

Speed Limit Review (Integrated Transport Strategy & City-Wide Speed Limit Review)

Tuesday, 21 October 2025
Infrastructure and Public Works Committee

Strategic Alignment - Our Places

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Public

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EXECUTIVE SUMMARY

The purpose of this report is to seek Council consideration and endorsement of a series of identified safer speeds in a number of Park Lands Roads as part of the Integrated Transport Strategy (ITS) adopted on 22 July 2025 and the City-Wide Speed Limit Review (workshop), presented to the Infrastructure and Public Works Committee on 15 November 2024 and to detail next steps to progress the implementation of the Strategy and Review.

At its meeting on 16 September 2025, the Infrastructure and Public Works Committee deferred the Speed Limit Review (Integrated Transport Strategy & City-Wide Speed Limit Review) Report as presented.

This report expands on the intent of the speed reduction, namely:

- Strategic context for safer speeds.
- Consistency of the Park Lands roads speed limits / existing speed limits in surrounding council areas.
- Supporting crash data relating to Park Lands roads.
- Recent speed surveys.

The use of safer speed limits forms an integral part of a safe road system. Safer speeds reduce the likelihood and severity of crashes. The City of Adelaide, as the Road Authority, has the primary responsibility in making our roads and speeds safer.

This report focuses on crash data, road consistency and evidence-based analysis for Council's consideration of changes to 60km/h roads to become 50km/h.

RECOMMENDATION

The following recommendation will be presented to Council on 28 October 2025 for consideration

THAT THE INFRASTRUCTURE AND PUBLIC WORKS COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Notes the existing speed limits in surrounding Council areas as contained in Attachment A to Item 7.3 on the Agenda for the Infrastructure and Public Works Committee held on 21 October 2025.
2. Endorses the reduction of speed limits to 50km/h for Park Lands roads that are currently 60km/h within the City of Adelaide, which includes Sir Donald Bradman Drive, Glover Avenue, Goodwood Road, Montefiore Road, Botanic Road, Glen Osmond Road, Wakefield Road, Bartels Road, Main North Road and Jeffcott Road as contained in Attachment B to Item 7.3 on the Agenda for the Infrastructure and Public Works Committee held on 21 October 2025.
3. Notes the Administration will continue to progress investigations into safer speed limits on West Terrace, Anzac Highway, Mann Road (northbound) and Port Road as part of a broader network discussion and transport and safety initiatives in and around the new Women's and Children's Hospital project.

4. Notes the Administration will continue to investigate other locations for the implementation of safer speed limits as identified in the Integrated Transport Strategy and City Wide Speed Limit Review.

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Places Community assets are adaptable and responsibly maintained. Create safe, inclusive and healthy places for our community.
Policy	Integrated Transport Strategy (ITS) Goal 4.1: Implement the Safe System approach <i>Create safer roads and safer speeds to reduce the number of people being killed and seriously injured on our streets.</i> Key Projects and Services: <i>Implement reduced speeds on Park Lands roads and West Terrace by the end of 2026.</i>
Consultation	Changes to speed limits require the approval of the Department for Infrastructure and Transport.
Resource	Not as a result of this report
Risk / Legal / Legislative	As set out in South Australia's Road Safety Strategy to 2031 Council, as a Road Authority, has a responsibility for road safety outcomes and to seek Safe System outcomes. Without safer speeds, it is unlikely that road safety targets will be met, and more people will suffer from serious injury (and potentially fatal) crashes.
Opportunities	Progress towards achieving road safety targets outlined in the South Australia's Road Safety Strategy, CoA Strategic Plan and Integrated Transport Strategy, and assist in implementing the School Travel Safety Review recommendations.
25/26 Budget Allocation	Submit a funding request as part of a 2025/26 budget reconsideration (savings to be identified).
Proposed 26/27 Budget Allocation	Subject to no savings being identified within the 2025/26 budget period, submit a budget request as part of the 2026/27 Business Plan and Budget process.
Life of Project, Service, Initiative or (Expectancy of) Asset	The review, implementation and delivery of speed limits will be ongoing.
25/26 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

Background

1. At its meeting on 8 March 2022, Council resolved to investigate the current speed limits to assess the requirement of reducing the speed to 40km/h or less (in alignment with speed zones that are already below 40 km/h) to help support businesses and residents for a safer urban environment.
2. In 2024 the Administration engaged an external consultant (Stantec) to undertake a speed limit review within the City of Adelaide.
3. The Infrastructure and Public Works (IPW) Committee was presented a high-level overview of the City-Wide Speed Limit Review (the Review) at a workshop on 19 November 2024 ([Link 1](#)).
4. The City-Wide Speed Limit Review prepared by Stantec can be viewed at [Link 2](#).
5. The Review prepared by Stantec included three options:
 - 5.1. 30km/h Speed Limit Plan (City Wide).
 - 5.2. 40km/h Speed Limit Plan (City Wide).
 - 5.3. Mixed Speed Limit Plan.
6. At its meeting on Tuesday 28 January 2025 Council resolved:
'That Council:
 1. *Notes the public condemnation of the proposal to reduce the speed limit in the City of Adelaide to 30km/h.*
 2. *Abandons any further investigation into a blanket 30km/h speed limit in the city.*
 3. *Abandons any further investigation into a blanket 40km/h speed limit.*
 4. *Continues the investigation into speed limits across the City of Adelaide local government area with the aim of making the city's roads safer and achieving road safety targets outlined in the Strategic Plan 2024-28. This investigation must ensure that proposals for changing speed limits in any area are grounded in actual crash data and evidence-based analysis for Council's consideration.*
 5. *Requests the administration to ensure that the investigation includes, but is not limited to:*
 - a. *Identifying black spot areas for vehicle-vehicle collisions and vehicle-pedestrian collisions;*
 - b. *Assessing whether reducing the speed limit in these areas would improve safety, or if alternative measures—such as traffic calming, improved traffic signage, education programs, or pedestrian crossings—would deliver more effective safety outcomes.*
 - c. *Analysing data on actual fatalities and accidents, including their locations and causes, whilst also taking the City of Adelaide's City Plan into consideration; and*
 - d. *Ensuring that businesses and residents of the City of Adelaide are adequately consulted prior to any Council decision on proposed changes to speed limits or other road safety measures.'*
7. At its meeting on 16 September 2025, the Infrastructure and Public Works Committee deferred the Speed Limit Review (Integrated Transport Strategy & City-Wide Speed Limit Review) Report as presented.

Strategic Context for Safer Speeds

8. At its meeting on Tuesday 22 July 2025 ([Link 3](#)), Council endorsed the Integrated Transport Strategy – Our Streets: Full of Life (ITS) including a commitment to reduce lives lost and serious injuries on city streets, targeting at least a 50% reduction in lives lost by 2031 and zero lives lost on our streets by 2050, and at least a 30% reduction in people being seriously injured by 2031, in line with the *South Australia's Road Safety Strategy to 2031* and *National Road Safety Strategy 2021–30*.
 - 8.1. The ITS highlights that safer speeds enable more people to use public transport, walk/wheel and cycle, in line with our strategic outcomes to reduce transport emissions, increase community health and wellbeing and achieve liveable city growth, as set out in the City Plan.

- 8.2. The ITS also sets out how safer speeds will contribute to city place outcomes, with quieter and more comfortable streets, and the ability to implement more greening. Implementing the Safe System Approach, with Safe System aligned speeds, will support economic revitalisation, public health and active and connected communities.
9. The development of the ITS and associated road safety targets is in accordance with the Strategic Plan 2024-2028, The Strategic Plan has the aspiration for “Our Places: Interesting, purposeful and safe” and target to “Develop and implement an Integrated Transport Strategy and establish associated targets by 2024 that aligns to the South Australian Road Safety Strategy to 2031.”
10. The City Plan seeks significant population growth with improved livability, incorporating increased walkability/wheelability, cyclability and “Open space at your doorstep.”.
11. With a growing population, access to public open space, including the Park Lands, is increasingly important. It is therefore vital that we make it easier and safer for people to cross roads, including the Park Lands roads (including when using the Park Lands Trail) and West Terrace.
12. Safer speeds are essential for this. With 50km/h instead of 60km/h speed limits plus raised safety platforms at crossings, primary Safe System outcomes can be met. For example, with a raised bicycle pedestrian actuated crossing (such as implemented on Hutt Road), it is achievable to reduce vehicle speeds over the crossing to the critical speed (of 30km/h) for survivability for people walking/wheeling and cycling, if hit by a vehicle.
13. The *Speed Limit Guideline for South Australia*, recognises that the fundamental principle in setting speed limits for a particular length of road is that the speed limit should reflect the road safety risk to the road users.

Consistency of the Park Lands Road Speed Limits / Existing Speed Limits in surrounding Council areas

14. The ITS identifies the implementation of reduced speed limits on Park Lands roads by the end of 2026 as a Key Project and Service under Goal 4.1 – Implement the Safe System approach.
15. A number of Park Lands Roads have a 60km/h speed limit including Sir Donald Bradman Drive, Glover Avenue, Goodwood Road, Montefiore Road, Botanic Road, Glen Osmond Road, Wakefield Road, Bartels Road, Main North Road, Jeffcott Road, Port Road and Anzac Highway.
16. Additionally, West Terrace and Mann Road (northbound section of the ring route) have a 60km/h speed limit. It is highlighted that West Terrace is not an arterial (State) road, nor is it part of the city ring route.
17. The reduction of the speed limit on Mann Road will be considered further in consultation with DIT and other relevant stakeholders.
18. A safer 50km/h speed limit on Port Road is proposed as part of the nWCH project. A change of the speed limit on West Terrace (noting the injury data) and Anzac Highway to 50km/h will be discussed further with DIT in terms of coordinating the timing of changes on these three roads.
19. Existing speed limits within the City of Adelaide can be viewed at [Link 4](#).
20. Existing speed limits in surrounding Council areas can be viewed at **Attachment A**, noting that inner ring Council’s have and are proposing speed reductions in the range of 40km/h.
21. A plan of proposed speed limit changes from 60km/h to 50km/h is available at **Attachment B**.
22. There is currently a mix of 50km/h and 60km/h on Park Lands roads. Customer correspondence indicates community concerns about the inconsistency. The change of roads from 60km/h to 50km/h will provide a consistent speed limit for drivers.
23. Example of current Park Lands roads operating at 50 km/h include:
 - 23.1. Rundle Road
 - 23.2. Hutt Road
 - 23.3. Unley Road
 - 23.4. Peacock Road
 - 23.5. Sir Lewis Cohen Avenue

23.6. Prospect Road

23.7. Medindie Road

23.8. War Memorial Drive

23.9. Beaumont Road

24. There is a mixture of speed limits on the Park Lands roads which continue beyond the Park Lands into adjacent council areas. A number of Councils are seeking safer speeds on these adjoining roads. For example, City of Unley is seeking 50km/h on Glen Osmond Road – and with City of Adelaide seeking 50km/h, this would provide a consistent speed limit along the length.
25. A reduction to 50km/h for the Park Lands Roads (and similarly for our other 60km/h roads) is an appropriate speed and considered consistent with the Safe System approach and Movement and Place approach:
- 25.1. The use of the Park Lands is important and there can be high levels of visitation, especially during events, but in general, crossings between Park Lands and between the Park Lands and the city by people walking/wheeling and cycling are focused on key crossing points and at intersections.
- 25.2. There are numerous schools located in proximity to Park Lands roads and West Terrace, with a critical need to implement safer speeds (and complementary infrastructure measures) to create safer crossing outcomes for students.
- 25.3. For drivers, 50km/h would provide a more consistent speed limit and it is the critical Safe System speed for vehicle-vehicle side impact crashes (which need to be considered with features such as intersections).
- 25.4. For people walking/wheeling and cycling and accessing public transport stops, 50km/h will make it somewhat easier and more comfortable to cross at intersections and crossings. In combination with raised intersection and crossing treatments, primary Safe System outcomes can be achieved, which will enable more people to (safely) access the Park Lands and travel to, from and around the City of Adelaide, including to schools.
- 25.5. For micromobility and personal mobility device (PMD) users, while ultimately, safer streets with suitable separated infrastructure are sought when speed limits exceed the critical Safe System speed, a reduction to 50 km/h is an important interim measure and means:
- 25.5.1. E-scooter users can ride on the roadway where there is not a cycle lane – and with 60km/h there would otherwise be network connectivity issues. An example of this is on Montefiore Road near War Memorial Drive where the cycle lane is discontinuous.
- 25.5.2. All other PMD users can ride on the roadway, addressing similar network connectivity issues.
26. As noted above and in the ITS, safer speeds and the implementation of safer crossings and intersections are both important. 50km/h is a critical first step and subsequent implementation of raised BPACs and other infrastructure measures are required to complement the speed limit changes and achieve primary Safe System outcomes.

Crash Data – 60km/h Park Lands Roads

27. A number of Park Lands Roads have a 60km/h speed limit. The total crashes and estimated costs of crashes on these roads over the five-year period ending in December 2024 from the 2023 Black Spot Benefit Cost Ratio Calculation Form utilising the Bureau of Infrastructure and Transport Research Economic method is \$16,345,000, based on the following breakdown:
- 27.1. Fatal Crashes x 1: \$4,152,000 (\$4,152,000 per crash).
- 27.2. Serious Injury Crashes x 20: \$8,260,000 (\$413,000 per crash).
- 27.3. Minor Injury Crashes x 171: \$3,933,000 (\$23,000 per crash).
28. The Crash Data Summary for each road can be viewed here: [Link 5](#).

Recent Speed Surveys

29. Recent Traffic and Speed Surveys have been undertaken for the following Park Lands Roads which
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are currently 60km/h:

- 29.1. Glover Avenue from 6-12 April 2019. The average weekday volume and speed data for each traffic lane can be viewed here: [Link 6](#). Average speeds are in the mid to high 50s (which are high risk for people walking/wheeling and cycling), although the 85th percentile speed westbound indicate 15% of drivers are exceeding the speed limits, which will also put other drivers at high risk of death in the event of a side impact crash.
- 29.2. Jeffcott Road from 20-26 May 2024. The average weekday volume and speed data for each traffic lane can be viewed here: [Link 7](#). Average speeds are 50km/h northbound and 46-47km/h southbound. Having enforceable and safer speeds will be increasingly important as the Adelaide Aquatic Centre opens and there will be a significant number of vehicles entering and exiting Jeffcott Road, with the risk of side impact crashes.
- 29.3. Glen Osmond – 3-9 April 2024. The average weekday volume and speed data for each traffic lane can be viewed here: [Link 8](#). Average speeds are in the low to mid 50s, which exceeds the critical Safe System speed for vehicle-vehicle side impact crashes and vehicle-person crashes.
- 29.4. Montefiore Road – 20-26 May 2024. The average weekday volume and speed data for each traffic lane can be viewed here: [Link 9](#). The speed surveys indicate that average vehicle speeds are around 60km/h, which puts people walking/wheeling and cycling at a very high (~90%) likelihood of death if hit.

Recent Speed Limit Changes

30. The City of Adelaide has collaborated with DIT and adjoining Councils on a number of recent speed limit changes within the council area, (resulting in no negative comments relating to speed reduction) these include:
 - 30.1. Unley Road reduced from 60km/h to 50km/h.
 - 30.2. Port Road proposed to be reduced from 60km/h to 50km/h as part of the new Women's and Children's Hospital Project.
 - 30.3. War Memorial Drive (west of Montefiore Road) reduced from 60km/h to 50km/h.
 - 30.4. Pitt Street reduced from 50km/h to 20km/h.
 - 30.5. Field Street reduced from 50km/h to 20km/h.
31. The Administration is currently consulting with DIT on the implementation of school zones speed limits and / or speed limit changes around each school within the City and North Adelaide, as approved by Council at its meeting on Tuesday 22 July 2025.

Community Views

32. 62% of respondents to the Stage 1 ITS engagement supported enhanced road safety measures and implementation of safer speed limits as a Motor Vehicle Opportunity.
33. Engagement undertaken by City of Adelaide, including as part of the Asset Management Plans and the Integrated Transport Strategy, indicated that people find Park Lands roads and West Terrace (and the ring route) as barriers to accessing the Park Lands and using the Park Lands Trail.
34. The RAA discussed the Park Lands Road speed limit proposal on Channel 9 News on 18 September 2025 ([Link 10](#)).
35. Several community organisations collect and collate data related to transport and identify specific gaps and opportunities for safer road infrastructure, these include:
 - 35.1. The 2022 RAA Risky Rides Report found the Adelaide Park Lands paths were nominated as number 2 in the 'Top 5 off-road risky rides', with difficulties crossing Park Lands roads cited as a key issue ([Link 11](#)).
 - 35.2. Bike Spot Data can be viewed at [Link 12](#) and indicates people's concerns crossing Park Lands roads and cycling next to 60km/h motorised vehicle traffic on roads such as Montefiore Road.

Consultation

36. The Speed Limit Guideline of South Australia states that:
 - 36.1. Consultation for speed limit changes should be tailored to suit the location of the proposed City Infrastructure and Public Works Committee – Agenda – Tuesday, 21 October 2025

speed limit change.

- 36.2. Consultation of speed limit changes which only affect the local community may be limited to those directly impacted by the change.
- 36.3. For speed limit proposals which will have a broad impact:
- 36.4. Consultation is required with stakeholders such as DIT (including the South Australian Public Transport Authority), SAPOL and emergency services.
- 36.5. Consultation with the broader community may be conducted in various ways such as advertising in local media (print and/or online), social media, open days, community forums, as well as seeking feedback through formal surveys (online, phone, mail).
- 37. DIT does not require community engagement on proposed speed limit changes.

Legal Context

- 38. As per the *Local Government Act 1999* (SA), the City of Adelaide (CoA) is the owner of all public roads in the council area, with the function of Council to provide infrastructure for its community and for development within its area (including infrastructure that helps to protect any part of the local or broader community from any hazard or other event, or that assists in the management of any area).
- 39. As per the *Road Traffic Act 1961*, the CoA is the Road Authority responsible for the care, control or management of public roads within the council area, and Traffic Control Devices as per the Instrument of General Approval and Delegation to Council from the Minister for Transport and Infrastructure dated 22 August 2013 ([Link 13](#)).
- 40. DIT has developed the *Speed Limit Guideline for South Australia* to provide a statewide point of reference for applying speed limits (excluding temporary speed limits) throughout South Australia ([Link 14](#)).
- 41. As outlined in the *Speed Limit Guideline for South Australia*, the power to approve speed limits has not been delegated to CoA and therefore DIT is responsible for approving speed limits on all roads and road-related areas in South Australia (with exception of school zones, koala crossings and short sections of 40 km/h speed limit in conjunction with wombat crossings that comply with DIT requirements).
- 42. Changes to speed limits within the council area must be first reviewed and assessed by CoA against the *Speed Limit Guideline for South Australia* and formally request a review and approval of the speed limit from DIT.

Safe System Approach

- 43. The *Speed Limit Guideline for South Australia* identifies that setting speed limits which consider the risks to road users and support safe driver behaviour is a fundamental principle of the guidelines consistent with the Safe System approach.
- 44. The Safe System approach adopts a holistic view of the road transport system and the interactions between people, vehicles and the road environment. There are four overarching pillars under the Safe System approach that influence road safety outcomes: safe road infrastructure, safe vehicles, safe speed at which people travel and safe road user behaviour.
- 45. Speed always plays a role in crashes. It influences the likelihood of a crash and the severity of a crash when it occurs. Part of the Safe System approach is accepting that people will make mistakes. We must acknowledge this and create a system whereby when people make mistakes, the likelihood and severity of crashes are reduced and people should not be killed or seriously injured.
- 46. In the Safe System approach, the objective is to maximise safe mobility, rather than there being a 'trade-off' or 'balance' between mobility and safety.
- 47. Safer speeds mean drivers have a wider view of the street environment and other road users, and braking distance is shorter, so the crash is less likely to occur. When a crash does occur, lower speeds mean the severity is reduced. There is a direct correlation between higher speeds and increased crash severity. The relationship between a motorised vehicle collision speed and the probability of a fatality for different crash configurations can be viewed here: [Link 15](#).
- 48. The relationship between speed and crash risk is not linear. For example, above 30km/h, the risk of death to a person walking/wheeling or cycling who is hit by a vehicle, increases exponentially. The chance of survival for a young adult pedestrian surviving being hit at 30km/h is about 90% but only

60% at 40km/h and 10% at 50km/h. The chance of surviving a crash decreases significantly above 50km/h for side impact vehicle-vehicle crashes.

49. As the Road Authority, CoA is responsible for the level of safety within the system. Road users are responsible for following the rules and layout set, and if there is user compliance, or death / injury issues, the system designer must take additional steps to address the issues ([Link 16](#)).

Infrastructure Improvements

50. Projects that have been approved in the 2025/26 Business Plan and Budget that include opportunities to provide primary Safe System outcomes – with the implementation of the 50km/h on Park Lands Roads being key to successful implementation:
51. The design and construction of two raised bicycle and pedestrian actuated crossings located on the Park Lands Trail crossing points on:
- 51.1. Sir Donald Bradman Drive
- 51.2. Glen Osmond Road.
52. Further crossings will be proposed for future Business Plan and Budget consideration, including a new raised bicycle and pedestrian crossing on Glover Road, to improve safety and accessibility for students at Adelaide High School (and Park Lands users more broadly).

Next Steps

53. Council endorsement is sought to progress with the implementation of safer speed limits of 50km/h for Park Lands Roads that are currently 60km/h, which include: Sir Donald Bradman Drive, Glover Avenue, Goodwood Road, Montefiore Road, Botanic Road, Glen Osmond Road, Wakefield Road, Bartels Road, Main North Road and Jeffcott Road by:
- 53.1. Engagement with SAPOL, DIT and adjacent councils, including a review of traffic signal sequencing with DIT.
- 53.2. Engagement to notify the community of the proposed safer speed limit for Park Lands Roads.
- 53.3. Preparation of the Traffic Impact Statement report and submission to DIT for approval.
- 53.4. Submission of a budget bid for funding the implementation of the reduced speed limit on Park Lands Roads either as part of a 2025/26 budget reconsideration (savings to be identified) or as part of the 2026/27 Business Plan and Budget process.
54. Administration will continue to progress investigations into safer speed limits on West Terrace, Anzac Highway, Mann Road (northbound) and Port Road as part of a broader network discussion and transport and safety initiatives in and around the nWCH project.
55. The Administration will continue to investigate the future implementation of safer seed limits, as identified in the ITS.

DATA AND SUPPORTING INFORMATION

Link 1 – Agenda and Minutes - Infrastructure and Public Works Committee - Tuesday, 19 November 2024

Link 2 – Stantec Report – City Wide Speed Limit Review

Link 3 – Council Minutes for the meeting on Tuesday, 22 July 2025

Link 4 – Map of Existing Speed Limits within City of Adelaide

Link 5 – 60km/h Park Lands Roads – 2020-2024 Crash Data Summary

Link 6 - Glover Avenue - average weekday volume and speed data - 6 to 12 April 2019

Link 7 – Jeffcott Road – average weekday volume and speed data -20-26 May 2024

Link 8 – Glen Osmond Road – average weekday volume and speed data -3-9 April 2024

Link 9 – Montefiore Road – average weekday volume and speed data – May 2024

Link 10 –Senior Manager Road Safety, RAA, Channel 9 News, 18 September 2025.

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Link 11 – RAA Risky Rides

Link 12 – Bike Spot Data

Link 13 – Instrument of General Approval and delegation to Council Use of Traffic Control Devices, Road Closure and Granting of Exemptions for Events *Road Traffic Act 1961* (sections 17, 20 & 33) Minister for Transport and Infrastructure

Link 14 – Speed Limit Guideline for South Australia, Department for Infrastructure and Transport, Government of South Australia

Link 15 – The relationship between a motorised vehicle collision speed and the probability of a fatality for different crash configurations.

Link 16 – Extract from the City of Adelaide Integrated Transport Strategy – the Safe System Approach

ATTACHMENTS

Attachment A – Map of Speed Limits within Surrounding Council Areas

Attachment B – Map of Proposed 60km/h to 50km/h Speed Limits

- END OF REPORT -