatments that we have implemented in other suburban shopping centres.

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 by 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 Kelburn 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 community.

The Committee is requested to recommend to Council that it approves the proposed changes to lower the speed limit to 30km/h through the Kelburn 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.