
ORDINARY MEETING

OF

STRATEGY AND POLICY COMMITTEE

AGENDA

Time: 9:30 am
Date: Wednesday, 5 February 2020
Venue: Ngake (16.09)
Level 16, Tahiwī
113 The Terrace
Wellington

MEMBERSHIP

Mayor Foster
Councillor Calvert (Deputy Chair)
Councillor Condie
Councillor Day (Chair)
Councillor Fitzsimons
Councillor Foon
Councillor Free
Councillor Matthews
Councillor O'Neill
Councillor Pannett
Councillor Paul
Councillor Rush
Councillor Sparrow
Councillor Woolf
Councillor Young

NON-VOTING MEMBERS

Te Rūnanga o Toa Rangatira Incorporated
Port Nicholson Block Settlement Trust

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 04-803-8334, emailing public.participation@wcc.govt.nz or writing to Democracy Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number, and the issue you would like to talk about.

AREA OF FOCUS

The role of the Strategy and Policy Committee is to set the broad vision and direction of the city, determine specific outcomes that need to be met to deliver on that vision, and set in place the strategies and policies, bylaws and regulations, and work programmes to achieve those goals.

In determining and shaping the strategies, policies, regulations, and work programme of the Council, the Committee takes a holistic approach to ensure there is strong alignment between the objectives and work programmes of the seven strategic areas covered in the Long-Term Plan (Governance, Environment, Economic Development, Cultural Wellbeing, Social and Recreation, Urban Development and Transport) with particular focus on the priority areas of Council.

The Strategy and Policy Committee works closely with the Annual Plan/Long-Term Plan Committee to achieve its objective.

To read the full delegations of this Committee, please visit wellington.govt.nz/meetings.

Quorum: 8 members

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1. Meeting Conduct

1.1 Karakia

The Chairperson will open the meeting with a karakia.

Whakataka te hau ki te uru,	Cease oh winds of the west
Whakataka te hau ki te tonga.	and of the south
Kia mākinakina ki uta,	Let the bracing breezes flow,
Kia mātaratara ki tai.	over the land and the sea.
E hī ake ana te atākura.	Let the red-tipped dawn come
He tio, he huka, he hauhū.	with a sharpened edge, a touch of frost,
Tihei Mauri Ora!	a promise of a glorious day

At the appropriate time, the following karakia will be read to close the meeting.

Unuhia, unuhia, unuhia ki te uru tapu nui	Draw on, draw on
Kia wātea, kia māmā, te ngākau, te tinana,	Draw on the supreme sacredness
te wairua	To clear, to free the heart, the body
I te ara takatū	and the spirit of mankind
Koia rā e Rongo, whakairia ake ki runga	Oh Rongo, above (symbol of peace)
Kia wātea, kia wātea	Let this all be done in unity
Āe rā, kua wātea!	

1.2 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.3 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.4 Confirmation of Minutes

The minutes of the meeting held on 11 December 2019 will be put to the Strategy and Policy Committee for confirmation.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows.

Matters Requiring Urgent Attention as Determined by Resolution of the Strategy and Policy Committee.

The Chairperson shall state to the meeting:

1. The reason why the item is not on the agenda; and

2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

The item may be allowed onto the agenda by resolution of the Strategy and Policy Committee.

Minor Matters relating to the General Business of the Strategy and Policy Committee.

The Chairperson shall state to the meeting that the item will be discussed, but no resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Strategy and Policy Committee for further discussion.

1.6 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

Requests for public participation can be sent by email to public.participation@wcc.govt.nz, by post to Democracy Services, Wellington City Council, PO Box 2199, Wellington, or by phone at 04 803 8334, giving the requester's name, phone number and the issue to be raised.

2. General Business

RESPONSE TO E-PETITION TO RESURFACE ISLAND BAY ESPLANADE IN ASPHALT

Purpose

This report has been written in response to a request by the City Strategy Committee after a petition was presented to the committee by residents of The Esplanade, Island Bay. The petition requested that we “change recent chip seal upgrades back to use of Asphaltic Concrete along the Esplanade”.

Summary

1. In Wellington, chip seals are used for a variety of reasons including technical and financial. The current resurfacing strategy has been implemented over a long period of time and provides the city with fit for purpose roads and is comparable to other roading authorities.
2. On-site testing indicates that there is only an imperceptible change in noise levels as a result of the recent chip sealing.

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information.

Background

This report details how we go about selecting the type of seal to be used on the roads in Wellington and demonstrates how our decision making is supported by good asset management practices which seek to maximise service levels at minimum whole of life cost.

Discussion

History of road construction & maintenance in Wellington

The majority of Wellington’s roads date back to the late 1800s and early 1900s and were built to the standards of the time. They were built with thin layers of greywacke sourced from the surrounding country side. Over time, surface layers were added and the material of choice was, in many cases, tar and stone.

Over the intervening years the base layers have broken down leaving flexible, highly water susceptible clays which need to be kept dry to support traffic and to prevent expensive road failures. If we fail to keep these underlying layers dry, the resulting remedial work would be very expensive and time consuming and in many cases we would need to rebuild the entire road structure.

Council applies good asset management practices to ensure that we deliver high quality smooth surfaces free of defects. Our roads are generally maintained by applying top surface layers that meet the demands of the particular road whilst protecting the underlying layers of the road. This means that we can keep costs down for the community by not replacing thick layers of expensive underlying material.

How we decide on chip seal vs. asphalt seal

The road seal is the topmost surface of a road. Our primary focus when we select a type of seal for any given road is to ensure the old, flexible, water susceptible underlying pavement structure is kept dry and in good structural condition.

One of the best whole of life cost options for maintaining the underlying structure of pavements is to chip seal them. However, in some areas of Wellington including the majority of the CBD, suburban shopping centres and areas that have higher amenity value, we generally don't use chip seal but rather tend to use asphalts. Other instances where we would typically use asphalt include:-

- High stressed areas of the road such as sharp bends and cul-de-sacs.
- Roads where the surface is considered "rough"¹ to reduce vehicle operating costs to motorists and to provide a better surface for cyclists.
- Where the original design of the road prevents water from draining to the channels and thereby increases the risk of hydroplaning and road failure.
- Where the application of asphalt is considered to be the lowest whole of life cost maintenance option for the road.

In some instances, we simply cannot asphalt since under load many of our roads also flex and bend (over 0.75mm) which make them unsuitable for asphalts. High deflections in pavements supporting asphalt surfaces tend to lead to premature cracking of the asphalt and significant failures at more frequent intervals which leads to additional cost.

Main benefits of chip seal

The main benefits of chip seals are:

- Extending the life of the road by preventing the ingress of water to the underlying layers;
- Providing a highly skid resistant surface which aids vehicle safe stopping distances thereby providing a safer surface for road users;
- Providing better protection than other options at a significantly lower cost.

Noise due to chip seal

Noise generated by different types of surfaces in low speed environments (50km/h and under) can sometimes be a contentious issue with residents. Most overseas research indicates that the difference in noise generated by tyre interaction with different road surfaces at low speeds is minimal.

The research that has been carried out on urban networks indicates that the noise levels on a road that has been chip sealed is dependent mainly on the chip size used and can vary in the order of 3-6dBA . Sound studies tell us that a 3dBA increase in sound level is barely noticeable to the human ear and the sound level would need to

increase by 5dBA before most listeners report a noticeable change. It also needs to be noted that different tyre tread patterns generate different noise characteristics at different speeds.

¹ The Council uses the NZTA One Network Road Classification (ONRC) to set appropriate levels of “roughness” across the network.

We commissioned an independent assessment of the noise level created by chip sealing The Esplanade and this indicated that the new surface is unlikely to be more than 1 dB noisier than the old surface, which is an imperceptible change.

Achieved Road Surface Asset Life

The following table illustrates the achieved surface lives for various seal types on our network:

Treatment type	Mean achieved life (years)	Cost per square meter (\$)
Chip seal	10.28	10.45
Asphaltic concrete	10.53	37.50
Slurry seal	7.79	19.70

Table 1 Surfacing Achieved Lives and Costs

If we were even able to completely replace chip seals on the network with asphalt, the cost of providing a waterproofed surface would increase by 4 - 5 times when compared to chip seal.

Current Expenditure

We currently spend around \$8.5M p.a. on road resurfacing.

Whilst some residents and road users would prefer that their roads be sealed with an asphalt surface as opposed to chip seal, the additional cost of this change would be significant at around \$13.4 million per year due to the higher cost of using asphalt, installation of waterproof membrane seals and additional milling requirements.

Our current expenditure profile allows for resurfacing approximately 10% of the network each year. Meaning that over a ten year period, the entire network could theoretically be resurfaced. This is, in our view, an appropriate expenditure profile to meet the requirements of good asset management practice and to ensure that the city’s streets remain in good condition whilst keeping costs down for ratepayers.

Any decision to increase funding to allow for more use of asphalt surfaces across the network would need to be made by Council, via the LTP process, and informed by technical and cost analysis. It should be noted that NZTA currently subsidise 51% of this expenditure and it is questionable whether they would support change in an asset management approach that sought to deliver more asphalt re-surfacing. All other road controlling authorities use chip seals as the majority type of resurfacing.

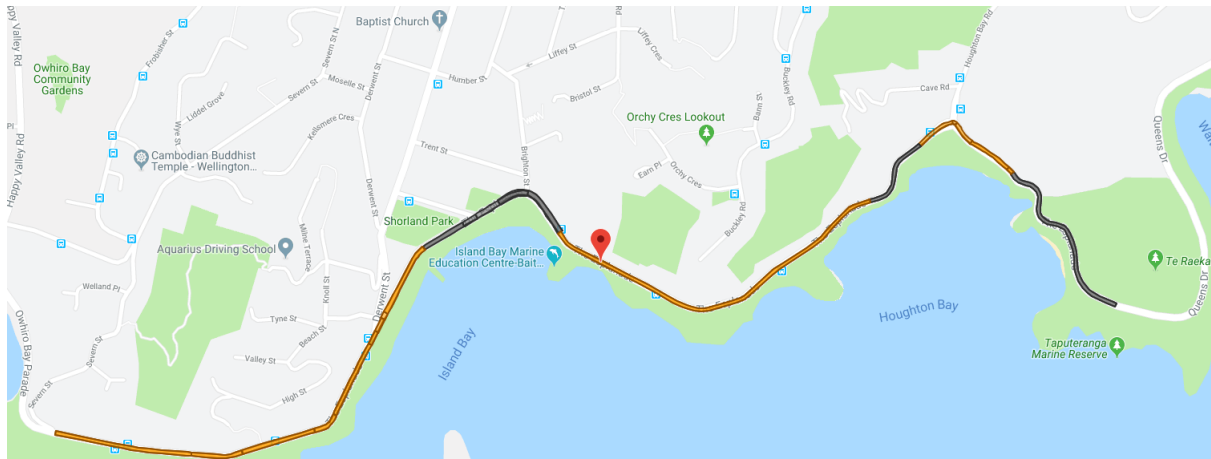
The Esplanade

Background

This section of our roading network provides a route around the coast for heavy vehicles accessing the landfill from the southern part of the city. It also provides access to the south coast for many other road users. Various sections of The Esplanade were chip sealed in March 2018. The majority of the road was already chip seal which had started to crack and had reached the end of its economic life.

Surfacing Types and Locations

Brown = Chip seal
 Black = Asphalt



As can be seen from the above map we have used asphalt on the higher stress areas and chip seal on the remainder. This is in line with our asset management practices.

Approximate Costs.

The costs calculated below relates to the length of The Esplanade that was resurfaced last year which is the area that the presented petition requested we change.

The cost to asphalt the area that was chip sealed last year has been estimated at:

11,825m² @ \$37.50/m² = \$443,438

This is compared to the actual cost of the chip seal work carried out last year of:-

11,825m² @ \$10.45/m² = \$123,500

Noise on The Esplanade

In September 2019 we arranged for WSP-OPUS to carry out some noise measurements on The Esplanade to determine whether the noise levels were excessive. Measurements were carried out on 19 September between 10:30 am and 12:30 pm in fine weather.

- Measurements show that the new surface is quieter than expected for a surface of this specification (two-coat 3/5).
- Measurements and previous data indicate that the new surface is unlikely to be more than 1 dB noisier than the old surface, which is an imperceptible change.
- The character of the sound has likely changed to have more of a low-frequency rumble, which may be why residents are aware of a change in the road traffic noise.

- Truck noise and vehicles with loud exhausts are unaffected by the reseal and will remain the sources of the loudest individual traffic noise events on The Esplanade.

Attachments

Attachment 1. Road surface noise from The Esplanade

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Author	Steve Wright, T/L Resurfacing/Contracts
Authoriser	Siobhan Procter, Manager, Transport and Infrastructure Moana Mackey, Acting Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

N/A

Treaty of Waitangi considerations

N/A

Financial implications

N/A

Policy and legislative implications

N/A

Risks / legal

N/A

Climate Change impact and considerations

N/A

Communications Plan

N/A

Health and Safety Impact considered

N/A



Memorandum

To	Steve Wright
From	Richard Jackett
Office	Opus Research
Date	23 September 2019
File	5-26900.01 WCC Support Contract
Subject	Island Bay Road Surface Noise Measurements

Executive Summary

- Sections of chipseal on The Esplanade in Island Bay have recently been resurfaced and have drawn complaints from residents about an increase in noise and noise effects.
- Measurements show that the new surface is quieter than expected for a surface of this specification (two-coat 3/5).
- Measurements and previous data indicate that the new surface is unlikely to be more than 1 dB noisier than the old surface, which is an imperceptible change.
- The character of the sound has likely changed to have more of a low-frequency rumble, which may be why residents are aware of a change in the road traffic noise.
- Truck noise and vehicles with loud exhausts are unaffected by the reseal and will remain the sources of the loudest individual traffic noise events on The Esplanade.

Island Bay Road Surface Noise Measurements

Wellington City Council (WCC) has received complaints from residents of Island Bay that the 2018 chipseal resurfacing of portions of The Esplanade has increased road traffic noise impacts. We understand that the same specification of chipseal has been used for the reseal, however the new surface is described as being much louder than what had been there before.

To investigate this, WCC has asked WSP-Opus to measure the noise levels adjacent to a resurfaced section of The Esplanade. In this memorandum we seek to quantitatively determine whether the new surface is louder than what would be expected from this surface specification. We also suggest reasons why the character of noise coming from the surface may have changed, and support this with evidence from our previous experience in road surface noise research and measurements from The Esplanade.

Methodology

Without noise measurements from before the resurfacing to compare to, it is not possible to determine the exact change in road surface noise level. There are also no sections of road with remnants of the previous surface available for comparison. Instead, the methodology is designed to determine the difference in the current surface noise level relative to the NZ reference surface of asphaltic concrete (AC). This has then been used as a point of reference to compare the noise emission performance of The Esplanade chipseal with what is expected of

that surface type based on historical data¹, to determine whether the noise emission is within the expected performance window.

The noise measurement methodology is a pass-by survey, which follows the approach of ISO 11819-1² and involves measuring the maximum noise level, L_{AFmax} , of a sample of passing vehicles. Due to the site configuration – with an AC surface conveniently adjacent to the resealed surface – it was possible to measure noise from each vehicle as it passed over one surface then the other. This represents an improvement in accuracy compared to the standard, which relies on a statistical approximation from two different samples of the vehicle fleet, potentially travelling at different speeds.

It was noted that some of the 2018 chipseal has become flushed³ in places, reducing its texture, and potentially making it quieter. A second pass-by survey was conducted adjacent to one flushed and one unflushed section of the new chipseal surface to investigate this.

The pass-by surveys took place from 10:30 am to 12:30 pm on 19 September 2019 in fine weather, and following at least 24 hours since the last rain event. Wind was approximately 2 m/s from the north. Pass-by survey 1 took place beside The Esplanade on either side of the join between AC-15 asphalt (surfaced 2011) and grade 3/5 chipseal (surfaced 2018) at approximate chainage 1.709. Pass-by survey 2 measured adjacent to the visibly flushed grade 3/5 chipseal on The Esplanade at chainage 1.372, and for the control used an unflushed section of the same specification chipseal at chainage 1.237. The former used measurements 7 m back from the left wheel path of west-bound traffic, and the latter 3 m from the left wheel path of west-bound traffic, as space constraints allowed. All chipseal surfaces we observed appeared to have been laid using a two-coat process. At both survey sites the posted speed limit is 50 km/h.

Results and Analysis

Chipseal compared to the reference surface (AC)

The difference between the L_{AFmax} measurements on chipseal and on asphalt were computed for each passing vehicle. The arithmetic average of the paired differences was used to determine the “road surface noise correction” for the recently laid chipseal, as follows:

Vehicle Type	Sample Size	Correction* dB
<i>Passenger Cars</i>	34	+3.6
<i>Vans</i>	5	+3.5
<i>Utes</i>	4	+3.4
<i>Trucks</i>	7	-0.5

* positive values indicate the chipseal surface was louder than the AC surface

Averaged over the 43 paired measurements from passenger cars, vans, and utes, the measured correction for chipseal is + 3.5 dB relative to the AC-15 reference surface. This is well below the expected correction of +6.0 dB for 50 km/h passenger car traffic on 3/5 chipseal¹ and is closer to the single-coat grade 3 correction of +4.0 dB.

The small sample of trucks revealed that the correction of -0.5 dB is very close to the expected correction of -1.0 dB. This also indicates that for trucks, the chipseal surface is ever-so-slightly quieter than the AC, but the difference is so small as to be negligible in terms of noise level. The character of the noise is different however, with trucks often emitting a tonal whine sound as they passed over the smooth AC, which was not present as they traversed the chipseal.

¹ NZTA, Guide to state highway road surface noise, version 1.0, 2014

² ISO 11819-1:1997, Acoustics -- Measurement of the influence of road surfaces on traffic noise -- Part 1: Statistical Pass-By method.

³ Surface flushing is a pavement surface defect with bituminous binder near the top of or above the surfacing aggregate, which results in minimal surface texture.

Flushed vs. Non-flushed chipseal

It is likely that before it was replaced, the previous chipseal surface had become somewhat worn, and perhaps flushed in places, with less texture depth than the new chipseal surface. To estimate the impact that flushing may have on noise level we have measured and computed the difference between the 2018 heavily-flushed chipseal and the 2018 non-flushed chipseal:

Vehicle Type	Sample Size	Difference* dB
<i>Passenger Cars</i>	23	-0.9
<i>Vans</i>	2	-0.7
<i>Utes</i>	4	+0.5

* positive values indicate the flushed chipseal surface was louder than the non-flushed surface

The 29 paired pass-by measurements of passenger cars, vans, and utes gives an average difference of -0.7 dB, meaning that the flushing appears to cause a very slight reduction in road surface noise level. There was only one truck pass-by during the survey, so no conclusions regarding trucks can be drawn. This approach does not account for the impact of chip wear on the road surface noise, although our previous experience indicates that it contributes a lower magnitude than flushing.

It is therefore likely that the noise level change between the old and the new chipseal would be at most +1 dB. The threshold of perception for a noise level increase is generally taken as requiring a change of 2 dB or more, all else held equal, so it is unlikely that the road is perceptibly louder in absolute terms after the reseal.

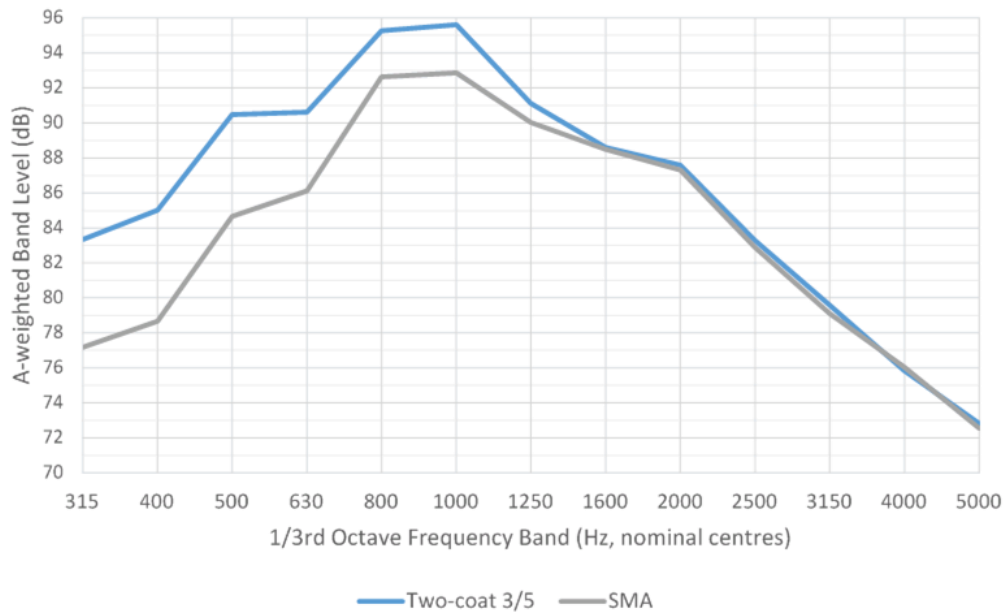
Spectra

Although the overall noise level is unlikely to have changed perceptibly, the character of the noise may have changed. The relevant aspect of the character in this case is the frequency spectrum.

The tyres of passenger cars, utes, and vans interact with high texture surfaces such as chipseal and not only generate higher overall noise levels, but also create more sound energy at low frequencies, which is perceived as a rumbling sound. As the surface texture decreases so does the peak noise level as well as the amount of rumble. The peak frequencies themselves remain the same, but their level changes.

The following figure illustrates this concept using data from a recent road noise research project, by comparing the typical spectra of a car tyre passing over a two-coat 3/5 chipseal with spectra from the same tyre on an asphalt surface (in this case SMA, which is acoustically similar to AC). The texture change on The Esplanade was much smaller than the change between asphalt and chipseal presented below, but this exaggerated version is helpful to clearly illustrate the low-frequency effects of surface texture.

The highest bands of noise emission are at 800 Hz and 1000 Hz, and these almost completely define the absolute noise level difference of 2.5 dB between these two particular surfaces. However, the difference at lower frequencies is even more pronounced, exceeding 5 dB at 500 Hz, and it is these lower frequencies that give chipseal its characteristic rumble sound. There is almost no effect of texture on the high frequencies.



The forces generated on the larger tread-blocks of truck tyres affect their noise generation in a different way, and it is often observed (as it was on The Esplanade) that the smoother surfaces such as AC and SMA can cause the tyres to emit a high frequency tonal whining noise.

Our hypothesis is therefore that the resealing of the road has restored texture to the surface that had previously been worn down by traffic, environmental effects, and aging. This restored texture may have slightly increased the overall noise level (dominated by car traffic in the 800 Hz and 1000 Hz frequency bands) by a maximum of about 1 dB, but the increase at lower frequencies may have been much higher. Residents are likely to be responding to a change in the character of the noise, especially the low-frequency content, rather than the overall noise level itself.

Conclusions

The current measured road surface noise correction of the 2018 chipseal surface is +3.5 dB, which is below the +6.0 dB correction predicted by the NZTA’s road surface guide. This indicates that the chipseal 3/5 surface laid on The Esplanade is not noisier than has traditionally been expected of this specification road surface, and is in fact considerably quieter.

It is likely that the resealing of the previously worn chipseal surface with new chipseal has contributed up to an additional 1 dB to the overall noise level. On its own, this increase would not be noticeable by even the most sensitive observers. However, the restoration of texture is likely to have caused the low frequency surface noise from passing cars to be increased, changing the character of the sound by enough to be noticeable to residents.

The noise from trucks is not likely to have changed in any noticeable way, because truck tyres do not have the same relationship with road texture as passenger car tyres. Trucks and vehicles with loud exhausts are the loudest vehicles to pass along The Esplanade, so the resurfacing will not have had any effect on the peaks in noise level to which residents are exposed.

Collectively, the evidence indicates that the road is likely to have become louder by an imperceptible amount, but the character of the noise has changed to have more low-frequency content. As the current surface wears from traffic and loses texture it is likely to slowly lose some of that low-frequency content.

CENTRAL CITY SAFER SPEEDS ENGAGEMENT REPORT

Purpose

1. This report proposes that the Strategy and Policy Committee approve officers' recommendation to undertake formal consultation on the proposed speed limit changes outlined in this report.

Summary

2. The central city safer speeds project is part of the Let's Get Wellington Moving (LGWM) early delivery programme.
3. Currently the default speed limit on Wellington City streets is 50 km/h. The main exception to this is the Golden Mile where the speed limit is 30km/h. There are no streets in the central city above 50km/h.
4. The early delivery programmes focuses on progressing LGWM's vision which is for Wellington is a great harbour city, accessible to all, with attractive places, shared streets, and efficient local and regional journeys and therefore setting safer speeds in the central city is an important first step. A safer speed limit will help to make the central city more pleasant and appealing for everyone, especially for people walking and riding bikes.
5. Initial public engagement was undertaken from 6 November to 15 December 2019 on the proposal in **Attachment 1**.
6. After analysing all feedback, officers, on behalf of LGWM, are proposing to formally consult on the speed limit changes outlined in **Attachment 2**. The only change made from the engagement proposal is to Taranaki Street – removing it from the streets proposed for a 30 km/h speed limit and retaining the current 50 Km/h control.
7. It is important to note that if a particular road is not included in the March 2020 consultation proposal, the Strategy and Policy Committee will not be able to change the speed limit on that road when it considers and makes decisions on the proposed speed changes in May. A further round of consultation on that road would be required as outlined in the body of this report.

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information.
2. Agree to formally consult on changing all central city speed limits to 30km/h with the exception of Waterloo Quay, Customhouse Quay (north of Panama Street), Jervois Quay, Cable Street, Wakefield Street (east of Taranaki Street), Kent Terrace, Cambridge Terrace and Taranaki Street (noting no change to the existing 30km/h zone on Courtenay Place).

Background

8. This project is being undertaken through Let's Get Wellington Moving (LGWM), a joint initiative between Wellington City Council (WCC), Greater Wellington Regional Council (GWRC), and Waka Kotahi New Zealand Transport Agency (the Transport Agency). LGWM seeks to deliver an integrated transport system that supports the community's aspirations for how Wellington City will look, feel and function. The LGWM programme objectives are to deliver a modern transport system which enhances liveability, access, multimodal transport options, safety and resilience.
9. The programme objectives that directly apply to the Central City Safer Speeds project are to:
 - Enhance the liveability of the central city.
 - Provide more efficient and reliable access for everyone.
 - Improve safety for everyone.
10. Creating a more equitable and safer transport network is also a key priority of the 2018 Government Policy Statement on land transport (GPS). In particular the GPS supports investment to accelerate the implementation of the NZTA Speed Management Guide.
11. The GPS is supportive of liveable cities by improving walking, cycling and public transport and by increasing transport choice. Having a transport system that promotes equitable access and liveability is vital for creating safer, more attractive and more accessible urban environments.
12. The Wellington Regional Land Transport Programme has a vision of delivering a safer system for all users of the network. Specifically, the programme sets the goal of reducing the number of cyclists and pedestrians killed and seriously injured by at least 50 percent by 2025.
13. The recommended changes are in line with the upcoming transport strategy as well as the previously adopted transport hierarchy. The changes will also contribute to the Council's First to Zero and Wellington towards 2040: Smart Capital policies.
14. As the city's population grows, our transport system will need to change to enable a range of more space efficient transport choices so all people can easily access employment, education, recreational and social opportunities.
15. The central city already has lower speed areas. Parts of Lambton Quay and Willis Street have been 30km/h since 2006. The rest of the Golden Mile – Lambton Quay north of Panama Street, Manners Street and Courtenay Place – became 30km/h in 2010.
16. LGWM's Early Delivery programme also includes reviewing the speed limits along SH1 east of Mt Victoria Tunnel and the provision of a pedestrian and cycle crossing on Cobham Drive. Engagement with key stakeholders on options for both the Cobham Drive crossing and safer speeds will start in March, with wider community engagement to start in April.
17. In order for the Council to amend the speed bylaw on a particular road, that road must have been included in the proposed March consultation. For instance, under the recommended proposal, the Strategy and Policy Committee will not have the option to change Jervois Quay to 30km/h during this process as the recommendation proposes leaving the speed limit at 50km/h. To change the speed limit on Jervois Quay for example, further public consultation would be required.
18. The committee is, however, able to leave the speed limit at 50km/h on any road that is included in the March consultation.

19. The Council is the road controlling authority for local streets. The Council can formally adopt a new speed limit by passing a resolution under the Wellington Consolidated Bylaw 2008, Part 6, Speed Limits.
20. Officer recommendations have been reached in consultation with other LGWM partners and have gained appropriate support from GWRC and the Transport Agency.

Discussion

21. The one change that officers are recommending from the engagement is to leave Taranaki Street at 50km/h.
22. Officers are recommending this change as under the speed management guide, actual speeds of vehicles must be within 10 percent of the posted speed limit. Given the layout of Taranaki Street, officers don't believe these speeds will be achieved without significant investment in traffic calming infrastructure. As Taranaki Street is likely to be included in either the mass rapid transit or City Streets programmes, officers are recommending that it remains at 50km/h for now and any speed limit or infrastructure improvements be included in those programmes. Any early changes on Taranaki Street are likely to be short-lived, poor value for money and unnecessarily disruptive.
23. Implementing a 30km/h speed limit throughout most of the central city will make Wellington a more attractive and pleasant place to be, through providing a safer, more pedestrian-friendly and less car-dominated environment.
24. Cars travelling at 30km/h produce half the noise of a car travelling at 50km/h.
25. A pedestrian hit by a driver travelling at 30km/h has, on average, an 85 percent chance of surviving compared with a 30 percent chance of survival at 50km/h.
26. Lower speeds will help improve amenity for street level cafes, shops and outdoor public spaces and parks, and make it safer and easier to get around the central city by bike.
27. Officers are proposing to leave Waterloo Quay, Customhouse Quay (north of Panama Street), Jervois Quay, Cable Street, Wakefield Street (east of Taranaki Street), Kent Terrace, Cambridge Terrace and Taranaki Street as they currently are to encourage vehicle drivers on to the main arterials. The proposed consultation option will discourage drivers from using quieter streets to avoid congestion on main streets by clearly indicating where faster vehicles should travel. With the exception of Taranaki Street this is the proposal that was engaged on.
28. Officers are recommending two speed limits, 30km/h and 50km/h, for uniformity across the city, making it simpler for people. This will also minimise the number of signs and visual clutter required during implementation.
29. There are a number of other areas within or adjacent to the central area that safe speed limits less than 50km/h will be considered in the future. These will be brought forward as the LGWM programme progresses. These areas could include Thorndon (Molesworth Street, Murphy Street, Mulgrave Street, Thorndon Quay etc.) and arterials including Jervois Quay, Wakefield Street, Cable Street, Kent Terrace and Cambridge Terrace.
30. All streets where the speed limit is changed will be monitored after any speed limit changes to ensure they are meeting the requirements of the speed management guide.

Engagement analysis

31. The proposal that was engaged on is available in **Attachment 1**.
32. There were 1190 pieces of feedback received from 475 people. People were encouraged to leave multiple pieces of feedback through the social pinpoint engagement tool.
33. The complete engagement report can be found in **Attachment 3**.
34. The 2019 engagement mainly used the Social Pinpoint map tool to encourage people to make a wide range of comments.
35. Seventy-one percent of this feedback did not mention any specific changes to the proposal; 19 percent of the feedback suggested more streets should be at or below 30km/h, 3 percent wanted more streets at 40km/h, and 6 percent wanted more streets at 50km/h.
36. One of the themes that came through strongly in the feedback was support for making non-car users' experience and safety the top priority. Balancing this there was a smaller amount of support for maintaining the needs of car users.
37. Overall, 37 percent of people gave specific feedback about a particular road. Due to the low numbers of people submitting on individual streets, there isn't a case to amend the proposal at this stage based on this alone.
38. Approximately 300 people engaged on the central city safer speeds social media posts. From the most popular post (187 total comments) most comments were not related to speed limits. Slightly less than 33 percent of the comments were generally negative towards the proposal and slightly less than 10 percent were positive.
39. The feedback that was negative towards the proposal was roughly split 3 to 1 of people who disagreed with the 50km/h streets (too fast, 228 comments) and people who disagreed with the 30km/h streets (too slow, 79 comments).

Stakeholder submissions

40. There were seven organisational submissions received, they are available in **Attachment 4**.

Options

41. The Strategy and Policy Committee can agree to the recommended proposal to consult on the central city speed limits.
42. The committee can amend the streets that are consulted on. This would require officers to consider the technical implications of this and to discuss the proposed changes with LGWM partners. Specific details of the streets to be changed from the recommended proposal would be investigated.
43. If the committee rejects the officers' recommendations completely, the Central City Safer Speeds project will go back to the LGWM Programme to consider next steps.

Next Actions

44. If the officer recommendations are approved, formal consultation will begin on 24 February 2020.
45. A report back to committee on the consultation will be presented in May 2020. Oral hearings will be arranged via Democracy Services.

46. Implementation is expected to take place late 2020, depending on the outcome of a further decision of the Strategy and Policy Committee.

Attachments

Attachment 1.	Engagement map	Page 25
Attachment 2.	Consultation map	Page 26
Attachment 3.	Engagement report	Page 27
Attachment 4.	Organisation submission	Page 59

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SUPPORTING INFORMATION

Engagement and Consultation

From 6 November to 15 December 2019, the LGWM Programme sought feedback from the community on lowering the speed limit to 30km/h on central city streets, except the arterials (Waterloo Quay, Customhouse Quay, Jervois Quay, Cable Street, Wakefield Street, Kent and Cambridge terraces, Vivian Street and Karo Drive) which were proposed to remain at 50km/h.

We received 1,190 comments from 475 submitters (individuals and organisations): 384 comments were supportive of the change, 157 were against, and the remainder included partial or conditional support, suggestions and comments unrelated to the speed proposal.

- 181 comments, or 15 percent, of the changes suggested making more streets 30km/h.
- 73 comments, or 6 percent, of the changes suggested making more streets 50km/h.
- 47 comments, or 4 percent, of the changes suggested making more streets less than 30km/h.
- 36 comments, or 3 percent, of the changes suggested making some streets 40km/h.

There is general support from these submitters for lowering the speed limit on certain streets in the central city. Many comments focus on specific streets i.e. whether individual streets should remain at 50km/h or be lowered to 40km/h or 30km/h.

We received submissions from groups: AA, Wellington Chamber of Commerce, Living Streets Aotearoa, Wellington Cable Car Ltd, Disabled Persons Assembly and Mt Victoria Residents Association.

Treaty of Waitangi considerations

There are no Treaty of Waitangi implications for this paper. Mana Whenua will be engaged and consulted during the formal consultation.

Financial implications

All costs associated with the central city safer speeds programme are incorporated in the LGWM relationship and funding agreement.

Policy and legislative implications

The Council can formally adopt a lower speed limit by passing a resolution under the Wellington Consolidated Bylaw 2008, Part 6, Speed Limits.

The setting of lower speed limits in the central city is in line with both the LGWM early delivery objectives and LGWM objectives as a whole.

Risks / legal

Through the formal consultation and implementation risks may arise but these will be outlined in further committee papers as they come up.

Climate Change impact and considerations

Safer speed limits in the central city are expected to have a positive impact on the Council's climate change aspirations because of an expected and desired shift in mode choice to more

active modes. We will continue to monitor pedestrian and bicycle numbers to gauge how the changed speed limits have effected the uptake of active modes in Wellington.

Communications Plan

Reference to Engagement process first leading to the formal consult and what the Programme will do to communicate and promote the proposed changes.

Health and Safety Impact considered

A pedestrian hit by a driver travelling at 30km/h has, on average, an 85 percent chance of surviving compared with a 30 percent chance of survival at 50km/h.

Let's GET Wellington MOVING

Safer speeds in the central city

In November-December 2019, we sought feedback on our proposal to lower the speed limit to 30km/h on most central city streets to make the heart of the city a safer, more pleasant place for everyone. We used what we heard to help refine the proposal before formally consulting on a recommended change in early 2020.

LEGEND



REMAINING AT 50 KM/H
We suggested the main roads – Waterloo Quay, Customhouse Quay, Jervois Quay, Cable Street, Wakefield Street, Kent and Cambridge terraces, Vivian Street and Karo Drive – all remain at 50km/h.



EXISTING 30KM/H
All of the Golden Mile, to the end of Courtenay Place, has been 30km/h since 2010. The Lambton Quay part of the Golden Mile has been 30 km/h since 2006.



PROPOSED 30 KM/H
We proposed that all streets within the central city, except the main roads, have a 30km/h speed limit.



EXISTING 10KM/H



Let's **GET** *Wellington* **MOVING**

Safer speeds in the central city

In November-December 2019, we sought feedback on our proposal to lower the speed limit to 30km/h on most central city streets to make the heart of the city a safer, more pleasant place for everyone. We used what we heard to help refine the proposal before formally consulting on a recommended change in early 2020.

LEGEND

EXISTING 30KM/H
All of the Golden Mile, to the end of Courtenay Place, has been 30km/h since 2010. The Lambton Quay part of the Golden Mile has been 30 km/h since 2006.

PROPOSED 30 KM/H
Following initial engagement, we're recommending that all streets within the central city, except the main roads and Taranaki Street, have a 30km/h speed limit.

EXISTING 10KM/H





Central city safer speeds

Nov-Dec 2019 engagement report



Central city safer speeds

Executive summary

The Central City Safer Speeds project is part of the Let's Get Wellington Moving (LGWM) early delivery programme. The priorities for the early delivery programme are making travel by bus to and through the central city faster and more reliable, and creating a better environment for people walking and on bikes.

Setting safer speed limits in the central city is an important first step. It will help create a more pleasant, liveable central city, and make a start on moving more people with fewer vehicles by encouraging more people to walk and bike instead of using private vehicles.

From 6 November to 15 December 2019, Let's Get Wellington Moving engaged on a proposal to lower central city speed limits in Wellington. Feedback was sought on reducing speed limits on all central city streets to 30km/h with the exception of the main roads (Waterloo Quay, Customhouse Quay, Jervois Quay, Cable Street, Wakefield Street, Kent Terrace, Cambridge Terrace, Vivian Street and Karo Drive) which were proposed to remain at 50 km/h.

There were 1,190 pieces of feedback received from 475 people, including seven submissions from stakeholder groups.

The engagement was designed to enable people to give street specific feedback, however many people simply expressed support or otherwise to the overall proposal: 32% of the feedback (384 comments) was supportive and 13% (157 comments) was against the overall proposal.

From the submitters who supported the proposal there was support for increasing pedestrian amenity, making it safer to walk and bike, and introducing more traffic calming measures. The main reasons people disagreed with the proposal were concern lower speeds would create congestion, a desire to preserve service for cars, and not believing a lower speed limit will make the city safer.

55% of the feedback (649 comments) was inconclusive in that it did not explicitly express support or otherwise the proposal but commented on a particular street (eg 30 km/h on Featherston would vastly improve it) or was out of scope (eg need to look at ways of getting bikes and scooters off footpaths).

37% of the feedback (436 comments) received was about speed limits on particular streets. Feedback was mixed between supporting leaving the speed limit at 50 km/h, making it 40 km/h, making it 30 km/h and other comments about the street (eg cycle lanes).

The waterfront quays and Taranaki Street were the most frequently mentioned. 78 people commented on the waterfront quays, which were proposed to be left at 50 km/h. Of those, 25 people (32%) wanted it to be lowered to 30 km/h and 16 people (20%) like the leave at 50 km/h proposal. 64 people commented on Taranaki Street, which was proposed to be lowered to 30 km/h. Of those, 25 people (39%) wanted it left at 50 km/h and 12 people (19%) liked the 30 km/h proposal.

The feedback will help to refine the proposal, which Let's Get Wellington Moving plans to formally consult on in early 2020.

Central city safer speeds

Introduction

What we engaged on

What we engaged on

- We wanted to hear what people think about lowering the speed limit to 30km/h on most central city streets, and keeping some of the “main roads” – Waterloo Quay, Customhouse Quay, Jervois Quay, Cable Street, Wakefield Street, Kent and Cambridge terraces, Vivian Street and Karo Drive – at 50km/h.
- The engagement ran from 6 November to 15 December 2019, for a period of 40 days.
- This summary report contains the analysis of the feedback that was collected during the engagement.



Central city safer speeds

Engagement statistics

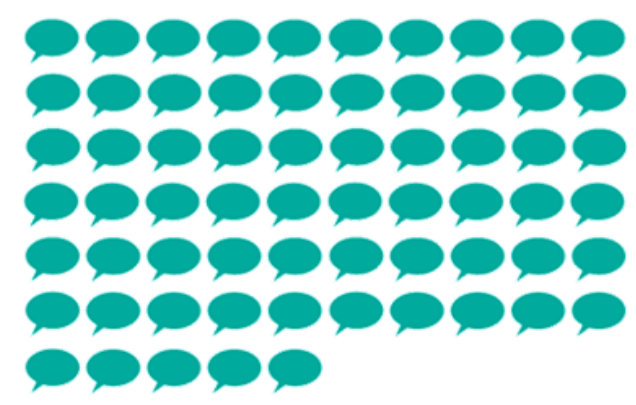
How many people engaged, and how much did they engage?



We received **1190** pieces of feedback, via the social pinpoint map tool, and via the feedback form on the website and/or email.



We identified **475** unique email addresses.

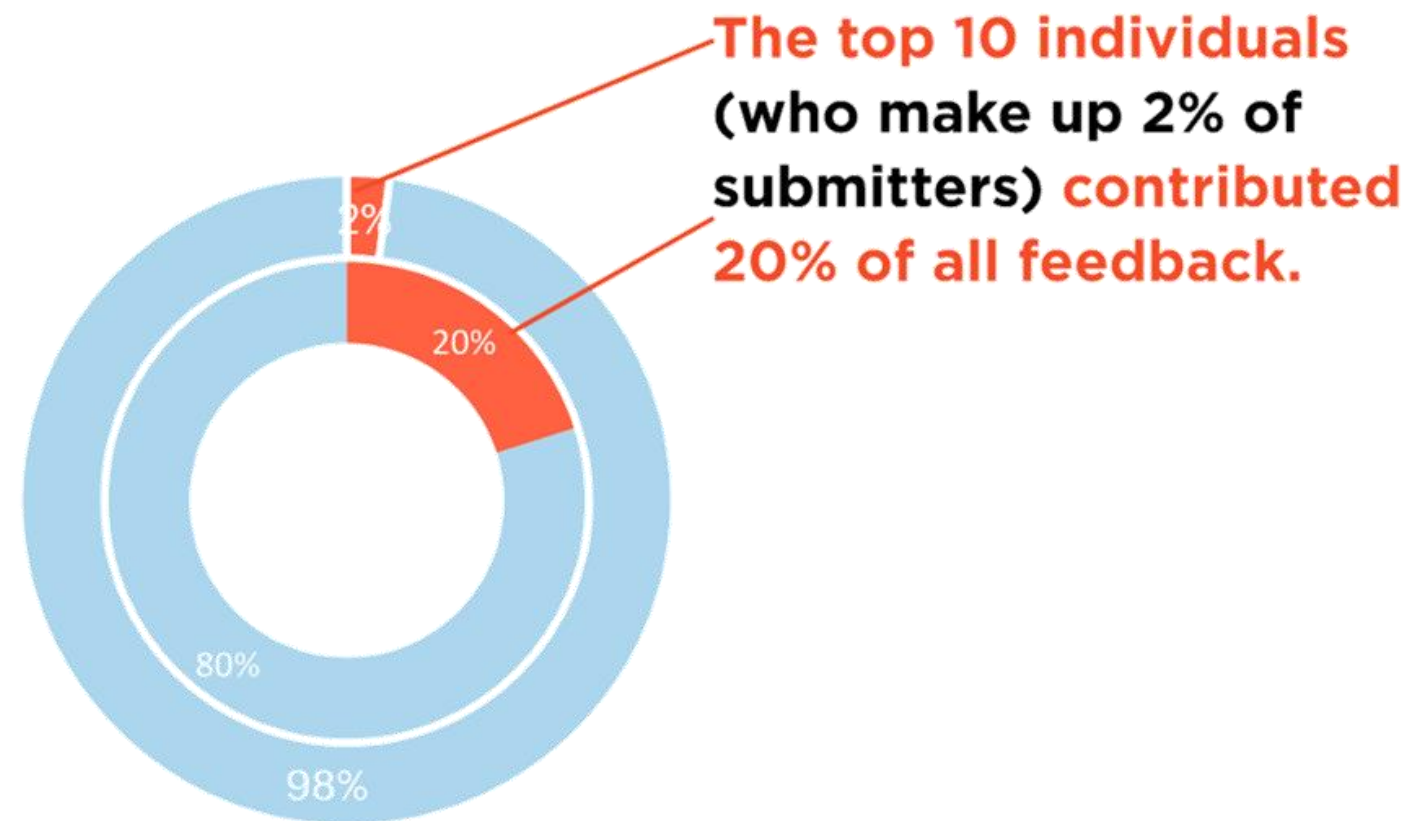


The most engaged individual made **65 pieces of feedback.**

Central city safer speeds

Engagement statistics

How many people engaged, and how much did they engage?



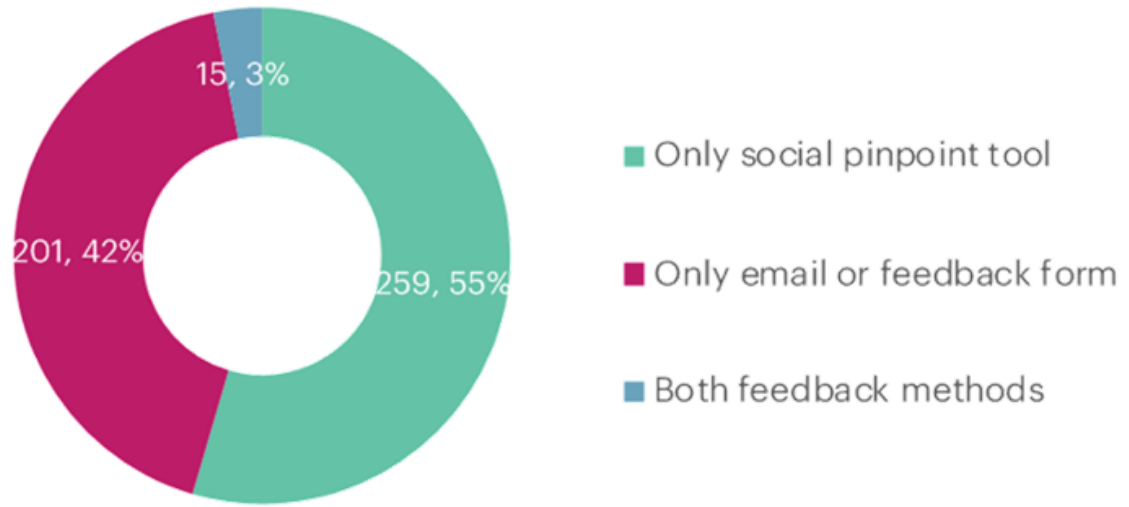
Central city safer speeds

Engagement statistics

Which tools did people use to give feedback?

55% of submitters used only Social Pinpoint to give feedback, 42% only used the feedback form or email, and there was a small proportion of submitters who used both tools to give feedback.

How submitters gave feedback
(475 submitters in total)

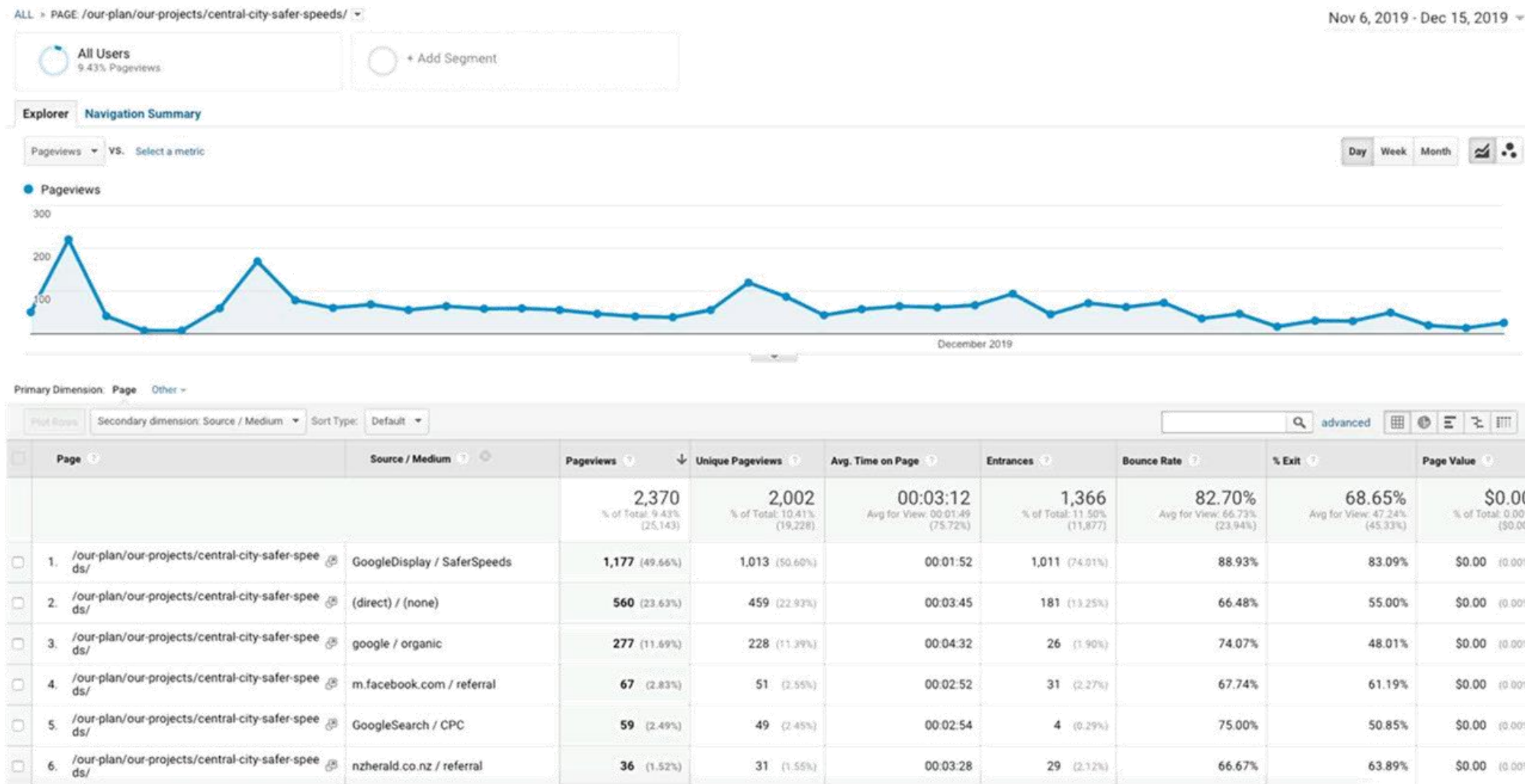


Central city safer speeds

Engagement statistics

Analytics - where did people come to the engagement from?

The Google Analytics data below from the Let's Get Wellington Moving website shows that 50% of traffic to the central city safer speeds engagement came from Google display ads.



Feedback themes and changes to proposal

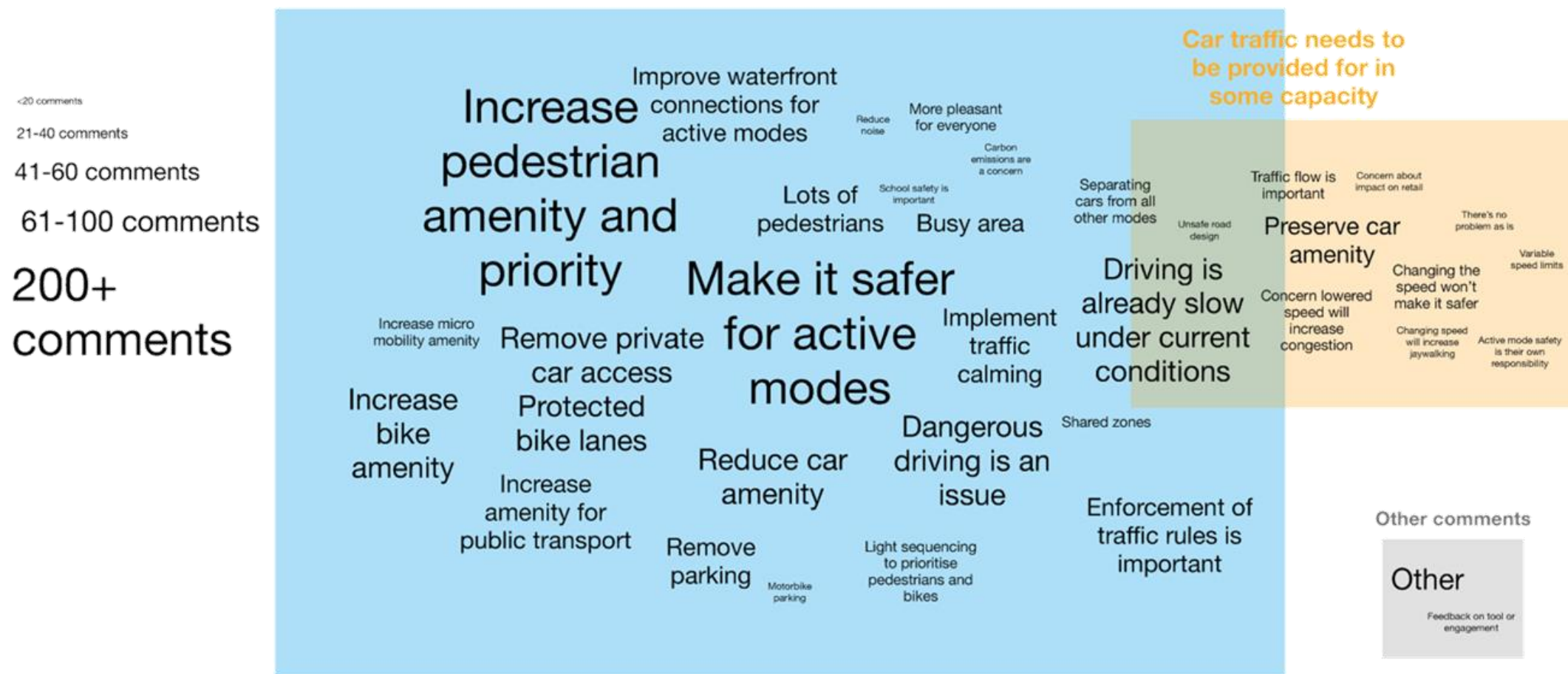
Central city safer speeds

All comment themes - theme map

All 1190 pieces of feedback together

Regardless of explicit support or otherwise of the proposal, all comments had a “theme”. Below are the aggregated themes from every comment, and the wider trend/s they are expressing summarised in bold.

Non-car user’s experience and safety is the top priority (especially pedestrians)



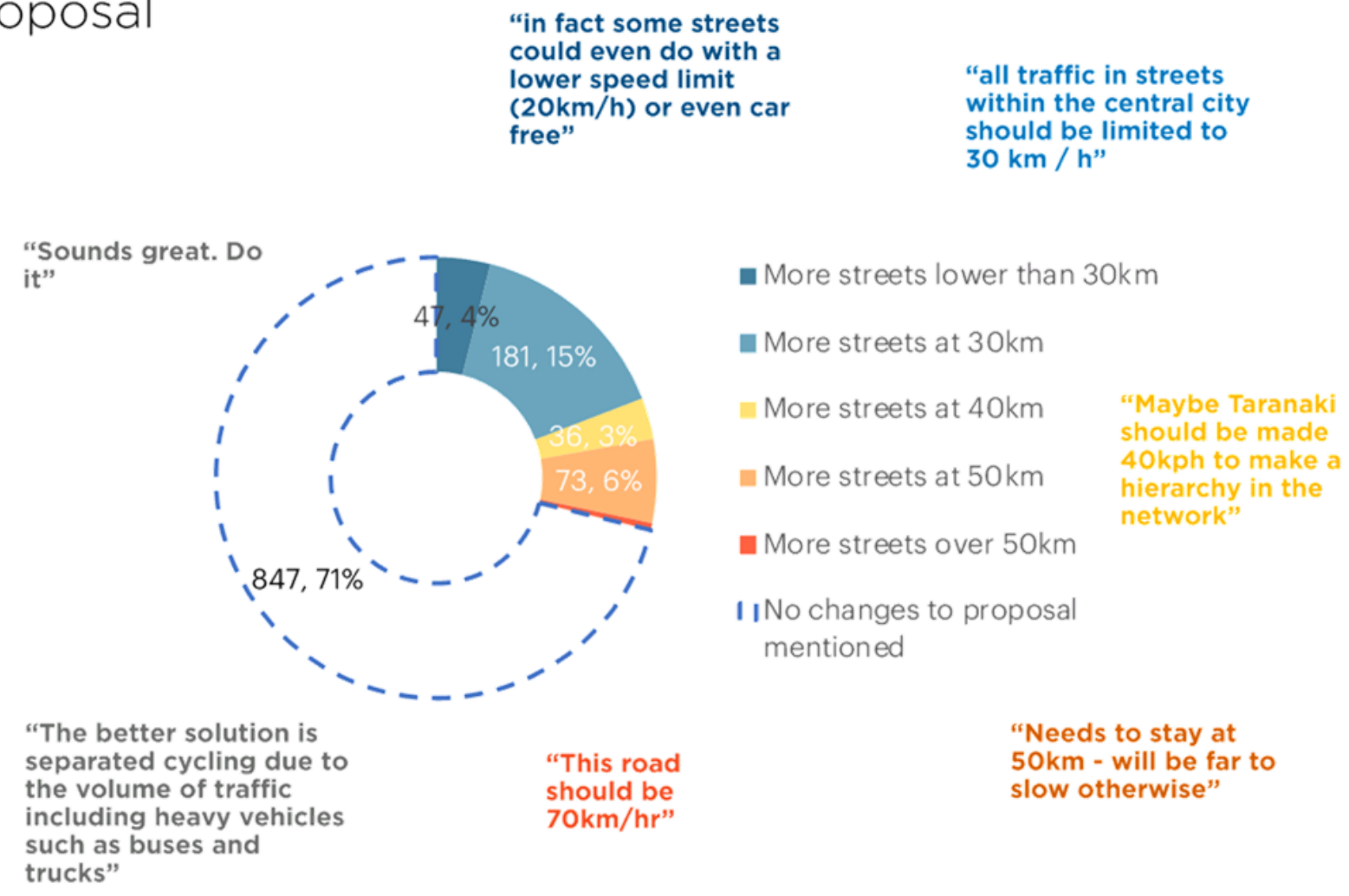
Central city safer speeds

Changes to the proposal

The speed limit proposal

71% of feedback did not mention any explicit changes to the proposal.

Of the feedback that did mention changes, most was around extending the proposal and making more streets 30km.



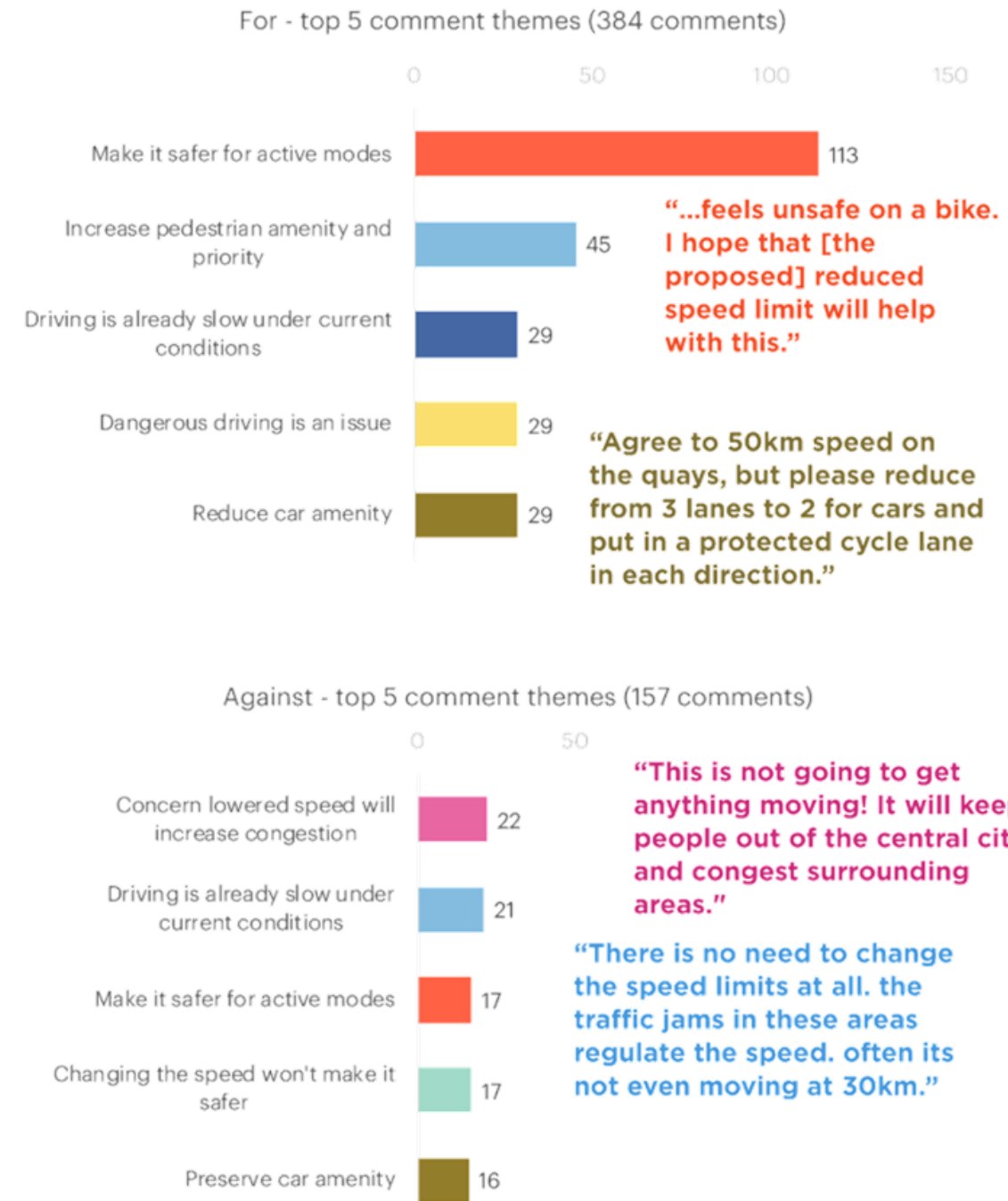
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For/against comment themes

Some more insight into why people might have supported or didn't support the proposal

The top 5 themes that appeared in **supportive feedback (384)** included making it safer for active modes, increasing pedestrian amenity and priority, the fact that driving is already slow due to current conditions, the issue of dangerous driving behaviour, and reducing amenity for cars (in context this meant people actively saying they wanted less space, infrastructure, and priority for cars, usually in order to provide more for other modes of transport).

The top 5 themes that appeared in **unsupportive feedback (157)** included concern for increased traffic congestion, the fact that driving is already slow under current conditions, making it safer for active modes (in the context of "against" feedback it means they think the proposal as it is not doing enough), that slowing cars at all won't make it safer for anyone, and preserving amenity for cars.



Street-specific user level feedback on commonly mentioned streets

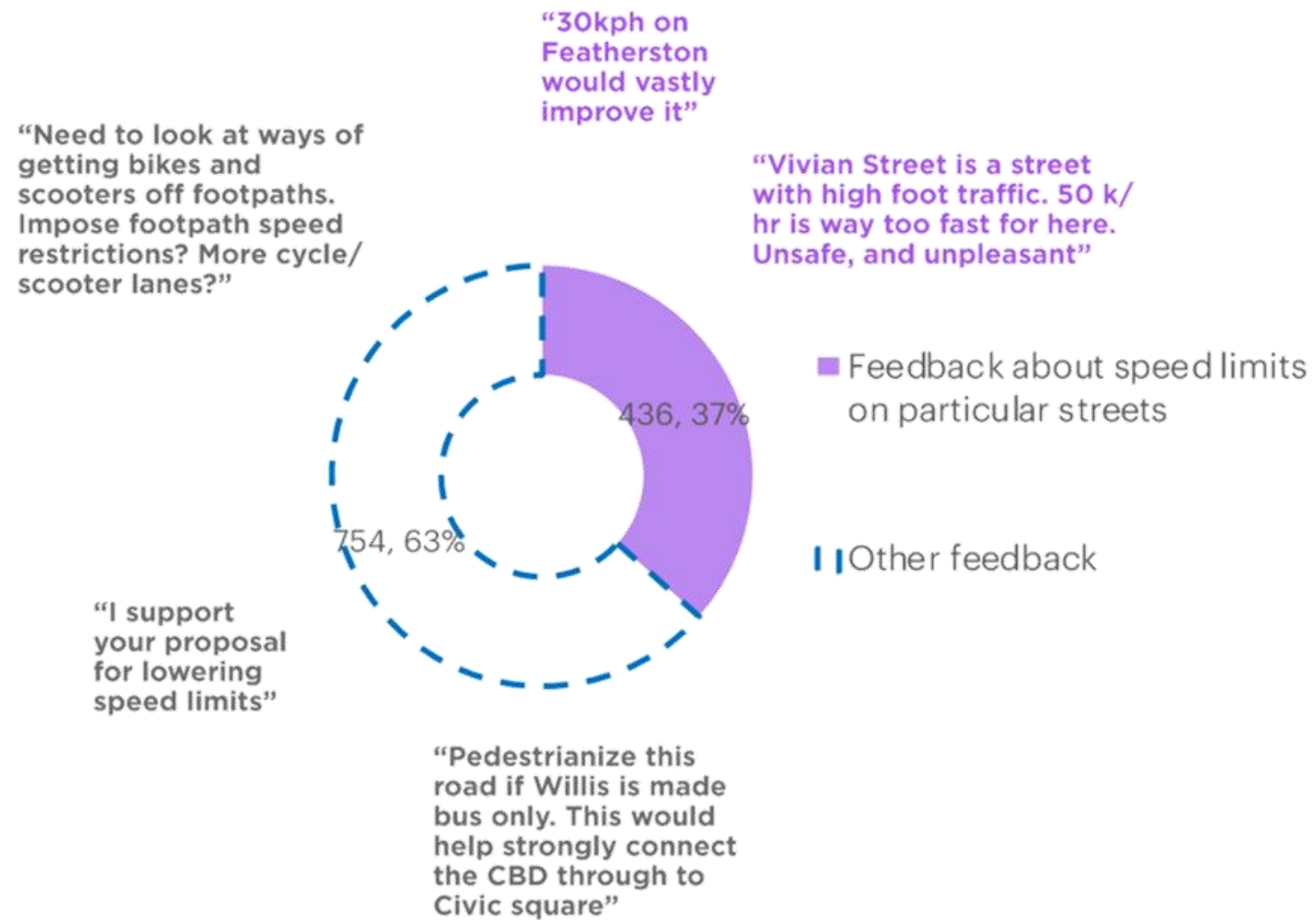
Central city safer speeds

Street specific speed limit feedback

37% of feedback was about speed limits on particular streets.

The remaining 63% of feedback was either feedback that:

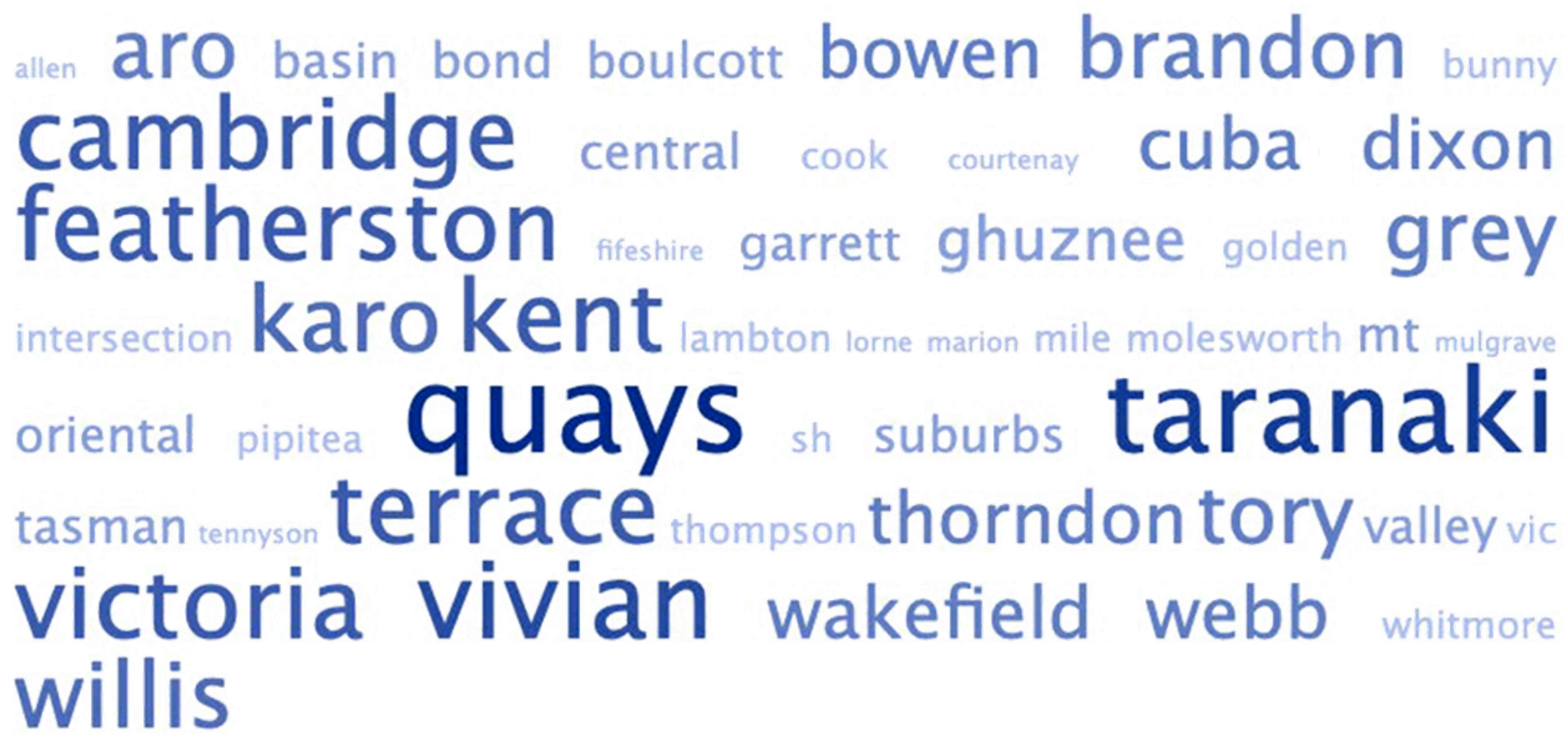
- mentioned speed limits generically
- mentioned a specific street but not the speed limits on it
- or mentioned something else unrelated to speeds or specific streets (for example “get bikes and scooters off footpaths”).



Central city safer speeds

Streets and locations

Where feedback tended to mention speed limits



Central city safer speeds

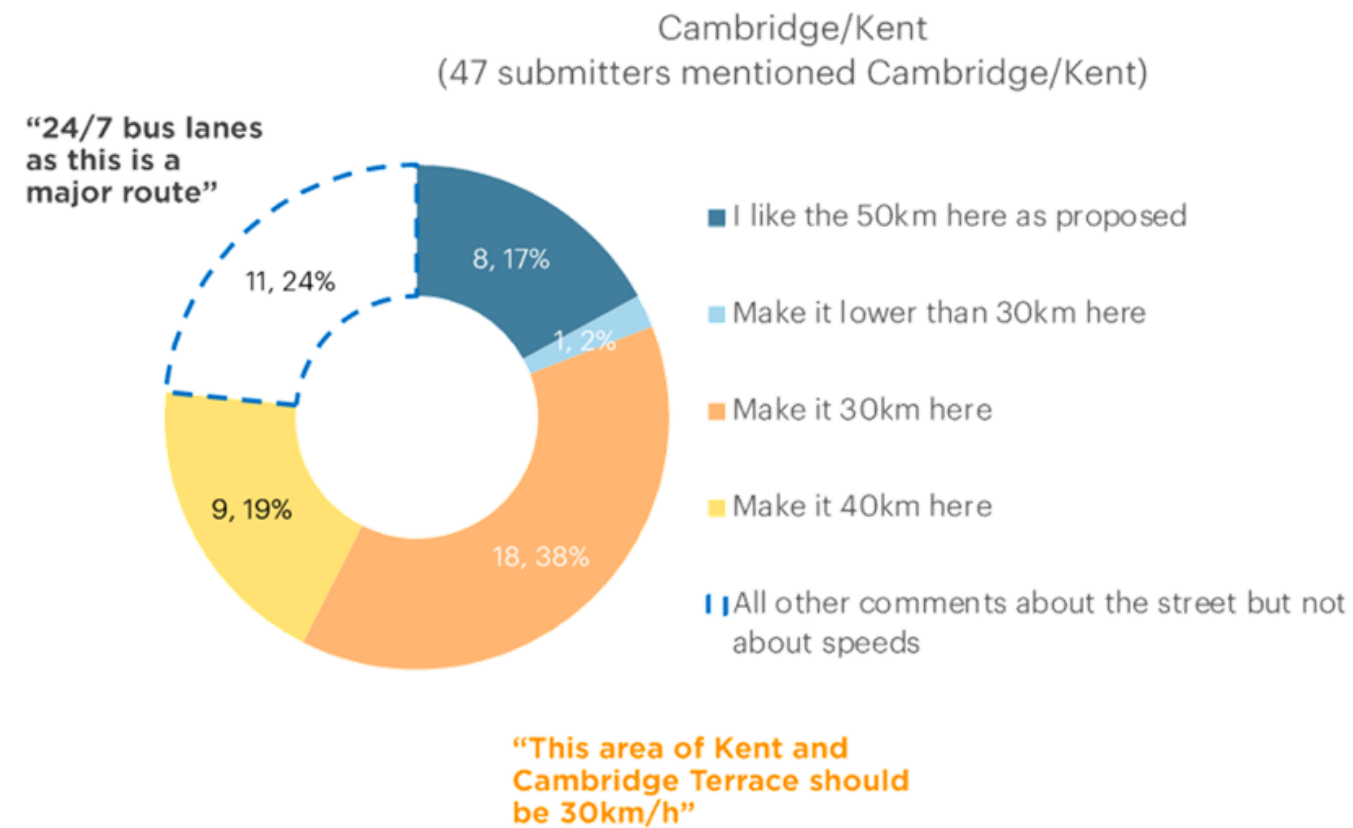
Cambridge/Kent

47 (10%) out of 475 submitters talked about these streets.

Cambridge and Kent Terrace were proposed to remain at 50km/h.

47 submitters made one or more comments on Cambridge/Kent. 36 of the submitters talked about the speeds on these streets.

“The SH and key artirials still provides a key back bone for the road network and should be where traffic is encouraged to travel. Keeping them 50 makes sense”



Central city safer speeds

Featherston

35 (7%) out of 475 submitters talked about this street.

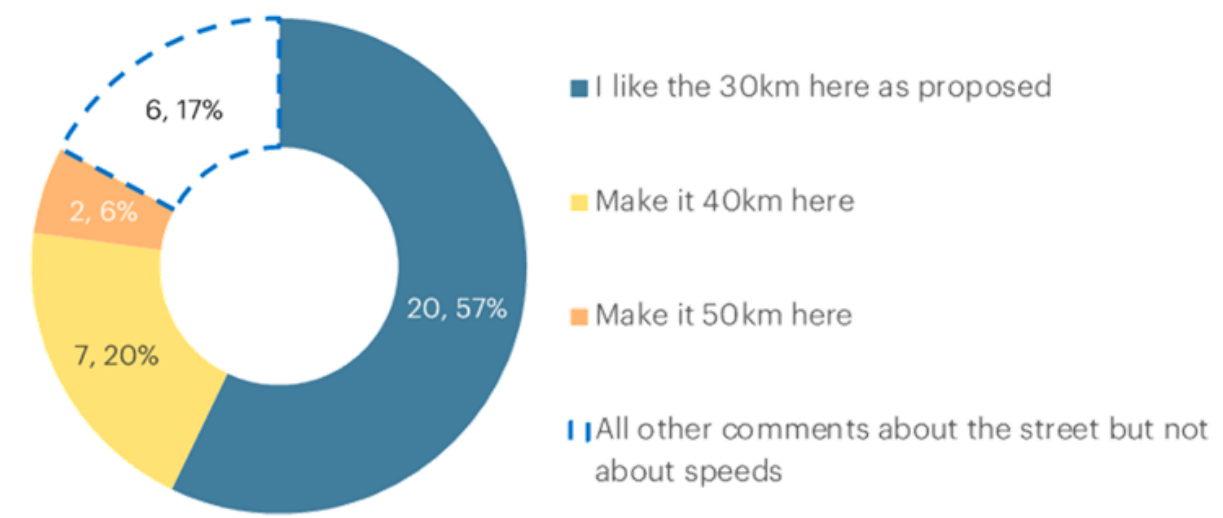
Featherston Street was proposed to be lowered to 30km/h.

35 submitters made one or more comments on Featherston Street. 29 of the submitters talked about the speeds on the street.

“The current speed limit of 50km/h is fundamentally at odds with the current cycle infrastructure provided on this route (sharrows). 30km/h would be much safer.”

“The Featherston lights are already phased for 30km/h, it’ll be a far more pleasant drive when the speed limit reflects that.”

Featherston
(35 submitters mentioned Featherston)



“Needs to stay at 50km - will be far to slow otherwise”

Central city safer speeds

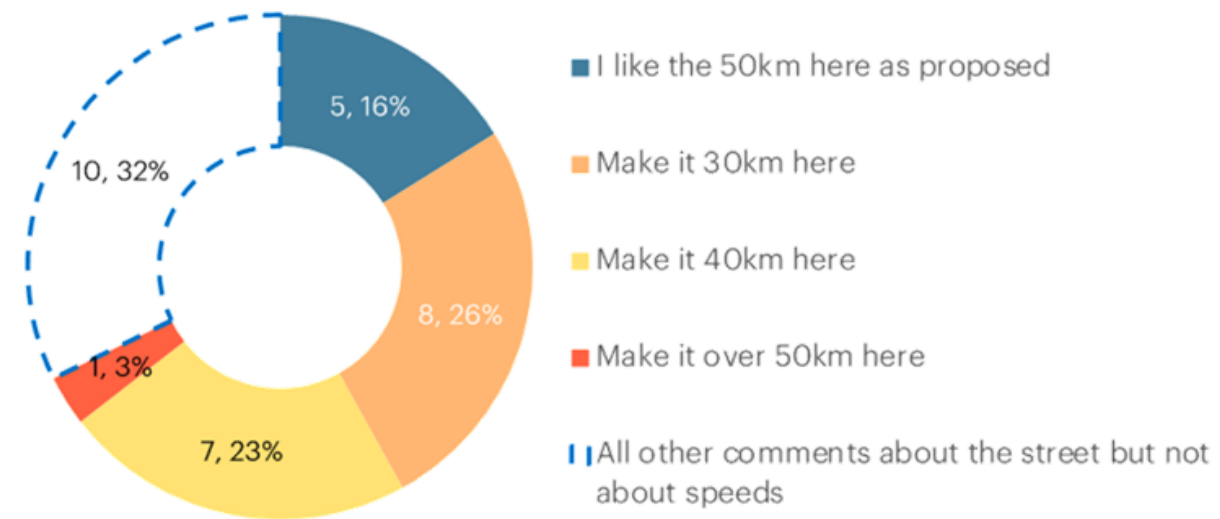
Karo

31 (7%) out of 475 submitters talked about this street.

Karo Drive was proposed to remain at 50km/h.

31 submitters made one or more comments on Karo Drive. 21 of the submitters talked about the speeds on the street.

Karo
(31 submitters mentioned Karo)



“If anything the Quays and Karo could probably be increased to 60Km/h ”

“The [reduction of] speed limits should not stop at Karo Drive”

Central city safer speeds

Quays

78 (16%) out of 475 submitters talked about this street.

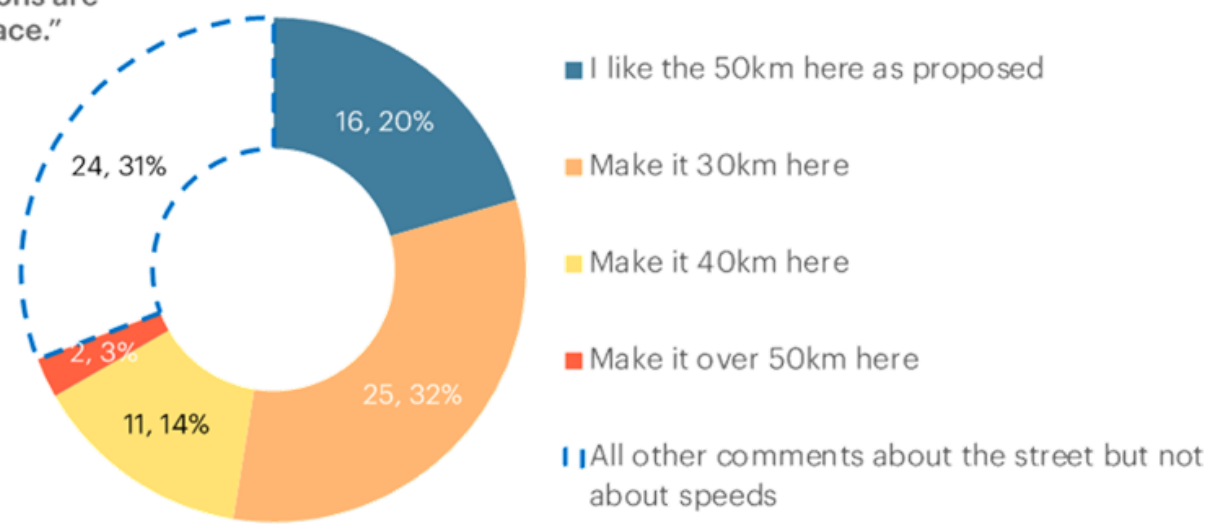
The Quays (Waterloo, Jervois, Cable, Customhouse, and Wakefield) were proposed to remain at 50km/h.

78 submitters made one or more comments on the Quays (incl. Waterloo, Jervois, Cable, and Wakefield).

54 submitters talked about the speeds on these streets.

“The quays are a popular commuter route home in the evenings as Featherston is only one way. This is crying out for a cycle lane if no speed reductions are to be put in place.”

Quays
(78 submitters mentioned the Quays)



“the Quays should be lowered to 30km/hr and some of the traffic lanes should be turned into bus lanes and bike/scooter lanes”

Central city safer speeds

Taranaki

64 (13%) out of 475 submitters talked about this street.

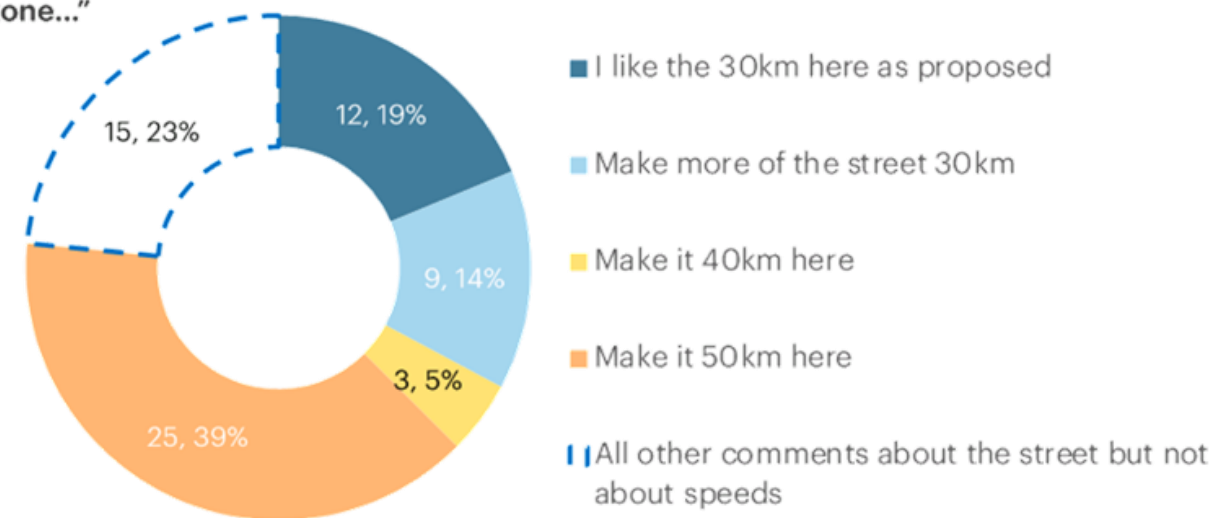
Taranaki Street was proposed to be lowered to 30km/h.

64 submitters made one or more comments on Taranaki Street. 49 submitters talked about the speeds on this street.

“Please consider traffic calming measures around here to help implement a safer speed zone...”

“Extend the 30 kph zone up Taranaki street to make safe connections for local schools.”

Taranaki
(64 submitters mentioned Taranaki)



“This is a well-used, and quite wide cross street that allows traffic to move effeciently, and should stay at 50k”

Central city safer speeds

The Terrace

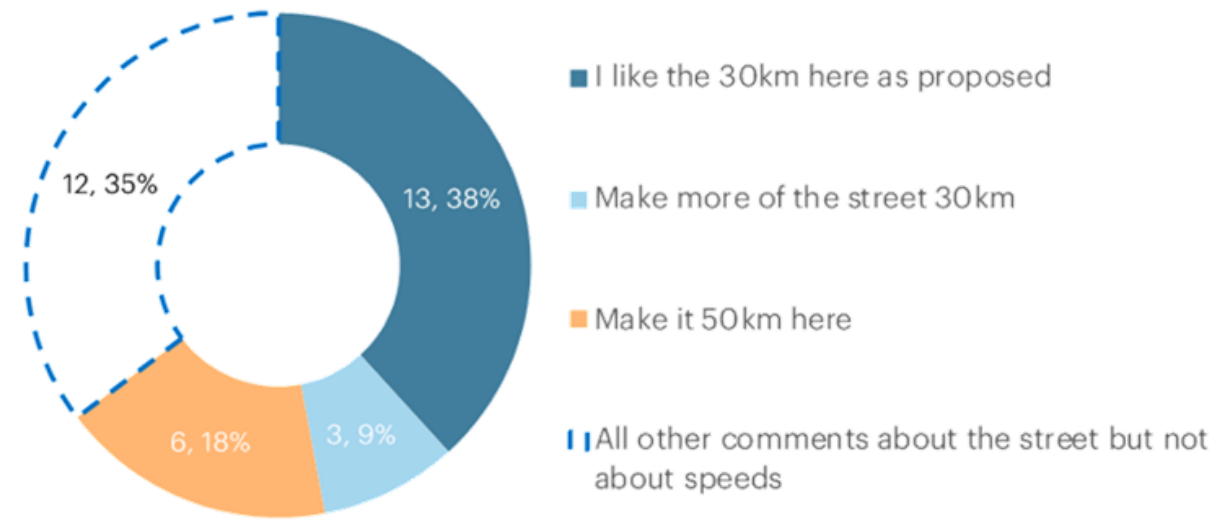
34 (7%) out of 475 submitters talked about this street.

The Terrace was proposed to be lowered to 30km/h.

34 submitters made one or more comments on The Terrace.
22 submitters talked about the speeds on this street.

"{agree icon} If you're doing 50km on the Terrace during the day, you're a safety hazard. Constant stream of bikes and pedestrians."

The Terrace
(34 submitters mentioned The Terrace)



"Instead of reducing the speed limit, remove parking along one side, make it cyclist friendly, and give pedestrians places to cross with raised walkways, slowing traffic naturally"

Central city safer speeds

Victoria

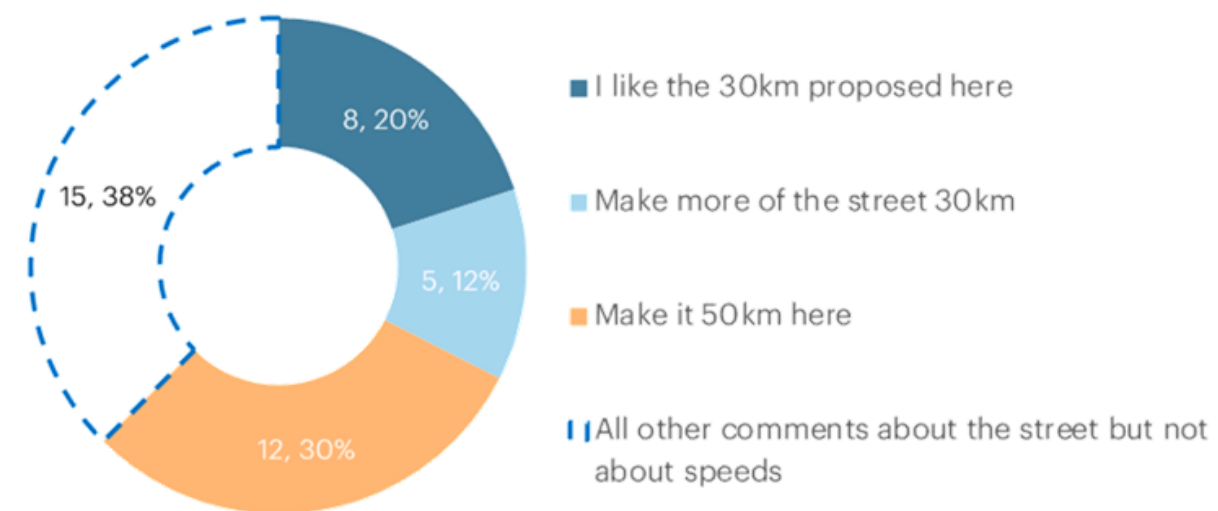
40 (8%) out of 475 submitters talked about this street.

Victoria Street was proposed to be lowered to 30km/h.

40 submitters made one or more comments on Victoria.
22 submitters talked about the speeds on this street.

“Even though this is quite a wide street, many cyclists commute this way and there are lots of pedestrians around so definitely support lower speeds.”

Victoria
(40 submitters mentioned Victoria)



“Victoria Street should remain a 50kph max zone.”

Central city safer speeds

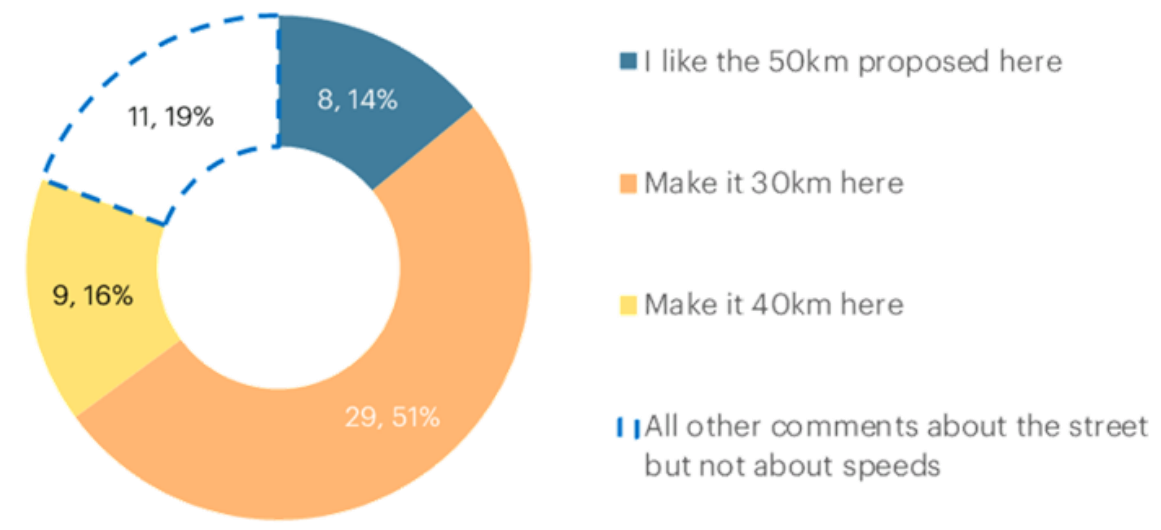
Vivian

57 (12%) out of 475 submitters talked about this street.

Vivian Street was proposed to remain at 50km/h.
57 submitters made one or more comments on Vivian.
46 submitters talked about the speeds on this street.

"This is about the only [street] in the CBD suited to a 50km/h limit."

Vivian
(57 submitters mentioned Vivian)



"I support 30km/h speeds within the central city, however I also think Vivian Street should be included, in the zone between Taranaki Street and Willis Street."

Stakeholder group feedback summary

Central city safer speeds

Stakeholder group feedback summary

Organisations that gave feedback

There were 7 organisations that gave feedback about central city safer speeds:

- Architectural Centre
- Chamber of Commerce
- Disabled Persons Assembly
- Generation Zero
- Living Streets Aotearoa
- Mt Victoria Residents Association
- Wellington District Council of the AA (NZ Automobile Association)

Central city safer speeds

Stakeholder group feedback summary

A general summary of the views of the organisations on the safer speeds proposal

- **Architectural Centre** — The feedback of this group mentioned that only streets that had separate car and bike infrastructure should remain at 50km/ph. This group mentioned that if **30km/ph was “consistently applied throughout the city limits”**, it would make it safer for pedestrians and other active modes, easier for drivers to understand, and that it would ease traffic congestion.
- **Chamber of Commerce** — The feedback of this group was **concerned that reducing the speed limit to 30km/ph** may lead to “perverse outcomes and unsafe behaviour”. The feedback also mentioned the desire to maintain private vehicle access to the CBD.
- **Disabled Persons Assembly** — The feedback of this group **supported reducing the speed limit to 30km/ph on the roads proposed**. The feedback mentioned that reducing the speeds would improve safety, noting that “disabled people are particularly at risk as pedestrians.”
- **Generation Zero** — The feedback of this group on a “30km/h speed limit in the inner city” noted that reducing speeds in the city would increase pedestrian amenity and make people feel safer, make the central city more pleasant and less noisy, and “encourage alternative transport choices”, specifically mentioning bicycles.

Central city safer speeds

Stakeholder group feedback summary

A general summary of the views of the organisations on the safer speeds proposal

- **Living Streets Aotearoa** — “Living Streets **strongly supports** a 30km/hour safer speed zone in ALL the central city area.” The feedback mentioned that reducing speeds will provide a “safer and more pleasant environment for ALL road users.” The feedback noted that street design and traffic calming would help to achieve the new speed limit. This feedback **recommended that the safer speed zone should be extended** to cover: the Quays (Waterloo from the Railway Station, Customhouse, Jervois and Cable St), Kent Terrace and Cambridge Terrace, along Oriental Parade to Carlton Gore Road; Ghuznee Street, Vivian Street, Webb St and the adjoining parts of Willis and Taranaki Streets, and the entire suburb of Mt Victoria. The feedback also supported safer speed zones around schools.
- **Mt Victoria Residents Association** — The feedback **supported** “safer speeds in our city and the reduction of the speed limit to 30km/ph.” The feedback recommended **the safer speeds be extended** to include Kent and Cambridge Terrace, Basin Reserve, Cable and Wakefield St, and Oriental Parade, and the entire suburb of Mt Victoria. The feedback mentioned that “slower speeds makes sense to help people cross the road.”
- **Wellington District Council of the AA (NZ Automobile Association)** — The feedback **supported** lowering the speed to 30km/ph “as long as there is clear signposting... to delineate the boundary between the 30km/h zone and the current 50km/h zones.” However the feedback recommended that **some roads not be lowered to 30km/h** because they were “urban arterial routes” including: Taranaki St, The Terrace, Bowen St, and Victoria St. The feedback also mentioned variable speed limits for The Terrace, and suggested investigating separated cycle lanes for Taranaki St.

Social media comments - general sentiment

Central city safer speeds

Social media feedback

General sentiments from social media comments

- Social media was used to promote the engagement and direct people to Social Pinpoint.
- However, there was feedback provided on social media (primarily only through Facebook) that may not have been provided via Social Pinpoint or email.
- Around 260-300 people engaged on the four LGWM central city safer speeds Facebook posts, by either liking/reacting, commenting, or both. (There was negligible engagement on other channels such as Twitter).
- Some people who commented on the posts also made a comment on the official engagement.
- A basic sentiment analysis was conducted to get a picture of the feedback provided through social media.

Central city safer speeds

Social media feedback

General sentiments from social media comments

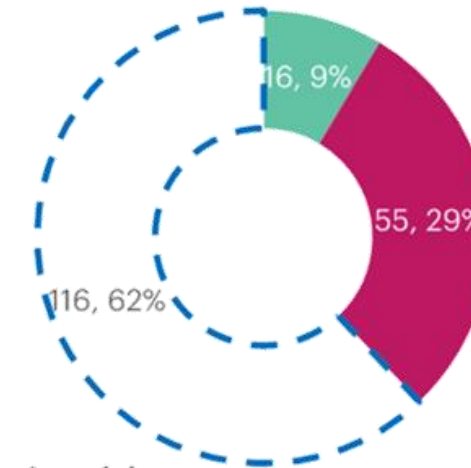
From a basic sentiment analysis of the Facebook comments from the most popular post (there were around 187 comments on this post):

- Most were inconclusive or unrelated
- Just under one third of the comments were generally negative towards the proposal
- Just under 10% were positive.



All 264 👍 145 😞 83 😡 29 😟 4 ❤️ 2 😱 1

"I am totally into this as I drive a Prius. I could cruise down into town, charging my battery all the way, and then just drive around strictly EV (the combustion engine kicks in at 34kph). Works for me."



"I've mentioned the need for an overbridge from Wellington station to the waterfront (for example) for ages."

"You people are not being practical here. It already takes a long time to drive throughout the city. 50/kmh is a good speed compromise..."

- Positive
- Negative
- || Inconclusive/unrelated

Theme name explanations

Central city safer speeds

Theme name explanations

Explanation and clarification of comment theme names

Active mode safety is their own responsibility	The safety of pedestrians and people on bikes is their own responsibility and not car drivers
Busy area	This is a busy area with lots going on - pedestrians, people on bikes, buses, cars, etc
Carbon emissions are a concern	Concern that lowering speed limit will increase emissions
Changing the speed will increase jaywalking	Concern that lowering the speed limit will increase jaywalking
Changing the speed won't make it safer	Lowering the speed of vehicles won't make it safer for anyone
Concern about impact on retail	Concern that lowering the speed limit will impact on retail
Concern lowered speed will increase congestion	Concern that lowering the speed limit will increase traffic congestion
Dangerous driving is an issue	Dangerous driving (red light running, speeding etc) is a safety issue
Driving is already slow under current conditions	Driving is already slow under the current city/traffic conditions
Enforcement of traffic rules is important	Enforcement of speed limits and traffic rules is important
Feedback on tool or engagement	People commenting on the social pinpoint tool or the engagement itself
Implement traffic calming	Implement physical traffic calming measures/infrastructure to slow cars down
Improve waterfront connections for active modes	Improve connections to the waterfront for pedestrians and people on bikes
Increase amenity for public transport	Increase amenity for public transport
Increase bike amenity	Increase amenity for people on bikes
Increase micro-mobility amenity	Increase amenity for people on scooters
Increase pedestrian amenity and priority	Increase amenity and priority for pedestrians

Central city safer speeds

Light sequencing to prioritise pedestrians and bikes	Change traffic lights to prioritise pedestrians and people on bikes over cars
Lots of pedestrians	There are lots of pedestrians here
Make it safer for active modes	Make it safer for pedestrians and people on bikes and/or scooters
More pleasant for everyone	Lowering the speed will be more pleasant for everyone
Motorbike parking	Put more motorbike parking in
Other	Other comments
Preserve car amenity	Preserve some amenity for cars in the city
Protected bike lanes	Put in protected bike lanes
Reduce car amenity	Reduce amenity for cars in the city, generally in order to provide more amenity for other modes (e.g, "remove a car lane and change it to a bus lane" or "stop prioritising cars over other modes")
Reduce noise	Lowering the speed will reduce noise
Remove parking	Remove car parks
Remove private car access	Remove access for private cars for some street/s
School safety is important	School safety is important
Separating cars from all other modes	Provide separated routes for cars away from all other modes of transport
Shared zones	Slow shared zones where pedestrians, bikes, and cars can all use
There's no problem as is	There's no safety problem with speeds the way they are
Traffic flow is important	Car traffic flow is important to maintain
Unsafe road design	The road design is unsafe
Variable speed limits	Implement different speed limits for different times of the day

Disabled Persons Assembly NZ



December 2019

Please find attached DPA's submission on

Let's Get Wellington Moving: Golden Mile Improvements and Safer Speeds

Disabled Persons Assembly NZ

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Introducing Disabled Persons Assembly NZ

The Disabled Persons Assembly NZ (DPA) is a pan-disability disabled person’s organisation that works to realise an equitable society, where all disabled people (of all impairment types and including women, Māori, Pasifika, young people) are able to direct their own lives. DPA works to improve social indicators for disabled people and for disabled people be recognised as valued members of society. DPA and its members work with the wider disability community, other DPOs, government agencies, service providers, international disability organisations, and the public by:

-  telling our stories and identifying systemic barriers
-  developing and advocating for solutions
-  celebrating innovation and good practice

Context

All state bodies in New Zealand, including local government, have a responsibility to uphold the principles and articles of the United Nations Convention on the Rights of Persons with Disabilities. There are a number of articles pertinent to transport and the built environment in the UNCRPD, including:

- Article 3, which includes the principles 3(c) “full and effective participation and inclusion in society” and 3(e) “equality of opportunity”.
- Article 4.3, which states that for “decision-making processes concerning issues relating to persons with disabilities, States Parties shall closely consult with and actively involve persons with disabilities, including children with disabilities, through their representative organizations”.
- Article 9, which states “To enable persons with disabilities to live independently and participate fully in all aspects of life, States Parties shall take appropriate measures to ensure to persons with disabilities access, on an equal basis with others, to the physical environment, to transportation, to information and communications, including information and communications technologies and systems, and to other facilities and services open or provided to the public, both in urban and in rural areas.”

New Zealand Disability Strategy 2016-2026 is also a key document for guiding public service provision in New Zealand. The outcome of the Strategy most relevant to this consultation is Outcome 5: “We access all places, services and information with ease and dignity”, which

includes priority 10, “Increase the accessibility for disabled people of the built environment and transport services”.

DPA’s recommendations

General recommendations:

This project is an exciting opportunity for Wellington City to lead the world in the design of streets which are accessible to everyone regardless of age or ability. In line with the UNCRPD and NZ Disability Strategy, DPA recommends that

1. Accessibility¹ is included as a foundational principle for all design work and decision making relating to the projects.
2. Disabled people are closely involved in design and decision making processes relating to the projects.

Golden Mile Improvements: Specific recommendations

1. All areas of the Golden Mile are compliant with NZS4121:2001, in particular section 13: Accessible Outdoor Areas.
2. E-Scooters continue to be banned from the busy footpaths along the golden mile, and that this ban be extended to any footpaths that currently allow these scooters. These vehicles present significant safety risks for deaf and disabled footpath users, both when moving and parked. The speed of E-scooters makes it very difficult for anyone with limited mobility to move out of the path of the vehicle safely. For those with limited hearing it is impossible to know when a scooter is approaching and to move out of the way. Scooters that are left in the path of pedestrians present a tripping risk and can significantly impede the safe access of anyone with vision impairment.
3. Bus stops are consistently designed to provide access to all users. This includes but is not limited to:
 - Bus stops should be designed in such a way that buses can pull up parallel and level to the curb to allow for safe access for people using wheelchairs and other mobility devices. One option to allow for this would be to design bus stops in such a way that buses do not need to pull in and out of traffic at stops, which would also improve speeds of boarding and exiting.
 - Obstacle-free passages around the bus-stop
 - Bus shelters that provide seating with backs and space for wheelchair users.
 - Tactile indicators
 - Information provided in visual and audio formats.

¹ For the purposes of this submission, accessibility is defined (as per NZS4121:2001) as “having features that permit use by people with disabilities”.

4. Pedestrian crossings are designed to provide access to all users. This includes (but is not limited to) tactile markings, audio signals and accessible curb cuts.
5. Footpath quality is improved and curb cuttings are accessible. It is difficult for users of wheelchairs and other mobility devices to navigate footpaths that are broken or uneven, and to manage steep curb cuts. This is an ideal opportunity to address areas of the golden mile where footpaths are not well-maintained and curb-cuts are too steep.
6. Car access is maintained for mobility parking users along any car-free routes. Many disabled people are not able to access public transport and rely on private vehicles to access the city. Mobility parking users are limited in the distance they can travel from their cars to reach their destination. In order to maintain access for this group of people it is essential that access by private vehicle is maintained along the golden mile. There are a range of options for providing access for disabled people, and the solution for this provision should be developed in consultation with disabled people. One example of successful planning to be considered in the development of this solution is Nottingham, England, where clusters of mobility parks are available in otherwise pedestrian-only areas.

Safer Speeds: Specific recommendations

1. DPA supports the reducing of speeds on the proposed inner city roads to 30km per hour. Disabled people are particularly at risk as pedestrians. As is noted in your consultation documents, reducing speeds from 50km/hr to 30km/hr greatly improves the chances of survival in a traffic accident.



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15th December 2019

Let's Get Wellington Moving
NZTA, GWRC, WCC
via email: info@lgwm.nz and saferspeeds@lgwm.nz

Let's Get Wellington Moving: scoping consultation seeking feedback on the 'Golden Mile' and 'Central City Safer Speeds', the precursor to the next round of formal consultation.

Thank you for the opportunity to submit regarding these two policy proposals. We note that this scoping consultation is a precursor to formal engagement on the proposals themselves. We understand that this process is an informal engagement which seeks to provide guidance and direction for the two proposals. To this end, this letter seeks to give general comments on the matters for consideration.

Generally speaking, the Chamber supports the overarching goals of the wider Let's Get Wellington Moving, but have some serious reservations about the details, including timing and delivery. These views are well documented in our previous submission to LGWM¹ in December 2017 and are also on the public record by way of press releases² and media comments. We are grateful for LGWM team's engagement to date and we look forward to discussing matters further to ensure the very best outcome for the city and its users.

Through our three membership brands, the Wellington Chamber of Commerce, Business Central and ExportNZ, our organisation represents around 3,500 businesses across the central and lower North Island. Our organisation is one of the four regional organisations that make up the Business New Zealand family and is also accredited through the New Zealand Chambers of Commerce network. The Wellington Chamber of Commerce has been the voice of business in the Wellington region since 1856 and advocates policies that reflect the interest of Wellington's business community and the development of the Wellington economy as a whole.

Given the feedback we continue to receive from businesses, it is increasingly the Chamber's view that we are no longer in a transport infrastructure deficit, but that we are now bordering on a crisis, particularly when readiness and resilience needs are factored into the equation. We have got to "get Wellington moving."

Wellington businesses are concerned about the underinvestment in the City and region's transport infrastructure. As part of our previous submission to LGWM, the Chamber undertook an extensive survey of businesses, and when asked: "Do you believe that Wellington's transport system needs further development

¹ https://www.wecc.org.nz/_data/assets/pdf_file/0003/142797/LGWM-Submission-from-the-Wellington-Region-Chambers-of-Commerce_.pdf

² <https://www.wecc.org.nz/advocacy/media-releases>

our business family includes



and investment?" Some 96.86% of respondents believed that the Wellington region needs further transport development and investment - over 600 people. This is also a common concern highlighted in our quarterly business confidence surveys. Our most recent survey, in September, asked respondents "What are the three issues that concern you most about doing business in your area?" It was the most highly ranked issue of concern from businesses. Over half, 55.91% cited Transport Infrastructure as their main concern.

Below are some of the comments, in response to asking respondents about what they believe are the barriers holding back the city, region, or their own business. Responses to this question were unprompted, with respondents having unlimited characters to provide a response, and taken from the past three quarterly surveys.

- "The lack of parking in the city as well as places to be able to pick up and drop off passengers."
- "Getting around the city - still nowhere to put a truck to unload it. Constant enforcement of parking when no alternatives are provided."
- "Parking to visit clients (not in a position to use public transport) and the one-eyed view of the Wellington City Council against cars which at the moment remain a necessity."
- We need "Parking in the central city for short term parking (up to 4 hours) rather than the commuters - who stop those who need to visit the city."
- "Lifting through-traffic out of the CBD by way of flyover or tunnels, not implementing the light rail and reduction of parking in the CBD. Naive projects."
- "Although I am a cyclist, I find the anti-Motor car movement worrying, lack of car parking and deliberate restrictions on roading."
- "Parking is a big issue - there is so little of it around."
- "Lack of parking in Wellington and now the council is charging for parking on weekends. This significantly reduces visitors to Wellington and makes it uneconomical to open on the weekend."
- "Roading. The adverse effect of increased cycle lanes on traffic flow and the lack of parking in the city as well as places to be able to pick up and drop off passengers."

As referenced above, in November 2017 the Chamber undertook extensive research of our members' transport views as part of the first Let's Get Wellington Moving public consultation. The survey resulted in 642 responses from businesses across the region's five chambers. Respondents were asked about the current transportation challenges for themselves or their business as they saw them. Responses to this question were unprompted, with respondents having unlimited characters to provide a response and lack of parking in the CBD was cited by 15 per cent of respondents. More interestingly, respondents were also asked about what trade-offs they would be prepared to make if it meant the implementation of the full Let's Get Wellington Moving package, with the result of a more efficient transport network for all users. Suggestions were provided, and respondents could answer more than once. Just under half, 42 per cent, said they would consider giving up street car parking close to their destination, and 41 per cent would consider giving up some private vehicle access to the inner city. There was a crossover of 20 per cent between the two answers. What these responses reinforced was the need for an efficient transport network that made it easy for users, regardless of the mode of transport used. Respondents were willing to change or moderate their behaviour and modal use should there be alternatives to support them.

It is little known that business contributes significantly to both the general rate take and the regional transport rate. Given Wellington businesses pay the lion's share of the transport rate, improvements must happen – and cannot come soon enough.

This submission makes general comments on the five questions the LGWM is seeking feedback on:

Golden Mile

1. *What improvements would you like to see on the Golden Mile to improve bus reliability, and to make it a more attractive and safer place for people walking and on bikes?*
2. *What's working well, or what's not, for you if you're walking, on a bus or on a bike, anywhere along the Golden Mile?*
3. *Do you have any other comments about the allocation of road space or the kerbside on the Golden Mile?*

Central City Safer Speeds

4. *We're proposing that all streets within the central city, except the main roads, have a 30km/h speed limit. What do you think? If you think any of these streets should have a different speed, tell us what speed you think it should be and why*
5. *We're suggesting the main roads – Waterloo Quay, Customhouse Quay, Jervois Quay, Cable Street, Wakefield Street, Kent and Cambridge terraces, Vivian Street and Karo Drive – all remain at 50km/h. What do you think? If you think any of these streets should have a lower speed, tell us what speed you think it should be and why.*

This consultation asks questions about what was called 'Scenario A' in the LGWM package. We feel that, while straying outside the scope of this consultation, it is imperative to record the Chamber's bottom-line view: that to only implement Scenario A alone would be completely unacceptable to business and arguably the majority of Wellingtonians. The full LGWM package, of Option D, must be implemented.

The Golden Mile

The Golden Mile stretch from Lambton Quay to Courtenay Place is such a significant proportion of the CBD. It is one very important route within a major network of roading, so any changes must ensure it is seen as part of the bigger picture. The Chamber has long been on record in its views that fewer vehicles in the CBD would be a welcome development but restricting or banning access altogether would be ill-advised.

We know that each year about 3.5 million people get on and off buses along this stretch of road with over 500,000 of them getting on and off outside Farmers and over 578,000 outside David Jones. With this number of people using public transport along Lambton Quay, there's no doubt that removing vehicle access to it will have a serious impact on the retail businesses there.

We would agree that Wellington's walkability is responsible for much of the city's vibrancy and is what distinguishes it from other New Zealand cities. The widening of footpaths and the introduction of judder bars in some parts of the Golden Mile have already achieved a reduced vehicle count. As a thoroughfare, it is now quicker to use the alternative routes and so people generally only use the Golden Mile if that (or the neighbouring streets) is their destination. However, improving the surrounding roads and widening the motorway (implementing the full Option D package) to discourage transiting vehicles from travelling through the CBD would be a far better solution.

With respect to fully pedestrianising the Golden Mile, the Chamber believes there is plenty of scope to beautify the city and increase public spaces without pedestrianising this stretch of road. Wellington is compact but it does not yet have a sufficiently large population density to sustain the vitality of a pedestrian road as long and large as the Golden Mile.

The issue is all about balance. The city has to look good, but it also has to function properly, and it needs to facilitate economic growth. Wellington's compact nature means that scarce road space needs to be used wisely. It is not only important for Wellington city - the CBD is in a narrow isthmus through which traffic must flow to connect the port and airport from the rest of the North Island. An efficient transport system is essential.

The design of the consultation questions, and the wording, consider only three of the user groups that use the Golden Mile stretch. We appreciate the targeted considerations that policymakers are seeking to address here. However, it goes without saying that there are several other users, from scooters to service vehicles, that have a very real interest in the Golden Mile area. We look forward to the next round of consultation considering the impacts of proposals for all users.

Local Business Concerns – access and parking

We have been approached by a number of member businesses who operate within this area who are concerned about current proposed changes to the status quo. We must emphasise the need for practical solutions. A solution also needs to be found around, for example, how deliveries to businesses would work, because most businesses do not have delivery access from The Terrace. The Chamber is concerned about access for users, and this needs to be a paramount consideration.

The Chamber is concerned about what happens to the parking spaces on the side streets between Willis Street and Parliament, and how vehicles would circulate should access to Lambton Quay close. For example, would adjoining streets become cul de sacs?

We believe that any changes to the Golden Mile must align with the principles set out in the draft Wellington City Council parking policy, which are:

- Provides guiding principles for the management of on-street and other Council-controlled parking, including mobility parking, that are aligned with the wider vision for the city.
- Is responsive to increasing parking pressures, flexible enough to respond to changing transport behaviours and makes use of evolving technology where appropriate.
- Enables a consistent approach to managing parking across the city that is clear and easy to understand.

Acknowledging that there are many competing demands for the CBD's limited street space, it is imperative that the policy changes support providing access to businesses who are located within the central city, allowing for customer access as well as servicing and deliveries to buildings.

We note that while there are 29,000 parking spaces in Wellington CBD, just 15,500 are public spaces, and of these just 4,179 are council-owned and managed. Given the recent closure of the Civic Square and library buildings, there are now just 3,278 on-street parks available and 838 off-street. Any further loss of carparks, such as along but more importantly around the Golden Mile, puts the issue in even sharper focus.

It is important that we put on the record the direct feedback from Wellington businesses. Our members' view is that finding a park in the central city is getting harder and harder. This is not just anecdotal feedback but is drawn from our regular quarterly business confidence surveys. These are regional surveys so attract comments from businesses from all around Wellington region and the lower North Island. The feedback reveals steadily growing concerns about the ease of access and the ease of doing business in the central city.

One recent survey comment we received was that 'with the significant loss of parking facilities, is making the city a very unfriendly place to meet in'. That's the last thing we want to be said about our city. Solutions need to be found to ensure we're not closing off the CBD to economic activity. The Chamber is concerned about access for users, and this needs to be a paramount consideration.

Data – demand, capacity and accessibility

We believe there is information that must form part of the decision making that appears to be available. The Council has in place smart parking technology, and as such this information ought to form the background material to the proposals - to look at demand, capacity and accessibility, based on sound up-to-date data. We believe with this information LGWM would be in a strong position to undertake this consultation with smart data modelling and solutions. The Chamber would be interested to know the most recent rates during peak times, given the perception that parking is currently challenging and falling short of availability expectations. The current performance measure and international standard of 85 per cent as proposed appears reasonable but again would need to be understood in the context of the current city challenges.

As an aside, we believe that this technology ought to enable the deployment to look at new tools of managing demand, such as dynamic pricing. We would strongly support moves to provide "new ways to pay, digital signage, real-time data and other technological innovations... to deliver its parking service more transparently and efficiently and could improve the user experience." The Chamber would agree that providing more information to the public about where, when, and how long they can park will help reduce congestion and give users a choice on how they will travel.

Greater provision of mobility and other designated user parking

The Chamber would also support greater provision of mobility and other designated user parks along and around the Golden Mile. Where space-by-space occupancy for this designated parking falls below 50 per cent we would recommend a review. We would support that "other" designated could include parents with babies or click and collect shoppers, and this reflects a targeted approach to provide access and availability to the city - which we note several businesses who themselves own car parks, have recently implemented.

Safer speed limits.

The Chamber is mindful that despite the good intentions behind this policy it may eventually lead to a slippery slope of preventing public vehicle access within the CBD altogether or have other unintended but perverse outcomes. As we have set out in the above section, we would be strongly opposed to this outcome. Fewer vehicles in the CBD would be a welcome development but banning them altogether could be a retrograde step. Specifically, regarding lowering speed limits, the Chamber commented in the 2017 LGWM consultation:

“While we have supported the proposal look at lowering speed limits in the central city, we note that lowering speed limits could lead to perverse outcomes and unsafe behaviour, requiring mitigation. In a submission to the Wellington City Council on their Central Safer Speed Limits (2014), the Wellington Chamber of Commerce stated that: “...The new study released by the AA has found that reducing Wellington’s inner-city limit to 30km/h would not prevent most injuries to pedestrians and cyclists. The study shows that if speed limits were lowered, more people would cross streets unsafely and be injured. Following from the AA’s study, the Chamber believes that speed signs saying 30km/h may create a false sense of safety and result in unsafe behaviour from pedestrians and cyclists in crossing these streets. Although the mean vehicle speed is 31km/h, the speed signs of 50km/h create more caution and pre-planning for pedestrians, cyclist’s and vehicles in their decision-making process creating a safer environment. The AA report has found that each year, on average, three serious injuries and nine minor injuries were suffered from crashes over 30km/h. The Wellington City Council’s Pedestrian Crash Reduction Study, May 2012, states that pedestrian type crashes make up 51% of the injury crashes and an even higher proportion (76%) for just the fatal and serious injury crashes. This is in-line with AA’s study that about half the injuries were suffered by pedestrians and cyclists and the rest were drivers, passengers and motorcyclists. Accordingly, pedestrian and cyclists’ perceptions of safety and judgement are important. Therefore, signage implementing a 30km/h speed limit would lower the perception of risk and may cause greater uncertainty for pedestrian and cyclist safety within the CBD. The Chamber supports the AA’s findings that a lower speed limit may alter perceptions and create a greater safety risk for pedestrians and cyclists within the CBD.”

We would encourage LGWM to consider this research, and if taking decisions that would be in opposition to the research that they ensure that these concerns are sufficiently negated when looking to lower any speed limits.

Conclusion

Thank you again for the opportunity to submit on this scoping consultation project. We look forward to the formal consultation, as well as further discussion and progress with Let’s Get Wellington Moving on these matters.

Yours sincerely,



John Milford
Chief Executive
Wellington Chamber of Commerce, Business Central, ExportNZ

Generation Zero's Submission to Let's Get Wellington Moving - Golden Mile and Safer Speeds

Submission by: Generation Zero Wellington
Date: 22/12/2019
Contact Person: Arron Cox
Email: arroncox@generationzero.org.nz



Lets Get Wellington Moving is critical to a zero carbon Wellington

Summary of Submission:

Generation Zero supports:

1. A transport system bounded by the principles of sustainability, accessibility, safety, equity, affordability, and system resilience.
2. A sustainability themed hierarchy of transport modes that gives greatest priority to (1) active transport, (2) low-carbon public transport, (3) rideshare choices, as part of a well integrated transport plan
3. Removing private vehicles from the golden mile
4. Creating vibrant, people friendly spaces that allow in which communities can thrive
5. Creating vibrant, people friendly spaces that allow in which communities can thrive
6. A 30km/h speed limit in the inner city
7. A clear plan to transition with tangible objectives and timelines

Wellington needs to lead the way by becoming a carbon neutral city. Transport modes should be prioritised in the following way:

1. Encourage cycling and walking first.
2. Support low carbon public transport within the Golden Mile and connecting people to the Golden Mile.
3. Then looking at the role that rideshare plays in helping people get home safely
4. Finally looking at the space that private vehicles take up along the golden mile and asking whether that is the best use of space.
5. Car parking and car park buildings take up significant land along the Golden Mile, which in many cases could be much more economically efficient if used for housing, commercial or retail space.

The pressure is on LGWM to decarbonise our transport system

1. Commitments by Central Government and Local Government, and public sentiment indicate that LGWM needs to seriously consider how its decisions will impact climate change:
 - The Government has committed Aotearoa New Zealand to being zero carbon by 2050 by passing the Zero Carbon Act. Meeting this target will require both Central and Local Government to **take urgent action to reduce emissions**.
 - Greater Wellington Regional Council (GWRC) and Wellington City Council have both declared a climate emergency. To fully meet this declaration both councils must take urgent action on climate change.
 - At the recent School Strikes for Climate March (27 September) approximately 40,000 people in Wellington marched to parliament asking for urgent action on climate change. According to the consultation on Te Atakura - First to Zero over 90% of people in Wellington think that WCC needs to take urgent action on climate change.
2. In order to meet these commitments, and meet the demands of public, Central and Local Government need to work together to decarbonise our cities.
3. In our main urban areas transport can account for up to 60% of emissions. Therefore decarbonising our transport system is critical to decarbonising our cities.

We need to ensure its thinking facilitates and mode shift to active and public transport

4. Our transport system is responsible for a large amount of emissions due to the private car being the dominant mode of transport. These cars burn fossil fuels.
5. In order to decarbonise our transport system we need a modal shift to public and active transport with these modes being the norm.
6. LGWM is critical to this modal shift and must be planned in its approach, with clear links to wider planning frameworks

LGWM needs to ensure its thinking facilitates a mode shift to active and public transport to make the city more livable for people

Generation Zero supports this initiative to rethink how we plan transport, and the following proposals:

1. **A transport system bounded by the principles of sustainability, accessibility, safety, equity, affordability, and system resilience**

The transport system should be designed for long-term sustainability. It needs to be accessible, safe, equitable, and affordable for *everyone*. It must be resilient, both to short term issues, like the recent bus driver strikes, and long term issues like sea level rise and more intense winds.

2. A sustainability themed hierarchy of transport modes that gives greatest priority to (1) active transport, (2) low-carbon public transport, (3) rideshare choices, as part of a well integrated transport plan

The key metric for transport in urban areas should be the transport of people, not vehicles. Private vehicles are inefficient method of transporting people, yet the current transport hierarchy prioritises private road vehicles. We need to flip this system to make it easier and more convenient for *people* to move around the city.

(1) active transport

Encouraging walking

The most basic form of active transport with the lowest associated carbon emissions is walking. We would like to see high priority given to pedestrians in the golden mile. Improving the walkability of cities has widely documented social, economic, and environmental benefits.

More people walking means fewer people in carbon-emitting vehicles, which creates space in cities. Walking improves the health and wellness of people by improving fitness, and fostering greater connection to the spaces they visit. Pedestrians provide community surveillance and policing capabilities, which improves the safety of the city, and in turn makes it more accessible. There are economic benefits from greater exposure and accessibility of shops to pedestrians, especially happy, safe pedestrians that feel comfortable to amble along and peruse.

There are several ways the LGWM could be prioritising pedestrians by improving the pedestrian experience. Widening footpaths and pedestrianising key streets will increase capacity for foot traffic. Key passages should be weather proofed to provide protection from wind, rain, and sun. Safety should be improved by removing obstacles like signs, and

parked electric scooter from the paths of pedestrians and removing hazards like the bricks that get slippery in the rain.

Encouraging cycling

Cycling is a low-emissions, efficient, and healthy way for people to get around the inner city, but people will not cycle in the inner city if they do not feel safe. Priority should be given to creating dedicated cycle paths, separate from traffic and pedestrians, that enable cyclists to traverse the city safely and efficiently. This has an added benefit of providing a place for e-scooters to move them off the foot paths where they can be dangerous for pedestrians

The success of cycle paths can be measured in their success with children; if parents feel like their children are safe using the paths provided, then they have been well implemented. At present, even in parts of the city where they are cycle lanes available, parents can often be seen cycling on footpath with their kids, which shows the interventions in place at present do not serve their needs.

There needs to be greater consideration for the whole journey of cyclists. As well as immediate investment in cycle paths, we need investment in safe bike parks. These could be used as a barrier to separate pedestrians from bus lanes to keep them safe.

Following this, there should be investment in publicly available end of trip facilities like showers and changing rooms etc. Lack of end-of-trip facilities presents a significant barrier to cycling uptake, as not all employers provide these. These could be treated like public toilets.

Bike sharing schemes should be made more accessible and better integrated with our public transport systems, perhaps by inclusion in the snapper scheme? Or perhaps a set of free bikes available in the inner city, which would improve accessibility to people on lower incomes and give them an alternative to paying for public transport.

(2) Low-carbon public transport

There is demand in Wellington for accessible, efficient, reliable, affordable, public transport that enables flexible trips to, and across the city. Giving greater priority to public transport on the golden mile through the removal of private vehicles is an important step to meet this ambition. When people have the public transport system they need in place, reliance on private vehicles will reduce, which will help the city meet its climate goals.

Low carbon public transport is an urban infrastructure that people can get excited about and be proud of. There are two parts to this that Let's Get Wellington Moving should deliver:

- 1) Strong and accessible public transport network
 - a) A key part to strong network, is that people feel like they could get most places that they need to go without relying on a private vehicle.
 - b) This needs to be multi-modal to give people choices about how they move around the city-- on a rainier day you can take the bus, on a sunny day you can walk and cycle. There needs to be **distinctive** space reserved for different multi-modal activities to improve safety. The start of Oriental Parade is a good example of this- and a popular and vibrant public space.
- 2) An electric bus fleet
 - a) Transport carbon emissions need to be reduced, and this transition will not happen unless people have low-carbon choices. There are benefits like lower congestion and building community ties that public transport can provide over the private vehicle.
 - b) Transitioning the existing bus network to electric is quicker and more rapid transition to low carbon transport than adding a train network between central Wellington and the airport.
 - c) Wellingtonians were proud of the trolley buses because they were electric and Wellington is a city with historically high bus usership.

What does this mean for the golden mile?

- 1) Electrify the bus fleet travelling through the golden mile. This has two benefits for increasing pedestrians: it reduces transport fumes,

which are a health risk and it reduces traffic noise, creating a more enjoyable pedestrian space.

- 2) These two effects have flow on benefits. More people circulate through those spaces, and spend longer in businesses, and the golden mile becomes a better place for people to live, because traffic (specifically heavy traffic like buses) noise is reduced.
- 3) Late nights feel safer, being in the city at night more appealing and strengthens evening/night time economy, Safer, Fewer people driving in at night and streetscapes with more ambience than traffic.

(3) rideshare and low emission vehicle choices

Where buses are not accessible or reliable, people often turn to rideshare vehicles, because they are relatively cheap and can go anywhere in the city.

However, It is important to note though that rideshare apps profits often go overseas and they often encourage poor pay and bad labour conditions. Rideshare apps are not all electric vehicles. Rideshare apps also create significant congestion issues. This can be clearly seen when a plane lands at Wellington airport, Cobham drive becomes back to back with Prius.

These solutions though are good outside of where and when bus routes operate; people use them to get home after nights out particularly. Perhaps a limit on the hours that rideshare apps can use the golden mile would be a good solution.

Similarly, e-scooters should not be abandoned on the street. Having them abandoned all over the place creates a hazard for people with mobility and vision issues

3. Removing private vehicles from the golden mile

If Wellington is to become a dense, livable city, there should be no place for private cars in the inner city, therefore we support the proposal to remove private vehicles from the golden miles. This will have immediate impacts on the way the inner city is used by people.

Removing private vehicles will make the inner city safer for pedestrians and more pleasant for pedestrians and cyclists, which will encourage active transport.

Without private vehicles using this space, buses will be able to traverse the city with greater efficiency as there will be less bottle-necking caused by parked cars and unpredictable drivers. Removing car parking will create more space, which means buses won't have to slow down to fit through tight gaps, or wait for cars to reverse out of poorly placed angle parks.

As well as creating space for active and public transport modes, the extra space made available when car parks are removed will improve the vibrancy of the golden mile, making it a popular destination at all times of the day. The extra space could be used to create a mixed use, cafe-plaza-type culture, with public art, and urban greening. It would be a space available for public civic engagement, and demonstrations.

Of course, there will need to be a transition period, and capacity for instances where private vehicles should be allowed. In the short term, there should be capacity for ride share schemes, like Mevo, Uber, and Taxis, as these are an important part of urban mobility, especially while our public transport system is not serving the needs of everyone, especially at night. These could be limited to specific bays.

As part of this transition period we would suggest the council seeks to close the golden mile to private vehicles with a staggered approach, by removing access at peak times and closing stretches or the road permanently piece by piece as people get used to not being allowed direct access in their private vehicles. People are more likely to respond positively to initiatives they have been first exposed to through trials etc. as they will have seen the benefits and felt involved in the decision making.

There will need to be capacity to allow direct deliveries to shops and businesses, perhaps at specific off-peak times. The council will need to make sure there are allowances in place to ensure the golden mile is still accessible to those unable to rely on public transport for health reasons, perhaps with regular puncture points and bays where people can be dropped close to their destinations without impeding the flow of active and public transport. Emergency services will also need access to this area.

4. Creating vibrant, people friendly spaces that allow in which communities can thrive

New Zealand is widely regarded as being lacking in 'third places' by international standards; places people can go to socialise and build communities that aren't their home or place of work/education. These places should be free, or very cheap to visit, and accessible to a wide variety of people. The closure of the public library in Wellington's inner city has been felt keenly by the cities residents, in part, because we have lost one of the only third spaces available to us.

LGWM's plan to remove private vehicles from the golden mile, and prioritise active and public transport modes, also has massive potential to restore a third place to the city. When pedestrians have a place available to them where they feel safe then they will spend time there and create a sense of vibrancy and community.

5. A 30km/h speed limit in the inner city

An important part of pedestrian space, is to feel like you are safe from danger. A significant risk to safety at present is the speed at which vehicles travel, and studies have shown that reducing speeds in the city achieves three important things:

- 1) People feel safer, so are able to enjoy public space more. In places where cars drive 50km/h in Wellington you are less likely to find strong pedestrian traffic and successful businesses. Cambridge Terrace and Kent Terrace are examples of this.
- 2) Alternative transport choices are encouraged. If it is quicker to ride a bicycle through the golden mile, more people will choose to ride a bicycle, as long as it feels safe.
- 3) Traffic noise is reduced as speeds reduce. This makes living in the central city a better option.

6. A clear plan to transition with tangible objectives and timelines

If there is going to be a staggered approach, make sure the end goal is clearly defined from the start so that it informs all the smaller decisions. The first step must be improving public transport so people have other options when cars are removed, and making active transport options safer. There needs to be city wide consideration for Priority streams for modes. Where do we want cars to go? Not everywhere.

Moving forward:

We hope that reducing transport emissions remains at the centre of Let's Get Wellington Moving. More roads, more private vehicles and more car parking creates a city that people do not want to live in, even if they appreciate the short-term convenience.

It is short-term thinking to invest in projects that add more cars to the road and more carbon to the atmosphere. Let's Get Wellington Moving is too big and important a project to take those short-term gains and Generation Zero is encouraged and willing to advocate for the long term, low carbon decisions that you make.

We would be happy to engage further with the Wellington City Council on the development of the Golden Mile, Safer Speeds, and future planning for Let's Get Wellington Moving more generally. Thank you for the opportunity to comment.

Ngā mihi nui,

Elaine, Eleanor, and the Generation Zero Team



Mt Victoria Residents Association

PO Box 19056, Wellington 6149

19 December 2019

Let's Get Wellington Moving
Email: info@getwellymoving.co.nz

Let's Get Wellington Moving engagement December 2019

The Mt Victoria Residents' Association Inc (the MVRA) aims to contribute to the wellbeing of residents and enhance Mt Victoria's attributes as a place to live. Our activities include promoting and protecting the quality and heritage values of the built and natural environment, and its sustainable management. Over the years, the Association has commented on transport plans and proposals from central and local government, including changes to the Resource Management Act which underpins transport policy. More recently, we were a party to the Basin Reserve Board of Inquiry hearings, and to the subsequent High Court case.

The MVRA's contact information is:

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General comments

We are pleased that progress has been made on Let's Get Wellington Moving. We have previously submitted ideas on broader transport objectives in Wellington. This submission focuses on immediate and longer-term improvements that can be made nearest to Mt Victoria only.

We support an incremental approach to the implementation of any changes so that the impact of changes can be monitored and assessed at each stage before moving to additional initiatives. To this end we have only focused on the early significant improvements possible with a focus on walking, cycling and public transport.

What kind of city do Wellingtonians want to live and work in?

Wellingtonians have frequently said that we want a compact walkable city, with sustainable transport options. The MVRA is pleased to note that LGWM overall goals support this and include moving to a transport system that enhances the liveability of the central city. To ensure that this happens there is a need for more specificity on what that means.

A Vision, Targets and Standards

We would like to see more focused goals for each project area, with appropriate time-defined targets identified, and the standards that will be met by the programme. This will help to focus

1

work on the improvements desired and will help ensure that we know if we ever get there. The Wellington public have been waiting for some time for these improvements and will want to know progress to this end. We recommend that this include:

- A vision for reduced carbon emissions and a measurable target set for emissions reductions (both quantities and percentages)
- Air quality monitoring for non-GHG pollutants. The Greater Wellington Regional Council needs to commit to substantial investment in air quality monitoring equipment. The findings at each location should be made public digitally and reported on monthly.
- A vision for a more walkable city that includes adoption of the sustainable transport hierarchy and a target of walk mode share increase. This should include separate targets for increasing mode share from Mt Victoria and inner-city suburbs as well as central areas. Mt Victoria currently has about a 50% commuter walk to work mode share which can be improved.
- A map of inner-city walking routes should be developed with those streets where there is less air pollution and better shelter. This should include all routes children use to walk to school.
- A target to improve walking amenity is also needed to bring all footpaths up to a minimum standard, with tactile markers and kerb drop downs as a standard feature. A placemaking improvement target is also required for places such as the eastern end of Courtenay Place.
- A similar vision for public transport mode share shift is also required and this should be separated for different suburbs. A target for improvements that meet passenger needs and expectations should be set in consultation with user groups.
- Similar vision, target and standards should be set for cycling improvements, including getting a cycle lane along the Quays to take the pressure off the congested waterfront.

B Monitoring and reporting

Adequate monitoring will be required of these targets and reported to the public so we can see what progress is being made. Improvements should continue until the targets are met.

C Safer speeds

We support safer speeds in our city and the reduction of the speed limit to 30kms hour. We would like to see the safer speeds extended to include Kent and Cambridge Terrace at least as far as Pirie Street and preferably all the way around the Basin Reserve. Cable and Wakefield St should be included and all of Oriental Parade.

A consistent 30km hour speed limit along all of the Quays and into Oriental Parade will improve connectivity with the waterfront and beach, make compliance easier, and make for a nicer place to live.

We support the entire Mt Victoria suburb becoming the first suburb to be a 30 km hour zone. Mt Victoria is a contained suburb with few through routes that make it ideal to trial this idea. Vehicle speeds can be too fast on our roads and as we have only two pedestrian crossings slower speeds make sense to help people cross the road.

D Improvements for areas near Mt Victoria

The attached map and diagrams indicate the numbered areas where we recommend

improvements.

1 Cable St – Oriental Parade intersection

- improve walking connections between Mt Victoria and the waterfront. This includes a significant upgrade to the partly signalised pedestrian crossing at Cable St and Oriental Parade which is very complicated (up to 3 crossing legs) for pedestrians and very slow
- This, and all crossings, should be redesigned so pedestrians can cross the road in one movement in each direction, with no slip lanes.

2 Wakefield St – Cable St near Chaffers New World

- Significantly improve the cross time at the Blair St pedestrian crossing to the supermarket, this is very slow.
- Add the pedestrian crossing leg that is missing on the signalised crossing across Cable St at Chaffers to the waterfront from the supermarket
- Reduce wait time at the pedestrian crossing over Cable St
- Barnett St – continue the footpath across this parking-only street outside Te Papa so that pedestrians have priority
- Redesign the footpath along Cable St at the side of the parking area to Te Papa, it is inadequate and narrow, and has poles in the middle of it
- Separation of bikes from pedestrians is needed all along this waterfront route

3 Oriental Parade - BATS

- Improve the crossing outside the fire station to the Canal Reserve and the supermarket, include kerb buildouts on both sides
- require cars to indicate if they are turning right into Wakefield St so that pedestrians know what they are up to
- we have previously (with BATS theatre and others) requested on-road bike parking outside BATS theatre
- remove all bike parking from footpaths to on-road positions, for example at the Embassy theatre. Parking space should be taken from vehicles and roads, not our busy footpaths

4 Courtenay Place – Majoribanks St intersection

- The Kent and Cambridge Terrace pedestrian crossings at Majoribanks St – Courtenay Place. We like the pedestrian shelter in the Canal Reserve at this intersection and the garden, and would like to see a similar shelter in the Canal Reserve at Pirie St.
- We would like to see the removal of both slip lanes at this intersection to improve pedestrian crossing. The islands on this pedestrian crossing are very small and unsheltered, removal of the slip lanes would allow for proper shelters to be installed and reduce the complexity of this crossing.
- No U turns should be allowed from the eastern-most north bound Cambridge Terrace lane, back south along Kent Terrace at the traffic lights. We are aware of many near-misses from this one vehicle manoeuvre, as cars interfere with pedestrians crossing on the very short cross phase here.

3

There is no need for U turns as there are very many opportunities to turn before the lights.

5 ***Kent Terrace turn left into Majoribanks St***

- Make the eastern-most lane on Kent Terrace at Majoribanks St a left turn only lane. The lane can then continue as a cycle lane past the Embassy. This would improve flow for bikes and remove other vehicles from passing within centimetres from pedestrians waiting to cross the road. This could then become a bus lane from this point.
- Majoribanks St pedestrian crossing – we like this nice narrow road that makes vehicles slow down. We need to keep the footpath free from bikes here, they use it as a shortcut when the lights are red. Bollards outside Capitol would prevent cars from parking on the footpath, which they do every day.
- Use traffic signalling and other intelligent transport systems to align waiting times at junctions and crossings with the sustainable transport hierarchy, that is pedestrian wait times would be reduced together with a simpler and longer time to cross.

6 ***Courtenay Place***

- Courtenay Place is currently a cluttered and crowded pedestrian thoroughfare with few pleasant public places for people to linger at the eastern end, as priority has been given to private vehicle uses and business use of footpaths for sandwich boards, chairs and tables. This includes the public seating at the end of Allen St which is often used for motorbike parking and sandwich boards. The seating in the plaza on the southern side requires a large step up so is not accessible and lacks charm. The plaza area is uninviting with large advertising hoardings and is often used as a motorbike park.
- The access to the north-bound bus stop from Mt Victoria is an obstacle course of sharply angled surfaces, a high speed slip lane to private vehicle parking, passing too close to the men's urinal (why not women-only toilets too?), and obstructed by trees and advertising hoardings. To arrive at a bus stop where it is hard to see the RTI board, has adshels blocking the views, bike parking blocking one end, with shelters that are barely adequate for the number of users on a small island in the middle of vehicle space. It's almost as if we don't like bus passengers!
- We would like to see the slip lane removed and the parking area removed from this south-eastern corner of Courtenay Place. The only parking might be some short term parking outside the pharmacy and for loading zones for the shops (at non-peak hours). This area should be remodelled to prioritise public transport and its close connection to an enhanced footpath. Private vehicles should be reduced and moved into the centre of the road away from the footpath. MVRA would like to be involved in co-design of this area.
- Remove the slip lane and parking so the Courtenay Place south-bound bus area is restored to being a bus hub well-connected to the footpath
- Remove the free turn for vehicles other than buses from Cambridge Terrace west into Courtenay Place.
- Electronic signs at bus stops have greatly improved bus services by providing some certainty about bus arrivals. RTI signs could be better positioned so they are easily seen from bus stops and visible at person height from both sides of the sign.
- Mt Victoria residents' key issues with buses are the noisy, dirty diesels which could be

remedied with electric buses now and light rail in the future

- Buses also travel too fast at times which is another reason we support a 30kph speed limit. If the pedestrian safety issues with buses continue on the Golden Mile then the speed should be further lowered.
- Reduce the fares so more people use the buses and to achieve the mode shift target
- Cycle lanes throughout the city are required along key routes, including around the Basin Reserve on the road.
- We would like to see Blair and Allen Streets closed to through traffic, with all taxis removed from Courtenay Place – they could have a small park on either of these streets. Parking priority should be given to accessibility parks at both ends of both Allen and Blair Streets.
- As a principle we would like to see turning options for private vehicles reduced or eliminated all the way along the Golden Mile – this holds up bus traffic and makes it less safe and pleasant for walking. It makes vehicle phases at the traffic lights too long. In particular the turns from Tory St into Courtenay Place should be removed, or pedestrian-only crossing phases provided.

7 Elizabeth St and Canal Reserve

- Complete the pedestrian crossings on Kent and Cambridge Terraces at the Vivian and Elizabeth Street intersections so that people can walk along the reserve and enjoy this beautiful open space.
- There is a pedestrian crossing missing on the northern side of Elizabeth St

8 Pirie St – Vivian St

- Bus priority lanes from the railway station to the eastern and southern suburbs, including along Kent and Cambridge Terraces to the Basin Reserve
- complete the pedestrian crossing on the southern side of Pirie St at Kent Terrace
- provide on-road bike parking near Home St to reduce footpath parking

9 Hania and Home St

- Reduce the road width at Home St and Hania St to deter vehicles from using this as a shortcut, and add speed humps to slow the traffic

10 Courtenay Place - Tory St to Te Papa

- The route to Te Papa along Tory St should be improved with wayfinding from Courtenay Place
- pedestrian crossings at Wakefield and Cable Streets need to be on all sides of the intersections
- a better cycle route around Te Papa from Kent and Cambridge Terraces that does not use footpaths or conflict with pedestrians is needed – we support a proper cycle lane along the Quays

11 Tory St to Vivian St

- we would like to see an uphill bike lane on Tory St with removal of car parking to accommodate this.

- more pedestrian crossings points are needed – this is a busy cafe, restaurant and retail area with only one crossing between Courtenay Place and Buckle Street
- some side roads along Tory St should be narrowed or raised tables provided to give pedestrian priority to cross, for example Tennyson St is very wide at the intersection with Tory St
- Tory St footpath needs to be upgraded so that it is of a consistent standard all the way along, currently some driveways are uneven and look like they give priority to cars
- Ebor and Holland Streets should be turned into laneway developments. At each of these streets there is a need for a better pedestrian crossing opportunity across Tory St. Inner City Wellington and Mt Victoria Residents Association have jointly proposed a pedestrian crossing across Tory Street from Lorne Street to Ebor Street.

12 **Basin Reserve**

The MVRA continues to support at-grade improvements at the Basin Reserve and provide for:

- major improvements for people walking and cycling in the approach to and around the Basin Reserve. With three large secondary schools located at or nearby it, the roundabout must be made child-friendly, with dedicated footpaths, and dedicated cycle lanes – the cyclists should not be using the footpath through or around the Basin Reserve
- dedicated bus lanes with traffic signals enabling buses to move straight through in one phase from north to south.
- the Basin Reserve roundabout could function better if there was also improved vehicle sorting on Kent Terrace, on Paterson Street at the Mt Victoria tunnel, and on Adelaide Road, before vehicles enter the roundabout area.
- Kent Terrace near the Basin should be designated as No Parking from 3.00pm Monday to Friday on both sides. One left lane to be assigned to eastbound traffic via the Mt Victoria Tunnel. The righthand lane assigned to southbound traffic entering the Basin Reserve roundabout towards Newtown. The remaining lane for bus only. Southbound buses to activate traffic lights interrupting eastbound traffic whilst buses cross from left to righthand lanes and proceed all the way through the roundabout. In the morning peak a similar approach should be taken for buses heading into town.
- The Basin Reserve Roundabout Improvement Option presented to the Board of Inquiry hearings by Richard Reid and John Foster is another model that could work, and there are others. Parking should be removed from the roundabout, including at least one of the lanes by St Mark's school, and lane widths adjusted to enable better facilities round the Basin for people walking and cycling and bus priority lanes
- with reduced lanes outside St Marks there could be improvement to the uneven footpath and footpath priority at the entrance to Wellington Boys College
- public transport for the eastern suburbs should be directed as much as possible through the Pirie Street bus tunnel
- return shops and housing to Ellice and Dufferin Streets on any surplus NZTA land
- treat the exhaust from the Mt Victoria tunnel ventilation system as it adversely affects air quality for students and staff at Wellington East Girls' College.

Improvements for people using public transport

Public transport services could be further improved through:

- integrated ticketing across the Wellington transport network and all service using Snapper. We also recommend having better coordination of timetables so wait times are minimal
- a resilience upgrade and improved use of the bus tunnel at Pirie Street. This tunnel is the second Mt Victoria tunnel and was built to facilitate Wellington's original light rail system, the trams. This tunnel has the advantage of linking the city, Mt Victoria, the airport and the eastern suburbs via the local streets where people wish to hop on and off buses. It also diverts buses away from the Basin Reserve.
- in Mt Victoria we would like to see the airport flyer bus stop at least on Pirie Street
- the bus service to the Mt Victoria summit should be promoted as a tourist route
- Please provide a more accessible bus stop at the Mt Victoria Summit.



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Let's Get Wellington Moving

Safer Speeds in CBD and Golden Mile Improvements

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This submission is made by the Wellington District Council of the New Zealand Automobile Association (AA).

1. The District Council represents over 200,000 members. Although we are an organisation representing motorists all of our members are on occasions pedestrians and an increasing number are cyclists. We recognise and support the LGWM vision of creating an integrated package of transport improvements for all road users. We also agree that with Wellington's topography there is very limited space in some areas to accommodate separate pedestrian, cycleways and road space.
2. Our Council has carefully considered the proposal to reduce the speed limit to 30km/h on most central city streets displayed on the LGWM website.
3. Our Council previously opposed the reduction to 30km/h in 2014 when it was last presented for consultation, after polling of our members showed they were split three ways on the proposals. Since then we have seen changes in attitude towards speeds in the CBD and also changes in transport behaviour, including a significant growth in active modes of transport. We have therefore reviewed our position and have indicated to council officials on a number of occasions that we were open to speed reductions where evidence indicated they would improve safety, not contribute to congestion and not alienate people.
4. Accordingly, for most of the streets proposed we support the lowering of the speed limit to 30km/h as long as there is clear signposting and thresholds to clearly delineate the boundary between the 30km/h zone and the current 50km/h zones. However, there are some streets currently proposed for 30km/h that we consider operate as urban arterial routes and therefore should remain at 50km/h.
5. The first street in this category is **Taranaki Street**. This is a wide arterial road up to 6 lanes wide with high traffic flows going both to Mount Cook but also accessing State Highway 1 at Karo Drive and Vivian Street. Consequently we do not consider this road should have a 30km/h speed limit. Instead to improve safety we suggest the investigation of a 2-way cycle lane (separated from the road lanes) on the western side of the road all the way from Karo Drive to the waterfront.
6. The second street we have reservations about a fixed 30km/h limit is **The Terrace**. We accept that during the working day from say 8am to 6 pm that a 30km/h limit is appropriate and probably already self-enforcing due to the volume of both traffic and pedestrians. However, outside of those hours The Terrace is a main route for traffic to access Kelburn, Karori and Te Aro. Instead of a fixed 30km/h limit we propose a variable speed limit. The current law requires variable speed signs on every side road which would make the cost prohibitive. However, overseas countries like Canada do not have this law and instead on side roads just have a sign saying variable speed limits. The onus is then on the driver to look out for the first speed sign on the main route.

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FOR OVER 110 YEARS.
New Zealand Automobile Association



We consider The Terrace is a suitable candidate for a variable speed limit of 30km/h on Monday to Friday (8am to 6pm) and 50km/h outside these hours. We accept that this would require a law change but this should not prevent a pragmatic solution being adopted.

7. The third street we have reservations about is **Bowen Street**. This is a significant arterial route for traffic to and from Karori and leading to The Terrace. At the city end it is 4 lanes wide and does not look like a 30km/h zone. We support this street remaining at 50km/h but instead as a safety improvement suggest investigating the creation of a 2 way separated cycle lane on the northern side from Lambton Quay to the waterfront.
8. The fourth street we have reservations about is **Victoria Street** from Ghuznee Street to Webb Street. This street is 4 lanes wide in a southerly direction and is a major route for traffic accessing both directions of SH1 and also the main route to both Brooklyn and Te Aro. Due to this route being a major urban arterial route we recommend this road remain at 50km/h.
9. We fully support retaining the 50km/h speed limit on the main roads listed on the LGWM plan ie the complete waterfront routes plus Vivian Street, Karo Drive, Kent & Cambridge Terraces. This is a key route for traffic to bypass the CBD.
10. We consider that it is important to monitor the effectiveness of the new lower speed limits in the CBD in case there are unexpected issues eg areas where the lower speed is not being observed and further improvements are necessary.
11. Looking at the Golden Mile improvements this route has several distinct sections:
 - Lambton Quay. This street already has wide footpaths. We support bus priority with no other vehicles allowed during the morning and evening peak periods Monday to Friday.
 - Willis Street. This street also already has wide footpaths. The section from Manners Street to Mercer Street is a critical route for all traffic to travel across the city from Willis or Boulcott St to the waterfront. Therefore we do not support excluding all vehicles from this section of the Golden Mile.
 - Manners Street. This street is predominantly already a bus only route so we do not see any reason for significant changes on this street.
 - Courtenay Place. This is a mixed use street but also a major route for buses. The footpaths are already generally wide enough for pedestrians. As general traffic uses this route to access Kent and Cambridge Terrace we do not support any changes to this section.

We thank you for the opportunity to make a submission on these 2 important issues for LGWM and look forward to discussing them further with you as the project develops.

Yours sincerely



Geordie Cassin
Chairman



Let's Get Wellington Moving

Submission on Central city safer speeds and improvements and Golden Mile improvements

15 December 2019

Living Streets Aotearoa is delighted to provide these ideas for improvements to both the Golden Mile and the central city. These are in addition to our 'quick wins' that we have already submitted. We would be happy to provide more detail on any of these proposals.

1 Safer speeds in the central area

Living Streets strongly supports a 30 km/hour safer speed zone in ALL the central city area. This action is well supported by evidence as the single most effective way to provide a safer and more pleasant environment for ALL road users.

The easiest way to ensure compliance with a safer speed is to make a consistent safer speed over a wide central city area and to follow-up with improved street design that prioritises the desired vision and goals. Safer speed is the necessary first step but is not sufficient on its own to achieve a more liveable Wellington.

The safer speed zone should begin/end at natural points in the network where it is easy for road users to understand the change in speed – such as at intersections and key walking access points. We recommend the safer speed zone should be extended to include all streets bounded by (and including):

- the Quays (Waterloo from the Railway Station, Customhouse, Jervois and Cable St)
- Kent Terrace and Cambridge Terrace
- along Oriental Parade to Carlton Gore Road;
- Ghuznee Street
- Vivian Street
- Webb St and the adjoining parts of Willis and Taranaki Streets.

This will ensure that severance issues between city and waterfront, and city and inner suburbs are minimised.

We support the trial of a safer speed zone in Mt Victoria, as the first whole-suburb approach to more liveable streets, and this should be included in the proposal.

We support safer speed zones around all schools.

2 Golden Mile and Central City improvements:

Footpaths

The goal is to provide a high quality, consistent, and accessible level of service for pedestrians (only) on footpaths (all vehicles will be provided for on safer roads).

- 2.1 As a minimum, meet the NZ Pedestrian Planning and Design Guide standards, including minimum footpath widths of at least 1.8 metres, and use RTS 14.
- 2.2 Implement the Footpath Management Policy – this will ensure that existing footpath space is available for walking and pedestrian use and reduce clutter (e.g. sandwich boards, chairs and tables), a key accessibility goal.
- 2.3 Prioritise pedestrians on footpaths at all times. This means denying e-scooter and other non-‘mobility-impaired’ motorised vehicles, and bicycles, access to any footpath in Wellington. This is for basic safety reasons and to meet the requirement of access for all. Vehicles using footpaths are incompatible with all pedestrians being able to access public space.
- 2.4 Use a consistent surface treatment along ALL of the Golden Mile to improve walkability in regard to grip, accessibility, way-finding and management of the footpath by other non-pedestrian uses (such as private business café tables and chairs, and sandwich boards, all of which should have marked out areas). The same or different treatment could be applied to all central city footpaths. This would significantly improve wayfinding. This could be implemented in stages to match maintenance programmes.

We recommend asphalt footpaths (not concrete or wooden boardwalk) as the best walking surface, with features such as brick paver edges (for legibility) and inserts such as the fish icons on Courtenay Place for way-finding and interest. Other inserts could indicate the route to Te Papa, to the Botanic Garden, Te Araroa, Commonwealth Walkway, and Cuba Mall (our only pedestrian mall) and the bucket fountain. This single improvement would add a lot of value to Wellington for visitors.

2.5 Complete other walkability improvements such as the repair of all verandahs. Ensure that pedestrians have access to walk under verandahs (rather than this space for cafes and pubs).

2.6 Specific footpath improvements

2.6.1 Lambton Quay: the goal here is to prioritise pedestrian and bus movements and restrict all other modes –

- footpaths at all intersections raised and given pedestrian priority
- Whitmore St narrowed to reduce crossing distance
- bus-only right turn from Lambton Quay into Bowen St (i.e. no private vehicle turn) on a dedicated phase (i.e. not when pedestrians are crossing)
- more seating at the bus stop by the Supreme Court
- reduce the clutter on the footpath caused by the Old Bailey pub
- remove all parking

- reduce car turning opportunities at Stout St
- remove all taxi stands
- make the footpath continuous at Farmers Lane
- work towards permanent private vehicle-free Lambton Quay
- restrict use by vehicles for deliveries etc by time of day to avoid peak times.

2.6.2 The Terrace: the goal here is to prioritise walking, bus and an uphill cycle lane – this footpath is narrow in many places, is extremely cluttered, and has inconsistent surface treatments and apparent vehicle priority in several places.

- The footpath should continue across all parking area entrances
- the slip lane to Bowen St should be closed and the width of the crossing greatly widened
- the incomplete crossing on the eastern side of Bowen/ The Terrace completed
- the exit from the motorway needs to be narrowed
- the entrance to the James Cook hotel needs clearer pedestrian priority and removal of the bus parking (it can park elsewhere)
- the eastern side route up the Terrace across the slip lane to Boulcott should be pedestrian priority with a raised crossing
- add the missing crossing at Salamanca Road
- the footpath should continue across upper Dixon St with a kerb build out to provide a crossing opportunity
- the path from Victoria University near the squash courts on Salamanca Road needs a better crossing opportunity with removal of some car parking for clear views.

2.6.3 Featherston Street: the goal here is to prioritise pedestrian movement from and to the Railway Station, and two-way cycle movement.

- The western side car parking should be removed over time to provide for a contra-flow cycle lane,
- there is a missing pedestrian crossing across Whitmore St to be installed,
- cycles should be prioritised away from Bunny St to Whitmore as a route to The Terrace and the waterfront.

2.6.4 the Quays: the goal here is to provide slow vehicle access both for bicycles and other vehicles, an alternative route for NIS buses, and a pleasant place to walk with some places to linger.

2.6.5 Bunny St: the goal along all of Bunny St is for pedestrian priority from both the bus station and railway station. Reroute vehicles away from this street including bicycles.

2.6.6 Cuba St: extend the pedestrian mall all the way along Cuba Street. All vehicles should have alternative routes. Pedestrian only streets such as this work very well in many other countries.

2.7 Steps should all include handrails and have clearly marked edges. Seat placement should be considered on long flights of steps and at the top, such as at the top of Plimmer Steps on Boulcott Street.

2.8 Lighting in streets should be directed onto the footpath (rather than the sky or the middle of the road), with particular attention at intersections. A consistent approach that is measured at footpath level would be useful. Steps and laneways should also have suitable lighting. The Dixon Street steps have an excellent lighting approach.

3 Wayfinding

The goal is to make it easy for people to find their way by walking, so that they feel safe to make the healthy choice.

3.1 Improve wayfinding in the central area with the use of consistent surface treatments as suggested above.

3.2 Clearly display street numbers on all buildings in the central area.

3.3 Provide information on historic and natural features and routes, for example a political history of the capital city, Wellington streams.

3.4 Clearly signpost all accessways through buildings, particularly between Lambton Quay/Willis St and The Terrace/Boulcott St, such as the legal access through the Spark building from Willis to Boulcott St.

3.5 Improve accessible wayfinding with the use of apps like BlindSquare and maintain the WCC accessibility map.

3.6 Include better information on walk times within the central area and to other destinations, at key map points and other points.

3.7 Clearly signpost all laneways, steps and other shortcuts so that they are available to all pedestrians. Include information on accessibility features such as lifts, steps etc.

3.8 Bus stops should include audio information on bus services and other locational information such as local area maps.

3.9 All maps should be oriented for the location, that is so that a person looking at the map can look up and immediately see features ahead that appear as they do on the map.

4 Intersections

The goal is to introduce some balance to the transport system by redressing the significant current preference for private vehicle users, the least efficient mode, in the central area. One goal is to reduce to a minimum all turning opportunities for vehicles, shown to be the most unsafe action from vehicle users.

4.1 All signalised intersections in the central area should be pedestrian priority, with the addition of bus priority along the Golden Mile. This means that pedestrians get the green signal as a priority at every traffic light, private vehicles wait.

- Pedestrian green light would remain current until a vehicle is present
- pedestrian 'green wave' signalisation would be the norm, based on an average walk speed of 4km/hour
- the level of service (LOS) for pedestrian crossings would be B or better, with C being the minimum LOS (15 second)
- pedestrian beg buttons would be removed with automatic cross phases: this could be optimised with appropriate technologies. Vehicles would be required to trigger a change in signal phase
- buses would have a priority to trigger lights,
- vehicles would not be permitted to turn through pedestrians crossing at any signalised crossings,
- more countdown timers would be installed.

4.2 Slip lanes would be removed except for any bus-only slip lanes required along the Golden Mile.

4.3 All intersections would be redesigned to provide tight angles on corners to reduce vehicle speed and large radius curves, and to narrow road width at intersections to reduce pedestrian crossing distances.

4.4 Incomplete pedestrian crossings
All intersections would have complete pedestrian crossings on all sides of the intersection. There are very many intersections in Wellington where this is not the case. Priority should be for those closest to the Golden Mile and expand outwards.

4.5 Along the Golden Mile the preference should be for scramble / Barnes dance crossings at every intersection. with appropriate bus priority, and all private vehicles including bicycles a distant third.

4.6 Raised table pedestrian crossings should be standard at all side roads along the Golden Mile and considered on busy pedestrian routes in other places. Raised table intersections are another option.

4.7 The width of pedestrians crossings in the central area needs to increase. The marked section of crossings is uniformly narrow and often does not provide capacity for all pedestrians to cross in the time available.

- 4.8 Specific intersections for improvement, in priority order:
- Manners St/Willis St/Boulcott St
 - Courtenay Place/Oriental Pde/Majoribanks St/Kent Tce/Cambridge Tce
 - Tory St/Courtenay Place
 - Taranaki St/Courtenay Place/Manners St
 - Bowen St/The Terrace
 - Bowen St/Whitmore St/Lambton Quay
 - Molesworth St/Hill St/Aitken St
 - Mulgrave St/Thorndon Quay/Lambton Quay
 - Whitmore St/Stout St

- Whitmore St/Waterloo Quay
- Oriental Parade to Cable St

5 Goals and monitoring and evaluation

Some specific goals, targets and monitoring are required to provide a design specification for all LGWM projects. We know what the vision is but what does this actually mean on the ground, we need to see the goals for each area.

- 5.1 Use the standards we already have NZPPDG, RTS 14, International Walking data standard
- 5.2 We expect that a significant walk mode shift will occur. A 25% walk mode share by 2025 should be the target, and this can be tailored to increase mode shift in different areas to meet the target. For instance all inner city suburbs could achieve more than 50% walk share, and the central area higher than its current 70%. Actions should continue to be taken until this is achieved.
- 5.3 A pedestrian signalised crossing goal of LOS B or better with LOS C as a minimum.
- 5.4 A placemaking target and measure for amenity (including trees, shelter, social seating (as opposed to linear seating as along Willis St), water-drinking fountains – about time Cuba Mall had a water fountain, this could be a fun addition to the bucket fountain!
- 5.5 Similarly a public transport mode shift to at least 20% by 2025 should be adopted.
- 5.6 A standard for bus stop amenity and shelter design
- 5.7 A journey time improvement goal for walking and public transport indicator routes, for example time to cross from east to west, or from Courtenay Place to the Railway Station.
- Comprehensive monitoring of these walking and public transport modes needs to occur to be able to manage change to achieve these mode changes.
- 5.8 Review of the short list proposals by a pedestrian expert prior to first shovel-full of dirt! (e.g. Rodney Tolley would be a good choice).
Measure against improvements suggested in the 2004 Jan Gehl report.

6 Placemaking

One of the key functions of an inner city is to provide community and social space for interactions. A placemaking goal is required to achieve this.

- 6.1 More laneway developments and improved use of existing public space (like Courtenay Place and Cuba Mall) is required. Currently these two spaces have been prioritised for private business associated with drinking alcohol, smoking, and affluent adults. They are not considered safe space for many adults, women in particular, nor for children.

6.2 Healthy streets design should include a significant greening of the inner city. A minimum spread of trees is required for shade in summer.

6.3 Seating - there is a need for a minimum number of public social seats per area. This is needed for an age-friendly city and to encourage people to linger. Seating should not be used as a barrier to pedestrians (e.g. near the Cenotaph and Willis St), rather as an opportunity for informal interactions. Shade and shelter requirements are also needed for seating. For example, the shelter at the defunct bus stop on Lambton Quay and Stout Street corner is well used as it is sunny and sheltered.

6.4 The addition of drinking water fountains should also have a minimum number.

6.5 More publicly accessible toilets are required. A minimum number evenly spread around the city is needed. Toilets returned to the Cenotaph is an obvious gap.

6.6 Interest at street level is required to create places to linger. Play activities for children, teenagers and adults, and art works should be included.

7 Public transport

Standards for design of bus stops are required which should include consistent treatments of access points and stop design. Shelters need to be carefully placed to avoid obstructing pedestrian flow and allow passengers to see approaching buses.

We look forward to working with the LGWM team to refine and provide more detail on our suggestions.

Contact

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Kaititui a Whanganui a Tara
PO Box 25-424, Wellington 6146

Phone 021 106 7139

Name: Kate Linzey

Email: arch@architecture.org.nz

Feedback:

The Architectural Centre is a society of professionals and non-professionals who seek to promote good design of the built environment. Incorporated in 1946, the Centre has a long and proud tradition of doing just this. On behalf of the Centre I thank the LGWM project team for providing opportunity to participate in discussion about urban street speeds. It is the opinion of the Architectural Centre that only streets that have full and complete segregation for cars and cycle traffic should be rated at 50km/hr. Wellington's streets are generally narrow and the city is blessed with an extremely walkable form. Use of cars is not a right, travelling at 50km/hr is not a right, parking your car on the road in public space is not a right. To ease congestion, support adoption of active modes of transport, increase the attractiveness of street scape, protect the right of pedestrians to move through the city without fear, particularly children and elderly, would all be supported by reducing urban and suburban street speed limits to 30km/hr. It would be easier and clearer for drivers to understand the speed limits if they are consistently applied throughout the city limit.

SUBMISSION ON THE GOVERNMENT'S ISSUES AND OPTIONS PAPER ON COMPREHENSIVE REVIEW OF THE RESOURCE MANAGEMENT SYSTEM

Purpose

1. This report asks the Strategy and Policy Committee to approve a submission on the Government's issues and options paper on comprehensive review of the resource management system (see Attachment 1).

Summary

2. The Government appointed Resource Management Review Panel (The Panel) has released an issues and options paper (the paper) on comprehensive review of the resource management system.
3. The paper signals the start of the most substantial review of the Resource Management Act 1991 (RMA) since it was first introduced. The aim of the review is 'to improve environmental outcomes and enable better and timely development in urban areas and elsewhere within environmental limits'.
4. The scope of this review also includes the interface of the RMA with the Local Government Act 2002 (LGA), the Land Transport Management Act 2003 (LTMA) and the Climate Change Response Act 2002 (CCRA).
5. The paper identifies 14 main issues in the current system and offers a range of options for change through the review process. The Panel does not state their preferred options for change; rather the paper poses a series of questions to elicit feedback.
6. Submissions were due on 3 February 2020. The Council has been granted an extension until 5 February 2020.
7. A submission has been prepared for consideration and approval by the Strategy and Policy Committee. It recommends where possible the Council's preferred option for change for each identified issue and provides advice to the Panel in a Wellington context.
8. The Panel must consider submissions and make recommendations to the Minister for the Environment by 31 May 2020. Further public consultation will occur on the Government's preferred direction following the 2020 general election. Legislative change arising from the review would occur over the next two to three years.

Recommendations

That the Strategy and Policy Committee:

1. Receive the information.
2. Approve the submission, as set out in Attachment 1, on the Government's issues and options paper on comprehensive review of the resource management system.
3. Agree to delegate authority to the Portfolio Leader Urban Development and the Chief Executive to finalise the submission, consistent with discussions and any amendments made by the Committee.

4. Note that the review of RMA delegations is a separate piece of work and will be reported back to Committee in March.

Background

9. In the 28 years since its introduction, the RMA has been amended 20 times.
10. This review has been prompted by:
- Widespread agreement that the RMA is underperforming in the management of key environmental issues such as climate change, loss of biodiversity, declining water and soil quality.
 - Struggles of high growth areas to respond to the need to provide sufficient development capacity, including the provision and affordability of housing.
 - Agreement that incremental review has added complexity and created implementation issues.
11. The Minister for the Environment appointed the Panel in September 2019, chaired by Hon Tony Randerson QC. The Panel has the ability to examine:
- The configuration of the country's resource management legislation, including possibly separating the statutory provision for land use planning from environmental protection.
 - How roles, responsibilities and decision making of institutions (local authorities, the Environmental Protection Authority etc) are delegated.
 - Whether important principles in the RMA should be in a separate piece of legislation and apply more broadly across the resource management system
 - The role of spatial planning between the RMA, LGA, LTMA and CCRA.

Discussion

12. There are 14 issue areas in the resource management system identified by the panel and addressed in the paper. The attached submission provides comment on each of them. The issue areas are:
- Legislative architecture
 - Purpose and principles of the RMA
 - Recognising Te Tiriti o Waitangi and te ao Māori
 - Strategic integration across the resource management system
 - Addressing climate change and natural hazards
 - National direction
 - Policy and planning framework
 - Consents/approvals
 - Economic instruments
 - Allocation
 - System monitoring and oversight
 - Compliance, monitoring and enforcement
 - Institutional roles and responsibilities
 - Reducing complexity across the System

Timing of the review relative to the Planning for Growth work programme

13. The timeline of this review overlaps with the 'Planning for Growth' work programme, which involves the development of a citywide spatial plan and a full review of the

district plan. A Regional Growth Framework is also being developed which will result in a regional spatial plan. Given the discussion in the paper around elevating and strengthening the role of spatial planning in the system we are ‘ahead of the game’ should it become a requirement.

14. Timing of the district plan review will progress as planned at this stage, but content could be reevaluated if needed to respond to any emerging direction of the comprehensive review. The respective timeframes of these two timeframes are shown below in Table 1.

Comprehensive review of the RMA	Planning for growth work programme
November 2019 – issues and options paper	March 2020 – Consultation on draft spatial plan
May 2020 – report and indicative drafting	June/July 2020 – Spatial plan finalised
Late 2020 – General election	Late 2020 – Draft district plan released
Late 2020/early 2021 – Public consultation	Late 2021 – Proposed district plan notified
2021 onwards – Refinement of legislation	

Table 1: Timeframes of comprehensive review and Planning for Growth

Options

15. Approve the submission to the Government’s issues and options paper for comprehensive review of the resource management system.
16. Do not approve the submission and propose changes.

Next Actions

17. Following the adoption of the submission (as recommended by officers, or with amendments), the submission will be finalised and sent to Minister for Environment as soon as possible.
18. Officers will liaise with Minister for Environment as the review process continues and will report to Council when the draft legislation is produced.

Attachments

Attachment 1. WCC Submission

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Author	Adam McCutcheon, Senior Advisor Planning
Authoriser	John McSweeney, Place Planning Manager Vida Christeller, Manager City Design & Place Planning Moana Mackey, Acting Chief City Planner

SUPPORTING INFORMATION

Engagement and Consultation

The submission has had internal input from various business units including City Design and Place Planning, Resilience and Sustainability, City Consenting and Compliance, Heritage, Legal, Transport & Infrastructure and Tira Poutama-Iwi. Further consultation will occur when the Government releases draft legislation following the 2020 general election. At that time Council will be able to make a formal submission on the Government's preferred direction through a select committee process.

Treaty of Waitangi considerations

The review examines the fundamentals of how the Treaty of Waitangi should be considered in the resource management system. The principles of the Treaty of Waitangi are currently required to be 'taken into account' in resource management. Should draft legislation propose a change in this relationship we will be able to make an informed submission at that time.

Advice from Tira Poutama - Iwi has helped inform the submission.

Financial implications

There are no financial implications at present.

Policy and legislative implications

Some of the issues identified in the submission will align well with the Council's strategic direction. For example, if climate change is able to be considered in RMA plans this will assist in the implementation of the Council's submission to climate change through the Te Atakura Strategy.

Risks / legal

There are no risks or legal implications at present.

Climate Change impact and considerations

Suggested changes in the paper would assist in the implementation of the Te Atakura Strategy and better enable councils to manage risk relevant to their regions.

Communications Plan

N/A

Health and Safety Impact considered

N/A

5 February 2020
Via email: rmreview@mfe.govt.nz

To the Resource Management Review Panel

Submission on the Government's issues and options paper on comprehensive review of the resource management system

Wellington City Council (The Council) welcomes the opportunity to provide comment on the issues and options paper. The attached submission provides comments on each of the issue areas identified by the Panel.

The Council recognises that this is an initial phase of engagement and that further consultation will take place in the future on the Government's preferred direction for the Resource Management System. The Council looks forward to continuing to be involved in this process.

Yours sincerely

Andy Foster
Mayor of Wellington

Wellington City Council

Submission on the Government's issues and options paper on comprehensive review of the resource management system

Introduction

1. The following is Wellington City Council's (the Council) submission to the 'Transforming the Resource Management System: 'Opportunities for Change' issues and options paper, which has been released as part of the Government's comprehensive review of the resource management system.
2. The Council notes that the review is focused on the Resource Management Act 1991 (RMA), as well as its links to the Local Government Act 2002 (LGA) and Land Transport Management Act 2003 (LTMA). The RMA is one of the primary tools driving local government decision-making and planning. In terms of shaping the future of our built environment it is one of the most pivotal tools available to local government.
3. The Council recognises that the aim of this review is *'to improve environmental outcomes and enable better and timely urban and other development within environmental limits'*, and supports this aim.
4. The Council provides the following comments on each of identified issue areas for consideration by the Panel. The Council's comments are informed by its experiences as a Territorial Authority functioning within the resource management system in a Wellington context.

Issues 1 and 2: Legislative architecture and purpose and principles of the Resource Management Act 1991

5. The Council does not consider that the management of natural and built environments can, or should be, separated by different pieces of legislation. The Council notes arguments that the current integrated approach to resource management has led to poor outcomes for both natural and urban environments. The Council considers that these arguments do not recognise that the environment in its broadest sense is not constrained by an urban and natural distinction. Effects of land use activities in an urban environment (however defined) have direct impacts on the natural environment.
6. Turning back the clock to a pre-RMA approach of separate pieces of legislation for managing different parts of the environment is not supported. It is difficult to see how separating out the consideration and management of environments and effects into different pieces of legislation will allow a realistic and balanced approach to the management of resources. Separation of land use planning and environmental management is likely to cause greater conflict in the management of resources, where integrated management is fundamental
7. The Council notes however that urban, rural and 'natural' environments do require different management approaches and experience different pressures. Legislation needs to be flexible enough to empower local authorities to manage the subtleties of their environments and the relationships between them, not force a division.

8. While it has taken many years for integrated management approaches to work their way into the RM system, we are now starting to see these being adopted in RMA plans, for example, water sensitive urban design principles. The Council considers that slow progress embedding such approaches in plans is not driven by the RMA per se but by other barriers.
9. Resolving conflicts from a change of practice and approach would then be a task for the Court with potentially significant time implications, while pressure on the environment continues to grow.
10. The Council generally supports the 'sustainable management' purpose of the RMA as set out in Part 2, section 5, as it recognises that the natural and urban environments require an integrated management approach. The Council recognises that this purpose could 'mean anything to anyone', but believes that more clarity can be achieved through greater Government direction. This direction should provide certainty of direction in the management of specific resources with a focus in outcomes required to be achieved or environmental bottom lines. This could be achieved through principles/targets set in legislation (eg as in the recent Zero Carbon Bill), or through more detailed national direction (eg, a national direction tool for each section 6 matter of national importance).
11. The Council considers that additional matters need to be elevated within the decision making framework of the RMA, either as matters of national importance, or as a fundamental component of sustainable management. These matters are:
 - mitigating and responding to the effects of climate change
 - the provision of affordable housing
 - the creation of quality urban environments
 - the development and operation of strategic infrastructure
12. The Council refutes the continued rhetoric that the RMA is the single greatest barrier to the provision of housing, particularly affordable housing. The Council considers that the high cost of housing in some parts of the country is instead driven by the collective effect of financial practices and incentives in the housing market, materials cost and capacity of the construction sector.

Issue 3: Recognising Te Tiriti o Waitangi and te ao Māori

13. Many Māori groups frequently face challenges participating in the resource management system due to capacity and capability constraints. These constraints are not equal around the country, and vary between iwi depending on many factors including Treaty settlement status and financial capability to be involved. The Council is therefore uncertain whether tweaking the legislative framework for partnering with Māori in the resource management system will lead to better outcomes for Māori without providing support and resource to do so.
14. The Council encourages the Government to work towards a consistent approach at a national level to the resourcing, education and succession planning for Māori input in resource management. For example, the Government could assist training young Māori. Furthermore, to help address barriers to Māori involvement in resource management processes, the Council suggests that local government be enabled to recover costs on behalf of Māori when their input is sought on proposals.
15. The Council suggests that a clearer RMA definition of 'iwi authority' would be beneficial. The present definition is broad and uncertain. A more specific definition would increase certainty for both local authorities and Māori who can be engaged when undertaking

functions such as consultation, joint management agreements and Mana Whakahono ā Rohe agreements.

16. The definition of 'sustainable management', and any other legislative purpose, should address Māori world views in policy and plan making processes. Recent national direction, such as the Draft National Policy Statement for Freshwater Management has pursued the concept of te mana o te wai as an example.

Issue 4: Strategic integration across the resource management system

17. The Council supports introducing requirements for spatial planning, and is already undertaking its own spatial planning exercise at the broad scope identified in the issues and options paper. The Council's spatial plan addresses areas of protection and vulnerability (climate change and natural hazards) and the alignment of growth and infrastructure. This spatial plan will in turn inform the district plan review as also discussed in the paper. The Council suggests this is the correct scope of spatial plans.
18. While supportive of the requirement to undertake spatial planning exercises the Council suggests the Panel undertake further analysis of the benefits of legally binding spatial plans and what this would mean in practice. The paper does not contain a level of detail for the Council to come to a position on whether spatial plans should be legally binding. The Council considers that the biggest benefits of current spatial planning processes is their non-statutory nature, allowing flexibility for local authorities to resolve high level issues with the community and achieve buy-in to more detailed district plan processes.
19. The Council notes however that many other local authorities (particularly smaller and rural based councils) will struggle to resource the development of a spatial plan in addition to existing legislative requirements under the RMA. This pressure will only increase given the suite of national direction approaching implementation. The Council notes that the requirement to produce a Future Development Strategy under the National Policy Statement on Urban Development Capacity is akin to a high level spatial plan.
20. Including spatial planning within the RMA is supported over creating a separate spatial planning act. This is consistent with the Council's position on the integrated management of resources, and will avoid more legislative complexity.
21. The Council questions whether difficulties aligning land use planning with processes under the LGA and LTMA are practice related, rather than driven by legislation. There are many organisations with complementary functions at both central and local government levels that need to align to properly undertake spatial planning. The Council suggests the Government is well placed to provide guidance on how to do this more effectively.
22. The Council considers that the Government can take a more proactive role in spatial planning processes working alongside local authorities, iwi and infrastructure providers. The provision of Government infrastructure is fundamental to leverage the opportunity of spatial planning processes, whether it be transport, health, or school infrastructure and is a critical input into how spatial plans and eventually district plans are configured. For example the size and scale of a new school proposal can signal the typology of housing a local authority should facilitate through district plan rules. A commitment to continued engagement is critical to ensuring successful spatial planning. The Council suggests that the Government can take steps to increase the visibility of its planning and infrastructure intentions.

Issue 5: Addressing climate change and natural hazards

23. The Council has joined hundreds of other cities around in the world in declaring a State of Climate and Ecological Emergency by accepting local and international scientific evidence that there remains around a decade to take urgent action to reduce greenhouse gas emissions in order to avoid disastrous consequences. The Council has taken action by recently committing to making Wellington City a zero carbon capital by 2050 through the Te Atakura First to Zero Strategy.
24. The Council supports using the RMA as a tool to address both mitigation and adaptation to climate change. For the Council this would mean the RMA is amended to better enable consideration of both the effects of development on climate change, and the effects of climate change on new and existing development. The Council recommends that the Government needs to consider how this would work in practice and what flow-on effects there could be.
25. Being able to consider the effects of climate change in RMA plans and policy statements will enable councils to manage risk relevant to their regions, particularly around sea level rise and the broader effects of climate change. For such a change to achieve its intended effect, the Government would need to support local authorities by providing strong guidance on how to consider climate change in its decision and plan making processes, and how to undertake these crucial conversations with the community so that it does not become another variable to be 'balanced out'. This lends itself to being elevated within the decision making framework.
26. The Council considers that the Government has a much greater role to play in working alongside local authorities to respond to the effects of climate change, particularly in ensuring a consistent response to sea level rise. Actioning land use responses to the effects of climate change adaptation will only be possible through a collaborative approach between local and central government and communities, particularly where funding is concerned.
27. The Council considers that the Building Act 2004 also has potential to be a lever to achieve positive environmental outcomes. This could be through encouraging measures such as green roofs and the use of materials that have less of an effect on climate change, as is done in other planning jurisdictions.

Issue 6: National direction

28. The Council supports greater direction and certainty from central government on the management of specific resources with a focus on outcomes required or bottom lines. Each section 6 matter of national importance (and any that are subsequently added through this process) should be accompanied by a national direction tool. Appropriate resourcing should also be provided by the Government to ensure timely implementation.
29. The Council has been concerned by the unresolved conflicts and a lack of integration in recent national direction, particularly the recent freshwater and urban development national policy statements. These conflicts push local authorities into the position of not being able to completely fulfil the intent of either national direction. Without clear direction, local authorities are required to make compromises, or trade-offs between these resources, which call into question the ability to recognise and provide for section 6 matters.

30. The Council's submission on these documents has advocated for a 'rational' level of direction that does not deal with the minutia of plans. Rather, national direction must be clear about the outcomes management of nationally significant resources should achieve.

Issue 7: Policy and planning framework

31. The Council agrees that RMA plans take too long to be made operative, which imposes significant costs on business and ratepayers. Initiatives to try and shorten this process are supported. In doing this the Council recognises the inherent tension of simultaneously truncating plan-making processes for efficiency gains, while preserving public participation and community expectations of the ability to seek legal review.
32. Broad and meaningful community involvement is hugely important and best directed to the plan making stage, so that a collective vision for the creation of quality urban environments can be developed and agreed. Doing so can give local authorities, the community, stakeholders, and decision makers confidence in a robust plan. The Council is currently reviewing how decision making arrangements function across the country. Releasing a draft plan is now commonplace in the plan making process in an effort to start engagement conversations early.
33. It is suggested the Panel revisit the need for the 'further submissions' process (Schedule 1, clause 8) and examine what impacts this has on plan making timeframes.

Issue 8: Consents/approvals

34. During 2017/2018, the Council processed 837 resource consents, of which 827 (98.8%) were non-notified. 830 of these resource consents were processed on time (99.2%). However, this is highly reliant on the use of section 37 time extensions, usually with the applicant's agreement.
35. Despite the above figures which suggest the consenting system is functioning effectively, the Council agrees that changes are needed to reduce complexity and increase certainty. These factors are frequently pointed out by applicants as leading to increased costs which are accordingly passed on through the system.
36. There is often a community expectation to be able to have a say on all consenting activities occurring in any given area which creates a tension given that most consents are non-notified. This is why broad and meaningful community involvement at the plan-making stage is crucial so that the community has input into the future of their community and as a result a clear understanding of the future of their neighbourhoods and city. This reduces the need for notification and re-litigation during resource consent processes.
37. Currently the notification process is fractured and split based on arbitrary factors such as activity class and type. Often applicants will withdraw their application or revise the proposal if Council indicates it will be notified. This often prevents bold projects proceeding at all.
38. The Council recognises that automatic notification of all resource consents is an option raised by the Panel. Further explanation of how the Panel considers this could work is needed for the Council to have a position on this matter. The Council notes this system is used in other jurisdictions and would be a fundamental shift in culture around notification. It could help to ensure that communities are aware of applications made in their local area, and would require nuancing to ensure resource consent processes do not become more

costly or less efficient due to irrelevant or vexatious submissions by those not directly affected. One way of managing this could be by allowing anyone to make a submission, but limit appeals to only those genuinely affected.

39. The Council does often receive additional information from concerned citizens during resource consent processes (although they have not been determined to be adversely affected). These 'submissions' have no weight in the decision-making process, but information contained within them can sometimes provide useful background for processing planners. The planners need to consider whether the information provided is relevant and within the scope of matters of discretion (where the application has a controlled or discretionary restricted activity status). An approach that sees all resource consents automatically notified needs to account for the perspectives of the development community.
40. The Panel's eventual recommendation should recognise the variation in relative complexity of consents and scale information requirements to suit. In the Council's opinion, recent 'boundary activity' changes have been successful in reducing the burden of complete resource consent processes for simple breaches of plan rules. Changes to practice such as the use of 'short form' applications / reports for proposals with small scale breaches could present efficiencies.
41. The Council agrees that the case-by-case assessment of activities has come at the expense of managing cumulative effects. More guidance is needed how to assess this. One option the Council has identified in relation to permitted activities could be a change to practice to include more specific requirements, such as the preparation of management plans, for earthworks activities.
42. The Council supports initiatives to make plans more accessible to the community and is exploring digital solutions through the district plan review that will help increase participation and understanding. Such initiatives include the use of ePlans, as well as another tool the Council is developing that allows users to query development proposals against coded district plan rules.

Issue 9: Economic instruments

43. The Council notes that tools such as transferable development rights have been used in RMA plans, but are constrained to the purpose of managing environmental effects, rather than as mechanisms in a more general sense.
44. The Council supports enabling local authorities to introduce congestion charging as a tool to influence behaviour change. Doing so would help with the leveraging the opportunity of the city shaping 'Let's Get Wellington Moving' programme to integrate land use and infrastructure development.
45. The Council considers there is a need for a broader nationwide review of both the funding and financing tools available to Local Government. This should consider how the national economic system could provide for more equitable distribution and application of economic tools / resources at a local level. Doing so would help ensure that local authorities have incentives to facilitate development and growth when value can be captured.

Issue 10: Allocation

46. The Council recognises that the options discussed in the paper are more relevant to Regional Councils.
47. Officers have reviewed an early draft of the Greater Wellington Regional Council's response and support comments exploring a different basis for water allocation that focuses on prioritised resource uses (i.e. public water supply and efficient use).

Issue 11 and 12: System monitoring and oversight and Compliance, monitoring and enforcement

48. The Council notes that there are already independent oversight roles in the system, mainly through the Parliamentary Commissioner for the Environment (PCE), as well as through the Environmental Report Act which gives roles to the Ministry for the Environment and Statistics NZ. The main issue with system oversight has been fragmented or missing data sources. One solution to this could involve making better use of local authorities' data sources, and increasing central government funding of data gathering.
49. The Council does not have any significant concerns regarding the function of the current legislative framework for Compliance, Monitoring and Enforcement (CME) under the RMA, and instead considers that the main barrier to effective CME is resourcing constraints. The Council is fortunate to have comparatively more CME resource than others, which the paper notes is non-existent in some districts.
50. The Council notes that the offence-making provisions can be clumsy to navigate, and with respect to the prosecution regime, what should be a quite simple prosecution matter (for example, breaching a condition of a resource consent) needs to be charged in a roundabout way, resulting in unnecessary evidence, a convoluted burden of proof, and peripheral matters taking precedence.
51. The Council notes that enforcement action is costly. In the event that an appeal against Council's enforcement action is not upheld, full costs of the enforcement action and legal proceedings are never recovered. This could be examined in the review to ensure that 'doing the right thing' doesn't cost Council, and environmental breaches are not considered by offenders as part of the cost of doing business. Increasing fines could act as a disincentive to such behaviour.
52. The Council supported recent changes in the RMA Amendment Bill to empower the EPA to take enforcement action, in the same way that local authorities can.

Issue 13: Institutional roles and responsibilities

53. The Council does not consider that MfE needs a bigger operational role in the RM system. Instead the Council considers MfE should take a much greater leadership role in the provision of national direction that is clear, resolving trade-offs and conflicts upfront.
54. Furthermore MfE should assist local authorities in a funding and resourcing capacity to implement national direction and providing support and funding for local government initiatives / systems to streamline the consenting / district plan drafting process.

Issue 14: Reducing complexity across the System

55. The Council notes that the RMA is an easy target to blame for rhetoric around costs, delays and uncertainty. While the Council agrees that RMA processes can take time, this is often caused by deficient applications or a lack of information that prevents local authorities from being able to fully consider the implications of activities and land use change.

REVIEW OF THE ADMINISTRATIVE COMPONENTS OF THE WELLINGTON CITY CONSOLIDATED BYLAW - CONSULTATION REPORT

Purpose

1. This report asks the Strategy and Policy Committee to recommend that the Council adopt the amended *Wellington City Consolidated Bylaw Part 1: Introduction* (the bylaw).

Summary

2. On 22 August 2019 the City Strategy Committee considered proposed amendments to the bylaw and agreed to consultation on the amendments. Consultation has been completed, and there are no further changes proposed.
3. The Strategy and Policy Committee is requested to refer the bylaw to the Council for approval. This will complete the 10-yearly review of the bylaw under the Local Government Act 2002 (LGA).

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information.
2. Note that the *Wellington City Consolidated Bylaw Part 1: Introduction* presents common provisions to all parts of the *Wellington City Consolidated Bylaw*.
3. Note that public consultation has been undertaken on a proposed amended *Wellington City Consolidated Bylaw Part 1: Introduction*, by way of a statement of proposal approved by the City Strategy Committee on 22 August 2019.
4. Notes that there were no public submissions.
5. Agree that *Wellington City Consolidated Bylaw Part 1: Introduction* is in the most appropriate form of bylaw and does not give rise to any New Zealand Bill of Rights Act 1990 implications.
6. Recommends to Council that it adopt the amended *Wellington City Consolidated Bylaw Part 1: Introduction* (**Attachment 1**).
7. Delegate to the Chief Executive and the Governance Portfolio Leader the authority to apply to the bylaw any further amendment agreed by the Strategy and Policy Committee.

Background

4. The bylaw presents common provisions to all parts of the Wellington City Consolidated Bylaw. These are generally administrative provisions.
5. Under the Local Government Act 2002 (LGA) all bylaws must be reviewed every 10 years, and if not reviewed, they are automatically revoked. The bylaw became due for review on 1 July 2018 and the review must be completed by 1 July 2020.

6. The review only applies to Part 1: Introduction of the Consolidated Bylaw. The other nine subject-specific bylaws (e.g. Part 2: Animals, Part 3: Fire and Smoke Nuisance) are all on different review timeframes, have different levels of public interest and significance, and are made under different legislative provisions (e.g. Health Act 1956, Dog Control Act 1996).
7. The first part of the review was an assessment by Council officers. Officers took the opportunity to fully assess the content, remove redundant content, and provide for a more modern drafting style. The proposed amendments were to remove redundant content as well as re-order and clarify the remaining content.
8. On 22 August 2019 the City Strategy Committee approved a statement of proposal for public consultation on the proposed amended bylaw. Consultation was then open from 6 September 2019 to 11 October 2019. No submissions were received.

Discussion

9. Public interest was not expected to be high, although receiving no submissions is unusual. At the previous review of the bylaw in 2008 there was one submission. Officers do not consider that there are risks from a lack of submissions as the changes do not add to or take away from existing public rights.
10. Officers now consider the amended bylaw ready to be adopted and recommend that the committee refer the bylaw to the Council for adoption.
11. When adopting the bylaw the Council need to consider if the bylaw is in the most appropriate form, and whether it gives rise to any implications under the New Zealand Bill of Rights Act 1990. This is discussed in the *Supporting Information* below. No issues are raised.

Options

12. Alternative options were considered alongside the statement of proposal, and the City Strategy Committee agreed it remained appropriate to retain the bylaw (22 August 2019). The options considered were not reviewing the bylaw, nor revoking it. Neither was considered appropriate.
13. Officers will consider if component bylaws can be adapted to be stand-alone bylaws, as each component is reviewed, with a view to separate stand-alone bylaws in future (with no need for Part 1 in the long term).

Next Actions

14. If the Strategy and Policy Committee agrees, Council will consider the amended bylaw for approval on 26 February 2019. Subject to approval, the amended bylaw will come into effect on 1 March 2020.

Attachments

Attachment 1. Proposed Amended Wellington City Consolidated Bylaw Part 1: Introduction Page 114

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SUPPORTING INFORMATION

Engagement and Consultation

Public consultation was open online from 6 September 2019 to 11 October 2019. No public submissions were received. Officers do not consider this to raise any risks as the amendments do not add or take away any existing public rights. One submission was received when the bylaw was last reviewed.

Treaty of Waitangi considerations

There are no Treaty of Waitangi considerations.

Financial implications

The proposed amendments will raise no additional costs.

Policy and legislative implications

The bylaw has been reviewed to meet Local Government Act 2002 requirements to review bylaws every ten years.

Risks / legal

The proposed amendments and consultation document have either been drafted or reviewed by the legal team, and has been subject to an external legal review.

On 22 August 2019 the Strategy and Policy Committee considered not reviewing, or revoking the bylaw, and agreed that it was appropriate to have a bylaw.

Now, before making the proposed amendments, the Council must determine whether the proposed bylaw is in the most appropriate form of bylaw and determine whether the proposed bylaw gives rise to any implications under the New Zealand Bill of Rights Act 1990 (sections 160 and 155(2) Local Government Act 2002).

Officers have recast the bylaw to remove redundant content and ensure it can be readily understood. Officers therefore consider that it is the most appropriate form of bylaw.

Officers consider that no provision in the proposed amended bylaw is inconsistent with the Bill of Rights Act 1990 or give rise to Bill of Rights Act 1990 implications.

Climate Change impact and considerations

There are no climate change considerations.

Communications Plan

Subject to approval the bylaw will be published on the Council website on 1 March 2020. No communications will be required as the changes will not add or take away any existing public rights, and will be of low public interest.

Health and Safety Impact considered

There are no changes to the status quo that would have a health and safety impact.

Proposed Amended Wellington City Consolidated Bylaw: Part 1 Introduction

This part of the Wellington City Consolidated Bylaw is made pursuant to Part 8 of the Local Government Act 2002. This part was adopted and came into force on 1 July 2008 and amended on 1 March 2020

1 Purpose

- 1.1 The purpose of this part of the Wellington City Consolidated Bylaw is to present provisions that are common to all parts of the Consolidated Bylaw or are not already in a component part and need to be included in a bylaw to be given effect.

2 Interpretation

- 2.1 The title of this Bylaw is 'Wellington City Consolidated Bylaw'.

Note: The term 'this Bylaw' is used to refer to all component parts of the Wellington City Consolidated Bylaw, Parts 1 to 10.

- 2.2 The Interpretation Act 1999 applies to this Bylaw.

- 2.3 In this Bylaw, unless the context otherwise requires:

Council means the Wellington City Council.

District means the City of Wellington as defined from time to time under the procedures set out in the Local Government Act 2002.

Owner has the meaning given by the Local Government Act 1974.

Person has the meaning given by the Interpretation Act 1999 and may refer to an individual or a business.

Public place means any place that, at any material time, is open to or is being used by the public, whether free or on payment of a charge; and whether an owner or occupier of the place is lawfully entitled to exclude or eject any person from that place, and includes any aircraft, hovercraft, ship or ferry or other vessel, train, or vehicle carrying or available to carry passengers for reward.

Rates Records means the rates records of the Council kept pursuant to the Local Government (Rating) Act 2002.

Road has the meaning given by the Local Government Act 1974.

3 Fees, waivers, forms and processes

- 3.1 The Council may by resolution prescribe or vary, any fee in respect of any matter provided for in this Bylaw.

- 3.2 The Council may refund, remit or waive any fee prescribed by this Bylaw or charge payable for a certificate, authority, permit or consent from, or inspection by, the Council, for any reason it thinks fit.
- 3.3 The Council may prescribe the form of, and process to be followed for, any application, certificate, licence permit or other document, which is required under this Bylaw. These forms and processes may be altered or amended at any time.
- 3.4 An application to the Council can be made to waive full compliance with any provision of this Bylaw on the basis that it would needlessly injure or affect any person, the operation of any business, or cause loss or inconvenience to any person, without any corresponding benefit to the community.
- 3.5 On receipt of an application under clause 3.4, the Council may waive the strict observance or performance of any provision of this Bylaw and impose such other terms or conditions consistent with the intention and purpose of the Bylaw as the Council may think fit.

4 Removal of works in breach of bylaws and recovery of costs

- 4.1 The Council may remove or alter any work or thing constructed in contravention of any provision of this Bylaw.
- 4.2 The Council may recover from any person responsible for the construction, or permitting the continued existence of any such work or thing, all costs incurred in connection with any removal or alteration.
- 4.3 The exercise of clause 4.1 shall not relieve any person from liability for constructing or permitting the continued existence of any such work or thing.

Note: Local Government Act 2002 enforcement powers include: court injunction (section 162), seizure and disposal of property (sections 154, 165, 168), powers of entry (sections 171, 172, 173) and power to request name and address (section 178).

5 Offences

- 5.1 Every person commits an offence against this bylaw who damages, destroys or defaces (or has in his or her possession without authority from the Council) any property, article or thing belonging to the Council or under its control.

6 Continuing offences

- 6.1 The continued existence of any work, building, land, premises or thing in such a state or form as to be in contravention of any provision of this Bylaw shall be deemed to be a continuing offence under this Bylaw.

7 Bylaws revoked

- 7.1 Any resolution made under the Wellington Consolidated Bylaw 1991, before this Bylaw came into force, continues in force under this Bylaw until altered or revoked by further resolution.

- 7.2 The Wellington Consolidated Bylaw 1991 was revoked at the time of the Wellington Consolidated Bylaw 2008 coming into force.
- 7.3 The revocation of existing Bylaws does not extinguish any existing cause of action.
- 7.4 All Bylaws revoked shall remain in force and effect so far as they relate to anything done or any offence committed, penalty incurred, prosecution or proceeding commenced, right or liability accrued, licence issued, notice given, or order made, under or against any of the provisions of that Bylaw before the coming into force of this Bylaw.
- 7.5 All licences issued under any revoked Bylaw shall, after the coming into force of this Bylaw, be deemed to have been issued under this Bylaw and be subject to the provisions of this Bylaw.
- 7.6 All Council officers appointed under or for the purpose of any revoked Bylaw, and holding office at the time of the coming into operation of this Bylaw, shall be deemed to have been appointed under this Bylaw.
- 7.7 All fees and charges fixed by resolution of the Council in regard to any goods, services, inspections or licences provided for in any revoked Bylaw shall apply under the corresponding provisions of this Bylaw until altered by further resolution of Council.

RESERVES ACT 1977: WASTEWATER EASEMENTS - WHITE PINE AVENUE RESERVE (WOODRIDGE) AND RAROA PARK & PLAY AREA (TAWA)

Purpose

1. This report requests the Strategy and Policy Committee to grant land owner approval for two wastewater easements through land held under the Reserves Act 1977 at White Pine Avenue Reserve (Woodridge) and at Raroa Park & Play Area (Tawa).

Summary

2. An existing public mains wastewater pipe requires upgrading and it is proposed that part of this pipe, which runs through White Pine Avenue Reserve, be realigned.
3. A new public mains wastewater pipe is proposed to be located at Raroa Park & Play Area. The new pipe would connect to an existing public mains wastewater pipe that runs through the reserve.
4. Easements would grant permanent access to the reserve land for the purposes of utilities that would be owned by Wellington City Council (WCC) and operated by Wellington Water Limited (WWL).

Recommendation/s

That the Strategy and Policy Committee:

1. Receive the information.
2. Agree to grant a wastewater easement in perpetuity over land at White Pine Avenue Reserve being **part of** Lot 1 DP 385115 (CFR 341006) pursuant to s48 of the Reserves Act 1977.
3. Agree to grant a wastewater easement in perpetuity over land at Raroa Park & Play Area being **part of** Lot 93 DP 14282 (CFR WN624/60) pursuant to s48 of the Reserves Act 1977.
4. Note that any approval to grant the easements (referred to above) is conditional on:
 - a. appropriate iwi consultation
 - b. all related costs being met by the relevant applicant for each easement
5. Note that the work within the easement areas will be subject to the relevant bylaw, building and/or resource consent requirements.
6. Note that the works to install the pipes will proceed in accordance with final Parks, Sport and Recreation (PSR) agreement to all replanting mitigation plans, track reinstatement and park management / work access plans.
7. Delegate to the Chief Executive the power to carry out all steps to effect the easements.

Background

5. Part of the public mains wastewater pipes located in White Pine Avenue Reserve requires upgrading to a larger pipe size. This pipe upgrade project is being undertaken by Woodridge Homes Limited in partnership with Wellington Water Limited.
6. The relocation of part of pipe (approximately 45 metres in length), as shown in Attachment 1, would provide better access for the pipe upgrade work and future maintenance work, and will enable work of a new walking track on top of the upgraded pipe. This track would be part of a walking track connection from White Pine Avenue to the Seton Nossiter Park track network. The existing pipe location is very steep, while the proposed location would provide a more practical gradient for the pipe work and an appropriate gradient for a walking track.
7. Part of the pipe upgrade will occur under existing rights as there will be no change in the location of the pipe. The section of pipe proposed for relocation will require a new easement to be granted.
8. A proposed development at 35 Raroa Terrace requires a connection to the wastewater mains pipe network. The proposed wastewater connection pipe (approximately 9m in length), would run from 35 Raroa Terrace to the wastewater mains pipe located in Raroa Park & Play Area, as shown in Attachment 2. The wastewater pipe would become a WCC wastewater asset once completed.
9. The management plans for the reserves require alternative locations for utilities to be considered but acknowledge that if the public benefit is great, the impact to the reserve is minor and the provisions of the Reserves Act 1977 can be met, then easements should be authorised.
10. Easements through reserve land for public utilities are dealt with under s48 of the Reserves Act 1977.
11. Easements ensure the Council is made aware of utilities that are in reserves and these can be formally recognised and recorded. It also provides a legal agreement regarding rights and obligations for access and use of reserve land.
12. The applicants are aware of the need to apply for and obtain all necessary approvals.

Discussion

White Pine Avenue Reserve

13. This reserve is classified as scenic reserve. The proposed location for the relocated pipe has regenerating vegetation that would require removal or trimming as well as grass and weed species.
14. The only alternative to the proposal is to keep the existing pipe alignment. That option is more difficult as it is a very steep bank. A walking track could not be located here as part of reinstatement.
15. The reserve area will be restored to its original or better condition after the completion of the work, and access and enjoyment by the public will not be altered. Reinstatement includes a new walking track and planting with appropriate native species.
16. In addition, the applicant has agreed to continue the track over the pipe to be upgraded on the adjacent land owned by the applicant and on Seton Nossiter Park, as part of the

upgrade project. This will provide improved access to recreation opportunities for residents and visitors to this area.

Raroa Park & Play Area

17. Raroa Park & Play Area is a recreation reserve with a playground, grass areas, native vegetation and some exotic trees.
18. The reserve area will be restored to its original or better condition after the completion of the work, and access and enjoyment by the public will not be altered. The work includes removal of two macrocarpa trees that are in poor condition and new planting with appropriate native species. A hollow, likely created by historic levelling in the reserve, will be filled with topsoil to bury the proposed pipe, prior to planting. This will be of benefit to the reserve.
19. Access to the playground and the grass areas will not be impacted by the pipe installation work.
20. Alternatives to installing the wastewater pipe in a location outside of the reserve have been considered, in particular, connecting to the wastewater mains pipe in Raroa Terrace from the applicant's property. The ground levels of the applicant's land mean that connecting directly to this pipe is not practical.

General

21. Section 48(1)(e) of the Reserves Act 1977 provides for this type of easement in reserves. The reserves are the best locations for the wastewater pipes, given the existing wastewater mains network pipes locations in the reserves.
22. The applicants have consulted with the Council's Parks, Sport and Recreation team (PSR) who will be providing access permits to do the work, subject to conditions.
23. Under the Instrument of Delegation for Territorial Authorities dated 12 July 2013, the Minister of Conservation has delegated the authority to grant easements over reserve land under s48 of the Reserves Act 1977 to Council. According to Council delegations, the power to grant easements under the Reserves Act 1977 rests with the Strategy and Policy Committee.

Options

24. The Strategy and Policy Committee can either choose to approve or decline either or both of the easements.
25. Declining the easement at White Pine Avenue Reserve would have a negative impact on costs and effects on the wastewater pipe upgrade project. The walking track could still be constructed in the future by PSR.
26. Declining the easement at Raroa Park & Play Area would have a negative impact on costs and effects on the proposed development at 35 Raroa Terrace.

Next Actions

27. If the proposed resolutions are accepted, officers will prepare and execute the necessary documentation and finalise all other outstanding matters.

Attachments

Attachment 1. Proposed Wastewater Easement at White Pine Avenue

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Attachment 2. Reserve Proposed Wastewater Easement at Raroa Park & Play Area Page 123

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SUPPORTING INFORMATION

Engagement and Consultation

WWL has been involved in both projects, through being a partner on the pipe upgrade project at White Pine Avenue Reserve and through the resource consent process for 35 Raroa Terrace.

Treaty of Waitangi considerations

Iwi will be consulted as appropriate.

Financial implications

There are no financial implications for Council. All legal and LINZ costs to the easement will be met by the respective applicants for each easement.

Policy and legislative implications

The proposal is consistent with the Council's requirements for a robust wastewater network under the Long Term Plan.

Risks / legal

The Council lawyers will prepare the easement documents.

Climate Change impact and considerations

None

Communications Plan

There is no communications plan required.

Health and Safety Impact considered

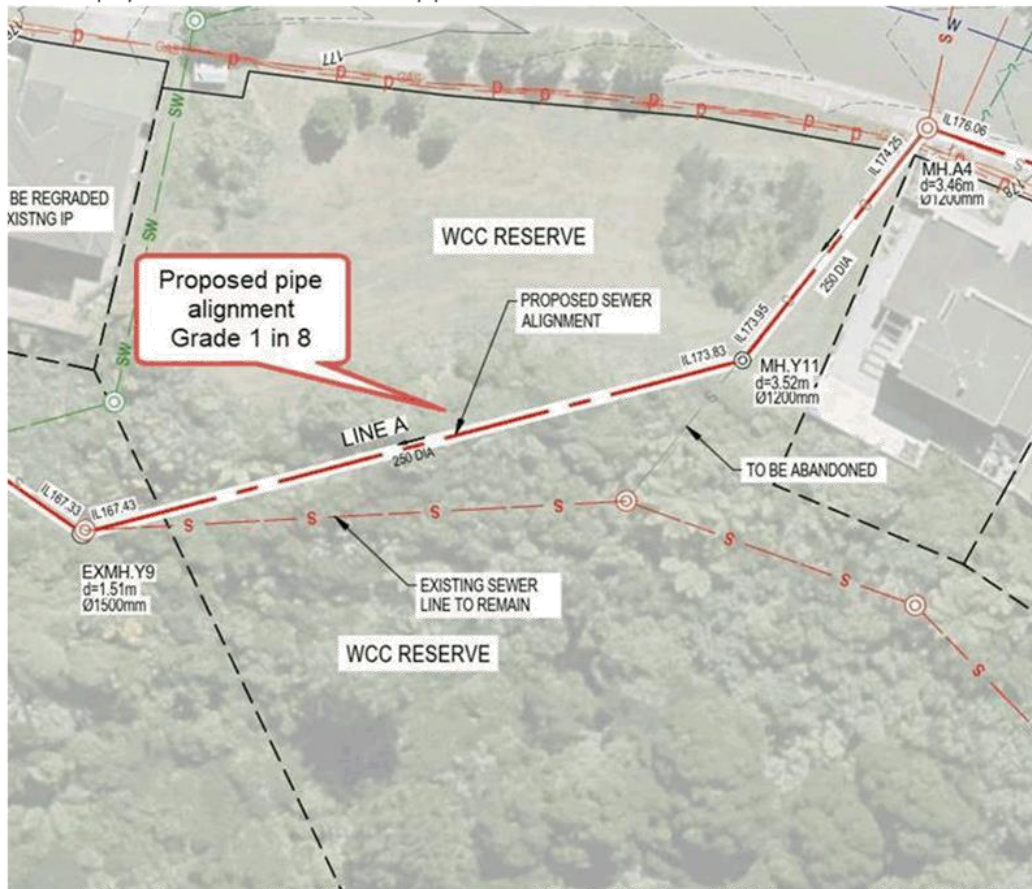
This report is to consider the approval of two easements for the right to permanently have wastewater pipes in the reserve. This includes adherence to suitable health and safety requirements and identification of potential risk to public health and safety both during the installation of the pipes and in ongoing management of the asset.

Location of proposed wastewater easement at White Pine Avenue Reserve

Location of reserve and proposed wastewater easement



Detail of proposed relocated wastewater pipe



Location of proposed wastewater easement at Raroa Park & Play Area

Location of reserve and proposed wastewater easement



Detail of proposed wastewater pipe

