
ORDINARY MEETING

OF

TRANSPORT AND URBAN DEVELOPMENT COMMITTEE

AGENDA

Time: 9.15am
Date: Thursday, 21 August 2014
Venue: Committee Room 1
Ground Floor, Council Offices
101 Wakefield Street
Wellington

MEMBERSHIP

Mayor Wade-Brown

Councillor Coughlan
Councillor Foster (Chair)
Councillor Lee
Councillor Lester
Councillor Pannett
Councillor Woolf
Councillor Young

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 803-8334, emailing public.participation@wcc.govt.nz or writing to Democratic 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 focus of the Committee is to direct growth to where the benefits are greatest and where adverse effects are minimised, and to deliver a quality compact urban environment.

The Committee will also lead and monitor a safe, efficient and sustainable transport system that supports Wellington's economy and adds to residents' quality of life with a strong focus on improving cycling and public transport and enhancing Wellington's walkability.

Quorum: 4 members

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1 Meeting Conduct

1.1 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.

1.2 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.

1.3 Confirmation of Minutes

There will be no confirmation of minutes.

1.4 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.

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 Transport and Urban Development Committee.

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.

Minor Matters relating to the General Business of the Transport and Urban Development Committee

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Transport and Urban Development Committee for further discussion.

2. Petitions

INTRODUCE A 30KM ZONE IN BERHAMPORE

Primary Petitioner: Willemijn Vermaat
Total Signatures: 81 (via e-Petition)

Presented by: Curtis Nixon
Contact Officer: Paul Barker
Director Responsible: Anthony Wilson

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Note the process proposed in the development of cycleways in Berhampore and Newtown will include engagement and consultation on safer speed limits.

Background

1. The ePetition "Introduce a 30km zone in Berhampore" was initiated by Willemijn Vermaat on 22 April 2014 and closed on 17 June 2014.
2. The purpose of the petition is to request that the Council introduce a 30km zone along Adelaide Road through Berhampore to ensure the safety of all its users, as traffic is heavy at peak times and in the weekend. The petitioner notes that neighbouring suburbs have lower speed zones, and that many children and recreational cyclists use this road.
3. The petition was open to all members of the public with internet access to the Council's website. It received 81 signatures.

Officer's response

4. In 2009 the then Strategy and Policy Committee of Council approved a forward programme of safer speed limits of 30km/h in 21 identified suburban centres. To date 11 centres have been through the change process and had a safer speed limit approved and implemented.
5. The Berhampore shopping village was identified as one of the 21 suburban centres and is on the current work programme to completed.
6. The recently received report from the Citizens Advisor Panel that looked at how cycling could be better catered for through Berhampore and Newtown, identified Adelaide Road through the Berhampore Village as its preferred route. Given the road space

considerations through the village it is quite likely that a lower speed limit would have a significant role in making the area safer for cycling.

7. The current proposal for Berhampore and Newtown as outlined in the Cycle Network report presented to the Transport and Urban Development Committee on 21 August 2014 proposes engaging with the Berhampore and Newtown Communities in February 2015. We would expect safer speeds in Berhampore be part of this engagement.

Attachments

Nil

3. General Business

DRAFT WELLINGTON URBAN GROWTH PLAN

Purpose

1. The purpose of the report is to:
 - a. Present the full draft Wellington Urban Growth Plan (the Plan) to Councillors.
 - b. Discuss the integration of the Plan's initiatives with the Long Term Plan 2015 – 2025 (LTP 2015-25).
 - c. Seek the Committee's approval to proceed to public consultation on the draft Plan as part of engagement on the LTP.

Summary

2. The long term strategic directions for the City's land use and transport are currently set by the Council's Urban Development Strategy and Transport Strategy (both 2006). The Plan updates and combines these two documents.
3. The fundamental directions set out in previous strategies remain sound and have been updated with initiatives such as the Petone to Grenada Link and an increased emphasis on resilience to natural hazards. In addition to these updates, the main change is a shift to the implementation phase of the strategy.
4. The draft Plan was presented to the TUD Committee on 26 June. Since then, feedback on the draft Plan has been invited from key stakeholders.
5. The next step towards the adoption of the Plan is to consult residents, businesses, the development community and other stakeholders. This consultation will be included in the first round of engagement on the LTP 2015-25 planned for September.
6. In parallel with the public consultation, work will start on identifying priority projects which need to be funded through the LTP 2015-25.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Approve the draft Plan for public consultation as part of the first round of engagement on the LTP 2015-25.
3. Agree that following completion of consultation on the draft Plan officers will report back to Transport and Urban Development committee on 4 November 2014 with a final draft for their approval.
4. Agree to officers commencing implementation planning in order to prepare for the integration of the Plan with the LTP 2015-25.

Background

7. Wellington city's population is expected to grow by around 50,000 people and 22,000 new homes over the next 30 years. As the city's population increases, new houses, infrastructure and services will need to be developed sustainably and in areas that benefit the city the most. The objective of the Plan is to enable and support growth to take place in a way that enhances Wellington's liveability, compactness, and distinctiveness.
8. Three broad strategic outcomes guide the Plan. They are that Wellington will be more prosperous, liveable and resilient, while reducing the impact of environmental factors.
9. The Plan is action-focused to ensure Wellington maintains a world-class quality of life for residents as the City grows. The Plan combines and updates the Council's previous Urban Development and Transport strategies (2006).
10. The Plan supports *Wellington Towards 2040: Smart Capital* which has a 30 year horizon. The Plan itself has a rolling 10 year focus aimed at ensuring achievable and measurable targets. It will guide the Council's investment in urban development and transport and will also align with infrastructure networks, community facilities and public spaces programmes. The Plan contains actions to support the regeneration of urban areas, the development of new housing and private investment in growth areas. As well as accommodating extra people into the City, the Plan protects natural spaces, preserves places of historical importance and ensures the City's built form and transport networks are increasingly resilient to natural hazards and the impacts of climate change.
11. The Plan identifies five areas of intervention which will be our focus for investment and action. These are:
 - Transformational growth areas
 - Liveable and vibrant centres
 - Real transport choices
 - Housing supply and choice
 - Natural environment and city resilience
12. Under each of these topic areas, specific projects and actions are identified to deliver our long-term vision. These include projects Council can lead through our direct investment, policy work and statutory role; and projects where we play a supporting role in stimulating and guiding private investment.
13. The Plan integrates with the Council's Long Term Plan and strategies covering economic development, the environment, social and recreational functions and governance.

Discussion

14. The Plan is the result of more than a year's work. This has involved research into land use, demographics, residential intensification, city and regional economics as well as transport behaviours and forecasts. Officers have conducted extensive consultation with Council business units, Greater Wellington Regional Council and other Wellington regional territorial authorities, Central Government agencies, the New Zealand Transport Agency, Capacity and other key stakeholders.

15. Since the Transport and Urban Development Committee meeting on 26 June, the Plan has been presented to a number of key stakeholders for comment, including iwi and Council's Advisory Groups. This process will continue into September.
16. Targeted consultation on the draft Plan will be combined with business workshops being held in September in partnership with the Chamber of Commerce, and will include the development sector, the Property Council and the tertiary education sector.
17. The draft Plan will also be made available to the public for comments alongside the initial round of consultation on the LTP 2015-25.

Options

18. As we move from the development of the Plan to its implementation, we will assess the proposed projects and identify early wins which can be implemented in the short term to trigger private investment and development in the areas we have identified. We will also identify priorities for the medium and longer term. We will build a timeline for all projects, estimate costs and benefits, set a logical sequence of implementation and develop a detailed action plan for the next 10 years. The projects identified as needing funding in the next 10 years will feed into the preparation of the LTP 2015-25. Progress on the delivery of these priority projects will be monitored and regularly reported on to the Transport and Urban Development Committee.
19. The recommended priority projects will be presented to the Transport and Urban Development Committee for approval in November.
20. The Governance and Finance Committee will be considering funding bids for the first 10 years of the Plan on 10 December 2014 as part of the LTP 2015-25 planning process.

Next Actions

- The draft Plan will be made available to the public for comments in September alongside the initial round of consultation on the LTP 2015-25.
- Officers will report back to the Committee on the feedback received and any proposed changes on 4 November 2014.
- Officers will start work on the implementation strategy for the Plan, identifying early wins and priority projects for the next 10 years as well as changes to existing work programmes.
- Officers will work with the LTP team and others across the organisation to integrate priority projects into the LTP 2015-25.

Attachments

Attachment 1. Draft Wellington Urban Growth Plan

Author	Warren Ulusele, Manager City Planning and Design
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

We have completed initial targeted engagement which is due to be completed during September. We are proposing to go out for public consultation in September as part of engagement on the LTP.

Treaty of Waitangi considerations

We have met with Port Nicholson Settlement Block Trust and provided information on the Plan to Ngāti Toa Rangatira. As partners with the Council, it is vital that we involve iwi in discussions on the Plan and its implementation.

Financial implications

Financial implications will be determined once priority projects have been decided. Consultation and collaboration with Council infrastructure (and other areas) spending will allow Council to deliver projects in a cost and time efficient manner. Funding priorities and decisions will be approved as part of the LTP 2015-25.

Policy and legislative implications

The plan is consistent with the existing Transport and Urban Development strategies. We will be putting forward a policy and planning programme that will give effect to the priorities identified in the Plan and the LTP 2015-25.

Risks / legal

No specific legal risks have been identified.

Climate Change impact and considerations

The Plan puts in place a number of measures aimed at preserving the compact nature of Wellington city, including the provision of a quality transport network for walking, cycling and public transport. These measures are intended to respond to issues in relation to climate change and reduction in carbon and particulate emissions.

Communications Plan

The communications for this project will be part of the Long Term Plan work. The Urban Growth Plan is part of how we plan to invest to accommodate population and economic growth.

URBAN DESIGN UPDATE

Purpose

1. To update the committee on our project progress.

Summary

2. **Parliamentary Precinct** – Contract negotiations with LT MCGuinness are being concluded with the intention that they will take possession of the site on the 1st of September. The artists for the Wai Piro art work Joe Sheehan has developed a prototype for inspection next week to determine the viability of the sculpture proceeding. We are working with the Wellington Sculpture Trust who are part funding the project. Parliamentary Services (security) are requiring a removable barrier along the bottom of the staircase. Wraight architects are currently looking to incorporate this into the design.
3. **Victoria Street** – We are now collaborating with the Memorial Park Alliance around the design for Victoria Street (extended to Abel Smith Street). Studio Pacific are the urban designers at the alliance and they are assisting with the design. The program is focussed on the upcoming committee meeting 21 August (presentation Concept to councillors).
4. **Greening Taranaki** – ‘Taranaki Street Boulevard’ is being included as an area of opportunity in the Wellington Urban Growth Plan. A preliminary urban design concept for Taranaki St Boulevard has been sent to QS for costing. This will be used to inform an LTP bid. Capacity are presently scoping upgrades to both the stormwater and sewer network on Taranaki St to address flooding and water quality issues. The sewer upgrade is tentatively programmed to commence 2017-18 at Cable/Taranaki Street end and will require substantial excavation at street edges. Taranaki St has also been identified as a high frequency bus route as part of GW proposed public transport upgrade.
5. **Lombard Lane** – Project is currently under review and discussions need to be had with the adjacent developer to maximize opportunities.
6. **Tinakori Road** – Construction is currently underway, due to be completed in October.
7. **Eva / Leeds** – Detailed design and initial costing received, these are being reviewed internally.
8. **Bond Street** – Design and costings currently under review.
9. **Masons lane** – Developing concept design and costing in preparation for capex underspend bid.
10. **North Lambton Quay** – Completing concept designs prior to internal consultation and costing. Designs include improvements to Bowen / The Terrace corner; Aurora / The Terrace junction; Bolton / The Terrace junction; Stout St; Featherston St; Mason’s Lane and Farmers’ Lane.

11. **Newlands Canopy** – Detailed design is complete and being reviewed internally. Building consent documentation currently being developed.
12. **Lower Cuba** – Rectification works have been designed to address accessibility and some drainage issues. We are bidding for capex underspend to complete the works.

Recommendation

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.

Attachments

Nil

Author	Anna Harley, Senior Urban Designer
Authoriser	Anthony Wilson, Chief Asset Officer

BUILT HERITAGE INCENTIVE FUND AUGUST 2014

Purpose

1. This report provides recommendations for the allocation of the Council's Built Heritage Incentive Fund (BHIF). A decision by the Committee on the recommendations will result in applicants being allocated grants.

Summary

2. The Built Heritage Incentive Fund helps conserve, restore and protect Wellington's heritage-listed buildings and objects. During the 2012-22 Long Term Plan deliberations it was agreed that the Fund should focus on "on remedying earthquake prone related features or securing conservation plans / initial reports from engineers."
3. This is the first of three rounds scheduled for the 2014/15 financial year with a total of \$440,000 available to allocate over the year.
4. For this first round of the 2014/15 BHIF, sixteen applications are seeking funding of \$340,428. Eleven applications are for seismic strengthening of heritage buildings; six of which are for physical works to be undertaken with the other five being related to seismic investigation or design. The remaining five applications are for repair, restoration or conservation planning of heritage buildings.
5. Officers recommend that eleven applicants be allocated a total of \$208,675 from the BHIF(excluding GST if applicable).

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Agree to the allocation of Built Heritage Incentive Fund Grants as recommended below and summarised in Attachment Two.

Background

6. The Built Heritage Incentive Fund (BHIF) is a key initiative of the Wellington Heritage Policy 2010. The policy demonstrates Council's "commitment to the city's built heritage to current owners, the community, visitors to the city and to future generations". The BHIF helps meet some of the additional costs associated with owning and caring for a heritage property.
7. Work proposed by applications in each round of the BHIF is to start once a decision on each round has been allocated. Successful applicants have 18 months to undertake the work and provide evidence of completion to Officers before the grant is paid out.
8. It should be noted that there is no Council direction to continue the BHIF scheme beyond 2014/15.

Discussion

Applications received

9. Sixteen applications were received this round seeking funding of \$340,428. The original information provided through the online applications has been made available to Councillors through the Hub dashboard.
10. A total of \$440,000 is available for allocation for the 2014/15 financial year to be allocated over three funding rounds. Typically the total annual amount is shared roughly equally over the three rounds.
11. The recommendation is that a share of \$208,675 is allocated to eleven applications. This leaves \$231,325 to be allocated over the remaining two 2014/15 BHIF rounds. The next round is now open for applications and will close on 5 November 2014. The third and final 2014/15 BHIF round will close for applications in March 2015.
12. A summary of each of the sixteen applications is outlined in Attachment Two. This includes the project description, outcomes for the heritage building and commentary relating to previous grants.
13. Officers are satisfied that there are no conflicts of interest involved in any of the applications.

Funding allocation process

14. Criteria for the fund are included as Attachment One.
15. During the 2012/22 Long Term Plan deliberations it was agreed that the BHIF will focus on "*on remedying earthquake prone related features or securing conservation plans / initial reports from engineers.*" As such, this work has been given a higher priority in this funding round. Other work the BHIF will consider includes the repair or restoration of original heritage fabric (e.g. repairs to joinery or glazing), protective works on archaeological sites, and maintenance reports.
16. The following factors are considered in determining the support of BHIF applications:
 - the risk of the heritage value diminishing if funding is not granted
 - confidence in the proposed quality of the work/professional advice
 - the project is visible and/or accessible to the public
 - the project will provide a benefit to the community.
17. Continuing on from above, consideration is then given to the following when recommending the amount of funding:
 - the value of the funding request
 - the value of the funding request when considered against the total project cost
 - the value of discrete stages of the project relating to immediate risk
 - parity with similar projects in previous rounds
 - equitable distribution in the current round
 - the amount of funding available for allocation.
18. To ensure funds are used appropriately, conditions may be suggested in certain circumstances should funding be approved.

Officers' recommendations

19. It is recommended that:

- Eleven applicants be allocated a total of \$208,675 from the 2014/15 BHIF.
- All eleven applications recommended for funding have provided the necessary information and meet the criteria for the fund.

20. Officers from the Urban Design & Heritage Team, the Building Resilience Team and the Funding Team have assessed the sixteen applications received this round against the current priority and criteria of the BHIF. Particular regard has been given to building's current ability to achieve the National Building Standard (NBS). As agreed by all of the above teams, is recommended that all applications be allocated funding as follows:

	Project	Project Total Cost	Amount Requested	Amount Recommended ex GST if applicable
1	77 Holloway Road – Seismic structural repair work	\$11,612	\$11,612	Decline
2	9-11 Riddiford Street, Newtown, Thorndon – Building Maintenance (repainting)	\$11,000	\$8,250	Decline
3	60 Courtenay Place – Seismic strengthening detailed design	\$122,000	\$70,000	\$25,000
4	St Mary's Church, 170 Karori Rd– Preparation of a conservation plan in advance of seismic strengthening works	\$10,000	\$8,000	\$8,000
5	Katherine Mansfield Birthplace, 25 Tinakori Road – Seismic strengthening detailed design	\$18,830	\$15,000	\$10,000
6	260 Riddiford Street, Newtown, 372 Karori Road – Repair and re-clad of north wall of Heritage Building	\$38,615	\$21,328	Decline
7	22 Ascot Street, Thorndon – To develop a Conservation Plan for the Lilburn House	\$11,000	\$5,000	Decline
8	Former Chinese Masonic Lodge, 23 Frederick St – Seismic strengthening construction works	\$200,500	\$35,000	\$35,000
9	121 The Parade, Island Bay – detailed seismic design and architectural drawings	\$16,000	\$16,000	\$16,000
10	Riddiford Court, 2-14 Riddiford St – Seismic strengthening detailed design	\$28,175	\$28,175	\$28,175

11	216 Cuba Street – Phase 1 seismic strengthening construction works	\$57,933	\$42,933	\$20,000
12	The Ohariu Valley Hall Company Ltd, 550 Ohariu Valley Rd, Ohariu Valley – Seismic strengthening works	\$46,071	\$25,000	\$25,000
13	Star Boating Club, Taranaki St Wharf (joint application with project 14) – Seismic design and works	\$47,450	\$17,500	\$17,500
14	Wellington Rowing Club, Taranaki St Wharf, (joint application with project 13) - Seismic design and works	\$47,450	\$17,500	\$17,500
15	Wellington Rowing Club, Taranaki St Wharf – roof replacement works	\$27,630	\$12,630	Decline
16	Wesley Methodist Church, 75 Taranaki St – Preparation of a conservation plan in advance of seismic strengthening	\$6,500	\$6,500	\$6,500
		\$186,6217	\$340,428.66	\$208,675

Financial considerations

21. The recommended allocations for this round of the BHIF are within the funding levels provided for in the 2014/15 Annual Plan.

Long Term Plan considerations

22. The recommended allocations for this round the BHIF are consistent with the priorities of the 2012/22 Long Term Plan.

Options

23. The Transport and Urban Development Committee can chose to agree to the recommendations as above, or propose an alternative recommendation in accordance with Committee procedures.

Next Actions

24. Successful applicants have 18 months to undertake the work and provide evidence of completion to Officers before the allocated funding is paid out. Meanwhile the remaining two rounds of BHIF 2014/15 will proceed.

Contact Officers: Trevor Keppel, Senior Heritage Advisor, Urban Design and Heritage and Phil Railton-Jacks, Funding Advisor, Funding and and Community Services Team

Attachments

- Attachment 1. Criteria for the BHIF
Attachment 2. Summary of each of the applicants

Author	Trevor Keppel, Senior Heritage Advisor
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

In almost all cases (but for late applicants) officers have engaged extensively with applicants and advised them throughout the preparation of their application. Officers from the Urban Design and Heritage Team, the Funding and Relationships Team have managed the round, and have had advice from the Building Resilience Team on the allocation of funding.

Financial implications

The BHIF is a prescribed fund in the Long Term Plan 2012-22 and the Finance Team have advised on current available amounts for allocation.

Policy and legislative implications

The Smart Capital strategy identifies four goals which link directly to the Built Heritage Incentive Fund:

- People-centred city – resilience comes from confidence in the safety of the building stock. A strong sense of identity and ‘place’ extends to Suburban Centre Heritage Areas with eligibility to this Fund;
- Connected city – protection of access and public transport routes by strengthening adjacent buildings;
- Eco-city – re-use of older building stock (embodied energy) is target through this Fund;
- Dynamic central city – the diversity of cultures and buildings are what forms the history of the city and this Fund allows owners to continue to tell Wellington’s ‘story’.

Climate Change impact and considerations

The funds objective is to assist with the continued use of Wellington’s listed heritage buildings, which makes continued use of the embodied energy that those buildings hold.

GUIDELINES FOR EXOSKELETAL STRUCTURES ON LEGAL ROAD

Purpose

1. There is an expectation that an increased number of earthquake prone building owners will seek consent to employ exoskeletal reinforcing structures, in order to meet earthquake code objectives. Such structures do have an impact on public space. This report recommends guidelines for Committee approval which officers will apply to evaluate such consent applications.

Summary

2. While currently low in numbers, officers anticipate an increase in requests from building owners to allow exoskeletal structures in public space (mainly road corridors). This is to strengthen their earthquake prone buildings.
3. Because such structures can potentially have an adverse impact on limited public, road corridor space, onto aspects of city planning as well as the local economy it is important that each application is carefully considered. This report contains a set of guidelines that staff will follow to properly manage the effect of exoskeletal structures being built on the street.
4. These guidelines also provide Council with a basis to demonstrate that its decision, to grant or not to grant such consents, is defensible and consistent.
5. A summary of the Guidelines is provided in the attachment.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Raise any questions on these guidelines.
3. Agree these guidelines be put on the Council Web-site and used by Council Staff assessing applications for Exoskeletal building structures on road land.

Background

6. Following recent earthquake prone buildings code enforcement action by the Council and increased public awareness/expectations, many building owners are faced with the expensive prospect of either: strengthening, or demolishing, their earthquake prone building/s.
7. Some building owners suggest that the most economical way to strengthen their building is to construct an earthquake resistant frame around the outside of the building. These are commonly known as exoskeletal structures.

8. A number of identified earthquake prone buildings are built hard up against the street boundary. Therefore such proposals, to encroach on the pavement areas, could potentially have an adverse impact on the pedestrian and/or traffic use of the legal road. The Wellington Consolidated Bylaw 2008, Part 5 – Public Places, Section 17 “Encroachments” clause 17.2 requires Council to consider whether the encroachments will compromise the primary use of the legal road corridor.
9. To date only a few exoskeletal structures have been approved. One request has been turned down in Featherston St due to the high pedestrian volumes on this corridor and relative to available footpath widths.
10. As there is potential for Council to be seen inconsistent by allowing exoskeletal structures in some situations and not in others, a set of guidelines has been produced to assist Council officers on taking an open and evidenced based approach to these requests.

Discussion

11. Many property owners suggest that they are under pressure from tenants to ensure earthquake safe premises. It has been stated by many that they have suffered financial loss when their building are listed as Earthquake Prone. Many see the exoskeletal structures as the most economical way for them to strengthen their buildings.
 12. In broad terms there are apparent advantages and disadvantages in this approach.
 13. Advantages:
 - Economy for property owners in some cases
 - Reduced impact on available building internal space
 - Reduced disruption to occupants during construction/strengthening
 14. Disadvantages and effects on public space:
 - Reduced footpath space
 - Reduced lifeline and utility space
 - Potential reduction of on-street short term parking space
 - Potential negative CPTED effects ⁽¹⁾
 - Potential pavement cleaning difficulties because of the creation of irregular façade
 - Adverse visible effect on any heritage building façade and streetscapes
 - Relatively permanent nature of the encroachment.
- (1) Crime Prevention through Environmental Design – Straight lines of visibility along the street, e.g. to avoid lurking behind objects, make the streets safer.
15. We are not certain at this stage on the potential numbers for such requests over the next five to ten years. A too liberal response by Council could potentially have a serious impact on limited road corridor space which would have a flow-on effect on footpath amenity, erosion on kerbside car parks if space is taken to widen the footpath around the exoskeletal structures and on lifeline utility space (horizontal infrastructure).
 16. In Wellington we have a very high pedestrian mode share and limited road corridor space. Footpath widths are critical for the city to achieve the objectives of the WCC Walking Policy November 2008, and for the objectives of the Accessible Wellington

Action Plan 2012-2015. Minimum required footpath widths for different situations are provided in the WCC Code of Practice for Land Development.

17. Existing footpaths are often too narrow and struggle to safely facilitate everyday activities such as: sandwich boards, street-front vending machines/shops, pavement use licences, increased street seating, increased size of litter bins, beggars, buskers, pedestrian volumes etc.
18. To be as helpful as possible to building owners it is suggested Council always allow property owners with the ability to encroach up to 100mm into street land. This will allow property owners to use shallow high strength methods to sufficiently strengthen existing building components.
19. Where footpaths are almost wide enough by WCC Code requirements it is suggested Council allow property owners with the ability to encroach up to 200mm into street land. This will allow property owners to use more conventional strengthening methods.
20. Where footpath widths exceed WCC Code requirements then it is suggested a more liberal/wider encroachment may be allowed.
21. Where such structures are agreed, the Council encroachment licence annual fees would apply. These are calculated on a basis of the annual commercial rental value of an equivalent piece of land in the same locality. However any income generated by exoskeletal structures through the encroachment licence fees is likely to be miniscule compared to the true value of any lost footpath and or parking space to the City.
22. It is proposed that Council adopts, as a first hurdle, and in considering such applications evidence that the owner has explored other options on their own land and within the structure. The owner will need to demonstrate that no other option considered has been found viable and the reasons for that conclusion.
23. Once this first hurdle has been passed, the aspects to be considered and relevant guidelines are listed as follows:

Aspect	Consideration	Guidelines
Effect on pedestrians (Footpath)	<p>Is the current footpath width adequate for pedestrian needs ?</p> <p>Can the situation be mitigated, such as a pedestrian Right Of Way colonnade within the front of the property ?</p> <p>Is the safety of pedestrians having to walk on the carriageway an issue ?</p> <p>The WCC Code of Practice for Land Development requires minimum footpath widths:</p>	<p>Where existing footpaths are wide – Generous encroachments may be allowed where remaining footpath width meets WCC Code requirements. Where existing footpaths are narrow – 200mm encroachments may be allowed where the existing footpath widths are within 1.0m of the WCC Code requirement.</p>

	<p>5.0m Golden Mile 4.0m Central City Shopping 3.0m Central Business district 4.0m Suburban Shopping 2.5m Other Arterial/Principal Roads 2.0m Other Collector/SubCollector Roads 1.5m All other Roads</p>	<p>Where the existing footpaths are very narrow – 100mm encroachment may be allowed as long as the remaining footpath width is not less than 1.2m wide.</p>
Effect on kerbside parking(Carriageway) e.g. if footpath needs to be widened	Council is under pressure to maintain existing kerbside parking capacity for the wider commercial interests of the city	Any loss of roadside parking will require elected Council approval.
Effect on cycles and vehicles(Carriageway) e.g. if footpath needs to be widened	Vehicular traffic needs, including cyclists, needs to be met as set out in respective plans	Any loss of carriageway space will require elected Council approval.
Effect on streetscape, street furniture and planting needs	Appearance and conflict with street furniture	Any street furniture and planting is to be relocated as necessary to reasonably maintain the facility/streetscape without adverse affect on pedestrians and traffic
Effect on present and future utility service needs	Current Encroachment licence process requires liaison with the Utility Companies to address immediate utility needs	Underground structures deeper than 250mm may encroach up to 0.5m from the boundary. Underground structures deeper than 3.0m may may encroach to the street kerb.
Building heritage needs	Consider impact and options to accommodate any building heritage needs Internal strengthening is a preferred method and it is a permitted activity in terms of the District Plan. External strengthening should only be considered once internal options have been exhausted.	These will be assessed on a case by case basis, using Heritage principles, in the Resource Consent Process.
CPTED ⁽¹⁾	Avoid excessive recesses where people could hide.	These will be assessed on a case by case basis, using CPTED principles, in the Resource Consent Process.
Compliance when approval given	Encroachment process allows for a bond or deposit	Appropriate bond/deposit to assure compliance during construction

24. The above guidelines are summarised in a more diagramatic form in the attachment.
25. The above considerations and guidelines will be used by staff when considering applications to permit exoskeletal structures on legal road. Applications are received through the Encroachment Licence process and will also be reflected in the Resource Consent process. Both of which are necessary for an exoskeletal structure.

Consultation and Engagement

26. Council teams consulted on this report are:
 - Encroachments (Raeywn Picken)
 - Urban Design and Heritage (Trudy Whitlow, Trevor Keppel, Vanessa Tanner)
 - Resource Consents (Karen Williams)
 - Building Resilience (Neville Brown)
 - Transport Planning, City Networks (Steve Spence)
 - Roading Operations, City Networks (Neil Johnstone)

Financial considerations

27. This is a regulator function so the only long term financial impact will be a small increase in Encroachment Licence revenue.
28. Approval of exoskeletal structures will lessen the financial cost to property owners to strengthen their buildings.

Climate change impacts and considerations

29. There are not expected to be any climate change impacts

Long-term plan considerations

30. There are not expected to be any Long-term plan considerations

Background

31. Council staff will consider such applications for exoskeletal structures on legal road upon receiving evidence that the owner has explored other options on their own land and within the structure.
32. Staff will follow these guidelines and when approving exoskeletal structures on legal road

Attachments

Attachment 1. Exoskeletal Encroachments on Streets

Author	Neil Johnstone, Team Leader, Planning
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

All affected Council Sections have been consulted. The effects of this work are confined to the street. Neighbours will be consulted and their interests considered through the normal Encroachment Licence process. Council is not required under legislation to consult on this matter.

Treaty of Waitangi considerations

There are not expected to be any Treaty of Waitangi issues since Council is to remain as owner of the road land.

Financial implications

This is a regulator function so the only long term financial impact will be a small increase in Encroachment Licence revenue.

Risks / legal

Legal implications will be considered on a case by case basis in line with the normal Encroachment licence process.

UPDATE ON DEVELOPING THE NORTH KUMUTOTO PRECINCT SITES 8, 9 AND 10

Purpose

1. This report is to update the Committee on the following:
 - The updated Willis Bond & Co (Willis Bond) design for a building on Site 10.
 - The progress of a development proposal to accommodate the Shipwreck Heritage Institute of New Zealand (SHINZ) on Site 9.
 - The design proposal for public space including Site 8.

Summary

2. After a competitive selection process in early 2013, Willis Bond was selected as the preferred developer with a proposal for a commercial office building on Site 10 and a building on Site 9 that would, in part, comprise a proposed SHINZ visitor attraction with commercial offices above.
3. On 8 April 2014, the Transport and Urban Development Committee (TUDC) agreed to recommend to the Council that it approve the preliminary design proposal for a building on Site 10 and the associated development of north Kumutoto public space (including Site 8) subject to further consideration of a number of design matters raised by the TUDC.
4. Officers have advanced the Committee's recommendations on Site 10 design issues and have worked with the developer to achieve an updated building design. The fundamental change relative to the previous proposal is a reduction from 6 to 5 storeys, with other consequential facade and internal planning changes. The height of the building will now be 22.4m at mean sea level (AMSL) which brings it almost in line with the recommendation in the Environment Court decision.
5. The updated design has been considered by the Council's Technical Advisory Group (TAG) which has found the amended proposal to be positive.
6. Garth McIntyre, a successful Wellington-based businessman and entrepreneur who has a keen interest in marine archaeology, has presented an independent business case for SHINZ to be located on Site 9.
7. The then board of Wellington Waterfront Limited (WWL) reviewed the SHINZ business case and concluded that the offer does not meet the board's commercial value expectations for the site. Furthermore, after receiving feedback from local and international experts in visitor attractions, the board has raised concerns, based on the business case, that the proposal is unlikely to meet the anticipated visitor and revenue expectations.
8. The matter has been discussed with Mr McIntyre who has informed officers that following further discussions with Willis Bond, he is not going to take the SHINZ concept on Site 9 any further at this time. While he remains committed to providing and funding a SHINZ project with high public amenity value, Mr McIntyre acknowledges that

the project in its current form will need Council assistance to find and provide a suitable site. Officers will continue to work with Mr McIntyre to explore other potential sites in Wellington for establishing SHINZ.

9. Working with Isthmus, Wellington-based landscape architects, officers have developed a concept plan for Site 8 as public space that reflects feedback from the public consultation process undertaken in January 2014.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Note that officers have completed negotiating the commercial terms for Site 10 with Willis Bond which includes a two year option for site 9, and these will be presented in a report to Council on 27 August 2014.
3. Note that at its meeting of 8 April 2014 the Transport and Urban Development Committee agreed to recommend to the Council that it approves the preliminary design proposal for a building on Site 10 and the associated development of north Kumutoto public space including Site 8, subject to a number of design matters being addressed.
4. Note that the recommendation was not considered by Council as in the intervening period an updated design was received.
5. Note that officers have advanced the design issues raised by the Transport and Urban Development Committee from its meeting of 8 April 2014 which has resulted in design changes to the proposal.
6. Note that it is appropriate for the Transport and Urban Development Committee to consider the changes so that the proposal to the Council reflects the updated building design.
7. Note that officers have developed a concept plan for Site 8 as public space that reflects feedback from the public consultation process undertaken in January 2014.
8. Agree to recommend to the Council that it approves the updated design for a building on Site 10 and the associated development of public in the North Kumutoto precinct.
9. Note that officers have assessed the business case prepared by Garth McIntyre for developing Site 9 as the Shipwreck Heritage Institute of New Zealand and after discussions with Mr McIntyre have agreed that while there is general support for his concept the development proposal as it stands will not be taken forward at this time.
10. Note that officers will continue to work with Mr McIntyre to explore other potential sites in Wellington for establishing the Shipwreck Heritage Institute of New Zealand.

Background

10. The Wellington Waterfront Framework 2001 (the Framework) identified the North Kumutoto precinct (formerly North Queens Wharf) as a site for future development, noting the area's strong connection to the CBD, its maritime character, and the need to provide a sheltered route from the Railway station along Customhouse Quay.
11. The Waterfront Framework anticipated that commercial proceeds from the proposed development of Sites 9 & 10 will fund the development of the public open space at north Kumutoto. If the commercial proceeds from the site do not match the cost of developing the associated public space, then the balance of the cost of completing public space development will have to be met by the Council through borrowings.

12. On 22 November 2012 the Council's Strategy and Policy Committee adopted the revised North Kumutoto Design Brief to guide remaining development of the area.
13. After a competitive selection process in early 2013, Willis Bond was selected as the preferred developer with a proposal for a commercial building on Site 10 and a building on Site 9 to incorporate the Shipwreck Heritage Institute of New Zealand on the ground and first floors. The SHINZ proposal was to be undertaken in conjunction with Garth McIntyre, a successful Wellington-based businessman and entrepreneur who has a keen interest in marine archaeology.
14. In January 2014, a preliminary concept design for Site 10 and north Kumutoto public space (including Site 8) went out for public consultation.
15. Feedback on the consultation process was presented to the TUDC on 8 April 2014. As a result, the Committee agreed to recommend to the Council that it approve the preliminary design proposal for a building on Site 10 and north Kumutoto public space, subject to a number of design matters being advanced.
16. Officers and Willis Bond have concluded commercial negotiations and legal documentation for a building on Site 10, with a conditional two-year option for Site 9. This will be presented in a report to Council on 27 August 2014.

Discussion

Design update for Site 10, including specific issues identified by the TUDC

17. On 8 April 2014, TUDC agreed to recommend to the Council that it approves the preliminary design proposal for a building on Site 10 and the associated development of public space around Site 10 and the Whitmore plaza area in the North Kumutoto precinct, subject to the design issues noted above being taken forward.
18. Officers have advanced the Committee's recommendations on Site 10 design issues and have worked with the developer to achieve an updated building design. The updated design has been considered by the Council's Technical Advisory Group (TAG) which considers the amended proposal to be positive.
19. The fundamental change relative to the previous Willis Bond proposal is a reduction from 6 to 5 storeys, with other consequential facade and internal planning changes. The removal of the top storey brings the roof to a height of 22.4m AMSL, with centralised plant comprising a small portion of the roof area centrally located. As such, the proposal aligns very closely with the expectations of the Environment Court decision.
20. At its meeting of 8 April 2014, TUDC identified a number of design issues to be considered in the development of building and public space design for Site 10. Officers have advanced these ideas which are summarised in the table below. The full TAG summary outlining the progress made on furthering these issues is provided in Attachment 1.

Wind effect investigation	To be undertaken as a requirement of the resource consent application
Shade diagrams	To be undertaken as a requirement of the resource consent application
Creative Business Hub	This feature has been retained in the current design and is now a requirement of the development agreement
Vehicle movement and pedestrian safety	Has been assessed in detail. Two-way vehicle movement has been retained on traffic engineer advice with incorporation of a number of features (similar to Kumutoto Lane) for the safety of pedestrians and cyclists.
Lighting	Lighting will be dealt with through design development and in accordance with the framework and strategies of the Waterfront's Lighting Master Plan.

21. Officers note that a publicly accessible 'green roof' was included as part of the proposed six-level development. However, the publicly accessible green roof is no longer proceeding due to the lower building height. After investigating ideas for public access to the roof top, it was found that using roof space as public space and the supportive custodial use of a sixth floor was no practical.

Site 9 and SHINZ

22. Willis Bond's initial proposal for Site 9 was a three and a half level building including a shipwreck heritage visitor attraction in two levels being promoted by Garth McIntyre. The attraction was to be owned and operated by the SHINZ, with Willis Bond undertaking the development of the building at its cost. Willis Bond, however, has recently indicated that it no longer wishes to pursue its involvement with the SHINZ proposal and is seeking a suitable alternative use for the future development of Site 9.
23. Officers have agreed (subject to Council approval) to Willis Bond having a conditional two year development option, with the Council having the right to withdraw the option should it reach agreement with another entity for the provision of a suitable and viable public amenity on the site.

The SHINZ Proposal

24. Garth McIntyre indicated an interest in acquiring Site 9 for a mixed use development incorporating the SHINZ on lower floors and commercial offices above. In June 2013, Mr McIntyre engaged tourist and leisure market research and business planning consultants Angus & Associates to prepare a business case for SHINZ, comprising both market modelling (anticipated market demand) and financial modelling.
25. In order to evaluate both the SHINZ outline proposal and the Angus & Associates report, officers sought the feedback of both local museum operators and an international museum and visitor attraction expert. While the feedback was positive around the concept, questions were raised about the narrow theme and extent of the offering, the financial assumptions based on admission charges, and the forecasted growth in visitor numbers.
26. Officers assessed the business case prepared by Garth McIntyre for developing Site 9 as a Shipwreck Heritage visitor attraction and have concluded that while there is general agreement that the SHINZ concept would be a positive addition to the City's

visitor attractions on the Waterfront, there are several aspects in the current business case around which there remains some uncertainty. In particular:

- Determining a fair price for the site that takes into account the public good of the proposal and wider economic growth considerations
- The anticipated visitor numbers and commercial viability of the museum as outlined in the business case
- Understanding and mitigating the risk to Council should the museum not meet visitor and revenue expectations

27. The matter has been discussed with Mr McIntyre who has informed officers that following further discussions with Willis Bond, he is not going to take the SHINZ concept on Site 9 any further at this time. While he remains committed to providing and funding a SHINZ project with high public amenity value, Mr McIntyre acknowledges that the project will need Council assistance to find and provide a suitable site.

28. Officers will work with Mr McIntyre to explore other potential sites in Wellington for establishing the Shipwreck Heritage Institute of New Zealand, and continue to assess development interest in Site 9.

Update on the Design Proposal for Site 8 as Public Space

29. The North Kumutoto Design Brief (2012) states that Site 8 will be developed as public open space. It notes that “the space needs to be a recognised destination with a positive relationship to the Kumutoto Plaza open space. Like the spaces created by extruding Whitmore, Waring Taylor and Johnston streets on to the waterfront, the space needs careful consideration in order to support diversity, richness and activity.”

30. Working with Isthmus, a Wellington-based landscape architect company, officers have developed a concept plan for Site 8 as public space that reflects feedback from the public consultation process undertaken in January 2014. The full concept plan is included in Attachment 2.

Update on the Motorhome Park

31. Officers have negotiated with CentrePort to relocate the Motorhome Park from its current location on Site 10 to a new site on CentrePort land immediately to the east of the current Motorhome Park on Site 10. The new location will provide space for up to 34 motorhome vehicles. The land will be leased from CentrePort with revenue from guest nights off-setting operational costs.

32. Officers consider this to be a positive outcome for retaining the Motorhome Park in the central city.

Attachments

Attachment 1. Technical Advisory Group Advice on Updated Site 10 Proposal

Attachment 2. Site 8 Design Brief July 2014

Author	Richard Hardie, Portfolio Manager
Authoriser	Derek Fry, Director City Growth & Partnerships

SUPPORTING INFORMATION

Consultation and Engagement

The Wellington Waterfront Framework (2001) requires all development on the Waterfront to undergo a process of public consultation to get feedback from key stakeholders and the general public on design and implementation matters in order to inform the Council's decision-making process. From 21 January to 28 February 2014, the Council undertook public consultation on a preliminary concept design for Site 10 and associated public space, the results of which were reported to the Transport and Urban Development Committee on 8 April 2014.

Treaty of Waitangi considerations

Maori have a strong connection with the harbour and waterfront that continues today, and there are several sites of significance for mana whenua around the waterfront. Officers will continue to liaise with the Council's mana whenua partners on the development of the North Kumutoto precinct.

Financial implications

The development of the North Kumutoto precinct on Wellington's Waterfront is accounted for in the Long Term Plan through the Waterfront Development Plan.

Policy and legislative implications

The development of the North Kumutoto precinct on Wellington's Waterfront adheres to the principles and intentions of the Waterfront Framework (2001) and the subsequent North Kumutoto Design Brief (2012).

Risks / legal

Officers have sought legal opinions on all legal documents during the negotiation of the Development Agreement for Site 10.

Climate Change impact and considerations

All development proposals for the Wellington's waterfront are required to demonstrate environmentally sustainable building design including mitigating measures against climate change.

Communications Plan

Not required

CYCLEWAY NETWORK

Purpose

1. There are three objectives of this report:
 - i. Committee endorse the proposed engagement/consultation plan for sections one and two of the Island Bay to Central Area Cycle Route
 - ii. Seek Committee agreement to prioritise future planning/investment in areas that integrate with other transport projects or other opportunities
 - iii. Confirm that Committee would prefer high quality facilities be provided for cycling to attract the greatest potential of new users to take up cycling.

Summary

2. The Island Bay to Central Area cycleway planning is at various stages. Section one is about to commence the final stages of consultation, while section two is about to begin the early stages of consultation. A process for how this consultation/engagement is proposed to be delivered, is outlined in this report.
3. Officers propose future planning and investment of Key Cycle Routes be integrated with other transport projects.
4. It has been suggested that the Council should endeavour to provide a basic level of service on all identified Key Cycle Routes and then follow this with a programme of retrofitting higher quality facilities. Research indicates that there is considerable interest in cycling if good quality infrastructure were to be provided, for this reason officers recommend that the investment on our key cycle routes provides for the greatest potential for new users.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information
2. Agree to the recommended change to the forward programme by integrating complementary programmes of cycle improvements and bus reviews
3. Adopt the proposed process and timeframe for consultation, design and development of phase one and two of the Island Bay to Central Area cycle way.

Background

5. In recent years Wellington City Council has committed a significant amount of capital funding to the development of cycling improvements through its Long Term Plan and Annual Plan processes. This investment contributes towards the aim of cycling becoming “safer and more convenient” (Cycling Policy November 2008) by increasing the level of service for cycling throughout the city.

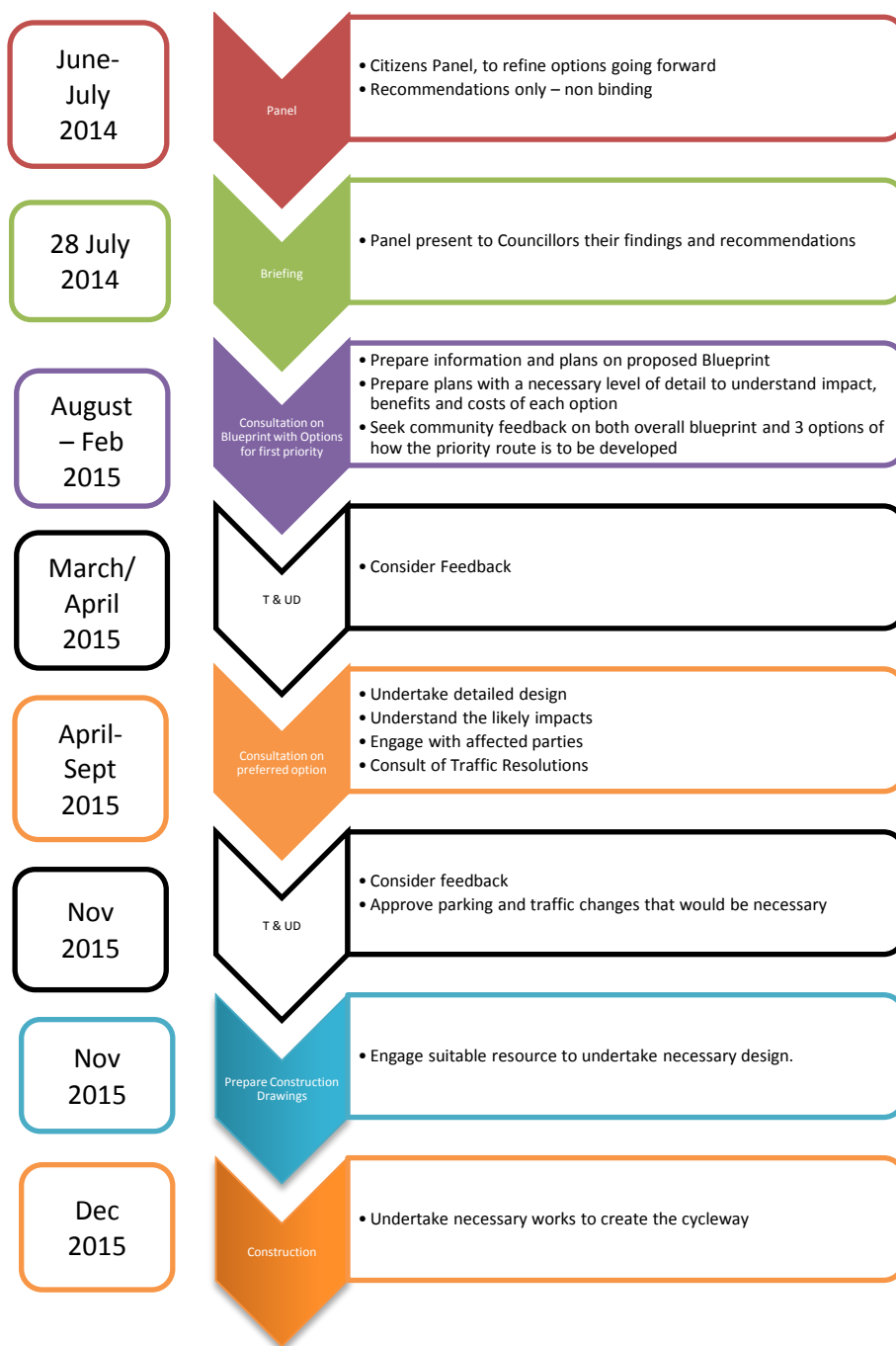
6. Over the past two to three years, Council has undertaken a number of investigations to determine the feasibility of improving cycle routes primarily along commuter routes to the central area (our key cycling routes).
7. Current development has focused on the Island Bay to Central Area route. Following initial engagement the Transport & Urban Development Committee, at its meeting of 20 May 2014 directed officers to proceed with development of a kerbside protected cycleway and to undertake necessary consultation for a traffic resolution for section one of the route.
8. For section two of the Island Bay route, officers have run a Citizens Advisory Panel to refine the options for where routes might go and how they might be developed.
9. In addition to this strategic network planning we are undertaking a large number of smaller interventions to address cycle related issues on the network. This has or is proposed to include:
 - i. Installing green advanced cycle stop boxes on all CBD routes.
 - ii. Providing green feeder lanes to all existing and new stop boxes.
 - iii. Undertaking local engineering improvements at cycling safety black spots.
 - iv. Installing cycle friendly sump grates.
 - v. Providing green surfacing on sections of the Evans Bay cycle lane.
 - vi. Trialling the use of sharrow markings (shared cycle/vehicle lanes).
 - vii. Securing additional space for safe cycling along Karori Road as part of the design of a new retaining wall.
 - viii. Delivering three pilot projects “Bikes in Schools” in Wellington in conjunction with the “Bike on New Zealand Charitable Trust”
 - ix. Undertaking community engagement on the proposed CBD safer speed limit.
10. An indicative program of how the strategic network would be rolled out was tabled as part of this year’s annual plan considerations. That program had been predicated on getting projects on the ground in areas that are less complex before moving to the more complex and potentially more polarising projects closer to the CBD. More recent experience with the Island Bay project suggests this was an optimistic assumption as many in the community have expectations for significant involvement in the design and decision making process.

Discussion

Island Bay to Central Area

11. The first section of the Island Bay to central area route between Shorland Park and Wakefield Park is well advanced, with the final round of consultation commencing on 2 September, closing 6 October 2014. Feedback received will be presented to Committee in December to inform decisions on the traffic resolutions needed for the creation of the cycle lanes.
12. We will ensure that every household in Island Bay receives a flyer advising them of the process for feedback and that every household and property owner along The Parade receives a copy of the full consultation brochure. Copies of the full brochure will also be available at key community locations in Island Bay as well as being sent out to anyone who requests one.

13. We will hold an evening drop-in session where questions can be asked about the proposal. Large scale plans will be available to view in Island Bay during the four week feedback period.
14. For the second section of the route between Wakefield Park and John Street it is recommended that the Committee accept in principle the routes suggested by the Citizens Advisory Panel.
15. It is proposed to inform all residents of Berhampore and Newtown that Council is considering cycle improvements in the area via a flyer sent to every household in the area. This flyer will inform them of Council's desire to provide a high quality cycle route to, from and through the area. It will also outline the process the panel undertook, the recommendations suggested and the process going forward.
16. Over the next five months officers will undertake a detailed investigation of the routes indicated by the panel as likely candidates for inclusion of our key cycling routes. We expect that this investigation will be able to demonstrate a range of possible options on each of the routes for providing cycling improvements, as well as the cost of each option, the likely benefits and any loss of amenity to existing users along each route (including any changes to car parking).
17. It is anticipated that in February 2015 a comprehensive consultation with the wider Berhampore and Newtown communities be undertaken to confirm the routes and determine the most viable option for how they be developed.
18. From this consultation we will seek a recommendation from Committee in April/May 2015 on how to proceed. Once a recommendation has been received, we would develop suitable plans to present to the community for a traffic resolution of the preferred option/s by September 2015 and follow this with Committee approval in November 2015.
19. The above timeline will enable construction on section one to commence in February 2015 and section two in December 2015.



20. Officers believe that this reflects Committee’s desire to undertake full and robust community engagement, providing plenty of opportunity to provide meaningful input on how development may occur, but still meeting Council’s desire to provide safer and more convenient facilities for people on bikes.

Forward Programme – Other Routes

21. The cycleway development programme that officers are currently working to is based on a range of criteria, however projects like Broadway and Onepu Road were advanced due to their apparent ease of implementation or ‘quick wins’ before tackling the potentially more difficult and complex routes closer in and around the central area.

22. In light of the reaction to the initial Island Bay process, we have reviewed the assumptions of investing in the 'quick wins'. Given the emerging community expectations for full engagement in the project design and decision making process it is now expected that all large projects will be subject to 18-24 month development process. It is now proposed to adopt a programme that is integrated with other transport projects to leverage investment, and make best use of both officer and community time.
23. It is evident that over the next two to three years considerable effort will be needed to better understand how bus priority could be developed to enable the Bus Rapid Transit (BRT) vehicles to travel with some reliability between Karori and Seatoun and between Johnsonville and Island Bay. These high priority bus routes are also high priority routes for providing high quality cycle provision. Space through much of the corridor is limited and decisions will need to consider both the needs of buses and cyclists.
24. If planning for cycleways were to be integrated with planning for bus priority it would mean that the community would only need to engage with Council on one occasion.
25. Areas that have been identified as high priority for both bus priority and cycling include:
 - i. Thorndon Quay and Hutt Road
 - ii. Karori Road, Chaytor Street, Glenmore Street and Bowen Street
 - iii. Kilbirnie Crescent and Rongotai Road
 - iv. Kent and Cambridge Terraces, Adelaide Road, Riddiford Street, Rintoul Street and Luxford Street
 - v. Brooklyn Hill Road, Willis Street, Victoria Street
26. As well as the bus priority related to the BRT programme we have also identified the following programmes where integration would be beneficial:
 - i. Johnsonville Town Centre
 - ii. Victoria Street upgrade
 - iii. Taranaki Street boulevard project
 - iv. Basin Reserve traffic improvements
 - v. Ruahine Street/Wellington Road improvements.
 - vi. Suburban centre safer speed programme
27. Through this paper we seek support from Committee to develop a forward works programme that better aligns with other high priority transport projects.
28. Through the development of the Island Bay cycleway we have undertaken research on the likely uptake of cycling for various levels of intervention. This research is very specific to the Wellington context and will be very useful going forward. It clearly shows that there is significant latent demand for cycling and that safe separated cycle lanes will attract a significant number of new users.
29. The research supports the officer's view that in order to attract new users to take up cycling there needs to be high quality facilities in place. This supports the notion of "quality over quantity"
30. An alternative view held by some members of the cycling community is that Council should focus on installing lesser quality facilities at a lower cost to first establish a network and provide a level of improvement for those that currently use these routes

before systematically upgrading these facilities to a higher quality that would then attract many more new users.

31. This paper seeks committee's agreement that all route development undertaken by Council will seek to provide the highest standard achievable at that time for that route, while also continuing with a programme of minor work to improve existing routes for existing users.

Options

32. This paper seeks the Committee's endorsement for three broad aspects of the current cycleway development programme. These relate to:
- i. The process for community engagement for sections one and two of the Island Bay to Central Area route
 - ii. The investment logic of future strategic route development
 - iii. Focus development on high quality routes, rather than quantity as far as this can be achieved.
33. There are a number of options that could be considered, however for section one in Island Bay. Officers believe that the process proposed to seek feedback on the proposed traffic resolution is robust and will engage all interested parties and provide opportunities for individuals and groups to have a say.
34. The engagement for section two is just beginning. It is proposed to work with the community to develop solutions for routes identified by the citizens advisory panel, with the earliest commencement of cycleway construction likely to be in December 2015.
35. There is an option to work with a smaller group of residents from this community to agree on one preferred option, then consult on the agreed route. This option would eliminate the need for one round of formal engagement and could allow the cycleway construction to begin in September 2015. However, this option is not recommended as it is contrary to advice given by Committee at a briefing of 26 June 2014.
36. There are a number of options on where to invest next. Our experience in Island Bay (and in line with general experience for these types of projects) indicates that there is likely to be a weight of opposition to any proposed change in any area. For this reason we are proposing to prioritise the areas that integrate with other transport projects and have the greatest benefits.
37. Council has indicated that it wishes to provide greater transport choice to its citizens and would like to provide cycling infrastructure that increases the number of Wellingtonians who chose to travel by bike. Evidence suggests that the greater the quality of cycleway provision the greater the uptake of new users. An option that this Council could take is to provide a lower standard facility on each of the key routes initially to create a network and then systematically upgrade this over time to target new users.

Next Actions

38. Residents of Island Bay, Berhampore and Newtown will receive information in early September on how Council proposes to develop good quality cycleways in their area.
39. Officers will develop a forward works programme in line with Committee's decision on how cycling development should be prioritised and decisions relating to quality over quantity. This will assist in the development of the Long Term Plan.

Attachments

Nil

Author	Paul Barker, Safe and Sustainable Transport Manager
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

There have been considerable discussions with both the Councils Engagement team and the Marketing/Communications Team on the appropriate process to be used when engaging with the community for sections one and two of the Island Bay to Central Area route. The briefing with the committee on 26 June 2014 provided officers with a clear understanding of what was expected.

Treaty of Waitangi considerations

There are no specific treaty of Waitangi considerations as part of this report.

Financial implications

There are no significant financial considerations raised as part of this report, the projects in Island Bay and Berhampore are budgeted for this year, and future planning will inform LTP discussions.

Policy and legislative implications

This report is consistent with the 2008 Cycling Policy that aims for cycling to be safer and more convenient. The proposed consultation on section one of the Island Bay to Central Area route is proposed to be in open for feedback for 4 weeks, legally we are only obliged to advertise for two weeks. There are no legal requirements for the initial engagement on section two of the route.

Risks / legal

The feedback received on Section One of the Island Bay to Central Area route will help inform the decision on the Traffic Resolutions required. If this process is incorrect any subsequent parking or traffic restrictions may be challenged.

Climate Change impact and considerations

Provision of good cycling infrastructure and encouraging new users to take up cycling is consistent with our mode change/travel behaviour change objectives.

Communications Plan

There is no specific communication plan with this report.

PROPOSED SAFER SPEED LIMIT: WELLINGTON CENTRAL AREA

Purpose

1. To seek the Committee's agreement to request Council to approve the introduction of a safer speed limit of 30km/h on a number of inner city streets within the Wellington central area, as recommended by the Central City Safer Speed Limit Hearings Sub Committee at its meeting on 5 August 2014.

Summary

2. In 2012 the Strategy and Policy Committee asked that officers first secure funding and then undertake the necessary consultation to introduce a safer speed limit in the wider central area. In adopting the 2013/14 Annual Plan the Council made provision of \$40,000 for consultation following strong support for its inclusion from submitters to the draft Annual Plan.
3. Public consultation was undertaken earlier this year as required by both the speed setting rule and our Bylaw. A subcommittee of the Transport and Urban Development Committee was set up to hear oral submissions to the proposal and to make a recommendation back to the Committee.
4. Key stakeholders including the New Zealand Police, the New Zealand Transport Agency, Greater Wellington Regional Council, Regional Public Health and cycling and walking advocate groups are supportive of lowering the speed limit to 30km/h.
5. General public submissions are divided, however a separate independent research survey undertaken shows that good support from Wellingtonians for the proposal. This latter survey is a more accurate representation of the views of the wider public.
6. The proposed speed limit reduction complies with the criteria specified in the Land Transport Rule: Setting of Speed Limits (2003) and is consistent with the safe system approach to managing our responsibilities on our network as envisaged in the Government's Safer Journeys Road Safety Strategy.
7. At its meeting on 5 August 2014 the Sub Committee considered a report on the proposed speed limit and agreed to recommend to the Committee that it requests Council to approve the proposed speed limit.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Note the results of the public consultation process.
3. Note that the process to change a speed limit as described in both the Land Transport Rule: Setting of Speed Limits (2003) and Part 6 (Speed Limits) of the Wellington City Consolidated Bylaw, has been followed.

4. Note the recommendation of the Central City Safer Speed Limit Hearings Sub Committee at its meeting on 5 August 2014.
5. Requests Council make a resolution under Part 6 of the Wellington City Consolidated Bylaw to set the speed limit at 30km/h on central city streets and part streets as detailed in the table below.

Street	Legal Description
Allen Street	For its entire Length
Alpha Street	For its entire Length
Athol Crescent	For its entire Length
Ballance Street	For its entire Length
Barnett Street	For its entire Length
Blair Street	For its entire Length
Bond Street	For its entire Length
Service Lane (adjacent to Bond St)	For its entire Length
Boulcott Street	From its intersection with Willis Street to The Terrace
Bowen Street	From its intersection with Lambton Quay to a point 30 metres west of its intersection with The Terrace
Brandon Street	For its entire Length
Bunny Street	From its intersection with Lambton Quay to a point 20 metres west of its intersection with Waterloo Quay
Chaffers Street	For its entire Length
Christeson Lane	For its entire Length
Church Street	For its entire Length
College Street	For its entire Length
Cornhill Street	For its entire Length
Cuba Street	From its intersection with Ghuznee Street to its intersection with Vivian Street
Customhouse Quay	From its intersection with Hunter Street to its intersection with Jervois Quay
Dalmuir Lane	For its entire Length
Dixon Street	From its intersection with Taranaki Street to its intersection with Willis Street
Ebor Street	For its entire Length
Edward Street	For its entire Length
Egmont Street	For its entire Length
Ellers Avenue	For its entire Length
Eva Street	For its entire Length
Farmers Lane	For its entire Length
Featherston Street	For its entire Length
Feltex Lane	For its entire Length
Flagstaff Lane	For its entire Length
Forresters Lane	For its entire Length
Furness Lane	For its entire Length
Garrett Street	For its entire Length
Ghuznee Street	From a point 10 metres east of its intersection with Willis Street to its intersection with Taranaki Street
Gilmer Terrace	For its entire Length

Street	Legal Description
Service Lane (Adjacent to Gilmer Terrace)	For its entire Length
Grey Street	For its entire Length
Halleys Lane	For its entire Length
Harris Street	For its entire Length
Holland Street	For its entire Length
Hunter Street	For its entire Length
Inglewood Place	For its entire Length
Jessie Street	For its entire Length
Johnston Street	For its entire Length
Leeds Street	For its entire Length
Lombard Street	For its entire Length
Lorne Street	For its entire Length
Lukes Lane	For its entire Length
Maginnity Street	For its entire Length
Maning Lane	For its entire Length
Marion Street	For its entire Length
Market Lane	For its entire Length
Museum Street	For its entire Length
Opera House Lane	For its entire Length
Oreily Avenue	For its entire Length
Panama Street	For its entire Length
Rosina Fell Lane	For its entire Length
Shell Lane	For its entire Length
St Hill Street	For its entire Length
Stout Street	For its entire Length
Swan Lane	For its entire Length
Taranaki Street	From its intersection with southern kerbside of Ghuznee Street to its intersection with southern kerbside of Jervois Quay; From its intersection with northern kerb side of Jervois Quay to its intersection with southern kerbside of Cable Street; From its intersection with northern kerbside of Cable Street to the Waterfront
Tennyson Street	For its entire Length
The Terrace	From its intersection with northern kerbside of Bowen Street to a point 30 metres north of its intersection with SH off ramp; From its intersection with SH off ramp to its intersection with Everton Terrace
Thorndon Quay	From a point 30 metres north of Bunny Street to its intersection with Bunny Street
Tory Street	From a point 30 metres north of its intersection with Vivian Street to its intersection with Cable Street
Victoria Street	From its intersection with Hunter Street to its intersection with Ghuznee Street

Street	Legal Description
Wakefield Street	From a point 30 metres west of its intersection with Taranaki Street to its intersection with Victoria Street
Waring Taylor Street	From a point 10 metres west of its intersection with Customhouse Quay to its intersection with Lambton Quay
Whitmore Street	For its entire Length
Willeston Street	For its entire Length
Willis Street	From its intersection with Hunter Street to its intersection with Ghuznee Street
Woodward Street	For its entire Length
York Street	For its entire Length

6. Note that that in accordance with the Land Transport Rule: Setting of Speed Limits (2003) and Part 6 (Speed Limits) of the Wellington City Consolidated Bylaws, the resolution will be recorded in the Register of Speed Limits and the relevant speed limits on the Council's Speed Limit Plans cease to have effect.

Background

8. 'Safer Speeds' is one of the four pillars of *Safer Journeys*, New Zealand's road safety strategy 2010-2020. In line with national strategy, the Wellington City Council has adopted a city wide approach to setting speed limits to more appropriate levels. This is based primarily on road classification and location, with a high priority on reducing and ultimately eliminating fatal and serious crashes on the city's roads. This translates into the following approach to speed limit setting:
- State Highways – no change
 - Arterial /Principal Routes – substantially to remain at 50km/h
 - Residential areas – 40km/h
 - Shopping areas (areas with high pedestrian and parking movements) – 30km/h
9. To date, a safer speed limit of 30km/h has been introduced in 11 out of 21 suburban centres, as well as the Golden Mile.
10. In December 2012, officers proposed the speed limit along the Golden Mile be lowered further to 20km/h. The Strategy and Policy Committee voted against this proposal, but agreed to: "*Consult on a possible reduction in the speed limit across the Central City (except for the arterial roads) to either 30km/h or 40 km/h*".
11. In response to this, officers have conducted detailed analysis of traffic volumes and speed data in the central city. There is a perception that many crashes occur along the Golden Mile, and mainly involve pedestrians and buses. The reality is that crashes happen throughout the central city and involve buses, cars, pedestrians and cyclists. From 2008-2012 there were 766 crashes in the central city, 531 of which occurred outside of the Golden Mile itself and 117 of those 531 resulted in injuries.
12. There is compelling road safety research suggesting that a 50km/h speed limit is too high for busy city centres where many people walk and cycle. Small reductions in speed can have a major effect on a person's chances of survival. A pedestrian hit by a vehicle travelling 30km/h has on average 85% chance of surviving compared with 30%

survival at 50km/h. It all comes down to physics; a car travelling at 30km/h only needs around 13m to stop, whereas a car travelling at 50km/h needs around 28m to stop – an extra 15m.

13. On our busy central city streets that extra 15m can be critical.
14. Officers therefore propose a 30km/h speed limit for most central city streets, including parts of Te Aro, the Cuba, Courtney and Lambton precincts and part of the Terrace. The speed limit would stay at 50km/h along the main arterial routes: Jervois Quay, Customhouse Quay, Waterloo Quay and Cambridge and Kent Terraces, Vivian Street, Cable Street and part of Wakefield Street. A detailed map of the proposed area can be found at Attachment 1.
15. We expect that lowering the speed limit will reduce the number and severity of crashes, making the central city safer, particularly for pedestrians and cyclists. While road safety improvements are the main outcomes sought from this change, a 30km/h speed limit will also improve air quality over time and reduce ambient vehicle noise, providing a quieter, more pleasant environment to shop and do business.

Setting speed limits

16. The Land Transport Rule: Setting of Speed Limits (2003) allows road controlling authorities to set enforceable speed limits, including permanent speed limits less than 50km/h, on roads within their jurisdiction.
17. The speed limit bylaw allows the Council to make amendments to speed limits by way of resolution on all roads under its control and in certain designated locations specified in the Bylaw.

Process

18. The process to change speed limits is defined in the Rule and Part 6 of the Bylaws. In summary, the process requires the following:
 - A review of the areas to determine the suitability of the proposed speed limits.
 - Consultation with affected parties and stakeholders.
 - Formal adoption by the road controlling authority and notification of the changes before the new speed limit takes effect.
 - Notification of the changes before the new speed limit takes effect.

Traffic survey and crash history

19. Traffic surveys are regularly undertaken on all roads in the Central Area. The data from these surveys, together with the data available to us in the New Zealand Transport Agency's Crash Analysis System database, has been analysed in putting this proposal together. Further analysis has been undertaken showing 85th percentile speeds as well as speed distribution graphs that indicate the upper speeds recorded on each section of road. A summary of the data can be found at Attachment 2.

Discussion

General Public Consultation

20. Public consultation was carried out in accordance with clause 7.1 of the Setting of Speed Limits Rule. A four week period of community consultation was carried out between 4 February and 9 March 2014 on the proposal for a safer central city speed limit, extending the limit that already applies along the Golden Mile to a wider area.
21. A consultation brochure was distributed to every Wellington City rate payer via the January 2014 rates mail out, as well as a targeted mail delivery to every directly affected resident and/or business within the proposed area.
22. A total of 734 submissions were received, 713 from individuals and 20 representing various organisations. A summary of the submissions received is outlined below.

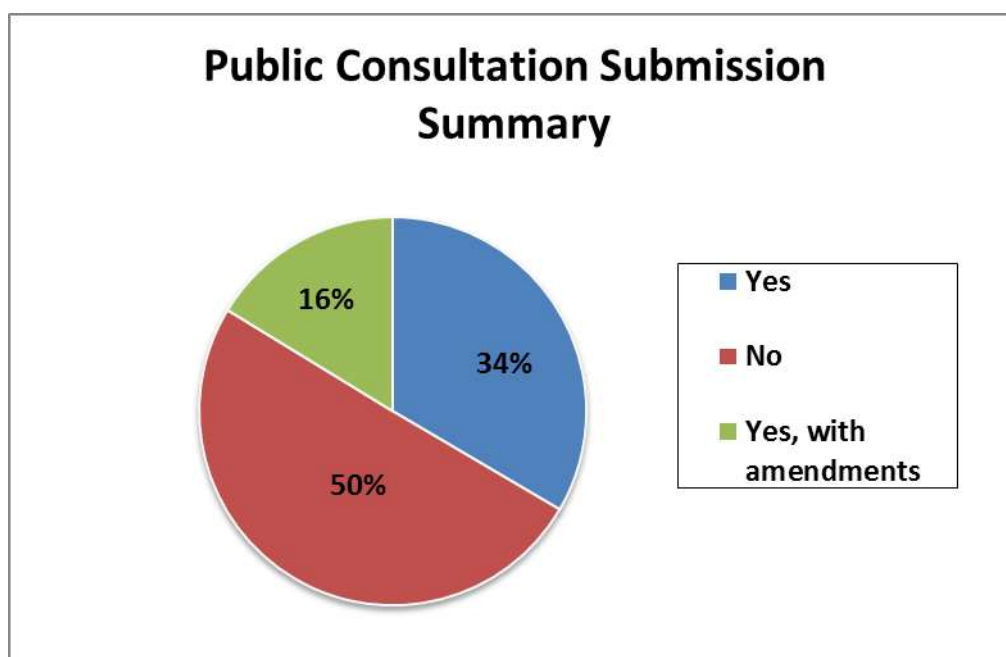
1.	2. Yes	3. Yes, with amendments	4. No
5. Do you agree with the introduction of a 30km/h speed limit in central Wellington as shown on the map?	6. 247	7. 119	8. 368

Note:

- Yes = Submitters agreed with the entire proposal and support the speed limit being reduced to 30km/h.
 - Yes, with amendments= Submitters agreed, in principle, to the speed limit being reduced but wanted amendments including extending the area, excluding particular streets, reducing the speed limit below 30km/h, reducing the speed limit to 40km/h instead of 30km/h.
 - No = Submitters were against the proposal to reduce the speed limit to 30km/h.
23. Organisations in support of the proposed safer speed limit:
- NZ Police
 - NZ Transport Agency (NZTA)
 - Greater Wellington Regional Council
 - Ora Taiao: The New Zealand Climate and Health Council
 - Regional Public Health
 - Cycle Advocates Network (CAN)
 - The City is Ours Inc.
 - Cycle Aware Wellington (CAW)
 - Living Streets Aotearoa
 - Wellington City Youth Council
 - Sustainable Cities
 - Public Health Association, Wellington Branch
 - Kennett Brothers Ltd
 - The Architectural Centre

24. Organisations who disagree with the proposal:
- NZ Automobile Association (AA).
 - Wellington Employers Chamber of Commerce (WECC)
 - Johnsonville Community Association (JCA)
 - Bike Riders Organisation NZ (BRONZ)
 - Capital City Motors Ltd
 - Primestar Foods Ltd

25. The following graph summarises the submissions and shows a 50/50 split between those who support the safer speed limit proposal in some form and those who disagreed with the proposal.



26. Key themes that came through in the 50% that are in favour, or in favour with amendments were:
- Restrict the hours to which the safer 30km/h speed limit will apply. Exclude evenings, and/or weekends.
 - Fully support the proposal but please increase streets / area that is included for the 30km/h safer speed limit
 - Great move, but go one step further and make the inner city a car free pedestrian zone
 - Support the proposal but would like one or more of the included streets to remain at 50km/h
 - Would support the lowering of the speed limit, but feels that 40km/h is a better fit
27. Key themes present in the 34% of submissions that were not in favour included:
- The issue is with jay-walking. Pedestrians are the ones at fault by stepping out in front of vehicles – don't punish motorists
 - It will lead to increased congestion, travel delays and subsequent frustration, therefore has the potential to cause more crashes rather than less

- Use the money to educate pedestrians / cyclists instead. That will be a better spend and achieve the same or even a better result.
- This will increase pedestrian complacency and make the problem worse
- This is a waste of rate payer money. Either there is no need for this action in the first place, or it won't make a difference
- This will kill the CBD and businesses in the area – people will choose to go elsewhere: the suburbs, Lyall Bay, Porirua, Queensgate.

Oral Submission hearings

28. Submitters were also given an opportunity to have their submission heard by Councillors. Submissions were presented to the Central City Safer Speed Sub-Committee, a sub-committee formed from members of the Transport and Urban Development Committee, on Tuesday 1 April 2014.
29. A total of 21 submissions were heard, six of which were from organisations, and 15 from individuals.
30. Those who spoke in support, or in support with amendments for lowering the speed limit to 30km/h:
- Patrick Morgan, on behalf of Cycle Advocates Network
 - Senior Sergeant Richard Hocken, on behalf of NZ Police
 - Ellen Blake, on behalf of Living Streets Aotearoa
 - Eleanor Meecham, on behalf of Cycle Aware Wellington
 - Dr R Scott Metcalfe, on behalf of Ora Taiao: The New Zealand Climate and Health Council
 - Liz Springford, as an individual
 - Russell Tregonning, as an individual
 - Roland Sapsford, as an individual
 - James Burgess, as an individual
 - Julian Boorman, as an individual
 - Martin Ehrenstein, as an individual
 - Chris Horne, as an individual
 - John Gordon, as an individual
 - Alistair Smith, as an individual
31. Those who spoke against lowering the speed limit to 30km/h:
- Michael Gross and Dylan Thomsen, on behalf of NZ Automobile Association
 - Stefan Collins, as an individual
 - Ifor Owens, as an individual
 - Kent Duston, as an individual
 - Terence Poynter, as an individual
 - Lorraine Allison, as an individual
 - Catharine Underwood, as an individual

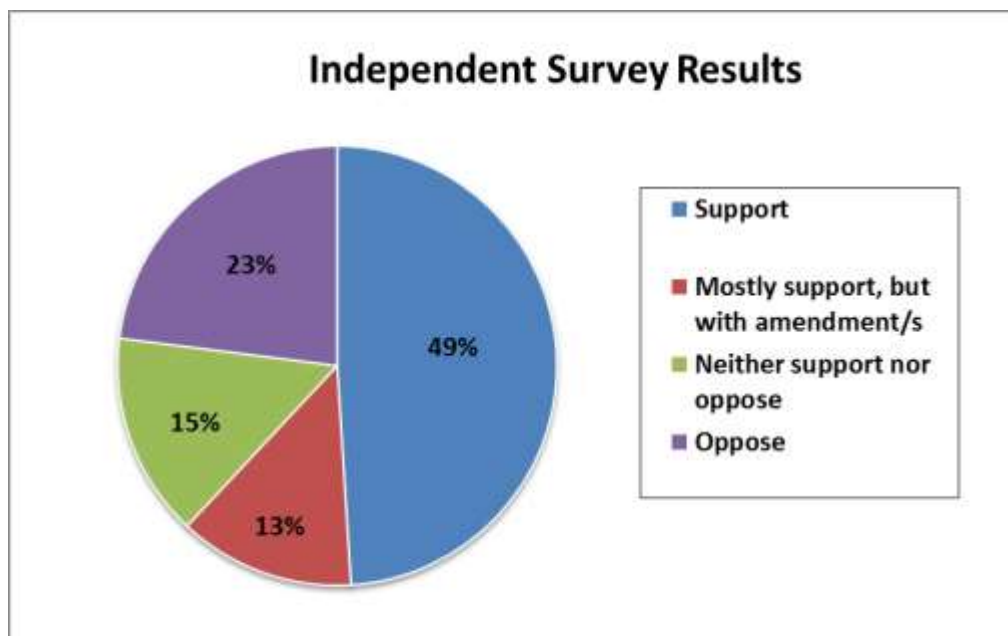
Independent Survey of Wellington city Residents

32. Because the number of submissions received through the general public consultation process represented only a very small percentage of the number of individuals and organisations contacted, officers also engaged survey company Nielsen to carry out an independent, structured survey and analysis with the intention of assessing the level of

public support for the proposed speed limit changes with a far higher level of confidence than a conventional consultation process could be expected to deliver.

33. A total of 371 residents completed the survey, of which 356, or 96%, travel into the city centre at least once a week, and 292, or 79%, are drivers.
34. The results from this independent survey differed considerably from the general public consultation, with 49% of respondents supporting the proposal, and only 23% opposing. When combining those who fully support the 30km/h speed limit with those who mostly support, but would like it amended in some form, overall support increases to 62% for and 23% against.
35. The results are accurate to within +/- 4.4%.
36. A summary of the survey results is outlined in the table and graph below:

9.	10. Support	11. Mostly support, but would like it amended	12. Neither support nor oppose	13. Oppose
14. Do you support or oppose this proposal to reduce the speed limit to 30km/h in the central city?	15. 49%	16. 13%	17. 15%	18. 23%



37. Further detail of the report 'Safer Speed Limit: An insight into City Residents' opinions' report, prepared by Nielsen, can be found at Attachment 3.

38. In the 2013/14 Annual Plan \$40,000 had been budgeted to undertake the necessary consultation to give effect to the central area speed limit change. The cost of the consultation included publication of brochures, flyers, letters and advertising to the total of \$7,400.00. The independent survey of Wellington residents undertaken by Nielsen's cost \$5,400.00.

Officers Comments

39. Following the sub-committee's oral submission hearings, sub-committee members met with officers and raised a number of queries and concerns that reflected common themes from both the written and oral submissions. Officers have responded to those queries as follows:

a) Where has this come from and why now?

40. In August 2010 officers brought a report to the Strategy and Policy Committee on how Wellington city could contribute to the new national *Safer Journeys Road Safety Strategy*.
41. Officers proposed that to be consistent with international best practice and to build on the work already undertaken in the city, that an approach of area wide safer speed limits be adopted. This included a blanket 40km/h limit for all residential streets, 30 km/h on all shopping streets such as suburban centres and the central city and to leave the arterial and principal roads at their current speed limit.
42. When looking at the crash savings over the entire city the central city exhibited the greatest potential for crash savings if the speed limit were to be lowered.
43. As a result of that report, Committee instructed officers to proceed with a city wide engagement on the proposal with a view to implementing the changes the following financial year if it were to be approved. Before consultation could begin, the \$1.5m required to implement the changes the following year was reprioritised and shifted to 2017/18.
44. In late 2012, while considering a proposal to address pedestrian crashes on the Golden Mile by setting a speed limit of 20km/h, Committee heard many submissions suggesting that the problem of pedestrian safety was not just limited to the Golden Mile and that Council should more appropriately extend the safer speed limit rather than further lower it on only a small part of the Central Area (i.e. the Golden Mile). The Committee then instructed officers to bring forward the consultation on a wider central area safer speed limit.

b) History of lower speed limits in the city

45. In 2003 the Government, in response to pressure from local government, allowed road controlling authorities to set their own speed limits for the first time, including the ability to set a speed limit less than 50km/h.
46. The Council and the local community had been asking for some time that central government set more realistic speed limits on a number of our roads. When the new rules were approved, Wellington City took the necessary steps to introduce safer speed limits in Makara/Ohariu, Hutt Road and Lambton Quay and, as part of our Safer Roads project, in all of our suburban centres. To date we have 11 of 21 centres operating with a 30km/h speed limit.

47. We have also introduced 40km/h speed limits in Oriental Bay and around the northern section of the Miramar peninsula in response to public concerns.

c) Where do the key stakeholder organisations stand?

48. As per the summary above, the following key stakeholders support the proposal:

- New Zealand Transport Agency
- New Zealand Police
- Greater Wellington Regional Council
- Regional Public Health
- Cycle Aware Wellington
- Living Streets Aotearoa

49. One key stakeholder, the NZ Automobile Association, made a submission against the proposal.

d) What are the crash impact and survivability rates based on speed of vehicle involved?

50. As stated earlier:

- A pedestrian hit by a vehicle travelling 30km/h has a roughly 85% chance of surviving.
- At 50km/h the survival rate is only about 30%.

(Pedestrian Planning and Design Guide – Land Transport NZ 2007)

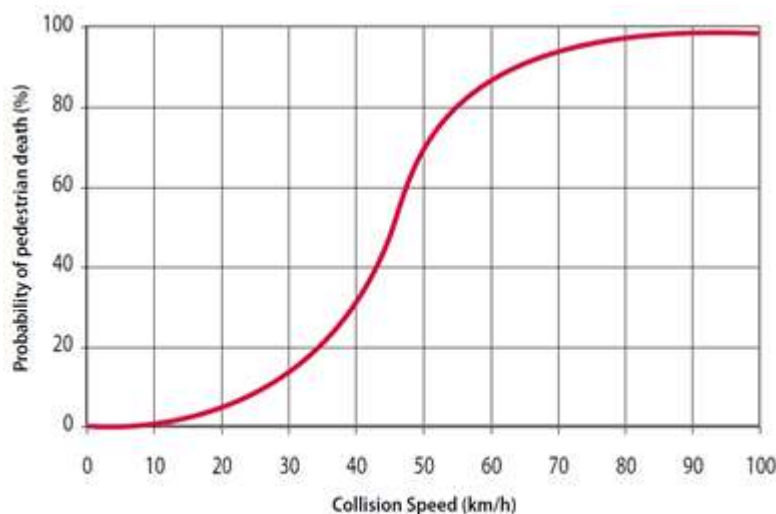


Figure 3.5 – The influence of collision speed on the probability of pedestrian death

51. Furthermore:

- A car travelling at 50km/h takes approximately 28m to stop
- A car travelling at 30km/h only needs 13m to stop

52. A simple rule of thumb that can be applied:

If the average vehicle speed is changed by x%.

- The accident risk is changed by 2 times x%,
- The injury risk is changed by 3 times x%,
- The fatality risk is changed by 4 times x%

(Nilsson, 1981)

e) Where else is the safer speed limit being implemented? What difference has this made?

53. In April 2014, Officers conducted additional research to provide the most up to date information on the use of lower speed limits in other cities both in NZ and overseas. A summary of some of the key findings is as follows:

54. International uptake:

- There are now over 2150 20mph (30km/h) speed limits and zones in the United Kingdom, with over 400 zones in London alone.
- 30km/h zones are commonplace in city centres throughout Europe including Austria, Denmark, Germany and the Netherlands.
- More recently Belgium, France, Hungary, Poland, Slovenia have been increasing their number of 30km/h zones.
- Cities such as Barcelona, Graz, Munich and Stuttgart now have more than 80% of their residential streets with a speed limit of 30km/h (or less).
- The City of London is introducing a 20mph (30km/h) speed limit throughout the "Square Mile"
- The Mayor of Paris has recently announced a plan to make most of the streets in the city subject to a maximum speed of 30km/h
- The City of Bristol in the UK is introducing a 20mph (30km/h) speed limit on all roads in the central city
- Further examples can be found in in Canada and the United States, including New York.

55. Local uptake:

- Here in New Zealand, safer speed zones in central city areas have already been introduced in New Plymouth (effective from 1 July 2012) and Hamilton (from 1 March 2013).
- The introduction of 30km/h central city speed limits is one of the main features of Christchurch City Council Transport Plan (released in October 2013), and a press release in May 2014 advised this initiative was to be fast tracked.
- The Auckland City Council Long Term Plan contains an agreement for Auckland Transport to implement the city centre 30km/h central speed zone as described in the City Centre Master Plan.

56. Recorded Results:

- While the average speed reduction is often quite small (between 1.5 and 3km/h) there are documented reductions in traffic crashes ranging from 10% - 50%.
- Examples of reported reductions following the implementation of a 20mph safer speed zone include: Portsmouth, with a total crash reduction of 21%; Warrington, Cheshire with a 25.5% reduction in injury collisions and Newcastle, which saw a 24-50% reduction in car related accidents in the first 12 months.

57. It can be seen from the above information that lower central city speed limits are now essentially mainstream best practice among progressive cities, and Wellington should be seen to be, if not a leader in the field, at least not left behind in terms of its urban transport planning.

f) What are the links to safer journeys, and does NZTA support this?

58. A core pillar of the government's Safer Journeys Road Safety Strategy is speed management. Strong emphasis is now being placed on matching speed limits to road type and use, that reflect world's best practice and recognise the limitations of the human body to withstand specific crash types. In busy urban centres the focus is on preventing fatal and serious injuries to pedestrians and cyclists

g) Will a lower speed limit be enforced by the Police?

59. Yes, when negotiating the 2014/15 road safety action plan, Wellington Police have agreed to increase speed enforcement including the safer speed areas. This increased speed enforcement would be complimentary to the proposed targets education/awareness campaign planned at the time of introduction.

h) What other, complementary actions are being done in conjunction with the safer speed limit?

60. We deliver ongoing targeted road user, safety education campaigns. Current campaigns include:
- 'Think. Look. Cross' campaign, targeting pedestrians distracted when crossing the road.
 - 'Stop on Red' campaign, encouraging drivers to rethink their behaviour at intersections. This is being run in conjunction with the NZ Police who are targeting enforcement of this offence in the central city area.
61. Red light cameras have now been approved for use in New Zealand subject to Police funding their installation. Wellington will have one of the first cameras installed at the Karo Drive/Victoria Street intersection.
62. Wellington's first countdown pedestrian signal has been installed at the crossing point from Post Office Square over Jervois Quay. This allows pedestrians to more accurately gauge whether there is enough time to complete their crossing safely. A program has been put in place to continue the roll-out at other intersections where pedestrians have to negotiate wide carriageways.
63. If the central area safer speed area is approved a targeted safety education campaign will be undertaken at the time of introduction.

i) How will we measure if this is successful?

64. On average, a minimum of three and preferably five years of crash data is required before any statistically reliable patterns can be determined when a major safety intervention is made. However experience both in NZ and overseas give us confidence that we will achieve worthwhile reductions in both the number and severity of crashes.
65. Other measures to consider would be to survey residents' perceptions of safety when in the central area as a pedestrian or cyclist.

j) What are the benefits for cyclists?

66. The New Zealand Cycle Network Planning and Design Guide adopts internationally accepted best practice that states it is suitable for cyclists to share a traffic lane with moving vehicles when traffic levels and/or vehicle speeds are low. As speed and volume increase, separation is called for, firstly by marked lanes adjacent to the through traffic lanes and then further by separated bike lanes or protected bike lanes.

67. In the central city we have a situation where numbers of cyclists and vehicles are both significant but where segregated cycle lanes are difficult, if not impractical. In this case it can be argued that it is essential to manage traffic speeds down as far as practicable to create the safer road environment for cyclists.

68. With a speed limit of 30km/h and a volume of 4500 vehicles per day, it becomes a suitable, safer solution for cyclists to share a traffic lane with vehicles. If a 50km/h speed limit were to remain, separation, which could require parking removal, would be needed.

k) What difference is this really going to make. Some roads are already at 30km/h and there are lots of dead end streets?

69. Committee has made it clear that they wish to see speed limits set in a consistent manner where motorists are not being subjected to a number of changes in speed. This view was also reiterated in the consultation results. To achieve this it is proposed to provide a blanket 30km/h speed limit, comprising of all streets including those that are dead end and clearly not able to achieve travel speeds over 30km/h.

70. A legal speed limit of 30km/h will deter the significant minority who drive too fast for the conditions. Refer to attachment 2 for a summary of vehicle speeds on key routes in the proposed area. It will also result in a reduction in average speed where each small change can provide disproportionately strong safety gains.

71. A review of the area subject to proposed changes showed that in the last 5 years the social cost of crashes is just under \$30m or \$6m annually. A blanket approach limits the number of speed change points, creating a lower cost scheme to implement. While crash reductions of between 10 and 50 percent have been achieved in other jurisdictions, a conservative 8% reduction in crashes would return annual savings of \$477,000 and provide a 25 year B/C of 13.5

l) Why is a part-time-hours application of the 30km/h speed limit not viable?

72. While 'part time' speed limits are permitted under New Zealand law, the signs used must be electronic variable signs similar to those used on the Urban Motorway or Ngauranga Gorge.

73. Councillors and the general public have asked for clear and consistent speed limits across the city. Implementing a variable speed zone would be complex and likely increase confusion for all road users.

74. Furthermore, variable signage comes with a very expensive price tag and would be required at every entry/exit point of the proposed area, which is not economically viable.

75. Officers do not believe the use of variable electronic signs is appropriate in the central business district. Pedestrians and other vulnerable road users need to be safe 24/7.

m) What about jay-walkers, why not punish them instead of motorists?

76. We believe the best approach is to focus on educating pedestrians on the hazards of unsafe behaviours as a way of both reducing those behaviours and enhancing their safety.

77. As detailed above a targeted pedestrian distraction campaign is currently underway.

78. As well as the proposed road safety improvements, international research on reducing speed limits to 30km/h has shown significant 'sense of place' benefits including better air quality and reduced noise pollution.

n) Why can the area not be extended as some submitters suggested?

79. Legally we would have to go through the public consultation process again. Detailed studies of traffic volume and speed data have identified the specific area proposed to achieve the optimum result for pedestrians, cyclists and motorists. An extension of the proposed safer speed limit could be considered at a later stage.

o) What will the impact on travel time be?

80. Overseas evidence shows that in an urban environment, journey times are influenced more by the amount of time stopped or slowed at intersections, pedestrian crossings, traffic lights etc. rather than the speed limit. With regard to public transport, it is boarding times that exert a far greater influence on journey time than the speed limit.

81. Any increase in journey times resulting from reduced speed limits will be minimal. The crash and injury reductions and other benefits far outweigh any small increases in journey time. Essentially, a small loss in mobility is more than compensated by improved safety and sustainability.

82. Research from Bristol (UK) extensively reviewed popular routes through the city and showed under one minute of extra journey time over an 8km trip with a 30km/h speed limit compared to a 50km/h speed limit.

p) When could the scheme be implemented?

83. Funding of up to \$250,000 has been allocated from the 2014/15 Cycle Network Budget. If the proposal were to be approved we would expect that the physical works be undertaken over the quieter period post-Christmas to reduce any impact on retailers, the speed limit would then come into force at a nominated date in the New Year with an associated awareness campaign.

Conclusion

84. The key benefits of introducing a safer speed limit of 30km/h in the Wellington central area are to improve pedestrian safety, reduce the number of crashes and encourage more active modes of transport. With numerous cities around the world having already adopted or plan to adopt a 30km/h speed limit, there is a robust body of international evidence that supports this proposal.

85. The process for setting speed limits is defined in the Land Transport Rule: Setting of Speed Limits (2003), and in the Councils Bylaw: Part 6 (Speed Limits). This process has been followed throughout. The proposed speed limits satisfy the criteria set by the Rule.

86. Lowering the speed limit is consistent with the Governments Safer Journeys road safety strategy.

87. The Committee is asked to request the Council to approve proposed changes to lower the speed limit through the central area as detailed in the recommendations.

Attachments

- Attachment 1. Central City Safer Speed Limit Detailed Map and Street List
- Attachment 2. Central City Safer Speed Limit Supporting Data
- Attachment 3. Safer Speed Limit, an insight into City Residents opinions, by Nielsen

Author	Paul Barker, Safe and Sustainable Transport Manager
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

There is a formal consultation process which was carried out for this project, as detailed above.

Treaty of Waitangi considerations

There are no direct treaty considerations.

Financial implications

2014/15 Funding has been allocated under CX112 Cycle network development. Funding would be reallocated to other projects if not approved.

Policy and legislative implications

Changing a speed limit has significant legal implications for motorists. Consequently the Council is required to carry out a rigorous procedure to change a speed limit.

Risks / legal

As above.

Climate Change impact and considerations

There are no direct climate change considerations.

Communications Plan

If approved, a suitable communications plans will be developed for the implementation stage.

STREET LIGHTING IN WELLINGTON

Purpose

1. This report provides information on technological developments in street lighting – including LED lighting, adaptive dimming and central management systems – and the potential benefits to the city of these new technologies.
2. It seeks approval from the Transport and Urban Design Committee to further investigate a ‘smart’ lighting network for the city.

Summary

3. Wellington City Council operates almost 18,000 street lights across its transport and pedestrian network. The development of LED street lights means there are now considerable benefits that could be made in terms of reducing energy and maintenance costs and improving the overall quality of light.
4. The new digital era of street lighting provides the chance to develop ‘smart’ lighting networks. Central management systems enable lights to be managed remotely offering savings in energy and maintenance. Additional technologies, such as adaptive dimming, increase the savings potential further.
5. By moving to LED lighting, in conjunction with the adoption of central control/management and adaptive dimming functions, Wellington City Council would be able to:
 - a. Significantly reduce energy bills
 - b. Reduce the lifecycle costs (energy, maintenance, replacement and disposal) of street lighting
 - c. Better plan for reliable, uniform and suitable lighting levels across the city
 - d. Improve the quality of light for motorists, pedestrians and cyclists
 - e. Support the ‘Smart City’ strategic goal based on an interconnected lighting network that can gather and convey information
 - f. Reduce light pollution
 - g. Elevate Wellington’s brand recognition as a ‘Smart City’.
6. Officers propose a scoping project be initiated as the next step in the potential development of a ‘smart’ lighting network.

Recommendations

Officers recommend the Transport and Urban Development Committee:

1. Receive the information
2. Instruct officers to initiate a scoping project to identify:
 - a. a suitable LED luminaire(s) for use across the city’s suburbs
 - b. a suitable ‘central control/management system’ for the city’s lights
 - c. the appropriate delivery and funding mechanism best suited to the optimum long term management and future development of a ‘smart’ lighting network

- d. cost effective rollout programmes and respective financial implications.
3. Instruct officers to report back to this Committee within six months with a progress report on recommendation 2, a recommended option for implementation, and a draft implementation plan.

Background

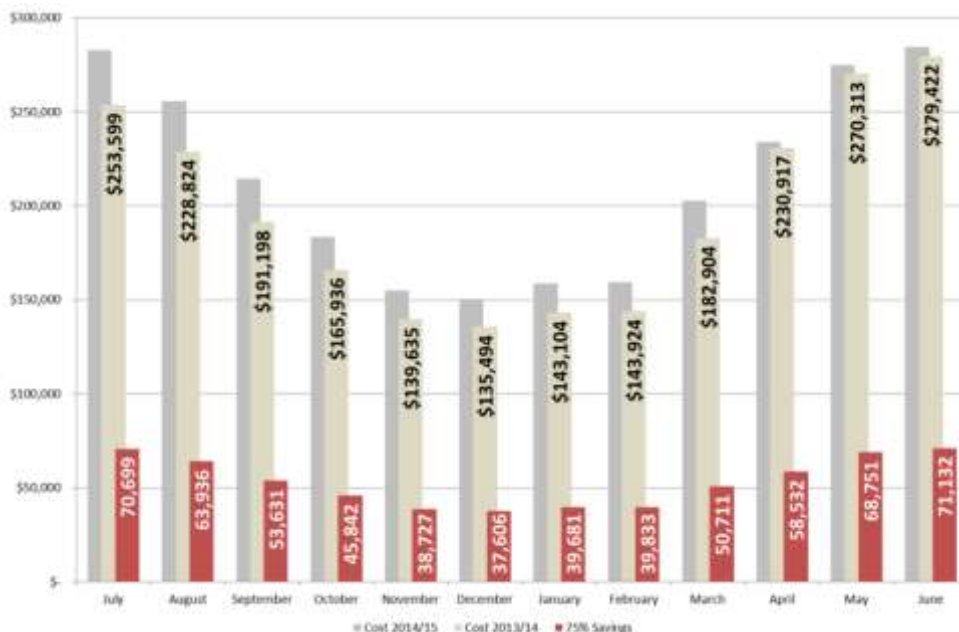
7. There is an opportunity for Wellington City Council to replace Wellington City's aging analogue street lighting infrastructure with leading-edge technology encompassing LED lights, adaptive dimming and central management systems, which would have real potential savings and benefits for the city. It would, however, require significant investment.
8. The adoption of this technology would also deliver lighting to Wellington's streets, public spaces, access ways, cycle ways and footpaths in a consistent manner. This will reduce light pollution, offer better CCTV performance and, based on overseas experience, increase perceptions of safety, aid drivers in identifying hazards and increase the safety of our roads.
9. Networking street lights would also provide the 'mesh overlay' to enable residents, visitors, council, businesses and emergency services to interact via the technology present in most smartphones and satellite navigation devices.

Discussion

10. Wellington City Council has the ability to reduce its street lighting energy consumption by between 60% and 70% through the replacement of existing street lights with LED units. By adding a central management system the street lights would be able to inform the maintenance provider with immediate notification about a fault. This removes the need to rely on residents and road users to advise the Council of a fault, or for night patrols to search the streets looking for an outage. Street light performance and energy consumption can also be reported on and analysed for improvement opportunities.
11. By introducing adaptive dimming and management systems that enable additional features and devices to be integrated into the network:
 - Average energy savings across the city reach almost 85% (less busy streets have shown in models to reach savings of over 90%)
 - Life expectancy of LED units increases relative to the reduced usage
 - Lighting levels are consistent across the city and meet required levels of light
 - A 'smart mesh' allowing for the integration of systems and services is provided across the entire city.
12. There is strong evidence that introducing a 'smart' lighting network will result in a number of benefits and cost savings for the city. If the Committee accepts the value of such a network, the level of investment will need to be determined.
13. To assist with this discussion, set out below is an assessment of LED lights, and a 'smart' lighting network, against the Annual Plan goals, and impact areas. The assessment illustrates that a 'smart' lighting network achieves well against the goals.

<i>Annual Plan Goals</i>	<i>Impact Area</i>	LED	SMART
<i>Governance:</i> our work aims to deliver trust and confidence in decision-making. An effective and decisive organisation is, after all, more likely to engage others and attract partners	The decision to invest demonstrates the Council's commitment to increasing the City's capabilities.	✓	✓ ✓ ✓
<i>Environment:</i> we act as a guardian and regulator of the local natural environment.	Energy savings, reduced carbon footprint for the Council and contractors, reduced light pollution, improved total cost of ownership	✓ ✓	✓ ✓ ✓
<i>Economic development:</i> we aim to provide the conditions for growth by advancing the city's competitive advantages.	Smart network embraces foundations for technology development and use of mobile technology. Economic growth through integrated, vibrant, well lit hospitality, retail and entertainment precincts.	✓ ✓	✓ ✓ ✓
<i>Urban development:</i> we preserve Wellington as a compact, vibrant, and attractive city now and into the future.	Lighting solutions design specifically for environment and activity with appropriate levels of light and control	✓	✓ ✓ ✓
<i>Transport:</i> our aim is to deliver an efficient and safe transport system that connects people and places	Uniform lighting levels providing for higher quality of lighting, colour rendition and hazard identification	✓ ✓	✓ ✓
<i>Social and recreation:</i> we provide services that aim to sustain safe, resilient, and active communities.	Higher, more consistent levels of light provide for safe navigation of the City at night. CCTV friendly environments provide for safer environments	✓	✓ ✓

14. The report *Street Lighting in Wellington*, attached as Attachment 1, goes into detail about the benefits of LED lights and how its implementation can be future-proofed. It includes the results of modelling adaptive dimming against recorded vehicle movements on different streets, which demonstrate the potential of this application.
15. The following graph, taken from the attached report, shows the financial savings in energy terms against current tariff structures, with assumed savings of 75%.



- Simple payback calculations indicate that at either extreme of the investment spectrum, significant benefits can be achieved with pay-back periods of less than 10 years¹. The additional savings resulting from applying more technology, while increasing the cost of investment, does nothing to lessen the returns to the city in terms of payback period. Attached as Attachment 2 is a table showing the payback periods for different levels of investment and technology application.
- The potential risks associated with the introduction of a ‘smart’ lighting network, primarily relating to the energy suppliers, will be assessed in full as part of the proposed scoping project.

Conclusion

- Wellington City Council has the opportunity to make considerable cost savings, and achieve a wide range of benefits, with the replacement of its analogue street lighting infrastructure with leading-edge technology and the development of a ‘smart’ lighting network.
- A scoping project is proposed to allow officers to further investigate the key components of a ‘smart’ lighting network best suited to the needs of Wellington city.
- Officers propose reporting back to the Committee in February 2015 on progress including officer’s findings, and with a recommended implementation plan.

Attachments

- Attachment 1. Street Lighting in Wellington City - Making a case for adopting LED lighting
- Attachment 2. Table showing payback periods for different levels of investment, and technology application

Author	Paul Glennie, Team Leader Strategic Planning
Authoriser	Anthony Wilson, Chief Asset Officer

¹ NOTE: A 10 year payback period is based on tariff structures remainign constant. Refer “risk” section

SUPPORTING INFORMATION

Consultation and Engagement

Consultation has not been carried out. Resident and stakeholder surveys will be initiated in areas where trial LED installations have been carried out.

Treaty of Waitangi considerations

There are no Treaty of Waitangi considerations in relation to this report.

Financial implications

The adoption of LED street lights, central management systems and adaptive dimming will represent a significant investment. The recommendation of this report will provide for a full analysis of costs and benefits in order to provide a Total Value of Ownership position.

Policy and legislative implications

There are no immediate Policy or legislative implications. Following any adoption of LED street lighting technology there may be a need to make changes to the District Plan in terms of lighting requirements for new developments.

Risks / legal

Risk implications have been discussed in the report and its attachment.

Climate Change impact and considerations

Climate change impacts and considerations are positive with any adoption of LED street lighting technology reducing the Council's carbon footprint.

Communications Plan

Communications form part of the 'next actions' contained in the report.

INTEGRATED TICKETING

Purpose

1. The purpose of the oral report is to provide the Committee with an update by Greater Wellington Regional Council (GWRC) and the New Zealand Transport Agency (NZTA) on integrated ticketing.

Summary

2. The development of an integrated fares and ticketing approach is included in the Wellington Regional Public Transport Plan. It involves a three to five year programme of work, with the first step being the investigation and development of a business case, which is currently underway.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.

Background

3. Issues around integrated ticketing, and the inability to transfer between vehicles as part of a single journey without needing a new ticket and paying a new fare, have been identified as impacting negatively on the efficiency and attractiveness of Wellington's public transport system.
4. The development of an integrated fares and ticketing approach is included in the Wellington Regional Public Transport Plan and GWRC are leading the Wellington Integrated Fares and Ticketing Project, in partnership with NZTA. The project objectives include determining the most effective and efficient way to deliver an integrated fares and ticketing solution for the Wellington region.

Discussion

5. In its submission on the draft Wellington Regional Public Transport Plan, Wellington City Council gave its support for the move towards integrated ticketing but noted its concern at the proposed three to five year timetable for its implementation.
6. The Council also encouraged GWRC to work with NZTA to determine how it might be possible to build on the smart card infrastructure currently available in Wellington, in a way that meets NZTA's standards requirements in relation to integrated ticketing.

Attachments

Nil

Author	Elise Webster, Principal Advisor
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

GWRC have consulted on integrated ticketing as part of consultation on the draft Wellington Regional Public Transport Plan.

Treaty of Waitangi considerations

There are no specific Treaty of Waitangi considerations.

Financial implications

Funding for integrated ticketing is the responsibility of GWRC in conjunction with NZTA.

Policy and legislative implications

There are no policy or legislative implications for Wellington City Council.

Risks / legal

There are no specific risks or legal implications for Wellington City Council.

Climate Change impact and considerations

An important objective behind the implementation of an integrated ticketing approach is the development of a more efficient and attractive public transport system. Increased patronage is expected to result, with positive climate change impacts.

4. Public Excluded

Motion to exclude the public

THAT the public be excluded from the following part(s) of the proceedings of this meeting. The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution follows.

This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by section 6 and section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public, as follows:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
4.1 Land Acquisition	s7(2)(g) The withholding of the information is necessary to maintain legal professional privilege.	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.
	s7(2)(i) The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).	
	s7(2)(j) The withholding of the information is necessary to prevent the disclosure or use of official information for improper gain or improper advantage.	
4.2 Victoria Street Boulevard	s7(2)(b)(i) The withholding of the information is necessary to protect information where the making available of the information would disclose a trade secret.	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.
	s7(2)(b)(ii) The withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the	

subject of the information.

**4.3 Presentation on the draft
Regional Natural
Resources Plan**

s7(2)(f)(ii)

The withholding of the information is necessary to maintain the effective conduct of public affairs through the protection of such members, officers, employees and persons from improper pressure or harassment.

s48(1)(a)

That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.