
REPORT 2
(1215/52/IM)

**PROPOSED SPEED LIMIT REDUCTION - COURTENAY
PLACE, MANNERS STREET, INGLEWOOD PLACE AND
SEVERAL ADJOINING STREETS, TE ARO**

1. Purpose of Report

To seek the Committee's agreement to recommend to Council that it agrees to:

- Lower the speed limit along Courtenay Place, Manners Street, Inglewood Place and parts of Willis, Boulcott, Victoria, Dixon, Taranaki and Tory streets from 50km/h to 30km/h.
- Lower the speed limit on lower Cuba Street from its intersection with Manners Street to Wakefield Street from 50km/h to 10km/h, for the new shared zone that is to be developed here.

2. Executive Summary

As part of the "Restoring Wellington's Golden Mile" project, which includes allowing buses to travel through what is now Manners Mall, we are proposing to lower the speed limit to 30km/h along the remainder of the Golden Mile and some adjoining streets. We are also proposing to introduce a 10km/h speed limit for the new 'shared zone' to be developed in lower Cuba Street. A maximum speed limit of 10km/h is proposed here as drivers will have to give way to pedestrians throughout this area.

Back in 2006, the speed limit was lowered to 30km/h on parts of Willis Street, Mercer Street, part of Customhouse Quay and the entire length of Lambton Quay. The lower speed limit better reflected actual vehicle speeds through these areas and was introduced to improve pedestrian safety. This has been working well and we have since seen a reduction in the severity of crashes.

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

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 Strategy and Policy Committee:

1. *Receive the information.*
2. *Recommend to Council that it make a resolution under Clause 6 of the Wellington City Consolidated Bylaw to set the speed limit as stated in the tables below on the following section of streets in Te Aro.*

Table 1: Proposed 30km/h speed limit:

Street	Legal description	Speed limit
Manners Street	<i>For its entire length</i>	<i>30km/h</i>
Courtenay Place	<i>For its entire length</i>	<i>30km/h</i>
Boulcott Street	<i>From its intersection with Willis Street to a point 32 metres northwest of its intersection with Willis Street</i>	<i>30km/h</i>
Willis Street	<i>From its intersection with Boulcott Street to a point 30 metres northeast of its intersection with Boulcott Street</i>	<i>30km/h</i>
Willis Street	<i>From its intersection with Boulcott Street to a point 113 metres southwest of its intersection with Boulcott Street</i>	<i>30km/h</i>
Victoria Street	<i>From a point 15 metres south of its intersection with Bond Street to its intersection with Manners Street</i>	<i>30km/h</i>
Dixon Street	<i>From its intersection with Taranaki Street to a point 36 metres west of its intersection with Taranaki Street</i>	<i>30km/h</i>
Inglewood Place	<i>For its entire length</i>	<i>30km/h</i>
Taranaki Street	<i>From its intersection with Luke's lane south to its intersection with York Street</i>	<i>30km/h</i>

<i>Tory Street</i>	<i>From its intersection with Courtenay Place to a point 32 metres north of its intersection with Courtenay Place</i>	<i>30km/h</i>
<i>Tory Street</i>	<i>From its intersection with Courtenay Place to a point 46 metres south of its intersection with Courtenay Place</i>	<i>30km/h</i>

Table 2: Proposed 10km/h speed limit:

<i>Street</i>	<i>Legal description</i>	<i>Speed limit</i>
<i>Cuba Street</i>	<i>From its intersection with Manners Street to its intersection with Wakefield Street</i>	<i>10km/h</i>

3. *Note the results of the public consultation process: i.e., 87 submissions were received for lower speeds on Courtenay Place, Manners Street and adjoining streets of which the majority supported the proposal (see summary graphs pages 6 to 7).*
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 Council's 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.

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 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.

4.3 Traffic survey and crash history

Traffic surveys were carried out on Courtenay Place (as shown in Table 3 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.

The mean speed on Courtenay Place is 26km/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 55 reported crashes on Courtenay Place over the past five years with 14 serious injuries and 41 other reported injury crashes.

4.4 Lower speed limits in urban areas

Road safety experts worldwide have increasingly recognised that a 50km/h speed limit is generally too high for residential neighbourhoods, and busy town and city centres where there are many pedestrians.

Research shows 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. A pedestrian hit by a car travelling at 50km/h has a survival rate of 10 per cent, compared to 90 percent if hit by a car travelling 30km/h.

In addition to the safety benefits, lower speeds create a better ambience and encourage more activity around retail centres.

Many countries are dropping their urban speed limits and some impressive results have been reported. In a number of cities in England the introduction of a 20m/h (32km/h) speed limit on over a quarter of its urban roads contributed to a 90 percent reduction in fatal and serious injury crashes. In New Zealand 30km/h or 40km/h speed limits are increasingly being used by local authorities.

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.

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 severity and incidence of crashes with little effect on travel time and therefore inconvenience for most drivers.

4.5 Shared zones in urban areas

Several Australian states have conducted speed zone trials with good success. One such example is in Queensland, where four high risk sections of road were recently treated with a 10km/h speed restriction. The speed limit was supported with increased signage alerting motorists that it is a 'high risk' area. Initial speed surveys revealed that mean speeds dropped by 7 to 10km/h. This drop in mean speeds is expected to yield a reduction in speed related crashes. An education campaign will coincide with the Cuba Street shared zone which will address:

- Creating awareness about shared zones and understanding that a shared zone is like a full time pedestrian crossing amenity.
- Inform pedestrians and motorists of their rights and obligations within a shared zone.

These amendments are expected to generally improve the shopping and commercial environment and improve the safety, amenity, access and health of pedestrians throughout Wellington.

Below is an example of the signage that has been used in Queensland.

10
SHARED ZONE

IN SHARED ZONES PEDESTRIANS HAVE
ABSOLUTE
RIGHT OF WAY.

Shared Zones are being introduced throughout Australia where there is a high level of pedestrian activity, yet the need to allow motor vehicle access.

The car park adjacent to Woolworths, Neutral Bay is a Shared Zone. The speed limit is 10 kilometres per hour.

There have been several accidents involving pedestrians in the car park recently.

Research suggests that very few people are aware of their obligations in Shared Zones. The RTA, Motor Accidents Authority of NSW, North Sydney Council, Woolworths and the Pedestrian Council of Australia have sponsored this awareness campaign in order to educate motorists and pedestrians alike of their rights and obligations in Shared Zones.

Please, obey the speed limit and **GIVE WAY** to pedestrians in Shared Zones.

RTA
Roads and Traffic Authority

The Fresh Food People
WOOLWORTHS

MOTOR ACCIDENTS AUTHORITY

PEDESTRIAN COUNCIL OF AUSTRALIA

5. Consultation

Public consultation was carried out in accordance with clause 7.1 of the Setting of Speed Limits Rule. A four and a half week period of community consultation was carried out during June and July 2010 on the Council's proposal to lower the speed limit. A summary of the submissions received is shown in the graphs below. From the 87 submissions we received, the majority support the proposed lower speed limits.

We also received one late submission from the Greater Wellington Regional Council who supports the lower speed limits. Due to the late arrival of the submission, it wasn't included in the summary graphs.

5.1 Breakdown of submissions received:

Individual submissions: 79

Organisation submissions: 8

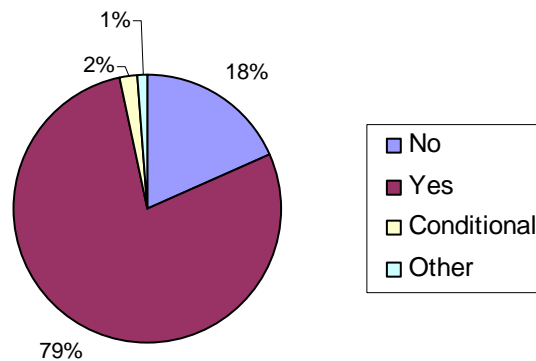
- BATS Theatre
- HART, RATrs, BAB
- Wellington Road Transport Association
- Frocks on bikes
- NZ Automobile Association Inc.
- NZ Bus Ltd
- Living Streets Aotearoa, Wellington
- Cycle Aware Wellington

Late submissions: 1

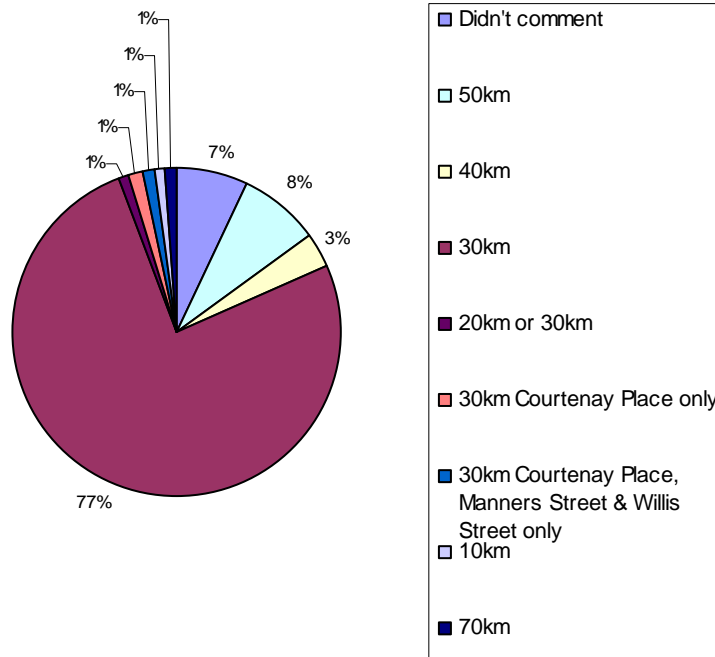
- Greater Wellington

5.2 Summary of responses to questions asked in the consultation:

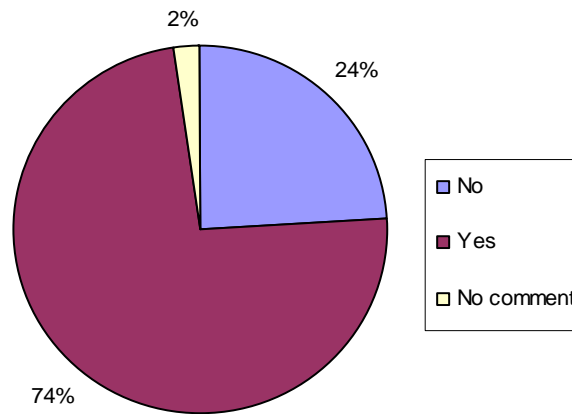
1. Do you believe it is appropriate to reduce the speed limit to 30km/h as indicated on the map on Courtenay Place, Manners Street, including what is now Manners Mall, parts of Willis, Boulcott, Dixon, Taranaki and Tory streets and Inglewood Place?



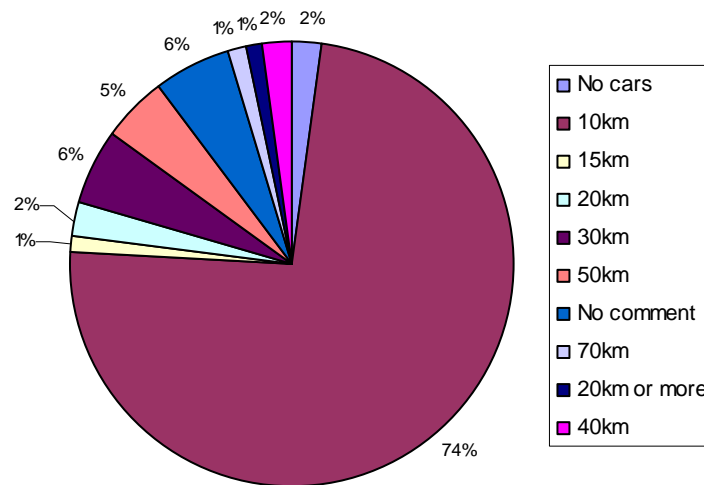
2. If no, what speed limit do you think is appropriate?



3. Do you believe it is appropriate to reduce the speed limit to 10km/h in the planned lower Cuba Street shared zone (between Wakefield and Manners)?



4. If not, what speed limit do you think is appropriate?



5.3 Oral submissions:

Submitters were also given an opportunity to have their submission heard and 12 chose to do so. Submissions were presented to the Strategy and Policy Committee on Thursday 12 August 2010 by:

- 1) Alex Gray on behalf of the NZ automobile Association
- 2) Michael Taylor as an individual
- 3) Isabella Cawthorn on behalf of Frocks on Bikes
- 4) Benjamin Easton as an individual (Maria van der Meel presented on behalf of Benjamin)
- 5) Jamie Linton as an individual
- 6) Megan Salole as an individual
- 7) Gilbert Sanseau as an individual
- 8) Patrick Morgan as an individual
- 9) Julie Anne Genter as an individual
- 10) Paula Warren on behalf of Living Streets Aotearoa Inc.
- 11) Willemjin Vermaat on behalf of Cycle Aware Wellington
- 12) Bernard O'Shaughnessy on behalf of HART, RATrS, BAB

Alex Gray advised that the AA supports the lower speed limit along Courtenay Place, Manners Street and part of Willis Street as it will “hopefully help reduce pedestrian accidents”. They don't support lowering it on the adjoining streets, especially not Taranaki Street, as they consider a lower speed limit unsuitable for an arterial road. It will also be confusing for motorists and unenforceable. They would prefer the junctions be sign posted instead.

Alex advised that the long term vision for the city should be looked at on a case by case basis and that we need to strike a good balance for pedestrian wait times and vehicles around the city as well.

Michael Taylor advised that he supports the lower speed limit and would be happy to see it lowered even further to 20km/h. He disagrees with the AA's comments and believes the speed should be lowered through the junctions. He

believes that initially the bus lanes through the old Manners Mall will be a dangerous mix and that we should start off with a 10km/h speed limit, to be revised after six months.

Michael advised that the long term vision for the city should be a citywide 30km/h or 40km/h speed limit.

Isabella Cawthorn advised that Frocks on Bikes strongly supports this initiative and its direction, as it will make the roads safer for all road users and hopefully encourage more people on to bikes. Isabella advised that Frocks on Bikes has been active for two years now and is active in seven different locations around the country.

When asked her view on cycle helmets, Isabella advised that she doesn't believe there are members who don't wear a helmet. However, she does believe that more would cycle without helmets if they were legally allowed to do so.

Isabella was asked what she thought the next step was to make it safer for cyclists. She advised that her preference was initiatives that make road users more attentive, not necessarily cycle lanes, as well as more cycle parking and more information for cycle use in bus lanes. Isabella advised that Frocks on Bikes shows that "normal" people cycle. Council needs to think holistically about what will increase cycling in Wellington.

It was mentioned that a submission could be made to Police about other driver distractions such as eating and the age of helmet enforcement if the group felt strongly about it.

Maria van der Meel presented Benjamin Easton's submission as he was unable to attend the hearings. The submission read "I am grossly unhappy that Council would pretend that northbound buses could pass at any speed".

Jamie Linton doesn't support lowering the speed limit and believes it should stay as it is. He feels that cyclists already hold up public transport, citing Adelaide Road as an example. If the speed limit is to be lowered then Jamie believes it shouldn't be a 24 hour restriction. He believes the pre 30km/h signs that would be put before the traffic signals are nonsense. Jamie also disagrees with the proposal to lower the speed limit to 10km/h on lower Cuba Street. He believes that it will cause major congestion especially since buses won't be able to pass. He also believes using the word "crashes" is misleading.

When asked what the long term objective citywide should be, Jamie advised that he didn't believe the lower speed limits, if put in place, should be 24 hours a day. He also advised that the new traffic signals outside St James theatre hold up the traffic.

Megan Salole advised that she is a member of Frocks on Bikes but was speaking as an individual who loves to cycle around Wellington. She strongly supports lowering the speed limits as it will make the city safer. At 30km/h it doesn't feel like a cyclist is competing with the traffic. Climate change will also increase the opportunity to cycle.

Megan was asked how we can progress and change the culture around cycling. She advised that is what Frocks on Bikes is trying to do. To show people that "normal" people cycle. Megan was also asked if she thought the lower 40km/h

speed limit in Newtown had made a difference. She advised that it has but more so on the side streets.

Megan also advised that through climate change the role of public transport and cycling needs to be looked at. Cycles and buses aren't complementary and sharing bus lanes isn't working.

Gilbert Sanseau supports lowering the speed limit. He believes that segregating traffic and cyclists would be difficult to set up and wouldn't create a good feeling around town. Gilbert believes the big solution is lowering speed limits. It makes traffic and cyclists more compatible. It will mean fewer crashes, it will be safer and there will be lower emissions.

Gilbert was asked what he thought about sharing footpaths. He advised it depends on where it is, sometimes you're not able to do it. When it is the only solution it is okay but that pedestrians should have priority on footpaths. Gilbert suggested putting cycle lanes in down the middle of streets as done overseas.

Patrick Morgan strongly supports lower speed limits around the city. He believes the shared space on lower Cuba Street and 10km/h speed limit will be a good experiment for Wellington. It has worked in Napier and it is consistent with WCC's Cycling Policy.

Patrick was asked what he thought the next priority to improve cycling would be. He advised to continue lowering speed limits, also focus on intersections, midblock crashes spots and cycle lanes where necessary.

Patrick would like to see a trial for six months to have Manners Mall as a bus lane, not a bus only lane so cyclists can use it as well.

Paula Warren spoke on behalf of Living Streets Wellington. They strongly support lowering the speed limits and believe Council should continue to do so. Paula also advised that in the long term we should look to restrict private vehicles through the Golden Mile.

Paula was asked if she thought restricting private vehicles on the Golden Mile would increase congestion on the side roads. Paula does not believe that this would be the case.

Willemijn Vermaat spoke on behalf of Cycle Aware Wellington. They strongly support the lowering of speed limits. It is important for both cyclists and walkers. Lowering speeds will improve city life and the outer suburbs should be looked at as well. It could limit car use which would make it more pleasant to walk and cycle. There also needs to be a good amount of education around why we are lowering vehicle speeds so the public understand the reasoning behind it. Willemijn advised that the long term vision for the city should be that speeds are lowered in all urban areas.

Bernard O'Shaughnessy spoke on behalf of HART, RATrs and BAB who are supportive of lowering the speed limit, but should not be 24 hours. He believes they should be set back to 50km/h at night out of peak traffic times. Bernard also suggested trialling locking cars out of the CBD during the summer.

In addition to the public consultation, Council is required to consult with the stakeholders and this was undertaken during June/July 2010. As a result, responses were received from the New Zealand Automobile Association. Their comments have been noted in the oral submission section of this report.

The results demonstrate strong support for the proposed changes. Officers do not believe the objections received would justify not proceeding with the proposed speed limit changes.

5.6 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 January 2010.

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

6. Conclusion

The benefit of lowering the speed of vehicles through the Golden Mile shopping area is to reduce the risk of serious crashes, improve pedestrian safety and encourage more active modes of transport such as walking and cycling.

Officers have an established programme for speed reduction that fits within a number of Council policies and projects. Wellington is leading the way in speed management within New Zealand however internationally we are still well behind what is considered best practice. The Ministry of Transport is proposing that these lower speed limits be adopted by all road controlling authorities throughout New Zealand as part of the Safer Journeys 2020 Road Safety Strategy.

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.

Approval of the speed limits as described in Table 1 and 2 will assist NZTA in evaluating the speed zoning criteria.

The Committee is requested to recommend to the Council that it approves the proposed changes to the lower speed limit through the Golden Mile shopping area 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 # CX492.

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