

REPORT 1
(12 15/52/IM)

PROPOSED SPEED LIMIT REDUCTION: HATAITAI SHOPPING AREA

1. Purpose of Report

To seek the Committee's agreement to recommend to Council that it approves lowering the speed limit on parts of Hataitai Road, Moxham Avenue, Taurima Street and Waitoa Road from 50km/h to 30km/h.

2. Executive Summary

The public consultation carried out in February and March 2013 showed strong support for the proposed speed limit reduction, which is now recommended to the Committee.

Key stakeholders including the New Zealand Police and the New Zealand Automobile Association are supportive of lowering the speed limit to 30km/h.

A number of community businesses/groups including the Hataitai Bowling Club, Hataitai Pharmacy, Hataitai Community Centre and Hataitai Four Square are also supportive of lowering the speed limit to 30km/h.

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 makes a resolution under Part 6 of the Wellington City Consolidated Bylaw to set the speed limit as stated in the table below on the following sections of road.*

Table 1: Proposed speed limit for Hataitai shopping area

Street	Legal description	Speed limit	Distance
Moxham Avenue	<i>From its intersection with Waitoa Road to a point 85 metres south of its intersection with Taurima Street.</i>	30km/h	150 metres
Waitoa Road	<i>From a point 30 metres west of its intersection with Waipapa Road to a point 85 metres west of its intersection with Hataitai Road.</i>	30km/h	200 metres
Hataitai Road	<i>From its intersection with Waitoa Road to a point 35 metres north of its intersection with Waitoa Road.</i>	30km/h	35 metres
Taurima Street	<i>From its intersection with Moxham Avenue to a point 75 metres west of its intersection with Moxham Avenue.</i>	30km/h	75 metres

3. *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.*

4. Background

4.1 Context

In June 2009 the Committee approved a programme of lower speed limits through 21 of its suburban shopping centres. To date the following nine shopping centres have had safer speed limits of 30km/h introduced:

Tinakori Road	January 2010
Aro Valley	May 2010
Island Bay	October 2010
Kilbirnie	October 2010

Brooklyn	February 2011
Kelburn	June 2011
Seatoun	August 2011
Strathmore Park	August 2011
Miramar	August 2011

The speed limit through the Newtown shopping area had previously been reduced through the SaferRoads programme.

For a number of years there have been requests from local communities, schools, businesses, police and residents associations, for a reduction in the speed limit through suburban shopping centres. In line with Council's walking and cycling policies which were adopted in November 2008 and the SaferRoads programme, officers developed a proposal to lower the speed limits in a number of suburban shopping centres to 30km/h. It is expected that by lowering the speed limits in suburban shopping centres we will enhance safety for vulnerable road users, reduce the severity of crashes and reduce pollution which will create a more pleasant shopping and business environment.

More recently, SPC considered a report in August 2011 on a city-wide programme of speed reductions. In approving this report, Committee reconfirmed its commitment to suburban centre lower speed limits.

The August 2011 report also provided commentary on the community support for the introduction of the suburban centre safer speed limit programme. The report also gave supporting evidence of the shift in measured speeds through those centres that had a 30kmh speed limit introduced.

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 were carried out in the shopping area. The recorded 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 Hataitai shopping centre

	Total weekly volume (vehicles)	7 day average (vehicles)	85 th % Speed (km/h)	Mean Speed (km/h)
Moxham Avenue	57420	8203	32	25
Waitoa Road	17579	2511	36	30
Hataitai Road	16376	2339	46	40

The proposal is to reinforce these low speeds by reducing the legal speed limit from 50km/h to 30km/h as recommended. The appropriate education, enforcement and engineering measures will be required to coincide with any change to the current speed limit.

Table 3: Reported crashes 2008-2012

	Reported crashes	Serious	Minor injury	Pedestrian injury
Hataitai shopping area	16	0	3	1

5. Discussion

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 February and March 2013 on the Council's proposal to lower the speed limit. A summary of the submissions received is outlined below. From the 88 submissions we received, the majority support the proposed 30km/h speed limit.

	Yes	Yes, but extend the proposed section	Disagree
Do you believe it is appropriate to reduce the speed limit to 30km/h in the Hataitai shopping area as indicated on the map?	61	11	16

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.
- **Disagree** = Submitters were against the entire proposal to reduce the speed limit to 30km/h.

Breakdown of submissions received:

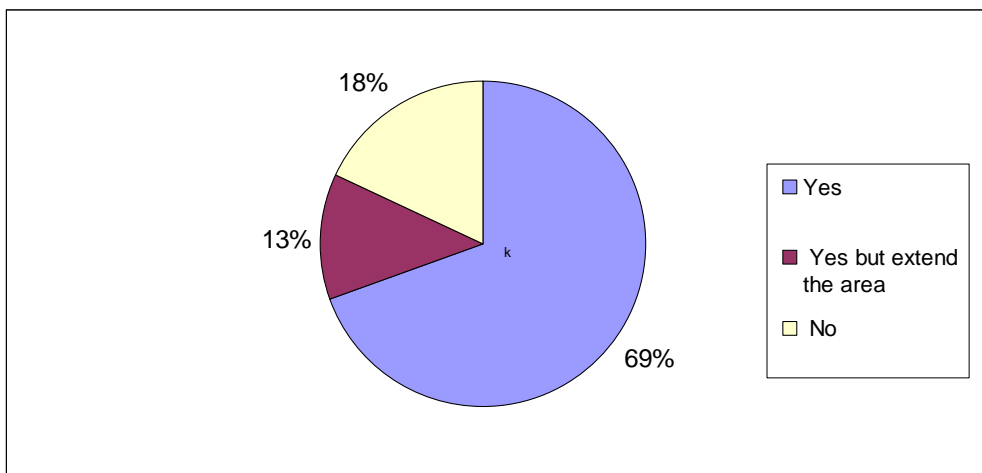
Individual submissions: 80

Organisation submissions: 8

- Parke & Clarke Ltd
- Hataitai Pharmacy
- Cycling Advocates Network
- Hataitai Community Centre
- Hataitai Four Square
- NZ Automobile Association
- Hataitai Bowling Club
- NZ Police

Summary of responses to question asked in the consultation:

Do you believe it is appropriate to reduce the speed limit to 30km/h in the Hataitai shopping area as indicated on the map?



Comments made by the 69% that are in favour are:

- It will create a safer environment for everyone.
- Good for business. The Hataitai shopping area will be more attractive to shoppers if it becomes a low speed environment where pedestrians can easily cross roads.

- Lower speed limits will encourage nearby residents to walk or bicycle to the shops, encouraging the use of sustainable transport for short trips.
- It will improve safety and make this area a nicer place to be.
- 30km/h would be more user-friendly.
- 30 km/h is appropriate for the friendly village centre feel of the Hataitai shops precinct.

Comments made by the 13% that aren't in favour are:

- It would mean more signs and visual pollution.
- Changing the speed limit for small zones becomes confusing for motorists'.
- A waste of time and ratepayers money.
- If there will be little effect on motorists travel times, as the average speed in this area is already close to 30km/h then why spend any money making changes.
- The problems at the crossroads of Hataitai Road and Waitoa Road are not caused by speed. They are the result of four pedestrian crossings and visibility being frequently obscured by giant buses making turns.
- It hasn't been successful in Miramar or Kilbirnie, so why Hataitai?

Comments made by the 18% that agreed with the 30km/h speed limit but want the area extended:

- Would like to see it extended all the way up Waitoa Road to the bus tunnel. Buses travelling towards Hataitai Village down Waitoa Road are like juggernauts and cars travelling up towards the tunnel to turn on to Hapua Street do so dangerously.
- Extend all the way up Waitoa towards the tunnel as there are lots of people who race/drive very fast up Waitoa and there have been some near misses.
- Extend to between 141 & 138 Hataitai Road. There is a slight twist in the road at this point that cars presently speed through and it is often parked out and dangerous when cars are doing 50km/h plus through here.
- Extend further along Waitoa Road to the dairy which is opposite Waipapa Road. The 30km/h zone should also extend further along Hataitai Road to the southern boundary of the bowls club. The 35 metre length of zone proposed for Hataitai Road seems too short for drivers to adjust their speed prior to reaching the intersection.
- The area should be extended to cover the adjacent kindy/community centre.
- Extend further up Hataitai Road (say number 147), past the bowling green building - as there are often activities and people at the venue, and slowing vehicles would reduce risk of pedestrian injury.
- Extend further up Hataitai Road. Cars often travel down the road at an unsafe speed. Consider putting speed bumps in Hataitai Road.
- Extend to cover a greater part of Moxham Avenue eg south of Kilbirnie School. This avenue is used as a race track, including buses. We understand the average speed is 56km/h - far too high. Having a lower speed limit would improve safety for all.
- Also down to Tapiri Street is needed. The Hataitai shopping area is between two very busy intersections, with the current 50km/h parking and reversing of vehicles is becoming more dangerous, the busy flow of traffic is consistent throughout the day.

Submitters were also given an opportunity to have their submission heard and 6 chose to do so. Submissions were presented to the Strategy and Policy Committee on Thursday 11th April 2013 by:

- Paul Clutterbuck as an individual
- Jeff McDonald as an individual
- Barbara Benson as an individual
- Senior Sergeant Richard Hocken on behalf of NZ Police
- Pamela McKirdy as an individual
- Patrick Morgan on behalf of the Cycling Advocates Network

Five of the six submitters were in support of lowering the speed limit to 30km/h.

Paul Clutterbuck spoke as an individual.

Paul supports lowering the speed limit to 30km/h in the Hataitai shopping area. Paul also spoke about the need to move the bus stops around the corner from Waitoa Road into Moxham Avenue, to make it easier for bus users to catch a bus by using the same bus stops for all routes (2, 14, 91 and others). Bus users would therefore choose their bus stop based on the direction in which they want to travel, and take the next bus that arrives at the stop, regardless of whether it is the 2, 14 or 91. Currently, with the bus stops in Waitoa Road, the 14 uses different stops from all the other routes, which means users must diagonally cross the intersection if they miss the bus they want.

Paul also spoke about the intersection of Waitoa Road and Hapua Street and would like to see it upgraded from a 'Give Way' to a Stop sign. He has seen quite a few near misses between cars coming off Hapua Street and buses exiting the tunnel. He believes some form of safe crossing between Hapua Street and the bus tunnel would also improve safety for pedestrians using the two bus stops just outside the tunnel.

Paul was asked if he has seen problems with safety or near misses around the unsignalised crossings. Paul advised he hasn't seen a lot but he generally isn't in the area at peak times.

Barbara Benson spoke as an individual.

Barbara supports lowering the speed limit to 30km/h in the Hataitai shopping area although she would like to see the area extended up Waitoa Road.

Barbara also commented on the existing bus stops and would like to see them remain where they are.

Barbara was asked if she thought signs would be enough to slow motorists down. She advised that she believes it would be. A road bump would be problematic due to the volume of traffic that goes through here.

Barbara was asked if she thought there were issues with the current configuration of pedestrian crossings. Barbara advised she believes they cause drivers to slow down which is a good thing.

Jeff McDonald spoke as an individual.

Jeff supports lowering the speed limit to 30km/h in the Hataitai shopping area as it is proposed. He advised the speed of buses is an issue in the area. He has seen many a near miss.

Jeff was asked if he sees the speed of buses as the main issue. Jeff advised that the bus drivers are fine. They are driving the posted speed limit at the moment but they are unable to stop as fast as a car can so are a lot more dangerous to pedestrians.

Senior Sergeant Richard Hocken spoke on behalf of NZ Police. They support the proposed lower speed limit of 30km/h in the Hataitai shopping area. It is consistent with other areas that have been done and it is appropriate for the environment. It links to Safer Journeys which fits in with the national strategy.

Richard was asked if he thinks 30km/h should be put throughout the city in shopping centres. Richard advised that yes he would like to see it consistent although there are some areas that need more thought such as Strathmore and Wadestown as those areas are getting quite small.

Richard was asked about the consistency of the speed limits in Wellington and if there was anything stopping us doing a blanket 30km/h in all shopping areas. Richard advised he wasn't sure of any impediment.

Richard was asked if there would be any difference in enforcement if this goes through. He was also asked if there is a crash does he work with the TLA's and Richard advised that he does.

Pamela McKirdy spoke as an individual.

Pamela doesn't support lowering the speed limit in the Hataitai shopping centre to 30km/h. She believes it is a waste of time and money and that speed isn't an issue in the area.

Pamela was asked about the driver behaviour at the Taurima Street/Ruahine Street intersection; if there is a difference in behaviour at certain times. Pamela advised it appears to be worse in the weekends.

Patrick Morgan spoke on behalf of the Cycling Advocates Network.

They support lowering the speed limit in the Hataitai shopping area to 30km/h. It is also popular with the retailers as he has spoken with some of them in Hataitai. It also makes the shopping centres more attractive places to be.

Patrick was asked from a cyclists' point of view how is lowering speed limits ranked in prioritisation. Patrick advised it is right up there along with reducing the volume of traffic.

Patrick was asked if he thought this was a feel good exercise. He advised no he doesn't think it is. It is an effective way to improve safety and amenity.

Officer's comments

Council officers would not recommend extending the 30km/h speed limit further than proposed as it would dilute the impact the lower speed limit is intended to achieve. The 30km/h speed limits are appropriate in shopping areas where there is an equal demand of traffic and pedestrians and where pedestrian activity is continuously crossing roads to shop. The proposed extents of the safer speed area coincide with ideal locations for gateway signage and will reduce implementation costs.

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

Stakeholder Engagement

In addition to the public consultation, Council is required to consult with the stakeholders and this was undertaken during February and March 2013. As a result, responses were received from the New Zealand Police and the Automobile Association.

Both the New Zealand Police and Automobile Association are in support of the proposed lower speed.

6. Conclusion

The benefit of lowering the speed of vehicles through the Hataitai shopping area 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.

The Committee is requested to recommend to the Council that it approves the proposed changes to lower the speed limit through the Hataitai shopping area as detailed in the recommendations.

Contact Officer: *Paul Barker, Manager Safe & Sustainable Transport*

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.