

Chairperson and Community Board Members
PAEKĀKĀRIKI COMMUNITY BOARD

16 JULY 2013

Meeting Status: **Public**

Purpose of Report: For Information

ROAD SAFETY IMPROVEMENTS WELLINGTON ROAD, PAEKĀKĀRIKI

PURPOSE OF REPORT

- 1 This report seeks Paekākāriki Community Board approval for a series of options to improve safety on Wellington Road.

SIGNIFICANCE OF DECISION

- 2 The options in this report do not trigger the Council's significance policy.

BACKGROUND

- 3 After public submissions to the Paekākāriki Community Board in relation to road safety concerns, primarily on the speed of drivers, the Community Board requested a review of road safety improvement options for Wellington Road.
- 4 Subsequently the Community Board was also presented with a list of concerns regarding the safety of Paekākāriki School students crossing Wellington Road between Ocean Road and Pingau Street and this was to be investigated in conjunction with the overall assessment of Wellington Road.
- 5 In May 2012, Paekākāriki School, in partnership with Kāpiti Coast District Council ("the Council") and Greater Wellington Regional Council (GWRC), began the School Travel Plan process. School Travel Plans are developed by school communities in order to develop safe, active and sustainable travel choices for student trips to and from school.
- 6 This process included KCDC conducting a parent survey, a student survey, discussions with the school staff, student interviews and a mapping exercise.
- 7 The student survey conducted over one week revealed that from a roll of 176, on average 110 students (62%) used some form of active travel (walking, scooting or cycling) to get to school each day. Only 51 children (28.7%) were driven to school in the family car. This is the lowest percentage of primary intermediate school students being driven to school in the Wellington region.
- 8 Extensive student interviews were conducted during the mapping exercise which indicated that the very high percentage of active travel was associated with Paekākāriki as a community rather than having infrastructure that promoted active travel. Students interviewed outlined the benefits associated with active travel; more fun and adventure, independence, parental trust, increased self esteem, increased road safety skills, increasing developmental responsibilities, a sense of belonging to a community, intergenerational connections and environmental awareness.
- 9 A survey of 130 parents was conducted, focusing primarily on road safety concerns, and 39 surveys were returned, a 30% survey response. Eleven parents raised a combination of concerns about Wellington Road; these included

the speed of drivers, poor visibility when crossing the road due to hills and road geometry and the lack of a footpath on the west side of Wellington Road.

- 10 There were four responses requesting a School pedestrian crossing, with one parent wanting that to be patrolled by the School. Three responses also requested a pedestrian crossing on Tarawa Street.
- 11 In response to the School Travel Plan survey, a list of possible solutions was prepared and a road safety assessment was conducted by Council officers on 1 August 2012. The assessors included the Road Safety Coordinator, Senior Roading Engineer, Cycleways, Walkways and Bridleways Coordinator and the School Travel Planner.
- 12 A pedestrian crossing outside of the Paekākāriki School on Wellington Road was investigated but due to the low patronage (figures from the travel plan survey) and the risks this posed, it was rejected. A pedestrian crossing with only a few students crossing at morning arrival and afternoon departure and with very infrequent use outside this would become part of the streetscape for drivers. This creates a situation where a pedestrian believing they have right-of-way, will step out into the traffic without taking appropriate care. Without the crossing, the pedestrian would have used their road safety skills and waited for the car to pass. The pedestrian crossing, rather than creating a safe place to cross, then becomes potentially dangerous for pedestrians.
- 13 A Kea crossing is a form of patrolled school crossing where at the start and close of the school day, when children are arriving and leaving, the crossing is patrolled with swinging stop patrol arms, similar to School Patrols at a pedestrian crossing. However, unlike a pedestrian crossing, when unattended there is no requirement for vehicles to stop to let pedestrians cross as there are no permanent markings other than two kerb build-outs. A Kea crossing as an option has also been ruled out, as it cannot be sited directly outside the School (no footpath on opposite side of road) and there is not enough pedestrian traffic to warrant its installation.
- 14 Paekākāriki School was also consulted and agreed with the outcome of the investigation. It was agreed that Paekākāriki School would focus on promoting itself as a champion school for active travel, within the region and nationally and that no formal pedestrian or Kea crossing was required.

ISSUES

Wellington Road at Paekākāriki School

- 15 To gain a better understanding of the recent road safety concerns raised by a parent from Paekākāriki School, eight pedestrian counts including a road safety skill assessment were conducted from 15 May 2013 to 7 June 2013 on Wellington Road. These observations counted how many pedestrians crossed Wellington Road between Ocean Road and the School gate. There were four School arrival and four School departure assessments conducted. The weather conditions varied with four fine observations, two cloudy and two raining.
- 16 At Ocean Road there were a total of 81 pedestrians crossing the road, 53 of these pedestrians crossed without a car approaching in either direction. All the students stopped on the footpath, looked both ways, either crossed or waited for a car to pass before crossing Wellington Road. At Ocean Road, there was a combination of students alone or those walking with an adult. Up to 13 students crossed at Ocean Road at either arrival or departure time.

- 17 Although there is no defined crossing point (no pram ramps) students walk, scoot or cycle up the Ocean Road footpath until it ends at Wellington Road, where it is an ideal place to cross because of good visibility in both directions from either side of the road. With the good visibility, low traffic volume and students demonstrating good road safety skills, this would not be considered a high risk crossing point.
- 18 At the car park, 88 pedestrians crossed Wellington Road, though at this site there were significantly more adults crossing. Unfortunately, a significant number of them demonstrated and modelled poor road safety skills as they strolled across the road often not even looking. At the car park, 72 (82%) of the 88 crossings, pedestrians did not have a car approaching in either direction. The traffic outside the School is primarily generated by parents driving to the School.
- 19 In total, there were 169 crossings of Wellington Road from between Ocean Road and the School gate, of these 125 (74%) pedestrians crossed without any approaching cars.
- 20 On 17 May 2013, a meeting and walk over was conducted with a parent, the Community Board Chair, a member of the School Board of Trustees and the Deputy Principal identifying the safety concerns on Wellington Road outside Paekākāriki School from Ocean Road to just north of Pingau Street.
- 21 A problem that was immediately identified was with the School Zone Sign amber flashing lights which were not operating at either approach to the School. The photovoltaic panel had been vandalised and the manual controller system was faulty. The system has subsequently been upgraded to a fully automatic system, which is user friendly and will operate consistently during arrival and departure times.
- 22 A further series of observations were taken at the Tarawa Street/Wellington Road junction counting the numbers of students crossing at this point. Three morning and two afternoon counts were taken. An average of 16 students travelled south on Wellington Road and crossed Tarawa Street each morning with 11 making the reverse trip in the afternoon. Two children crossed Wellington Road each morning from Campbell Park and only one made the reverse trip in the afternoon. Even though the visibility at this junction is not ideal, due to the low traffic volume and students demonstrating good road safety skills, there were no issues and no reason for this to be considered a high risk crossing point.
- 23 On 10 June 2013, there was a follow up meeting held at the School with the Principal replacing the Deputy and three extra parents' attending. The following options were discussed for outside the School, from no intervention to more significant hard engineering:
 - Due to low traffic volume, good visibility, within a 50km/h speed zone and the Paekākāriki students demonstrating good road crossing skills, not intervening at all is a viable option.
 - Create a gateway treatment at the School thresholds, Ocean Road and near Tarawa Street. These gateway treatments are designed to give drivers the perception that they are entering a school zone and therefore driving through the School rather than past it. They are usually designed by the school community and ideally should have links with other school design features. A possible option has been drawn up (see **Appendix 1**). There is room for them to be positioned on the berm on either approach. To further strengthen the gateway concept, red synthite marking corresponding with the gateway

treatment could be painted on both approaches with the word *School* (in white) etched into the red synthite (see **Appendix 2**).

- At the car park opposite the School, the road widens as there is no edge line. Marking out the car park and placing a white edge line would further narrow the carriageway assisting in slowing traffic.
 - Another option is to create a raised platform courtesy crossing at the School thresholds, Ocean Road and just north of Pingau Street. These create both a designated crossing point and vertical deflection which can be effective in slowing down traffic creating a gentle speed hump effect. They normally have concrete ramps and a paving platform. However, they are problematic as the more they look like an extension of the footpath the more confusion they can create about whether the pedestrian or a driver has the right-of-way. At Ocean Road, there is also the complication of a drainage sump and a driveway for the construction of this option and it is therefore not recommended.
 - Alternatively, a raised platform crossing can be designed from asphalt (see **Appendix 3**) which shows photographs of this design option in Plimmerton. They are possibly less confusing for drivers and pedestrians as they look more like the road acting both as a crossing point and speed hump. This option could also include a speed hump at the midway point to further aid in slowing down traffic. They can be very noisy and there can be deflection from vehicles hitting them too fast. There can also be significant community resistance and ambivalence to their introduction and this option has therefore also been discounted.
 - Instead of creating a designated crossing point as per a raised platform crossing a series of three speed humps could be placed prior to the School thresholds and at a midway point between. This would calm traffic on Wellington Road outside the School. Again they can be very noisy and there can be deflection from vehicles hitting them too fast. There can also be significant community resistance and ambivalence to their introduction and officers do not consider there is a need for speed humps.
- 24 Due to the lack of assessed safety concerns for pedestrians the preferred option is the gateway treatment and the corresponding red synthite on the approach side of the road only with the word *School* etched in. An edge line should be marked across the car park in combination with designated car parking lines. This would create a package of interventions when included with the pre-existing flashing amber School Zone Signs in clearly defining the School Zone and slowing down traffic.
- 25 Plans showing possible locations of the synthite patches for both the school and areas to the south on Wellington Road are in Appendix 2.

Wellington Road south of Ocean Road

- 26 The Land Transport New Zealand Crash Analysing System (CAS) database indicates there has been one serious injury, three minor injuries, and three non-injury accidents recorded on Wellington Road during the 6 year period (2007-2013). The serious injury occurred at the junction of Ocean Road and Wellington Road at night, where a turning car struck a pedestrian. One of the minor injuries involved a car turning out of Paneta Street sideswiping a cyclist. Four other crashes were all late night, alcohol related, single car incidents with cars running off the road. The final non-injury accident was a rear-end shunt near Beach

Road. There is no evidence of any daytime pedestrian or car conflict points and all accidents were alcohol related or inattentive driver behaviour.

- 27 The most recent traffic surveys from 2011 and 2012 were analysed to determine current speeds along Wellington Road. The sites were 50m south of Tarawa Street, 60m north of Cecil Road, and 20m south of Robertson Road adjacent to the Tennis Court. The results are tabled below:

Location Wellington Road	Date	Average Speed kph	85 th percentile Speed kph	Average Daily volume
50m south of Tarawa Street	August 2011	46.9	54.3	1,270
60m north of Cecil Road	September 2012	49.4	55.6	1,478
20m south of Robertston Road	August 2011	45.7	55.1	2144

This shows that average speeds are all at or below the posted speed limit but 85th percentile levels are around 5 kph over the limit. The 85th percentile is the speed that 85% of drivers do not exceed and is commonly used for traffic assessment purposes. Daily traffic volumes are also low. In comparison, average daily traffic past Raumatī School is 8,804 and Te Ra Waldorf School 3,691.

- 28 Speed and road safety concerns have been raised over the whole length of Wellington Road and particularly the area near the old Church (73 Wellington Road). The speed surveys do show a slightly higher average speed in this area but the 85th percentile speed is consistent with the rest of Wellington Road. The accident data shows that two of the drink drive incidents were in this vicinity and two more closer to Robertson Road. The arguments above also apply to this area with regard to ‘hard’ engineering treatments such as speed humps. Therefore our preferred option would be to introduce further red synthite patches with “SLOW” lettering at four other locations on Wellington Road.

Financial Considerations

- 29 There are no financial considerations as both signage and road marking can be accommodated within existing budgets.

Legal Considerations

- 30 There are no legal considerations in relation to these options.

Delegation

- 31 The Community Board has: *“Authority to approve or reject officer recommendations relating to all traffic control and signage matters, in relation to existing local roads within the community board’s area, except for changes to speed restrictions on local roads. (The latter power has been delegated to the Regulatory Management Committee)”*.

Consultation

- 32 Paekākāriki School will be consulted about the designs and exact placement of the gateway treatment and synthite marking.

Policy Implications

- 33 There are no policy implications in relation to the recommendation.

Tāngata Whenua Considerations

- 34 There are no tāngata whenua implications in relation to the recommendation.

Publicity Considerations

- 35 There are no publicity implications a press release would be prepared prior to completion of the works.

RECOMMENDATIONS

- 36 That the Paekākāriki Community Board approves the installation of a gateway treatment and synthite marking on Wellington Road at the approaches to Paekākāriki School and asks staff to consult with Paekākāriki School for final design approval.
- 37 That the Paekākāriki Community Board approves the installation of synthite markings between Ocean Road and Cecil Road and in the vicinity of the tennis courts and kindergarten on Wellington Road.

Report prepared by:

Approved for submission by:

Brent Cherry
SCHOOL TRAVEL PLANNER

Gary Adams
ROADING TRAFFIC ENGINEER

Sean Mallon
**GROUP MANAGER
INFRASTRUCTURE SERVICES**

ATTACHMENTS:

- Appendix 1: Gateway Design
Appendix 2: Synthite Locations
Appendix 3: Speed Hump photos