

REPORT 5
 (1215/52/IM)

PROPOSED SPEED LIMIT REDUCTION: KILBIRNIE 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 Rongotai Road, Coutts Street and all of Bay Road in the Kilbirnie shopping centre from 50km/h to 30km/h.

2. Executive Summary

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

The New Zealand Police gave strong support for 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

Officers recommend that the Committee:

1. *Receive the information.*
2. *Recommend to Council that it make 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 lengths of road in Kilbirnie.*

Table 1: Proposed speed limit for Kilbirnie shopping centre

Kilbirnie shopping centre	<i>Bay Road from its intersection with Coutts Street north to its intersection with Evans Bay Parade.</i>	<i>30km/h</i>
	<i>Rongotai Road from its intersection with Crawford Road east to its intersection with Onepu Road.</i>	<i>30km/h</i>
	<i>Coutts Street from its intersection with Childers Terrace east to its intersection with Mahora Street.</i>	<i>30km/h</i>

3. *Note the results of the public consultation process: 131 submissions were received for Kilbirnie shopping centre of which 103 supported the proposal, 25 were opposed and 3 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 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 Kilbirnie shopping area was given at the Strategy and Policy Committee meeting held on 11 June 2009.

4.2 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 directly affected parties and stakeholders.
- Formal adoption by the road controlling authority.
- Notification of the changes before the new speed limit takes effect.

4.3 Traffic survey and Crash history

Traffic surveys were carried out through the Kilbirnie 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 Kilbirnie shopping centre

Bay Road	Total weekly volume (vehicles)	7 day average (vehicles)	85 th % Speed (km/h)	Mean Speed (km/h)
	36,963	5,280	20	15
Coutts Street	47,779	6,826	36	28
Rongotai Road	65,119	9,303	36	28

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 85 reported crashes in the Kilbirnie shopping centre over the past five years with eight reported injury crashes. Social costs of crashes over the five year period are \$2,2m. Reducing the speed limit will reduce the incidences and severity of crashes and 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.

4.4 Kilbirnie 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, parked vehicles around where pedestrians might suddenly appear, delivery vans, cyclists and where people might risk crossing the road where perhaps they shouldn't.

To aid pedestrian safety and amenity in the Kilbirnie shopping centre, pedestrian platforms were installed in Coutts Street and Bay Road. The main reason platforms were introduced was that they improve safety by slowing vehicle speeds down. The safest environment for pedestrians and all road users is when vehicle speeds are compatible with that environment, for example in a highly pedestrianised area such as Bay Road, speeds of motorists needs to be matched to the needs of the pedestrian.

This type of engineering is preferred over installing pedestrian crossings because they provide a high level of pedestrian convenience and safety without the degree of signs, road markings and loss of parking (16 spaces) which would be associated with the installation of zebra crossings.

The research carried out so far on pedestrian platforms show they create a significant improvement in pedestrian safety.

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. The local business community have made it clear to the council officers that they value the availability of parking in the area and any gateway treatment should not be at the loss of on- street parking.

Although it might be argued that the current speeds in these areas are already low enough, bringing the legal limit down to 30km/h will reduce the high end speeds of motorist's therefore 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 March and April 2010 on the Council's proposal to lower the speed limit. A summary of the submissions received is outlined below. From the 131 submissions we received, the majority support the proposed 30km/h speed limit.

Do you agree with the entire proposal to reduce the speed limit to 30km/h?	Yes	Yes, but extend the proposed section	Yes, but to 40km/h	Disagree
Kilbirnie shopping centre	103	21	3	25

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 mentioned they would like to see it extended along Coutts Street to Ross Street to incorporate the Rita Angus retirement village.
- **Yes, but to 40km/h** = Submitters agreed with lowering the speed limit but only to 40km/h, not the proposed 30km/h.
- **Disagree** = Submitters were against the entire proposal to reduce the speed limit to 30km/h.

The results demonstrate strong community support for the proposed changes.

Submitters were also given an opportunity to have their submission heard and eight chose to do so. Submissions were presented to the Strategy and Policy Committee on Thursday 22 April 2010:

- 1) Patrick Morgan as an individual
- 2) Bernard O'Shaughnessy on behalf of BAB, CAT, HART, TINDO, Rats, Churches
- 3) Ioane Penese as an individual
- 4) Paul Warren as an individual
- 5) Paula Warren on behalf of Living Streets Aotearoa Inc.
- 6) Illona Keenan on behalf of Cycle Aware Wellington
- 7) Alex Gray on behalf of the NZ automobile Association
- 8) Senior Sergeant Richard Hocken on behalf of NZ Police

Seven of the eight submitters were in support of lowering the speed limit to 30km/h.

Patrick Morgan advised he strongly supports lowering the limit due to the safety benefits and that it will encourage more walking and cycling and it will have little effect on travel times. He also mentioned the "20 is plenty" example used over in the UK and suggested we take some time to have a look at it.

Bernard O'Shaughnessy isn't in support of lowering the speed limit to 30km/h. He feels we should be setting a blanket 40km/h city wide and 20km/h around schools, rest homes and hospitals and have it apply from 7am – 7pm and then 50km/h outside these times. By doing this you wouldn't need to worry about having signage.

Ioane Penese strongly supports lowering the speed limit to 30km/h. It will create a safer environment for everyone.

Paula Warren supports lowering the speed limit to 30km/h. She believes that small centres are important now and will be even more important in the future. Kilbirnie is also a public transport hub.

Paula Warren on behalf of Living Streets Aotearoa Inc. advised they support lowering the speed limit to 30km/h. There is clear evidence that in slower speed environments pedestrian survival rates are a lot higher. A lower speed also makes it easier for pedestrians to judge what cars are doing. If we want to have a walkable city then we need to have attractive and vibrant town centres.

Illona Keenan on behalf of Cycle Aware Wellington strongly supports lowering the speed limit to 30km/h. It will increase road safety and it is good to see that these lower limits are progressively being rolled out over the city. Cycle Aware prefers a 30km/h speed limit to a 40km/h limit. They would also like to encourage Council to think about reducing speed limits around schools as well.

Alex Gray who spoke on behalf of the NZ Automobile Association doesn't support lowering the speed limit to 30km/h. It will be unenforceable; he referred to the newspaper article where this was quoted by the Police. They also believe it will be confusing for motorists and advised there is no evidence that

lowering the speed limit will encourage more walking and cycling. Lower speed zones need to be self enforcing and you can't just expect to put up a sign and cars automatically drive that speed without the environment being engineered to keep speeds down. Statistics he provided in a handout to Committee suggest there isn't a significant problem with accidents in the area.

Senior Sergeant Richard Hocken who spoke on behalf of NZ Police advised they support the lowering of speed limits. However, they believe principally the area should be engineered for the required speed. In Kilbirnie there is a lot of parking manoeuvring and a lower speed would be appropriate. Police don't recommend extending the zone to Ross Street as this is not part of the shopping area and there is no concentration of pedestrians crossing. He also referred to the Wellingtonian article written recently that suggested these short lower speed zones are unable to be enforced, and advised that the speed limits through the shopping areas will be enforceable.

Rita Angus Retirement Village

The level of elderly pedestrians and location of Rita Angus retirement village being in close proximity to Kilbirnie shopping centre were factors in Kilbirnie having a higher priority than other suburban shopping areas which are being considered for 30km/h speed limits.

We received 20 submissions from residents of Rita Angus who all supported the lower speed limit with 15 submitters requesting an extension of the 30km/h speed limit along Coutts Street from Mahora Street to Ross Street.

To provide a better level of service and safety to residents of Rita Angus and encourage more pedestrian activity towards the Kilbirnie shopping centre along with the proposed 30km/h speed limit the traffic signals at Coutts Street/Onepu Road intersection has been altered and increased pedestrian crossing time has been given to pedestrians.

Extending the speed limit to Ross Street

Officers do not recommend extending the 30km/h speed limit to Ross Street as it would dilute the impact the lower speed limit is intended to achieve as there are no shops and low pedestrian activity between Mahora Street and Ross Street.

The 30km/h speed limits are appropriate in shopping areas where there is an equal demand of traffic and pedestrians and where pedestrians are continuously crossing roads to shops. Senior Sergeant Richard Hocken also advised in his oral submission on behalf of the New Zealand Police that they wouldn't recommend extending the speed limit.

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

6. 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 July 2010.

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

7. Conclusion

The benefit of lowering the speed of vehicles through the Kilbirnie shopping centre is to improve pedestrian safety, 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.

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

The Committee is requested to recommend to Council that it approves the proposed changes to lower the speed limit to 30km/h through the Kilbirnie 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 # CX445.

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.