
GOLDEN MILE - ROAD SAFETY INITIATIVES

1. Purpose of report

Officers have undertaken consultation on proposals to set a 20km/h speed limit on part of the Golden Mile and to make traffic and parking changes in Bond and Mercer Streets. The Committee are requested to consider submissions on both of these proposals and to make their recommendations to Council.

2. Executive summary

Wellington City has made considerable progress in reducing the number and severity of pedestrian injury crashes across the City. However we need to do more before we can claim to have achieved a level comparable with the best performing cities. The focus of this report is on two specific recommendations for improving safety on the key transport corridor along the Golden Mile in line with recommendations of the pedestrian safety steering group set up in 2011 to advise on pedestrian safety issues along the Golden Mile

The first proposal is to set a safer speed limit of 20km/h on the Golden Mile between Panama Street and Taranaki Street. This proposal has been through a period of consultation as required under the bylaw. The Committee heard oral submissions on 6 and 7 November 2012.

Having considered submissions for and against the proposal, the officers are of the view that a speed limit of 20km/h is more appropriate than the current 30km/h in view of the unusually high combination of pedestrians and buses on this route and because pedestrians are at greater risk of death or serious injury if they are hit by a bus compared with a car. Lowering the speed limit by 10km/h is expected to have little effect on bus journey times but provide a high potential safety payback.

The second proposal is to close Bond Street at its intersection with Willis Street to reduce the number of crashes at the intersection and to provide an opportunity to create an open area for pedestrians that choose to cross at this location.

Officers believe that the proposal will have significant benefits to pedestrian amenity in Willis Street. The proposed closure will require changes to parking, including relocating the existing taxi stand to a new location in Mercer Street.

Consultation has been undertaken through a traffic resolution process for both the closure and the subsequent parking changes, and there has been feedback both for and against.

After considering the feedback, officers are of the view that the proposal should proceed.

3. Recommendations

Officers recommend that the Strategy and Policy Committee:

1. *Receive the information.*
2. *Note the results of the public consultation process.*
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.*
6. *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 tables below on the following section of streets in.*

Street	Legal description	Speed limit
Manners Street	<i>For its entire length</i>	<i>20km/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>20km/h</i>
Willis Street	<i>From its intersection with Lambton Quay to a point 113 metres southwest of its intersection with Boulcott Street</i>	<i>20km/h</i>
Mercer Street	<i>From its intersection with Willis Street to a point 55 metres east of its intersection with Willis Street</i>	<i>20km/h</i>
Willeston Street	<i>From its intersection with Willis Street to a point 25metres east of its intersection with Willis Street</i>	<i>20km/h</i>
Customhouse Quay	<i>From its intersection with Lambton Quay to its intersection with Hunter Street</i>	<i>20km/h</i>
Lambton Quay	<i>From its intersection with Willis Street to its intersection with Panama Street</i>	<i>20km/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>20km/h</i>

7. *Recommend to Council that it approves a prohibition of vehicular traffic over Bond Street for a distance of 10 metres from its intersection with Willis Street*
8. *Recommend to Council that it approves the following amendments to the Traffic Restrictions, pursuant to the provisions of the Wellington City Council Consolidated Bylaw 2008.*

Delete from Schedule B (Restricted Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>DC, CC, FC Registered Vehicles Parking, Monday to Friday 8:00am – 6:00pm</i>	<i>Southwest side, commencing 3.5 metres northwest of its intersection with St. Hill Street (Grid Coordinates X=2658711.47263 m, Y=5989323.462629 m) and extending in a north- westerly direction following the kerbline for 17.5 metres.</i>
Bond Street	<i>Taxi Stand, At All Times.</i>	<i>Southwest side, commencing 51.5 metres northwest of its intersection with St. Hill Street (Grid Coordinates X=2658711.47263 m, Y=5989323.462629 m) and extending in a north- westerly direction following the kerbline for 25.5 metres.</i>

Delete from Schedule G (Give Way and Stop Controls) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>No Left Turn, At All Times.</i>	<i>Northwest bound traffic, no left turn to Willis Street.</i>

Delete from Schedule F (Metered Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>Metered Parking, P120 Maximum, Monday to Thursday 8:00am - 6:00pm, Friday 8:00am - 8:00pm, Saturday and Sunday 8:00 - 6:00pm.</i>	<i>Southwest side, commencing 21 metres northwest of its intersection with St. Hill Street (Grid coordinates $x=1748689.6$ m, $y=5427611.3$ m), and extending in a north-westerly direction following the kerbline for 23 metres. (4 parallel carparks)</i>

Delete from Schedule D (No Stopping Restrictions) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>No stopping, at all times.</i>	<i>Northeast side, commencing 8 metres southeast of its intersection with Willis Street (Grid Coordinates $X=2658658.359703$ m, $Y=5989397.867907$ m) and extending in a south-easterly direction following the kerbline for 100 metres.</i>

Add to Schedule F (Metered Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>Metered Parking, P120 Maximum, Monday to Thursday 8:00am - 6:00pm, Friday 8:00am - 8:00pm, Saturday and Sunday 8:00 - 6:00pm.</i>	<i>Southwest side, commencing 3.5 metres northwest of its intersection with St. Hill Street (Grid coordinates $x=1748689.6$ m, $y=5427611.3$ m), and extending in a north-westerly direction following the kerbline for 40.5 metres. (7 parallel carparks)</i>

Add to Schedule B (Restricted Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>DC, CC, FC Registered Vehicles Parking, Monday to Friday 8:00am – 6:00pm</i>	<i>Northeast side, commencing 69.5 metres southeast of its intersection with Willis Street (Grid Coordinates X=1,748,637.36 m, Y=5,427,685.19 m) and extending in a south-easterly direction following the kerbline for 17.5 metres.</i>
Bond Street	<i>Loading zone - goods vehicles and authorised vehicles only,</i>	<i>Southwest side, commencing 51.5 metres northwest of its intersection with St. Hill Street (x= 1748689.6 m, y= 5427611.3 m) and extending in a north-westerly direction following the kerbline for 17.5 metres.</i>
Bond Street	<i>Motorcycle Parking, At All Times</i>	<i>Southwest side, commencing 69 metres northwest of its intersection with St. Hill Street (Grid Coordinates x= 1748689.6 m, y= 5427611.3 m) and extending in a north-westerly direction following the kerbline for 8 metres.</i>

Add to Schedule D (No Stopping Restrictions) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Bond Street	<i>No stopping, at all times.</i>	<i>Northeast side, commencing 11 metres southeast of its intersection with Willis Street (Grid Coordinates X=1,748,637.36 m, Y=5,427,685.19 m) and extending in a south-easterly direction following the kerbline for 58.5 metres.</i>

Bond Street	<i>No stopping, at all times.</i>	<i>Northeast side, commencing 87 metres southeast of its intersection with Willis Street (Grid Coordinates X=1,748,637.36 m, Y=5,427,685.19 m) and extending in a south-easterly direction following the kerbline for 13 metres.</i>
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Delete from Schedule B (Restricted Parking) of the Traffic Restrictions Schedule

Column One Mercer Street	Column Two <i>Motorcycle Parking, At All Times.</i>	Column Three <i>North side, commencing 19 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748657.8 m, y= 5427730.6 m), and extending in a south-easterly direction following the northern kerbline for 9.5 metres.</i>
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Mercer Street	<i>Loading zone - goods vehicles and authorised vehicles only, P10, Monday to Saturday 8:00am – 6:00pm.</i>	<i>North side, commencing 28.5 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748657.8 m, y= 5427730.6 m), and extending in a south-easterly direction following the northern kerbline for 10.5 metres.</i>
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Delete from Schedule D (No Stopping Restrictions) of the Traffic Restrictions Schedule

Column One Mercer Street	Column Two <i>No stopping, at all times.</i>	Column Three <i>North side, commencing 39 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748657.8 m, y= 5427730.6 m), and extending in a south-easterly direction following the northern</i>
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kerbline to its intersection with Victoria Street.

Delete from Schedule F (Metered Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Mercer Street	<i>Metered Parking, P120 Maximum, Monday to Thursday 8:00am - 6:00pm, Friday 8:00am - 8:00pm, Saturday and Sunday 8:00 - 6:00pm.</i>	<i>South side, commencing 12 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748652.6 m, y= 5427718.9 m), and extending in a south-easterly direction following the southern kerbline for 37 metres. (13 angled parking spaces).</i>

Add to Schedule B (Restricted Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Mercer Street	<i>Taxi Stand, At All Times.</i>	<i>North side, commencing 19 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748657.8 m, y= 5427730.6 m), and extending in a south-easterly direction following the northern kerbline for 28 metres. (5 parallel parks)</i>

Add to Schedule D (No Stopping Restrictions) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Mercer Street	<i>No stopping, at all times.</i>	<i>North side, commencing 47 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748657.8 m, y= 5427730.6 m), and extending in a south-easterly direction following the northern kerbline to its intersection with Victoria Street.</i>

Add to Schedule F (Metered Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Mercer Street	<i>Metered Parking, P120 Maximum, Monday to Thursday 8:00am - 6:00pm, Friday 8:00am - 8:00pm, Saturday and Sunday 8:00 - 6:00pm.</i>	<i>South side, commencing 12 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748652.6 m, y= 5427718.9 m), and extending in a south-easterly direction following the southern kerbline for 29 metres. (10 angled parking spaces).</i>

Add to Schedule B (Restricted Parking) of the Traffic Restrictions Schedule

Column One	Column Two	Column Three
Mercer Street	<i>Loading zone - goods vehicles and authorised vehicles only,</i>	<i>South side, commencing 41 metres south-east of its intersection with Willis Street (Grid coordinates, x= 1748652.6 m, y= 5427718.9 m), and extending in a south-easterly direction following the southern kerbline for 8 metres.</i>

4. Background

4.1 *The role of the Golden Mile*

Except for an historically short period between 1979 and 2010 when the former Manners Mall was in place, the Golden Mile has for generations been the primary route through the central city, initially for trams and later buses, being the linear centre of gravity of passenger demand between the Railway Station and the end of Courtenay Place.

There have been suggestions from time to time that buses could be rerouted or north and southbound bus routes be separated. However maintaining both northbound and southbound buses on the same route is always reconfirmed as the most legible and efficient for bus users. Due to increasing congestion and delays resulting from general traffic growth, as much of the bus route as possible has been given priority over other vehicles through the introduction of bus lanes and most recently the bus only route along Manners Street which allows buses to run on their own dedicated roadway.

It is perhaps worth noting that relocating buses back on to Manners Street achieved a number of positive outcomes in addition to providing buses with a more direct and reliable route better able to serve their passengers. These include:

- Improved route legibility
- Removing a poorly performing pedestrian mall with social issues, poorly located and in need of major reconstruction
- Creating a new shared space in Lower Cuba Street to replace the Manners mall and reinforcing the main pedestrian route along Cuba Street and through to Civic Square and the Waterfront
- Freeing up part of Wakefield and Dixon Streets from the requirement to accommodate bus routes and allowing for the creation of 40 additional parking spaces.

The Golden Mile, as well as providing the main bus corridor, has at the same time served as the prime retail strip, also providing foot access to many large office buildings and commercial premises. Its extremely high pedestrian activity reflects its key role servicing the central city.

From a wider perspective the Golden Mile has been and remains demonstrably successful although it has proved to be a challenge to ensure that its very high levels of public activity are accommodated with maximum convenience and safety. It is the latter aspect which has been the subject of heightened recent concern since the public transport route was restored fully back on to Manners Street in 2010.

The role of the Golden Mile as previously referred to has always been to accommodate substantial numbers of people and vehicles and for the most part has successfully done so for a century or more. To accommodate the very high pedestrian activity the Council has over a number of years widened footpaths on Lambton, Willis, Manners and Courtenay Place to better accommodate both moving and static pedestrians including accommodating busy bus stops, accessing buildings, window shopping, outdoor seating etc.

A fundamental issue to be considered when we look at safety on the Golden Mile is where the priority should lie between the needs of vehicles and their passengers, versus pedestrians. Currently we seek to give greatest priority to buses during peak commuter times so the travelling public can access their workplace and return home in a reasonable time frame. Therefore our traffic signal timings are set to provide as far as possible to facilitate this peak traffic flow.

For the most part the pedestrians, many of whom are bus passengers also will be heading to or from their workplace during these peak periods, and when they need to cross the road there are ample controlled crossing points where they can safely do this.

At other times of the day and week the logic is to facilitate pedestrians to move as freely and conveniently as possible with our traffic signal timings set to give higher priority to people on foot wishing to cross the street whether on business or leisure e.g. lunchtime shopping. There has never been an appetite for heavy segregation of pedestrians and vehicles in Wellington unlike the situation overseas in particular the UK, where it has been the practice to line busy shopping streets with segregating fences with pedestrians permitted to cross

only at controlled crossing points. In fact the recent strong trend in Europe and UK is now to remove pedestrian/vehicle segregation and to create shared spaces therefore allowing more opportunity for pedestrians to cross the road where they can safely do so. There are numerous examples where this has been done e.g. Kensington High Street, London which has seen a drop in pedestrian accidents since the barriers were removed.

The officers therefore suggest that pedestrians in Wellington have for many years treated the Golden Mile as a major “shared space” and that this should be acknowledged, with future interventions aimed at reinforcing this position and applying appropriate safety measures to ensure the space sharing can be carried out with a high level of safety.

4.1 Improving safety on the Golden Mile

To address the ongoing issue of pedestrian safety along the Golden Mile, in late 2011 a multi -agency steering group was established to review pedestrian safety along the whole of the Golden Mile (from the bus interchange at the Railway Station to Courtenay Place). In order to inform the steering group, two independent safety reports were commissioned, the first being a crash reduction study carried out by GHD Ltd and the second a human factors behavioural assessment carried out by Opus Ltd. Following these reviews, the steering group made a number of recommendations that were presented to Council in a briefing on 9 August 2012.

A key recommendation was to implement a 20km/h speed limit on Manners and Willis Street which is the subject of this report, along with an ancillary proposal to improve safety and enhance pedestrian amenity on Willis Street by closing off the intersection with Bond Street and relocate the taxi stand to Mercer Street.

On the issue of speed limits, a 30km/h speed limit is now in place along the Golden Mile and is considered an excellent safety feature with evidence of reduced crash severity since it was introduced from 2006.

A 30km/h limit would generally be regarded as appropriate for urban streets with significant pedestrian activity. However, there are exceptionally high numbers of buses in the traffic mix on the Golden Mile, and there is evidence that a pedestrian collision with a bus will be likely to result in a more severe injury than would typically be the case with a car. For this reason the steering group recommend that a reduction to 20km/h would result in a significantly improved safety outcome with minimal impact on bus journey times. This recommendation is in line with advice from two international road safety experts from Sweden and Australia brought to NZ by the NZTA in 2011

The length of the Golden Mile which it is proposed to change to a 20km/h speed limit has had a high incidence of road crashes. Over five years (2007 to 2011), 167 crashes were reported on these roads and 54 people were injured. Thirty-nine of the crashes involved a pedestrian.

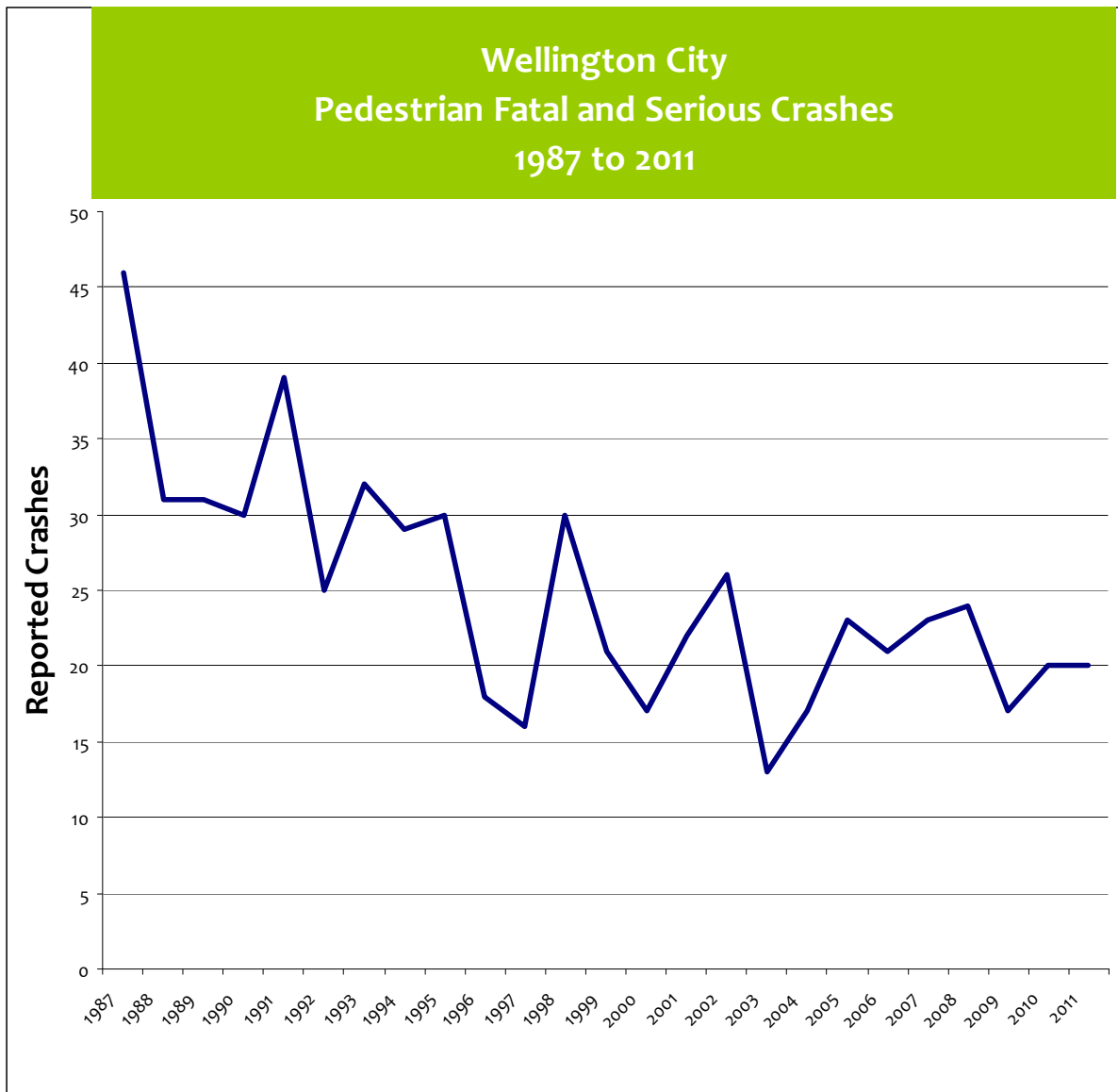
Our investigations show that for every 1km/h we lower the speeds, we can expect a two to three percent reduction in the number of crashes. Lowering the speed limit will also reduce the severity of crashes that do occur. A pedestrian /vehicle collision at 20km/h is only about one third as likely to result in a pedestrian's death as a similar collision at 30km/h. This highlights the sensitive relationship between vehicle speed and pedestrian safety, and is highly relevant when we consider that four of the city's 10 worst pedestrian accident black spots are on this route.

5. Discussion

5.1 Road safety overview

Wellington's CBD has a very large working population and a steadily increasing residential population also. The number of commuters walking and cycling has shown substantial increases in recent years and our use of public transport is the highest in NZ and is also high by Australasian comparisons.

The result is that we have the busiest central city footpaths in NZ and the greatest density bus corridors also. Against this backdrop we have nonetheless seen a significant reduction in pedestrian crashes throughout the city. The graph below shows the number of reported fatal and serious crashes over the past 25 years. The number has reduced by over a half from 46 in 1987 to 20 in 2011.



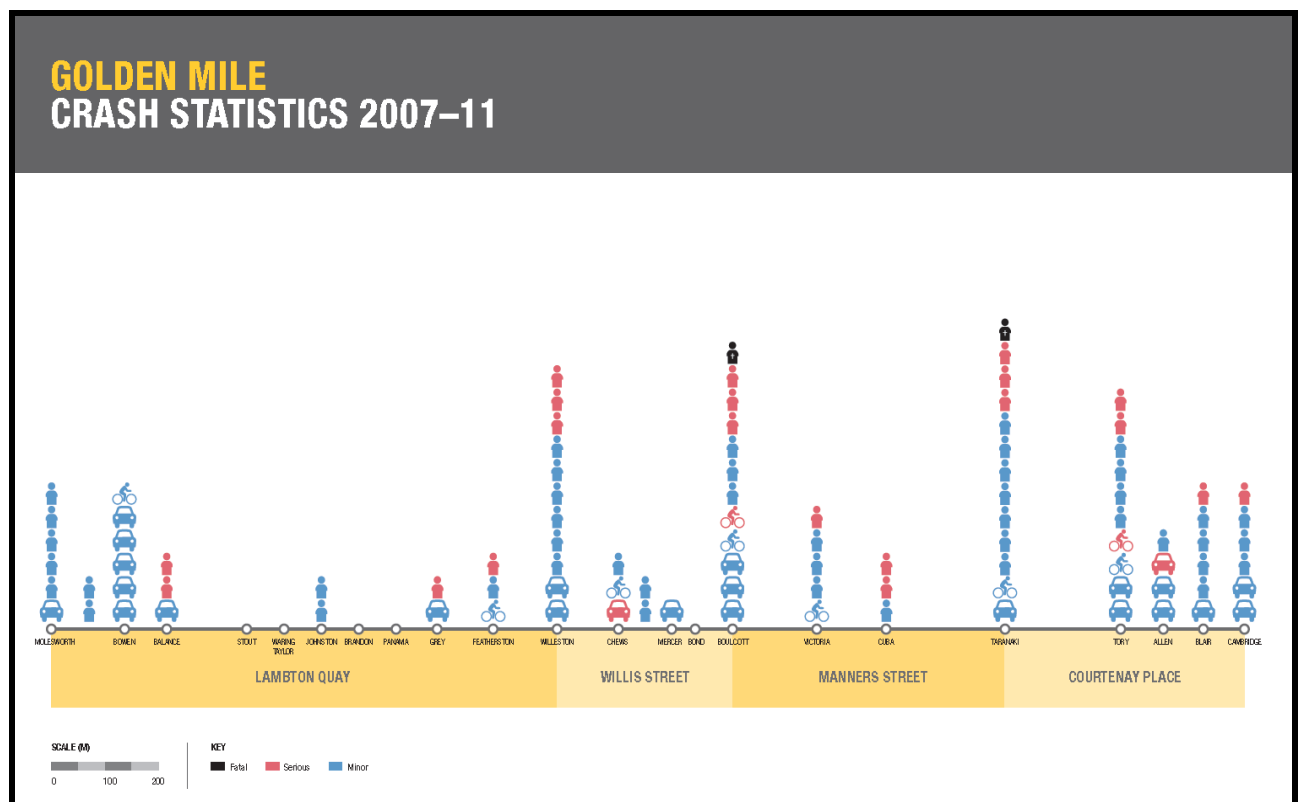
While Wellington city continues to have an overall good record of road safety performance when compared to our peers, the percentage of those casualties that involve a pedestrian are high and are reported to be the highest in New Zealand.

2007-2011 All Injury	Auckland (Urban)	Christchurch City	Dunedin City	Hamilton City	Hutt City	Tauranga City	Wellington City	Total
Fatal	159	67	19	25	8	17	19	314
Serious	1579	919	405	237	154	183	364	3841
Minor	12159	3624	1814	1406	976	748	1817	22544
Total	13897	4610	2238	1668	1138	948	2200	26699

2007-2011 Pedestrian percentage of all injury	Auckland (Urban)	Christchurch City	Dunedin City	Hamilton City	Hutt City	Tauranga City	Wellington City	Total
Fatal	23.9	16.4	26.3	16.0	12.5	17.6	21.1	21.0
Serious	20.3	16.4	17.5	20.3	18.2	17.5	27.5	19.5
Minor	9.7	8.3	7.9	9.0	12.2	9.5	17.2	10.0
Total	11.1	10.1	9.8	10.7	13.0	11.2	19.0	11.5

As is to be expected, most of the pedestrian crashes occur in the denser areas around suburban shopping centres and the central area. Over the most recent full five year period the central area had reported 213 injured pedestrians or 51% of all reported pedestrian injuries citywide.

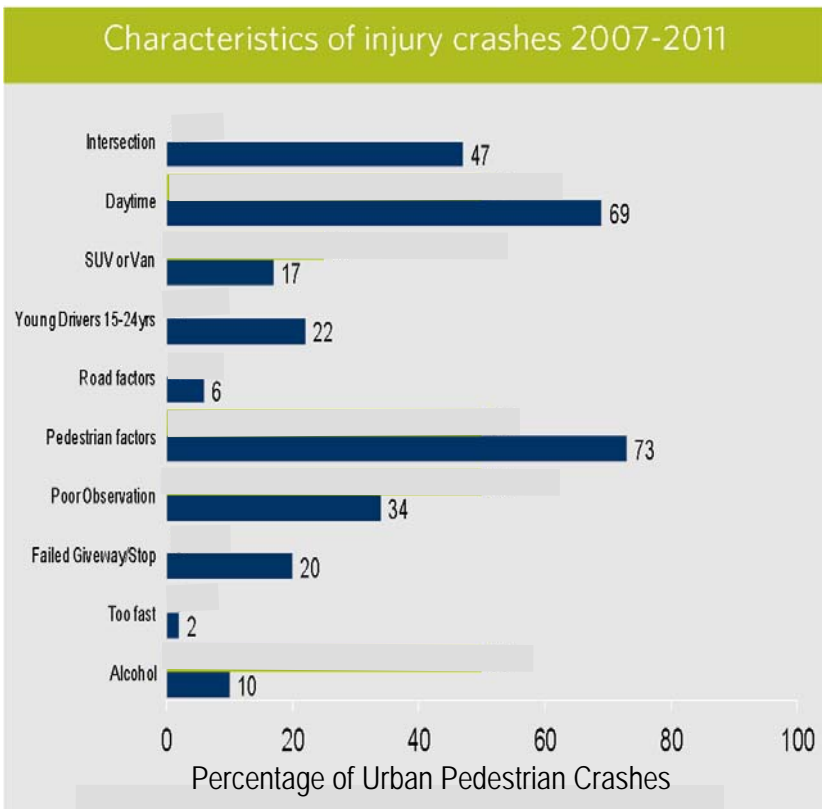
Within the central area the Golden Mile was the location of only 31% of the crashes (67). A further breakdown by location along the golden mile is shown in the table below. A breakdown of these crashes by mode, location and year is shown in appendix A



The table below taken from the NZ Transport Agencies briefing note shows the breakdown of citywide pedestrian crashes over the five years 2007-2011 by severity and year. The following table breaks this data down further into the characteristics of these crashes. It can be seen from this that over two thirds of pedestrian crashes happen during daylight and just under half happen at intersections, the most outstanding characteristic is the pedestrian factors of 73%, these are factors where the actions of the pedestrian in some way caused or contributed to the crash occurring.



City wide **pedestrian** crash trends



City wide crash characteristics

5.2 Safer Journeys – the National Road Safety Strategy 2010-2020

When planning on how to address crashes in the city we must give consideration to the National Road Safety Strategy: Safer Journeys. The New Zealand Government road safety strategy for 2010 to 2020 has at its core an adoption of a *Safe System*. The Safe System approach aims to create a forgiving road system based on these four principles:

- **PEOPLE MAKE MISTAKES**, We need to recognise that people make mistakes and some crashes are inevitable.
- **PEOPLE ARE VULNERABLE**, Our bodies have a limited ability to withstand crash forces without being seriously injured or killed.
- **WE NEED TO SHARE RESPONSIBILITY**, System designers and people who use the roads must all share responsibility for creating a road system where crash forces do not result in death or serious injury.
- **WE NEED TO STRENGTHEN ALL PARTS OF THE SYSTEM**, We need to improve the safety of all parts of the system – roads and roadsides, speeds, vehicles, and road use so that if one part fails, other parts will still protect the people involved.

The Pedestrian Safety Steering Group felt that an examination of all crashes involving pedestrians along the full length of the Golden Mile was warranted rather than just a review of those involving a bus in the Manners Street area. The Steering Group, through Wellington City Council, commissioned two independent studies; a pedestrian crash reduction study undertaken by GHD Ltd, and a human factors behavioural assessment undertaken by Opus International Consultants Ltd.

Through Councils Safe and Sustainable Transport Reference Group, officers were able to discuss the ongoing investigation and Golden Mile pedestrian safety concerns with road safety advocates and stakeholders.

Based on the evidence available, stakeholder input and noting the consultant's recommendations the Steering Group has recommended the following practical actions should be undertaken:

1. Carry out social marketing campaigns promoting safer pedestrian behaviour
2. Implement engineering solutions to aid pedestrians crossing
 - Encourage crossings in open locations
 - Reduce wait times at signalised crossings
 - Red light cameras
3. Install more driver speed feedback signs to ensure vehicles are compliant in the 30km/h area
4. Improve the delineation of the margin between footpath and carriageway including removing obstructions that could limit intervisibility
5. Take measures to lowering the speed limit on Manners and Willis Streets to 20km/h
6. Undertake a trial in an area before and after installing intensive infrastructure and then to survey crossing behaviours to gauge the most effective treatment

7. Investigate ways to further improve bus visibility and presence
8. Investigate improving visibility when crossing from behind buses

Since releasing the reports and recommendations a number of actions have been completed or are in progress such as:

- New safer signalised crossings installed in Courtenay Place and Willis Street
- Removal of the poster bollard from Willis Street and introduction of more low level street furniture such as seats, bins and cycle stands
- New driver speed feedback signs installed on Willis Street
- Pedestrian wait times at traffic signals have been reduced
- A social marketing campaign planned for late November to push the message “stop, look both ways, cross safely”
- Improving bus visibility and presence is proving to be difficult there is little international evidence of where this has been applied and NZ Bus are reluctant to commit resource to undertake a study here in Wellington.

Two recommendations are the subject of this report; the lowering of the speed limit on Manners and Willis Street to 20km/h and the closure of Bond Street to encourage crossing in an open location. This subject matter is discussed in detail below.

5.3 Speed limits

In June 2006 a safer speed limit of 30km/h was introduced on Lambton Quay and Willis Street. In November 2010 the 30km/h area was extended to include Manners Street and Courtenay Place.

Speed affects the likelihood and impact of all crashes. Small reductions in impact speeds greatly increase the chances of surviving a crash, particularly for pedestrians or cyclists. This is why speed management is a key element of road safety strategies worldwide.

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. This reflects a better understanding of the impact that speed has on the human body. Small reductions in impact speed greatly improve chances of survival in a crash. In addition to the safety benefits, lower speeds create a better ambience and encourage more activity around retail centres and local neighbourhoods, which is important for economic development and social interaction.

Many countries are dropping their urban speed limits and some impressive results have been reported. For example, the City of Hull in England introduced a 20 mph (32km/h) speed limit on over a quarter of its urban roads, which contributed to a 90 percent reduction in fatal and serious injury crashes. The London Borough of Islington introduced 20mph zones extensively and has achieved an accident reduction exceeding 65%. Major cities which have introduced 30km/ speed limits include New York, London, Edinburgh, Berlin, Liverpool, Coventry etc.

Probability of pedestrian death when struck by a vehicle

Collision Speed Km/h	20	30	40	50
Approx. probability of death (%)	5	15	30	70

"Pedestrian Planning and Design Guide" - Land Transport NZ 2007

As can be seen from the above table, there is a significant safety gain to be achieved by dropping the legal speed limit from 30km/h to 20km/h. It also highlights the issues with the long standing 50km/h urban speed limit which applies to most streets in Wellington.

While a 30km/h speed limit would be appropriate on a typical high street, because of the very high % age of buses on the Golden Mile, this route should be considered as a special case for a slightly lower limit to add that extra degree of safety for the large number of pedestrians using this route

5.3.1 Consultation and Engagement

Public consultation was carried out in accordance with clause 7.1 of the Setting of Speed Limits Rule. A four week period of community consultation was carried out during October 2012 on the Council's proposal to set a safer speed limit. A summary of the submissions received is outlined below.

Do you agree with the entire proposal to reduce the speed limit to 20km/h?	Yes	No	Unclear
Part of the Golden Mile	78	146	2

While there were a significant number of submissions in opposition to the proposal we received support from our key partners, NZ Police, Greater Wellington Regional Council and NZ Bus.

Those 146 submissions not in favour of the proposal to set a safer speed limit of 20km/h have been grouped into various themes. The groupings are listed below:

Theme for not supporting	occurrence
The "problem is with pedestrians, headphones, jaywalking	39
The current 30km/h is appropriate	28
20km/h will encourage more poor pedestrian behaviour	26
Not convinced that 20km/h will make a difference	24
Will be detrimental to public transport	20
Install barriers to stop pedestrians stepping out	13
Need to prosecute poor pedestrians behaviour	13
Need to better educate pedestrians	13

Other issues that were identified but in smaller numbers were; narrow roads are the cause of the problem; move buses off this route or remove all vehicles; need more crossing points and; reduce pedestrian wait times at traffic signals.

It is noted that neither drivers or vehicle speeds are a significant factor in crashes involving pedestrians along the Golden Mile, however in a safe system a road controlling authority has to recognise that whatever is done people will make mistakes and humans are vulnerable to this end it is proposed to set a speed limit that better reflects human survivability when a mistake is made and a pedestrian is hit.

It is also noted that most crossings across the road in Wellington happen in safe way, every day there are thousands of successful crossings at near or between formal crossings.

Submissions have been received from both Greater Wellington and NZ Bus who are supportive of the safer 20km/h speed limit. Both the funder and the provider believe that this is will provide a safer outcome if a mistake is made.

There have been many suggestions that enforcement action should be taken against pedestrians who “jay walk.” Any enforcement in New Zealand can only be undertaken by the NZ Police and even then the offences are limit to those activities within 20m of a formal crossing.

Barriers have also been suggested as an option to reducing pedestrian crashes. The temporary barriers installed in Willis Street in August this year have had a negative impact on retail trade, there have been reports of people climbing over them and more recently retailers have forcibly removed them. An analysis of where barriers could be installed along the Golden Mile shows that there are limited areas where there are lengths of kerb line opposite one another unencumbered by carparks, bus stops, loading zones or crossings.

It is not suggested that speed limits are the sole solution to reducing pedestrian crashes, however used in conjunction with the other measures proposed along the Golden Mile will not only see a reduction in the number of crashes but will reduce the severity of crashes when a moments inattention leads to a pedestrian making a mistake in stepping out in front of an oncoming vehicle.

5.4. Bond Street

The steering group also recommended engineering solutions to encourage crossing in open locations. To that end it is proposed to close Bond Street at its intersection with Willis Street. This will mean that pedestrians walking along the eastern footpath will no longer need to negotiate vehicles turning into or out of Bond Street; the proposed closure will also address the pedestrian and vehicle safety problem at the intersection of Bond and Willis Streets.

Many pedestrians choose to cross Willis Street mid-block at Bond Street generally in a safe manner, with only one reported crash over the last five years at this location although this was fatal. By closing access between Willis and

Bond Streets it will be possible to create an open location to cross on the desire line of many pedestrians.

Since the introduction of the south bound bus lane at the end of 2010 as part of the Restoration of the Golden Mile, there have been 7 reported crashes associated with turning into or out of the street, one of these involved a serious injury.

Surveys show that on average 2250 vehicles use Bond Street each day. If the road were to be closed to through traffic at Willis Street the 840 vehicles travelling eastbound would be required to continue along Willis Street and use Mercer Street. The 1410 westbound vehicles would no longer be able to exit onto Willis Street and would need to take an alternative route either by using Wakefield Street onto the Quays or by travelling further south on Victoria Street to Dixon Street before returning north on Willis Street.

The busiest time for westbound traffic is in the evening peak period where on average 120 motorists use Bond Street to get to Willis Street. Surveys have been undertaken that show the extended trip via Victoria, Dixon and Willis Street would add an average of 5min in the evening peak.

As a result of closing Bond Street to through traffic there will be a significant effect on the viability of the existing taxi stand and so it is proposed to relocate the stand to the northern side of Mercer Street. This will enable taxis to continue to serve the southern part of the city via Victoria Street and will enable servicing of the remainder of the city via Wakefield Street.

The relocation of the taxi stand allows additional loading provision to be made to better service the area of Willis Street that no longer has frontage parking that they enjoyed prior to the bus route changes.

The closure to through traffic will see a significant reduction in the amount of traffic using Bond Street. As a result we believe it is appropriate to introduce parking along the northern side of the street. To that end it is proposed to create 3 new parking spaces and relocate the existing diplomatic parking to these spaces returning the current 3 diplomatic parking spaces to pay & display.

To accommodate the relocated taxi stand in Mercer Street the existing motorcycle park and loading zone will need to be relocated. It is proposed to provide a new loading zone on the southern side of Mercer Street and to relocate the motorcycle stand to the western end of Bond Street, making more parking available to the public.

Overall the proposal will provide three additional parking/loading spaces in this precinct.

5.4.1 Consultation and Engagement

A traffic resolution is needed to create the traffic changes for the closure and subsequent parking changes. Traffic resolution TR-70 was advertised on 9 October 2012. The period for public feedback closed on 26 October 2012.

35 responses were received with 18 supporting the proposal and 17 opposed.

Theme for supporting	occurrence
The proposal will reduce vehicle/pedestrian conflict	9
Support closure, but want to enhance the amenity of Bond Street	7
Parking changes will be beneficial	2
Theme for not supporting	occurrence
Generally opposed to restricting vehicle movement	7
Further to travel for vehicle journeys originating in Bond Street	5
Turning in Bond Street will be difficult	3
Leave Bond Street open but just move taxi stand	2
Opposed to taxis relocating to Mercer Street	2

A number of submitters have made the suggestion that this opportunity be taken to make improvements to the length of Bond Street. While Bond Street has not been identified in the 2040 central city work, its closure onto Willis Street affords it an opportunity to make changes to its form and function. Officers are continuing to explore how this might be achieved.

While some submitters have raised general concerns over closing Bond Street the main area of concern comes from those that park off street in buildings with access from Bond Street such as those in the Dominion Building. For these submitters the alternative route is via Victoria Street to Dixon Street adding 650m and adding three to five minutes to a vehicle journey, journeys on foot will be unaffected and may be marginally improved with the removal of through traffic. Officers believe that the minor effect of this extra trip does not outweigh the benefits offered to users of Willis Street, in both crash reduction and improved pedestrian priority.

Another area of concern relates to the relocated Taxi Stand into Mercer Street and the desire of retailers not to have undesirable behaviour along the frontage, officers believed that the northern side of Mercer Street would be an ideal place to relocate the taxi stand to because of the wider footpath and the ability for drivers to congregate without affecting passing pedestrians or shopping activity. If approved we would seek to relocate the existing Willis Street phone box to the northern side of Mercer Street to provide an opportunity to call a taxi should one not be present on the stand.

5.5 Financial considerations

Both the setting of a safer speed limit of 20km/h and the closing of Bond Street to through traffic with its associated parking changes can be accommodated within existing budgets. Project CX171 Minor Safety Improvements will provide sufficient budget for the proposed work and will attract a NZTA subsidy of 54%.

5.6 Climate change impacts and considerations

Promotion of walking and cycling is a key aspect for reducing our emissions from within the transport sector. Areas with speed limits less than 50km/h

provide a safer environment for vulnerable road users and are therefore expected to lead to a greater uptake in sustainable transport.

5.7 Long-Term Council Community Plan Considerations

This report does not seek to make any changes to that already proposed through our current approved projects and programmes and reflects the current LTCCP.

6. Conclusion

Officers have identified two separate initiatives that will contribute to a further reduction of pedestrian injuries along the Golden Mile. The lowering of the speed limit on Manners and Willis Street to 20km/h and the closure of Bond Street have the support of the Steering Group set up to oversee the review of pedestrian crashes along the Golden Mile. The formal process to set a safer speed limit and to close Bond Street and make the necessary parking changes has been followed, including calling for and hearing submissions for and against each of the proposals.

Having followed the prescribed processes and given due consideration to all submissions, officers recommend that the Committee approve a safer speed limit of 20km/h on the part of the Golden Mile as originally proposed, and make the necessary changes to Bond Street to enable it to be closed to through traffic.

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

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) LTP/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.

Appendix A

Pedestrian Injury Crashes by year 2007-2011

		Lambton 70m north of Bunny	Lambton/Molesworth	Lambton 80m north of Whitmore	Lambton/Bowen	Lambton/Balance	Lambton/Masons lane	Lambton/stout	Lambton/Waring Taylor	Lambton/Johnston	Lambton/Brandon	Lambton/Grey	Lambton/Featherston	Lambton/Willis/Customhouse	Willis/Chews	Willis 50m north of Mercer	Willis/Mercer	Manners/Willis/Boulcott	Manners/St Hill	Manners/Victoria	Manners/Cuba	Manners/Lukes lane	Manners/Courtenay/Taranaki	Courtenay 100m west of Tory	Courtenay/Tory	Courtenay/Allan	Courtenay/Blair	Courtenay/Cambridge	
Pedestrian																													
Fatal	2007																												
Serious	2007					1							2							1			1	1		1			7
Minor	2007		2										3					2					1	1			1	10	
Fatal	2008																						1						1
Serious	2008					1							1										1				1	3	
Minor	2008		1									1	1		1		1		1				1	1	1	1	1	10	
Fatal	2009																												
Serious	2009											1					1							1				3	
Minor	2009		1										1										2			1		5	
Fatal	2010																												
Serious	2010										1						1				1		2					5	
Minor	2010			2					1				1		1			1		1	1		2	1			1	11	
Fatal	2011																	1										1	
Serious	2011																	1			1							2	
Minor	2011		1						1					1						1	1		1	1		2	1	9	
Pedestrian Total																													
Fatal																		1				1							2
Serious						2					1	1	3				3		1	2		3	2			1	1	20	
Minor			5	2					2			1	6	1	2		3	3	3	1		7	4	1	4	3	45		
			5	2		2			2		1	2	9	1	2		7	4	4	3		11	6	1	5	4	67		

Cyclist Injury Crashes by year 2007-2011

		Lambton 70m north of Bunny	Lambton/Molesworth	Lambton 80m north of Whitmore	Lambton/Bowen	Lambton/Balance	Lambton/Masons lane	Lambton/stout	Lambton/Waring Taylor	Lambton/Johnston	Lambton/Brandon	Lambton/Grey	Lambton/Featherston	Lambton/Willis/Customhouse	Willis/Chews	Willis 50m north of Mercer	Willis/Mercer	Manners/Willis/Boulcott	Manners/St Hill	Manners/Victoria	Manners/Cuba	Manners/Lukes lane	Manners/Courtenay/Taranaki	Courtenay 100m west of Tory	Courtenay/Tory	Courtenay/Allan	Courtenay/Blair	Courtenay/Cambridge
Cyclist																												
Fatal	2007																											
Serious	2007																								1			1
Minor	2007											1											1	1				3
Fatal	2008																											
Serious	2008																											
Minor	2008																	1		1								2
Fatal	2009																											
Serious	2009																											
Minor	2009				1																							1
Fatal	2010																											
Serious	2010																											
Minor	2010																											
Fatal	2011																											
Serious	2011																	1										1
Minor	2011														1													1
Cyclist Total																												
Fatal																												
Serious																		1							1			2
Minor					1							1	1				1	1					1	1				7
Total					1							1	1				2	1					1	2				9

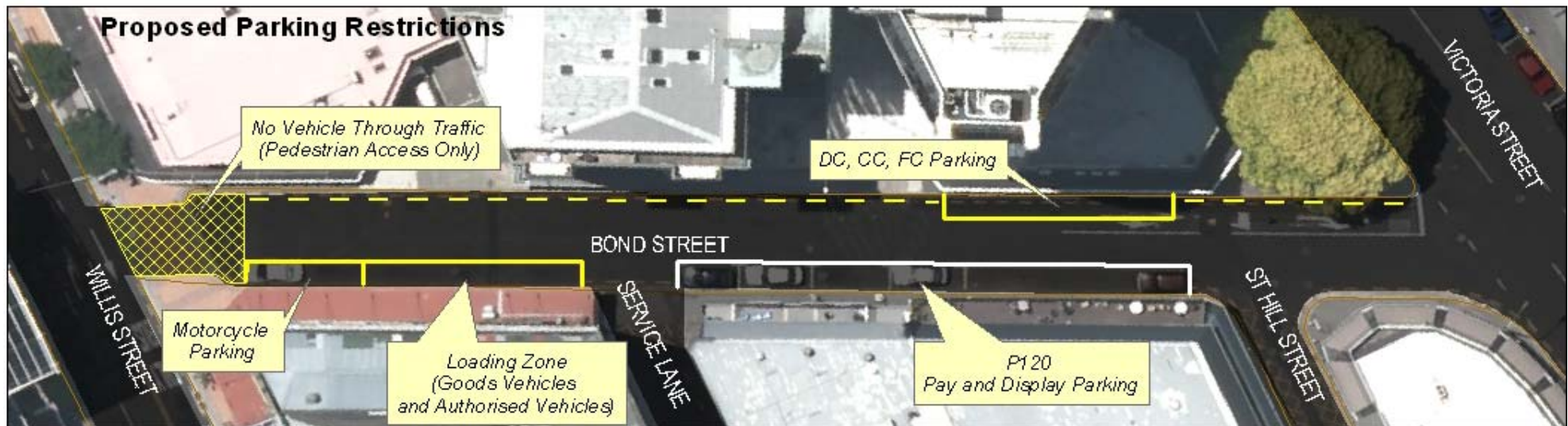
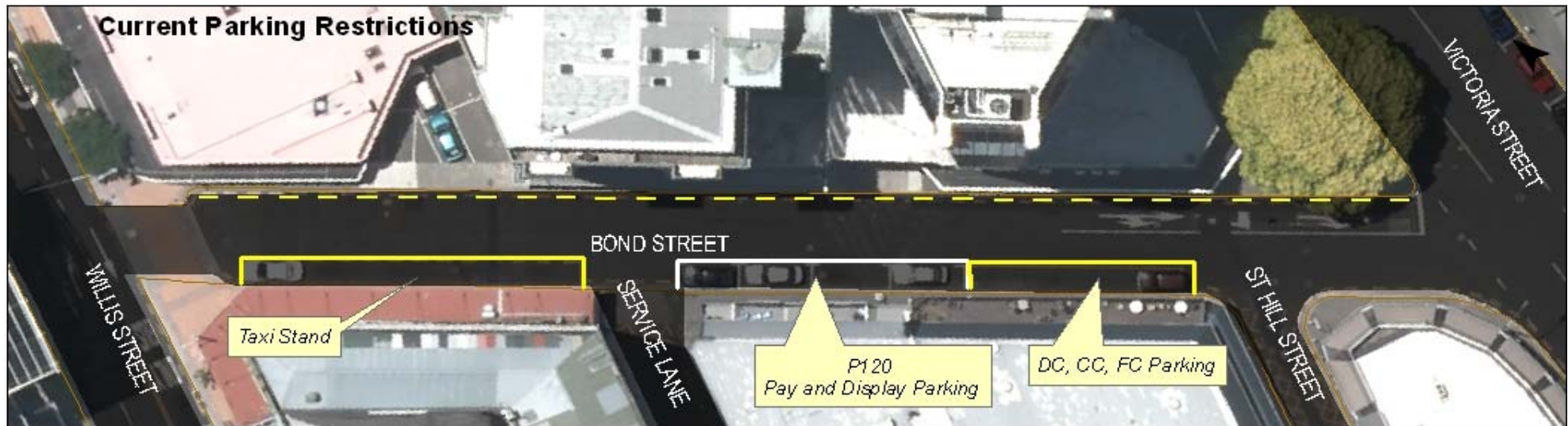
Motorist Injury Crashes by year 2007-2011

		Lambton 70m north of Bunny	Lambton/Molesworth	Lambton 80m north of Whitmore	Lambton/Bowen	Lambton/Balance	Lambton/Masons lane	Lambton/stout	Lambton/Waring Taylor	Lambton/Johnston	Lambton/Brandon	Lambton/Grey	Lambton/Featherston	Lambton/Willis/Customhouse	Willis/Chews	Willis 50m north of Mercer	Willis/Mercer	Manners/Willis/Boulcott	Manners/St Hill	Manners/Victoria	Manners/Cuba	Manners/Lukes lane	Manners/Courtenay/Taranaki	Courtenay 100m west of Tory	Courtenay/Tory	Courtenay/Allan	Courtenay/Blair	Courtenay/Cambridge	
Motorist																													
Fatal	2007																												
Serious	2007																												
Minor	2007				2													1					1	1	2		1	8	
Fatal	2008																												
Serious	2008														1											1		2	
Minor	2008				2	1								1				2							1	1		8	
Fatal	2009																												
Serious	2009																												
Minor	2009				1																							1	2
Fatal	2010																												
Serious	2010																												
Minor	2010		1									1		1															3
Fatal	2011																												
Serious	2011																												
Minor	2011																1												1
Motorists Total																													
Fatal																													
Serious															1											1		2	
Minor			1		5	1						1		2			1	3					1	2	2	1	2	22	
Total			1		5	1						1		2	1		1	3					1	2	3	1	2	24	

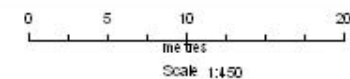
All Injury Crashes by year 2007-2011

		Lambton 70m north of Bunny	Lambton/Molesworth	Lambton 80m north of Whitmore	Lambton/Bowen	Lambton/Balance	Lambton/Masons lane	Lambton/stout	Lambton/Waring Taylor	Lambton/Johnston	Lambton/Brandon	Lambton/Grey	Lambton/Featherston	Lambton/Willis/Customhouse	Willis/Chews	Willis 50m north of Mercer	Willis/Mercer	Manners/Willis/Boulcott	Manners/St Hill	Manners/Victoria	Manners/Cuba	Manners/Lukes lane	Manners/Courtenay/Taranaki	Courtenay 100m west of Tory	Courtenay/Tory	Courtenay/Allan	Courtenay/Blair	Courtenay/Cambridge	
All Crashes																													
Fatal	2007																												
Serious	2007					1							2					1			1		1	2		1			8
Minor	2007		2		2							1	3					3					3	3	2		2		21
Fatal	2008																						1						1
Serious	2008					1							1	1	1											1		1	5
Minor	2008		1		2	1						1	2		1		4		2				1	2	1	2		20	
Fatal	2009																												
Serious	2009											1					1							1					3
Minor	2009		1		2								1										2			1	1		8
Fatal	2010																												
Serious	2010										1						1				1		2						5
Minor	2010		1	2					1		1		2		1				1	1			2	1			1	14	
Fatal	2011																	1											1
Serious	2011																	2			1	1							3
Minor	2011		1						1					2		1			1				1	1		2	1	11	
Total																													
Fatal												1	1	3	1			1					1						2
Serious						2					1	1	3	1				4		1	2		3	3	1	1	1	24	
Minor			6	2	6	1			2		1	2	8	2	2	1	7		4	1		9	7	3	5	5	5	74	
			6	2	6	3			2		2	3	11	3	2	1	12		5	3		13	10	4	6	6	100		

Appendix B



Bond Street
Proposed Parking Changes

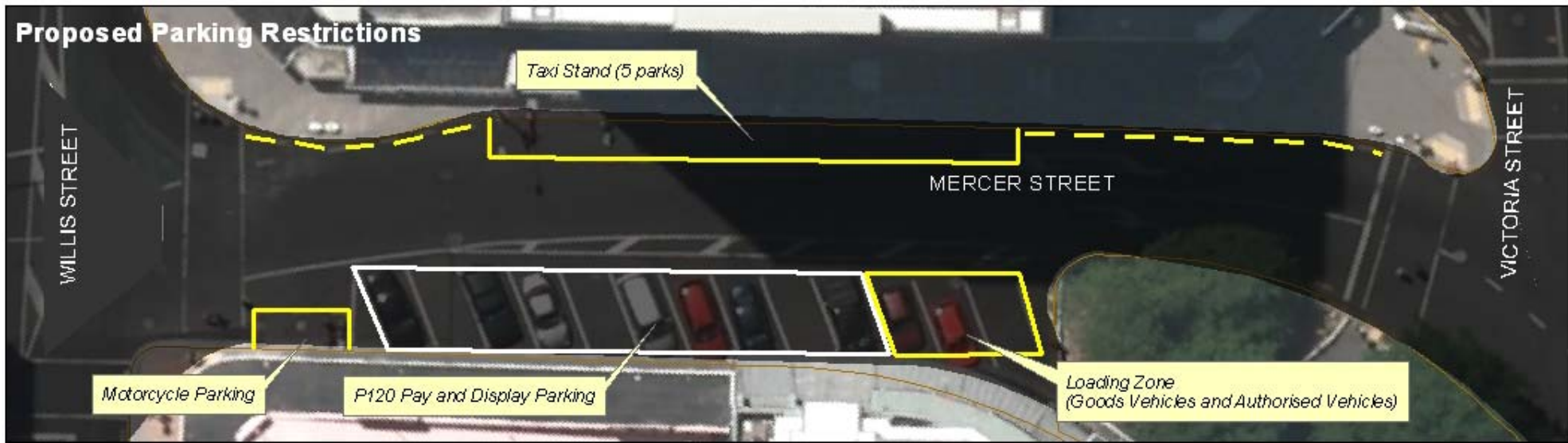
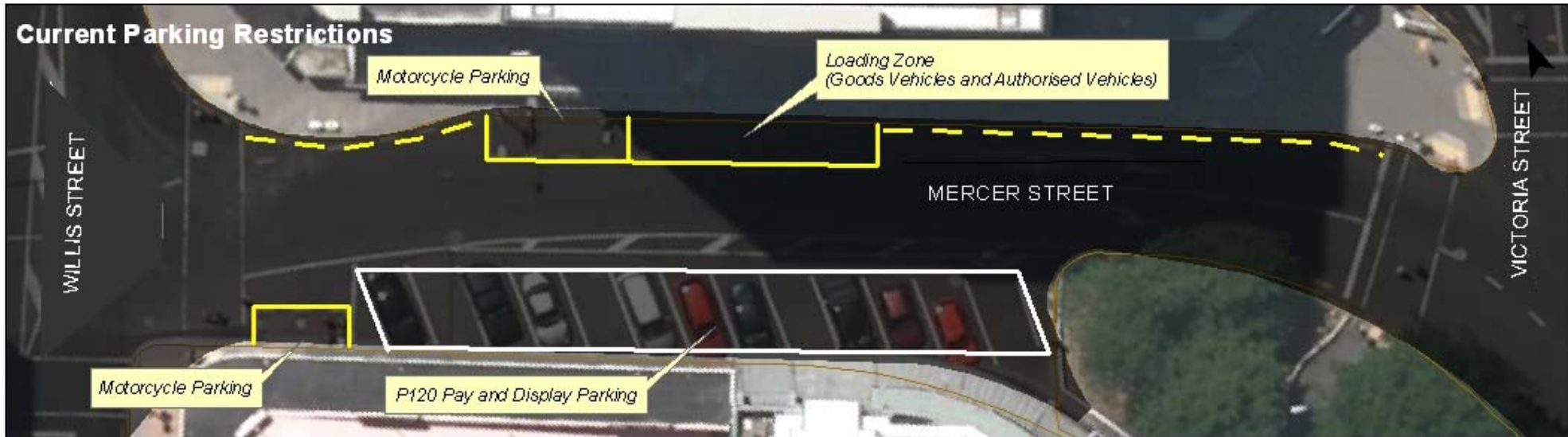


Property boundaries, 30m contours, road names, 6m lines, address & 10m parks based from Land Information NZ. Crown Copyright reserved. Property boundaries accuracy: +/- 1m in urban areas, +/- 30m in rural areas. Contour data sourced from 30m NZ. Photos are sourced from NZ Post. Assets, contours, water and drainage information shown is approximate and must not be used for detailed engineering design. Other data has been compiled from a variety of sources and its accuracy may vary, but is generally +/- 1m.

MAP PRODUCED BY:
Wellington City Council
101 Wakefield Street
WELLINGTON, NZ

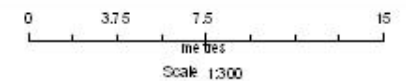
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DATE: 28.09.2012
AUTHOR: gireco20
REFERENCE:





Mercer Street
Proposed Parking Changes

Property boundaries, 20m contours, road centres, 6m lines, address & lot numbers based from Land Information NZ. Crown Copyright reserved. Property boundaries accuracy: +/- 1m in urban areas, +/- 30m in rural areas. Contour data sourced from Statistics NZ. Photos are sourced from NZ Post. Assets, contours, water and drainage information shown is approximate and must not be used for detailed engineering design. Other data has been compiled from a variety of sources and its accuracy may vary, but is generally +/- 1m.



MAP PRODUCED BY:
Wellington City Council
101 Wakefield Street
WELLINGTON, NZ

ORIGINAL MAP SIZE: A4
DATE: 28.09.2012
AUTHOR: greg0020
REFERENCE:

