

CENTRAL CITY SAFER SPEED LIMIT HEARINGS SUBCOMMITTEE



AGENDA

TUESDAY 5 AUGUST 2014

1.00PM

**Committee Room One
Ground Floor, Council Offices
101 Wakefield St
Wellington**

MEMBERS:

Mayor Wade-Brown
Councillor Foster (Chair)
Councillor Lee
Councillor Pannett
Councillor Young

NON VOTING MEMBERS:

A representative from the Port Nicholson Block Settlement Trust
A representative from Te Runanga o Toa Rangatira Incorporate

QUORUM: 3 members

NOTE: The reports contained in this agenda are for consideration and should not be construed as Council decisions or policy unless and until adopted. Decisions of the Council can be accessed in the minutes at this link <http://wellington.govt.nz/your-council/meetings/meetings-calendar?y=2014&m=7&filter=Central-City-Speed-Limits-Hearings-Subcommittee&nextMeeting>



CENTRAL CITY SAFER SPEED LIMIT HEARINGS SUBCOMMITTEE

General Purpose:

The Subcommittee has responsibility to consider written and hear oral submissions on the proposed Central City Safer Speed Limit and make recommend final changes to the Transport and Urban Development Committee.

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Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803 8334, faxing 801 3020, e-mail: public.participation@wcc.govt.nz or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about.

Electronic copies of the reports to be presented at this meeting can be accessed on our website:
<http://wellington.govt.nz/your-council/meetings/meetings-calendar?y=2014&m=7&filter=Central-City-Speed-Limits-Hearings-Subcommittee&nextMeeting=y>



PROPOSED SAFER SPEED LIMIT: WELLINGTON CENTRAL AREA

1. Purpose of Report

To seek the Subcommittee's agreement to recommend to the Transport and Urban Development Committee that it requests Council approve the introduction of a safer speed limit of 30km/h on a number of inner city streets within the Wellington central area.

2. Executive Summary

In 2012 the Strategy and Policy Committee asked that officers first secure funding and then undertake the necessary consultation to introduce a safer speed limit in the wider central area. In adopting the 2013/14 Annual Plan the Council made provision of \$40,000 for consultation following strong support for its inclusion from submitters to the draft Annual Plan.

Public consultation was undertaken earlier this year as required by both the speed setting rule and our Bylaw. A subcommittee of the Transport and Urban Development Committee was set up to hear oral submissions to the proposal and to make a recommendation back to the Committee.

Key stakeholders including the New Zealand Police, the New Zealand Transport Agency, Greater Wellington Regional Council, Regional Public Health and cycling and walking advocate groups are supportive of lowering the speed limit to 30km/h.

General public submissions are divided, however an independent research survey undertaken shows good support from Wellingtonians for the proposal.

The proposed speed limit reduction complies with the criteria specified in the Land Transport Rule: Setting of Speed Limits (2003) and is consistent with the safe system approach to managing our responsibilities on our network as envisaged in the Government's *Safer Journeys* Road Safety Strategy.

3. Recommendations

Officers recommend that the Central Area Speed Limit Subcommittee:

1. *Receive the information.*
2. *Note the results of the public consultation process.*
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. *Recommend to Transport and Urban Development Committee that it requests Council make a resolution under Part 6 of the Wellington City Consolidated Bylaw to set the speed limit at 30km/h on central city streets as consulted on, and shown on the Safer Central City Speed Limit Proposal detailed map.*
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 Council's Speed Limit Plans cease to have effect.*

4. Background

4.1 Context

'Safer Speeds' is one of the four pillars of *Safer Journeys*, New Zealand's road safety strategy 2010-2020. In line with national strategy, the Wellington City Council has adopted a city wide approach to setting speed limits to more appropriate levels. This is based primarily on road classification and location, with a high priority on reducing and ultimately eliminating fatal and serious crashes on the city's roads. This translates into the following approach to speed limit setting:

- State Highways – no change
- Arterial /Principal Routes – substantially to remain at 50km/h
- Residential areas – 40km/h
- Shopping areas (areas with high pedestrian and parking movements) – 30km/h.

To date, a safer speed limit of 30km/h has been introduced in 11 out of 21 suburban centres, as well as the Golden Mile.

In December 2012, officers proposed the speed limit along the Golden Mile be lowered further to 20km/h. The Strategy and Policy Committee voted against this proposal, but agreed to: "*Consult on a possible reduction in the speed limit across the Central City (except for the arterial roads) to either 30km/h or 40 km/h*".

In response to this, officers have conducted detailed analysis of traffic volumes and speed data in the central city. There is a perception that many crashes occur along the Golden Mile, and mainly involve pedestrians and buses. The reality is that crashes happen throughout the central city and involve buses, cars, pedestrians and cyclists. From 2008-2012 there were 766 crashes in the central city, 531 of which occurred outside of the Golden Mile itself and 117 of those 531 resulted in injuries.

There is compelling road safety research suggesting that a 50km/h speed limit is too high for busy city centres where many people walk and cycle. Small reductions in speed can have a major effect on a person's chances of survival. A pedestrian hit by a vehicle travelling 30km/h has on average 85% chance of surviving compared with 30% survival at 50km/h. It all comes down to physics; a car travelling at 30km/h only needs around 13m to stop, whereas a car travelling at 50km/h needs around 28m to stop – an extra 15m.

On our busy central city streets that extra 15m can be critical.

Officers therefore propose a 30km/h speed limit for most central city streets, including parts of Te Aro, the Cuba, Courtney and Lambton precincts and part of the Terrace. The speed limit would stay at 50km/h along the main arterial routes: Jervois Quay, Customhouse Quay, Waterloo Quay and Cambridge and Kent Terraces, Vivian Street, Cable Street and part of Wakefield Street. A detailed map of the proposed area can be found as Attachment 1.

We expect that lowering the speed limit will reduce the number and severity of crashes, making the central city safer, particularly for pedestrians and cyclists. While road safety improvements are the main outcomes sought from this change, a 30km/h speed limit will also improve air quality over time and reduce ambient vehicle noise, providing a quieter, more pleasant environment to shop and do business.

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.

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 are regularly undertaken on all roads in the Central Area. The data from these surveys, together with the data available to us in the New Zealand Transport Agency's Crash Analysis System database, has been analysed in putting this proposal together. A copy of the data can be found at Attachment 2.

5. Discussion

General Public 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 between 4 February and 9 March 2014 on the proposal for a safer central city speed limit, extending the limit that already applies along the Golden Mile to a wider area.

A consultation brochure was distributed to every Wellington City rate payer via the January 2014 rates mail out, as well as a targeted mail delivery to every directly affected resident and/or business within the proposed area.

A total of 734 submissions were received, 713 from individuals and 20 representing various organisations. A summary of the submissions received is outlined below.

	<i>Yes</i>	<i>Yes, with amendments</i>	<i>No</i>
Do you agree with the introduction of a 30km/h speed limit in central Wellington as shown on the map?	247	119	368

Note:

- **Yes** = Submitters agreed with the entire proposal and support the speed limit being reduced to 30km/h.
- **Yes, with amendments**= Submitters agreed, in principle, to the speed limit being reduced but wanted amendments including extending the area, excluding particular streets, reducing the speed limit below 30km/h, reducing the speed limit to 40km/h instead of 30km/h.
- **No** = Submitters were against the proposal to reduce the speed limit to 30km/h.

Breakdown of organisation submissions received:

Number of submissions received on behalf of Organisations: 20

Organisations in support of the proposed safer speed limit:

- NZ Police
- NZ Transport Agency (NZTA)
- Greater Wellington Regional Council
- Ora Taiao: The New Zealand Climate and Health Council
- Regional Public Health
- Cycle Advocates Network (CAN)
- The City is Ours Inc.
- Cycle Aware Wellington (CAW)
- Living Streets Aotearoa
- Wellington City Youth Council
- Sustainable Cities
- Public Health Association, Wellington Branch
- Kennett Brothers Ltd
- The Architectural Centre

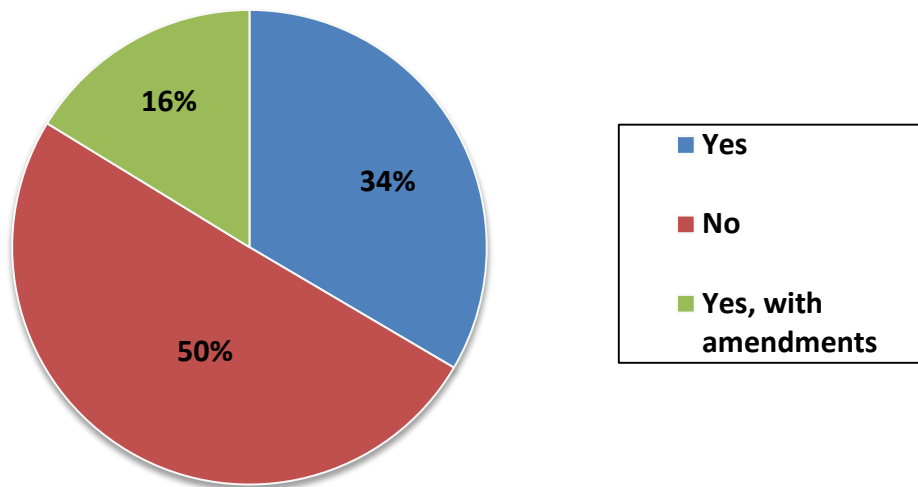
Organisations who disagree with the proposal:

- NZ Automobile Association (AA).
- Wellington Employers Chamber of Commerce (WECC)
- Johnsonville Community Association (JCA)
- Bike Riders Organisation NZ (BRONZ)
- Capital City Motors Ltd
- Primestar Foods Ltd

Summary of responses to question asked in the consultation:

The following graph summarises the submissions and shows a 50/50 split between those who support the safer speed limit proposal in some form and those who disagreed with the proposal.

Public Consultation Submission Summary



Key themes that came through in the 50% that are in favour, or in favour with amendments were:

- Restrict the hours to which the safer 30km/h speed limit will apply. Exclude evenings, and/or weekends.
- Fully support the proposal but please increase streets / area that is included for the 30km/h safer speed limit
- Great move, but go one step further and make the inner city a car free pedestrian zone
- Support the proposal but would like one or more of the included streets to remain at 50km/h
- Would support the lowering of the speed limit, but feels that 40km/h is a better fit

Key themes present in the 34% of submissions that were not in favour included:

- The issue is with jay-walking. Pedestrians are the ones at fault by stepping out in front of vehicles – don't punish motorists
- It will lead to increased congestion, travel delays and subsequent frustration, therefore has the potential to cause more crashes rather than less
- Use the money to educate pedestrians / cyclists instead. That will be a better spend and achieve the same or even a better result.
- This will increase pedestrian complacency and make the problem worse
- This is a waste of rate payer money. Either there is no need for this action in the first place, or it won't make a difference
- This will kill the CBD and businesses in the area – people will choose to go elsewhere: the suburbs, Lyall Bay, Porirua, Queensgate.

Oral submission hearings

Submitters were also given an opportunity to have their submission heard by Councillors. Submissions were presented to the Central City Safer Speed Sub-Committee, a sub-committee formed from members of the Transport and Urban Development Committee, on Tuesday 1 April 2014.

A total of 21 submissions were heard, six of which were from organisations, and 15 from individuals.

Those who spoke in support, or in support with amendments for lowering the speed limit to 30km/h:

- Patrick Morgan, on behalf of Cycle Advocates Network
- Senior Sergeant Richard Hocken, on behalf of NZ Police
- Ellen Blake, on behalf of Living Streets Aotearoa
- Eleanor Meecham, on behalf of Cycle Aware Wellington
- Dr R Scott Metcalfe, on behalf of Ora Taiao: The New Zealand Climate and Health Council
- Liz Springford, as an individual
- Russell Tregonning, as an individual
- Roland Sapsford, as an individual
- James Burgess, as an individual
- Julian Boorman, as an individual
- Martin Ehrenstein, as an individual
- Chris Horne, as an individual
- John Gordon, as an individual
- Alistair Smith, as an individual

Those who spoke against lowering the speed limit to 30km/h:

- Michael Gross and Dylan Thomsen, on behalf of NZ Automobile Association
- Stefan Collins, as an individual
- Ifor Owens, as an individual
- Kent Duston, as an individual
- Terence Poynter, as an individual
- Lorraine Allison, as an individual
- Catharine Underwood, as an individual

Independent survey of Wellington city residents

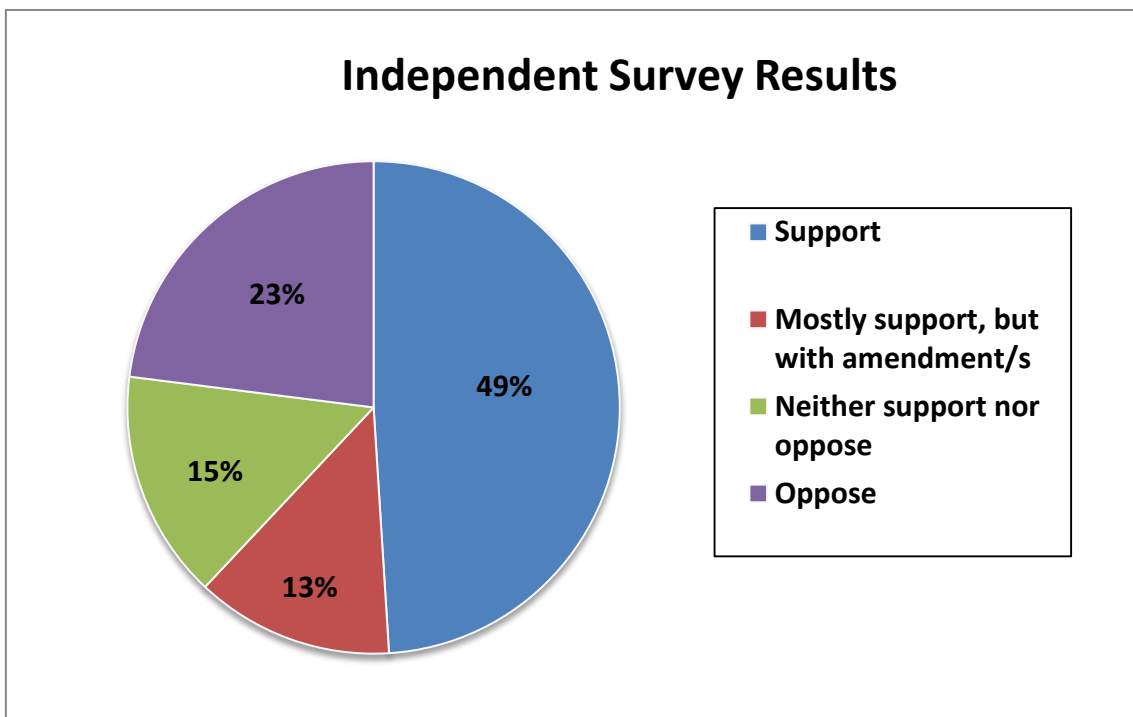
In parallel with the general public consultation, officers also engaged survey company Nielsen to carry out an independent, structured survey and analysis with the intention of assessing the level of public support for the proposed speed limit changes with a far higher level of confidence than a conventional consultation process could be expected to deliver.

A total of 371 residents completed the survey, of which 356, or 96%, travel into the city centre at least once a week, and 292, or 79%, are drivers.

The results from this independent survey differed considerably from the general public consultation, with 49% of respondents supporting the proposal, and only 23% opposing. When combining those who fully support the 30km/h speed limit with those who mostly support, but would like it amended in some form, overall support increases to 62% for and 23% against.

The results are accurate to within +/- 4.4%.

	<i>Support</i>	<i>Mostly support, but would like it amended</i>	<i>Neither support nor oppose</i>	<i>Oppose</i>
Do you support or oppose this proposal to reduce the speed limit to 30km/h in the central city?	49%	13%	15%	23%



A full copy of the independent report 'Safer Speed Limit: An insight into City Residents' opinions, prepared by Nielsen can be found at Attachment 3.

Officer's comments

Following the sub-committee's oral submission hearings, sub-committee members met with officers and raised a number of queries and concerns that reflected common themes from both the written and oral submissions. Officers have responded to those queries as follows:

1. Where has this come from and why now?

In August 2010 officers brought a report to the Strategy and Policy Committee on how Wellington city could contribute to the new national *Safer Journeys Road Safety Strategy*.

Officers proposed that to be consistent with international best practice and to build on the work already undertaken in the city, that an approach of area wide safer speed limits be adopted. This included a blanket 40km/h limit for all residential streets, 30 km/h on all shopping streets such as suburban centres and the central city and to leave the arterial and principal roads at their current speed limit.

When looking at the crash savings over the entire city the central city exhibited the greatest potential for crash savings if the speed limit were to be lowered.

As a result of that report, Committee instructed officers to proceed with a city wide engagement on the proposal with a view to implementing the changes the following financial year if it were to be approved. Before consultation could begin, the \$1.5m required to implement the changes the following year was reprioritised and shifted to 2017/18.

In late 2012, while considering a proposal to address pedestrian crashes on the Golden Mile by setting a speed limit of 20km/h, Committee heard many submissions suggesting that the problem of pedestrian safety was not just limited to the Golden Mile and that Council should more appropriately extend the safer speed limit rather than further lower it on only a small part of the Central Area (i.e. the Golden Mile). The Committee then instructed officers to bring forward the consultation on a wider central area safer speed limit.

2. History of lower speed limits in the city

In 2003 the Government, in response to pressure from local government, allowed road controlling authorities to set their own speed limits for the first time, including the ability to set a speed limit less than 50km/h.

The Council and the local community had been asking for some time that central government set more realistic speed limits on a number of our roads. When the new rules were approved, Wellington City took the necessary steps to introduce safer speed limits in Makara/Ohariu, Hutt Road and Lambton Quay and, as part of our Safer Roads project, in all of our suburban centres. To date we have 11 of 21 centres operating with a 30km/h speed limit.

We have also introduced 40km/h speed limits in Oriental Bay and around the northern section of the Miramar peninsula in response to public concerns.

3. Where do the key stakeholder organisations stand?

As per the summary above, the following key stakeholders support the proposal:

- New Zealand Transport Agency
- New Zealand Police
- Greater Wellington Regional Council
- Regional Public Health
- Cycle Aware Wellington
- Living Streets Aotearoa

One key stakeholder, the NZ Automobile Association, made a submission against the proposal.

4. What are the crash impact and survivability rates based on speed of vehicle involved?

As stated earlier

- A pedestrian hit by a vehicle travelling 30km/h has a roughly 85% chance of surviving.
- At 50km/h the survival rate is only about 30%.

(Pedestrian Planning and Design Guide – Land Transport NZ 2007)

Furthermore:

- A car travelling at 50km/h takes approximately 28m to stop
- A car travelling at 30km/h only needs 13m to stop

A simple rule of thumb that can be applied (Nilsson, 1981):

If the average vehicle speed is changed by x%.

- The accident risk is changed by 2 times x%,
- The injury risk is changed by 3 times x%,
- The fatality risk is changed by 4 times x%

5. Where else is the safer speed limit being implemented? What difference has this made?

In April 2014, Officers conducted additional research to provide the most up to date information on the use of lower speed limits in other cities both in NZ and overseas. A summary of some of the key findings is as follows:

- There are now over 2150 20mph (30km/h) speed limits and zones in the United Kingdom, with over 400 zones in London alone.

- 30km/h zones are commonplace in city centres throughout Europe including Austria, Denmark, Germany and the Netherlands.
- More recently Belgium, France, Hungary, Poland, Slovenia have been increasing their number of 30km/h zones.
- Cities such as Barcelona, Graz, Munich and Stuttgart now have more than 80% of their residential streets with a speed limit of 30km/h (or less).
- The City of London is introducing a 20mph (30km/h) speed limit throughout the “Square Mile”
- The Mayor of Paris has recently announced a plan to make most of the streets in the city subject to a maximum speed of 30km/h
- The City of Bristol in the UK is introducing a 20mph (30km/h) speed limit on all roads in the central city
- Further examples can be found in in Canada and the United States, including New York.
- Here in New Zealand, safer speed zones in central city areas have already been introduced in New Plymouth and Hamilton. Dunedin is looking to make their recently completed lower speed limit trial permanent, and both Christchurch and Auckland have a 30km/h central city speed zone in their forward transport plans.
- While the average speed reduction is often quite small (between 1.5 and 3km/h) there are documented reductions in traffic crashes ranging from 10% - 50%.
- Examples of reported reductions following the implementation of a 20mph safer speed zone include: Portsmouth, with a total crash reduction of 21%; Warrington, Cheshire with a 25.5% reduction in injury collisions and Newcastle, which saw a 24-50% reduction in car related accidents in the first 12 months.

It can be seen from the above information that lower central city speed limits are now essentially mainstream best practice among progressive cities, and Wellington should be seen to be, if not a leader in the field, at least not left behind in terms of its urban transport planning.

6. What are the links to safer journeys, and does NZTA support this?

A core pillar of the government’s *Safer Journeys Road Safety Strategy* is speed management. Strong emphasis is now being placed on matching speed limits to road type and use, that reflect world’s best practice and recognise the limitations of the human body to withstand specific crash types. In busy urban centres the focus is on preventing fatal and serious injuries to pedestrians and cyclists

7. Will a lower speed limit be enforced by the Police?

Yes, when negotiating the 2014/15 road safety action plan, Wellington Police have agreed to increase speed enforcement including the safer speed areas.

8. What other, complementary actions are being done in conjunction with the safer speed limit?

We deliver ongoing targeted road user, safety education campaigns. Current campaigns include:

- ‘*Think. Look. Cross*’ campaign, targeting pedestrians distracted when crossing the road.
- ‘*Stop on Red*’ campaign, encouraging drivers to rethink their behaviour at intersections. This is being run in conjunction with the NZ Police who are targeting enforcement of this offence in the central city area.

Red light cameras have now been approved for use in New Zealand subject to Police funding their installation. Wellington will have one of the first cameras installed at the Karo Drive/Victoria Street intersection.

Wellington’s first countdown pedestrian signal has been installed at the crossing point from Post Office Square over Jervois Quay. This allows pedestrians to more accurately gauge whether there is enough time to complete their crossing safely. A programme has been put in place to continue the roll-out at other intersections where pedestrians have to negotiate wide carriageways.

If the central area safer speed area is approved a targeted safety education campaign will be undertaken at the time of introduction.

9. How will we measure if this is successful?

On average, a minimum of three and preferably five years of crash data is required before any statistically reliable patterns can be determined when a major safety intervention is made. However experience both in NZ and overseas give us confidence that we will achieve worthwhile reductions in both the number and severity of crashes.

Other measures to consider would be to survey residents’ perceptions of with safety when in the central area as a pedestrian or cyclist.

10. What are the benefits for cyclists?

The *New Zealand Cycle Network Planning and Design Guide* adopts internationally accepted best practice that states it is suitable for cyclists to share a traffic lane with moving vehicles when traffic levels and/or vehicle

speeds are low. As speed and volume increase, separation is called for, firstly by marked lanes adjacent to the through traffic lanes and then further by separated bike lanes or protected bike lanes.

In the central city we have a situation where numbers of cyclists and vehicles are both significant but where segregated cycle lanes are difficult, if not impractical. In this case it can be argued that it is essential to manage traffic speeds down as far as practicable to create the safer road environment for cyclists.

With a speed limit of 30km/h and a volume of 4500 vehicles per day, it becomes a suitable, safer solution for cyclists to share a traffic lane with vehicles. If a 50km/h speed limit were to remain, separation, which could require parking removal, would be needed.

11. What difference is this really going to make. Some roads are already at 30km/h and there are lots of dead end streets?

Committee have made it clear that they wish to see speed limits set in a consistent manner where motorists are not being subjected to a number of changes in speed. This view was also reiterated in the consultation results. To achieve this it is proposed to provide a blanket 30km/h speed limit, comprising of all streets including those that are dead end and clearly not able to achieve travel speeds over 30km/h.

A legal speed limit of 30km/h will deter the minority who drive too fast for the conditions. It will also result in a reduction in average speed where each small change can provide disproportionately strong safety gains.

12. Why is a part-time-hours application of the 30km/h speed limit not viable?

While 'part time' speed limits are permitted under New Zealand law, the signs used must be electronic variable signs similar to those used on the Urban Motorway or Ngauranga Gorge.

Councillors and the general public have asked for clear and consistent speed limits across the city. Implementing a variable speed zone would be complex and likely increase confusion for all road users.

Furthermore, variable signage comes with a very expensive price tag and would be required at every entry/exit point of the proposed area, which is not economically viable.

Officers do not believe the use of variable electronic signs is appropriate in the central business district. Pedestrians and other vulnerable road users need to be safe 24/7.

13. What about jay-walkers, why not punish them instead of motorists?

We believe the best approach is to focus on educating pedestrians on the hazards of unsafe behaviours as a way of both reducing those behaviours and enhancing their safety.

As detailed above a targeted pedestrian distraction campaign is currently underway.

As well as the proposed road safety improvements, international research on reducing speed limits to 30km/h has shown significant 'sense of place' benefits including better air quality and reduced noise pollution.

14. Why can the area not be extended as some submitters suggested?

Legally we would have to go through the public consultation process again. Detailed studies of traffic volume and speed data have identified the specific area proposed to achieve the optimum result for pedestrians, cyclists and motorists. An extension of the proposed safer speed limit could be considered at a later stage.

15. What will the impact on travel time be?

Overseas evidence shows that in an urban environment, journey times are influenced more by the amount of time stopped or slowed at intersections, pedestrian crossings, traffic lights etc. rather than the speed limit. With regard to public transport, it is boarding times that exert a far greater influence on journey time than the speed limit.

Any increase in journey times resulting from reduced speed limits will be minimal. The crash and injury reductions and other benefits far outweigh any small increases in journey time.

Research from Bristol (UK) extensively reviewed popular routes through the city and showed under one minute of extra journey time over an 8km trip with a 30km/h speed limit compared to a 50km/h speed limit.

Funding of up to \$250,000 has been allocated from the 2014/15 Cycle Network Budget. If the proposal were to be approved we would expect that the physical works be undertaken over the quieter period post-Christmas to reduce any impact on retailers, the speed limit would then come into force at a nominated date in the New Year with an associated awareness campaign.

6. Conclusion

The key benefits of introducing a safer speed limit of 30km/h in the Wellington central area are to improve pedestrian safety, reduce the number of crashes and encourage more active modes of transport. With numerous cities around the world having already adopted or plan to adopt a 30km/h speed limit, there is a robust body of international evidence that supports this proposal.

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 is consistent with the Governments Safer Journeys road safety strategy.

The Sub-Committee is requested to recommend to the Transport and Urban Development Committee that it requests the Council to approve proposed changes to lower the speed limit through the central area as detailed in the recommendations.

Contact Officers: *Paul Barker, Manager Safe & Sustainable Transport & Steve Spence, Chief Transport Planner*

Attachments:

Attachment 1 – Safer Central Speed Limit Proposal

Attachment 2 – Central City Safer Speed Limit Proposal – Supporting Data

Attachment 3 – Safer Speed Limit, An Insight into City Residents' Opinions by Nielsen

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 Minor Safety Improvements.

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.

SAFER CENTRAL CITY SPEED LIMIT PROPOSAL

Attachment 1



SUBMISSIONS CLOSE SUNDAY 9 MARCH

STREET	DESCRIPTION
ALLEN STREET	Entire length
ALPHA STREET	Entire length
BALLANCE STREET	Entire length
BARNETT STREET	Entire length
BLAIR STREET	Entire length
BOND STREET	Entire length
BOULCOTT STREET	From the Willis Street intersection to The Terrace
BOWEN STREET	From the Lambton Quay intersection to The Terrace
BRANDON STREET	Entire length
BUNNY STREET	Entire length
CHAFFERS STREET	Entire length
CHRISTESON LANE	Entire length
CHURCH STREET	Entire length
COLLEGE STREET	Entire length
CORNHILL STREET	Entire length
CUBA STREET	From the Ghuznee Street intersection to Vivian Street
DIXON STREET	From the Taranaki Street intersection to Willis Street
EBOR STREET	Entire length
EDWARD STREET	Entire length
EGMONT STREET	Entire length
EVA STREET	Entire length
FARMERS LANE	Entire length
FEATHERSTON STREET	Entire length
FELTEX LANE	Entire length
FORRESTERS LANE	Entire length
FURNESS LANE	Entire length
GARRETT STREET	Entire length
GHUZZEE STREET	From the Taranaki Street intersection to Victoria Street
GILMER TERRACE	Entire length
GREY STREET	Entire length
HALLEYS LANE	Entire length
HARRIS STREET	Entire length
HOLLAND STREET	Entire length
HUNTER STREET	Entire length
INGLEWOOD PLACE	Entire length
JESSIE STREET	Entire length
JOHNSTON STREET	Entire length
LEEDS STREET	Entire length
LOMBARD STREET	Entire length

Attachment 1

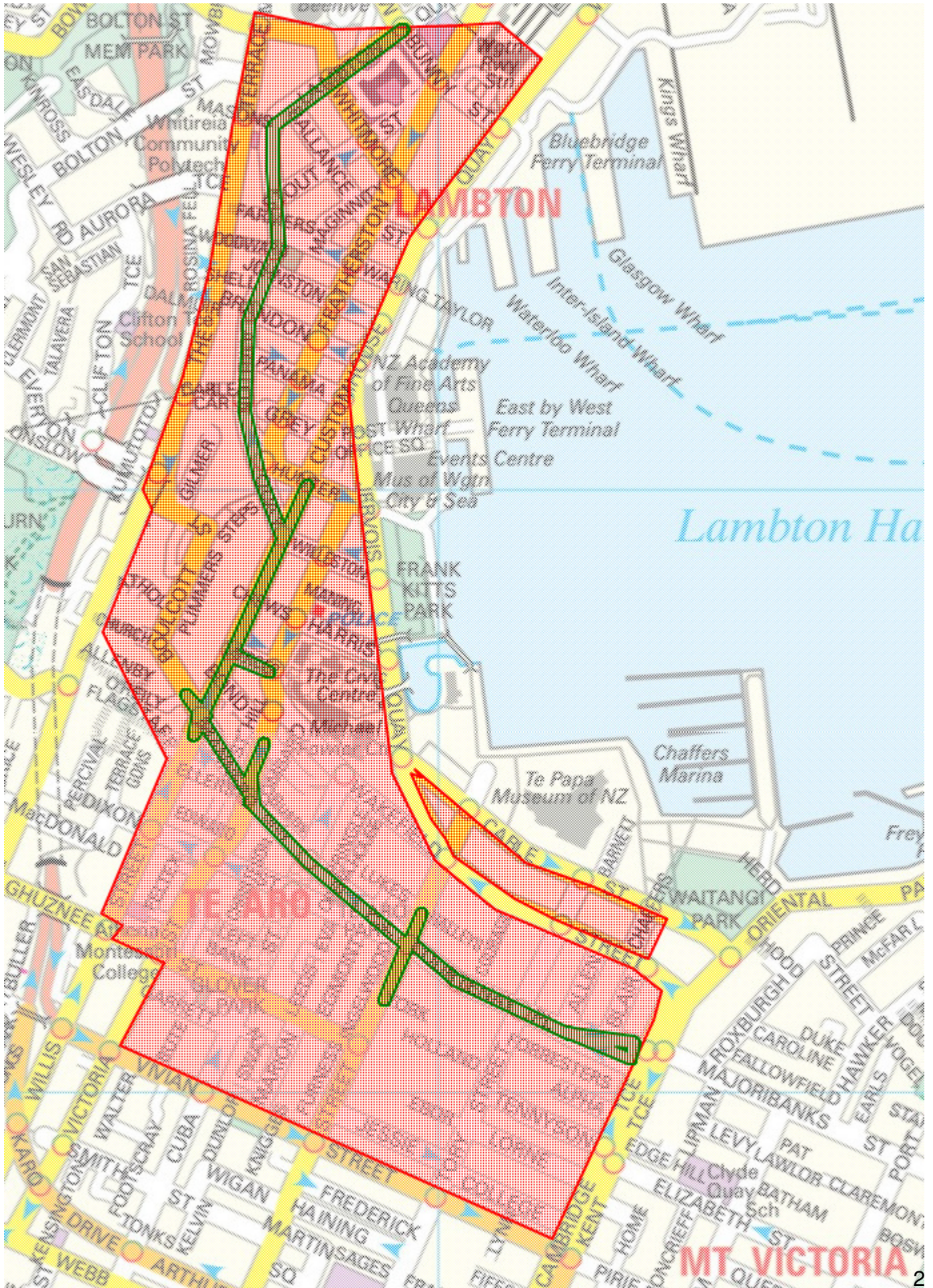
LORNE STREET	Entire length
LUKES LANE	Entire length
MAGINNITY STREET	Entire length
MANING LANE	Entire length
MARION STREET	Entire length
MARKET LANE	Entire length
PANAMA STREET	Entire length
ROSINA FELL LANE	Entire length
SERVICE LANE	Entire length
SHELL LANE	Entire length
ST HILL STREET	Entire length
STOUT STREET	Entire length
SWAN LANE	Entire length
TARANAKI STREET	From the Vivian Street intersection to the waterfront
TENNYSON STREET	Entire length
THE TERRACE	From the Bowen Street intersection to Everton Terrace
TORY STREET	From the Cable Street intersection to Vivian Street
VICTORIA STREET	From the Hunter Street intersection to Ghuznee Street
WAKEFIELD STREET	From the Willis Street intersection to Taranaki Street
WARING TAYLOR STREET	Entire length
WHITMORE STREET	Entire length
WILLESTON STREET	Entire length
WILLIS STREET	From the Hunter Street intersection to Ghuznee Street
WOODWARD STREET	Entire length
YORK STREET	Entire length

Central City Safer Speed Limit Proposal – supporting data

Area selected for crash reporting	p 2
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Location of all reported crashes	p 4
Location and severity of all reported injury crashes 2008–2012	p 5
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Attachment 2

Area selected for crash reporting
(excluding the Golden Mile)



Reported crashes 2008–2012

All Crashes 2008-12 Central Area excl Golden Mile (531 crashes)

Crash Numbers

Year	Fatal	Serious	Minor	Non-Inj
2008	0	5	31	135
2009	0	4	22	108
2010	0	4	14	93
2011	0	6	16	43
2012	0	4	11	35
TOTAL:	0	23	94	414

Pedestrian Crashes 2008-12 Central Area Excl GM (57 crashes)

Crash Numbers

Year	Fatal	Serious	Minor	Non-Inj
2008	0	4	11	1
2009	0	2	11	0
2010	0	3	7	1
2011	0	2	8	0
2012	0	1	6	0
TOTAL:	0	12	43	2

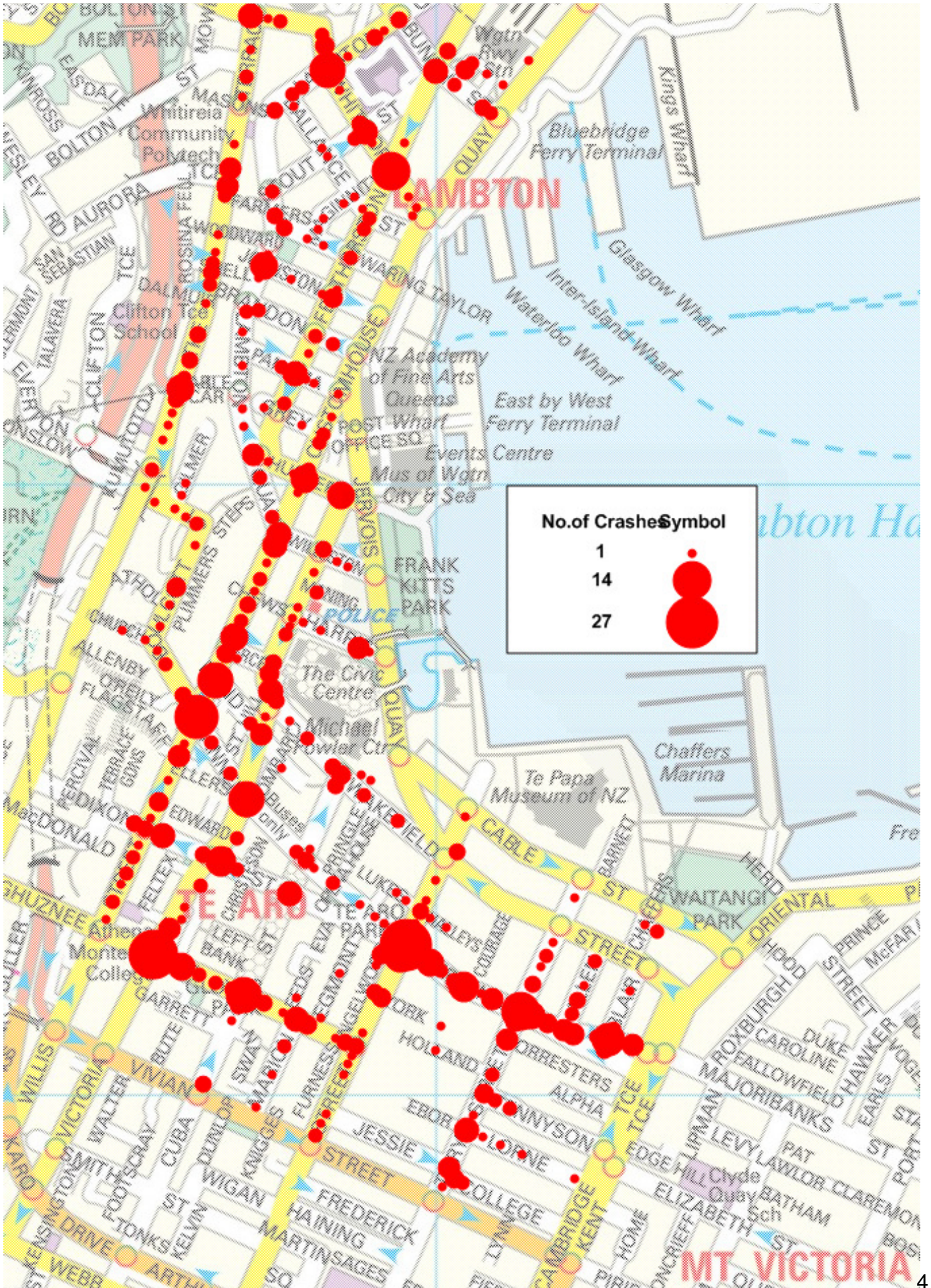
Cycle Crashes 2008-12 Central Area Excl GM (37 crashes)

Crash Numbers

Year	Fatal	Serious	Minor	Non-Inj
2008	0	0	10	1
2009	0	2	5	4
2010	0	0	3	3
2011	0	2	0	1
2012	0	0	5	1
TOTAL:	0	4	23	10

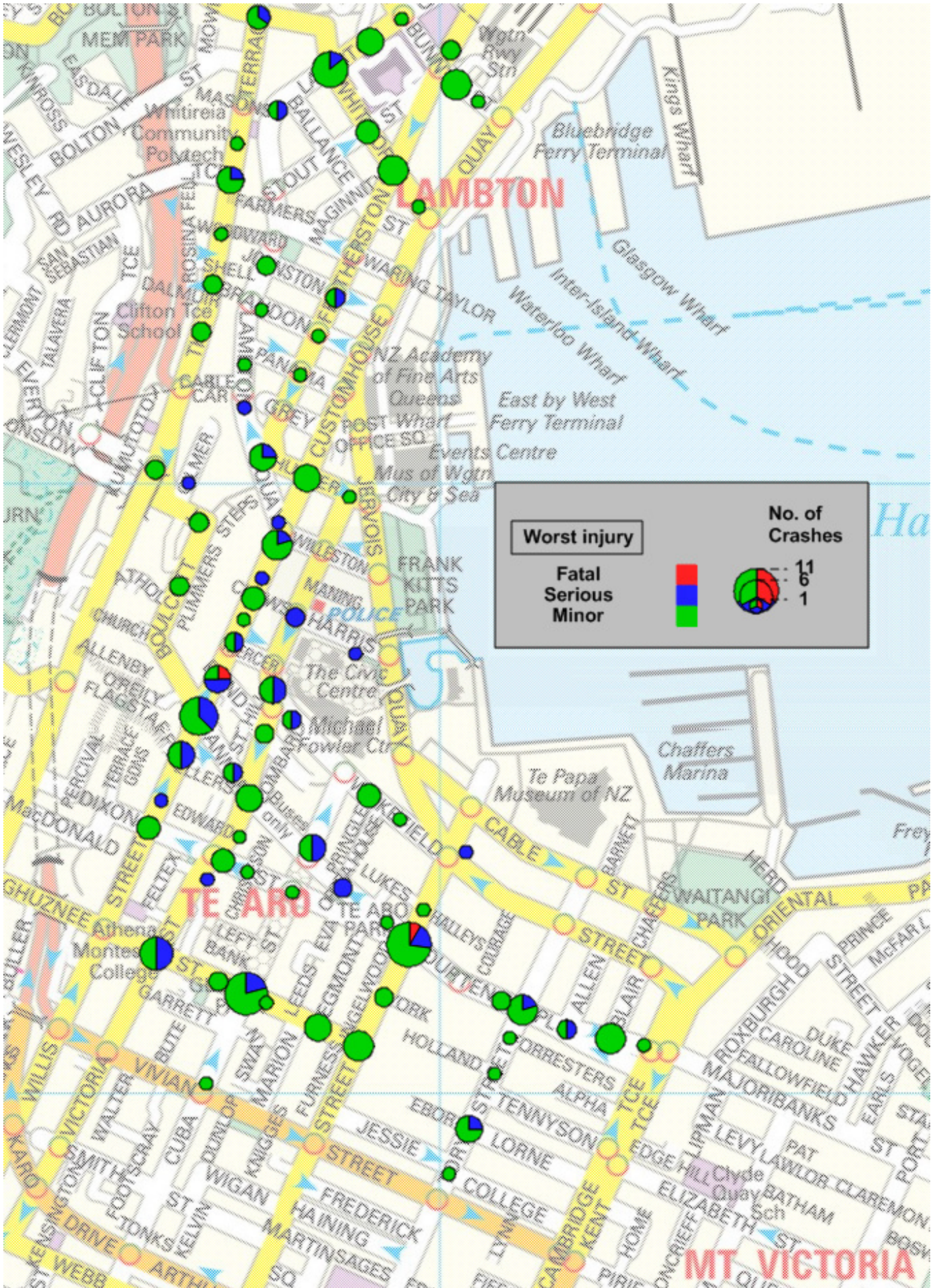
Attachment 2

Location of all reported crashes 2008–2012



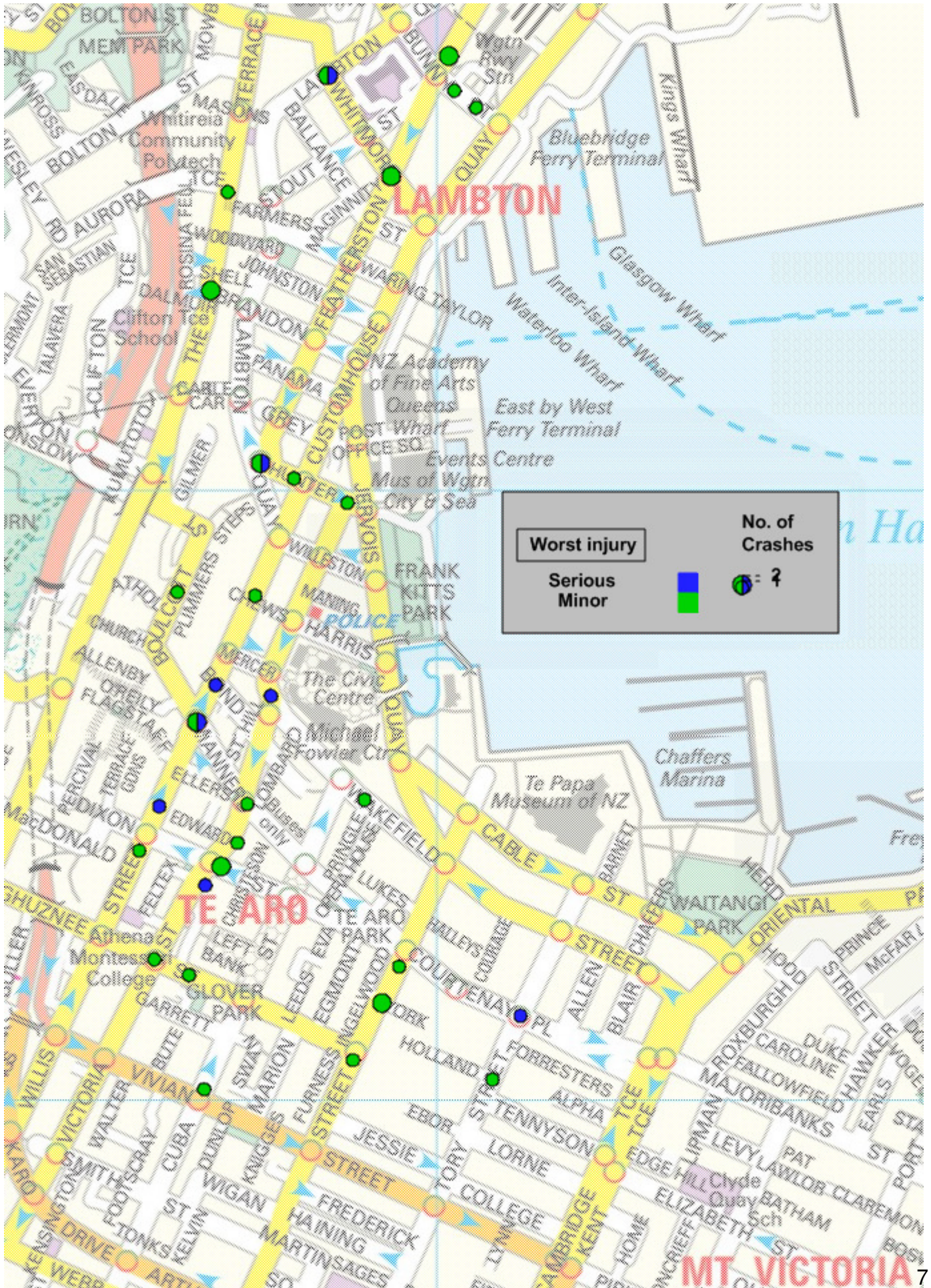
Attachment 2

Location and severity of all reported injury crashes 2008–2012



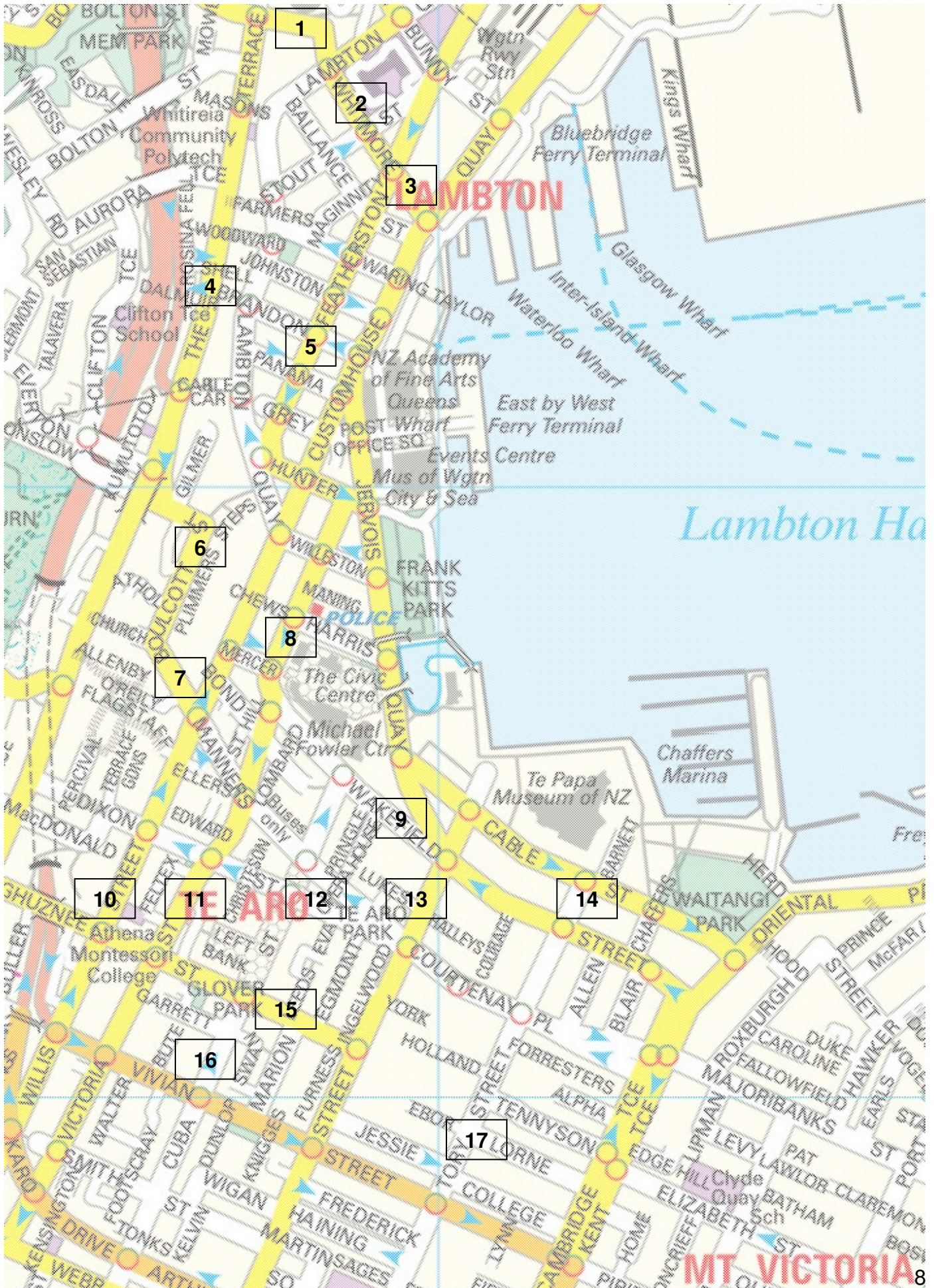
Attachment 2

Location and severity of cyclist injury crashes 2008–2012



Attachment 2

Locations of traffic volume and mean speed data within affected area



Traffic counts and mean speed data

Map Ref	Street	Location	Daily Traffic Count	Mean Speed
1	Bowen Street	50m East of The Terrace	14,216	36 km/h
2	Whitmore Street	20m North of Stout Street	13,516	34 km/h
3	Whitmore Street	40m West of Customhouse Quay	11,428	26 km/h
4	The Terrace	20m South Shell Lane	9,463	38 km/h
5	Featherston Street	30m North of Panama Street	8,687	32 km/h
6	Boulcott Street	50m South of Gilmer Terrace	8,614	32 km/h
7	Victoria Street	30m North of Mercer Street	7,599	27 km/h
8	Boulcott Street	30m South of Church Street	7,630	32 km/h
9	Wakefield Street	70m North of Taranaki Street	8,808	34 km/h
10	Willis Street	50m South of Dixon Street	7,201	30 km/h
11	Victoria Street	50m North of Ghuznee Street	9,642	31 km/h
12	Dixon Street	40m West of Egmont Street	6,225	27 km/h
13	Taranaki Street	40m South Wakefield Street	14,143	35 km/h
14	Tory Street	30m South of Cable Street	4,529	27 km/h
15	Ghuznee Street	30m East of Cuba Street	14,129	28 km/h
16	Cuba Street	40m North of Vivian Street	2,217	26 km/h
17	Tory Street	20m South of Forresters Lane	7,907	31 km/h
Mean Traffic Count & Speed			9,174	31 km/h



SAFER SPEED LIMIT

AN INSIGHT INTO CITY RESIDENTS' OPINIONS



For further information please contact
Antoinette Hastings or Alexandra Sowash
Telephone: (04) 978 6741
May 2014

BACKGROUND AND OBJECTIVES

- The proposal is to reduce the speed limit in Wellington's central city to 30 km/h. This would extend the limit that already applies along the Golden Mile to a wider area.
- The Wellington City Council held a public consultation on the proposal. This public consultation closed on March 9, 2014.
- From 2008–2012, there were 766 crashes in the central city. Lowering the speed limit is designed to reduce the number and severity of crashes in Wellington, making the city centre safer, particularly for pedestrians and cyclists. The Council also believes that lowering the speed limit will make the city centre a more pleasant place to shop and do business.
- Introducing a safer speed limit follows the Government's focus on safer speed areas and is consistent with changes being made in other cities in New Zealand and overseas.

RESEARCH DESIGN

- The research was conducted via an online survey.
- Wellington City residents, who are members of panels managed by Survey Sampling International (SSI), were invited to participate in this survey.
- Quotas were set for age and gender to help ensure the sample approximates the make-up of Wellington City's population. Adjustments were made to the data by weighting to ensure that the sample was representative of the population.
- The survey was designed to compare respondents' initial opinions to their informed opinions. Opinions were informed by an article originally published in the Dominion Post that presented different perspectives on the proposal.

INFORMATIVE ARTICLE

After stating their initial reaction to the proposal, respondents were asked to read this article. Respondents were then asked to indicate whether they had changed their opinion on the proposal and, if so, why they had chosen to do this. This article was selected because it presented both sides of the argument

KATIE CHAPMAN
WELLINGTON

DRIVERS will simply ignore a planned 30kmh speed limit in central Wellington, and the streets would be safer if cameras were installed at more intersections to nab red-light jumpers, the AA says.

The motoring organisation told a city council subcommittee that it opposed the speed limit plan because it had "a range of flaws" and would not improve safety.

It wants the council to take a "holistic approach" that would include upgraded pedestrian crossings, physical barriers to prevent jaywalking, encouraging cyclists to wear hi-visibility clothing, and putting more cameras on traffic lights at dangerous junctions.

The AA surveyed almost 8000 of its members in the Wellington region, and found they had strongly divided views on cutting the limit to 30kmh, with many unconvinced it would improve road safety, or that drivers would take any notice of the limit outside peak times.

"We do not believe that simply reducing the speed limit will materially affect crash numbers," Wellington district chairman Michael Gross said.

But while the AA shot down the 30kmh proposal to councillors yesterday, other organisations, including police, have praised the plan as helping improve city safety.

That division is reflected in public feedback. Of the 734 submissions received by the council, exactly half opposed the proposal, and half either supported it, or said they agreed with it with some changes.

The council wants to extend the 30kmh limit from the Golden Mile to the rest of the CBD, where the limit is now 50kmh.

The change would cost about \$250,000 and includes parts of The Terrace and Taranaki, Tory, Willis, Featherston, Ghuznee and Dixon streets. The harbour quays and Vivian St would not be included.

From 2007 to 2011, there were 2200 injury crashes in Wellington City, of which 19 per cent involved pedestrians.

The AA was among groups addressing a special council subcommittee on the plan yesterday, and presented its own survey results.

The survey had 7814 responses – about 37 per cent of the AA's Wellington membership – and a margin of error of 1.1 per cent.

Among its findings was that people would follow the speed limit during the day, but at night 59.04 per cent said most drivers probably would not obey it, and 16.22 per cent said they definitely would not.

For weekends, 51.36 per cent of drivers said people probably would not obey it, and 10.12 per cent said people definitely would not.

The survey also found a three-way split for different speeds: 31.25 per cent preferred 30kmh, 32.57 per cent supported 40kmh, and 34.67 backed 50kmh.

The results showed no clear mandate for the council to change the speed limit, AA argued.

That message was supported by several other submitters and some criticised the council's crash data, saying it had no reference to how many central-city crashes involved cars travelling at more than 30kmh.

After the meeting, the council's safe and sustainable transport manager, Paul Barker, said the council was looking at a raft of changes alongside the speed limit, including waiting times at traffic lights to discourage jaywalking.

"It needs to be part of a package, and we see it as part of that."

Red-light cameras were being looked at by central government, but Wellington was likely to get no more than three, for the most dangerous intersections, he said.

Other submitters praised the speed-limit proposal.

Several suggested the area should be extended to ensure a bigger catchment that covered the whole inner-city area and join up with cycle lanes, making people feel safer when they left the dedicated lanes because they'd be in a slower zone.

Subcommittee chairman Andy Foster said any expansion would require a further consultation, but the council could look at a "phase two".

Senior Sergeant Richard Hocken, Wellington district road policing response manager, supported the 30kmh limit but warned there would not be any greater policing. "I'm not promising you long-term special policing. We will assist in making the change but you're not going to get any more than you currently get."



WHAT THE PUBLIC SAID

Feedback from 734 submissions to Wellington City Council on its proposal to extend the 30kmh speed limit from the Golden Mile to the rest of the central city.

Yes – in general support: 34 per cent

Yes – in support, but with changes: 16 per cent

No – do not support: 50 per cent

WHAT HAPPENS NEXT?

The subcommittee will meet next month to discuss the plan, and will give a recommendation to the full council to debate.

SAMPLE SIZE ACHIEVED

A total of 371 residents completed this survey.

Of the 371 total respondents, 356 travel into the city centre at least once a week and 292 are drivers.

The breakdown of this sample, compared with the make-up of the Wellington City population, is outlined below:

Gender	Age Group	Population	Sample size achieved	% of unweighted sample	% of weighted sample
Male	15-24	10%	19	5%	10%
	25-39	14%	33	9%	14%
	40-59	16%	47	13%	16%
	60+	8%	51	14%	8%
	Total	48%	150	41%	48%
Female	15-24	11%	41	11%	11%
	25-39	15%	63	17%	15%
	40-59	17%	68	18%	17%
	60+	9%	49	13%	9%
	Total	52%	221	59%	52%
	Total	100%	371	100%	100%

The data has been weighted to account for the differences between the sample and population.

EXECUTIVE SUMMARY

- The findings of this survey differed from those of the public consultation. A significantly lower percentage of respondents reported initially opposing the proposal in this survey than in the public consultation (23% cf. 50%). Additionally, the percentage of respondents who initially supported the proposal was higher than that reported in the public consultation (49% cf. 34%). The percentage of respondents who initially supported the proposal, but with amendments, was relatively consistent across both surveys, with 13% of respondents in this survey initially supporting, but with amendments and 16% doing so during the public consultation.
- After reading the informative article, there were no significant changes in opinion. The small changes that did occur, however, were in the direction of the opinions expressed during the public consultation.
- Most of the respondents who initially supported or opposed the proposal were resolute in their opinions, with 91% of those who initially opposed the proposal continuing to do so after reading the article and 76% of those who supported it initially doing the same. Overall, after reading the article, 25% of respondents opposed the proposal and 40% supported it.
- Regardless of their support for the proposal, many respondents also felt that pedestrians needed to be more conscious of their own safety.
- The type of transport used frequently by respondents did not seem to have a large affect on their perception of the proposal or reasons for supporting the proposal. The only exception to this was amongst cyclists, who did find certain reasons for supporting the proposal more compelling than those who used other forms of transport and were more supportive of the proposal than motorists. These included a reduced speed making it safer for active modes of transport and less variation in speed creating a more steady traffic flow.



INITIAL RESPONSE TO THE PROPOSAL

HOW DID RESPONDENTS INITIALLY REACT TO THE PROPOSAL?

Just under a quarter of respondents (23%) opposed the proposal. This was significantly less than the percentage of respondents who reported opposing the proposal during the public consultation (50%). While the percentage of respondents who mostly supported the proposal, but with amendments, did not vary much in comparison to the public consultation, a larger percentage of respondents indicated supporting the proposal in this survey (49% cf. 34% during the public consultation).

QUESTION AS IT APPEARED IN THE SURVEY

Wellington City Council is proposing a speed limit of 30 km/h for Wellington's central city; extending the limit that already applies along the Golden Mile (Lambton Quay, Willis Street, Manners Street and Courtenay Place), to a wider area. They believe this will make it safer for all those using the roads: drivers and passengers, pedestrians and cyclists.

This new speed limit will cover most central city streets **including**:

- a) Parts of Te Aro
- b) The Cuba and Courtenay precincts
- c) Part of the Terrace.

But **excluding** most existing arterial routes, which would remain at 50 km/h, including:

- a) The Waterfront
- b) Cambridge and Kent Terraces
- c) Vivian Street

If you would like to see the map again, please click [here](#).

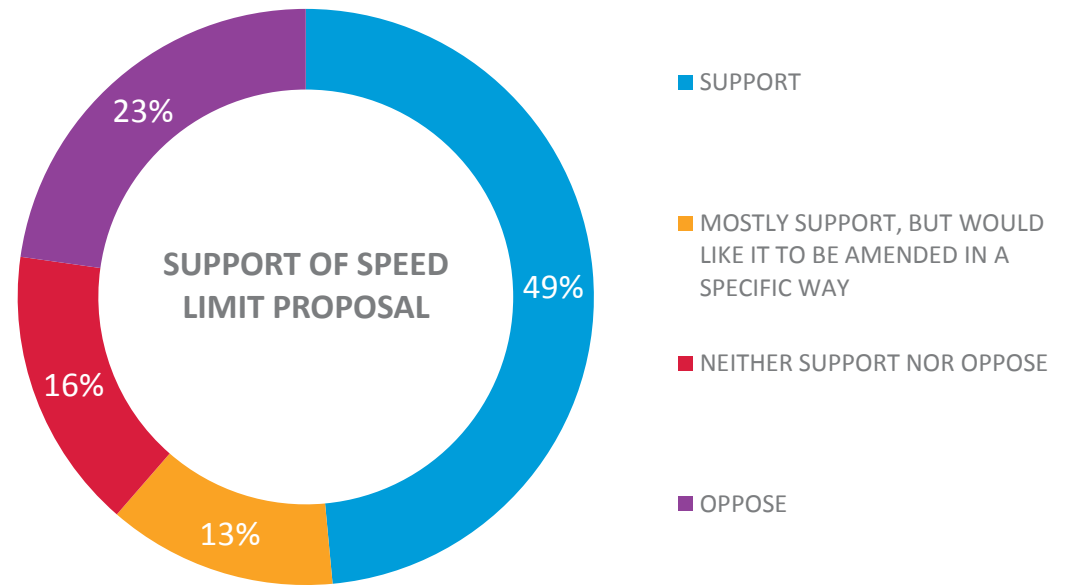
Overall, do you support or oppose this proposal to reduce the speed limit to 30 kms in the central city?
[SA]

Support

Mostly support, but would like it to be amended in a specific way

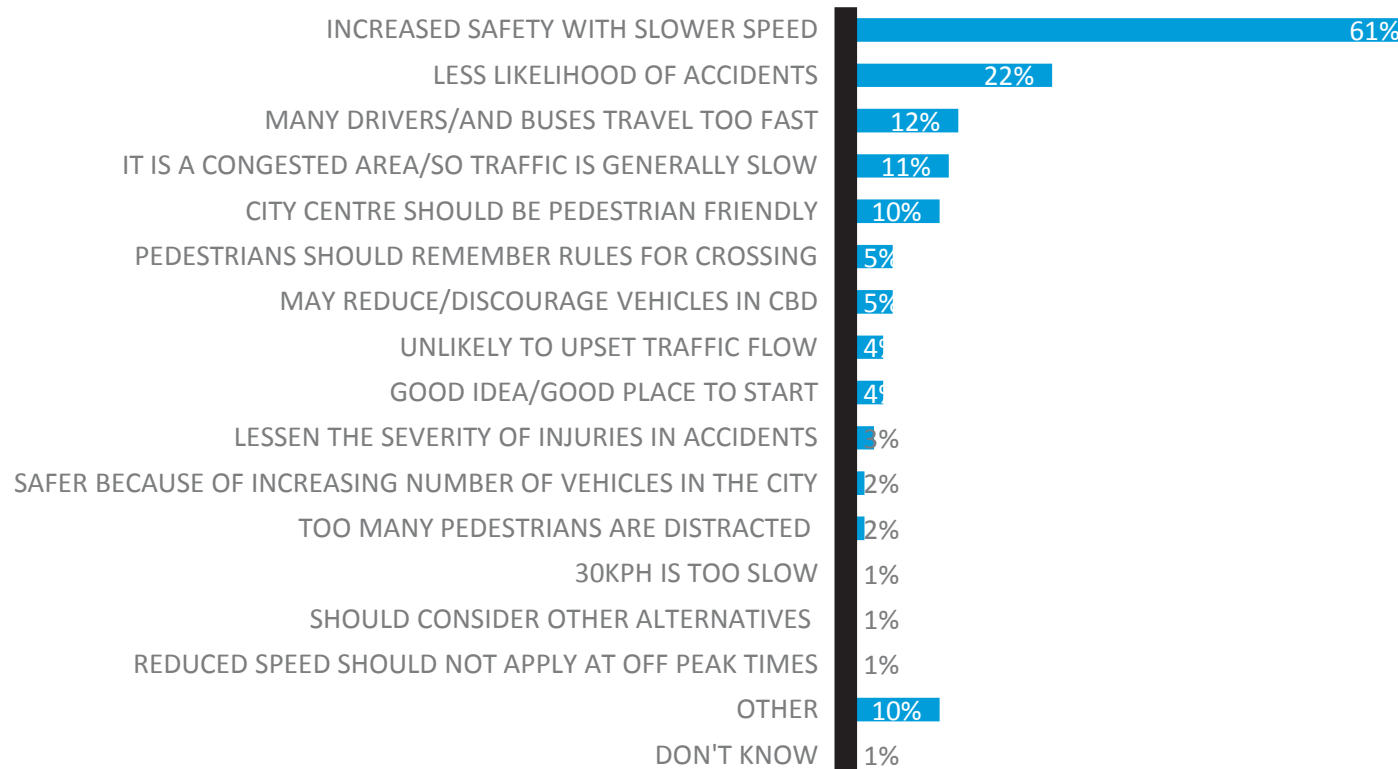
Neither support nor oppose

Oppose



INITIAL REASON FOR SUPPORTING PROPOSAL

Of the 49% of respondents who initially supported the proposal, 61% did so because they felt there was increased safety at slower speeds.

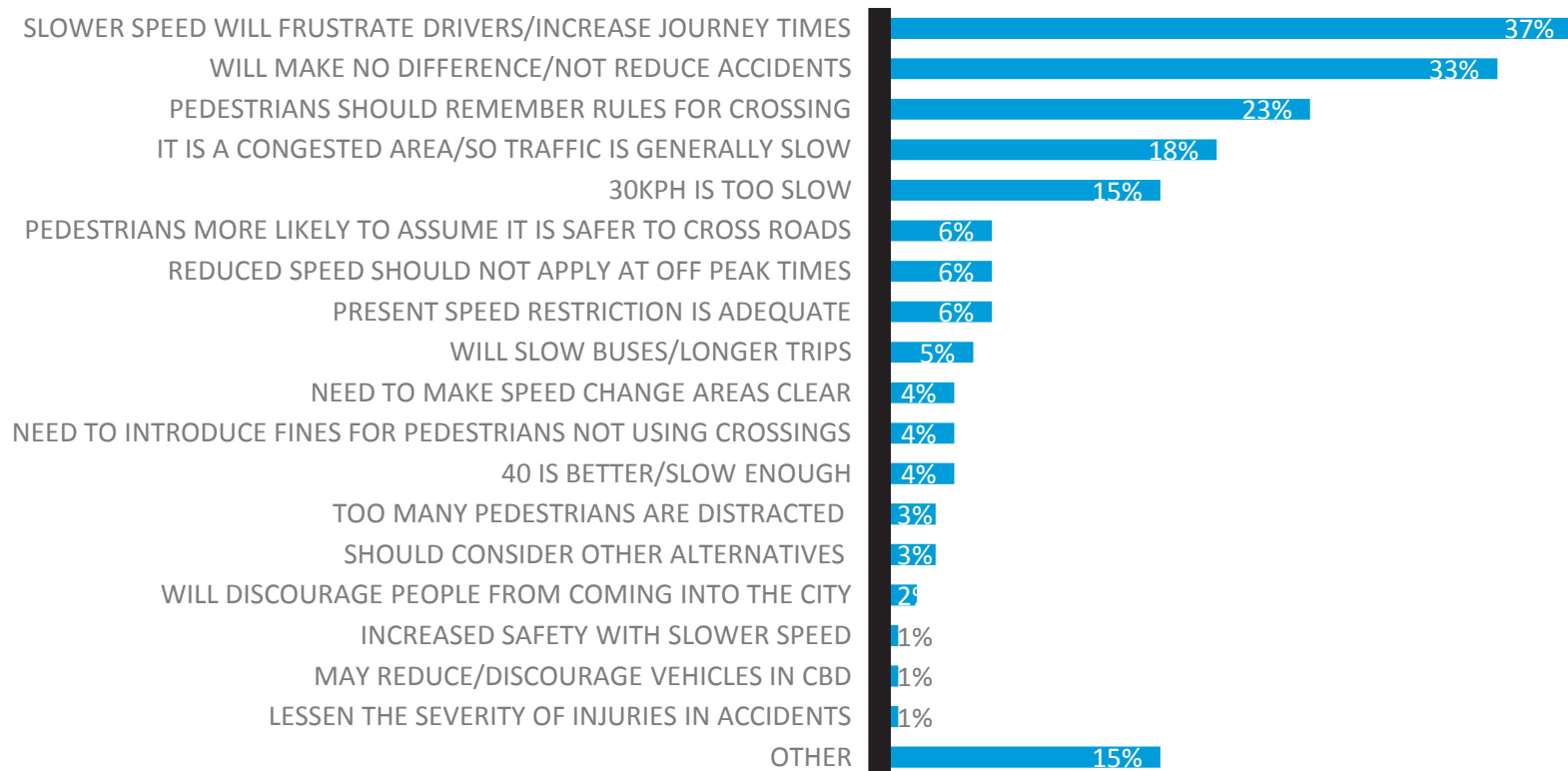


Q8. For what reason do you <insert response Q7> this proposal?

Base: Wellington City Residents who Support Proposal Pre-Information (n=174)

INITIAL REASON FOR OPPOSING PROPOSAL

Of the 23% of respondents who opposed the proposal, the perception that slower speeds would frustrate drivers and increase journey times was the most commonly cited reason for initially opposing the proposal, with 37% of those who opposed the proposal citing this as a reason. Following this, 33% of respondents who opposed the proposal did so because they did not feel the reduction in the speed limit would make a difference or reduce accidents.



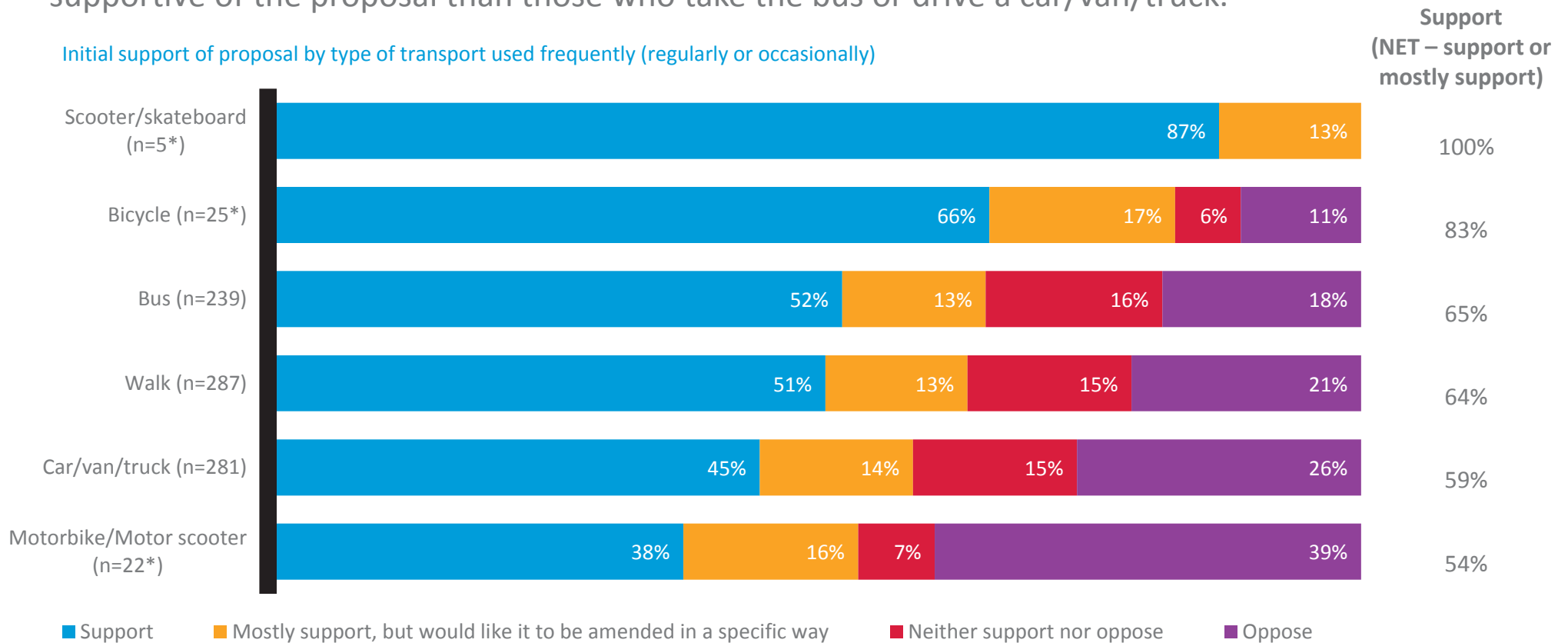
Q8. For what reason do you <insert response Q7> this proposal?

Base: Wellington City Residents who Oppose Proposal Pre-Information (n=84)

ARE RESPONDENTS DIVIDED IN THEIR INITIAL OPINION OF THE PROPOSAL BY THE TYPE OF TRANSPORT THEY USE?

Regardless of the form of transport, over half of respondents either support or mostly support the proposal. Respondents who frequently ride a bicycle, however, are significantly more supportive of the proposal than those who take the bus or drive a car/van/truck.

Initial support of proposal by type of transport used frequently (regularly or occasionally)



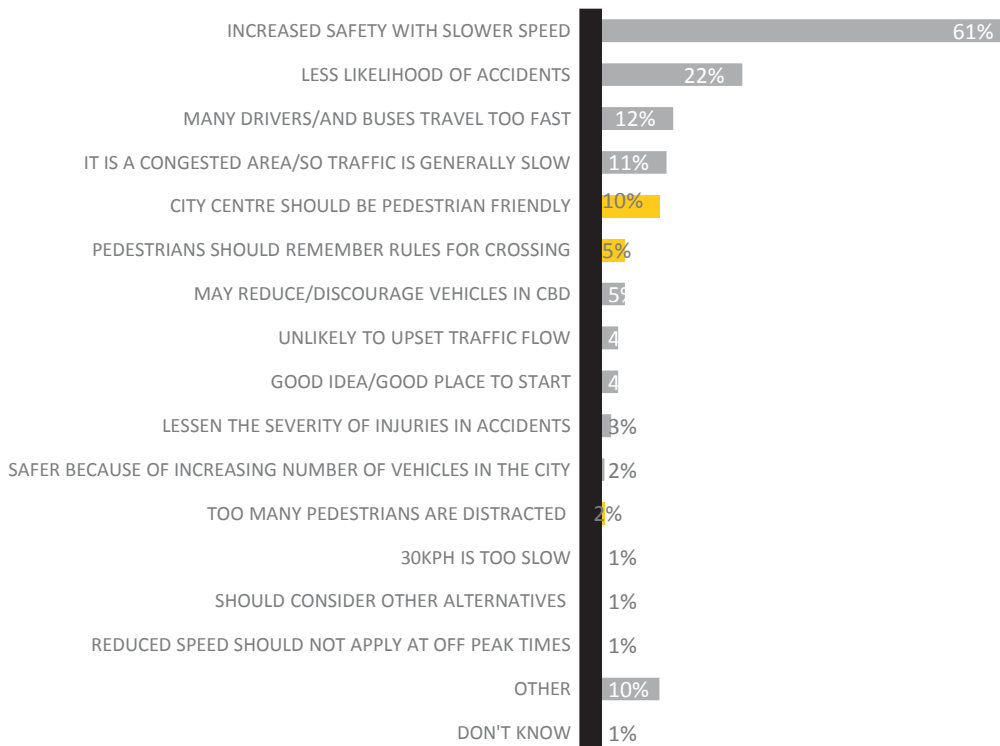
Q7. Overall, do you support or oppose this proposal to reduce the speed limit to 30 kms in the central city?
 Base: Wellington City Residents who travel into the city at least once a week (n=356)

*Small Base

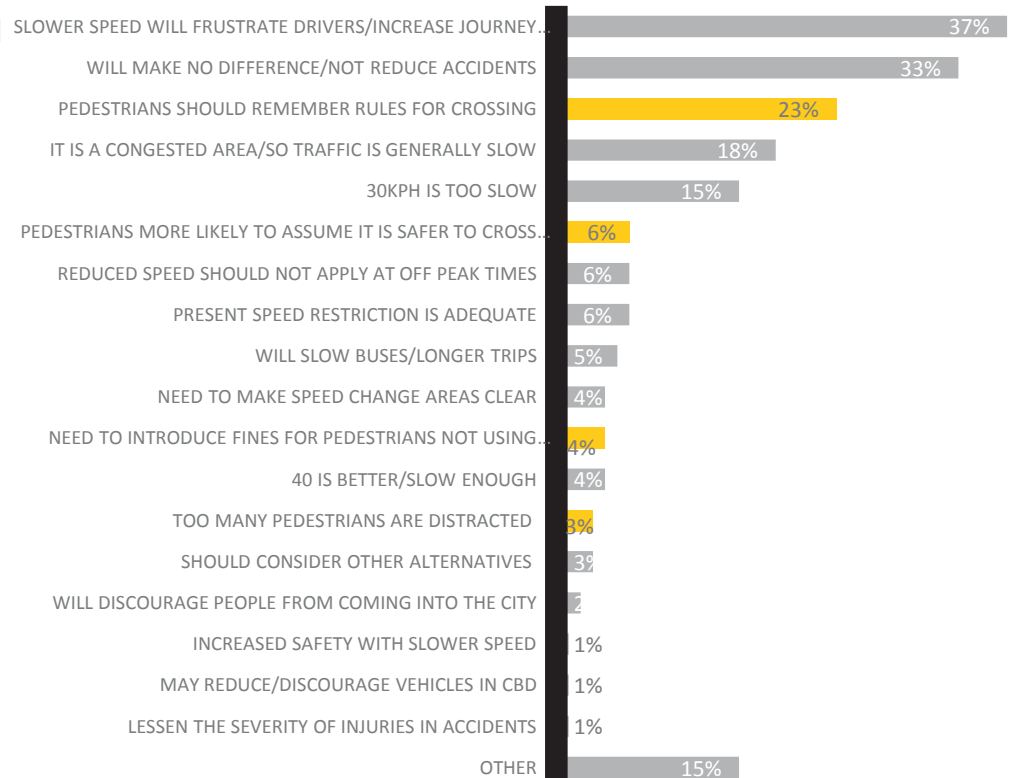
PEDESTRIANS ALSO NEED TO BE MORE RESPONSIBLE

Pedestrian behaviour inspired respondents to both support and oppose the proposal. Regardless of their support for the proposal, respondents generally felt that pedestrians were not conscious enough and needed to pay more attention when crossing roads.


Support




Oppose




COMMENTS ABOUT PEDESTRIANS



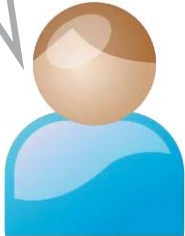
Most accidents are caused in the city by pedestrians dashing across the road instead of using crossings or people listening to music etc and not being aware of what is going on around them.



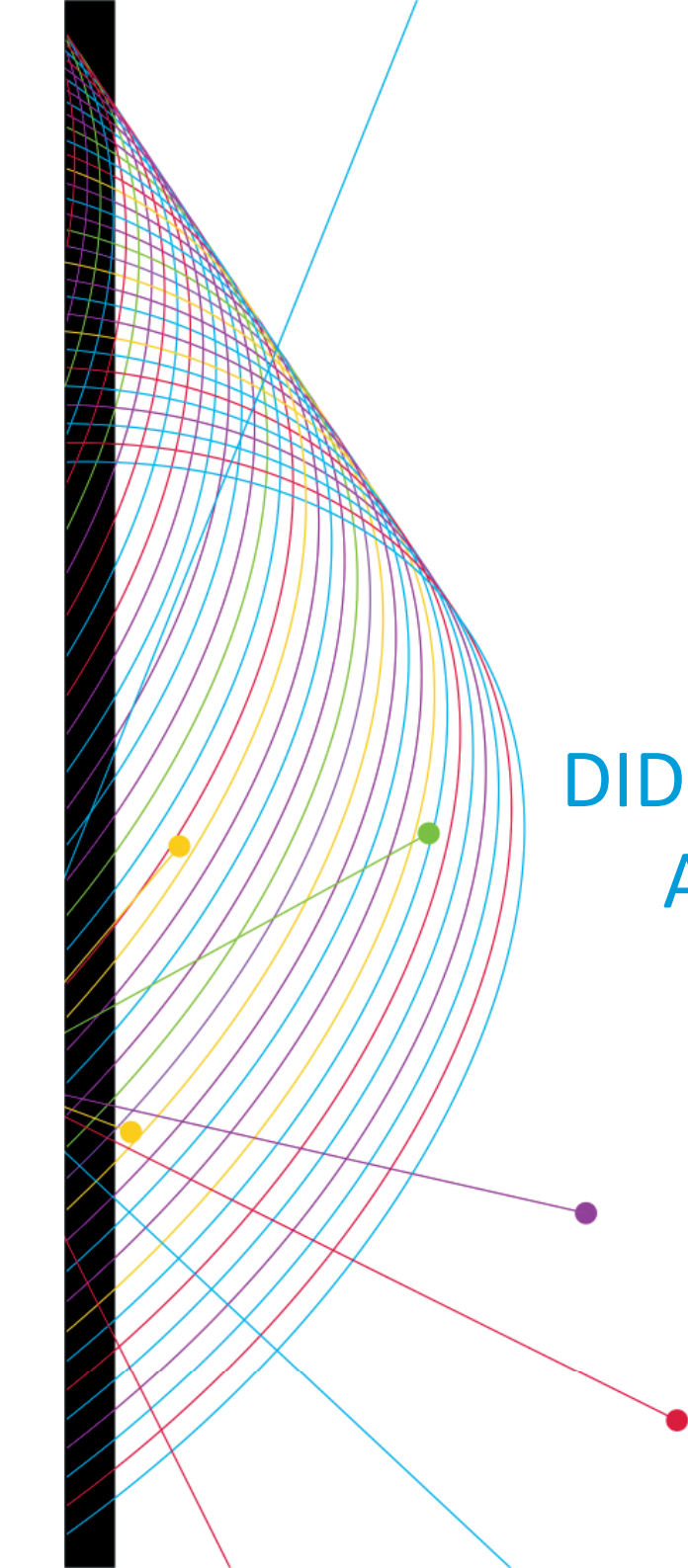
There are far too many "close calls" with public transport operators and other drivers. Please install cameras to monitor pedestrian behaviour so that vehicle drivers aren't held responsible for accidents and "close calls". There are far too many pedestrians who are irresponsible.



Drivers are not the primary problem in Wellington; pedestrians are. When you can get them to stop stepping out in front of vehicles when it is dark and they are wearing dark clothes so that they are hard to see, then maybe things would change.



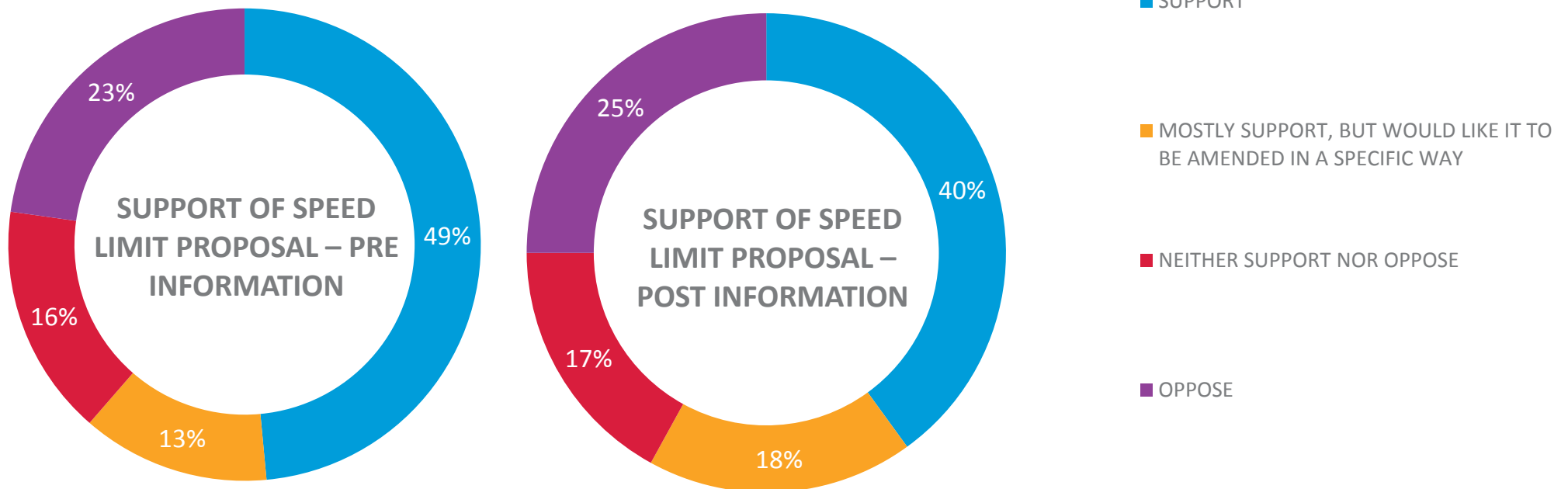
I believe a lot of the problems we have are from pedestrians. Many don't look before stepping out on to the road. In Wellington in Manner Street there are a number of accidents where it has been reported that a bus ran into a pedestrian where in the majority of case is it should be that a pedestrian walked right in front of a bus. What has happened to the "Look Right, Look Left, Look Right" before stepping out on to the road?



DID RESPONDENTS CHANGE THEIR OPINION AFTER READING THE DOMINION POST ARTICLE?

HOW DID RESPONDENTS REACT TO THE PROPOSAL POST-INFORMATION?

Support for the speed limit proposal remained relatively consistent. The percentage of respondents who supported the proposal dropped, but the percentage who opposed it did not rise considerably. The main movement seemed to be towards mostly supporting the proposal, but with amendments.



Q10. Overall, do you support or oppose this proposal to reduce the speed limit to 30 kms in the central city?
Base: Wellington City Residents who travel into the city at least once a week (n=356)

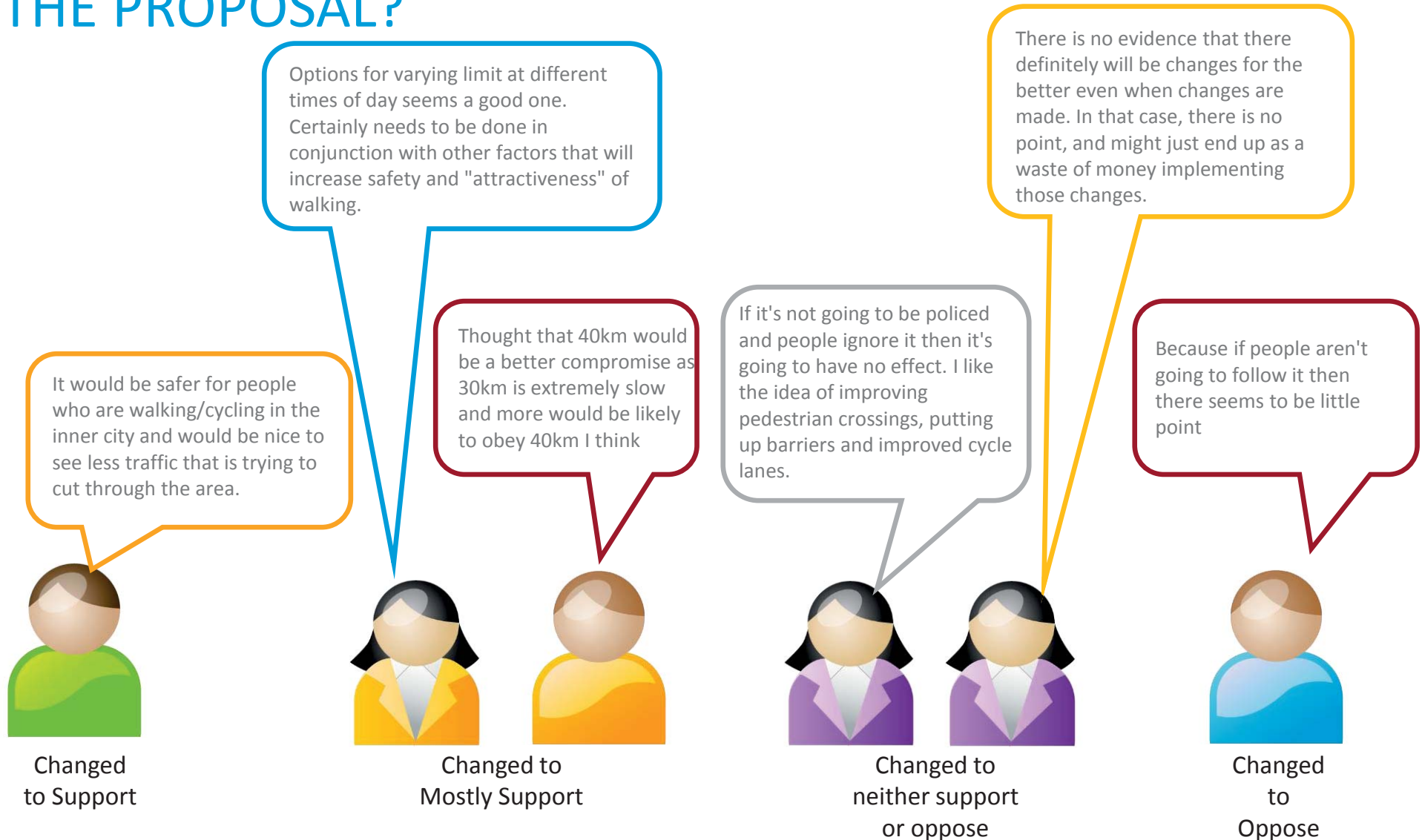
HOW DID OPINIONS CHANGE?

For the most part, respondents were steadfast in their initial reaction to the proposal, particularly those at the poles, with 76% of those who initially supported the proposal continuing in their support and 91% of those who initially opposed continuing to oppose. For those who did change their opinion, more information about the proposal generally had a positive effect on their opinion to the proposal, with no one who initially supported the proposal changing to oppose it and only a handful who were neutral towards it (7%) or only supported it with amendments (2%) deciding to oppose it.

IEWS ON PROPOSAL	SUPPORT (POST – INFORMATION) (N=174)	MOSTLY SUPPORT, BUT WOULD LIKE IT TO BE AMENDED IN A SPECIFIC WAY (POST-INFORMATION) (N=42)	NEITHER SUPPORT NOR OPOSE (POST-INFORMATION) (N=56)	OPOSE (POST-INFORMATION) (N=84)
SUPPORT (PRE-INFORMATION)	76%	18%	3%	0%
MOSTLY SUPPORT, BUT WOULD LIKE IT TO BE AMENDED IN A SPECIFIC WAY (PRE-INFORMATION)	18%	60%	11%	2%
NEITHER SUPPORT NOR OPOSE (PRE-INFORMATION)	6%	18%	67%	7%
OPOSE (PRE-INFORMATION)	1%	4%	9%	91%

Q7. Overall, do you support or oppose this proposal to reduce the speed limit to 30 kms in the central city?
Base: Wellington City Residents who travel into the city at least once a week (n=356)

WHY DID RESPONDENTS CHANGE THEIR MIND ABOUT THE PROPOSAL?

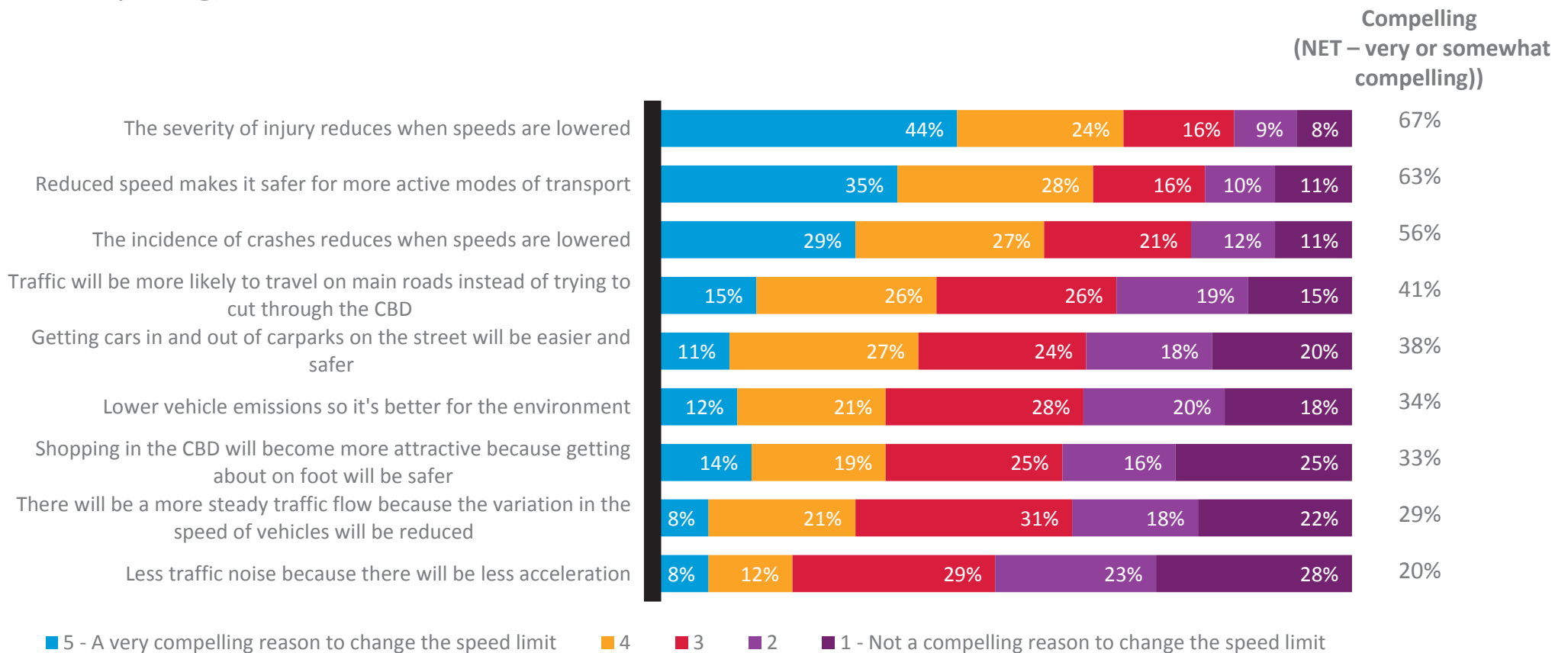




ASSESSMENT OF REASONS TO REDUCE THE SPEED LIMIT

WHICH REASONS FOR REDUCING THE SPEED LIMIT WERE MOST COMPELLING?

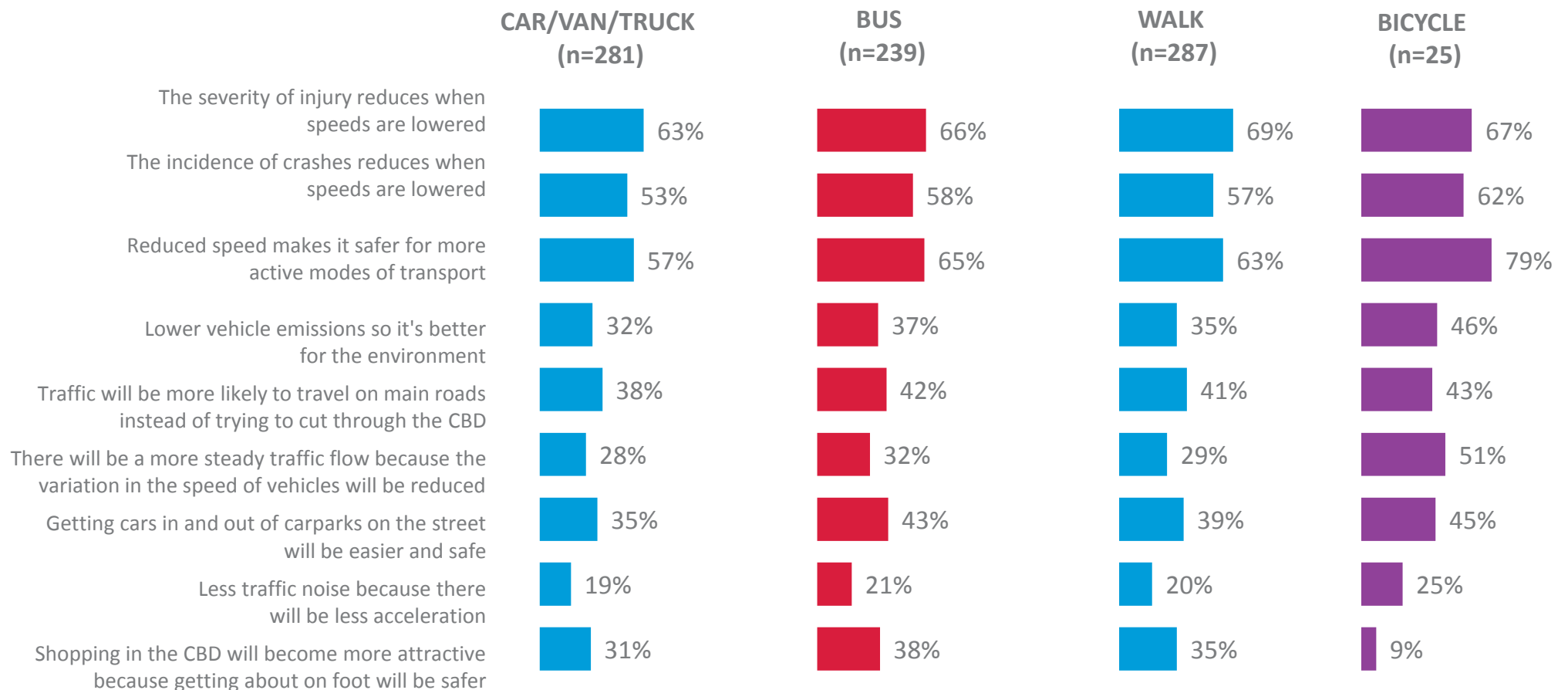
The reduction in the severity of injury when speeds are lowered was found by the largest number of respondents to be a compelling reason for reducing the speed limit (67% found it compelling).



Q9. Below are listed some reasons given by the Council for reducing the speed limit in the central city. Please rate how compelling each reason is to you.
 Base: Wellington City Residents who travel into the city at least once a week (n=356)

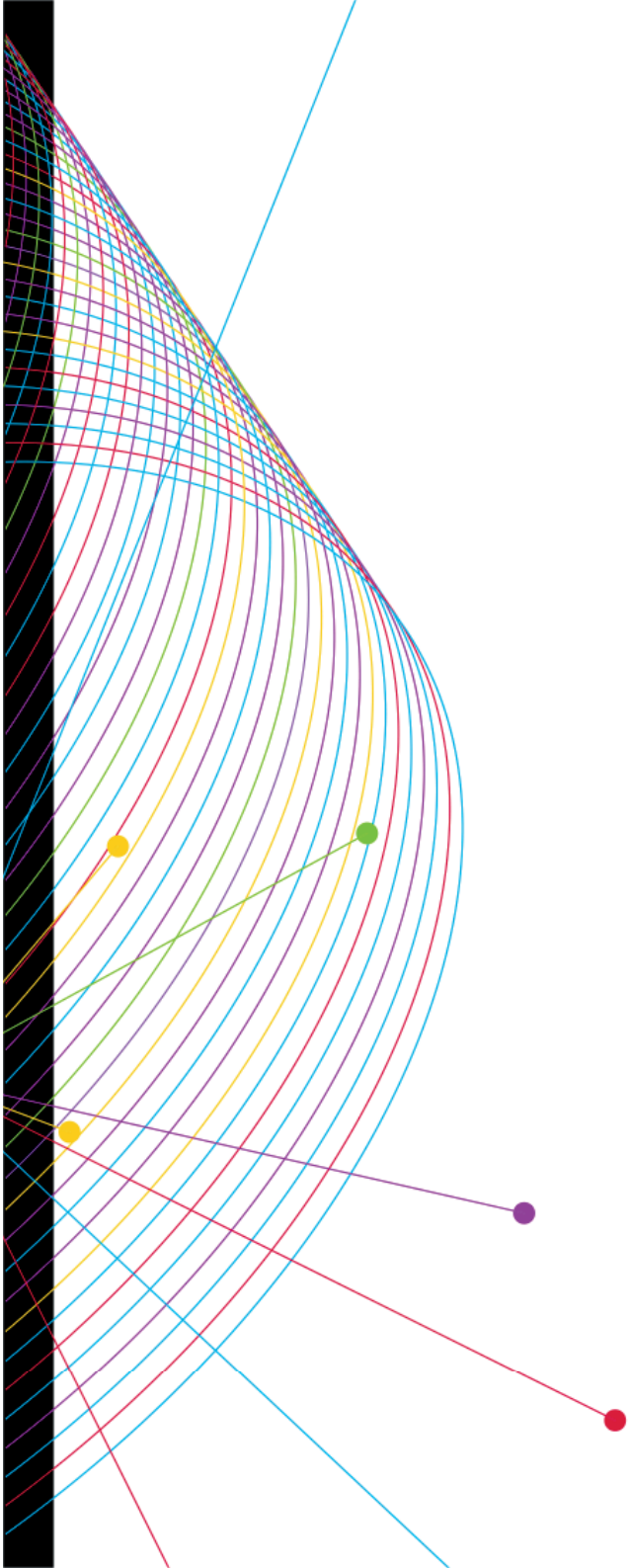
DO RESPONDENTS WHO USE CERTAIN TYPES OF TRANSPORT FIND SOME REASONS MORE COMPELLING THAN OTHERS?

Respondents who drive a car/van/truck, ride a bus or walk tended to find reasons equally compelling. Bicyclists, however, found certain reasons significantly more compelling than drivers. These included a reduced speed making it safer for active modes of transport and less variation in speed creating a more steady traffic flow.



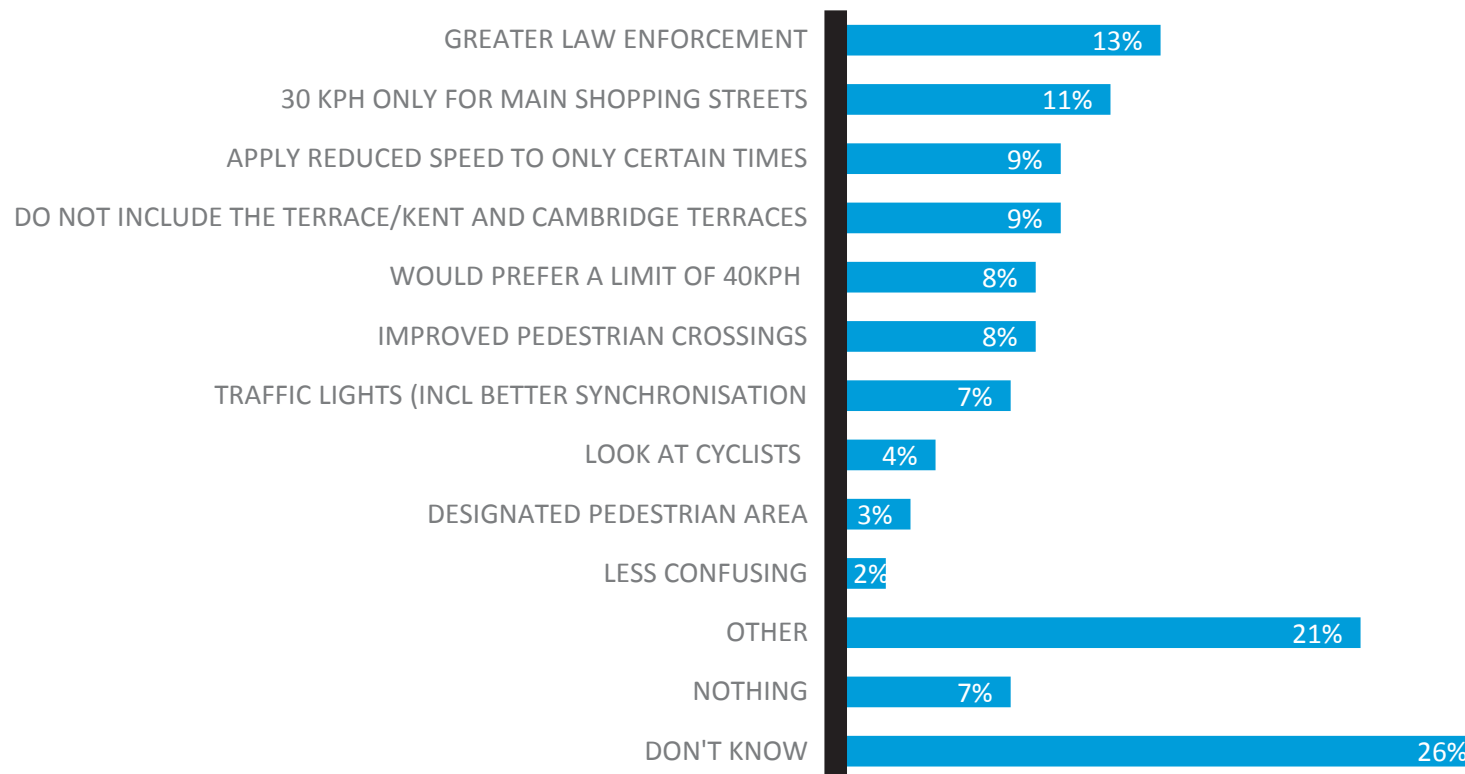
Q6. And when travelling into or through the central city how frequently do you use the following forms of transportation?
Base: Wellington City Residents who travel into the city at least once a week (n=356)

SUGGESTED AMENDMENTS TO THE PROPOSAL



AMENDMENTS TO PROPOSAL

Although more than a quarter of respondents (26%) who chose to mostly support the proposal with amendments did not know which amendments they would suggest, those who did suggest amendments focused on greater law enforcement (13%) and a more flexible speed limit that only applied at certain hours (9%) or to certain main shopping streets (11%).



Q12. What amendments would you like to see made to this proposal?

Base: Wellington City Residents who mostly support the proposal but would like it amended (n=67)