



Statement of Proposal

AMENDMENT TO THE SPEED LIMITS BYLAW 2011 (210)

13 July 2020

Nelson City Council's proposed changes to its Speed Limit Bylaw 2011 (210)

Nelson City Council (the Council) would like to know what you think of proposed amendments to the Speed Limit Bylaw 2011 (210). The amendments would set new 30 km/h permanent speed limits for city centre areas and some 'home zone' roads. The reasons for the proposed changes are to improve road safety, amenity and accessibility of the city centre as well as home zones.

1. The Proposal

The Speed Limits Bylaw 2011 (210) (the Bylaw) came into effect on 24 November 2011. It provides the speed limits for all roads (other than State highways) in the Nelson district. The full Speed Limit Bylaw can be found on the Council's website: <http://www.nelson.govt.nz/council/bylaws/210-speed-limit/>

This Statement of Proposal proposes to amend the Bylaw to reduce the speed limit to 30km/h for roads in the city centre and home zones. The current speed limit for most of these roads is 50km/h, although 40km/h is the current speed limit for four of the home zone roads (being Atmore Terrace, Cleveland Terrace, part of Fifeshire Crescent and Mayroyd Terrace).

City centre

In the city centre, all the roads except the ring roads are considered for the speed limit reduction, including the Montgomery, Buxton, and Wakatau Square carparks. The following map shows the roads proposed for speed limit reduction in the city centre.



Figure 1: Map of the proposed streets in the city centre for speed limit reduction

Home Zones

The following roads are part of home zones (where there is no footpath on either side of the road), and would be affected by the proposed speed limit reduction:

- Airlie Street
- Albert Road
- Allan Street
- Arrow Street (extension) numbers
- Athol Street
- Atmore Terrace
- Avon Terrace
- Beachville Crescent
- Brook Terrace
- Champion Terrace
- Cherry Ave
- Cleveland Terrace (including Manuka Street and Mayroyd Terrace)

- Clouston Terrace
- Endeavour Street
- Fifeshire Crescent
- Fountain Place (from numbers 10-24)
- Grenville Terrace
- Hampden Street West (from Wigzell Park to walkway)
- Hanby Park
- Harbour Terrace
- King Street
- Larges Lane
- Martin Street
- Mayroyd Terrace
- Point Road, Monaco
- Moncrieff Avenue
- Montcalm Street
- Mt Pleasant Ave
- Omaio Village
- Poynters Crescent
- Queens Road (106-130)
- Rainer Street
- Rangiora Terrace
- Rimu Street
- Ronaki Terrace
- Selwyn Place
- Stanley Crescent

Proposed bylaw amendments

The proposed speed limit reductions would be achieved by amending the Schedules of the Bylaw. Specifically:

- all of the affected roads would be added to Schedule D, which lists the roads to which a 30km/h speed limit applies;

- Atmore Terrace, Cleveland Terrace, part of Fifeshire Crescent and Mayroyd Terrace would be removed from Schedule E, which lists the roads to which a 40km/h speed limit applies;
- the maps in Schedule A, which illustrate the urban traffic area (where 50km/h is the default speed limit), would be updated to reflect the new 30km/h speed limit on all affected roads, thereby bringing affected roads that are currently subject to a 50km/h speed limit out of the urban traffic area.

In addition, the Land Transport Act 1998 and the Land Transport Rule: Setting of Speed Limits 2017 would be added to the list of authorities under which the Bylaw is made. This Act and Rule provide the legal authority for setting the proposed 30km/h speed limit, but they are not included in the current list as they were not the relevant authorities when the Bylaw was originally made.

The draft amendments to the Bylaw are set out at the end of this proposal.

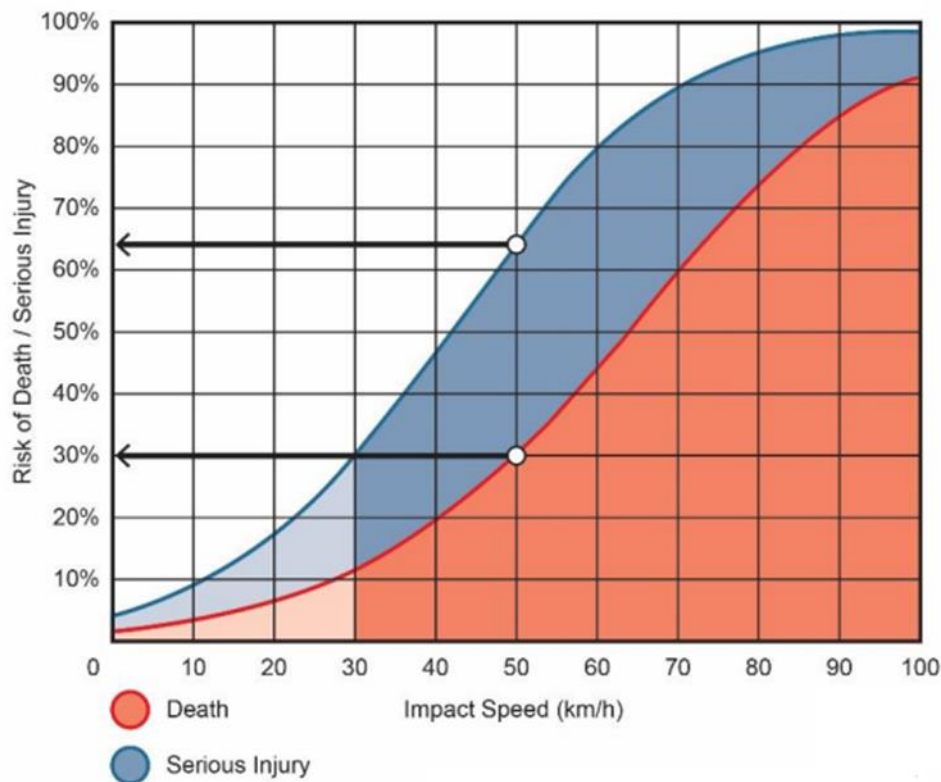
2. Reasons for the proposal

The reasons for the speed limit reduction proposal is to provide:

- improved road safety in the city centre and home zones
- improve accessibility and amenity of the areas
- align with the central government's initiatives – GPS's 2018 and draft 2021 focus on safety and access, road to zero strategy, and innovative street/tactical urbanism – and with other local authorities' initiatives.

A slower speed environment improves safety, both real and perceived, for all road users. The lower speed environment also provides better opportunity for users see each other and thus gives them more time to react and accommodate the other users when needed.

The survival rate from a pedestrian and vehicle collision is significantly greater when speed is 30km/h or less. The following graph shows the likelihood of pedestrian injury or death at different speeds. The risk of serious injury or death significantly reduces at lower speeds. There is less than 10% chance of death and 30% chance of serious injury if a pedestrian is hit at 30km/h speed. This increases to 30% chance of death and over 60% chance of serious injury if a pedestrian is hit at 50km/h speed.



Graph 1: Likelihood of pedestrian injury or death at different speeds (source: Tefft, 2011).

Similarly, it takes a car longer distance to stop while travelling at higher speed. For example, a car travelling at 30km/h only needs around 13m to stop, whereas a car travelling at 50km/h needs around 28m to stop – an extra 15m. On busy central city streets in Nelson that extra 15m can be critical. Even at 40km/h stopping distances are longer resulting in higher collision speeds.

In the last 5 years (2015-2019) there have been 60 police reported crashes on the roads inside the central city ring road, out of which 44 were non-injury, 13 minor injury, and 3 resulted in serious injury. Of the 60 crashes, nine (1 non injury, 1 serious and 7 minor injury) involved pedestrians, and 7 (1 non injury, 1 serious and 5 minor injury) involved cyclists. While speed was not the cause of any of these crashes, it could have been a factor in the outcome. Ministry of Transport's (MoT) Road Safety Strategy 2010 - 2020 highlights that speed affects the likelihood and impact of all crashes.

Selwyn Place

The recently completed Public Life survey of Nelsons City Centre recommends Council enhance the quality (experience) of walking and cycling: It notes that while traffic moving along the centres' ring-roads' are typically regarded as 'slow and safe', the threats associated with traffic movements makes walking and cycling around any city a potentially dangerous daily activity. Improving the physical safety of these trips is important, however addressing the perceived safety of these trips and the quality of the user experience is of similar importance. In this statement of proposal Selwyn Place is proposed to have a lower speed limit. Pedestrian count numbers from the survey show that week day winter crossing numbers peak at 168 in the hour 1-2pm , with other

peaks at 66 between 8-9am and 108 between 5-6pm. In the summer the pedestrian crossing counts show a different pattern with mid afternoon and evening peaks (234 between 3-4pm and 366 between 7-8pm) There is clearly a strong desire line between Pikimai /Church Hill and Upper Trafalgar Street.

There are regularly events held in the 1903 Square site and on the apron of the Cawthron Steps where a lowered speed limit is considered as part of the temporary traffic management plan due to the risks of through traffic in the busy area.

Council has a record of concerns raised about poor sight lines and conspicuity of the existing zebra crossings on Selwyn Place. Records show three crashes involving pedestrian crossing users that resulted in minor injury in the last 10 years.

Although there are very few reported crashes on the affected home zone roads, the perceived safety concerns among the residents is high. This is reflected in complaints made by residents suggesting loss of residential amenity and suppressed uptake of active transport due to perceived safety concerns.

Amenity

In slow speed environments, it would be appropriate for different transport users (people walking, driving or on bikes) to mix and share the space. This will increase the amenity and liveability in these areas. Lower speeds will encourage people to walk and cycle more, interact with local shops or services and with neighbours. This will not only help build community values both in residential areas and the central city, but also improve their physical and mental wellbeing.

Loneliness and social isolation are proven to be directly linked to mental illness. Encouraging people to use the street environment will improve mental wellbeing through increased social interaction. Interaction with neighbours and other people can strengthen social ties and it is easier to communicate when you are not in a private car. Chance interactions with neighbours and people in the street will have positive benefits for mental wellbeing and reduction in social isolation.

Reducing speed in residential streets (home zones) is a good way to recognise that many road users share the same space. This provides a more 'people focused streets' where families feel safer. Research also highlight that reducing speed limit in residential areas increases health and well-being benefits.

Consistency with central and local government initiatives

A 30km/h speed limit would be consistent with the Government's policy statement on land transport, which aims to create a more equitable and safer transport network, and with the national road safety strategy, Road to Zero.

Many cities overseas and in New Zealand have reduced speed limits in their city centres, which have yielded safety, amenity and improved business results. Increased foot-count is good for retailers and businesses. Many studies have shown that people who travel by foot and bike tend to shop more often and spend more.

In 2016, Christchurch introduced a 30km/h lower speed zone within a large part of the central city area, as part of the "Accessible City" transport rebuild plan. Analysis of crash data two years before and after suggests considerable reductions in crash numbers (-25%) and injuries (-36%) since its implementation, despite growing numbers of traffic and people returning to the city.

Similarly, Hamilton City Council have also reduced the speed limit to 30km/h in CBD and many residential streets through their speed management plan. According to recent statistics, instances of cars hitting pedestrians have fallen to half in CBD area after the speed limit of 30km/h was implemented.

Auckland Council reduced speeds in June 2020. Dunedin City Council and Wellington City Council (through Let's Get Wellington Moving) are consulting on reducing speed limit to 30km/h in CBDs and other areas.

Besides city centres, many cities in New Zealand have reduced speed limit in their residential streets ("home zones" in Nelson terms). For instance, Auckland Transport have included many residential streets in its proposal to lower speed limit to 30km/h, which is going to be implemented in 2020.

The numbers and types of road users, including pedestrians, cyclists, motorcyclists, and moped riders, that use the inner city streets have been considered when proposing the 30km/h limit in the central city and carparks. Recent public life surveys that have been done in the central city show that the daily number of pedestrian movements in the central city range from 44,000 – 76,000 depending on season and day of the week. The public life survey records between 1800 and 3500 cycle movements daily in and around the central city depending on the season and day of the week. Vehicle counts done in the past show average volumes of between 4000- 7000 on central city streets. Council also anticipates an increase in micro mobility use (e.g. bikes and e-scooters). The City square carparks are busy locations with various levels of service for pedestrians by way of dedicated footways. In some parking squares it is necessary to walk through or across a vehicle lane to access dedicated footways. Parking squares also demand complex vehicle movements into and out of parking spaces including reversing and giving way to others. As best as can be determined, the proposed 30km/h emergency speed limit will be appropriate for the likely number and types of road users.

Statutory compliance

In considering its reasons for the proposed 30km/h permanent speed limit, Council has been required to have regard to a range of matters, including those set out in clauses 4.2(2), 4.4(2), and 8.1(2) of the Land Transport Rule: Setting of Speed Limits 2017. We are satisfied that all of these matters have been considered, even if not specifically addressed in the discussion above.

3. Determinations under section 155 of the Local Government Act 2002

Under section 155 of the Local Government Act 2002 (LGA), the Council must determine:

- a) whether the Council's Bylaw is the most appropriate way of addressing the perceived problem;
- b) whether the proposed amendments to the Bylaw are in the most appropriate form; and
- c) whether the proposed amendments give rise to any implications under the New Zealand Bill of Rights Act 1990.

As to determination (a), the perceived problem in this case is the safety and access risks arising from a 40 or 50km/h speed limits on the roads concerned. Addressing these risks through a reduction in the permanent speed limit is the most appropriate way of dealing with this problem. According to clause 2.7(1) in the Land Transport Act Setting of Speed Limits Rule 2017, the only way to impose an enforceable permanent speed limit is through a bylaw, meaning the proposed amendments to the Bylaw are the most appropriate way of addressing the perceived problem.

In terms of determination (b), the proposed amendments to the Bylaw's Schedules A, D, and E are in the most appropriate form. They have been drafted in a way that is clear and certain, and they fit well within the existing drafting of the Bylaw.

Finally, under determination (c), the proposed amendments to the Bylaw do not give rise to any implications under the New Zealand Bill of Rights Act 1990. The reduced speed limit will not restrict any of the rights or freedoms in that Act.

4. Scope of Council decisions following consultation

Once the Council has considered all submissions made in response to the proposal, it will make a decision. The options available to the Council will include:

- adopting the proposal in its entirety;
- retaining the current speed limits;
- adopting a 30km/h speed limit for only some of the roads identified in the proposal;
- adopting a 40km/h speed limit for all or some of the roads.
- adopting an even lower speed limit than 30km/h

5. Submission

Anyone may make a submission about any aspect of Council's proposal and any alternatives to it. Council, in making its decision, will take account of all submissions made.

A submission form is included at the end of this document.

All submissions, including the name and contact details of the submitter, will be made available to the public and media on Council's website, unless you specifically request that your contact details be kept private and explain why it is necessary to protect your privacy. Council will not accept any anonymous submissions.

Submissions can be made:

- online at nelson.govt.nz
- by post to Speed Limit Bylaw, Nelson City Council, PO Box 645, Nelson 7040
- by delivering your submission to Civic House, 110 Trafalgar Street, Nelson.

Submissions must be received no later than 14 August 2020

Any person who wishes to speak in support of their submission will be given the opportunity to address the Council at a hearing on 9 September 2020.

Draft amendment to the Speed Limits Bylaw 2011 (210)

Preamble to Bylaw

Insert the underlined words into the list of authorities under which the Bylaw is made:

The Nelson City Council, in pursuance of the powers and authorities vested in it by the Land Transport Act 1998, the Land Transport Rule: Setting of Speed Limits 2017, the Local Government Act 1974, the Local Government Act 2002, the Bylaws Act 1908, and the Transport Rule: Setting of Speed Limits 2003, hereby makes the following Bylaw:

Schedule A – Urban traffic areas

Replace map 6 in Schedule A with the following map 6. (appended A2403583)

Schedule D – Roads that have a speed limit of 30km/h

Add the following to Schedule D:

Road Name	Notes	Length
Airlie Street	Full length	329
Albert Road	Full length	156
Allan Street	Full length	320
Arrow Street Extension	Full length	287
Athol Street	Full length	518
Atmore Terrace	Full length	670
Avon Terrace	Full length	346
Beachville Cresecent	Full length	561
Bridge Street	from Rutherford Street to Collingwood Street	587
Brook Terrace	Full length	64
Buxton Square	In its entirety within Buxton Square and including the entrance/exit lanes from Collingwood Street to Alma Lane	444
Champion Terrace	Full length	264
Cherry Ave	Full length	232
Church Street	Full length	108
Cleveland Terrace	from Manuka Street to Mayroyd Terrace	316
Clouston Terrace	Full length	96
Endeavour Street	Full length	218
Fifeshire Crescent	Full length	542
Fountain Place	From numbers 10-24	140
Grenville Terrace	Full length	207
Halstead Street	Full length	101

Hampden Street West (Hampden Terrace)	From Wigzell Park to Vanguard to Hampden Walkway	180
Hanby Park	Full length	208
Harbour Terrace	Full length	84
Hardy Street	From Rutherford Street to Collingwood Street	508
Hope Street	Full length	100
King Street	Full length	135
Larges Lane	Full length	200
Martin Street	Full length	880
Mayroyd Terrace	Full length	240
Moncrieff Avenue	Full length	363
Montgomery Square	In its entirety within Montgomery Square and including the entry/exit lanes from Rutherford Street, Bridge Street and Hardy Street	612
Mt Pleasant Ave	Full length	500
Point Road East	The tidal section is not measured	197
Point Road West	The tidal section is not measured	433
Omaio Village	Section of railway reserve adjacent to retirement village Songer Street	237
Park Street	Full length	104
Poynters Crescent	Full length	432
Queens Road	Section numbered 106-130	248
Rainer Street	Full length	83
Rangiora Terrace	Full length	434
Rimu Street	Full length	120
Ronaki Terrace	Full length	71
Stanley Crescent	Full length	518
Selwyn Place	Full length	480
Trafalgar Street	From Hardy Street to Halifax Street	393
Whakatu Square	In its entirety from Archilles Ave to Whakatu lane; Rutherford Street to Trafalgar Street. Haven Road; Rutherford Street to Bridge Street	789

AUTHORITY

Authority by which these speed limits were set is section 22AB(1)(d) of the Land Transport Act 1998 and clause 4.4(1) of the Land Transport Rule: Setting of Speed Limits 2017.

Schedule E — Roads that have a speed limit of 40km/h

Delete the following road from Schedule E:

Road name	Notes	Length
Atmore Terrace	Full length	670



Road name	Notes	Length
Cleveland Terrace	From Manuka street to Atmore terrace	316
Mayroyd Terrace	Full length	240
Fifeshire Crescent	From Richardson Street to Victoria road	350

Submission Form

Proposed Speed Limit Bylaw Amendment

Name:

.....

Organisation represented: (if applicable)

Address:

.....

Email:

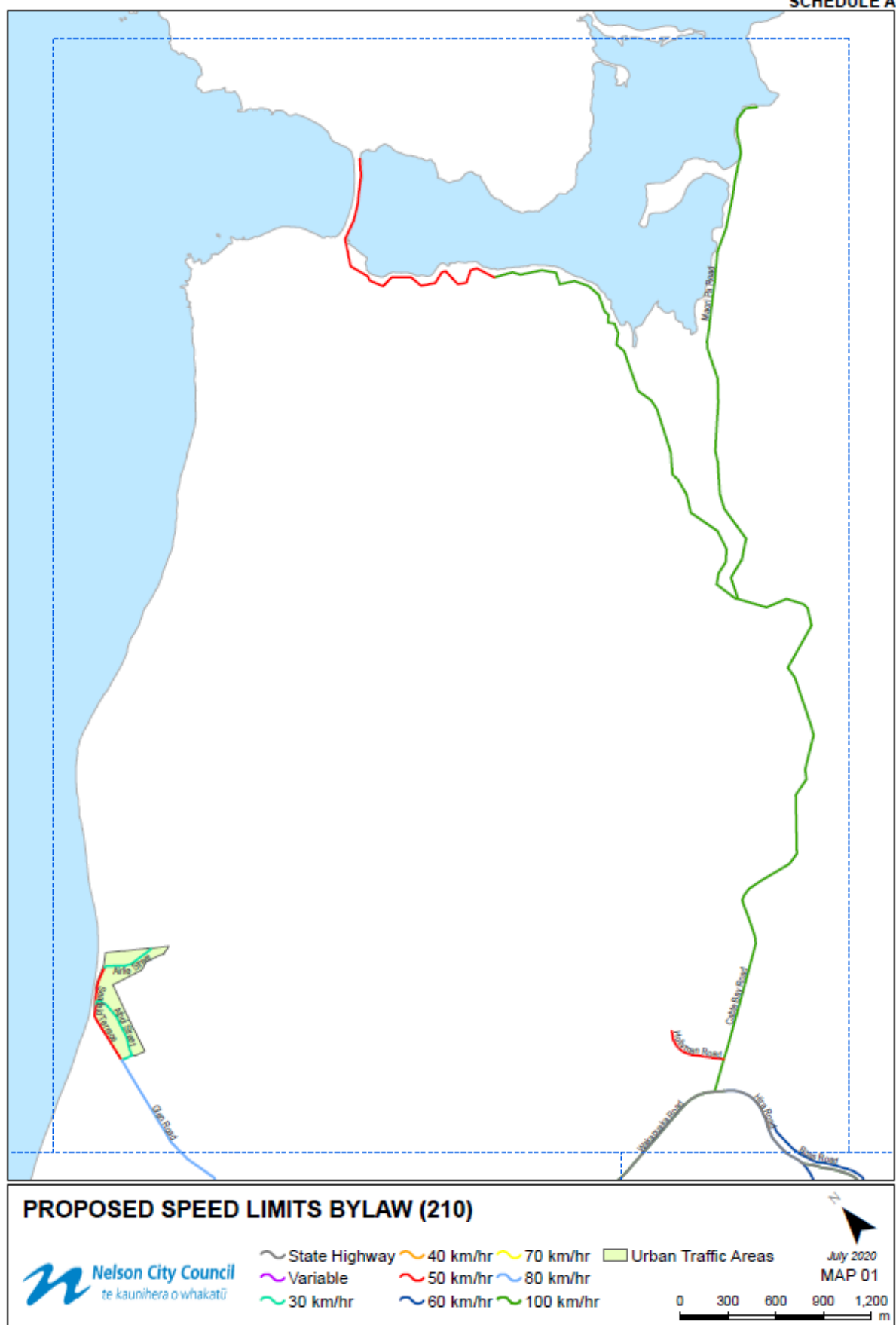
.....**Tel:**.....

Do you wish to speak at the hearing? Yes / No.

The hearing is scheduled for September 2020. *If you do not circle either yes or no, we will assume you do not wish to be heard. If you wish to present your submission at the hearing in Te Reo Māori or New Zealand sign language please include this information in your submission.*

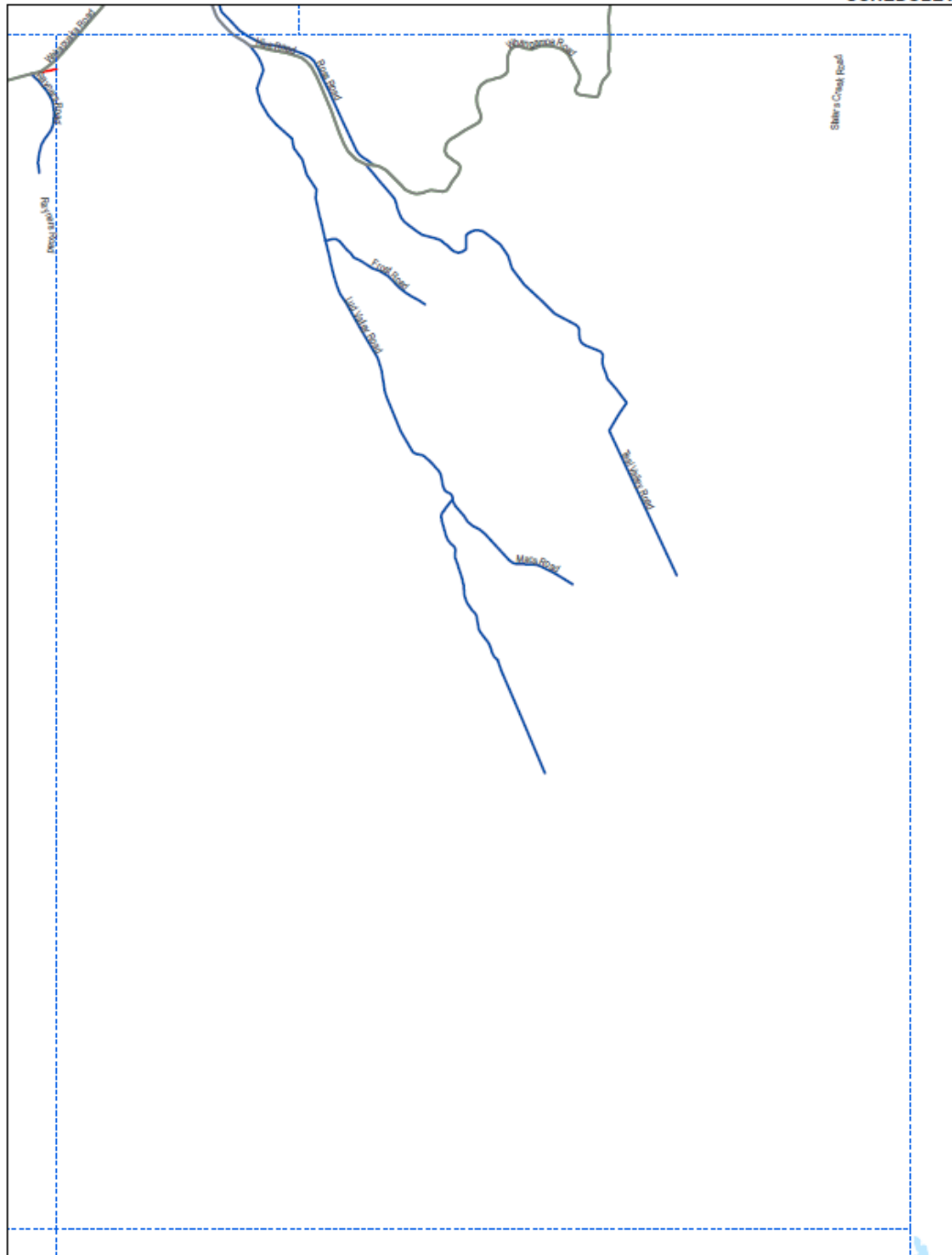
Public Information: *All submissions (including the names and contact details of submitters) are public information and will typically be available to the public and media in various reports and formats, including on the Nelson City Council website. Personal information will also be used for administration relating to the subject matter of submissions. Submitters have the right to access and correct any personal information included in any reports, information or submissions.*

Submission comments:



PO Box 645 Nelson 7040 New Zealand PH 03 5460200 www.nelsoncitycouncil.co.nz

SCHEDULE A



PROPOSED SPEED LIMITS BYLAW (210)

Nelson City Council
te kaunihera o whakatū

State Highway 40 km/hr 70 km/hr Urban Traffic Areas
Variable 50 km/hr 80 km/hr
30 km/hr 60 km/hr 100 km/hr

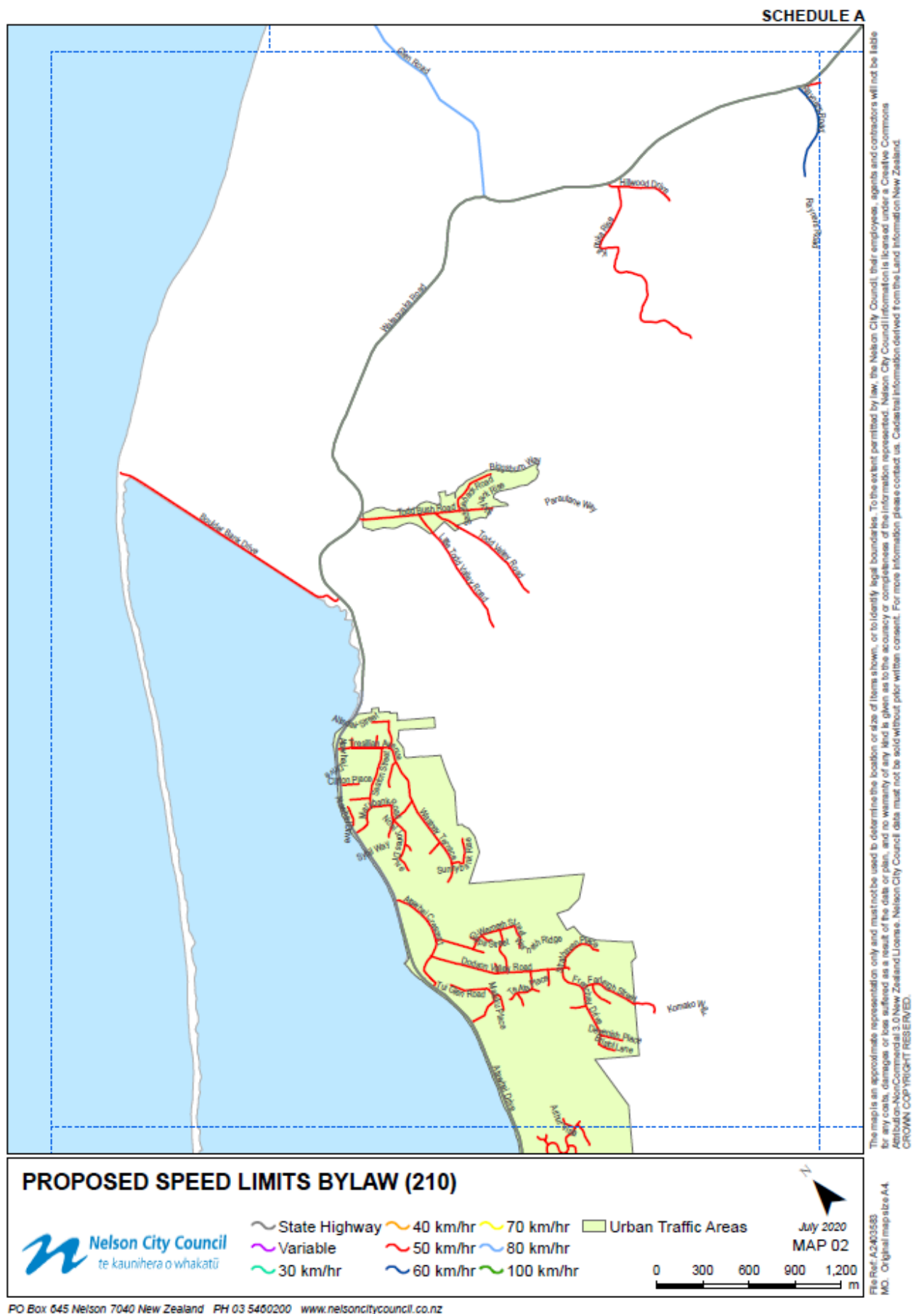
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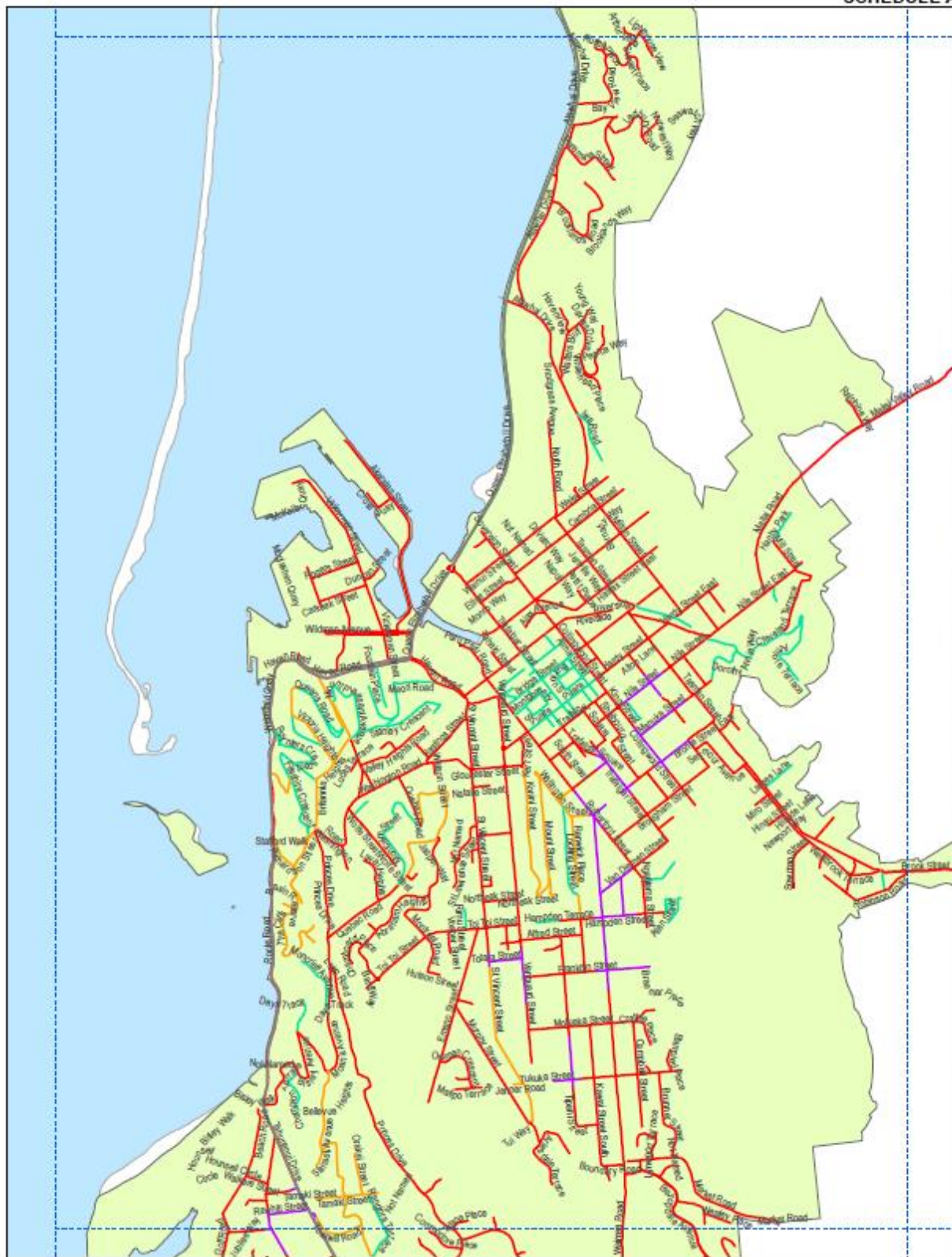
July 2020
MAP 03

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PROPOSED SPEED LIMITS BYLAW (210)



- ~ State Highway
- ~ Variable
- ~ 30 km/hr
- ~ 40 km/hr
- ~ 50 km/hr
- ~ 60 km/hr
- ~ 70 km/hr
- ~ 80 km/hr
- ~ 100 km/hr
- Urban Traffic Areas

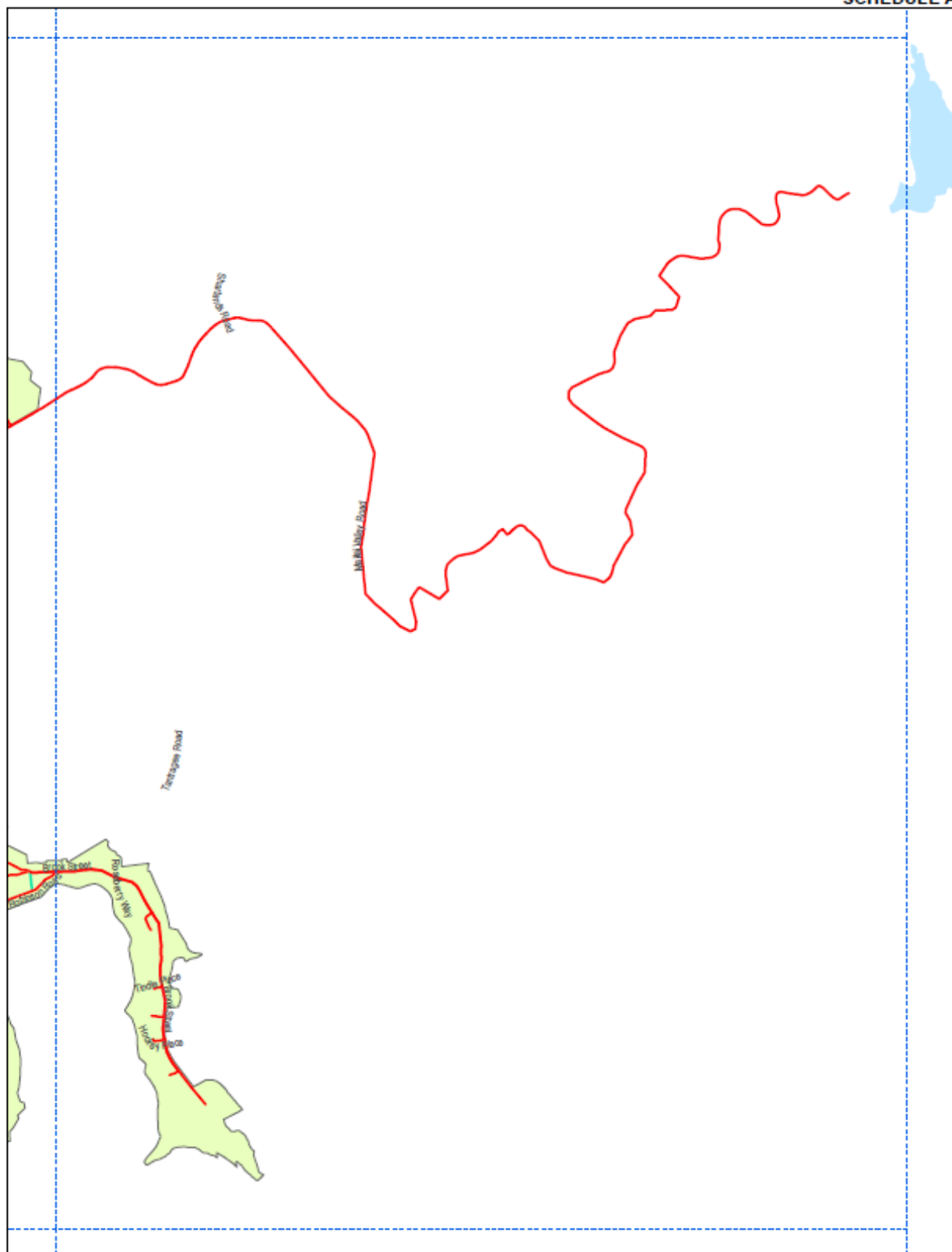
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MAP 04

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PROPOSED SPEED LIMITS BYLAW (210)



- State Highway
- Variable
- 30 km/hr
- 40 km/hr
- 50 km/hr
- 60 km/hr
- 70 km/hr
- 80 km/hr
- 100 km/hr

Urban Traffic Areas

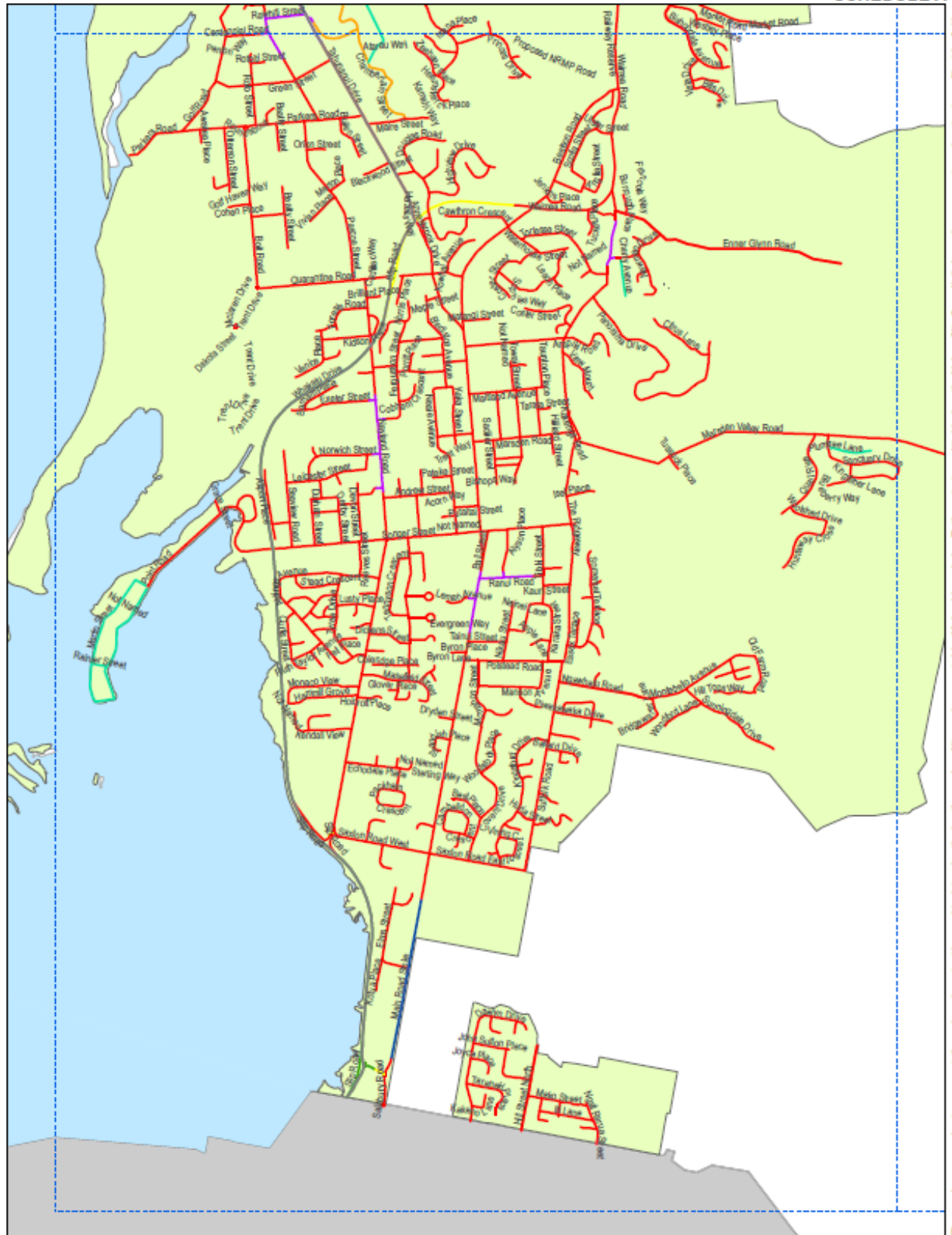
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July 2020
MAP 05

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PROPOSED SPEED LIMITS BYLAW (210)



- State Highway
- Variable
- 30 km/hr
- 40 km/hr
- 50 km/hr
- 60 km/hr
- 70 km/hr
- 80 km/hr
- 100 km/hr
- Urban Traffic Areas

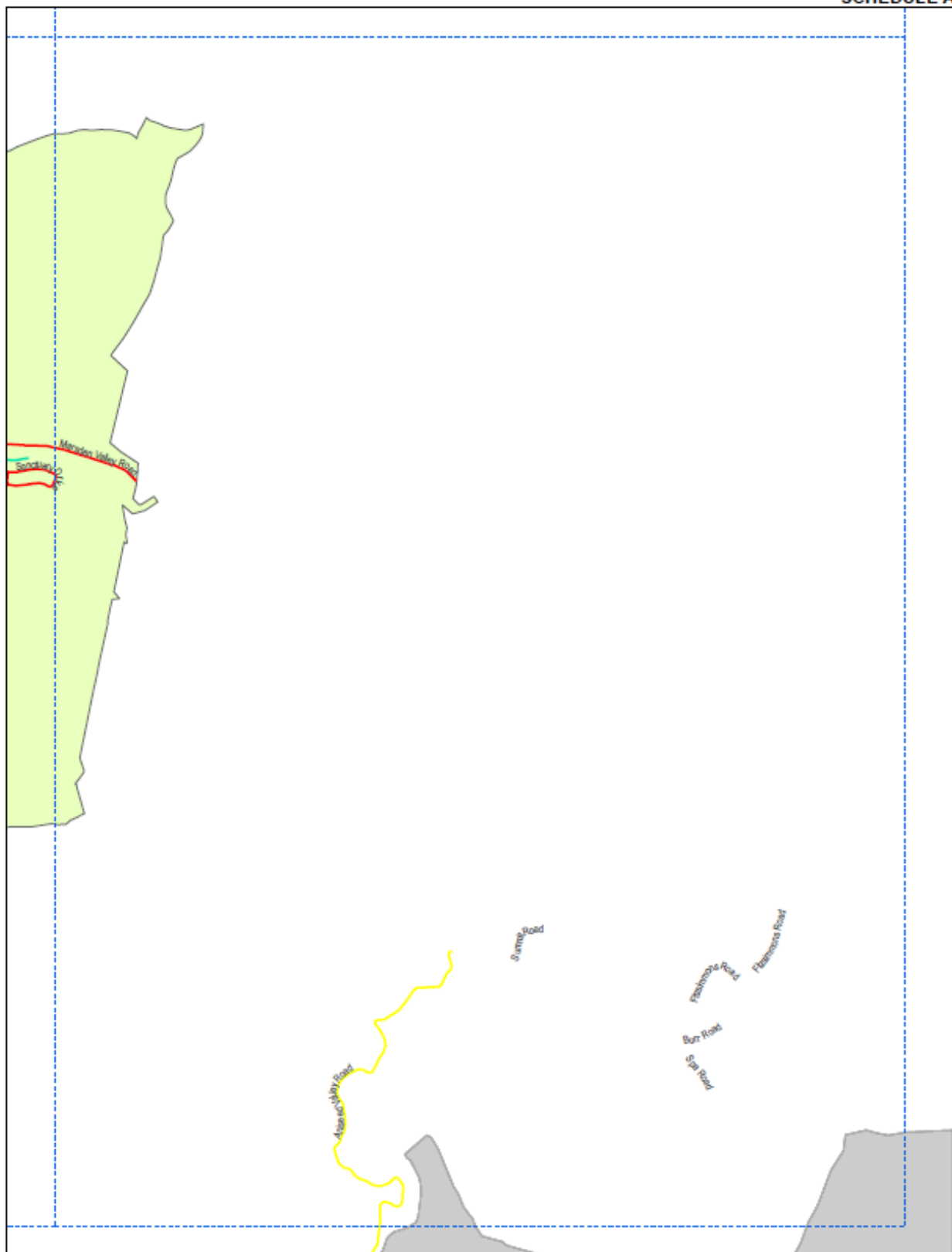
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MAP 06

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PROPOSED SPEED LIMITS BYLAW (210)



- State Highway
- Variable
- 30 km/hr
- 40 km/hr
- 50 km/hr
- 60 km/hr
- 70 km/hr
- 80 km/hr
- 100 km/hr
- Urban Traffic Areas

0 300 600 900 1,200 m

July 2020
MAP 07

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