

STRATEGY AND POLICY REVIEW COMMITTEE

1 JUNE 2009

POLICY AND PLANNING

A8	SHOPPING CENTRE SPEED LIMITS
LOCATION/ADDRESS:	CITY WIDE
RESPONSIBLE EXECUTIVE DIRECTOR:	GEOFF OULTON, EXECUTIVE DIRECTOR COMMUNITY DEVELOPMENT AND PLANNING
AUTHOR:	STEFAN MITRIK, COORDINATOR TRAFFIC, TRANSPORT AND PARKING PAUL SMITH, MANAGER ENVIRONMENT AND RENEWAL
FILE NO.:	1170/2
ATTACHMENTS:	ATTACHMENT 1. FACTS ROAD SAFETY – SPEED ATTACHMENT 2. CITY OF PORT PHILLIP CRASH HISTORY (2000 – 2007) ATTACHMENT 3. CITY OF PORT PHILLIP PEDESTRIAN CRASH HISTORY (2000 – 2007) ATTACHMENT 4. MAP OF ACTIVITY CENTRES ATTACHMENT 5. VICROAD'S GUIDELINES FOR 40KM/H STRIP SHOPPING CENTRES ATTACHMENT 6. CLARENDON STREET PEDESTRIAN ACCIDENTS DIAGRAM 01/01/2003 – 31/12/2007 ATTACHMENT 7. LETTER TO SOUTH MELBOURNE BUSINESS ASSOCIATION DATED 28 APRIL 2009

1. EXECUTIVE SUMMARY

- 1.1. To provide some background information on the impact of speed in a road safety context, and its relationship to speed limit reductions in Victoria and the City of Port Phillip.
- 1.2. To advise Council of active council officer investigations to reduce speed limits from 60km/h to 40km/h in Clarendon Street, South Melbourne; Carlisle Street St.Kilda; Bay Street, Port Melbourne; Barkly Street, St.Kilda; and Glen Eira Road, Ripponlea.

- 1.3. To advise Council of VicRoads current proposal to introduce a permanent 40kph speed limit in Clarendon Street, South Melbourne.

2. RECOMMENDATION

That the Strategy and Policy Review Committee recommend that Council resolve to:

- 2.1. Note council officers' active investigations to reduce speed limits from 60km/h to 40km/h in Clarendon Street, South Melbourne, Carlisle Street, St.Kilda, Bay Street, Port Melbourne, Barkly Street, St.Kilda and Glen Eira Road, Ripponlea.
- 2.2. Support the reduction of speed limits from 60km/h to 40km/h in Clarendon Street, South Melbourne; Carlisle Street, St.Kilda; Bay Street, Port Melbourne; Barkly Street, St.Kilda; and Glen Eira Road, Ripponlea.
- 2.3. Advise VicRoads of Council's support for the implementation of 40km/h speed limits in Clarendon Street, South Melbourne, Carlisle Street, St.Kilda, Bay Street, Port Melbourne, Barkly Street, St.Kilda and Glen Eira Road, Ripponlea
- 2.4. Advise affected residents and businesses of Council's decision as outlined in the community and stakeholder engagement section of this report.

3. DISCUSSION

Background

- 3.1. Road safety within Victoria has been a major priority since the 1970's when the annual road toll exceeded 1000. Many initiatives have been introduced and implemented over the last 30 – 40 years which have had a significant impact on reducing the road toll. Major initiatives include the introduction of compulsory wearing of seat belts, booze buses, extensive road safety awareness and campaigning, speed limit reductions, safer roads and vehicles and more recently drug testing. The State's road toll is now in the order of 300 – 350 per annum.
- 3.2. During this time targeted responses for the most vulnerable road users – pedestrians, cyclists & motorcyclists – have been developed. Speed has been identified as a key risk factor in road traffic trauma, influencing both the risk of a road crash as well as the severity of the injuries from the crash.
- 3.3. ATTACHMENT 1 describes the factual relationship between 'impact speed' and 'probability of death' for pedestrians. In summary, the probability of death for an impact speed of 40, 50 and 60km/h is in the order of 22%, 65% and 92% respectively. Lower speed limits are a known successful countermeasure to significantly reduce risk for pedestrians.
- 3.4. The City of Port Phillip (and previous cities) have been staunch road safety advocates actively delivering road safety initiatives in the areas of direct infrastructure, advocacy, collaboration (Inner Melbourne Community Road Safety Council, Port Phillip Traffic Management Unit, public transport

providers, VicRoads, etc), and community education and awareness raising.

- 3.5. ATTACHMENTS 2 & 3 provide a recent crash history for the City of Port Phillip.
- 3.6. Over the past 10 years, three major State Government-led speed limit reduction programs have been progressively introduced to all Victorian communities where there are a high percentage of pedestrians
 - 1/ 50km/h 'blanket' speed limit for local roads
 - 2/ 40km/h speed limits adjacent to schools
 - 3/ 40km/h speed limits within shopping centres
- 3.7. In January 2001 the 50km/h blanket speed limits were introduced for all local roads within Victoria.
- 3.8. In 2003 the City of Port Phillip in conjunction with VicRoads introduced 40km/h speed limits adjacent to all schools within the municipality. The majority of these operate 24hr a day.
- 3.9. Since 1999, the City of Port Phillip has been lobbying VicRoads and State Government at applicable opportunities to reduce the speed limits within shopping centres.
- 3.10. Lower speed limits have subsequently been implemented in Acland Street Shopping Centre (30km/h), Ormond Road Shopping Centre (40km/h), and Fitzroy Street (40km/h).
- 3.11. Both Acland Street and Ormond Road were implemented with full time 30km/h and 40km/h speed limits respectively.
- 3.12. In 2003 the State Government introduced a 40km/h speed limit pilot program, targeting 18 of metropolitan Melbourne's worst pedestrian crash locations. Fitzroy Street, St.Kilda was one of these sites.
- 3.13. A detailed evaluation of the pilot program, which was conducted by MUARC estimated that, overall implementation of the trial was associated with around 17% reduction in pedestrian casualty crashes and around 8% reduction in all casualty crashes. The estimated benefit/cost ratio for the trial program as a whole, based on the total casualty crash reduction of 8%, was 7.4.
- 3.14. Fitzroy Street was originally introduced as a 20 hour (6am – 2am) 40km/h speed limit and reverting back to 60km/h for the remaining four hours. A review of the crash rate and pedestrian activity post implementation supported an extension of the 40km/h speed limit to operate 24hr a day which is now operational.
- 3.15. As part of the 40km/h shopping centre pilot program, new high cost technology was also introduced in the form of LED (light emitting diode) electronic speed limit signs. The signs are capable of displaying variable speed limits at different times of the day allowing the matching of speed

limits to conditions – i.e. lower speed limits at higher crash times – usually associated with higher numbers of pedestrians, including intoxicated pedestrians.

- 3.16. 40km/h speed limits have now been introduced into 22 shopping centres in metropolitan Melbourne, and regarded by the State Government as a standard road safety countermeasure for improving road user safety within shopping centre environments.

Shopping Centre Speed Limits

- 3.17. TABLE 1 summaries the City of Port Phillip’s shopping centres, existing speed limit, speed limit as recommended by Council officers, and comments. ATTACHMENT 4 details the locations of each of these centres.

No	Shopping Centre Type	Shopping Centre	Existing Speed Limit	Recommended Speed Limit*	Officer Comment
1.	Major Activity Centres	Acland Street (Barkly Street), St.Kilda	30 km/h (60km/h)	30km/h (40km/h)	Completed Barkly Street – Continue to strongly advocate to VicRoads – response from VicRoads imminent
2.		Fitzroy Street. St.Kilda	40km/h	40km/h	Completed
3.		Clarendon Street, South Melbourne	50km/h	40km/h	VicRoads funded proposal – Awaiting approval by CoPP
4.		Carlisle Street, Balaclava	60km/h	40km/h	Continue to strongly advocate to VicRoads
5.		Bay Street, Port Melbourne	60km/h	40km/h	Continue to strongly advocate to VicRoads – not supported at this time
6.	Neighbourhood Activity Centres	Centre Avenue, Garden City	50km/h	50km/h	No action at this time
7.		Bridport Street / Victoria Avenue, Albert Park	50km/h	50km/h	No action at this time – watching brief
8.		Armstrong Street, Middle Park	50km/h	50km/h	No action at this time
9.		St.Kilda Junction, St.Kilda	60km/h	60km/h	No action at this time
10.		Glen Eira Road, Ripponlea	60km/h	40km/h	Continue to strongly advocate to VicRoads
11.		Tennyson Street, Elwood	50km/h	50km/h	No action at this time
12.		Glenhuntly Road, Elwood	60km/h	60km/h	No action at this time – watching brief

13.		Ormond Road, Elwood	40km/h	40km/h	Completed
14.	Other Centres	Inkerman Street / Barkly Street Intersection	60km/h	60km/h	No action at this time
15.		Brighton Road, Elwood	60km/h	60km/h	No action at this time
16.		Inkerman Street, East St.Kilda	60km/h	60km/h	No action at this time
17.		St.Kilda Road, St.Kilda East	60km/h	60km/h	No action at this time

TABLE 1 – SUMMARY OF SPEED LIMITS / POLICY IN COPP STRIP SHOPPING CENTRES

NB Bolded text above indicates active investigations with VicRoads
 * Detailed investigations to determine extent (location) of recommended speed limit and hours of operation

3.18. There are currently five shopping centres in which City of Port Phillip officers are actively engaged in speed limit reductions with VicRoads. As bolded in TABLE 1 above these are:-

1. **Barkly Street, St.Kilda**
2. **Clarendon Street, South Melbourne**
3. **Carlisle Street, Balaclava**
4. **Bay Street, Port Melbourne, and**
5. **Glen Eira Road, Ripponlea**

3.19. These investigations / conversations are being conducted in a context of VicRoads 'Guidelines for 40km/h Strip Shopping Centres' (ATTACHMENT 5) including the eligibility criteria:-

Eligibility Criteria

Locations that meet all the following criteria shall be eligible for consideration for this initiative:

- Continuous, predominantly retail and commercial development which directly abuts both sides of the road over a distance of generally not less than 400 metres;
- A high level of pedestrian activity characterised by frequent movements across the road;
- Generally with kerbside parking resulting in frequent parking maneuvers; and
- Support of the local community and municipal council.

Strip shopping centres on both arterial roads and local roads are eligible.

As the primary objective of reduced speed limits in strip shopping centres is to improve safety by reducing injuries sustained by pedestrians, priority for funding will be given to locations with a history of pedestrian casualty crashes.'

- 3.20. It should be noted that all five sites listed in 3.18 above are located on arterial roads under the care, management and maintenance of VicRoads, and thus under the VicRoads guidelines, any and all proposals would be fully funded by VicRoads. This includes both the initial capital and ongoing maintenance.
- 3.21. At this time there is one proposal from VicRoads for support and funding of lower speed limits - Clarendon Street, South Melbourne.
- 3.22. The remaining four locations are currently ongoing active investigations; however no support or funding commitments have been made by VicRoads at this time.

Clarendon Street, South Melbourne

- 3.23. VicRoads have identified Clarendon Street between Napier Street and Market Street, South Melbourne as a black-length having 15 registered pedestrian accidents in a 5 year period from 1 January 2003 to 31 December 2007 (ATTACHMENTS 6).
- 3.24. VicRoads has approached Council with a proposal to reduce the speed limit in this section of Clarendon Street to 40kph and would operate 24hr a day, 7 days a week.
- 3.25. Infrastructure to support the proposed new speed limit will be the standard design used in all other shopping centres to date. This includes the installation of approximately 6 LED electronic speed limit signs on Clarendon Street within the subject area, and static signage on side streets advising motorists of the 40km/h speed limit.
- 3.26. The proposal will have no impact on the traffic carrying capacity of Clarendon Street – i.e. the same level of traffic is expected post the proposal installation.

Community and Stakeholder Engagement

Clarendon Street

- 3.27. The South Melbourne Business Association (SMBA), when originally advised of the proposal, was not supportive and conducted its own trader survey.
- 3.28. The outcomes of the SMBA's own survey did not favour the proposal. It should be noted however the form (wording) of the survey suggested significant bias against the proposal.
- 3.29. At a further meeting with the president of the SMBA on Thursday, 19 March 2009, the SMBA was provided with the full background of the proposal, road safety reasons for the proposal, as well as a clear indication that the proposal was supported by the Council's officers responsible for road safety within the City of Port Phillip. A copy of a letter dated 28 April 2009 summarising the meeting is shown as ATTACHMENT 7.
- 3.30. At the time of writing this report, a response from the SMBA had not been received.

- 3.31. An officer from VicRoads contacted the president of the SMBA on Thursday, 30 April 2009 to provide further details of the proposal. VicRoads advised that the proposal is not a trial (inaccurate initial perception of SMBA), but a proven and standard traffic management measure to address pedestrian crashes in busy shopping strips. Similar treatments have been implemented at in excess of 20 shopping strips across Melbourne.
- 3.32. VicRoads indicated it would be pleased to further discuss elements of the proposal with the trader group or other stakeholders if requested.
- 3.33. It is recommended, should Council support this proposal, that all affected residents and businesses be notified of Council's decision and specifics relating to VicRoads implementation of the 40km/h speed limit.

Other Locations

- 3.34. No specific information dissemination for the speed limit reduction proposals has been undertaken with the general surrounding residential and business community. It is proposed to include an article in the next issue of Divercity and update Council's website advising of Council's decision.
- 3.35. Specific communication and engagement will be undertaken with affected communities upon project support and/or funding eventuating from VicRoads.

Council Policy

- 3.36. Council policy which is relevant to this proposal include:-

Road User Road Safety Strategy 2002 – 2007

- The Road User Safety Strategy 2002 – 2007 identified nine (9) key issues, one of which was speed.
- In relation to shopping centre speed limits, identified strategies include *'Reduce speeds through local strip shopping centres'* & *'To implement 40 – 50km/h speed zones in all shopping strips by 2003'*

Walk Plan 2005 – 2010

- Walk Plan includes four themes, one of which is *'Improve Pedestrian Safety'*
- Walk Plan includes a specific action – *'Introduce lower speed limits on residential roads and areas of high pedestrian activity to make them more conducive to walking'*

Sustainable Transport Framework

- One of four principles of the framework – *'Improve Safety – Council will strive to provide conditions which encourage greater activity, and increase the actual and perceived road and personal safety'*

Legislative Requirements

- 3.37. Major Traffic Control Items (MTCI) cover the variety of traffic signs and devices which can be implemented on roads.
- 3.38. Speed limits are a MTCI. The State Government through VicRoads has delegated authority to approve a number MTCI to Local Government.
- 3.39. Approval of speed limits and changes to such are not a MTCI which is delegated to Local Government.
- 3.40. VicRoads approval for speed limit changes is thus required.

Financial Implications

- 3.41. The proposal to install speed limit reduction infrastructure associated with the Clarendon Street proposal is estimated to cost in the order of \$200,000.
- 3.42. Clarendon Street – together with Carlisle Street, Barkly Street, Glen Eira Road and Bay Street – are all arterial roads, under the care, management and maintenance of VicRoads, and thus, VicRoads will fully fund the initial capital outlay and ongoing maintenance of the speed limit reduction infrastructure for all five (5) of Council's preferred speed reduction sites, if and when supported and funding becomes available.
- 3.43. For the Clarendon Street proposal, there is no capital or ongoing maintenance costs for the City of Port Phillip.

Implementation

- 3.44. Subject to Council endorsement, VicRoads have advised that implementation of the Clarendon Street proposal would be expected to commence in the 2009/2010 financial year, subject to funding allocation from the State Government