

---

**ORDINARY MEETING**

**OF**

**TRANSPORT AND URBAN DEVELOPMENT COMMITTEE**

**AGENDA**

**Time:** 9:15 am  
**Date:** Thursday, 30 June 2016  
**Venue:** Committee Room 1  
Ground Floor, Council Offices  
101 Wakefield Street  
Wellington

---

**MEMBERSHIP**

Mayor Wade-Brown  
Councillor Ahipene-Mercer  
Councillor Coughlan  
Councillor Eagle  
Councillor Foster (Chair)  
Councillor Free  
Councillor Lee  
Councillor Lester  
Councillor Marsh  
Councillor Pannett  
Councillor Peck  
Councillor Ritchie  
Councillor Sparrow  
Councillor Swain (Greater Wellington  
Regional Council)  
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](mailto: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:** 8 members

---

**TABLE OF CONTENTS**  
**30 JUNE 2016**

---

<b>Business</b>	<b>Page No.</b>
<b>1. Meeting Conduct</b>	<b>5</b>
<b>1.1 Apologies</b>	<b>5</b>
<b>1.2 Conflict of Interest Declarations</b>	<b>5</b>
<b>1.3 Confirmation of Minutes</b>	<b>5</b>
<b>1.4 Public Participation</b>	<b>5</b>
<b>1.5 Items not on the Agenda</b>	<b>5</b>
<b>2. General Business</b>	<b>7</b>
<b>2.1 Proposed National Policy Statement on Urban         Development Capacity</b>	<b>7</b>
<b>2.2 Car Share Policy</b>	<b>61</b>
<b>2.3 Post Construction Safety Audit - Island Bay Upgrade</b>	<b>91</b>
<b>2.4 Wellington City - Urban Cycleways Programme</b>	<b>151</b>



---

## **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**

The minutes of the meeting held on 8 June 2016 will be put to the Transport and Urban Development Committee for confirmation.

### **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. General Business

---

# PROPOSED NATIONAL POLICY STATEMENT ON URBAN DEVELOPMENT CAPACITY

---

### Purpose

1. The purpose of this report is to brief the Committee on the recently proposed National Policy Statement on Urban Development Capacity, and to seek the Committee's agreement to lodging the draft submission (attached) on the proposed National Policy Statement.

### Summary

2. The Minister for the Environment has released a proposed National Policy Statement (NPS) on Urban Development Capacity for consultation. A copy of the proposed NPS is appended to this report. Submissions on the NPS close on 15 July 2016.
3. The NPS seeks to ensure that local authorities maintain a sufficient level of forward development capacity over the short (3 years), medium (10 years) and long term (30 years). It does so by requiring local authorities to prepare Housing and Business Land Assessments that estimate future supply and demand requirements, to monitor a range of indicators on a regular basis, and to enable further development capacity where a shortage is identified.
4. Given the work undertaken as part of the Wellington Urban Growth Plan, the Council has a good understanding of future development capacity in the city. The Council has planned for significant forward supply, with over 40 years supply for infill and central area development, and some 30 years capacity for greenfield development. Therefore the Council is well placed to meet the central requirement of the NPS over the long term.
5. The Council previously lodged a submission with the Ministry for the Environment during the scoping of the proposed NPS. This submission sought to broaden the scope of a potential NPS to matters beyond simply ensuring sufficient supply of development capacity. The proposed NPS addresses some of these suggestions.
6. It is proposed to lodge a submission with the Ministry for the Environment in general support of the proposed NPS, whilst also seeking a number of clarifications and drafting improvements.

### Recommendation/s

That the Transport and Urban Development Committee:

1. Receive the paper.
2. Agree to the submission appended to the officer's report on the proposed National Policy Statement on Urban Development Capacity.
3. Delegate to the Chair of the Transport and Urban Development Committee and the Chief Executive, the ability to approve any minor editorial changes to the submission.

## **Background**

7. The NPS is part of the governments housing reform programme. It is a response to the well reported pressures around the country, particularly in high growth areas, that has seen significant price increases in the housing market. It is also part of a government policy programme to deliver a wider range of national direction on an array of resource management topics.
8. The NPS is complementary to a proposed amendment in the current Resource Legislation Amendment Bill that specifies that the provision of sufficient development capacity should now be a function of territorial authorities.

## **Discussion**

### **Summary of the NPS**

9. A National Policy Statement is a document that must be given effect to by councils in preparing resource management plans, and must be considered when assessing resource consent applications. An NPS is therefore a key tool in resource management decision-making.
10. The NPS is structured around four themes:
  - Outcomes for decision-making
  - Evidence and monitoring to support decision-making
  - Coordinated evidence and decision-making
  - Responsive planning
11. Under the NPS, local authorities are classified into one of three groupings – high growth urban areas, medium growth urban areas, and all other areas. This classification impacts on which policies of the NPS are applicable to a particular local authority. This cascading approach is shown on the summary table appended to this report.
12. The NPS establishes a baseline of requirements that will apply to all councils. Central to this is the requirement for councils to at all times provide for sufficient residential and business development capacity. Additionally, the NPS requires all decision-makers under the Act to consider a range of matters relevant to the urban environment, urban form and the effects of urban development. In the absence of specific recognition of the urban environment in Part 2 of the Resource Management Act, these generic provisions of the NPS serve to provide a useful tool to elevate the importance of urban development matters.
13. The remainder of the NPS is then formulated on the basis of requiring local authorities to assess, monitor and respond to issues of development capacity.
14. Wellington City Council (WCC) is classified as a medium growth area. The classifications are based on Statistics NZ population projections over a 10 year period, and the classification of a local authority may change as projections are updated.
15. The Statistics New Zealand projections are only relevant for classification purposes, and apply across the overall urban area that Wellington City is part of, including Porirua, Hutt and Upper Hutt city councils. The classification does not create an



inconsistency in terms of the Council's own growth planning methodology as outlined in the Wellington Urban Growth Plan.

Outcomes for decision-making

16. The objectives and policies relevant to this theme apply to all local authorities by:
- Requiring the provision of sufficient development capacity in urban areas
  - Requiring decision-makers to:
    - Provide for an urban form that maximises the potential for social and economic exchange
    - Provide for the efficient use of resources, having particular regard to scarce urban land and infrastructure
    - Enable the competitive operation of land and development markets
  - Requiring decision-makers under the Act to:
    - Recognise and provide for the contribution made by urban development to the ability of people to provide for their social, economic and cultural wellbeing
    - Provide sufficient development capacity, while maximising the positive effects of development and minimising adverse effects
    - Have particular regard to the positive effects of urban development at the national, regional and district scale, as well as local effects
17. These policies therefore serve to elevate the importance of urban considerations in the resource management framework.

Evidence and monitoring to support decision-making

18. WCC will be required to prepare a Housing Assessment and a Business Land Assessment by the end of 2018. Thereafter the assessments must be updated every three years.
19. The assessments must estimate demand, including for different demographic cohorts, different dwelling types, locations and price points over the short, medium and long term. Development capacity must also be estimated, taking into account factors such as the availability of infrastructure, the physical and commercial feasibility of the identified capacity and the likelihood of development opportunities being taken up.
20. The Council will also be required to monitor a range of indicators on a quarterly basis, from the time the NPS takes effect. These include the relative affordability of housing, increases in house prices and rents, numbers of resource consents and building consents granted, and vacancy of business land.

Coordinated evidence and decision-making

21. The NPS will require WCC to consult with Greater Wellington Regional Council (GWRC) and the regions metro councils, local infrastructure providers such as Wellington Water and central government infrastructure providers that share jurisdiction over a medium or high growth urban area, when preparing plans to implement the proposed NPS.
22. The councils and infrastructure providers will be required to work together to agree on data and projections to be used in the development of the Housing Assessment and

Business Land Assessment. They would also be required, as far as possible, to work together to ensure coordinated land use planning and infrastructure provision.

Responsive planning

23. Where a Housing Assessment, Business Land Assessment and/or quarterly monitoring indicate development capacity is insufficient over the short, medium or long term, a local authority will be required to consider all options to improve capacity, including:
- Changes to plans, including to objectives, policies, rules, and zoning; activity status; provisions about the notification of resource consent applications
  - Consenting processes that are customer focused and coordinated within the local authority
  - The use of conditions on resource consents when granting consents.
24. Responses by a local authority to a lack of capacity shall be formulated over the short, medium and long term.
25. This section also contains additional requirements for high growth urban areas that are not presently relevant to Wellington. These provisions are particularly directive to regional councils in high growth areas, who are required to amend their regional policy statements to set minimum targets for the supply of development capacity. Local authorities are required to provide a future land release and intensification strategy to sit alongside their statutory plans.

## **Assessment**

Reporting and Assessments

26. The NPS creates a number of new process requirements for the Council. In many respects the requirements of the NPS are already being addressed, for instance the Wellington Urban Growth Plan and the research underpinning that document, identify the development capacity available within the city. That capacity is significant, with over 40 years supply for infill and central area development, and in the order of 30 years capacity for greenfield development.
27. The effect of the NPS will be to build on, refine, and require a degree of formality to the forward planning and monitoring the Council already undertakes. The Council is therefore well placed to meet the NPS requirements, and work is already occurring to refine the Council's development capacity estimates.
28. There will however be some implications in terms of compliance costs resulting from the NPS. These relate particularly to the economic requirements of the NPS around feasibility, monitoring requirements of indicators for which the Council may hold insufficient information, and ensuring the Council has access to sufficient demographic information, in the form required, to inform the monitoring and assessment tasks.
29. There will therefore be a need to establish a monitoring process that meets the requirements of the NPS. This is principally a matter of bringing together an array of information sources that are presently available, or identifying information gaps and sourcing the required information. There is some uncertainty over how onerous this requirement will be and discussions continue with the Ministry to ensure these costs are minimised. This matter is addressed in the submission. The monitoring requirements would complement work already underway to develop an information portal on the Council's website to track various indicators of residential activity.

30. The monitoring required of councils is to be undertaken on a quarterly basis. This is frequent and the draft submission queries whether biannual reporting is more appropriate. Once a process for monitoring is established, it is envisaged that the time and work required to fulfill this requirement would be significantly diminished. This depends however on the nature of the monitoring required, the availability and cost of information, and what guidance and support the Ministry may make available.
31. Additionally Policy PC2 requires that the Council, together with neighbouring local authorities and infrastructure providers, agree on data and projections to be used in the development of Housing and Business Land Assessments. This is a particularly prescriptive requirement. Whilst the basis for this requirement is clear given the logical need to work from a consistent data set, it could create a situation where local authorities are working from various data sets and consensus could be difficult to achieve in some instances.

#### Costs

32. The NPS will therefore create some compliance costs, both in terms of officer time, and any external support that might be required to meet the requirements of the NPS. For instance, whilst information on residential matters is readily available, we have less detailed information about the business land market. Information on market economics will be required, for example, to assess the commercial feasibility of capacity identified by the district plan.
33. A potential benefit from the need to coordinate with neighbouring Councils is that there may be opportunity to agree on common information sources, methodologies, and potentially cost sharing to meet these reporting requirements. These discussions are yet to occur.

#### Responses to identified shortages

34. The NPS requires councils to consider all practical options to increase development capacity where a shortage is identified. One of the responses identified is to address 'customer focused consenting processes'. Given that development capacity is derived from plan settings, it is difficult to see how changes to resource consent processes would somehow increase development capacity. Clarification is sought on this point in the draft submission.

#### Infrastructure

35. Development capacity goes hand-in-hand with infrastructure provision. The NPS is largely silent on the provision of infrastructure, particularly on funding. This is a limitation of the NPS given what can be addressed by this type of document within the scope of the RMA. Infrastructure funding is of course provided for outside of that legislation.
36. Issues of social infrastructure are also not addressed by the NPS, for instance reserves, and community facilities. However the purpose of the NPS is to ensure sufficient development capacity. Councils are still required to go through normal planning processes, such as structure planning (greenfield) and masterplanning (brownfield), through which capacity will be enabled. These issues of social infrastructure provision would typically be addressed through these processes.

#### Summary

37. It is the view of officers that the proposed NPS should be supported. Its overall impact in terms of providing for significant new supply is likely to be modest in the Wellington context. It does however provide a logical and sound methodology for ensuring

councils plan appropriately for sufficient development capacity. It also has other beneficial provisions such as those relating to decision-makers and urban development.

38. The NPS allows for the recognition of metro housing and business markets, and highlights the importance of urban matters for decision-makers under the Act. It requires local authorities to develop common information and data sets which should serve to improve the basis of decision-making on urban matters.
39. Costs relate principally to compliance matters, such as ensuring the Council has appropriate data available to comply with the requirements. This is the largest uncertainty of the NPS in terms of its impact on councils and is addressed in the submission. High compliance costs would impact on the workability of the NPS.
40. It is unlikely that the Council will face significant pressures from the development sector to open up new areas for development capacity. The NPS is just one matter that councils must weigh in making planning decisions. Provided sufficient development capacity is demonstrated, there is little risk of inconsistency between the NPS and the Urban Growth Plan.

### **Submission**

41. The attached submission outlines a proposed response to the NPS. The submission is fundamentally supportive of the NPS, and seeks a range of minor amendments to help refine the document. Additionally, a number of suggestions have been made to help the Ministry for the Environment prepare guidance material.
42. Officers are also discussing the proposed NPS with the regions metro councils and GWRC. The councils are considering the preparation of a joint submission. These discussions will be ongoing as the NPS development process progresses, including matters of implementation.
43. Given the timing requirements to prepare this paper, officers have prepared an independent submission. There are varying positions between the councils with some having greater concern about the potential impact of the NPS in their jurisdiction, on the costs of compliance and the capacity of smaller councils to meet these requirements. Some of these concerns may be overcome by the nature and extent of guidance material prepared by the Ministry for the Environment, and any common data sources that are made available.
44. Officers had not seen any submission from LGNZ at the time of preparing this paper. It is understood that LGNZ's general position is similar to that proposed in the attached submission, that is, one of general support for the NPS but seeking changes to particular policies to improve the workability of the proposal. Officers continue to discuss the NPS with LGNZ.

### **Next Actions**

45. Officers understand that it is the aim of the Ministry for the Environment to have a completed NPS released in October, with it taking effect in November 2016. Officers have indicated to Ministry officials a desire to maintain involvement in the ongoing development of the NPS and any guidance material prepared to support its implementation.

### **Attachments**

---

Attachment 1.	Proposed Submission	Page 15
Attachment 2.	Proposed NPS Summary Document	Page 21
Attachment 3.	Proposed NPS Consultation Document	Page 23

Author	Mitch Lewandowski, Principal Advisor Planning
Authoriser	David Chick, Chief City Planner

---

## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

Officers have not undertaken any consultation in the preparation of this paper.

### **Treaty of Waitangi considerations**

There are no considerations required of the Council.

### **Financial implications**

Financial implications are likely to be moderate in the short term, however cannot be quantified at this point. It is envisaged that costs associated with compliance requirements will be able to be met from existing resources.

### **Policy and legislative implications**

The Council maintains a significant forward supply of development capacity for greenfield, infill/medium density, and high density development. Therefore short term implications relate to assessing and monitoring supply and demand. There could be future policy implications should the Council need to adjust its strategy to provide further development capacity.

### **Risks / legal**

Risks relate to the ability of the Council to meet the requirements of the NPS. As noted above, the Council maintains a significant forward supply of development capacity over the long-term.

### **Climate Change impact and considerations**

None resulting from the NPS itself. The Council maintains a policy of general urban containment and maintains a significant forward supply of development capacity within existing urban boundaries.

### **Communications Plan**

A communications plan is not required for this process.

## **1. Introduction**

Thank you for the opportunity to make a submission on the proposed National Policy Statement on Urban Development Capacity (NPS), which was released by the Minister for the Environment on 2 June 2016. The Wellington City Council (the Council) welcomes the opportunity to contribute to the ongoing development of this document.

The Council submitted in January of this year in response to the initial consultation undertaken on the development of the proposed NPS. The submission sought that the NPS take a wider view of urban issues and ultimately the purpose of the NPS, rather than simply seeking to provide for development capacity. The Council notes that to an extent, some of these themes are evident in the proposed NPS and the Council acknowledges this aspect of the proposal.

## **2. Overall approach and structure of the NPS**

Overall, the Council supports the proposed NPS in terms of its purpose, the structure of the document and the approach adopted towards outlining the objectives and policies within the four elements that the NPS is structured around. The Council has sought to ensure a sufficient forward supply of development capacity for Wellington, and the NPS reinforces an approach that the Council is already implementing in its own work for future growth planning.

The focus of this submission is therefore concentrated on the detailed provisions and overall operability of the NPS.

The Council notes that the potential for additional compliance costs falling on local government to meet the requirements of the NPS could be significant, at least in the short term. They are however difficult for the Council to estimate during the short time required to prepare this submission. To that end, the Council suggests that consideration be given to minimising the amount of information required to achieve compliance with the NPS, providing the maximum amount of guidance to councils (addressed further below) and exploring the potential to develop common data sources to aid councils in complying with the NPS.

In other words, the Council urges the Ministry to satisfy itself that the monitoring requirements imposed by the NPS will only impose a minimal amount of compliance costs on councils. The Council would be happy to work with the Ministry on this matter.

## **3. NPS provisions**

This section addresses specific provisions of the NPS, either seeking change or clarification. There are a number of drafting matters that should be clarified to improve the readability and useability of the NPS.

### **National Significance Statement**

The National Significance Statement establishes the fundamental purpose of the NPS. It should therefore be clear and concise in its drafting. The statement as presently drafted is overly verbose, and could be amended to provide a higher degree of clarity, and greater alignment with the drafting of other national policy statements. For instance, whilst the proposed policy statement relates to urban development capacity, urban development capacity is not mentioned in the significance statement.

The statement as proposed states:

*This National Policy Statement is about the national significance of the contribution that urban areas make to the social, economic and cultural wellbeing of people and communities, and the need to enable urban development and change in order to provide for this.*

The Council requests that the National Significance Statement be amended to the following, or similar, wording:

*The matter of national significance to which this national policy statement applies is the need to ensure sufficient development capacity for urban areas and to recognise the importance of urban development and change in the urban environment.*

#### **Policy PA1**

The introduction to Policy PA1 – ‘By decision-makers’ – is something of an orphan statement without any context. The introduction is missing a ‘what’ statement such as “Objectives OA1 – OA3 shall be achieved by...” A similar issue arises for Policy PA2.

The Council seeks an amendment to present this policy in a clearer way.

#### **Policy PA1 and PA3**

The Council supports these provisions as a means of elevating the importance of urban development and urban form matters in the absence of any particular reference in Part 2 of the Act. The added emphasis placed on recognising the positive effects of urban development as well as adverse effects is supported.

The Council supports the direction taken by the NPS to recognise the importance of different housing types, locations and price points rather than a sole focus on peripheral greenfield development capacity. Such an approach aligns with the Council’s own strategy toward managing growth.

#### **Policy PB2**

- (1) Policy PB2 specifies a range of matters that local authorities must have particular regard to when preparing Housing Assessments and Business Land Assessments. The last matter reads:

*“Information on the market’s response to planning obtained through monitoring under PB5”*

The Council suggests that the statement would be clearer if worded as follows, or similar:

*“Information on the market’s response to planning interventions obtained through monitoring under PB5”*

The same situation arises in Policy PB5.

- (2) The policy requires Councils to “have particular regard to demographic change, including population growth and household size projections, using the most recent Statistics New Zealand growth projections...”

The Council notes that it, along with other councils, supplement information from Statistics New Zealand with information from other providers. The Council seeks to ensure that such other information can be



used to inform these assessments and that there isn't a requirement to exclusively use information from Statistics New Zealand.

#### **Policies PB5**

Policy PB5 sets out the monitoring requirements for local authorities, setting out a range of indicators that a local authority must monitor. Whilst the Council is not opposed to these matters or the requirement to monitor per se, it notes that these matters could be the source of significant compliance costs for councils. Some or all councils could need to seek external assistance to meet these obligations, at least in the short term. Such advice could prove costly. This matter is discussed further below in terms of what assistance the Ministry could provide to councils through guidance to help in the implementation of the NPS.

Additionally, the Council queries whether a bi-annual rather than quarterly monitoring requirement would be sufficient given compliance cost and resourcing issues. This section of the NPS is also unclear given that it requires monitoring 'on a quarterly basis or as frequently as possible'. The Council suggests that this uncertainty could lead to sporadic and inconsistent monitoring occurring within an urban area.

The policy also requires monitoring of resource and building consents granted relative to population growth. The Council considers that such an indicator would serve little purpose given that resource and building consents can be granted for a range of activities/building types that may have no relationship with population growth or business growth. The Council requests that this aspect of the policy be changed to relate to new residential development, business development, or similar wording. Additionally either in the NPS or in guidance, it should be made clear at what stage in the consent process it should be measured at. For instance in the case of a building consent, should it be measured at the point of granting a consent or at the issuing of a Code Compliance Certificate?

#### **Policy PD2**

Policy PD2 specifies a range of options that a local authority must consider implementing where the evidence base suggests that development capacity is insufficient in the short, medium or long term.

The Council submits that the statement "consenting processes that are customer-focused and coordinated within the local authority" is superfluous and should be deleted. The Council understands that the statement seeks to reinforce some of the positive outcomes occurring out of the Auckland Housing Project Office. Wellington City Council has adopted a similar 'one-stop-shop' approach to consenting under the HASHA Act to ensure an integrated consenting approach, also in partnership with Greater Wellington Regional Council where relevant. If that is the case, then the bullet point could be better worded to achieve that aim. However there remains a concern that there is little need for such a statement within an NPS and that these matters could simply be addressed by way of guidance.

Moreover, the Council doubts the premise that customer focused consenting processes will somehow improve development capacity. Development capacity is achieved through plan settings and infrastructure provision, not consenting processes that simply implement the plans that have been agreed and developed with the community.

#### **Policy PD3**

As for Policy PD2, the Council does not agree with the premise that development capacity can somehow be created through customer focused consenting processes. This aspect of the policy should be deleted.

**Policy PD5**

The Council notes that there appears to be a duplication at the end of this policy in terms of the definition of 'sufficient' by re-stating the need to provide for an over-supply of capacity. It is understood it was not the intention of the policy to require this duplication.

#### **4. Implementation**

The Council considers that there would be significant benefit from guidance material being prepared to assist councils in implementing the NPS. The Council would welcome being involved in the development of any guidance material.

**Guidance on monitoring**

Guidance on the topic of monitoring should be a priority for the Ministry given that this requirement will need to be implemented in the short term, and to ensure consistency. The NPS outlines a range of indicators that Councils must monitor, but is not limited to those.

Guidance would be beneficial on:

- Price and affordability measures – clarity on what measures are to be utilised, for instance median or average prices
- Prices and affordability measures – access to information sources for sales and rents
- Consistent application of indicators across the country
- Guidance on other possible indicators not specified in the NPS

Whilst not particular to a guidance document, the Council submits that consideration should also be given to the creation of common data sources on key measures for councils to access, or a data portal providing access to a range of data that can be provided centrally.

**Housing and Business Land Assessments**

The Council suggests that guidance on this topic be focused on:

- Factors required to inform physical and commercial feasibility assessments
- Methods for assessing physical and commercial feasibility
- Methods for assessing demand across various demographics and price points

#### **5. Summary**

Thank you for the opportunity to make a submission on the proposed National Policy Statement for Urban Development Capacity. Overall, the Council considers there is merit in preparing the NPS, though notes that its likely impact will not be a cure-all for some of the development and price pressures being experienced. Rather, it provides a useful tool to ensure a consistent methodology for assessing development capacity across the country. It reinforces work that the Council is already undertaking in its future planning for urban growth.

---

Wellington City Council would welcome the opportunity to contribute to the ongoing development of the NPS, including any guidance material.




**Council contact for NPS Urban Development:**

Mitch Lewandowski  
Principal Advisor Planning  
(04) 803 8113  
[mitch.lewandowski@wcc.govt.nz](mailto:mitch.lewandowski@wcc.govt.nz)



## Summary of the proposed National Policy Statement on Urban Development Capacity

	Outcomes of decision-making	Evidence to support decisions	Coordinated evidence base and decision-making	Responsive planning
<b>Objectives</b>	<p>OA1. Effective and efficient urban areas that provide for social, economic, cultural and environmental well-being.</p> <p>OA2. <b>Sufficient</b> residential and business <b>development capacity</b> to enable urban development that meets demand.</p> <p>OA3. Ongoing development and change is enabled.</p>	<p>OB1. Plans and regional policy statements are based on robust, accurate and frequently updated evidence.</p>	<p>OC1. Coordination within and between local authorities and infrastructure providers in urban areas, consistent planning decisions, integrated land-use and infrastructure planning and responsive planning processes.</p>	<p>OD1. Planning decisions enable urban development in the <b>short, medium and long term</b>.</p> <p>OD2. Local authorities adapt and respond to market activity in the short and medium term.</p>
<b>Policies</b>	<p>PA1. In implementing objectives A1–A3, decision-makers must:</p> <ul style="list-style-type: none"> <li>pursue an urban form that seeks to maximise the potential for social and economic exchange</li> <li>provide for efficient use of resources including urban land and infrastructure</li> <li>seek to enable land and development markets to operate competitively.</li> </ul> <p>PA2. Local authorities must at all times provide <b>sufficient development capacity for the short, medium and long-term</b>.</p> <p>PA3. When considering effects of urban development decision-makers must:</p> <ul style="list-style-type: none"> <li>recognise and provide for the contribution urban development will make in enabling people, communities and future generations to provide for their social, economic, cultural and environmental well-being.</li> <li>provide <b>sufficient development capacity</b> while maximising the positive effects of development and minimising adverse effects of development</li> <li>have particular regard to the positive effects of urban development at a national, regional and district scale, as well as local effects.</li> </ul>	<p>PB1–PB3. Local authorities, on at least a three-yearly basis, must carry out:</p> <ul style="list-style-type: none"> <li>a housing assessment that estimates the demand for dwellings, including for different types of dwellings, locations and price points</li> <li>a business land assessment that estimates demand for different types and locations of floor area for local business sectors.</li> </ul> <p>Both assessments must also estimate the supply of development capacity to meet demand in the short, medium and long term, and identify any insufficiency in development capacity.</p> <p>Calculations of sufficient development capacity should have particular regard to:</p> <ul style="list-style-type: none"> <li>cumulative impact of zoning, objectives, policies and rules and overlays in plans</li> <li>likely availability of infrastructure</li> <li>current physical and commercial feasibility of development (considering likely costs and revenue of developing)</li> <li>likelihood of development opportunities being taken up</li> <li>monitoring of price signals.</li> </ul> <p>PB4. Local authorities must consult with infrastructure providers, community and social housing providers, and the property development sector.</p> <p>PB5. Local authorities must monitor on a quarterly basis or as often as possible a range of indicators including housing affordability indicators, resource and building consents, price signals, and business land vacancy rates.</p>	<p>PC1. Local authorities must consult other local authorities and infrastructure providers that share jurisdiction over a medium or high growth urban area, when developing plans and policy statements.</p> <p>PC2. The relevant local authorities must work together and with infrastructure providers to agree data and projections used in the development of housing and business land assessments.</p> <p>PC3. The relevant local authorities and infrastructure providers must work together and, as far as possible, ensure coordinated land use planning and infrastructure provision, including expected levels of service for infrastructure.</p>	<p>PD1. When the evidence base or monitoring indicates development capacity is not sufficient in the short, medium or long term, local authorities must respond by further enabling development in accordance with PD2 and PD3.</p> <p>PD2. Local authorities must consider all options for increasing development capacity and enabling development including:</p> <ul style="list-style-type: none"> <li>changing plan objectives, policies and rules and their application, activity status, rules about notification of resource consents, overlays, and making plans and regional policy statements simpler to interpret</li> <li>customer-focused consenting processes</li> <li>in granting consents, the conditions of consent imposed.</li> </ul> <p>PD3. In implementing PD1, local authorities must in the:</p> <ul style="list-style-type: none"> <li>short term, further enable development through customer-focused consenting processes and, where appropriate, amend plans</li> <li>medium term, amend relevant plans and policy statements to provide more development capacity</li> <li>long term, provide a broad indication of the location, timing and sequencing of development capacity to demonstrate that it will be sufficient.</li> </ul> <p>PD4. In giving effect to PD1, with respect to residential development capacity, local authorities should have particular regard to enabling development in locations that the Housing Assessment indicates are of highest demand, and that is commercially feasible.</p> <p>PD5–6 Regional councils must set minimum targets for sufficient residential development capacity in accordance with their housing assessment, and incorporate them into regional policy statements.</p> <ul style="list-style-type: none"> <li>These targets must be set for the medium and long term and be reviewed if necessary.</li> </ul> <p>PD7–9. Local authorities must provide a future land release and intensification strategy alongside their plan to provide certainty that there will be sufficient development capacity in the medium and long term, and that minimum targets will be met. This strategy will:</p> <ul style="list-style-type: none"> <li>identify broad location, timing and sequencing of development over the long term</li> <li>include processes for flexible implementation.</li> </ul> <p>The strategy must be informed by housing and business land assessments and the views of infrastructure providers, land owners, property development sector and any other stakeholders.</p>

<p><b>Key (and see over)</b></p> <ul style="list-style-type: none"> <li> Objectives and policies apply to <b>all</b> local authorities</li> <li> Apply to local authorities with <b>medium and high-growth urban areas</b> within their jurisdiction</li> <li> Apply only to local authorities with <b>high-growth urban areas</b> within their jurisdiction</li> </ul>	<p><b>Definitions</b></p> <p><b>Development Capacity:</b> In relation to residential and business land, means the capacity of land for urban development to meet demand, taking into account the following factors:</p> <ul style="list-style-type: none"> <li>the zoning, objectives, policies, rules and overlays that apply to the land;</li> <li>the provision of adequate infrastructure, existing or likely to exist, to support the development of the land, having regard to: <ul style="list-style-type: none"> <li>the relevant proposed and operative RPS, regional plans and district plans;</li> <li>any relevant management plans and strategies prepared under other Acts.</li> </ul> </li> </ul> <p><b>Sufficient:</b> The provision of enough development capacity to meet demand, plus to take account of the likelihood that not all capacity will be developed, an additional margin of at least:</p> <ul style="list-style-type: none"> <li>20% over and above projected short and medium term demand</li> <li>15% over and above projected long term demand</li> </ul> <p>Total capacity should reflect demands for different types property in different locations.</p> <p><b>Long, medium and short term:</b> Within 30 years, 10 years and 3 years.</p>
--	--

Areas that the NPS-UDC applies to: Medium and High Growth Urban Areas and other areas

Urban Area	Projected population growth 2013 - 2023	Relevant Local Authorities	Relevant parts of the NPS-UDC		
			Objectives and Policies PA1-PA3	Policies PB1-PD4	Policies PD5 – PD10
<i>High Growth Urban Area</i>					
Auckland	18.1%	Auckland Council			
Tauranga	15.1%	Tauranga City, Western Bay of Plenty District, Bay of Plenty Regional Council			
Hamilton	14.8%	Hamilton City, Waipa District, Waikato District, Waikato Regional Council			
Queenstown	14.0%	Queenstown-Lakes District, Otago Regional Council			
Christchurch	11.1%	Christchurch City, Waimakariri District, Selwyn District, Environment Canterbury			
<i>Medium Growth Urban Area</i>					
New Plymouth	9.3%	New Plymouth District, Taranaki Regional Council			
Nelson	8.5%	Nelson City, Tasman District			
Kapiti	6.9%	Kapiti District, Greater Wellington Regional Council			
Palmerston North	6.7%	Palmerston North City, Manawatu District, Horizons Regional Council			
Wellington	6.4%	Wellington City, Porirua City, Lower Hutt City, Upper Hutt City, Greater Wellington Regional Council			
<i>Other Main Urban Areas</i>					
Napier/Hastings	4.9%	Napier City, Hastings District, Hawke's Bay Region Council			
Blenheim	4.7%	Marlborough District			
Whangarei	4.5%	Whangarei District, Northland Region			
Gisborne	4.3%	Gisborne District			
Invercargill	3.7%	Invercargill City, Southland Regional Council			
Dunedin	3.6%	Dunedin City, Otago Regional Council			
Rotorua	0.7%	Rotorua District, Bay of Plenty Regional Council			
Whanganui	-1.5%	Whanganui District, Horizons Regional Council			
Rest of New Zealand		Rest of New Zealand's local authorities			

"High Growth Urban Area" is defined as either:

- A Main Urban Area with population growth over the next ten years of over 10%, according to Statistics NZ medium projections
- A Secondary Urban Area with a combined usually resident population and visitor population of over 30,000 people at any time during the year, with population growth over the next ten years of over 10%, according to Statistics NZ medium projections.

"Medium Growth Urban Area" is defined as either:

- A Main Urban Area with population growth over the next ten years of between 5% and 10% under Statistics NZ medium projections, according to Statistics NZ medium projections
- A Secondary Urban Area with a combined usually resident population and visitor population of over 30,000 people at any time during the year, with population growth over the next ten years of between 5% and 10%, according to Statistics NZ medium projections.

Main and Secondary Urban Areas are Statistics New Zealand definitions that identify concentrated urban settlements without the distortions of administrative boundaries. A Main Urban area has a contiguous population of more than 30,000 people. A Secondary Urban Area has a contiguous population of between 10,000 and 30,000 people.

New Zealand Government



**Proposed National Policy Statement  
on Urban Development Capacity  
CONSULTATION DOCUMENT**

This report may be cited as:

Ministry for the Environment and Ministry of Business, Innovation and Employment. 2016.  
*Proposed National Policy Statement on Urban Development Capacity: Consultation Document.*  
Wellington: Ministry for the Environment.

Published in June 2016 by the  
Ministry for the Environment  
Manatū Mō Te Taiao  
PO Box 10362, Wellington 6143, New Zealand

ISBN: 978-0-908339-42-6  
Publication number: ME 1241

© Crown copyright New Zealand 2016

This document is available on the Ministry for the Environment's website:  
[www.mfe.govt.nz](http://www.mfe.govt.nz).





## Contents

Message from the Minister	5
Proposed National Policy Statement on Urban Development Capacity 2016	6
Preamble	6
1 Title	8
2 Commencement	8
3 Interpretation	8
4 National significance	10
5 Objectives	11
6 Policies	12
Appendix – Statistical Information	17
Introduction to consultation	20
Understanding urban environments	20
Local government planning in urban areas	21
Providing for housing needs	22
Providing for business needs	23
Constraints on providing sufficient development capacity for business and housing needs	24
Structure of the proposed National Policy Statement	25
Key themes throughout the proposed NPS	28
1 Enabling growth and development while managing the effects	28
2 Meeting a range of demands	28
3 Understanding and enabling the market	29
4 Implications for infrastructure	33
5 Roles and relationships between councils	34
Implementation programme	36
Consultation process	37
How to make a submission	37
Contact for queries	37
What happens next?	38

## Figures

Figure 1:	Plan-enabled and feasible development capacity	30
Figure 2:	Councils and the Christchurch Main Urban Area	34

## Table

Table 1:	High and medium growth urban areas	26
----------	------------------------------------	----

## Message from the Minister

This new national direction on urban development is required to make the Resource Management Act work better for housing and business growth. It complements an amendment Bill currently before Parliament that puts specific new legal requirements on councils to provide enough development capacity to meet demand.

Three critical issues are addressed in this policy.

Firstly, it connects planning decisions with economics. This is crucial, given the greatest increase in house prices over the past two decades has been in the cost of sections rather than the built house. Price signals, commercial feasibility and ensuring sufficient competition in supply will become required legal considerations in land use planning decisions.

Secondly, this policy requires more responsive planning. Auckland is currently stuck in rules developed more than 20 years ago. This new policy will require short, medium and long-term policies to manage growth and regular reviews for ensuring plans are up-to-date and relevant.

Thirdly, this policy rebalances the national and local interests. A major problem in the current framework is that housing affordability is a national issue but the key regulatory levers to address supply rest with councils whose consideration is very locally focused. This policy requires councils and the Environment Court to put greater weight on the national importance of sufficient land supply for housing and business growth.

This policy is carefully nuanced to the different growth pressures across New Zealand's towns and cities. There are requirements for all urban areas in this policy but these become greater in medium-growth areas and are most demanding in high-growth areas.

This new approach to issues of urban development is heavily influenced by the comprehensive work by the Productivity Commission with its 2015 report on land supply and its influence on housing affordability.

This new urban policy statement is part of the Government's broader reforms to strengthen national direction under the Resource Management Act. We are progressing more national policies, standards and regulations than any previous government on key issues like water, coastal management, telecommunications, forestry, pest control and now urban development.

This proposed national policy statement is a powerful tool to make our urban environments work better in supporting growth of housing and employment. We welcome your feedback so we can get it right.



Hon Dr Nick Smith

**Minister for the Environment  
Minister for Building and Housing**



## **Proposed National Policy Statement on Urban Development Capacity 2016**

### **Preamble**

New Zealand is one of the most urbanised countries in the world, with 73 percent of us living in cities of at least 30,000 people<sup>1</sup>.

Cities are characterised by their intensity, the access they provide to things that people value, their scale, and often by high rates of population and economic growth. These have both positive and negative impacts: successful cities maximise the positives and minimise the negatives. Successful cities provide people with access to a choice of homes and opportunities to earn income, and attractive built and natural environments. They have good quality physical and social infrastructure and open space. They use resources efficiently, and they minimise their environmental footprint. They make the most of their ability to connect to other parts of the world. Such cities attract people and investment, and are therefore constantly changing, dynamic places that make a significant contribution to national economic performance.

Local authorities play an important role in shaping the success of our cities by planning for growth and change, and providing critical infrastructure. Ideally, urban planning should enable people and communities to provide for their social, economic and cultural wellbeing through development, while managing its effects. This is a challenging role, because cities are complex places; they develop as a result of numerous individual decisions, and this often involves conflict between diverse preferences.

This National Policy Statement provides direction to decision-makers under the RMA on urban planning. It has a particular focus on ensuring that planning enables development through providing sufficient development capacity for housing and businesses.

The National Policy Statement aims to help reduce regulatory barriers to the supply of housing, and reduce the cost of housing relative to income. High house prices drive wealth inequality, increase the fiscal burden of housing-related welfare, and pose a risk to the national economy.

It is also important that planning provides good accessibility between housing and businesses, and the social infrastructure necessary in a successful city.

An overarching theme running through this National Policy Statement is that planning decisions must actively enable growth and development in urban areas, and accommodate that in such a way as to maximise wellbeing now and in the future.

---

<sup>1</sup> According to Statistics New Zealand's most recent estimates.

The National Policy Statement requires plans to provide sufficient development capacity to meet long term demand. This includes both the total number of dwellings and the amount of business space needed, and the range of demands for different sizes, types and locations.

Another key theme running through the National Policy Statement is for planning to better understand the property market and enable it to provide for the community's needs. While taking account of all factors that affect well-being, planning should respond to demand, enable what is commercially feasible, and promote competitive land and development markets. The National Policy Statement requires planning to place a greater emphasis on monitoring what is happening on the ground, and responding to that.

This National Policy Statement requires development capacity provided in plans to be serviced or likely to be serviced with infrastructure. This will necessitate better integration and coordination between land use and infrastructure planning and will require local authorities, infrastructure providers and central government to work co-operatively.

This National Policy Statement also places a strong emphasis on planning coherently across urban housing and labour markets, which will require coordinated planning between local authorities that share jurisdiction over Main Urban Areas.

The National Policy Statement targets different policies to different local authorities, as per the table below.

	All local authorities	Local authorities that have a Medium Growth Urban Area within their jurisdiction	Local authorities that have a High Growth Urban Area within their jurisdiction
Objectives that apply	All	All	All
Policies that apply	PA1 – PA3	PA1 – PA3	PA1 – PA3
		PB1 – PB5 PC1 – PC3 PD1 – PD4	PB1 – PB5 PC1 – PC3 PD1 – PD4
			PD5 – PD9

## 1 Title

This national policy statement is the National Policy Statement on Urban Development Capacity 2016.

## 2 Commencement

This national policy statement comes into force on the 28th day after the date on which it is notified in the *New Zealand Gazette*.

## 3 Interpretation

In this national policy statement, unless the context otherwise requires, –

**Act** means the Resource Management Act 1991.

**Business land** means land that is zoned for productive economic activities in urban areas, including but not limited to the following:

- industrial
- commercial
- retail
- business and business parks
- mixed use and centres, to the extent that it is available for productive economic activities.

but does not include residential dwellings that are also used for a productive economic activity such as home occupations.

**Decision-maker** means all persons exercising functions and powers under the Act.

**Demand** means:

In relation to residential development, the demand for residential dwellings within an urban area in the short, medium and long-terms, having particular regard to:

- a) the total number of dwellings required to meet projected household growth;
- b) demand for different types of dwellings;
- c) the demand for different locations within the urban area; and
- d) the demand for different price points.

recognising that people will trade off (b), (c) and (d) to meet their own needs and preferences.

In relation to business land, the demand for floor area in the short, medium and long-terms, having particular regard to:

- a) the quantum of floor area to meet forecast growth in different sectors;
- b) the demands of both land extensive and intensive activities; and
- c) the demand for different locations within the urban area.

**Development capacity** means in relation to residential and business land, the capacity of land for urban development to meet demand, taking into account the following factors:

- the zoning, objectives, policies, rules and overlays that apply to the land; and
- the provision of adequate infrastructure, existing or likely to exist, to support the development of the land, having regard to—
  - the relevant proposed and operative regional policy statements, regional plans and district plans; and
  - any relevant management plans and strategies prepared under other Acts.

**Feasible** means the commercial viability of development, taking into account the current likely costs, revenue and yield of developing.

**High-Growth Urban Area** means:

- Any Main Urban Area that, according to the most recent Statistics New Zealand growth projections set out in Appendix A2, is projected to experience population growth of more than 10% over the medium-term; or
- Any Secondary Urban Area that at any point in the year has a combined resident and visitor population of over 30,000, and according to the most recent Statistics New Zealand growth projections set out in Appendix A2, is projected to experience population growth of more than 10% over the medium-term.

**Infrastructure** means network infrastructure for water supply, wastewater, stormwater, transport, and passenger transport services.

**Local authority** has the same meaning as in section 2 of the Resource Management Act 1991.

**Long-term** means within the next thirty years.

**Main Urban Area** means as defined by Statistics New Zealand set out in Appendix A1.

**Medium-Growth Urban Area** means:

- Any Main Urban Area that, according to the most recent Statistics New Zealand growth projections set out in Appendix A2, is projected to experience population growth of between 5% and 10% over the medium-term; or
- Any Secondary Urban Area that at any point in the year has a combined resident and visitor population of over 30,000, and according to the most recent Statistics New Zealand growth projections set out in Appendix A2, is projected to experience population growth of between 5% and 10% over the medium-term.

**Medium-term** means within the next ten years.

**Plan** means an operative or proposed regional plan or a district plan.

**Planning decisions** means any decision on a regional policy statement, regional or district plan, or plan change.

**Secondary Urban Area** means as defined by Statistics New Zealand set out in Appendix A1.

**Short-term** means within the next three years.

**Sufficient** means the provision of enough development capacity to meet residential and business demand, plus, to take account of the likelihood that not all capacity will be developed, an additional margin of at least:

- 20% over and above projected short and medium-term residential and business demand; and
- 15% over and above projected long-term residential and business demand.

The total capacity should reflect the demands for different types and locations.

**Urban area** means an area with urban characteristics and a moderate to high concentration of population, irrespective of local authority boundaries.

**Urban form** means the overall pattern of development within an urban area, and the relationship of its constituent parts to each other.

## 4 National significance

This National Policy Statement is about the national significance of the contribution that urban areas make to the social, economic and cultural wellbeing of people and communities, and the need to enable urban development and change in order to provide for this.



## **5 Objectives**

The following objectives apply to all local authorities.

### **Objective Group A – Outcomes for decision-making**

- OA1: To support effective and efficient urban areas that enable people and communities to provide for their social, economic and cultural wellbeing.
- OA2: To provide sufficient residential and business development capacity to enable urban areas to meet residential and business demand.
- OA3: To enable ongoing development and change in urban areas.

### **Objective Group B – Evidence and monitoring to support decision-making**

- OB1: To ensure plans and regional policy statements are based on a robust, accurate and frequently-updated evidence base.

### **Objective Group C – Coordinated evidence and decision-making**

- OC1: To promote coordination within and between local authorities and infrastructure providers in urban areas, consistent planning decisions, integrated land use and infrastructure planning, and responsive planning processes.

### **Objective Group D – Responsive planning**

- OD1: To ensure that planning decisions enable urban development in the short, medium and long-terms.
- OD2: To ensure that in the short and medium terms local authorities adapt and respond to market activity.

## 6 Policies

### Outcomes for decision-making

Policies PA1 to PA3 apply to all local authorities.

PA1: By decision-makers:

- Providing for an urban form that maximises the potential for social and economic exchange within the urban area.
- Providing for the efficient use of resources, having particular regard to scarce urban land and infrastructure.
- Enabling the competitive operation of land and development markets.

PA2: By local authorities providing at all times sufficient residential and business development capacity for the short, medium and long terms.

PA3: When considering the effects of urban development, decision-makers must:

- Recognise and provide for the contribution that urban development will make to the ability for people and communities and future generations to provide for their social, economic and cultural wellbeing.
- Provide sufficient development capacity, whilst maximising the positive effects of development, and minimising the adverse effects of development.
- Have particular regard to the positive effects of urban development at a national, regional and district scale, as well as its local effects.

### Evidence and monitoring to support decision-making

Policies PB1 to PB5 and PC1 to PC3 apply to all local authorities that have part, or all, of either a Medium Growth Urban Area or High Growth Urban Area within their jurisdiction.

PB1: Local authorities must, by the end of 2018, or within 12 months of becoming a Medium or High Growth Urban Area, and thereafter on at least a three-yearly basis, carry out:

- A Housing Assessment that estimates the demand for dwellings, including the demand of different groups in the population for different types of dwellings, locations and price points, and the supply of development capacity to meet that demand, in the short, medium and long-terms; and
- A Business Land Assessment that estimates the demand for the different types and locations of floor area for the local business sectors, and the supply of development capacity to meet that demand, in the short, medium and long-terms.

Local authorities must have regard to the benefits of publishing the assessments under policy PB1.

- PB2: In carrying out the assessments required under policy PB1, local authorities must have particular regard to:
- Demographic change, including population growth and household size projections, using the most recent Statistics New Zealand growth projections set out in Appendix A2.
  - Future changes in the sectoral composition of the local economy and the impacts that this might have on residential and business demand.
  - Information on the market's response to planning obtained through monitoring under PB5.
- PB3: In carrying out the assessments required under policy PB1, local authorities must estimate the sufficiency of development capacity provided by its plans and proposed and operative regional policy statements, having particular regard to:
- The cumulative effect of all zoning, objectives, policies, rules and overlays in plans, and the effect this will have on opportunities for development being taken up.
  - The actual and likely availability of infrastructure.
  - The current physical and commercial feasibility of development capacity.
  - The likelihood of opportunities for development being taken up.
- and must estimate the additional development capacity needed if any of these factors indicate that the supply of development capacity is not likely to meet demand in the short, medium or long-term.
- PB4: In carrying out the assessments required under policy PB1, local authorities must consult with infrastructure providers, community and social housing providers, the property development sector and any other stakeholders as they see fit.
- PB5: To ensure that local authorities are well-informed about the market's response to planning, local authorities must monitor a range of indicators on a quarterly basis, or as frequently as possible, including:
- The relative affordability of housing, including the ratio of house price to income and the relative cost to rent;
  - The increase in house prices and rents;
  - The number of resource and building consents granted relative to the growth in population;
  - Vacancy rates for business land;
  - The ratio of the value of land between rural and urban zoned land; and
  - The ratio of the value of improvements to the value of land within the urban area.

Local authorities must have regard to the benefits of publishing the results of its monitoring under policy PB5.

#### **Co-ordinated evidence and decision-making**

- PC1: When developing plans and regional policy statements to implement this National Policy Statement, local authorities must consult with other local authorities, local infrastructure providers and central government infrastructure providers that share jurisdiction over a Medium Growth Urban Area or a High Growth Urban Area.
- PC2: The relevant local authorities and infrastructure providers will work together to agree on data and projections used in the development of the assessments required under policy PB1.
- PC3: The relevant local authorities and infrastructure providers will work together to, as far as possible, ensure coordinated land use planning and infrastructure provision, including expected levels of service for infrastructure.

#### **Responsive planning**

Policies PD1 to PD4 apply to all local authorities that have part, or all, of either a Medium Growth Urban Area or High Growth Urban Area within their jurisdiction.

- PD1: When the evidence base or monitoring obtained in accordance with policies PB1 to PB5 indicates that development capacity is not sufficient in any of the short, medium or long terms, local authorities must respond by providing further development capacity in accordance with policies PD2 and PD3 as soon as possible.
- PD2: A local authority must consider all options available to it under the Act to enable sufficient development capacity to meet residential and business demand, including but not limited to:
- Changes to plans and regional policy statements, including changes to:
    - Objectives, policies and rules, zoning and the application of those in both existing urban and undeveloped areas;
    - Activity status;
    - Provisions about the notification of applications for resource consent;
    - Existing overlays, or the introduction of overlays which enable development; and
    - Make them simpler to interpret.
  - Consenting processes that are customer-focused and coordinated within the local authority; and
  - In granting consent, the conditions of consent imposed.

PD3: Local authorities must consider the following responses:

- In the short term, further enable development through customer-focused consenting processes and, where appropriate, amending the relevant plans.
- In the medium term, amending the relevant plans and policy statements to provide more development capacity.
- In the long term, providing a broad indication of the location, timing and sequencing of development capacity in order to demonstrate that it will be sufficient.

PD4: In giving effect to policy PD1 with respect to residential development capacity local authorities should have particular regard to enabling capacity:

- In the locations that the Housing Assessment, required under policy PB1, indicates are of highest demand; and
- That is feasible.

such that it maximises the contribution to meeting demand for residential development.

Local authorities that have a Medium Growth or High Growth Urban Area within their jurisdiction should not restrict their responses to meeting demand to only the area that lies within the Medium Growth Urban Area or High Growth Urban Area.

Policies PD5 to PD9 apply to all local authorities that have part, or all, of a High Growth Urban Area within their jurisdiction.

Regional councils must have amended their proposed and operative regional policy statement to give effect to policies PD5 to PD6 by:

- The end of 2018; or
- Earlier if the Housing Assessment required under policy PB1 shows development capacity is insufficient to meet demand; or
- Within 12 months of becoming a High Growth Urban Area.

Regional councils must amend their proposed and operative regional policy statements to give effect to policies PD5 to PD6 in accordance with section 55(2A) of the Act without using the process in Schedule 1 of the Act.

PD5: Regional councils must set minimum targets for the supply of sufficient residential development capacity that must be achieved, in accordance with its Housing Assessment, and incorporate these into the relevant regional policy statement.

These minimum targets must specify:

- The total number of dwellings; and
- Different types of dwellings.

To take account of the likelihood that not all capacity will be developed, it must require an additional margin of at least:

- 20% over and above projected short and medium-term demand; and
- 15% over and above projected long-term demand.

PD6: A regional council's minimum targets set under policy PD5 must be set for the medium and long terms, and must be reviewed every three years. When a regional council's Housing Assessment required under policy PB1 shows that the minimum targets set in the regional policy statement are insufficient to meet demand, regional councils must revise those minimum targets in accordance with policy PD5 and incorporate those targets into its regional policy statement in accordance with section 55(2A) of the Act without using the process in Schedule 1 of the Act.

Local authorities shall give effect to policies PD7 to PD9 within the following timeframes:

- By the end of 2018; or
- Within 12 months of becoming a High Growth Urban Area.

PD7: Local authorities must provide a future land release and intensification strategy alongside the relevant plans and regional policy statements to demonstrate that there will be sufficient development capacity in the medium and long terms, and that minimum targets will be met.

PD8: The future land release and intensification strategy must:

- Identify the location, timing and sequencing of future development capacity over the long term; and
- Provide a process for flexible implementation.

PD9: In developing this strategy, local authorities must:

- Be informed by the Housing Assessment and Business Land Assessment required under policy PB1;
- Take into account the views of infrastructure providers, land owners, the property development sector and any other stakeholders as they see fit; and
- Have particular regard to policy PA1.

## Appendix – Statistical Information

### A1: Statistics New Zealand: Classification of Urban Areas

Main Urban Areas	Secondary Urban Areas
Whangarei	Pukekohe
Northern Auckland Zone	Tokoroa
Western Auckland Zone	Taupo
Central Auckland Zone	Whakatane
Southern Auckland Zone	Hawera
Hamilton Zone	Feilding
Cambridge Zone	Levin
Te Awamutu Zone	Masterton
Tauranga	Greymouth
Rotorua	Ashburton
Gisborne	Timaru
Napier Zone	Oamaru
Hastings Zone	Rangiora
New Plymouth	Queenstown
Whanganui	
Palmerston North	
Upper Hutt Zone	
Lower Hutt Zone	
Porirua Zone	
Wellington Zone	
Nelson	
Christchurch	
Dunedin	
Invercargill	
Kapiti	
Blenheim	

Source: Statistics New Zealand (sourced May 2016)

*Classification of Urban Areas*

**A2: Statistics New Zealand: Projected Total Population by Urban Area**

Urban Area	Year at 30 June						
	2013	2018	2023	2028	2033	2038	2043
Whangarei	53,600	55,000	56,000	56,800	57,400	57,600	57,600
Northern Auckland Zone	288,000	315,900	335,400	355,000	375,000	393,900	411,900
Western Auckland Zone	217,100	242,700	266,300	290,100	312,400	334,000	355,000
Central Auckland Zone	450,900	500,600	539,000	578,400	616,700	652,500	686,100
Southern Auckland Zone	425,800	463,200	491,700	520,300	547,100	571,600	594,200
Hamilton Zone	180,600	196,600	208,700	220,600	232,200	243,200	253,800
Cambridge Zone	18,400	19,850	20,600	21,200	21,800	22,300	22,700
Te Awamutu Zone	15,850	16,600	17,250	17,800	18,300	18,700	18,950
Tauranga	125,700	135,500	144,700	153,900	162,900	171,500	179,800
Rotorua	55,800	56,100	56,200	56,000	55,400	54,400	53,000
Gisborne	35,200	36,100	36,700	37,100	37,400	37,400	37,200
Napier Zone	60,600	62,500	63,400	64,100	64,300	64,200	63,700
Hastings Zone	67,000	69,300	70,500	71,400	71,900	71,800	71,400
New Plymouth	54,800	57,900	59,900	61,600	63,100	64,300	65,400
Whanganui	39,300	39,000	38,700	38,300	37,600	36,600	35,500
Palmerston North	81,500	84,500	87,000	89,400	91,600	93,400	95,000
Upper Hutt Zone	39,000	40,500	41,400	42,200	42,600	42,800	42,800
Lower Hutt Zone	100,500	101,300	101,800	102,000	101,500	100,300	98,500
Porirua Zone	53,500	55,600	56,700	57,500	57,900	57,800	57,400
Wellington Zone	196,500	207,100	214,400	221,600	228,300	234,400	239,800
Nelson	63,300	66,600	68,700	70,400	71,600	72,400	72,800
Christchurch	369,200	395,400	410,100	424,300	437,000	448,200	457,800
Dunedin	115,100	118,000	119,300	120,400	121,100	121,300	121,100
Invercargill	49,300	50,600	51,100	51,400	51,400	51,100	50,500
Kapiti	40,700	42,100	43,500	44,800	46,100	47,100	47,900
Blenheim	30,100	30,900	31,500	31,900	32,100	32,100	32,100

Source: Statistics New Zealand (sourced May 2016)

*Projected Total Population at 30 June 2018-2043 (2013-base)*

\_\_\_\_\_  
Clerk of the Executive Council



**Explanatory note**

*This note is not part of this national policy statement, but is intended to indicate its general effect.*

This national policy statement comes into force 28 days after the date of its notification in the *New Zealand Gazette*. It provides that ensuring sufficient development capacity is a matter of national significance under the Resource Management Act 1991 and prescribes objectives and policies to guide the making of resource management decisions.

## Introduction to consultation

The Minister for the Environment has released a proposed National Policy Statement (NPS) on Urban Development Capacity (the proposed NPS) for public consultation.

The proposed NPS is a priority for the Government.<sup>2</sup> The particular scope relates to the provision of development capacity<sup>3</sup> in local authority plans to address both housing and business needs. This document explains:

- why we have developed the proposed NPS
- our objectives, policies and key themes
- how to give your feedback on the proposal.

**Submissions close at 5.00pm on Friday 15 July 2016.**

## Understanding urban environments

New Zealand urbanisation is among the highest in the world. Over 72 per cent of our population live in areas with a population of 30,000 or more people.<sup>4</sup> Our outstanding natural environment and rural economy are internationally recognised. However, day to day most New Zealanders rely on the choices and opportunities our cities provide – including access to goods, services, housing, employment and recreation. The challenges of rapid growth are not unique to New Zealand cities. But New Zealand's future success and prosperity will depend on the quality of both our rural and urban environments. Each comes with different opportunities and challenges, particularly when it comes to managing natural and physical resources sustainably.

Urban areas are in a state of constant change. The density and constant growth and development of cities can have positive and negative impacts. People are drawn to urban areas for their employment opportunities, the prospect of higher income, a choice of housing, their community, shopping and cultural facilities, and the social interactions on offer. Some businesses need to be close to large populations and the markets they create for goods and services. Smart businesses use close proximity to labour markets, other businesses, and to education and research facilities to improve productivity and innovation. Urban areas also offer greater efficiency when it comes to providing services, allowing them to cater to greater numbers located in a relatively small area.

If done well, urban growth and development support the success of the city, bringing in new people and skills, offering increased choices and opportunities, and supporting investment into

---

<sup>2</sup> As noted in *A Way Forward for National Direction*, which sets out the Government's priorities for national direction under the Resource Management Act 1991.

<sup>3</sup> Development capacity means the capacity of land to support development of different types. It explicitly refers to the capacity for intensification as well as expansion, ie, the capacity to develop 'up' as well as 'out'. It varies with the physical characteristics of the land, the infrastructure and the constraints that regulations impose on land use.

<sup>4</sup> Statistics New Zealand defines these areas as 'Main Urban Areas' (contiguous settlements of 30,000 people or more).

the infrastructure and services needed for a resilient future. However, without good planning, cities can become victims of their own success, burdened by rising traffic congestion and house prices and poor quality environments. Managing competition for resources such as land needed for housing or businesses can mean making hard decisions about how, when and where opportunities for growth will be provided.

### **Local government planning in urban areas**

Local authorities play a vital role in the success of urban areas, shaping urban development by determining how land will be used through land-use planning<sup>5</sup> under the Resource Management Act 1991 (RMA). Local authorities also plan for and provide necessary infrastructure such as public transport, local roads, water, parks and public spaces.

The main purpose of the RMA is to promote the sustainable management of natural and physical resources, to enable people and communities to provide for their current and future social, economic and cultural well-being. When resources are under pressure in growing urban areas, this is extremely challenging.

Urban areas are complex, bringing together people with diverse lifestyles and backgrounds. Local authorities must balance often competing or conflicting interests on behalf of their community. Their plans and planning decisions will inevitably involve choices that advantage some people and disadvantage others.

When making decisions, local authorities must consider the needs of the whole community and the impact planning decisions will have for future generations. This can be difficult when planning processes often favour those who are most vocal and able to make their views known to decision-makers, and when the future and wider costs and benefits of individual planning decisions are hard to quantify. This can lead to decisions that protect current, local interests at the expense of broader outcomes and future generations. For instance, plans that do not supply enough development opportunities to build sufficient housing to meet demand contribute to increasing house prices. While this may benefit current home owners it effectively locks out future generations from home ownership as well as those currently saving to buy their first homes.

Decision-makers for urban areas need to better understand that constraints on development to protect and manage precious natural and physical resources, such as heritage, landscapes and amenity values, come at a cost. While these attributes play an inherent role in making our urban spaces distinctive and special, planning decisions that do not adequately balance their use and protection against the need to provide opportunities for the city to adapt and change can deny significant parts of the current and future community access to housing and employment.

---

<sup>5</sup> Land-use planning uses policies and rules to control what type of development can take place, such as zoning for industrial use or residential housing. It puts in place height and density limits and controls the levels of noise allowed at different times in order to manage the effects from different activities.

### **Government reform**

The Government is working on a range of options to improve urban planning, including its response to the Productivity Commission's recent inquiry, *Using Land for Housing*<sup>6</sup> and the Better Local Services reforms.

Of particular relevance is the Resource Legislation Amendment Bill (the Bill), which proposes an amendment to sections 30 and 31 of the RMA that will create a new function for regional and territorial authorities to provide enough development capacity to meet demand. The proposed NPS will support this new function if it becomes law; however, it could stand alone if required. The definition of development capacity in the Bill will be aligned with the proposed definition in the NPS, once consultation on the proposal has been completed.

The proposed NPS will complement these initiatives and focuses on helping local authorities to allow development in areas experiencing growth.

### **Providing for housing needs**

In many of our growing urban areas, the supply of housing has not kept up with demand. This has contributed to high and rapidly increasing house prices as well as housing affordability challenges and overcrowding. Families have had to make compromises about the size, quality and location of their homes.

The Government is concerned about the national impact of this because:

- shortages of housing affect people on lower incomes the most. Overcrowding contributes to social and health problems and a lack of housing choices close to employment makes it difficult for people to move to new jobs, increasing congestion and travel costs. It can also polarise communities, increasing the difference in income levels between areas
- greater demand is placed on the welfare system to meet housing needs. Government spending on housing assistance is estimated to be over \$2 billion for 2015/16
- high house prices reduce how much New Zealanders have to invest elsewhere, such as in the production of exports
- unstable house prices are a risk to the national economy, with New Zealand's housing stock worth eight times the share market.

Many things, including global financial trends, are contributing to the current state of the housing market. Government is running a comprehensive work programme aimed to make housing more affordable for all New Zealanders. The proposed NPS focuses on reducing the barriers to increasing housing supply, enabling a quicker and more fit-for-purpose response to housing demand.

### **Barriers to increasing the supply of houses**

Local authorities can influence housing supply through resource management plans. These set development capacity through the use of zones and development controls. For example, they set how many and what type of homes can be built – and where. Planning both enables and limits the amount of homes that may eventually be built on a site. Taken across a whole plan,

---

<sup>6</sup> This looked at other issues in the planning and development system, including the supply of infrastructure.

these limitations can mean there is not enough development capacity to provide for housing demand, so housing capacity for new developments becomes scarce and prices rise.

Zoning and development controls need to provide certainty to communities about what can and cannot be developed, and confidence that what does get developed will not lead to poor environmental outcomes. These controls also need to allow the development of enough housing and employment to meet the needs of the community in the long term as well as current demand. The challenge is greatest in redeveloping already established (brownfield) areas. But it is important to do so, to make efficient use of resources and to provide for people's needs.

This means that decision-makers need to understand the demand for housing and jobs, and the impact that zoning and development controls will have on people's ability to meet that demand.

### **Providing for business needs**

Under the proposed NPS, councils are required to provide sufficient development capacity for businesses in urban areas. This means business land zoned for productive uses including retail, consumer and business services, manufacturing, transport and storage and utilities. Local authorities use different zones for these types of activities, depending on their effects (such as noise, traffic movements, odour and discharges to air or water).

People need access to homes and jobs; however, this need is constantly changing. Local authority planning should provide enough development capacity for both employment and housing close to each other, in ways that make efficient use of land and services, with as few conflicts as possible. When the planning system struggles to facilitate spatial change associated with ongoing economic development, it may constrain productivity growth.

There is less information about the demand for and supply of development capacity for business than there is about housing. Research for the proposed NPS suggests that:

- different types of businesses have different land and space requirements. For example, manufacturers and wholesalers often need large plots of land buffered from other activities, while business services are often found in high-rise office buildings in city centres and retail and consumer services often choose locations near residential areas
- in cities, employment and production growth tends to be in services rather than traditional manufacturing.

In general, the property market for business land does not appear to have the same extent of problems as the housing market. In most areas and for most types of business, the land available appears to be broadly sufficient and prices do not seem to increase as rapidly as they do with housing. In some urban areas there is even a possibility of oversupply of some kinds of business land. This can lead to underfunded infrastructure and struggling town centres.

Despite plans providing *in total* enough development capacity for businesses, for some sectors the development capacity provided is not aligned with business needs for type or location. This appears to be an issue for the users of land zoned for industrial use. This includes manufacturers, transport and logistics operators, and utility providers. The effects of these activities often make them incompatible with other uses (for example, noise, odour and traffic movements). These operations are also often capital intensive and difficult or costly to move.

Older industrial businesses in areas developing with newer businesses and housing often experience reverse sensitivity. This is where they face the costs of addressing complaints about their effects from new, more sensitive land users. Some industrial businesses that would be expensive to move should arguably be protected from this, while others should be encouraged to move to make way for higher value users. However, zoned and serviced land is not always available in suitable locations to move to.

The topic of reverse sensitivity is very complex. The focus of the proposed NPS is to further enable development capacity, and addressing reverse sensitivity would require significantly more analysis than has been possible.

### **Constraints on providing sufficient development capacity for business and housing needs**

In developing the proposed NPS, the following have been identified as contributing to an insufficient supply of development capacity for housing and business needs.

- The planning system is slow to identify and respond to changes in demand (especially unexpected demands like the recent high net migration). This is because it takes a large amount of time and money to make plan changes or to get resource consent decisions on developments that the public must be consulted on. Once consents are gained, developers spend considerable time and money dealing with different parts of councils and other groups to make their projects happen.
- Planning decisions respond to groups in the community that are most vocal and well-resourced in consultation processes. As a result, decisions tend to be biased towards protecting current, local interests at the expense of wider outcomes and future generations.
- Local authorities do not often have all the information they need, especially about the impact their planning will have on housing markets and on business land needs. For example, the impact that zoning decisions and development controls have on the type of development that will occur (or not) in particular locations is not assessed against what the market can reasonably provide.
- Often land-use planning and infrastructure planning are not well integrated. This creates uncertainty about whether zoned areas will have the necessary services. There is also often some misalignment in the planning decisions between neighbouring local authorities that impact on a single urban market.

## Structure of the proposed National Policy Statement

The proposed NPS contains several requirements to ensure that councils provide, in their urban planning decisions, sufficient development capacity for residential and business development to meet demand.

The proposed NPS is made up of requirements across four key elements. These provide objectives and policies to address the problems identified above. The four elements are:

- the outcomes of decision-making
- the evidence to support decisions
- coordinated evidence base and decision-making
- enabling responsive planning.

The proposed NPS is made up of a tiered set of requirements targeted to different urban areas. The tiered structure of the proposed NPS is designed to target policies to those places facing the greatest growth challenges while minimising the costs of meeting national direction in places where this is not necessary.

The tiered approach is applied in the proposed NPS as follows.

- 1 The objectives and high-level policies apply to **all local authorities** when they are making decisions on urban planning.
- 2 Additional policies apply to **medium and high growth urban areas**. Medium growth urban areas are defined as local authorities with jurisdiction over all or part of a Main Urban Area<sup>7</sup> or a Secondary Urban Area with a combined resident and visitor population of 30,000 or more, which is projected to experience population growth of 5–10 per cent over 10 years. Currently, this definition includes the urban areas of New Plymouth, Palmerston North, Wellington, Nelson and Kapiti.
- 3 Further policies which apply only to **high growth urban areas**. High growth urban areas are defined as local authorities with jurisdiction over all or part of a Main Urban Area or a Secondary Urban Area with a combined resident and visitor population of 30,000 or more, which is projected to experience population growth of over 10 per cent in the next 10 years. Currently, this definition picks up the five urban areas of Auckland, Tauranga, Hamilton, Christchurch and Queenstown.

Table 1 illustrates the Main Urban Areas and relevant local authorities captured by medium and high growth urban areas.

<sup>7</sup> Defined by Statistics New Zealand as a contiguous population over 30,000 people.

**Table 1: High and medium growth urban areas**

Main Urban Area	Projected population growth 2013–23 (%)	Relevant council
<i>High growth</i>		
Auckland*	18.1	Auckland Council
Tauranga	15.1	Tauranga City, Western Bay of Plenty District, Bay of Plenty Regional Council
Hamilton*	14.8	Hamilton City, Waipa District, Waikato District, Waikato Regional Council
Queenstown**	14.0	Queenstown Lakes District, Otago Regional Council
Christchurch	11.1	Christchurch City, Waimakariri District, Selwyn District, Environment Canterbury
<i>Medium growth</i>		
New Plymouth	9.3	New Plymouth District, Taranaki Regional Council
Nelson	8.5	Nelson City, Tasman District
Kapiti	6.9	Kapiti District, Greater Wellington Regional Council
Palmerston North	6.7	Palmerston North City, Manawatu District, Horizons Regional Council
Wellington*	6.4	Wellington City, Porirua City, Lower Hutt City, Upper Hutt City, Greater Wellington Regional Council
<i>Other Main Urban Areas</i>		
Napier/Hastings*	4.9	Napier City, Hastings District, Hawke's Bay Regional Council
Blenheim	4.7	Marlborough
Whangarei	4.5	Whangarei District, Northland Regional Council
Gisborne	4.3	Gisborne District
Invercargill	3.7	Invercargill City, Southland Regional Council
Dunedin	3.6	Dunedin City, Otago Regional Council
Rotorua	0.7	Rotorua District, Bay of Plenty Regional Council
Whanganui	-1.5	Whanganui District, Horizons Regional Council

\* The Main Urban Areas for Auckland, Hamilton, Wellington and Napier/Hastings are made up of many smaller areas joined together.

\*\* Queenstown is a Secondary Urban Area, but its combined resident and annual visitor population exceeds 30,000 people.



### Implementation

Councils would apply the objectives and policies that relate to frequent monitoring as soon as the proposed NPS became operative (scheduled for October this year).

A number of policies on developing a more comprehensive evidence base and setting minimum targets for development capacity must be implemented within three years of the proposed NPS becoming operative. Both may trigger additional plan changes to enable further development capacity.

To support the proposed NPS, the Government intends to put in place an implementation programme that will include the development of guidance and likely training and monitoring.

**Key question:**

- What do you think of the proposal to target policies to different areas?

## Key themes throughout the proposed NPS

### 1 Enabling growth and development while managing the effects

A key component of successful urban areas is urban planning that enables growth and development. Urban development has both positive and negative effects; however, current planning decisions appear to focus more on the negative effects of development rather than the positive contribution development can make. For example, if a development is turned down because of specific local effects (ie, traffic effects), the wider community may miss out on additional homes, additional local services or opportunities for employment. Furthermore, there is still a need for the development. This growth must then be accommodated elsewhere, in an area that may or may not be better able to manage the effects.

Objective OA3 and Policy PA3 in the proposed NPS address these issues, directing local authorities to:

- enable ongoing development and change
- recognise the contribution that urban development will make to the ability of people, communities and future generations to provide for their social, economic and cultural well-being
- have particular regard to the positive effects of urban development at district, regional and national scale, as well as its local effects.

Local effects remain important, but should be considered in the context of other impacts.

#### Key questions:

- Would these policies result in better decision-making under the Resource Management Act 1991 for urban development?
- What impact would the policy to recognise the positive impacts of development have?

### 2 Meeting a range of demands

Under the proposed NPS, demand includes not only the total quantity of demand for homes and floor area but also different types, locations and price points. Successful urban areas need to provide choice for a diverse range of residents and businesses.

All urban areas are experiencing changing demographics, which impact on demand both now and in the future. For housing needs, these include an ageing population, changes to family structure and cultural diversification. For business needs, sectoral changes in the economy also impact on demand for business space.

Policies PB1–PB4 require local authorities to carry out housing and business assessments every three years to estimate the demand for housing and business floor areas. These

assessments will improve the information used to make decisions and are directly linked to policies PD1–PD4, which require councils to plan for further development if the assessment identifies a shortage.

The Housing Assessment must estimate the demand for housing in the short, medium and long term. It includes demand for different types of dwellings (such as terraced houses, apartments or stand-alone houses) at different locations and at different price points, recognising that people trade off type, location and price. By providing a range of housing choices in various places, people and families are able to stay within their communities throughout different life stages. Currently, these choices are not often available.

The Business Land Assessment must estimate the demand for different types and locations of floor area for local business sectors. When estimating demand, local authorities must also consider if the types of local businesses are changing and the impact this may have on demand.

Both assessments must estimate the sufficiency of development capacity provided by operative plans and policy statements by considering the:

- cumulative effect that all zoning, objectives, policies, rules and overlays in plans will have on the opportunities for development to be taken up
- the actual and likely availability of infrastructure
- current physical and commercial feasibility of development capacity (discussed in the next section)
- likelihood of development happening (recognising that not all land owners will be motivated to develop)
- information gathered in monitoring price signals.

If the assessments show there is not enough development capacity to meet the estimated demand, the council must estimate the extra capacity needed.

For high growth urban areas, policies PD5 and PD6 direct regional councils to set minimum targets for housing in their regional policy statement. The minimum targets should reflect the overall quantity of demand for homes and the break down by type as identified in the Housing Assessment. This must then be given effect to in local authority plans so that the market is enabled to provide for the full range of housing needs identified.

**Key questions:**

- What could the Government do to help local authorities carry out the assessments?
- Is three years an appropriate timeframe to update the assessments?
- Is there anything else that would contribute to better understanding the supply and demand of development capacity?

### **3 Understanding and enabling the market**

A key theme in the proposed NPS is the need for local authorities to better understand the market and the impact planning has on how competitively the market operates.

### Enabling a competitive market

The proposed NPS requires local authorities in PA1 to “seek to enable land and development markets to operate competitively”. Planning has a tangible effect on the competitiveness of land and development markets. The way that local authorities plan can promote or restrict competition. For example, the time it takes for land to be re-zoned to allow for growth, the cumulative effect of development controls, what effects are weighted in decision-making and how local authorities work with infrastructure providers to facilitate more supply can all promote or restrict competition. Greater competition between developers and land owners keeps prices down; increased opportunities for development mean a greater number of suppliers will compete to meet demand. This will help to reduce speculation.

Policies PB1 and PB3 in the proposed NPS require local authorities to estimate whether they provide sufficient development capacity to meet demand in their plans, especially regarding:

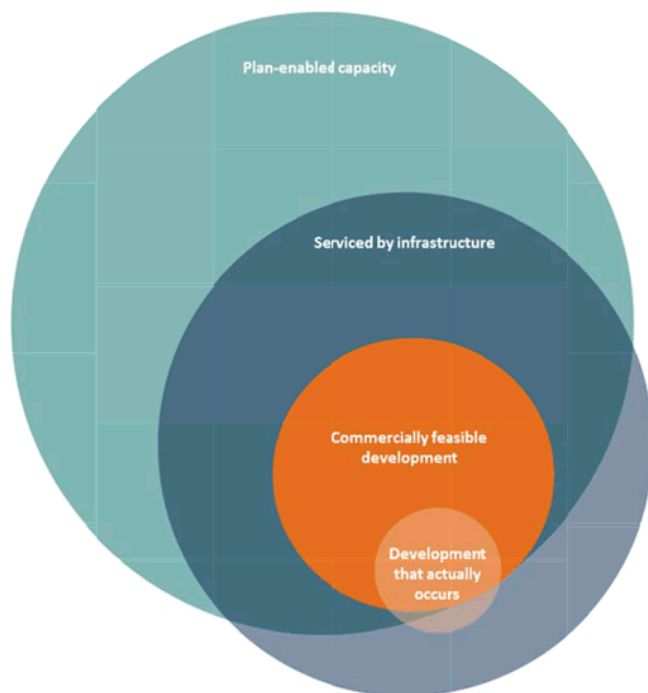
- the *commercial feasibility* of development capacity
- the likelihood of opportunities for development being taken up.

If either of these factors indicates that capacity is not sufficient to meet demand, local authorities must then estimate any additional capacity needed. Policy PD4 requires local authorities, when responding to any shortfalls in the supply of residential development capacity, to have particular regard to enabling capacity in the locations that the Housing Assessment indicates are of highest demand, and that is commercially feasible.

### Commercial feasibility

Not all plan-enabled capacity is suitable for development. Figure 1 illustrates the relationship between plan-enabled capacity, feasible capacity and what is actually developed.

**Figure 1: Plan-enabled and feasible development capacity**



If the plan-enabled development capacity is such that, in the current market conditions it is unlikely to be developed, the development market will not operate efficiently. This will ultimately impact how many homes will be built.

The interaction between plan-enabled capacity, feasible capacity and what is actually developed is complex. A variety of things can affect the 'feasibility' of a development. For example, the return on investment for a four-storey apartment development on the outskirts of an urban area may not be enough that a developer would take the risk to build due to a lack of demand or uncertain returns. However, it is more likely to be commercially feasible for the same four-storey apartment to be developed in an area where there is higher amenity and more demand for homes. For example, in an attractive area like a city centre or surrounding suburbs where there is better access to public transport, recreational activities and employment centres.

Additionally, while it may be *commercially feasible* for a developer to build a four-storey apartment block in an attractive area, this is not necessarily the *optimal* development in terms of providing for housing needs. Apartments in the four-storey apartment block may sell for \$1,000,000 each, but if the development controls allowed the developer to build an eight-storey apartment block in the same location, these apartments may sell for significantly less.

There are many ways councils could assess the commercial feasibility of development capacity that is fit for purpose. The Government intends to provide guidance for local authorities on options for assessing the feasibility of plan-enabled capacity.

#### **Likelihood of opportunities for development being taken up**

Land owners may not have an incentive to develop their land, even if development is commercially feasible. Reasons for this vary. For example, if a small number of land owners own a significant proportion of land planned for development, one land owner may not choose to sell their land for development, which could severely restrict development capacity. This could mean a less than ideal outcome for consumers of housing or business land.

The proposed NPS addresses this with the definition of 'sufficient'. This requires local authorities to provide a margin of development capacity over and above projected demand to address the likelihood of development opportunities being taken up and to promote the competitiveness of the market. The margins set in the definition are the minimum, so local authorities will need to identify if greater margins are needed. The minimums have been set at 20 per cent above the short and medium term projected demand, and 15 per cent above the long term projected demand.

For a variety of reasons, the likelihood of development opportunities being taken up in brownfield areas is less than greenfield areas. While the additional margins have been set in the proposed NPS across both types of development, it may be appropriate to specify different additional margins for brownfield and greenfield development.

#### **Monitoring: price signals, market activity and how to respond**

One focus of the proposed NPS is to get a better understanding of how planning is enabling the market to meet the needs of people and communities. To help achieve this, policy PB5 requires councils to monitor a range of indicators, including:

- price signals and affordability indicators
- the number of resource and building consents granted relative to the growth in population

- vacancy rates for business land.

#### *Price signals and affordability indicators*

The Government sees price signals as a key indicator of the competitiveness of the market, where the greatest demand is and whether development is commercially feasible, among other things. Affordability indicators will provide information on how much income is used up on housing costs. The proposed NPS requires local authorities in a high growth urban area or medium growth urban area to monitor the following indicators listed below.

The Government is seeking feedback on the feasibility and utility of these indicators, as well as any others that may reveal more information about how well planning is enabling the market to meet the needs of the community. Specific indicators to monitor included in the proposed NPS are:

- the relative affordability of housing, including the ratio of house price to income and the relative cost to rent. Such ratios could include the Demographia Housing Affordability Median Multiple and the Massey University Home Affordability Index. These ratios illustrate trends in affordability
- the increase in house prices and rents. This provides information about long term trends in house prices
- differences in land prices at the rural–urban boundary.<sup>8</sup> This ratio is likely to be increased by limits to development within the urban area. Big or increasing differences show more development capacity is needed
- the ratio of improvement value to land value at suburb level. Higher land prices should, all else being equal and over the long term, encourage more intense (and therefore higher value) development of land. However, improvement values tend to change incrementally, and therefore short-run changes in this measure are likely to be due to high land price inflation within the urbanised area. It may provide some useful signals on suburbs where redevelopment is not keeping pace with increasing land prices.

Price signals and affordability indicators will provide useful information. The challenge will be in interpreting them and using the information to inform a meaningful and pragmatic planning response. The Government intends to do further work on other price signals, including how to interpret them.

#### *Market activity*

Monitoring the number of resource and building consents granted should provide an indication of the level of development activity. Monitoring this in an ongoing way will be particularly important as it provides an indication of developing trends, including whether the supply of dwellings is starting to diverge from the number of households being formed. Building consents give a more accurate picture than resource consents of whether development will actually occur, because applying for a building consent requires a level of investment by the developer and not all resource consents are acted on.

---

<sup>8</sup> As highlighted by the Productivity Commission in its report *Using Land for Housing*.

Many local authorities will already be collecting data on resource and building consents. One aim of the proposed NPS is to bring this data together with other information in a systematic way to inform practical planning responses to growth pressures.

**Key questions:**

- What else would help local authorities and the Government better understand how planning interacts with the market?
- Should there be more direction in the proposed NPS on how to assess the commercial feasibility of plan-enabled development capacity?
- Are the margins of development capacity over and above projected demand set at an appropriate level?
- Should there be a different margin for brownfield and greenfield development capacity?
- Would the proposed monitoring give a complete picture of how responsive the planning system is? What other things could you see value in monitoring?
- What challenges do you see in interpreting price signals?

## **4 Implications for infrastructure**

The timely and adequate provision of infrastructure is critical for development. Decisions about infrastructure investment are made through long-term plans prepared under the Local Government Act 2002 and Land Transport Management Act 2003. As a tool under the RMA, the proposed NPS cannot directly affect these decisions or direct infrastructure providers. However, the definition of development capacity in the proposed NPS includes the provision of infrastructure that already exists or is likely to exist which supports the development of the land.

This means that, under the objectives and policies of the proposed NPS, development capacity must have an indication that land will be or will likely be supported by infrastructure. This is to encourage better coordination between infrastructure providers and local authorities planning for growth. To support this, the timeframes in the proposed NPS are three, 10 and 30 years to align with Local Government Act planning processes.

In policies PC1–PC3, the proposed NPS also requires local authorities and infrastructure providers to work together to agree on data and population projections used in the development of the housing and business land assessments, and then to work together to as (as far as possible) ensure coordinated land use planning and infrastructure provision, including expected levels of service for infrastructure.

**Key questions:**

- Would the proposed policies contribute to better coordination between land-use planning and infrastructure provision?
- What else would assist with better coordination?

## 5 Roles and relationships between councils

All of the B, C and D policies in the proposed NPS apply to medium and high growth urban areas. These definitions are used because they represent single urban housing and labour markets of a significant size. Because urban areas are based on markets, they do not necessarily align well with local authority boundaries. Many of the urban areas cross several territorial authority boundaries as well as the relevant regional council.

For example, the jurisdictions of Christchurch City Council, Waimakariri District, Selwyn District and Environment Canterbury are included in the Christchurch Main Urban Area. Figure 2 illustrates the boundaries of the three territorial authorities against this main urban area.

Figure 2: Councils and the Christchurch Main Urban Area





Coordination between the different local authorities is necessary to efficiently plan for growth across an urban area. Policies PC1–PC3 encourage local authorities within a medium or high growth urban area to use a common evidence base and, as much as possible, agree on how growth will be accommodated while still recognising their individual decision-making authority. Many areas already have formal or informal agreements for working with each other (including triennial agreements or non-statutory urban growth strategies). The proposed NPS aims to support and encourage this type of planning.

*Regional and territorial local authorities*

The minimum housing targets that are required under policies PD5 and PD6 must be set in the relevant regional policy statement, because it has effect over all of the planning documents within a single urban market and plays a coordinating role across those councils. However, the Government expects that the regional council and relevant territorial local authorities will work together closely to determine these targets.

**Key questions:**

- What are your views on setting minimum targets in the regional policy statement?
- Are policies in the proposed NPS clear enough on how local authorities within medium and high growth urban areas should work together?

## Implementation programme

The Government proposes a package of non-statutory guidance to help councils implement the proposed NPS. This could include information on:

- best practice methodologies for assessing demand and development capacity
- best practice methodologies for specified monitoring indicators and other indicators that may provide useful information
- understanding the market, including assessing development feasibility, monitoring and interpreting price signals
- how local authorities can work with other actors, including local authorities and infrastructure providers
- assessing market failures and making the case for planning regulations (including cost-benefit analysis)
- how to balance the proposed NPS with other national direction (for example, the National Policy Statement for Freshwater Management and the New Zealand Coastal Policy Statement), or specific matters listed in sections 6 and 7 of the RMA.

### Key question:

- Which of the suggested guidance information would be most useful for local authorities?

The Government is also asking for your feedback on other ways it could support the successful implementation of the proposed NPS. This could include:

- facilitating sharing of best practice between local authorities
- providing training or other ways to increase local government capability
- monitoring and reporting on the implementation of the proposed NPS
- providing local authorities with access to technical models.

### Key questions:

- Would it be good to involve practitioners in the development of the guidance material? For example, one model could be a technical expert group made up of New Zealand practitioners (including local authorities, infrastructure providers and developers) with some international input.
- Apart from supplying guidance, how could the Government help local authorities to apply the NPS?

## Consultation process

### How to make a submission

The Government welcomes your feedback on this consultation document. The questions asked throughout this document are a guide only and all comments are welcome. You do not have to answer all the questions.

To make sure your point of view is clearly understood, you should explain your rationale and provide supporting evidence where appropriate.

There are two ways you can make a submission:

- use our online submission tool, available at [www.mfe.govt.nz/more/consultations](http://www.mfe.govt.nz/more/consultations)
- type your own submission preferably using a Microsoft Word document (2003 or later version).

If you are emailing your submission, send it to [npsurbandevelopment@mfe.govt.nz](mailto:npsurbandevelopment@mfe.govt.nz).

If you are posting your submission, send it to NPS Urban Development Capacity, Ministry for the Environment, PO Box 106483, Auckland City 1143, and include: the title of the consultation – NPS Urban Development Capacity, your name or organisation name, postal address, telephone number and email address.

**Submissions close at 5.00 pm on Friday 15 July 2016.**

### Contact for queries

Please direct any queries to:

Email: [npsurbandevelopment@mfe.govt.nz](mailto:npsurbandevelopment@mfe.govt.nz)

Postal: NPS Urban Development, Ministry for the Environment, PO Box 106483, Auckland City 1143

### Publishing and releasing submissions

All or part of any written submission (including names of submitters) may be published on the Ministry for the Environment's website, [www.mfe.govt.nz](http://www.mfe.govt.nz). Unless you clearly specify otherwise in your submission, the Ministry will consider that you have agreed to have your submission and your name posted on its website.

Contents of submissions may be released to the public under the Official Information Act 1982 if requested. Please let us know if you do not want some or all of your submission released, stating which part(s) you consider should be withheld and the reason(s) for withholding the information.

Under the Privacy Act 1993, people have access to information held by agencies about them. Any personal information you send to the Ministry with your submission will only be used in relation to matters covered by this document. In your submission, please indicate if you prefer we do not include your name in the published summary of submissions.

### What happens next?

Once submissions have been considered, the Ministry will prepare a summary of submissions report including recommendations for the Minister to consider. The Minister will then decide whether to approve the proposed NPS. If so, it is likely to take effect by the end of 2016.

---

## **CAR SHARE POLICY**

---

### **Purpose**

1. This report provides advice from officers following consultation on the draft car share policy. The Transport & Urban Development Committee is asked to recommend to Council that it adopt the Car Share Policy.

### **Summary**

2. As cities grapple with the challenges resulting from increased congestion and pressure on road space, car share schemes are gaining traction world-wide as a Travel Demand Management tool that can help reduce overall car dependence. At the same time, there is a growing trend towards 'collaborative consumption' and the 'sharing economy' which aligns with a growing interest in New Zealand for car sharing.
3. Car sharing involves car share organisations that provide cars which are either owned or leased by the car share provider, or by members, which are shared by members who book cars through websites or phone and pay by the hour or per km.
4. The underlying issue that the Car Share Policy is seeking to respond to primarily relates to transport choice. Car sharing offers an additional means of transport for Wellingtonians, in conjunction with other transport modes, while also contributing to a reduction in congestion levels.
5. The majority of submitters on the draft car share policy agree with the policy and the proposal for Council to support car sharing through the allocation of a free and exclusive use of a car park to car share operators.
6. Officers have taken submitter's comments into consideration and made a number of amendments to the Car Share Policy which are discussed below. A copy of the Car Share Policy is attached as Attachment 1.

### **Recommendations**

That the Transport and Urban Development Committee:

1. Receive the information.
2. Agree to recommend to Council that it adopt the Car Share Policy, Attachment 1, including the provision of a full subsidy for on-street car parks in the CBD for the exclusive use of all authorised car share provider applicants who meet Council criteria.
3. Agree to continue the current pilot allocation of an on-street car park to Cityhop, Roam and YourDrive. If the policy is approved, arrangements will be made to make a longer term allocation, for a period of two years, after which the provision of the car park will be reviewed.

### **Background**

7. Following approval by the Committee on 8 October 2015 to consult on the draft Car Share Policy, consultation opened on 26 January and closed on 11 March 2016. A total of 37 submissions were received from individuals and organisations including the

Wellington Chamber of Commerce, Generation Zero, The Architectural Centre and Cycle Aware Wellington. Submissions were also made by the three car share providers, Cityhop, Roam, and YourDrive, currently operating in Wellington and two providers, Mevo and MyCarYourRental, who are planning to provide car share services in Wellington.

8. In addition to consultation on the draft policy, a pilot involving Cityhop, Roam and YourDrive commenced in December 2015 to assess the uptake of car sharing in Wellington where on-street car parks have been allocated for the free and exclusive use of the triallists.
9. Following oral submissions on the draft policy, the car share policy has been amended taking into consideration submissions received and the initial results of the pilot. This is discussed below.

## **Discussion**

10. The majority of submitters (90%) agreed with the car share policy and either fully, partially or conditionally supported the provision of the free and exclusive use of on-street car parks for car share providers. Those who supported car sharing considered it to be a great service and “fantastic idea”, particularly for inner city dwellers, noting that it works very effectively elsewhere in the world. Those who gave their conditional support for the provision of car parks felt it was important to allow car sharing time to grow until they become profitable, after which the operator should pay their own way.
11. Those that opposed the car share policy believe the Council should keep to its ‘core’ business and that if it did wish to support car sharing it should only consider the provision of off-street Council owned and run car parks. It was also suggested by one submitter that the Council should set up its own internal car sharing operation, presumably for work use.

## **Submissions from car share providers**

12. The current car share providers in Wellington, and those looking to operate here, have provided valuable input into the car share policy based on their own experiences and knowledge of the car share sector. In addition to providing written submissions, all of the providers, except Roam, also gave oral submissions.
13. YourDrive noted that while they have seven cars available in Wellington, the one that is located in the Council’s on-street car park is the most heavily used because of its convenient, central and visible location. YourDrive also suggested that the success of car sharing is governed by the network effect and noted that limiting growth for example by limiting the number of car parks allocated, will ‘doom car sharing to failure’. YourDrive advocated for the allocation of more car parks for the free and exclusive use of car share providers in order to grow this service and noted that they would struggle to pay for car parks during a time when they are attempting to build their business. YourDrive see car sharing as an important tool in supporting the growth of active travel and public transport use and expressed interest in signage options that would better explain how car sharing works.
14. Cityhop were of the view that if the Council is serious about wanting a car share service it must help nurture it because people will not give up their cars without an alternative, noting that the only thing holding Cityhop back from further growth is the lack of additional car parks. Cityhop also encouraged the Council to consider using car share vehicles as an alternative to its fleet cars, or at least for overflow when no fleet car is available in order to achieve both behaviour change and cost savings for the Council.

They noted that Vancouver City, one of the councils making up the Greater Vancouver Regional District, contracted to use car sharing to improve the mobility options available for its staff and that they believe it has been successful in changing the travel behaviour of its employees as a result.

15. Cityhop defines car sharing as a membership based service with cars available 24 hours a day that are not owned by members (ie excluding the peer to peer model), and that traditional operators, such as Cityhop, are an unattended and self-service model. Cityhop informed Council that one car share vehicle takes 15-20 privately owned cars off the road and that this results in benefits to the city including a reduction in emissions, accidents and pressure on parking, and believes more information should be shared with residents so they can better understand the benefits of allocating car spaces to car share vehicles.
16. Cityhop also believes the focus should not just be on price, and that:
  - there are a number of economic gains that result from car sharing and that people who car share use public transport or cycle 50% more than those who drive their own car, as well as being more likely to sell their private vehicle
  - car sharing is part of the sustainable transport hierarchy and the new 'collaborative consumption' trend
  - the impact of car sharing should not sit in isolation from urban planning; climate change; access issues, especially for people with low incomes; traffic engineering; public transport and active modes; Council fleet; communications and marketing; and parking management and enforcement matters
17. Cityhop also noted that:
  - demand in Wellington for the four Cityhop cars is high with 250 Wellington members as well as a number of Aucklanders using Cityhop while in Wellington on business leaving no spare capacity
  - their rule of thumb is 30 members per car which means they're not actively promoting car sharing to business because they don't want to disappoint
  - in Sydney developers are encouraged to put car share spaces in and around their buildings and that Wellington City Council should encourage developers to think differently about car parks in their buildings
18. Like many submitters and other providers, Cityhop encouraged a partnership approach where Councils work closely with operators. They noted that the draft policy is too prescriptive and that the reporting requirements are too onerous. In their view the policy appeared to be designed for an immature model, believing that Cityhop is in a different position to the start up peer to peer operators.
19. With regard to the peer to peer car sharing model, Roam advised that their technology can allow parking permits to be digitally displayed when a privately owned car is being used by a car sharing renter which would allow rented cars from their network to park in any parking space not just designated parks. While Roam believes the draft policy is sound they suggested it could be strengthened to cover the impact of new technology which may allow an A-B car sharing model.
20. Mevo is a hybrid vehicle car share scheme which is planning to launch in Wellington later this year. Mevo felt the draft policy was somewhat overly prescriptive at a time when car sharing was newly developing in the city. In addition while supporting the full subsidisation of parking spaces, they suggested a minimum utilisation rate be adopted to limit underperforming services.

21. MyCarYourRental which is exploring opportunities to establish in Wellington, had a different view about the parking subsidy, believing car share schemes should be sustainable without Council support. However, MyCarYourRental believes access to sufficient parking in central locations is required to ensure the success of the scheme. An alternative suggestion put forward by MyCarYourRental to full subsidisation was for a set number of hours to be available for free, and thereafter charged at a set price.

### **Other submitters' comments**

22. A number of submitters made specific suggestions including the Architectural Centre who encouraged the Council to have designated car share parking streets and to allocate car share parks throughout the city to complement public transport. They also suggested that car share schemes be restricted to electric vehicles, as well as extended beyond cars, for example mopeds, and that Council facilitate a cross-council approach to ensure all councils in the Wellington region provide support for car sharing and electric car infrastructure. The Architectural Centre also encouraged the Council to do more to promote car sharing in Wellington.
23. Cycle Aware Wellington noted that many of their members have used car share schemes overseas and that they would often cycle to the car share vehicle. They therefore suggested that having safe and adequate parking for bikes near where car share vehicles are located is important, as well as connectivity to cycle networks to improve the safety of users.
24. Greater Wellington Regional Council (GWRC) saw the potential for car share schemes to contribute to an efficient transport network and that the use of travel demand management measures such as car sharing, are included in the Wellington Regional Land Transport Plan 2015. GWRC did not support the criteria in the draft policy for integrating car sharing with Wellington's future integrated ticketing system noting that while they support easy payment options they did not expect this would extend as far as integration with the metlink fare structure.
25. Generation Zero believe that parking costs for car share schemes should be borne by the user to reflect the cost and avoid distorting transport decisions. However, given that other services, for example taxis and buses, are allocated free parks and because of the potential public benefits as uptake grows, Generation Zero considered it important that car share providers be provided with 'a level playing field' in the form of fully subsidised car parks.
26. The Wellington Chamber of Commerce supported the allocation of car parks for car share schemes but did not generally support the ongoing contribution by ratepayers for free car parks for the benefit of a private enterprise. The Chamber noted it would, however, support subsidies while the scheme 'finds its feet', with the operator eventually making a contribution to the cost.

### **Car Share Pilot**

27. A pilot commenced in December 2015 involving the provision of on-street car parks for the free and exclusive use of car share providers. Three providers took part in the pilot; Cityhop, Roam and YourDrive.
28. The pilot was intended to establish the rate of uptake of car sharing in Wellington where on-street car parks have been allocated. The initial results are **attached** as attachment two, which includes the results of a survey of users, and show that average bookings were around 11 per month for each car share provider.



29. The pilot is due to end at the end of June 2016. While the initial results are modest, the pilot nonetheless shows there is interest in car sharing, with Cityhop noting they are currently at full capacity. It is therefore proposed that the pilot be continued and, if the Car Share Policy is approved, arrangements will be made to make the allocation permanent, for a period of two years, after which the provision of the car park will be reviewed. In addition, Cityhop, Roam and YourDrive would also be eligible to apply for an additional two on-street car parks under the Car Share Policy.

### **Response to points raised during consultation**

30. Overall, responses from submitters indicated broad support for the draft car share policy. Submitters attribute a range of benefits for the city from car sharing including a reduction in emissions, accidents and pressure on parking and, over time, congestion levels. In addition car sharing is seen by submitters as supporting the growth of active travel modes and public transport use. The very strong message coming from car share operators is that an increase in the numbers of free car parks for their exclusive use to achieve these wider benefits is the key to unlocking future growth of car sharing in Wellington.
31. Submitters noted that the car share policy should not sit in isolation from other aspects of the Council's areas of interest. To that end, the draft policy has been updated to reflect the Council's aspirations for a low carbon Capital including targets for electric car share vehicles. Officers have included a target that once the price differential and charging infrastructure environment for electric vehicles changes, any new car spaces that are allocated will be required to be plug-in hybrid or fully electrical vehicles, with a view to converting the existing fleet of car share vehicles to electric vehicles as they are swapped out and renewed. Officers will continue to review the situation.
32. In conjunction with this, the proposal in the draft policy to allocate an initial two car parks for each provider has been increased to three, in recognition of the Council's aspirations for a low carbon Capital, and the proposal in the Low Carbon Capital Plan 2016-18 to designate by 2018 up to 100 carparks citywide for car sharing and other services which reduce the need to own a car. In addition the allocation period will be increased from one to two years before it is reviewed to give car share providers greater certainty about the future of their business model and to support the business as it grows. While there will be some loss of income as a consequence of the reallocation of car spaces of up to \$10,000 per car park, it will be possible to choose alternative parking nearby which will somewhat ameliorate the loss of income.
33. The Council will also actively encourage developers to consider providing spaces for car share vehicles in their buildings. This is in line with the proposal in the Climate Change Action Plan to explore the phasing out of the minimum parking requirement where it makes sense, starting in parts of the city where car ownership rates are already low.
34. In consideration of the feedback received, officers have amended the draft car share policy by removing the requirement to provide options for integration with the city's integrated ticketing system or to provide a phone-based booking system, in recognition of the rise in the use of internet booking systems. The policy has also been refined to reduce what submitters consider to be an overly prescriptive set of criteria and reporting requirements.
35. In response to calls to increase the public's knowledge and awareness of car sharing, participants will be required to display livery or a logo on their vehicles.

36. A number of suggestions were received that would be difficult to implement immediately but could be considered for the future. This includes restricting Council's support for car sharing to electric vehicles and incorporating car sharing into the Council's car fleet, which already currently operates a car pool system. In addition, as car sharing grows and the fleet moves to hybrid vehicles, consideration can be given to the provision of associated services, for example parks for bikes and electric vehicle charging stations.
37. Some suggestions run counter to overseas experience with successful car share schemes. For example designating parking in some streets as being exclusively for car share vehicles does not fit with international research which suggests it is better to spread car share vehicles across a city rather than allocating several car spaces together.
38. The car share policy is intended to evolve over time as new technology becomes available. This will allow the Council to adapt the policy to allow the 'A-B' car share model where a car is not required to be returned to the same parking space, in addition to the 'A-A' model covered by the draft car share policy.

### **Peer to Peer Car Share Model**

39. Cityhop has adopted the International Carsharing Association's definition of car sharing which is a membership based service with cars that are not owned by an individual, with the cars available for anyone to use, 24 hours a day.
40. In the interests of opening the Car Share Policy to all providers, officers have amended the draft policy to allow for the inclusion of the peer to peer model as long as the vehicle is available 22.5 hours per day, seven days a week in addition to meeting all other criteria. An assessment of this arrangement will be included in the review of the allocation of car parks after two years.

### **Research and Evaluation**

41. International studies indicate that one car share vehicle takes 10-20 cars off the road and the Council is interested in determining what the impact will be in a Wellington context. The Council therefore intends carrying out research to investigate the impact of car sharing on congestion levels as part of the work that will be undertaken within the Car Share Policy's monitoring and evaluation framework.
42. The research undertaken and summarised in attachment two has provided the Council with some useful baseline measurements. It also provides an initial profile of current users including age and income, and their reasons for using a car share scheme.

### **Next Actions**

4. If Council approves the Car Share Policy, it is proposed that the pilot be continued until arrangements can be made to make a longer term allocation for a period of two years, after which the provision of the car park will be reviewed.
43. In addition, officers will invite the car share sector to apply for the free and exclusive use of an on-street car park using the criteria set out in the Car Share Policy.
44. If the Car Share Policy is approved, officers will prepare a traffic resolution to allow for the allocation of on-street car parks for car sharing for referral to the Transport & Urban Development Committee.

---

**Attachments**

Attachment 1. Draft Car Share Policy

Page 69

Attachment 2. Car share pilot evaluation June 2016

Page 79

Author	Elise Webster, Principal Advisor
Authoriser	David Chick, Chief City Planner

---

## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

Consultation on the draft Car Share Policy ran for six weeks from 26 January to 11 March 2016. 37 submissions were received from organisations and individuals.

### **Treaty of Waitangi considerations**

There are no specific Treaty of Waitangi considerations.

### **Financial implications**

The operation of the car share scheme will involve costs for the Council, including administrative costs and the cost of on-street modifications to signs and road markings. There will also be ongoing operational costs to administer the scheme as well as loss of parking revenue for parking spaces allocated to a car share vehicle.

### **Policy and legislative implications**

The allocation of on-street car parks for the exclusive use of car share vehicles will require an amendment to the Wellington Consolidated Bylaw 2008 or Council Committee resolution.

### **Risks / legal**

Consultation on the draft Car Share Policy provided the public with an opportunity to raise any issues about the policy, with the majority supporting the policy. Some were concerned about the provision of the allocation of a free and exclusive car park but suggested that this be mitigated by providing the car park to providers only until their business grew. This has been incorporated into the policy by requiring the allocation to be reviewed after two years.

### **Climate Change impact and considerations**

The Car Share Policy will have a positive climate change impact through the reduction of greenhouse emissions as a result of the removal of some cars from the network.

### **Communications Plan**

Information to the public and car share sector about the Car Share Policy, once approved, will be provided through the Council's website and through social media.



**draft Car Share Policy**

---

June 2016

## **CAR SHARE POLICY**

### **Contents**

CAR SHARE POLICY.....	1
PART ONE: OBJECTIVES AND CRITERIA.....	2
Introduction.....	2
Purpose of the Policy.....	2
Car sharing objectives.....	3
Benefits.....	4
Criteria.....	5
Council Support.....	5
Targets.....	6
Promotion of Car Sharing.....	6
Electric Car Share Vehicles.....	6
Review.....	6
PART TWO: RULES OF OPERATION AND DESIGN GUIDELINES.....	7
Car Share Operators.....	7
Operating Model.....	7
Reporting.....	8
Permits.....	8
Non Compliance.....	8
Enforcement.....	8
PART THREE: MONITORING AND EVALUATION FRAMEWORK.....	9

## **PART ONE: OBJECTIVES AND CRITERIA**

### **Introduction**

Car share schemes have become very popular around the world and there is now growing interest in New Zealand for car sharing. The concept involves a car share organisation that provides cars in various locations. The cars are either owned or leased by the car share provider or by members, which are shared amongst members, who book cars through websites or phone and pay per hour or per km.

Car sharing works best in areas of high urban density supported by good public transport access. Wellington is well suited for car sharing given the relatively high population density in the CBD, particularly in comparison to other New Zealand cities. There are also relatively low levels of car ownership amongst residents in Wellington's CBD for example amongst students. From the 2013 Census, we know that 14.5% of Wellingtonians don't own a car, with that number increasing to 45.6% amongst residents in Te Aro.

Wellington City Council has adopted a strategic position in the *Wellington Urban Growth Plan 2014-2043* to facilitate the provision of car share schemes in Wellington. This initiative seeks to help address the problems the city is facing in relation to the efficiency and sustainability of its transport network while also reducing our greenhouse gas emissions and responding to climate change. As cities grapple with the challenges resulting from increased congestion and pressure on road space, car share schemes are gaining traction world-wide as a travel demand management (TDM) tool that can help reduce overall car dependence.

The underlying problem that the Car Share Policy is seeking to respond to primarily relates to transport choice. Car sharing offers an additional means of transport for Wellingtonians, in conjunction with other transport modes. It will also contribute to a reduction in current and future levels of congestion. Along the local road network, buses and general traffic in Wellington city experience slow and variable travel times for a number of reasons including high traffic volumes. At the same time the city's population is expected to grow from the current 200,000 to 250,000 people which will mean that traffic volumes are also likely to increase, further exacerbating congestion levels.

Part One of the Car Share Policy sets out the purpose of the policy, the objectives that the Council is seeking to achieve and the criteria against which the Council can assess applications from providers seeking Council support. A set of Design Guidelines sits alongside the Car Share Policy as Part Two of the Policy. A Monitoring and Evaluation Framework is included as Part Three of the Policy.

### **Purpose of the Policy**

In order to optimise Wellington's transport system, in a way that minimises the impact on the environment and make it more efficient, Wellington City Council has a transport hierarchy which places pedestrians at the top. Through the Council's overarching strategy *Wellington Towards 2040: Smart Capital* and the *Wellington Urban Growth Plan 2014-*

2043, Wellington City Council supports a sustainable transport hierarchy which encourages walking, cycling and public transport. Car sharing fits within a broader definition of “public” transport, along with taxis.

Both strategies also focus on the liveability of the city. Car sharing contributes to a world-class quality of life, not only by helping to reduce congestion, but by providing alternative ways for people to move around the city in a way that suits them best and reduces a person’s need to own a car.

The Council has also made a commitment to continue reducing our greenhouse gas emissions and responding to climate change by investing in our public transport network and cycle ways to reduce car use and improve travel efficiency. The Council’s Low Carbon Capital Plan proposes identifying up to 100 car parks citywide to be made available based on demand for car sharing operations, electric vehicle charging infrastructure, or any other service which reduces the need to own a car or makes it easier to shift to electric vehicles or any other type of sustainable transport fuel.

In support of this, Wellington City Council will provide a fully subsidised car space for the exclusive use of car share vehicles with the initial 100% subsidy intended to support the car share providers while they build their businesses. As they grow, Wellington City Council may consider seeking a financial contribution to the cost of the car space. As the price differential and charging infrastructure environment for electric vehicles changes, consideration will be given to requiring that any new car spaces that are allocated only be made available for plug-in hybrid or fully electrical vehicles, with a view to converting the existing fleet of car share vehicles to electric vehicles as they are swapped out and renewed. Officers will continue to review the situation.

The Council recognises in its *Wellington Urban Growth Plan 2014-2043* that cars will continue to be a necessary option for many people. Car share schemes allow people to have access to cars when they need one, without needing to own their own car, and in this way meet the Council’s transport and low carbon Capital objectives. The policy is pro-choice not anti-car.

It is anticipated that support for car share schemes will lead to a reduction in car ownership based on experience in cities such as Auckland, London, Sydney and San Francisco. In addition there are indications of greater use of public transport by people who car share. 40% of car share users in Auckland interviewed in 2014 were using more public transport since they started car sharing. Whether it will be possible to replicate the results in Wellington, particularly in the CBD which has high rates for walking, will be assessed as part of the policy’s monitoring and evaluation framework.

### **Car sharing objectives**

The Council recognises the value of TDM measures, including car sharing, to improve the efficiency of its transport network. Car share schemes have the potential to contribute to the following objectives around transport, sustainability and quality of life by:

- Reducing the need to own a car
- Reducing congestion, by removing some cars from the network
- Reducing greenhouse emissions
  - through the removal of some cars from the network



- as a result of car share vehicles typically being newer and more fuel-efficient than the average New Zealand vehicle
- Increasing the use of public transport, and encouraging the active modes of walking and cycling
- Freeing up parking spaces, and using street parking more efficiently
- Reducing the cost of living for residents as car ownership is reduced
- Contributing to the liveability of the city by increasing transport choice and providing alternative ways for people to travel.

A key plank of the policy is a comprehensive monitoring and evaluation framework to assist with evidence gathering to assess whether these objectives have been met. This is discussed in Part Three of the Car Share Policy.

The use of TDM measures has also been included in the Wellington Regional Land Transport Plan (RLTP). TDM is described in the Wellington RLTP as a collection of measures used to:

- Maximise the use of the existing network
- Reduce the demand for travel, particularly by single occupancy vehicles
- Influence the use of efficient and sustainable travel options.

Car share schemes address the 'demand side' of TDM measures in terms of the provision of good travel options and associated promotion of behaviour change. Its growth in cities around the world, including Auckland, suggests there is increasing interest by car users in exploring alternative ways of accessing vehicles for those times when they need a car, without the need to own a car, or at least a second car.

It is difficult to say what level of behaviour change we can expect to see in Wellington and when, although it is likely that we could only expect to see real benefits over the longer term. Data from the car share trial held from December 2015 to June 2016 provides some baseline data which we will be able to use as part of our ongoing monitoring and evaluation of car sharing in Wellington.

### **Benefits**

There is a wide range of benefits that have been attributed overseas to membership of car share schemes, at a personal and systemic level. To date, little evidence has been collected about the benefits achieved in New Zealand, reflecting the nascent nature of the car share market here. A small survey of 100 members of Cityhop and Car Share NZ was carried out by Auckland Transport (AT) in 2014. The survey found that benefits included financial savings from a reduction in car maintenance costs and car ownership as well as environmental benefits. Reasons for car sharing identified in a survey held by Wellington City Council in May 2016 included convenience, not owning a car, not wishing to purchase a car, low use of a car, and to achieve environmental and health benefits.

As a tool for reducing overall numbers of cars on the road, AT found behaviour change in relation to private car ownership with over half of those surveyed having either reduced the number of cars they have, or at least delayed the purchase of their next/first car. Of those that hadn't changed their car ownership, just under a third did not own a car. In addition operators such as Cityhop have cited overseas studies as evidence that the allocation of a

car park for a car share vehicle replaces the need for 12 other cars on average to park within a 250 metre radius. Further analysis is required to corroborate these findings within a Wellington context.

In light of the dearth of research available in New Zealand, the car share sector is reliant on overseas evidence. For example in a June 2010 report by the Union Internationale de Tramways/Internationaler, UIPT (International Association of Public Transport) on 'The State of European Car-Sharing', information is provided on the state of car sharing in 14 European countries. The report notes that some providers reported a ratio amongst their customers of one car sharing vehicle for seven personal vehicles either disposed of or not purchased, and these findings are replicated in a number of other international studies.

In a 2010 report by the Transportation Sustainability Research Center (TSRC) at Berkeley University based on data from an on-line survey of North American car sharing members in late-2008, the consequences of car-sharing for 6,000 car sharers were investigated. The results showed that the average vehicles per household dropped from 0.47 to 0.24 of which most constituted one-car households becoming carless. In addition the average fuel economy of car sharing vehicles used most often by respondents was 10 miles per gallon (3.6 km per litre) more efficient than the average vehicle shed by respondents.

Other areas of research relating to car sharing, have been in relation to on-demand ride services (or ridesourcing) which use smartphone applications to connect community drives with passengers. A TSRC study in 2014 found that 40% of ridesourcing users stated they had reduced their driving due to the service and with ridesourcing beginning to emerge in the New Zealand market it will be useful to follow its progress here.

An aggregate analysis of the data collected through the Berkeley University survey suggested that car sharing has taken between 90,000 to 130,000 vehicles off the road which equates to 9 to 13 vehicles for each car sharing vehicle. The survey also found that those who shared cars also made more use of public transport, bicycles and walking.

However, as identified by London's Car Club Coalition which comprises operators, car club/rental trade bodies, Greater London Authority, London Councils and Transport for London, a number of knowledge gaps exist. To learn more from international studies, an analysis of overseas research will be undertaken as part of the monitoring and evaluation framework.

### **Criteria**

Wellington City Council will consider car share operators seeking support from Council that have well-designed processes in place. The criteria are set out in Part Two of the Car Share Policy covering the rules of operation.

The car share policy will include the peer-to-peer model where the car share vehicle is available 22.5 hours a day, seven days a week.

### **Council Support**

In recognition of the benefits of car sharing including the public good element and its role as a TDM measure, Wellington City Council will provide a full subsidy for on-street car

parks in the CBD for the exclusive use of all authorised car share providers meeting Council criteria.

There will be no maximum number of car parks set. Each car share provider will be allocated an initial three car parks, with more car parks allocated if the provider is able to demonstrate demand for more car parks. Users will be required to pay for parking elsewhere in the city. The car parks that will be made available will take into consideration providers' preferences and ensure a fair distribution of car spaces across the city. They will be allocated for a two year period support in support of the provider as their business grows, after which the provision of the car park will be reviewed.

### **Targets**

Modest targets will initially be set following negotiations between the provider and Wellington City Council.

Because car sharing complements sustainable transport modes, the Council recognises that the uptake of car sharing will be influenced by the quality of the public transport and cycling networks available. The Council will continue to work with its partners, Greater Wellington Regional Council and the New Zealand Transport Agency, to achieve further improvements in public transport and cycling.

In subsequent years stretch targets will be set for out years based on performance rates achieved, and network improvements, following the implementation of the car share policy. The aim will be to raise targets closer to those set by cities such as the City of Sydney which has ambitious targets to increase penetration of car sharing to 10% of all households by 2016.

### **Promotion of Car Sharing**

In addition to providing a subsidy for the exclusive use of car parks, Wellington City Council will provide ongoing marketing and promotion of Wellington's car share schemes through the Council's website and at one-off events as appropriate.

### **Electric Car Share Vehicles**

The car share policy covers electric vehicles used for car sharing. A separate policy on electric car charging stations will be developed.

Officers have included a target that once the price differential and charging infrastructure environment for electric vehicles changes, consideration will be given to requiring that any new car spaces that are allocated will be required to be plug-in hybrid or fully electrical vehicles, with a view to converting the existing fleet of car share vehicles to electric vehicles as they are swapped out and renewed. Officers will continue to review the situation.

### **Review**

The Car Share Policy will be reviewed three years after the policy is approved.

## **PART TWO: RULES OF OPERATION AND DESIGN GUIDELINES**

### **Car Share Operators**

To qualify for Wellington City Council assistance, a car share operator will be required to enter into a legal agreement with the Council and must:

- Develop over time a network of cars in locations that are accessible to all members where density and demand allows the successful utilisation of the vehicle.
- Allow any driver with a full license to join, subject to reasonable creditworthiness and driving history checks
- Supply an internet and/or phone-based booking system available to members 24 hours per day, which allows immediate booking of vehicles. The vehicle occupying the car share space must be available 22.5 hours per day, seven days a week as well as meeting all other criteria
- Ensure that no vehicle in an on-street space is booked for longer than three consecutive days, unless a replacement car share vehicle is provided for the space
- Display the organisation's livery or logo on the car share vehicle
- Be registered as a rental service under the Land Transport Rule.

Operators will need to acknowledge the Council as a partner and provide:

- full details about the organisation and governance arrangements
- a clear business plan that:
  - provides evidence of the commercial viability of the scheme or, in the case of new entrants, indications of the potential commercial viability
  - sets out the scheme's targets for membership growth and utilisation
  - outlines the organisation's experience in establishing similar schemes
- detailed plans about how the scheme will run, including:
  - the process for becoming a member of the scheme and membership options
  - fees and charges, and payment options
  - the operating model that will be used, and process for using a vehicle
  - systems/infrastructure that supports the scheme
- agreed data management, reporting and evaluation systems
- a promotion and marketing plan.

The city reserves the right to reject any application for the establishment of an on-street car share space. The city may also refuse speculative and large scale placement of car share vehicles in the absence of reasonably foreseeable resident and business demand.

### **Operating Model**

Car share operators using the A – A (Back to Base) car share operating model will be eligible to apply for a car park subsidy and exclusive use of the car park from Wellington City Council. Over time the Council will move to widen the policy to allow for the A – B (one way) and Zonal models.

All car share operators with cars owned or leased by the car share provider, as well as cars owned by members and shared with other members (peer to peer) are covered by the car share policy. Vehicles will be required to meet all relevant vehicle standards.

Growth in long term membership, not just the level at which hireage fees are set, has been identified as key to the success of car share schemes. Council will expect to see a clear plan for how the provider will promote its business and seek to increase membership.

WCC will support car sharing through its promotion of the scheme on the Council's website, and by including links to the car share operators' own websites.

### **Reporting**

Car share operators will be required:

- to provide six monthly
  - a detailed usage report, itemised by location, indicating numbers of bookings per month, average trip distance and length of booking
  - membership levels and composition between businesses and individuals
- to make any financial records relating to performance available for inspection and audit during, or up to six years after the completion of, the contract.

### **Permits**

Permits for car share vehicles will be issued to approved car share providers that meet all Council criteria. A nominal fee for the administrative costs of issuing permits may apply to all car share vehicles.

Wellington City Council will fund in full the line-marking and signage of car share spaces for the first two years of the car share scheme, after which this will be reviewed.

### **Non Compliance**

In the case of non-compliance with the rules of operation, as set out in the contract with the car share operator, the Council will in the first instance discuss any breaches with the operator. If the breach cannot be resolved satisfactorily, the Council may impose sanctions to remedy the breach and deter future non-compliance.

Sanctions, if applied, will be progressively escalated and may include suspension of an operator's right to use a dedicated car share space or termination of an operator's agreement with Wellington City Council.

### **Enforcement**

Wellington City Council will enforce regulations that prohibit non-car share vehicles parking in car share spaces.

All costs associated with infringement notices given to the car share vehicle will be met by the operator. The Council will not waive parking infringement notices that have been issued to car share vehicles.

## **PART THREE: MONITORING AND EVALUATION FRAMEWORK**

Evaluation of car sharing in the Wellington context is an integral part of the car share policy so that behaviour change of members and impacts of the policy can be understood.

The Monitoring and Evaluation Framework has been designed to help understand the extent to which the Council's car share investment:

- Reduces car ownership by participants
- Increases the use of public transport and active modes by participants
- Reduces car use by participants
- Reduces the number of cars in Wellington, traffic congestion, and cars parked in the city
- Reduces vehicle emissions.

The following higher level outcomes will be also explored (noting that these are impacted by a range of other TDM initiatives and other factors):

- Improving quality of life
- Well managed population growth
- The sustainability of Wellington city.

The monitoring and evaluation approach will be adapted at the conclusion of the car share pilot phase after incorporating findings and what has been learnt from the pilot.

International research about the impacts of car sharing will inform measures and the evaluation approach for this policy. Evaluation activity will draw data from a range of sources potentially including:

- Performance monitoring of car share providers – membership, car share travel data by users
- customer surveys – pre-scheme, ongoing and exiting scheme
- Customer and provider interviews
- Wellington City Council data and data analysis methods to assess emissions and managed growth impacts, and provide comparison data for personal transport characteristics.

A yearly report will be produced over the three year period up to the policy review in August 2019. The year two report will coincide with the review point of Council carparks being provided to car share operators, and the year three report will report the full results to inform the policy review.

# **Car share pilot evaluation**

Data collection update

June 2016

WCC Research & Evaluation team

**Contents**

Key highlights ..... 3

Overview ..... 4

Method ..... 4

    Survey..... 4

    Provider reporting..... 4

Findings ..... 5

    Survey..... 5

        Reasons for joining..... 5

        How heard about the scheme..... 5

        Attractive features ..... 6

        Intended use of car share vehicle(s) ..... 6

        Residential and work locations ..... 7

        Current transport patterns ..... 8

        Demographics ..... 9

        Comments received ..... 10

    Provider reporting..... 10



### Key highlights

The following report provides a short update of data collected so far in the car share pilot evaluation. Data has been collected via both a baseline survey and regular monthly reporting provided to the Council via the three providers included in the scheme. Data provided is for the purposes of providing an update only. Sample sizes on the survey are very low (N=24) and so no conclusions are able to be drawn at this stage of the project.

Key findings from the data collected so far include:

- New members of the car share schemes in Wellington who have responded to the survey are relatively young, highly qualified and have high incomes. The vast majority both live and work in the city and more than half do not own a private vehicle
- At present there is a relatively small, but steadily growing base of car share members in Wellington. There is a total of 441 members across the 3 schemes, with 182 (41%) of these having joined since the start of 2016
- Across the 3 schemes about one booking has been made per day on average since the start of the year. There have been a total of 155 bookings in Wellington since the start of the year
- New members are most commonly attracted to joining a car share scheme to avoid having a own a vehicle, to have access to transport modes other than public transport and for the benefits to the environment
- New members appear to be actively seeking car share services out, with online searches and word of mouth being the most common ways they have heard about the scheme that they joined
- The most attractive features of the specific scheme joined by new members include the cost, the type of car share scheme and the location of the park itself
- New members anticipate being relatively sporadic users of car share schemes, which appears to be related to a motivation to continue to use active and public transport modes for daily trips

*"Don't want to own a car for environmental and health reasons. A car share scheme is just inconvenient enough that I will keep walking, bussing and cycling for all normal around town trips, except special purposes (like needing to buy a large item) or trips out of town - which is perfect I. I don't want it to be too convenient (especially owning a car) cos then I'll just get lazy and use the car. Also want to avoid the high upkeep costs of a car."*

- The majority of new members travel regularly by foot and/or bus, with less than half travelling regularly by private vehicle

## Overview

Two main data collection methods are currently underway to inform the car share pilot evaluation:

1. **Baseline survey:** New members who have joined any of the three car share schemes included in the pilot from the second half of 2015 to date have been invited to take part in a short online survey. Further detail on the survey is provided in the following section.
2. **Provider reporting:** The three car share providers have been reporting to Council on a monthly basis, starting in January 2016.

## Method

The pilot evaluation is using a mix of data collection methods to provide a robust analysis of the outcome of Council support of car share initiatives in the city. The two main data collection methods underway presently are the baseline survey and monthly reporting by the three providers.

## Survey

In conjunction with the providers included in the pilot the Council have developed a short online entry survey. This survey collects data from private members on a number of topics including:

- Reasons for joining the car share scheme
- Attractive features of the scheme
- Intended use of the car share vehicle(s)
- Current transport patterns
- Initial satisfaction with the scheme
- Residential and work locations
- Car ownership
- Commuting behaviour
- Demographics

The survey has a separate set of items for corporate members however responses to this section of the survey are too low (N=2) for any reporting to be provided at this stage.

Data collection for the baseline survey is ongoing and will continue until the end of the study period. The survey invitation has only been sent to members who have joined one of the providers from the second half of 2015 to date. One of the car share providers has been operating in Wellington for a number of years and so the decision was made not to include long-term users of this scheme. It should also be noted that this provider differs from the other two in that there is a membership fee charged to new members (where as for the other two providers members are charged at the time of booking).

It is intended that the findings of the baseline surveys will be linked with an end of project survey. This method will be reviewed and amended as appropriate based on response rates.

## Provider reporting

The three car share providers included in the pilot have been reporting monthly to the Council since the beginning of 2016. Key information provided in these reports includes:

- Number of new members per month
- Total number of members in Wellington
- Number of bookings per month
- Length of bookings
- Any specific issues of note

## Findings

### Survey

To date 26 responses from new car share members have been received. 92% of these are private members. As stated above only two responses from corporate members have been received so far on the survey and so no data from these members can be reported.

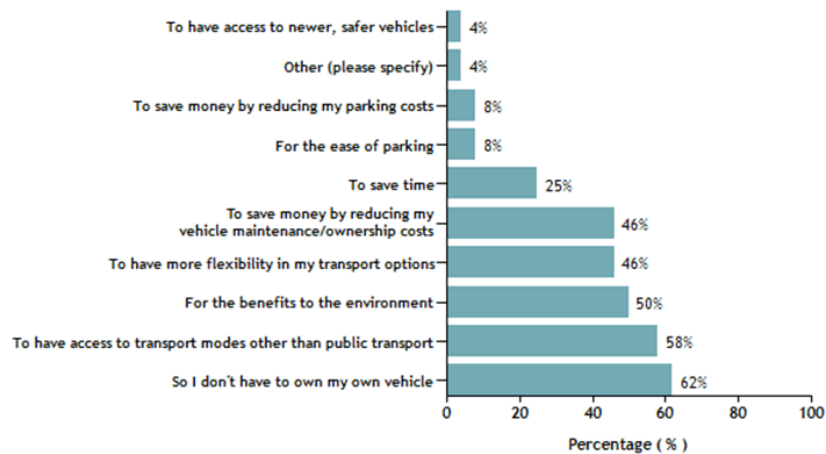
The data presented below is based on a very small sample size (N=24). Therefore no conclusions can be drawn until a more robust sample is collected. This data is provided as an update only.

### Reasons for joining

The most common reasons reported for joining the car share scheme include:

- To avoid having to own a vehicle (62%)
- To have access to transport modes other than public transport (58%)
- For the benefits to the environment (50%)

#### Question 3A For what reason(s) did you decide to join a car sharing scheme? *Please select all that apply.*

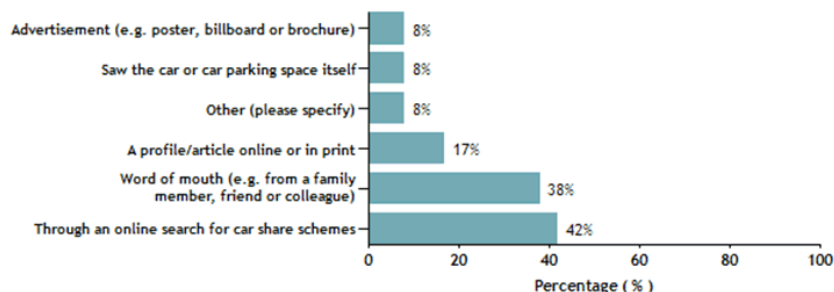


### How heard about the scheme

New members had most commonly heard about the scheme they joined through an online search (42%) or through word of mouth (38%), meaning that prospective members tend to be actively seeking car share services out.

**Question 3B How did you find out about the car sharing scheme?**

*Please select all that apply.*

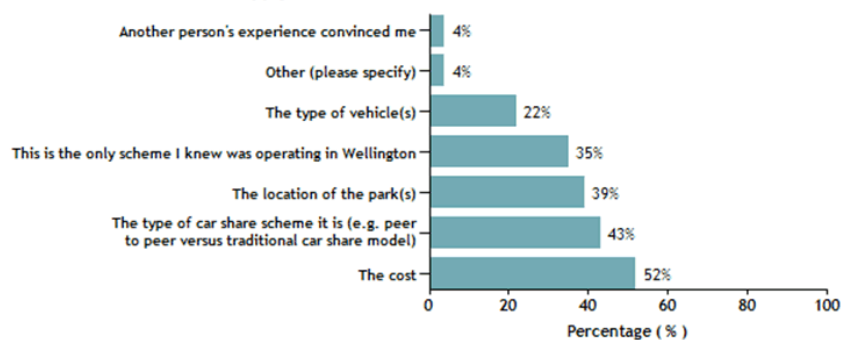


**Attractive features**

Cost (52%), the type of car share scheme (43%) and the location of the park (39%) are the most attractive features of the scheme joined.

**Question 3C And what attracted you to this specific car sharing scheme?**

*Please select all that apply.*

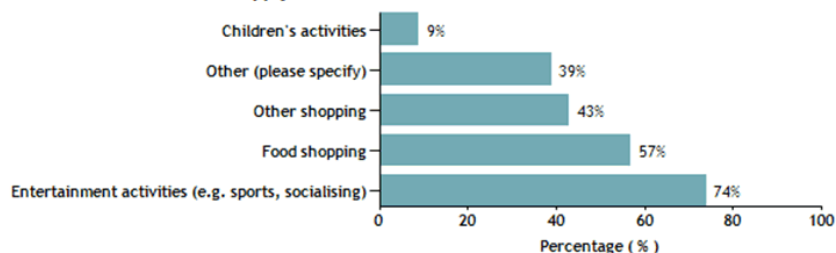


**Intended use of car share vehicle(s)**

Almost three-quarters plan to use the scheme for entertainment activities (74%), with 57% for food shopping and 43% for 'other' shopping.

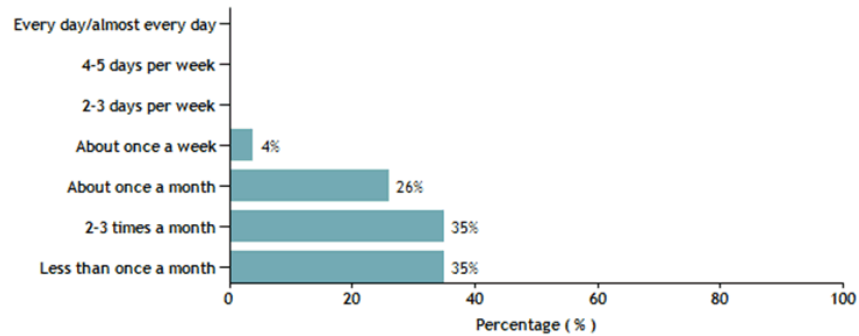
**Question 4A What are the main activities that you anticipate using the car share vehicle for?**

*Please select all that apply.*



Around one third anticipate using the scheme less than once a month, with about another third anticipating using it 2-3 times per month. Around a quarter anticipate using it about once a month. New members to the schemes so far therefore appear to be sporadic as opposed to highly regular users in general.

**Question 4B How often do you anticipate you will use the car share vehicle?**

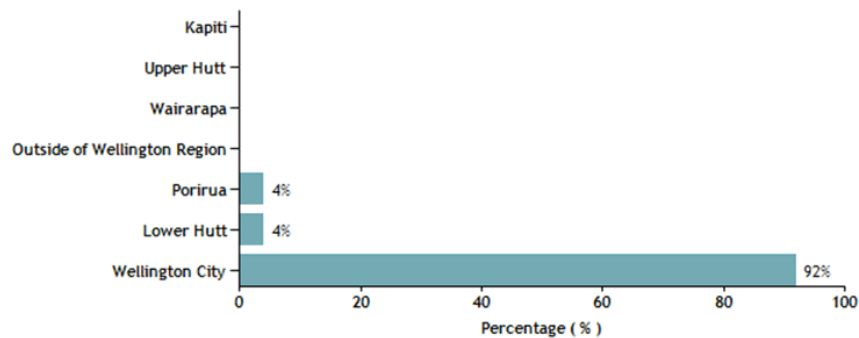


**Residential and work locations**

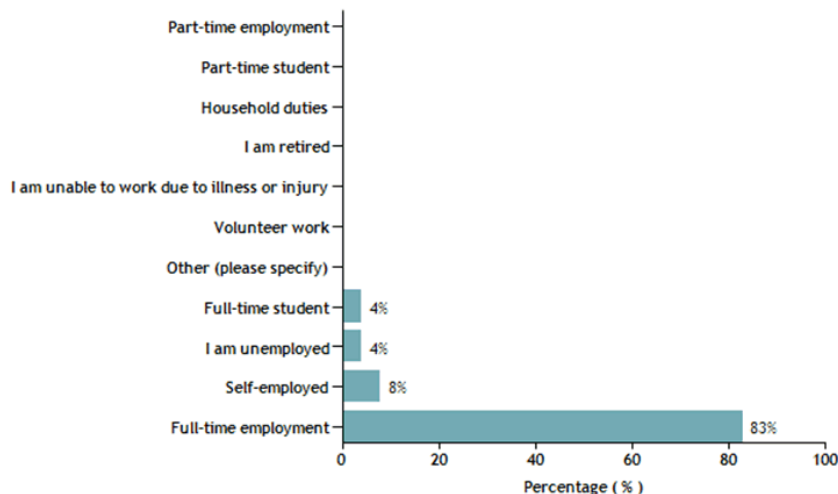
92% of members live in Wellington City. 83% of members are employed full-time, and 91% of the members' main weekly activities (e.g. work or study) are located in Wellington City.

Note that suburb is being collected for both residential and work location where this is within Wellington City.

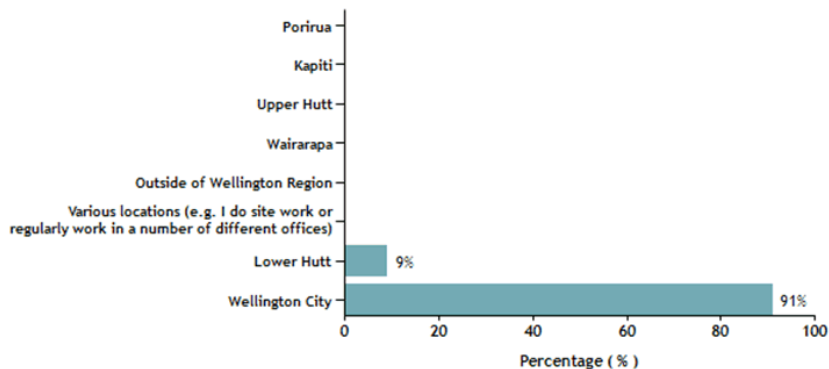
**Question 6A In which of the following areas do you currently reside?**



Question 7A What is your main weekly activity?



Question 7B In which of the following areas is your main weekly activity?

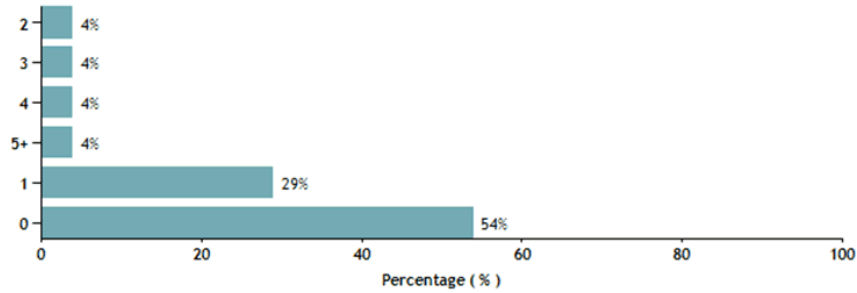


**Current transport patterns**

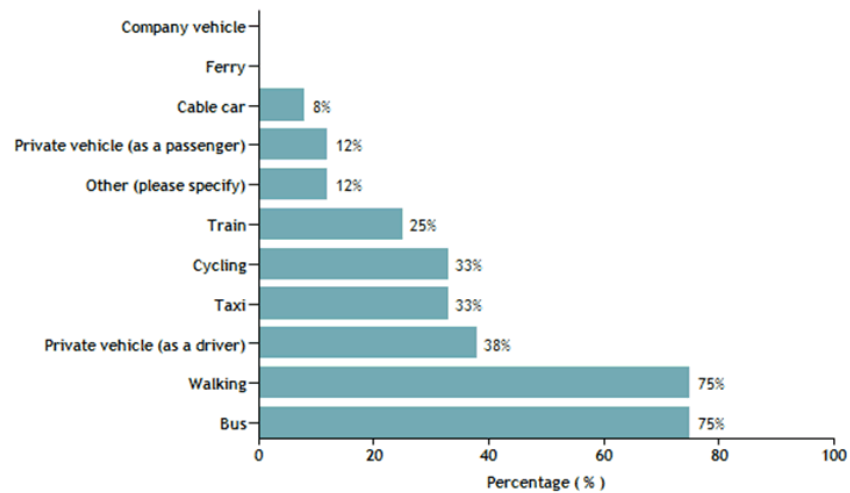
Over half (54%) of the sample of new members do not own a private vehicle.

The majority of members (75% each) regularly travelled by foot and/or bus before joining the scheme. 38% reported regularly driving a private vehicle prior to joining. All other modes were less frequently reported.

**Question 12A** How many motor vehicles (including motorcycles) does your household currently own?  
*Please only include vehicles that are used for travel on the road in this number (e.g. don't include dirt bikes and other recreational vehicles which are not used on-road).*

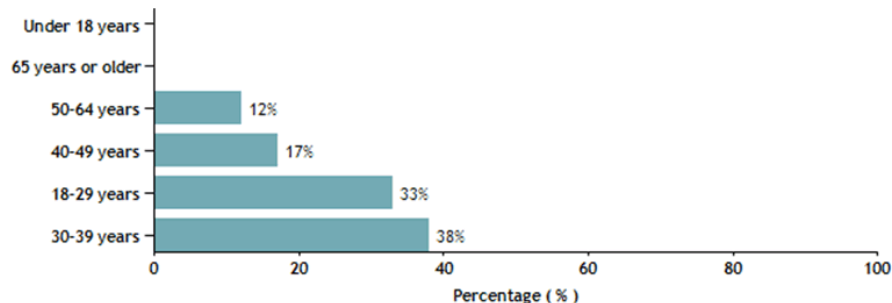


**Question 8A** Which of the following modes did you use on a weekly basis BEFORE joining the car share scheme?  
*Please select all that apply.*



**Demographics**

The sample of members has an even gender split and over half (58%) have a postgraduate qualification. A further 33% have an undergraduate qualification. Members are most likely to be flatting (29%) or be a young couple without children (33%). Over 30% of the sample's households earn more than \$150k per year. The age break down for the sample is as follows:



New members who have completed the survey therefore are relatively young, highly qualified and have high incomes.

#### Comments received

Respondents to the survey have been invited to comment about their experiences, intended use of the scheme and general thoughts about car sharing. Comments received so far show a very positive attitude towards car sharing and the support the Council is offering to these schemes. There is also a strong theme emerging around a desire to not need to own a car, with car sharing being seen to be a good alternative option for these members. Some illustrative comments include:

*"I had planned to purchase a vehicle but will not if car share works for me."*

*"Don't want to own a car for environmental and health reasons. A car share scheme is just inconvenient enough that I will keep walking, bussing and cycling for all normal around town trips, except special purposes (like needing to buy a large item) or trips out of town - which is perfect I. I don't want it to be too convenient (especially owning a car) cos then I'll just get lazy and use the car. Also want to avoid the high upkeep costs of a car."*

*"I don't own a car and if I did would only use it very rarely. Car sharing gives me access to a car when I need it without ongoing costs."*

*"This is a great scheme. It removes the need for us to buy a car. We probably only use it once every two months, sometimes more frequently, but if it wasn't available we would probably consider buying a vehicle. It's affordable, easy to book, the main car [service provider name removed] uses is in really good condition and feels safe to drive. It's easy to collect and drop off. It's perfect for us."*

*"I really love the concept of car sharing. I live in town and it's really convenient to be able to borrow a car for a few hours to visit friends or enjoy activities/food in other suburbs. I really hope these services are supported and grow. I know I'll get a lot of use and enjoyment out of it."*

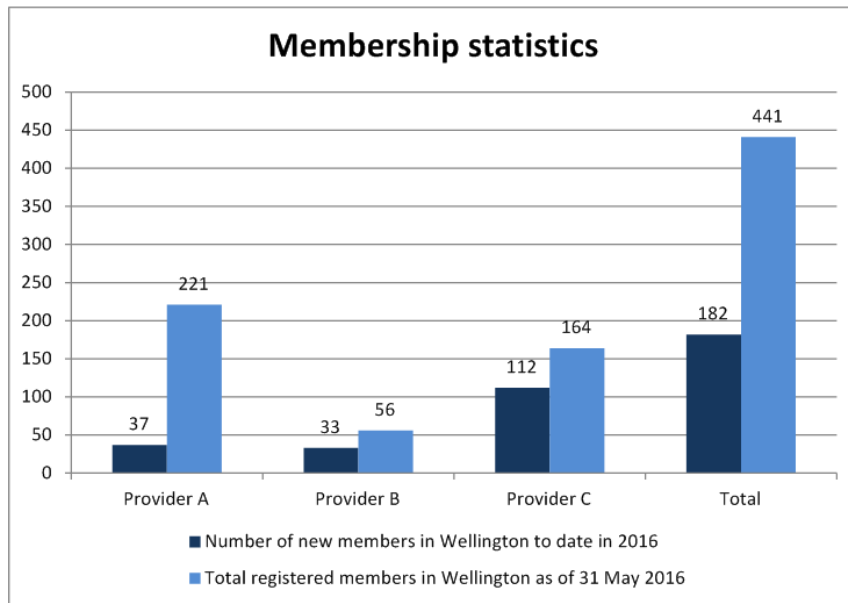
#### Provider reporting

Before reviewing the data from the providers there are a few important contextual notes to keep in mind:

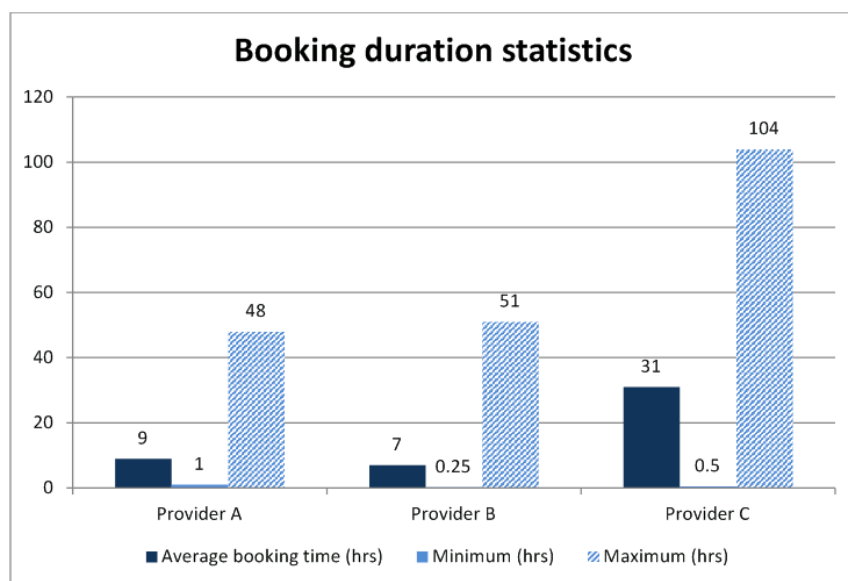
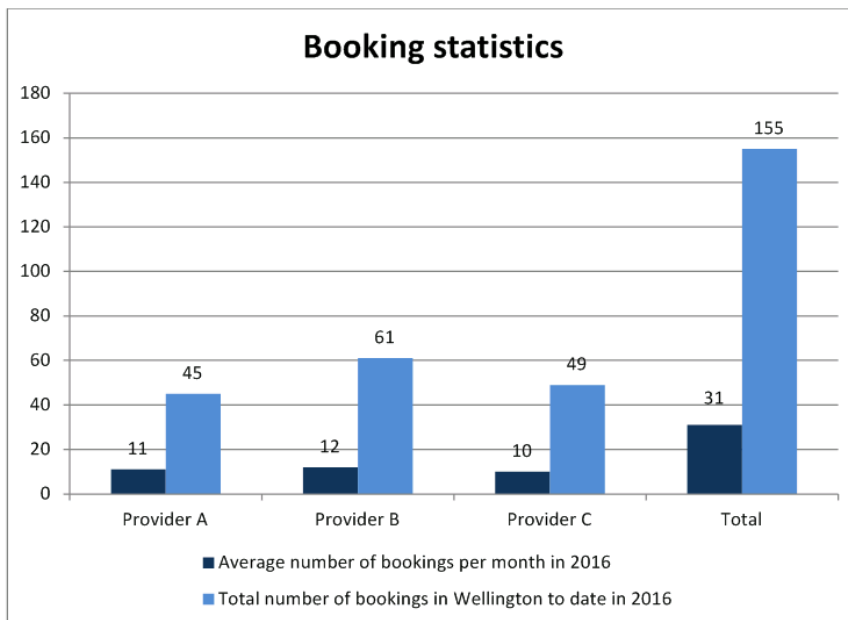


- Provider A: Carpark trial did not begin until February. The vehicle was also unavailable for 8 days in April due to filming which took away use of the carpark. The vehicle was also unavailable for a further 2 and a half days for maintenance.
- Provider B: Vehicle was unavailable for 4 days for maintenance in April

The first figure below shows membership statistics. This data shows that there is a relatively small but steadily growing base of car share members registered in Wellington. The majority of members for both Provider B and C have joined in 2016.



The booking statistics provided below reveal that the membership base that is being established in Wellington are making use of the car share vehicles, with an average of 31 bookings being made across the providers each month in Wellington since the start of the year. The average number of hours for these bookings across the three providers ranges from between 7 and 31 hours, with multi-day bookings as well as shorter bookings (e.g. less than an hour) being common. Please note that the 104 hour booking for Provider C was a result of an issue in the system allowing a longer than 4 day booking to be made, which has now been rectified.



---

## **POST CONSTRUCTION SAFETY AUDIT - ISLAND BAY UPGRADE**

---

### **Purpose**

1. To provide information to committee of the outcome of an independent post construction safety audit of the upgrade works undertaken on The Parade in Island Bay to accommodate a parking protected separated cycle lane.

### **Summary**

2. Construction of The Parade upgrade works was undertaken between September 2015 and March 2016.
3. A number of concerns have been raised by the community relating to the safety of the new layout.
4. An independent post construction safety audit has now been completed, as has an independent peer review of that audit.
5. Whilst there was one “significant” item identified neither the independent post construction review nor the peer review concluded that overall the project was unsafe.
6. Officers have responded to the audits recommendations within the audit document (appended).
7. Officers recommend that parking be adjusted in consultation with directly affected residents to improve their inter visibility at residential driveways as a matter of priority. While this will have an impact on parking availability it will significantly improve safety to an acceptable level.
8. In a separate paper this Committee at its 30 June 2016 meeting will consider a wider review of the Wellington cycling programme and how specifically the wider concerns about Island Bay will be addressed.

### **Recommendation/s**

That the Transport and Urban Development Committee:

1. Receive the information.
2. Note the findings of the independent MWH Island Bay Cycleway post Construction Safety Audit
3. Note the findings of the Wilkie Consultants peer review
4. Note the officers comments in the audit document as “Client decision”
5. Agree as a matter of priority residents are given an opportunity to have parking adjacent to their driveway adjusted and/or reduced to improve their visibility.

### **Background**

9. A post construction safety audit of the pedestrian, cycling, and public transport improvement works along The Parade, Island Bay between Reef Street and Dee Street has been undertaken.

10. A concept stage audit report was completed on the project dated 19 September 2014.
11. There were two detailed design stage audits undertaken as the project was split into two stages. The Stage 1 (the section of project south of the village) audit report was completed dated 30 January 2015. The Stage 2 (the section of the project north of the village) audit report was completed on 19 March 2015.
12. Construction of the project took place between September 2015 and March 2016.
13. There was a degree of concern raised that the same auditors were used for both the concept and design stage audits, to address this an independent peer review of the post construction audit has been completed.

## **Discussion**

14. The post construction safety audit identifies a number of issues, many of which have been addressed by officers as a “client decision” in the audit.
15. A road safety audit is a term used internationally to describe an independent review of a future road project to identify any safety concerns that may affect the safety performance. The audit team considers the safety of all road users and qualitatively reports on road safety issues or opportunities for safety improvement.
16. A road safety audit is therefore a formal examination of a road project, or any type of project which affects road users (including cyclists, pedestrians, mobility impaired users etc.), carried out by an independent competent team who identify and document road safety concerns.
17. A road safety audit is intended to help deliver a safe road system and is not a review of compliance with standards.
18. A road safety audit is not intended to be a technical or financial audit and does not substitute for a design check of standards or guidelines. Any recommended treatment of an identified safety concern is intended to be indicative only, and to focus the designer on the type of improvements that might be appropriate. It is not intended to be prescriptive and other ways of improving the road safety or operational problems identified should also be considered.
19. The process for a more comprehensive review of the effectiveness of the project is outlined in the paper addressing council’s response to the Morrison Low report.
20. The categories of concern in descending order of importance are Significant, Serious, Moderate and Minor.
21. The only concern that rated as significant was the presence of ghost markings (2.1.1). This related to the redundant road markings not being fully removed and being partially visible especially at night. Action has been taken to address this concern.
22. While the audit does not highlight major areas of concern it does touch on the issue of visibility entering or exiting residential driveways (2.1.8). The brief provided to the designers was to minimise parking loss, to achieve this, and in the absence of any formal guidance otherwise, the legal minimum of 1.0m either side of the driveway was allowed for. More recent guidance recommends 3.0m minimum and up to 8m in advance of the driveway to improve visibility.
23. There have been a number of request from residents to address their visibility concerns. A register of concerns has been kept. Some residents have little difficulty with the existing layout.

24. While it is acknowledged that a more formal review of the cycleway is pending it is appropriate to address this concern as a matter of priority, now that the risk has been identified and confirmed through a formal audit.
25. It is recommended that all residents of The Parade that have expressed a concern of poor visibility at their driveway be given the opportunity to have adjacent parking adjusted / reduced to a minimum setback of 3.0m as identified in the audit . For enforcement purposes this will require an amendment to the traffic resolutions.
26. Subject to committee approval it is proposed that residents be contacted during July and car parking adjusted in August. A subsequent retrospective traffic resolution would then be presented to committee in the new triennium as required.

### Options

27. Although driveway access/egress visibility is identified as a current safety risk, Council could choose to leave remedying this until the substantive programme review take place. However as this is identified as a safety risk as part of the independent audit, officers advice is that this work be undertaken now as there is minimum costs (<\$5,000).

### Next Actions

28. Officers will undertake any remaining actions as identified in the audit and peer review.
29. As a matter of priority officers will contact all those residents that have raised concerns about inter visibility at their driveway and offer to adjust parking to improve sightlines.
30. In a separate paper, this Committee at its 30 June 2016 meeting will consider a wider review of the Wellington cycling programme and how specifically the wider concerns about Island Bay will be addressed.

### Attachments

- Attachment 1. Independent Safety Audit Page 95  
Attachment 2. Independent Peer Review Page 136

Author	Paul Barker, Safe and Sustainable Transport Manager
Authoriser	David Chick, Chief City Planner

---

## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

There was no specific consultation as part of this paper.

### **Treaty of Waitangi considerations**

There were no specific considerations as part of this paper.

### **Financial implications**

There will be some minor costs associated with adjusting parking and completing actions identified within the audit, these will be able to be accommodated within the existing cycleways budget.

### **Policy and legislative implications**

This is consistent with the Cycling Policy

### **Risks / legal**

As per audit and report

### **Climate Change impact and considerations**

Encouraging and providing for active transport has a positive effect in reducing vehicle emissions and reducing the impact of transport effects on climate change.

### **Communications Plan**

A communications plan has been developed for this project to get it to this stage. An updated plan will make people aware of the decisions of this committee and cover the communication requirements as a result of adjusting parking.



**MWH**

*BUILDING A BETTER WORLD*



**POST CONSTRUCTION ROAD SAFETY AUDIT  
Island Bay Cycleway**

Prepared for Wellington City Council  
11 May 2016







This document has been prepared for the benefit of Wellington City Council. No liability is accepted by this company or any employee or sub-consultant of this company with respect to its use by any other person.

This disclaimer shall apply notwithstanding that the report may be made available to other persons for an application for permission or approval to fulfil a legal requirement.

**QUALITY STATEMENT**

**PROJECT MANAGER**

Jon England

**PREPARED BY**

Dhimantha Ranatunga

**REVIEWED BY**

Andrew McLeod / Jon England

**APPROVED FOR ISSUE BY**

Jon England

**PROJECT TECHNICAL LEAD**

Jon England

**WELLINGTON**  
Level 13, 80 The Terrace, Wellington 6011  
PO Box 9624, Wellington 6141  
TEL +64 4 381 6700, FAX +64 4 473 1982

**REVISION SCHEDULE**

Rev No	Date	Description	Signature or Typed Name (documentation on file).			
			Prepared by	Checked by	Reviewed by	Approved by
0	29 April 2016	Final Report	DR	JE	AM	JE
1	11 May 2016	Final Report R1	JE	DR	AM	JE



**Wellington City Council  
Island Bay Cycleway  
Post Construction Road Safety Audit**

**CONTENTS**

1	Introduction.....	1
1.1	Safety audit procedure .....	1
1.2	The safety audit team.....	2
1.3	Report format.....	2
1.3.1	Severity .....	2
1.3.2	Risk Matrix and Concern .....	3
1.4	Project description .....	4
1.5	Scope of audit.....	6
1.6	Documents provided .....	6
1.7	Disclaimer .....	6
2	Safety Audit Findings .....	7
2.1	General Issues (Project Wide) .....	7
2.1.1	Ghost Markings .....	7
2.1.2	Extent of Green Cycleway Markings and Cycle Symbols .....	8
2.1.3	Belisha Beacons at Pedestrian Crossings .....	10
2.1.4	Bus Shelter Inter-visibility .....	11
2.1.5	Parking Bay Bollards .....	12
2.1.6	Cycle Friendly Sump grates.....	15
2.1.7	Cycleway Directional Guidance .....	16
2.1.8	Intervisibility sightlines at residential driveways .....	17
2.2	Specific Findings.....	19
2.2.1	Pedestrian Crossing south of Humber Street.....	19
2.2.2	Humber Street Intersection.....	20
2.2.3	Northbound Cyclists entering the traffic flow from the left .....	21
2.2.4	School Signage located South of Mersey Street.....	22
2.2.5	Directional Tactile Paving at Pedestrian Crossing south of Dee Street .....	23
2.2.6	Pedestrian Refuge Central Island located south of Mersey Street .....	25
2.2.7	Pedestrian Zebra Crossing located north of Mersey Street.....	26
2.2.8	Disabled Parking Spaces and Fire Hydrant outside the Medical Centre.....	27
2.3	Comments .....	29
2.3.1	Bend south of Medway St.....	29
2.3.2	Consistency of Yellow No-parking Line Marking .....	30
2.3.3	Mersey St Bus Stop Bypass .....	31



3	Audit statement.....	33
4	Response and decision statements.....	34
4.1	Designer's responses.....	34
4.2	Safety engineer's comments (if applicable).....	34
4.3	Project manager's decisions.....	34
4.4	Designer's statement.....	35
4.5	Safety audit close out.....	35

**LIST OF TABLES**

Table 1-1:	Concern assessment rating matrix.....	3
Table 1-2:	Concern categories.....	3

**LIST OF FIGURES**

Figure 1-1:	Crash Survivability.....	2
Figure 1-2:	Project Location Plan.....	5
Figure 2-1:	Photo showing ghost right turn bay markings.....	7
Figure 2-2:	Photo showing an additional ghost right turn bay marking.....	7
Figure 2-3:	Photo showing former pedestrian zebra crossing markings.....	7
Figure 2-4:	Photo showing removal of flush median markings, on a flushed surface, minimises centreline visibility 7	7
Figure 2-5:	Photo showing a lack of green coloured cycleway markings on diverge from the "sharrow" lane into the cycleway.....	8
Figure 2-6:	Photo showing green coloured cycleway markings provided on departure only. Note also the cycle symbol in advance of the green surfacing blending into the concrete surface.....	8
Figure 2-7:	Photo showing a lack of green coloured surfacing and cycle symbols across the Humber St Intersection.....	9
Figure 2-8:	Photo showing green coloured surfacing across the Mersey St intersection, however there are no cycle symbols provided.....	9
Figure 2-9:	Photo showing the eastern Belisha beacon at the pedestrian zebra crossing opposite Empire Cinema was not operational.....	10
Figure 2-10:	Photo showing that the western Belisha beacon at the intersection of Humber St was not operational.....	10
Figure 2-11:	Photo showing a pedestrian waiting on the cycleway bus stop bypass.....	11
Figure 2-12:	Photo showing a cyclist swerving off the cycle lane to avoid a pedestrian.....	11
Figure 2-13:	Photo showing a clear bus stop shelter, north of Avon St, providing good inter-visibility between modes.....	11
Figure 2-14:	Photo showing a combination of vehicles parked across the buffer zone and on the footpath, limiting the width available to the cyclist.....	12
Figure 2-15:	Photo showing a vehicle parked across the full width of the buffer zone.....	12
Figure 2-16:	Photo showing a vehicle parked well across the buffer zone.....	13
Figure 2-17:	Photo showing a number of vehicles parked partially across the buffer zone.....	13



Figure 2-18: Photo showing a non-cycle friendly sump at Tamar St/The Parade (inset photo: example of cycle friendly sumps elsewhere along the route). ..... 15

Figure 2-19: Diagram indicating recommended parking exclusions around residential driveways adjacent to one-way separated cycle lanes (Source: "Finding the Right Green Road for Cycle Routes" – IPENZ Transportation Group Conference Paper, Auckland - March 2016). ..... 17

Figure 2-20: Photo showing the partially built pedestrian zebra crossing south of Humber St ..... 19

Figure 2-21: Photo showing a vehicle turning left out of the western side of Humber St while another vehicle waits to turn right in ..... 20

Figure 2-22: Photo showing the safe-hit posts installed at the western side of the Humber St intersection ..... 20

Figure 2-23: View south along the northbound lane on The Parade towards the village. Note the lack of any guidance for cyclists (red circle above) or warning for motorists to expect the presence of cyclists entering the traffic flow. .... 22

Figure 2-24: View northbound on cycleway approach to the bypass of the pedestrian refuge island. Note the overlapping school and pedestrian crossing signage south of Mersey Street. .... 23

Figure 2-25: View northbound on The Parade approach to the pedestrian refuge island. Note the partially overlapping of the pedestrian crossing signage by the school sign ..... 23

Figure 2-26: Photo showing missing directional tactile pavers on the eastern side of the pedestrian zebra crossing located south of Dee Street. .... 24

Figure 2-27: Photo showing missing tactile pavers at the central island of the refuge crossing south of Mersey St (inset photo: showing the kerb build out sitting outside of the markings)..... 25

Figure 2-28: Photo showing a pole without a Belisha Beacon Disk or black and white markings on the pedestrian zebra crossing (eastern side) located north of Mersey Street..... 26

Figure 2-29: Photo showing the length of the southern disabled parking space (note the vehicle parked at the southern end of the space) and the fire hydrant located between the two parking spaces (currently located inside the southern disabled parking space), south of Medway Street ..... 27

Figure 2-30: Photo showing the constrained road environment south of Mersey St..... 29

Figure 2-31: Photo showing no-parking line marking between parking spaces, north of Mersey St ..... 30

Figure 2-32: Photo showing a lack of no-parking line marking between larger parking spaces ..... 30

Figure 2-33: Photo showing bins obstructing the shared space at the Mersey St bus stop bypass ..... 31



## 1 Introduction

### 1.1 Safety audit procedure

A road safety audit is a term used internationally to describe an independent review of a future road project to identify any safety concerns that may affect the safety performance. The audit team considers the safety of all road users and qualitatively reports on road safety issues or opportunities for safety improvement.

A road safety audit is therefore a formal examination of a road project, or any type of project which affects road users (including cyclists, pedestrians, mobility impaired users etc.), carried out by an independent competent team who identify and document road safety concerns.

A road safety audit is intended to help deliver a safe road system and is not a review of compliance with standards.

The primary objective of a road safety audit is to deliver a project that achieves an outcome consistent with Safer Journeys and the Safe System approach, which is a safe road system increasingly free of death and serious injury. The road safety audit is a safety review used to identify all areas of a project that are inconsistent with a Safe System and bring those concerns to the attention of the client so that the client can make a value judgement as to appropriate action(s) based on the risk guidance provided by the safety audit team.

The key objective of a road safety audit is summarised as:

'to deliver completed projects that contribute towards a safe road system that is increasingly free of death and serious injury by identifying and ranking potential safety concerns for all road users and others affected by a road project.'

A road safety audit should desirably be undertaken at project milestones such as:

- concept stage (part of business case);
- scheme or preliminary design stage (part of pre-implementation);
- detail design stage (pre-implementation or implementation); and
- pre-opening or post-construction stage (implementation or post-implementation).

A road safety audit is not intended to be a technical or financial audit and does not substitute for a design check of standards or guidelines. Any recommended treatment of an identified safety concern is intended to be indicative only, and to focus the designer on the type of improvements that might be appropriate. It is not intended to be prescriptive and other ways of improving the road safety or operational problems identified should also be considered.

In accordance with the procedures set down in the NZ Transport Agency (NZTA) Road Safety Audit Procedures for Projects Guidelines - Interim release May 2013; the audit report should be submitted to the client who will instruct the designer to respond. The designer should consider the report and comment to the client on each of any concerns identified, including their cost implications where appropriate, and make a recommendation to either accept or reject the audit report recommendation.

For each audit team recommendation that is accepted, the client will make the final decision and brief the designer to make the necessary changes and/or additions. As a result of this instruction the designer shall action the approved amendments. The client may involve a safety engineer to provide commentary to aid with the decision.

Decision tracking is an important part of the road safety audit process. A decision tracking table is embedded into the report format at the end of each set of recommendations. It is to be completed by the designer, safety engineer, and client for each issue, and should record the designer's response, client's decision (and asset manager's comments in the case where the client and asset manager are not one and the same) and action taken.

A copy of the report including the designer's response to the client and the client's decision on each recommendation shall be given to the road safety audit team leader as part of the important feedback loop. The road safety audit team leader will disseminate this to team members.



## 1.2 The safety audit team

This road safety audit has been carried out in accordance with the NZTA Road Safety Audit Procedure for Projects Guidelines - Interim release May 2013, by:

- Jon England, Senior Road Safety Engineer, MWH New Zealand Ltd
- Dhimantha Ranatunga, Transportation Engineer, MWH New Zealand Ltd

The Safety Audit Team (SAT) carried out a daytime site visit on the morning of Thursday 7 April 2016. The weather was fine and sunny. One member of the SAT carried out a night time site visit on Wednesday 6 April 2016. The route was cycled and driven in both the northbound and southbound directions during both daytime and night time site visits.

## 1.3 Report format

The potential road safety problems identified have been ranked as follows.

The expected crash frequency is qualitatively assessed on the basis of expected exposure (how many road users will be exposed to a safety issue) and the likelihood of a crash resulting from the presence of the issue. The severity of a crash outcome is qualitatively assessed on the basis of factors such as expected speeds, type of collision, type of vehicle involved and vulnerability of the road user.

Reference to historic crash rates or other research for similar elements of projects, or projects as a whole; have been drawn on where appropriate to assist in understanding the likely crash types, frequency and likely severity that may result from a particular concern.

### 1.3.1 Severity

Pedestrians and cyclists lack the typical protections which are provided by vehicles and consequently are more susceptible to impact speed causing death or serious injury. Figure 1-1 shows the survivability (likelihood of death) verse speed at impact and illustrates how various road users and collisions types have different crash outcomes as a result of impact speed. Pedestrians (as well as cyclists) have much lower survivability of crashes at or near urban speed limits. Additionally it should be noted that survivability does not depend on speed but impact which is also affected by vehicle mass, so high mass vehicles such as buses have lower survivability rates than shown below for a given impact speed.

**Note that this scheme actively encourages cycle use; therefore the severity of a number of issues may be higher than would otherwise be the case.**

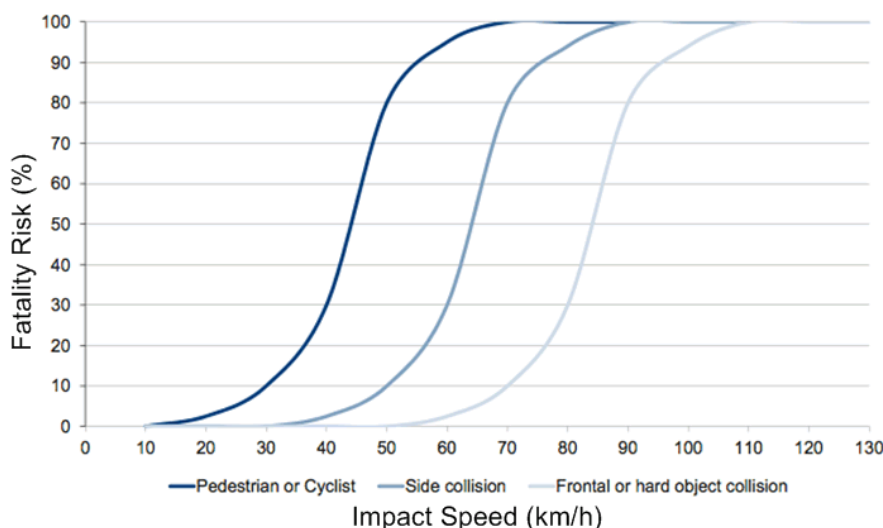


Figure 1-1: Crash Survivability<sup>1</sup>

<sup>1</sup> [http://www.audit.vic.gov.au/publications/2011-12/201110831-Road-Safety-Cameras/safety-camera-assets/figure\\_2c.png](http://www.audit.vic.gov.au/publications/2011-12/201110831-Road-Safety-Cameras/safety-camera-assets/figure_2c.png)



### 1.3.2 Risk Matrix and Concern

The frequency and severity ratings are used together to develop a combined qualitative risk ranking for each safety issue using the concern assessment rating matrix in Table 1-1. The qualitative assessment requires professional judgement and a wide range of experience in projects of all sizes and locations.

**Table 1-1: Concern assessment rating matrix**

Severity (likelihood of death or serious injury)	Frequency (probability of a crash)			
	Frequent	Common	Occasional	Infrequent
Very likely	Serious	Serious	Significant	Moderate
Likely	Serious	Significant	Moderate	Moderate
Unlikely	Significant	Moderate	Minor	Minor
Very unlikely	Moderate	Minor	Minor	Minor

While all safety concerns should be considered for action, the client or nominated project manager will make the decision as to what course of action will be adopted based on the guidance given in this ranking process with consideration to factors other than safety alone. As a guide, a suggested action for each concern category is given in Table 1-2.

**Table 1-2: Concern categories**

Concern	Suggested action
Serious	Major safety concern that must be addressed and requires changes to avoid serious safety consequences.
Significant	Significant safety concern that should be addressed and requires changes to avoid serious safety consequences.
Moderate	Moderate safety concern that should be addressed to improve safety.
Minor	Minor safety concern that should be addressed where practical to improve safety.

In addition to the ranked safety issues it is appropriate for the safety audit team to provide additional comments with respect to items that may have a safety implication but lie outside the scope of the safety audit. A comment may include items where the safety implications are not yet clear due to insufficient detail for the stage of project, items outside the scope of the audit such as existing issues not impacted by the project or an opportunity for improved safety but not necessarily linked to the project itself. While typically comments do not require a specific recommendation, in some instances suggestions may be given by the auditors.



## 1.4 Project description

This audited project comprises the full length of a walking, cycling, and public transport improvements project through a 1.7 km length of Island Bay on The Parade, from Dee St to Reef St.

The proposed signalised intersection improvements at The Parade and Dee Street have not been constructed; as a result, the northern extent of the audit is the southern side of the Dee Street intersection.

The improvements that have been implemented include the following:

- Northbound and southbound "Copenhagen" style cycle lanes located between footpath kerb and on-street parking from Reef Street to south of Medway Street and Avon Street to south of Dee Street on The Parade.
- Eight cycleway bus shelter bypasses on the footpath behind the bus shelters and one cycleway bypass of the pedestrian refuge south of Mersey Street.
- Additional pedestrian zebra crossings south of Humber Street, north of Mersey Street, just south of Tamar Street and south of Dee Street respectively.
- Pedestrian refuge islands south of Mersey Street crossing The Parade.
- "Sharrow" marking through the existing Island Bay village area 30 km/h speed zone between Medway Street and Avon Street to indicate a shared area for vehicles and cyclists to occupy the carriageway. The "sharrow" marking has been extended further south of Medway Street following the repositioning of the disabled parking spaces outside the Island Bay Medical Centre back to the kerb.
- Footpath kerb extension construction and removal at numerous side road intersections and midblock locations on The Parade.
- Formalising the existing individual car park spaces through provision of road marking.

Noting that:

- The proposed installation of safe-hit posts (or other devices) between the parking and cycleway has not been implemented, as WCC advised that parking compliance without them has been very good.



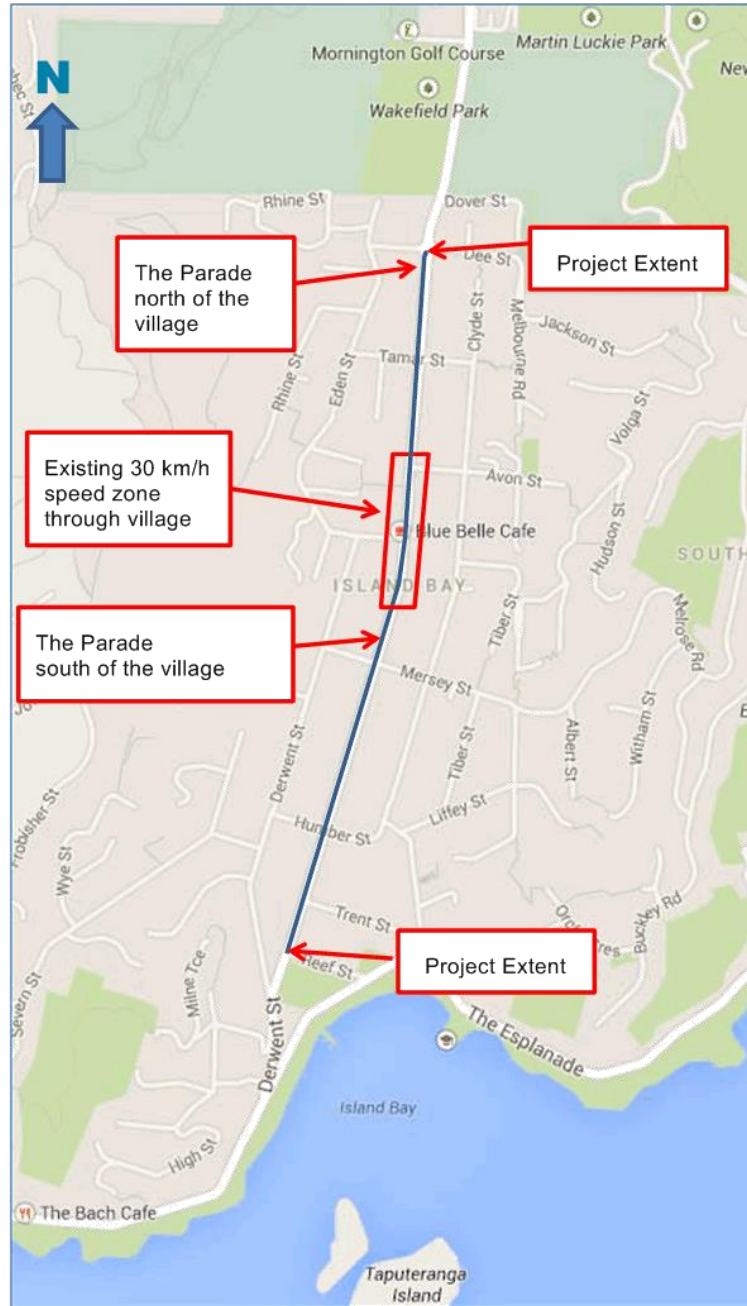


Figure 1-2: Project Location Plan



## 1.5 Scope of audit

This is a post construction safety audit of the proposed pedestrian, cycling, and public transport improvement works along The Parade, Island Bay between Reef Street and Dee Street. The proposed intersection improvements at The Parade and Dee Street were not constructed; as a result the northern extent of the audit is the southern side of the Dee Street intersection.

The SAT Team Leader was involved in the previous concept safety audit and the two detailed design safety audits (Stage 1 and Stage 2) on this project.

A concept stage audit report was completed on the project dated 19 September 2014.

There were two detailed design stage audits undertaken as the project was split into two stages. The Stage 1 (the section of project south of the village) audit report was completed dated 30 January 2015. The Stage 2 (the section of the project north of the village) audit report was completed on 19 March 2015.

## 1.6 Documents provided

The SAT was provided with the following documents for this audit which were stamped "Approved for Construction".

- Calibre Consulting; The Parade Upgrade, Island Bay; Phase 1; Drawings 1-C05 to 1-C13, Site Overlay, Signs and Markings (9 pages), dated between 9/10/15 and 11/11/2015
- Calibre Consulting; The Parade Upgrade, Island Bay; Phase 2; Drawings 20-C03 to 20-C04, Site Overlay, Signs and Markings (2 pages), 11/11/2015
- Calibre Consulting; The Parade Upgrade, Island Bay; Phase 1; Drawing 12-C01, Typical Details (1 page supplied of 5), 11/11/2015

## 1.7 Disclaimer

The findings and recommendations in this report are based on an examination of available relevant plans, the specified road and its environs, and the opinions of the SAT. However, it must be recognised that eliminating safety concerns cannot be guaranteed since no road can be regarded as absolutely safe and no warranty is implied that all safety issues have been identified in this report. Safety audits do not constitute a design review or an assessment of standards with respect to engineering or planning documents.

Readers are urged to seek specific technical advice on matters raised and not rely solely on the report.

While every effort has been made to ensure the accuracy of the report, it is made available on the basis that anyone relying on it does so at their own risk without any liability to the safety audit team or their organisation.



## 2 Safety Audit Findings

### 2.1 General Issues (Project Wide)

The following general safety concerns have been identified by the SAT relating to issues which occur throughout the project.

#### 2.1.1 Ghost Markings

There are numerous locations throughout the project site where the previous markings have been blacked out using paint as opposed to other forms of removal. This causes confusion to the approaching motorist as it is not clear as to which markings are the correct markings as the blacked out markings can be clearly seen by approaching motorists (refer Figure 2-1 to Figure 2-4).

Figure 2-1 below shows that the right turn bay has been blacked out, but this is not immediately apparent from the approaching driver's perspective especially during the middle of the day when the sun shines along The Parade and at night with street light reflection off both the old and new road markings.



Figure 2-1: Photo showing ghost right turn bay markings



Figure 2-2: Photo showing an additional ghost right turn bay marking

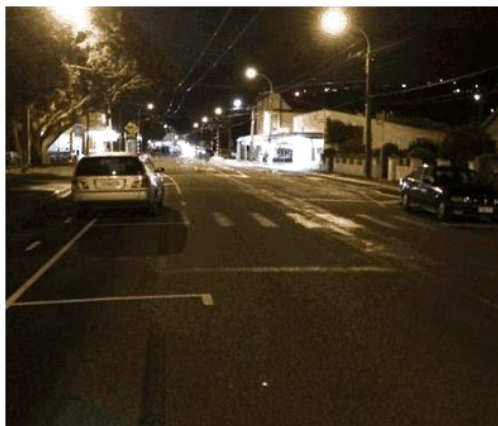


Figure 2-3: Photo showing former pedestrian zebra crossing markings



Figure 2-4: Photo showing removal of flush median markings, on a flushed surface, minimises centreline visibility



**Recommendation**

Remove redundant markings by a method that does not cause ghost marking such as a full width resurfacing.

Frequency	Severity	Rating
Crashes are likely to be Common	Death or serious injury is Likely	The safety concern is Significant
Designer response	The specification called for permanent removal of redundant markings. While it is acceptable to leave ghost markings in non- critical areas, permanent removal should be used to ensure unambiguous messages are given to road users in higher risk areas such as intersections.	
Safety engineer comment	N/A	
Client decision	Conflicting markings will be removed around intersections. Longitudinal markings will be left to wear away as blasting or blacking out has limited effectiveness on chip seal	
Action taken		

**2.1.2 Extent of Green Cycleway Markings and Cycle Symbols**

Green cycleway markings and cycle symbols are proposed at conflict areas between mode types. However, not all conflict areas and all hazard locations for cyclists have these markings provided (refer red circle in photos below). Intersection approach and departure chicanes should have this coloured surfacing to increase cyclists' awareness of the change in environment.

The SAT observed inconsistent application of both green coloured cycleway markings and cycle symbols along the bus stop cycle bypasses and across intersections, as shown in Figure 2-5 to Figure 2-8.



**Figure 2-5: Photo showing a lack of green coloured cycleway markings on diverge from the "sharrow" lane into the cycleway**



**Figure 2-6: Photo showing green coloured cycleway markings provided on departure only. Note also the cycle symbol in advance of the green surfacing blending into the concrete surface**



**Figure 2-7: Photo showing a lack of green coloured surfacing and cycle symbols across the Humber St Intersection**



**Figure 2-8: Photo showing green coloured surfacing across the Mersey St intersection, however there are no cycle symbols provided**

**Recommendation**

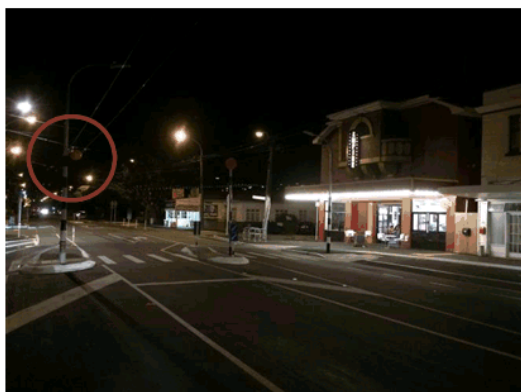
Ensure consistent application of green coloured cycleway markings and cycle symbols across the route, particularly at intersections and through both approach to and departure from the respective bus stop (and pedestrian refuge) bypasses.

Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Likely	The safety concern is Moderate
Designer response	Concur with safety audit.	
Safety engineer comment	N/A	
Client decision	The area shown in 2.5 is not a conflict area/safety issue, but using green to highlight the start of the bike lane is a good idea. Agree to install green as recommended by safety audit but cycle symbols will not be installed on all green markings as these will be used to raise awareness intimately throughout the route.	
Action taken		

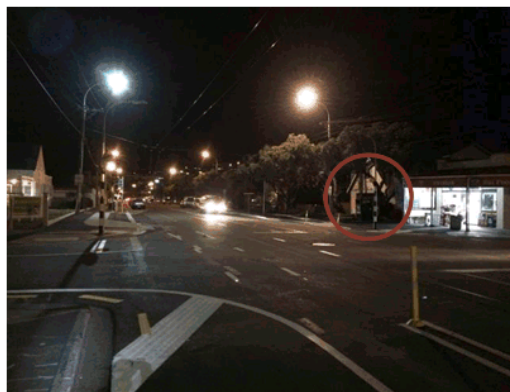


**2.1.3 Belisha Beacons at Pedestrian Crossings**

The SAT noted during the night inspection that a number of Belisha beacons at pedestrian crossings along the route were not operational, refer Figure 2-9 and Figure 2-10 below. Belisha beacons provide additional dynamic advance warning to approaching motorists of the presence of a pedestrian zebra crossing. It is important to ensure that where Belisha beacons are provided that they are operational.



**Figure 2-9: Photo showing the eastern Belisha beacon at the pedestrian zebra crossing opposite Empire Cinema was not operational**



**Figure 2-10: Photo showing that the western Belisha beacon at the intersection of Humber St was not operational**

**Recommendation:**

Ensure that all Belisha beacons and floodlighting at pedestrian zebra crossings along the route are operational and replace or refresh (cleaning, change bulbs etc.) as required.

Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Likely	The safety concern is Moderate
Designer response	Concur with safety audit.	
Safety engineer comment	N/A	
Client decision	Site checked 2 May 2016 – lights working. No further action required.	
Action taken	N/A	



### 2.1.4 Bus Shelter Intervisibility

The SAT observed that the bus stop cycleway bypasses generally operate well with regard to separating the high risk cyclist/vehicle conflict; however, a number of cyclist/pedestrian conflicts were noted due to poor intervisibility through the bus shelter, refer Figure 2-11 and Figure 2-12 below. Note that there are some bus shelters which incorporate advertising within their side walls thereby obstructing visibility through the bus shelter to the opposite side.

It was noted that the bus shelter north of Avon St had a clear side walls (refer to Figure 2-13 below), this increases inter-visibility between modes and reduces the potential for conflict.



Figure 2-11: Photo showing a pedestrian waiting on the cycleway bus stop bypass



Figure 2-12: Photo showing a cyclist swerving off the cycle lane to avoid a pedestrian



Figure 2-13: Photo showing a clear bus stop shelter, north of Avon St, providing good intervisibility between modes

#### Recommendation:

Provide clear sided bus shelters, where cycle bypasses are provided, as per the north of Avon Street bus stop shelter to increase intervisibility between modes.



Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Unlikely	The safety concern is Minor
Designer response	Concur with safety audit. For cost reasons we chose to relocate an existing Adshel shelter near Mersey St. The risk of a pedestrian/cyclist conflict has been reduced by placing a rubbish bin so that an alighting bus passenger is encouraged to walk around it thereby increasing the sight distance to northbound cyclists. Northbound cyclists are encouraged to travel relatively slowly by the tight path width, it's ramped approach and relatively tight entry curves.	
Safety engineer comment	N/A	
Client decision	No further action required at present, pedestrians are directed away from the side of the shelter by the placement of the rubbish bin. We will consider changes if the issue is raised in annual safety review.	
Action taken		

### 2.1.5 Parking Bay Bollards

The installation of safe-hit posts (or other devices) between the parking and cycleway as proposed at the design stage has not been implemented, as WCC advised that parking compliance has been very good.

However, the SAT observed a number of vehicles parked well across the buffer zone, refer Figure 2-14 to Figure 2-17. Vehicles parked well across the buffer zone reduce the safety zone space increasing the risk of injuring a cyclist when passengers entering or exiting their vehicle open vehicle doors into the cycleway. Safe-hit posts (or other devices) installed on the corners of the respective parking bays aim to reinforce good parking behaviour to enable the safety zone space / buffer zone to be utilised by the open vehicle doors thereby minimising the likelihood of cyclist/vehicle door collision.



**Figure 2-14: Photo showing a combination of vehicles parked across the buffer zone and on the footpath, limiting the width available to the cyclist**



**Figure 2-15: Photo showing a vehicle parked across the full width of the buffer zone**





**Figure 2-16: Photo showing a vehicle parked well across the buffer zone**



**Figure 2-17: Photo showing a number of vehicles parked partially across the buffer zone**

**Recommendation:**

Provide appropriately delineated safe-hit posts (or other devices) at the corners of the individual parking spaces to increase parking compliance and reduce the likelihood of vehicle doors opening into the cycleway.

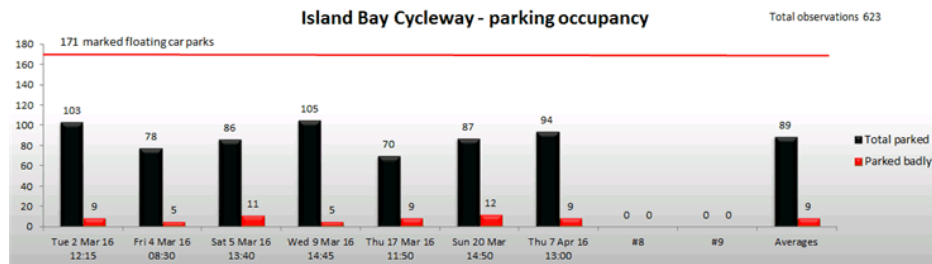
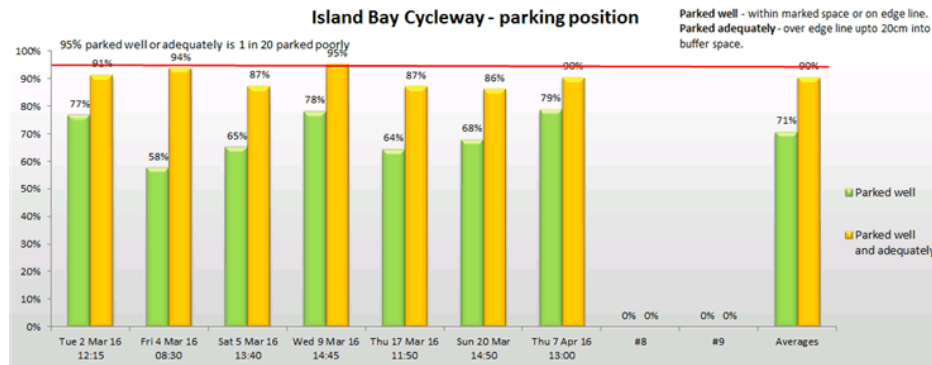


Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Likely	The safety concern is Moderate

Designer response  
Concur with safety audit.

Safety engineer comment  
N/A

Client decision  
By 7 April 16 we had observed 623 parked vehicles over 7 surveys at various times and days of the week. The surveys showed 71% of vehicles were parked well and 90% parked well or adequately. Badly parked vehicles were observed to range from 5 to 12 with an average occurrence of 9.



To date there has been some education but little enforcement. We will instruct enforcement action to commence with a warning then infringement procedure. We will continue to monitor parking compliance and look to install safe hit posts if required.

Action taken



### 2.1.6 Cycle Friendly Sump grates

Kerbside sumps are traditionally a hazard for cyclists which can trap wheels in their longitudinal slots. As this is a known hazard to cyclists, cyclists will attempt to avoid riding over these sumps which could result in the cyclist swerving and crashing. This hazard can be mitigated by installing cycle friendly sump grates which have smaller shorter slots perpendicular to the approaching cyclists.

The SAT observed a non-cycle friendly sump at the intersection of Tamar St/The Parade. Although it is noted that this sump is offset from the cycle path, due to the proximity to the intersection, cyclists may prefer to be closer to the kerb, bringing the sump into play. In addition, debris build up at sumps along the project extent should be monitored and cleaned prior to encroaching into the cycleways.



**Figure 2-18: Photo showing a non-cycle friendly sump at Tamar St/The Parade (inset photo: example of cycle friendly sumps elsewhere along the route).**

#### Recommendations:

1. Ensure that all sump grates which are likely to have passing cyclist traffic are cycle friendly.
2. Ensure that appropriate maintenance programme is implemented to ensure that sump grates are regularly cleared of debris, particularly during the autumn period when leaves may end up in the drainage channel.



Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Likely	The safety concern is Moderate
Designer response	Concur with safety audit.	
Safety engineer comment	N/A	
Client decision	Grates will be changed.	
Action taken		

### 2.1.7 Cycleway Directional Guidance

There are no arrows indicating direction of travel on the cycleway, although it is inferred by the direction of vehicular traffic and the side of the road the cycle path is on. The SAT observed cyclists travelling on the footpath in the opposite direction to the cycleway. There is also anecdotal evidence that some school children ride in both directions along the on-road cycle path. Cyclists travelling in the opposite direction to that intended may collide with other cyclists and result in mode conflict at pedestrian crossings, where pedestrians may fail to look in the opposite direction.

Consideration could be given to directional arrows at nominal intervals or placed on the approach/exit of intersections or bus stop bypasses, to reinforce that the cycleways are one-way.

**Recommendation:**

Provide directional arrows at nominal intervals along the cycleway as well as on the approach to and exit from both the intersections and the bus stop bypasses.

Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Unlikely	The safety concern is Minor
Designer response	The provision of direction arrows is not covered in any guidance documents and is considered unnecessary. The orientation of the bike lane symbol and the lane position provide intuitive clues as to the appropriate direction for travel.	
Safety engineer comment	N/A	
Client decision	Agree with designer. We will address this if it comes up as an issue in annual safety reviews.	
Action taken		



**2.1.8 Intervisibility sightlines at residential driveways**

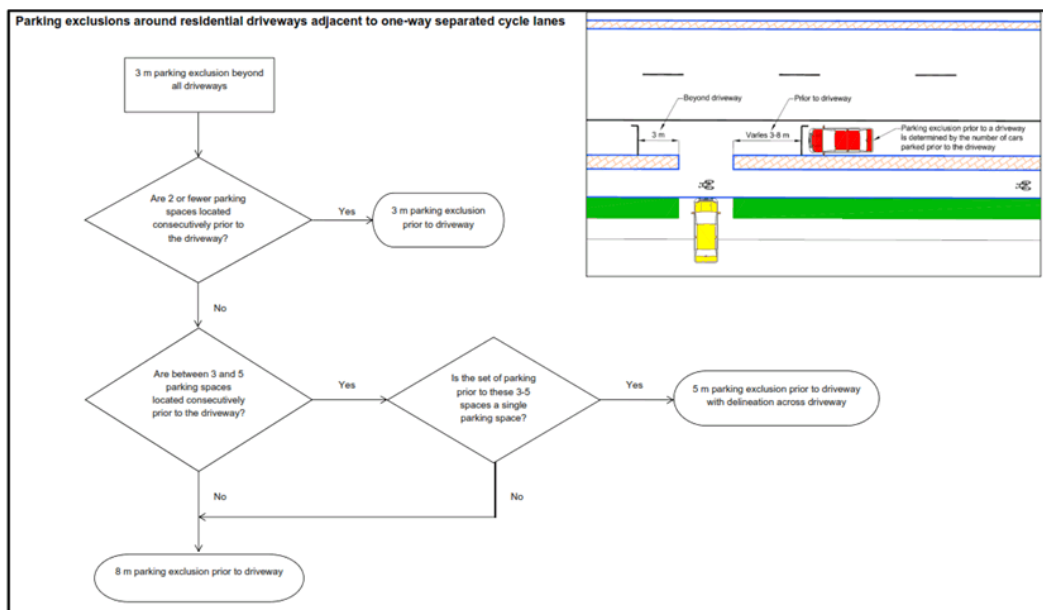
The presence of cars parked in close proximity to residential driveways can restrict the intervisibility sightlines between motorists entering and exiting these driveways and cyclists using the cycleway.

In some locations there is insufficient manoeuvring space to allow motorists to enter and exit these driveways without crossing into the opposing traffic lane to carry out their turning movement.

The SAT observed on site that a new residential driveway was being constructed at No. 84 The Parade directly opposite a marked parking space. The adjacent parking spaces upstream and downstream of this new driveway will need to be remarked appropriately in line with the guidance proposed in Figure 2-19 below.

It is recommended that a review of the marked parking spaces is undertaken along the route to ensure that appropriate spacing is provided either side of the driveways. This would provide both sufficient intervisibility between cyclists on the cycle lane and motorists entering and exiting driveways and appropriate manoeuvring space for motorists to carry out their turn movement without encroaching into the opposing traffic lane.

A recent paper from the *IPENZ Transportation Group Conference Auckland – March 2016*<sup>2</sup> proposed that a minimum 3m gap should be provided beyond the driveway (i.e. left hand side of driveways for exiting motorists). It was further proposed that the gap prior to the driveway (i.e. right hand side) varies between 3m to 8m depending on the number of vehicles parked prior to the driveway (refer to Figure 2-19 below).



**Figure 2-19: Diagram indicating recommended parking exclusions around residential driveways adjacent to one-way separated cycle lanes (Source: “Finding the Right Green Road for Cycle Routes” – IPENZ Transportation Group Conference Paper, Auckland - March 2016).**

<sup>2</sup> Smith, M; Aldridge, D ; “Finding the Right Green Road for Cycle Routes” – IPENZ Transportation Group Conference Auckland - March 2016



**Recommendation:**

Review the marked parking spaces along the route to ensure that appropriate spacing is provided either side of the driveways in line with the suggested 3m space beyond each driveway and 3-8m prior to each driveway.

Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Likely	The safety concern is Moderate
Designer response	The design minimised on-street parking loss by applying the legal minimum of 1.0m space between driveways and the start of a car park in accordance with the client's direction.	
Safety engineer comment	N/A	
Client decision	From enquiries received as a result of construction it is felt that there are approximately 12-15 residents that would benefit from adjusting the parking adjacent to their driveway. We will work with these residents to resolve their individual issues over driveway access/egress	
Action taken		



## 2.2 Specific Findings

The following safety concerns have been identified by the SAT relating to issues pertaining to particular sites within the project.

### 2.2.1 Pedestrian Crossing south of Humber Street

There is a partially built pedestrian crossing facility provided on The Parade on the southern side of the Humber St intersection (refer Figure 2-20 below). The pedestrian crossing has the black and white poles with associated Belisha beacon globes (note that only the eastern one is operational), and directional tactile/warning tactile pavers provided on both sides of the proposed crossing and the PW-30 Pedestrian Crossing signs have been installed. However, there are no zebra markings (bars or diamonds) provided, no refuge island and no advance warning diamond provided.

This sends mixed messages to both the pedestrian and approaching motorists. The SAT observed pedestrians utilising the pedestrian crossing even though there are no pedestrian zebra crossing markings provided on the carriageway (refer Figure 2-20 below). Motorists may not give way to pedestrians as they may not be perceived to be on a pedestrian crossing given the lack of zebra markings.



**Figure 2-20: Photo showing the partially built pedestrian zebra crossing south of Humber St**

#### Recommendations

This needs immediate action, noting that this issue and the ghost marking issue (Section 2.1.1) were raised with WCC via email the day after the audit (8 April 2016).

1. The zebra markings and the advance warning diamond pavement markings are painted immediately (i.e. within 24 hours), or
2. The pedestrian crossing is either barricaded off on both sides so it cannot be used/or the black and white poles and Belisha beacons covered up so that it can be used as a crossing point.
3. Following the provision of either item 1 or 2 above, the pedestrian crossing should be implemented as designed (i.e. incorporating a central island and associated tactile pavers).



Frequency	Severity	Rating
Crashes are likely to be Common	Death or serious injury is Very Likely	The safety concern is Serious
Designer response	Concur with safety audit. The provision of the new crossing's central island and markings has been delayed by unrelated drainage works. However, no interim traffic management has been provided.	
Safety engineer comment	N/A	
Client decision	We deliberately did not paint the zebra markings in because we are yet to complete the central island. This was not completed because Wellington Water are in the process of renewing a sewer main which connects into a manhole in the middle of this intersection. This work is imminent and to manage traffic around the site while this work is being carried out would not have been possible with the island. It is planned to install the zebra markings following completion of the island.  The site is now under TMP for drainage works. Situation will be fixed as soon as possible once drainage works are complete	
Action taken		

**2.2.2 Humber Street Intersection**

The SAT observed that the safe-hit posts installed at the Humber Street intersections to protect cyclists from vehicles tracking across the cycleway when turning left out (Refer Figure 2-22), are also causing vehicles turning left out of the eastern side of Humber Street to track into the right turn bay (Refer Figure 2-21). The SAT observed a right turning vehicle not being able to use the right turn bay due to being obstructed by a vehicle turning left out of Humber Street onto The Parade. This right turning vehicle was forced to straddle the right turn bay and the southbound traffic lane to avoid the exiting vehicle.



**Figure 2-21: Photo showing a vehicle turning left out of the western side of Humber St while another vehicle waits to turn right in**



**Figure 2-22: Photo showing the safe-hit posts installed at the western side of the Humber St intersection**





**Recommendation**

Remove the intersection safe-hit posts on the north-western side of the Humber Street intersection to enable drivers exiting the western side of Humber Street to turn left into The Parade without tracking across the southbound right turn bay.

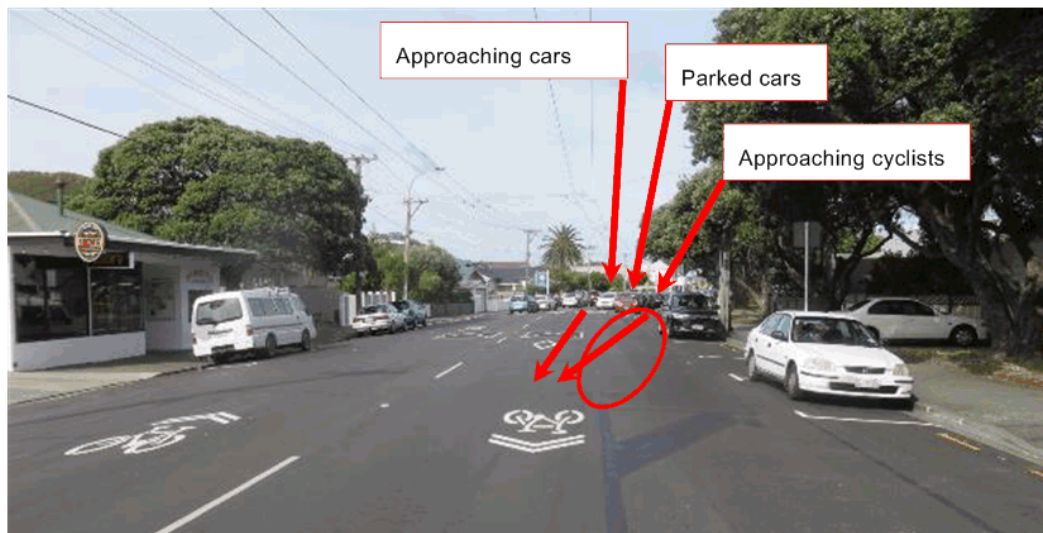
Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Very Unlikely	The safety concern is Minor
Designer response	Relocate southern most post to ease left turn.	
Safety engineer comment	N/A	
Client decision	Post has been relocated since safety audit. No further action required.	
Action taken		

**2.2.3 Northbound Cyclists entering the traffic flow from the left**

The change to the disabled parking spaces on the eastern side of the road has been reflected on the western side of the road and the parking spaces have been shifted back to the kerb. This has resulted in the termination of the segregated cycleway and northbound cyclists now required to merge with the northbound traffic flow. The carriageway has been marked with "sharrow" markings to remind motorists of the likely presence of cyclists. However the location of the change from segregated cycleway and the repositioning of the parking bays back to the kerbside occurs just north of the left hand bend in The Parade. This can result in northbound cyclists appearing in the traffic flow from the left and they may surprise northbound motorists as the entering cyclists would be masked by parked vehicles.



Consideration should be given to providing an appropriate length of dedicated cycle lane with green surfacing which flares away from the kerb toward the northbound traffic lane thereby providing additional warning of the likely presence of cyclists to northbound motorists approaching the village.



**Figure 2-23: View south along the northbound lane on The Parade towards the village. Note the lack of any guidance for cyclists (red circle above) or warning for motorists to expect the presence of cyclists entering the traffic flow.**

**Recommendation**

Provide a designated green surfaced cycle lane for northbound cyclists to utilise as they approach the shared space “sharrow” area so that northbound motorists are aware of the presence of cyclists entering from their left into the traffic flow.

Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Likely	The safety concern is Moderate
Designer response	Concur with safety audit.	
Safety engineer comment	N/A	
Client decision	Green shared area markings were installed since safety audit. No further action required.	
Action taken		

**2.2.4 School Signage located South of Mersey Street**

The SAT observed that on the southern approach to the Mersey Street intersection, the school sign combination (PW-32) is obscuring the pedestrian crossing sign (PW-30). This was noted as being an issue from both the cycleway and the traffic lane (where the PW-30 is partially obscured – refer photo



below right). The pedestrian crossing sign is one part of the information disseminated to a road user in advance of a pedestrian zebra crossing therefore it is important that this is not obstructed.



**Figure 2-24: View northbound on cycleway approach to the bypass of the pedestrian refuge island. Note the overlapping school and pedestrian crossing signage south of Mersey Street.**



**Figure 2-25: View northbound on The Parade approach to the pedestrian refuge island. Note the partially overlapping of the pedestrian crossing signage by the school sign**

**Recommendation**

Relocate the school sign (PW 32) located south of Mersey Street further south along The Parade so it does not overlap with the pedestrian crossing warning sign.

Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Unlikely	The safety concern is Minor
Designer response	The signs have been located in the best positions that are available. No further action is recommended.	
Safety engineer comment	N/A	
Client decision	Instructions will be issued to change the PW Children signs to smaller signs on lower poles, and to be orientated toward the footpaths as opposed to approaching drivers.	
Action taken		

**2.2.5 Directional Tactile Paving at Pedestrian Crossing south of Dee Street**

Directional tactile pavers direct visually impaired footpath users towards crossing facilities and public amenities. The SAT observed a lack of directional tactile pavers on the eastern side of the pedestrian zebra crossing located south of Dee Street and due to the width of the footpath, these may be beneficial for visually impaired footpath users at this location, thereby differentiating it from the bus access point located to the south.



Figure 2-26: Photo showing missing directional tactile pavers on the eastern side of the pedestrian zebra crossing located south of Dee Street.



**Recommendation**

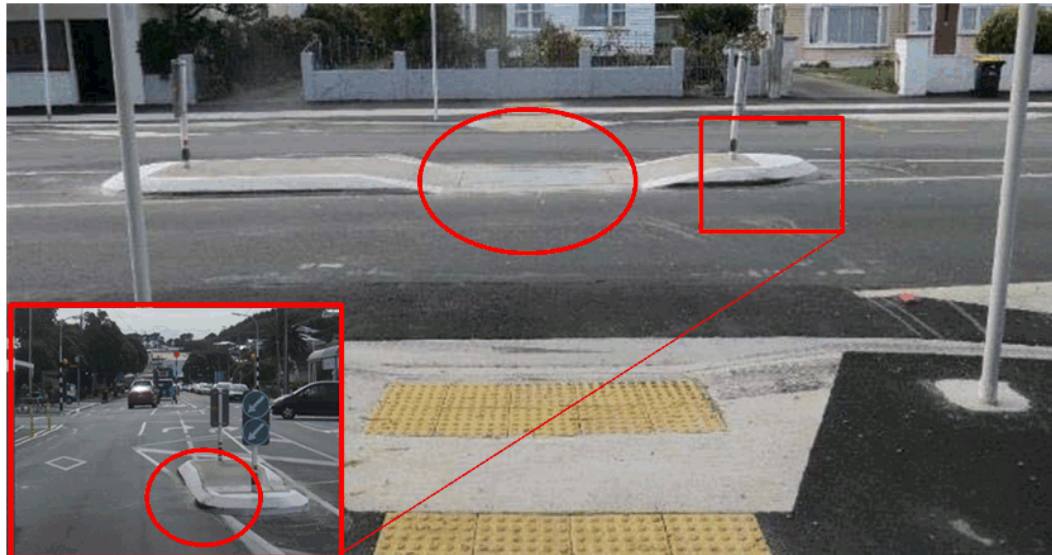
Provide directional tactile pavers on the eastern side of The Parade to assist visually impaired pedestrians to navigate to the pedestrian zebra crossing located south of Dee Street.

Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Likely	The safety concern is Moderate
Designer response	The RTS 14 Guideline recommends a minimum length for direction tiles of 1m. As the site length is less than 1m, they are not required.	
Safety engineer comment	N/A	
Client decision	Agree with designer.	
Action taken		

**2.2.6 Pedestrian Refuge Central Island located south of Mersey Street**

The SAT observed missing tactile pavers at the central island of the pedestrian refuge crossing point (refer Figure 2-27), this may result in visually impaired pedestrians failing to stop at the central island and continuing to cross The Parade, with the potential for vehicle conflict. These were included on the construction drawings but were not installed at the time of the audit site visit.

In addition, the SAT noted that the central kerb build out is sitting outside of the road markings and into the northbound traffic lane (refer Figure 2-27 inset photo). Scuff marks on the kerb confirm this hazard has previously been hit.



**Figure 2-27: Photo showing missing tactile pavers at the central island of the refuge crossing south of Mersey St (inset photo: showing the kerb build out sitting outside of the markings)**

**Recommendations**

Status: Final  
Project No.: 80507256  
Audit Mav 2016.docx

Page 25 Our ref: MWH.Island Bay Cycleway Post Construction Road Safety 11 May 2016

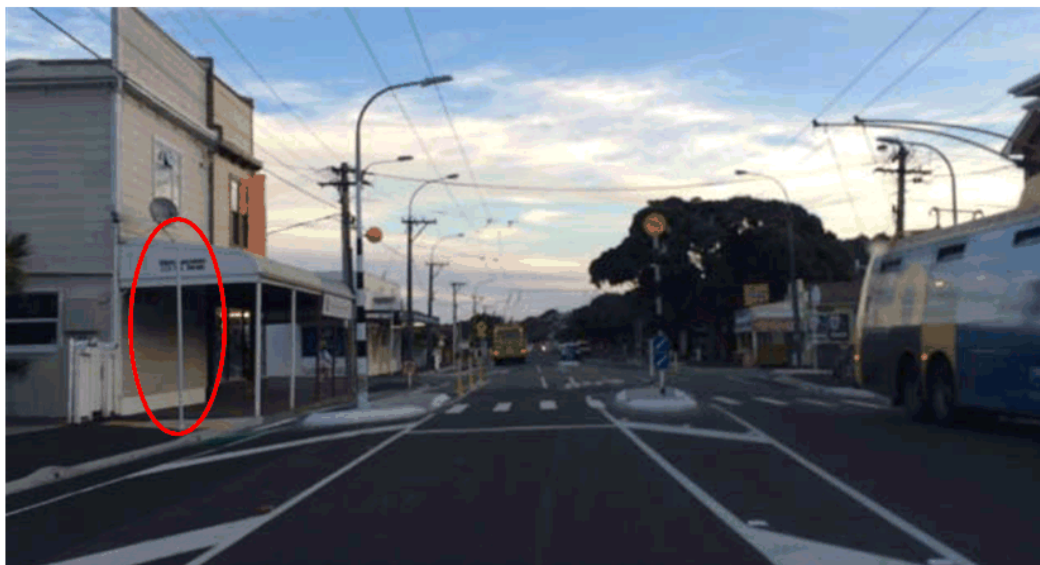


1. Install tactile pavers at the central pedestrian refuge island located south of Mersey Street.
2. Cut back the kerb on the southern central refuge island south of Mersey Street so that it is contained wholly within the painted median.

Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Likely	The safety concern is Moderate
Designer response	The RTS 14 Guideline recommends no tactile pavers be installed in islands less than 1.2m wide. As this site is narrower, no further action is necessary.  There is a need to alter the road markings (see 2-27) to ensure the island is appropriately delineated.	
Safety engineer comment	N/A	
Client decision	Agree with designer.	
Action taken		

### 2.2.7 Pedestrian Zebra Crossing located north of Mersey Street

The SAT observed a white pole adjacent to the eastern side of the pedestrian zebra crossing located north of Mersey Street, refer Figure 2-28. There is a pedestrian crossing located between the kerb and the adjacent island which is missing a PW-65 sign and pole. This pole needs to be replaced with a PW-65 incorporating a Belisha Beacon Disk and black and white pole markings which should have been implemented according to the construction drawings provided. The purpose of the Belisha Beacon Disk and markings, at this location, is to provide advance warning to cyclists for the upcoming pedestrian crossing, where cyclists are required to give way to pedestrians.



**Figure 2-28: Photo showing a pole without a Belisha Beacon Disk or black and white markings on the pedestrian zebra crossing (eastern side) located north of Mersey Street.**



**Recommendation**

Install a PW-65 Belisha Beacon Disk and black and white markings on the pole on the eastern side of the pedestrian zebra crossing located north of Mersey Street.

Frequency	Severity	Rating
Crashes are likely to be Occasional	Death or serious injury is Unlikely	The safety concern is Minor
Designer response	Concur with safety audit.	
Safety engineer comment	N/A	
Client decision	Instructions will be issued to rectify the fault.	
Action taken		

**2.2.8 Disabled Parking Spaces and Fire Hydrant outside the Medical Centre**

In this location, the design drawings indicated the cycleway located adjacent to the kerb and the disabled parking spaces located outside the cycleway and buffer zone as elsewhere on this project. Following public feedback after construction, these disabled parking spaces were relocated to the kerbside and cyclists required to share the traffic lane.

The SAT noted that, following the recent modification to the disabled parking spaces, the fire hydrant is now located within the southern disabled park (rather than just in the buffer area, as previously). There is also no designated area for disabled parking space users to access the footpath and its associated drop kerb from the existing yellow buffer area.

There is a likelihood of vehicles parking over the fire hydrant in its current layout. Therefore, consideration should be given to the repositioning of the southern parking space to avoid the fire hydrant. This would enable the accommodation of a yellow hatched access area of appropriate width (refer to red circled area in photo below) between the respective parking spaces to provide a link between the footpath and the existing yellow buffer area for disabled parking space users.



**Figure 2-29: Photo showing the length of the southern disabled parking space (note the vehicle parked at the southern end of the space) and the fire hydrant located between the two parking spaces (currently located inside the southern disabled parking space), south of Medway Street**



**Recommendation:**

Provide an appropriately wide yellow hatched area between the two disabled parking spaces to provide access to and from the footpath and the existing yellow hatched area that also incorporates the existing fire hydrant.

Frequency	Severity	Rating
Crashes are likely to be Infrequent	Death or serious injury is Unlikely	The safety concern is Minor
Designer response	The fire hydrant is not a road safety issue, but agree we should hatch the area around it to the channel.	
Safety engineer comment	N/A	
Client decision	Instruction will be issued to install hatching.	
Action taken		





**2.3 Comments**

The following comments are either of a general nature or cannot be related to any specific safety concern, but are included here for consideration by the designers and the client as they may contribute to improving overall road safety.

**2.3.1 Bend south of Medway St**

The bend in The Parade south of Medway St, combined with parking on both sides of the road and the speed cushions, results in a constrained road environment for heavy vehicles, including buses.

The SAT observed two buses attempting to negotiate the bend simultaneously, which resulted in one bus stopping and waiting until the other had passed.



**Figure 2-30: Photo showing the constrained road environment south of Mersey St**

Consideration should be given to a review of the bus/heavy vehicle tracking curves on the bend south of Medway St.

Comment	
Designer response	It is accepted that the installed layout in this location is a little too tight. However, while inconvenient it is not unsafe as it is within the 30km/h zone and drivers' have very good visibility of any conflict so can take appropriate action (slowing or stopping as required). Recommend continue to monitor.
Safety engineer comment	N/A
Client decision	Agree with designer.
Action taken	



### 2.3.2 Consistency of Yellow No-parking Line Marking

The SAT observed inconsistencies in the application of yellow no-parking line markings across driveways, refer Figure 2-31 and Figure 2-32. In lieu of no-parking markings, motorists may inadvertently attempt to manoeuvre into the space, creating unnecessary potential for conflict and delays with the through traffic. This is exacerbated by the removal of the flush median markings, which would have provided additional manoeuvring width for through traffic.



Figure 2-31: Photo showing no-parking line marking between parking spaces, north of Mersey St



Figure 2-32: Photo showing a lack of no-parking line marking between larger parking spaces

Consideration should be given to applying consistent yellow no-parking line marking between parking bays where driveways are present.



Comment	
Designer response	Concur with safety audit.
Safety engineer comment	N/A
Client decision	This is not necessarily a safety issue but rather a convenience issue over illegal parking. The safety aspect of driveway access is dealt with under 2.1.8. We will work with residents as required to address any issue around inconsiderate parking.
Action taken	

### 2.3.3 Mersey St Bus Stop Bypass

The SAT noted that the placement of the bins by the nearby residents in the vicinity of the Mersey St bus stop bypass, restricts the section of shared space and forces pedestrians into the cycleway section of the bus stop bypass.



**Figure 2-33: Photo showing bins obstructing the shared space at the Mersey St bus stop bypass**

It is recommended that the owner of the dwelling is encouraged to place the bins closer to the kerb to avoid unnecessarily obstructing the footpath.



Comment	
Designer response	The inconsiderate placement of rubbish and recycling bins is not a matter that can be addressed by the project.
Safety engineer comment	
Client decision	Agree with designer.
Action taken	



### 3 Audit statement

We declare that we remain independent of the design team, and have not been influenced in any way by any party during this road safety audit.

We certify that we have used the available plans, and have examined the specified roads and their environment, to identify features of the project we have been asked to look at that could be changed, removed or modified in order to improve safety.

We have noted the safety concerns that have been evident in this audit, and have made recommendations that may be used to assist in improving safety.

Signed

Date 11 May 2016

Jon England, BE Civil MIPENZ CPEng Int.PE(NZ) RPEQ PMP  
Senior Road Safety Engineer, MWH New Zealand, Wellington, New Zealand

Signed

Date 11 May 2016

Dhimantha Ranatunga, BE (Hons) Civil GIPENZ  
Transportation Engineer, MWH New Zealand, Wellington, New Zealand



## 4 Response and decision statements

System designers and the people who use the roads must all share responsibility for creating a road system where crash forces do not result in death or serious injury.

### 4.1 Designer's responses

I have studied and considered the auditors' safety concerns and recommendations for safety improvements set out in this road safety audit report and I have responded accordingly to each safety concern with the most appropriate and practical solutions and actions that are to be considered further by the safety engineer and project manager.

Signed .....

Date 16 May 2016 .....

Designer: Joe Hewitt  
Cycling Principal Engineer, Wellington City Council

### 4.2 Safety engineer's comments (if applicable)

I have studied and considered the auditors' safety concerns and recommendations for safety improvements set out in this road safety audit report together with the designer's responses. Where appropriate, I have added comments to be taken into consideration by the project manager when deciding on the action to be taken.

Signed N/A .....

Date .....

Safety engineer's name, qualifications  
position, company

### 4.3 Project manager's decisions

I have studied and considered the auditors' safety concerns and recommendations for safety improvements set out in this road safety audit report, together with the designer's responses and the comments of the safety engineer, and having been guided by the auditor's ranking of concerns have decided the most appropriate and practical action to be taken to address each of the safety concerns.

Signed .....

Date 17 June 2016 .....

Project manager: Paul Barker  
Planning Manager, Network Improvements, Wellington City Council



#### 4.4 Designer's statement

I certify that the project manager's decisions and directions for action to be taken to improve safety for each of the safety concerns have been carried out.


Signed ..... Date .....

Designer's member name, qualifications  
position, company

#### 4.5 Safety audit close out

The project manager is to distribute the audit report incorporating the decisions to the designer, safety audit team leader, safety engineer, and project file.

Date: .....

An abstract graphic consisting of several overlapping, semi-transparent geometric shapes in shades of green and grey, positioned above the main title area.

**Island Bay Cycleway  
Post-Construction Road Safety Audit**

PEER REVIEW

PREPARED FOR THE WELLINGTON CITY COUNCIL

JUNE 2016



File: 122 Island Bay Cycleway PC RSA Review Final 150616.doc

Version	Change Description	Author	Date
1	Document issued to Joe Hewitt (Wellington City Council Cycling Principal Engineer)	S Wilkie	15/6/16

## Contents

1.	Background .....	5
1.1.	Purpose .....	5
1.2.	Scope of Peer Review .....	5
1.3.	Peer Review Procedure .....	5
1.4.	Report Format .....	5
1.5.	Documents Provided .....	6
1.6.	Disclaimer .....	6
1.7.	Project Description .....	6
2.	Review Findings.....	7
2.1.	General Issues (Project Wide).....	7
2.1.1.	Ghost Markings.....	7
2.1.2.	Extent of Green Cycleway Markings and Cycle Symbols .....	7
2.1.3.	Belisha Beacons at Pedestrian Crossings.....	7
2.1.4.	Bus Shelter Intervisibility.....	8
2.1.5.	Parking Bay Bollards.....	8
2.1.6.	Cycle Friendly Sump Grates .....	9
2.1.7.	Cycleway Directional Guidance.....	9
2.1.8.	Intervisibility sightlines at residential driveways .....	9
2.2.	Specific Findings.....	10
2.2.1.	Pedestrian Crossing South of Humber Street.....	10
2.2.2.	Humber Street intersection.....	10
2.2.3.	Northbound Cyclists entering the traffic flow from the left .....	11
2.2.4.	School Signage sign located South of Mersey Street.....	11
2.2.5.	Directional Tactile Paving at Pedestrian Crossing South of Dee Street.....	11
2.2.6.	Pedestrian Refuge Central Island located south of Mersey Street.....	12
2.2.7.	Pedestrian Zebra Crossing located north of Mersey Street .....	12
2.2.8.	Disabled Parking Spaces and Fire Hydrant outside the Medical Centre .....	12
2.3.	Comments .....	13
2.3.1.	Bend south of Medway Street.....	13
2.3.2.	Consistency of Yellow No-parking Line Marking.....	13
2.3.3.	Mersey Street Bus Stop Bypass.....	13
2.4.	Reviewer Additional Findings.....	13
2.4.1.	Transitions between cycle lane and footpath.....	13
2.4.2.	Buffer Zone marking .....	14

---

2.5.	Reviewer Additional Comments .....	15
2.5.1.	Road layout and speed limit .....	15

## **1. Background**

### **1.1. Purpose**

The purpose of this report is to document the findings of a peer review of MWH's post construction safety audit report of the Island Bay Cycleway.

### **1.2. Scope of Peer Review**

The scope of the peer review included reviewing each finding of the audit and:

- Stating whether the review agreed with the assessment of frequency and severity,
- Stating whether the review agreed with the recommended approach to addressing the finding, and
- Providing an assessment of any additional findings

Note that recommended approach for each finding is intended to be indicative only, and to focus the designer on the type of improvements that might be appropriate. It is not intended to be prescriptive and other ways of improving the road safety or operational problems identified should also be considered.

### **1.3. Peer Review Procedure**

The procedure to complete the review involved the following steps:

- Reviewing the post construction safety audit report
- Visiting the site on 14 June 2016 and driving the project length and cycling the project length

There is a separate procedure for completing the road safety audit process that includes a decision tracking process. This report is not part of that process.

The peer review was completed by Sam Wilkie, Director, Wilkie Consultants.

### **1.4. Report Format**

The report follows the same format as the post construction road safety audit report, using the same headings and order.

The assessments made in the safety audit are compared side by side with the review assessments. The rating provided is the rating associated with the review assessment.

The recommendation includes a short comment whether the review recommendation agrees with the safety audit, and if not provides a description of an alternative approach.

### 1.5. Documents Provided

The following document has been provided for this review:

- Post Construction Road Safety Audit Island Bay Cycleway prepared for Wellington City Council dated 11 May 2016 rev 1 Final Report R1

### 1.6. Disclaimer

The findings and recommendations in this report are based on an examination of available relevant plans, the specified road and its environs, and the opinions of the reviewer. However, it must be recognised that eliminating safety concerns cannot be guaranteed since no road can be regarded as absolutely safe and no warranty is implied that all safety issues have been identified in this report. This review does not constitute a design review nor an assessment of standards with respect to engineering or planning documents.

Readers are urged to seek specific technical advice on matters raised and not rely solely on the report.

While every effort has been made to ensure the accuracy of the report, it is made available on the basis that anyone relying on it does so at their own risk without any liability to the reviewer or their organisations.

### 1.7. Project Description

The project concerns The Parade in Island Bay, Wellington, from Dee Street at the northern extent to Reef Street at the southern extent.

The project includes the following:

- putting in new kerbside cycle lanes between Shorland Park and the Dee Street roundabout,
- installing four new pedestrian crossings near Dee, Humber, Mersey and Tamar streets,
- altering intersections to make them safer,
- developing new-look bus stops with cycle by-passes, and
- raising the existing zebra crossings in the main shopping centre to footpath height, and putting in speed humps (cushions) on either side of these two crossings

## 2. Review Findings

### 2.1. General Issues (Project Wide)

#### 2.1.1. Ghost Markings

**Significant**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Common	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Common	Likely

Review Recommendation:

Agree with the safety audit recommendation.

#### 2.1.2. Extent of Green Cycleway Markings and Cycle Symbols

**Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Infrequent	Likely

Review Recommendation:

Agree with the safety audit recommendation. While on site, the reviewer noted that some of the areas shown in the safety audit where green markings were missing are now in place. However a consistent application of these markings is recommended.

#### 2.1.3. Belisha Beacons at Pedestrian Crossings

Select concern rating

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	-	-

Review Recommendation:

The reviewer noted these were all operational during the night site visit. Concern assessment rating removed.

2.1.4. Bus Shelter Intervisibility

**Minor**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Occasional	Unlikely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Occasional	Very Unlikely

While on site, the reviewer noted a sign stating the area around the Empire Theatre is a “shared space”. As such, cyclist speed should be slower and cyclists should be prepared to give way to pedestrians. Improving intervisibility is likely to increase cyclist speed.

Review Recommendation:

Retain the Ad shell in the bus stop as a means to prevent cyclists travelling at higher speeds through this “shared space”. Consider a uniform colour surfacing through this area (e.g. black asphaltic concrete throughout instead of the concrete path), or running the cycle lane between bus stop and kerb.

2.1.5. Parking Bay Bollards

**Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Occasional	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Occasional	Likely

The reviewer observed vehicles parked over the buffer area between the on-street parking bays and the cycle lane. This non-compliance raises a safety concern due to reduced cycle lane width. However installing safe-hit posts to correct parking may not resolve the concern as the reason for the non-compliance may not be as simple as poor parking skills. It may be that vehicles are parked out of the bays (in most cases into the buffer area rather than in the traffic lane) due to a perception of better protection from traffic in the lane striking the parked vehicle, or providing better sight distance for vehicles entering/exiting the adjacent property.

Review Recommendation:

Consider the reasons for the non-compliance in conjunction with the available lane width and sight distance from the property access. Treatments may include speed calming measures and adjusting car parking space locations and numbers, to revisiting the cycleway design - considering a two-way cycleway between kerb and parked cars on one side only, and considering a cycleway on both sides located between parked cars and traffic lanes and separated with solid kerb barriers. Refer to section 2.4 and 2.5 for additional commentary.

2.1.6. Cycle Friendly Sump Grates

**Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Infrequent	Likely

Review Recommendation:

Agree with the safety audit recommendation.

2.1.7. Cycleway Directional Guidance

**Minor**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Unlikely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Infrequent	Unlikely

Review Recommendation:

Agree with the safety audit recommendation.

2.1.8. Intervisibility sightlines at residential driveways

**Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Occasional	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Occasional	Likely



Review Recommendation:

Agree with the safety audit recommendation. Refer to section 2.4 and 2.5 for additional commentary.

2.2. Specific Findings

2.2.1. Pedestrian Crossing South of Humber Street

**Serious**

Safety Audit assessment	Frequency (Crashes are likely to be...)	Severity (Death or serious injury is...)
	Common	Very Likely
Review assessment	Frequency	Severity
	Common	Very Likely

Review Recommendation:

Agree with the safety audit recommendation. While on site, the reviewer observed that road works were being carried out in this area.

2.2.2. Humber Street intersection

Select concern rating

Safety Audit assessment	Frequency (Crashes are likely to be...)	Severity (Death or serious injury is...)
	Occasional	Very Unlikely
Review assessment	Frequency	Severity
	-	-

Review Recommendation:

Agree with the safety audit recommendation. While on site, the reviewer observed that road works were being carried out in this area, and that the safe-hit posts have been removed, and therefore the review assessment and concern rating is removed.

2.2.3. Northbound Cyclists entering the traffic flow from the left **Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Occasional	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Occasional	Likely

Review Recommendation:

Agree with the safety audit recommendation. The design of the green surfacing could be similar to that provided at the south end of the project, i.e. bars of increasing length evenly spaced perpendicular to the direction of travel.

2.2.4. School Signage sign located South of Mersey Street **Minor**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Unlikely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Infrequent	Unlikely

Review Recommendation:

Agree with the safety audit recommendation.

2.2.5. Directional Tactile Paving at Pedestrian Crossing South of Dee Street **Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Infrequent	Likely

Review Recommendation:

Agree with the safety audit recommendation.

2.2.6. Pedestrian Refuge Central Island located south of Mersey Street

**Moderate**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Occasional	Likely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Occasional	Likely

Review Recommendation:

Agree with the safety audit recommendation.

2.2.7. Pedestrian Zebra Crossing located north of Mersey Street

**Minor**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Occasional	Unlikely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Occasional	Unlikely

Review Recommendation:

Agree with the safety audit recommendation.

2.2.8. Disabled Parking Spaces and Fire Hydrant outside the Medical Centre

**Minor**

Safety Audit assessment	<i>Frequency</i> (Crashes are likely to be...)	<i>Severity</i> (Death or serious injury is...)
	Infrequent	Unlikely
Review assessment	<i>Frequency</i>	<i>Severity</i>
	Infrequent	Unlikely

Review Recommendation:

Agree with the safety audit recommendation.

2.3. Comments

2.3.1. Bend south of Medway Street

Select concern rating

Review Recommendation:

Agree with the safety audit recommendation.

2.3.2. Consistency of Yellow No-parking Line Marking

Select concern rating

Review Recommendation:

Agree with the safety audit recommendation.

2.3.3. Mersey Street Bus Stop Bypass

Select concern rating

Review Recommendation:

Agree with the safety audit recommendation.

2.4. Reviewer Additional Findings

2.4.1. Transitions between cycle lane and footpath

Minor

One of the transitions is located at a low point such that surface water and debris is pooling, see photo below. Cyclists, especially those not so sure of themselves, may perceive this as an obstacle (or if debris is built-up it may push the cyclist off course) and swerve away from the transition to the road or the kerb.



Figure 1: Surface water and debris pooling at cycleway transition

Review assessment	Frequency	Severity
	Occasional	Unlikely

Review Recommendation:

Review the drainage design around the transitions of the cycle lane between the road level and footpath level. Regularly sweep the channel area to prevent debris build-up.

2.4.2. Buffer Zone marking

**Minor**

One area of paint marking for the buffer zone associated with the cycle lane was observed in an obscured/poor condition. Lack of definition of the buffer zone may result in poor parking compliance and provides inconsistent messages to cyclists about where they are expected to ride.



**Figure 2: Buffer Zone marking poor condition**

Review assessment	Frequency	Severity
	Infrequent	Unlikely

Review Recommendation:

Repaint the buffer zone marking.

2.5. Reviewer Additional Comments

2.5.1. Road layout and speed limit

Select concern  
rating

The Parade operates with a 50 km/h speed limit, except for a short 30 km/h speed zone in the village area between Medway Street and Avon Street. In the lower speed zone area, cyclists share the lane with other vehicles, and speed cushions and pedestrian crossing facilities help achieve a slower operating speed.

The lower speed limit could be extended based on the following factors associated with The Parade and the project:

- Vehicle speeds outside of the lower speed area were observed to vary, with higher speeds (nearer 50 km/h) near the northern extent of the project, and some lower speeds (nearer 30 km/h) south of the designated 30 km/h speed limit area. In general the reviewer felt safe driving between 35 km/h and 40 km/h through the posted 50 km/h areas
- The project has resulted in narrower lanes throughout, with some lane widths narrower than 3.0m. Also the current spacing of on-street car parks means slow access to properties is required.
- Ribbon-style development along The Parade creates side friction that lowers the operating speed. As this type of development continues the operational speeds will continue to decrease.

Extending the lower speed limit (along with any appropriate physical works and promotional material) could help address some of the findings identified by the safety audit including proximity of on-street parking spaces to property accesses, striking median refuges, and parking bay bollards.

Review Recommendation:

Consider extending the 30 km/h speed limit to include areas with kerbside cycle lanes installed.

---

## WELLINGTON CITY - URBAN CYCLEWAYS PROGRAMME

---

### Purpose

1. To seek committee approval to progress a range of actions in response to the NZ Transport Agency commissioned report on the Wellington Urban Cycleways Programme.

### Summary

2. A level of unease led the NZ Transport Agency to commission an independent review of Wellingtons Urban Cycleways Programme to determine Wellington City Councils capability to deliver on the programme requirements.
3. The review undertaken by Morrison Low management consultants lists a number of findings, recommendations and suggested actions.
4. Officers are progressing these suggested actions including having established a cross agency review of the existing programme with a view to bring recommendations to the August 2016 Committee.
5. The refreshed programme will also provide detail on how, and when, the community of Island Bay will be engaged to consider improving, amending or replacing the existing cycleway on The Parade.

### Recommendations

That the Transport and Urban Development Committee:

1. Receive the information.
2. Note the New Zealand Transport Agency (NZTA) commissioned Morrison Low report on Wellington's Urban Cycleways Programme.
3. Agree that officers proceed with actions listed and report back to Committee on 11 August 2016.

### Background

6. The Wellington Urban Cycleways Programme (UCP) aims to create a sustainable, liveable and attractive city that offers choices about how to travel, with an appealing cycle network that encourages people of all ages and abilities to cycle. It includes:
  - cycle infrastructure and facilities;
  - safety campaigns and initiatives; and
  - marketing and promotion.
7. The programme seeks that a cycle network will be:
  - Connected;
  - High quality;
  - Suitable for all ages and abilities; and
  - Safer than traditional cycling provision.

8. Councils programme is set out in the Cycleways Master Plan adopted by Council in September 2015. The adopted programme considers that approximately \$100 million is required to create a principle cycling network for Wellington.
9. In 2014, the Prime Minister announced \$100 million additional funding for the UCP. This programme was designed to take full advantage of all funding sources, including local government and the National Land Transport Fund (NLTF), to enable high-quality projects to get underway much sooner than may otherwise have been possible.
10. The Council has been successful in securing \$9.5m of that fund and has approved LTP allocated 'match funding'. Further match funding has been made available from the National Land Transport Fund administered by NZTA. The total allocation enables infrastructure investment towards cycling in Wellington for the first three years of the programme of \$29.5m.
11. The UCP programme is currently allocated to 3 package areas as follows:
  - Ngauranga to Bunny Street \$9.0 million
  - Central City \$13.5 million
  - Eastern Suburbs \$6.0 million
12. Planning and construction of the Island Bay cycleway fell outside both UCP and NLTF funding criteria and was therefore fully funded by Council.
13. Completion of the Island Bay cycleway has led to a level of unease amongst some members of the community. This level of unease has impacted on other projects in the current programme and cycling as a whole.
14. In progressing planning for projects within each of the package areas officers have been working to very tight deadlines to enable completion by June 2018. Equally officers are working to an expectation that new cycleways would be attractive for new users and be separated from fast or high volumes of vehicles in order to realise the vision for a step change for those on bikes. These pressures to expedite the programme further added to the level of unease amongst members of the community.
15. A review by the NZ Transport Agency, as part of its responsibility of managing and supporting the successful delivery of the UCP, was commissioned following public reaction and concern about Councils capability to deliver on existing commitments.
16. Morrison Low Management Consultants undertook the review.
17. The terms of reference for the review were to consider:
  - the risks of delivery of the UCP
  - the specific risks and opportunities in relation to individual projects within the programme
  - the governance arrangements for the programme
  - whether there is the appropriate capability and capacity to lead and deliver the programme
  - if there can be any modifications or different phasing of the programme
  - what options there are to reallocate funding in the event of non-delivery by 30 June 2018
  - any relevant matters that need to be addressed in order to support the successful delivery of the programme.
18. It is important to note that the review was not a review of the UCP itself, and what impact the UCP process might have on Councils ability to deliver infrastructure in the community



19. The review document was made publicly available and circulated to all Councillors on 1 June 2016. The report has a number of findings and makes a number of recommendations. These are discussed following.

### Discussion

20. Officers generally accept the findings of the review and have taken steps to address the recommendations. We are committed to working collaboratively with the NZ Transport Agency to meet our common objectives.
21. The review suggests a number of actions or next steps to be undertaken, these are set out in the table below along with officers response to each action:

Action/Decision	Comment	Timeframe	WCC Officers Response
<b>Implement enhanced programme governance between the NZ Transport Agency and WCC</b>	This will be critical to ensure the programme gets the right level of oversight and collaborative drive	Do now	A cross agency steering group has been established. The group is chaired by WCC's Chief City Planner and includes membership from NZTA national cycling team, NZTA regional office, WCC Transport and WCC communications and marketing
<b>Establish a process for refreshing and recommissioning the programme</b>	This is will be sensitive as progress has to continue, balanced against the need to ensure the programme takes the community with it. It will also be critical to ensure that UCF funded components are delivered within the UCP timeframes	Start process design now. Complete refresh over the next month	A team has been co-commissioned by members of the steering group to oversee the refresh. Within the team three work streams are being managed to cover: <ul style="list-style-type: none"> <li>• Engagement, communication and behaviour change</li> <li>• Planning, programming and funding</li> <li>• Review of the delivery model</li> </ul> The outcome of the teams work on the refresh will be reported to Committee on 11 August 2016
<b>Establish an approach and process for a review of Island Bay's cycleway. This needs to be done with the community</b>	While the review can be done over time and should incorporate data on what's working, findings from the safety audits and any other review commissioned, this	Sooner rather than later	A plan to re-engage with the Island Bay community including detailed engagement plan will be presented to Committee at its meeting of 11 August 2016. The refreshed programme may or may not include advancing investment on the

	<p>should be signalled to the community who should be consulted closely. In addition solutions should not narrowly focus on a cycleway and should encompass a broader urban design/renewal approach</p>	<p>south coast and/or Berhampore and Newtown. This would have an impact on the engagement with the Island Bay Community.</p> <p>It is expected that detailed and wider engagement would happen post-election and include the agreed 12 month review of the existing cycleway. It is recommended that discussion commence with the community as soon as practical on the engagement approach and outcomes noting the safety report also being considered by this committee at its 30 June 2016 meeting.</p> <p>Any changes to the cycleway would be developed with the community early in the new year and take as long as necessary to get a suitable outcome.</p>
<p><b>Review the approach for delivering the UCP projects in the Hutt Road and Eastern corridors</b></p> <p><b>(noting that the approaches identified for the Hutt Road and Eastern suburbs were already being addressed prior to the report's release)</b></p>	<p>WCC and the NZ Transport Agency need to ensure that learnings from Island Bay and this review are incorporated into their approach going forward</p>	<p>Do now</p> <p>The team responsible for delivering cycleways has received positive reviews around the engagement process used recently in the eastern suburbs.</p> <p>The delivery of the Hutt Road project has been adjusted to now be delivered through a phased approach.</p> <p>The planning for the eastern suburbs is currently being reviewed in light of submissions received and the work looking to refresh the programme.</p>
<p><b>WCC need to review their resourcing directed to delivering the programme</b></p>	<p>A recommissioned programme will need adequate resourcing. WCC senior management should assure itself that it has sufficient resources directed to</p>	<p>Do now</p> <p>Significant resource has been made available to the team through procurement of a consultant's panel, however resourcing for communication and engagement resource internal to Council is now being addressed to match the</p>

	the programme		refreshed engagement model.  The refreshed delivery model will also look at how NZTA's resources can be used more effectively during the development phases of projects; this may mean NZTA personnel are imbedded in the project team.
<b>WCC and the NZ Transport Agency need to establish a process for refreshing the communications and engagement support for the programme</b>	The communications and engagement approach has improved as WCC has learned from its experiences with Island Bay and the Hutt Road projects. However, a refreshed programme should be supported by adequate communications and community engagement resources to ensure this critically important aspect of the programme is properly resourced	Do now as part of an overall programme refresh	We agree that this is critically important as engagement underpins all projects.  This has been given prominence by the Manager of Communication at WCC having a role in the governance group and the refresh team dedicating a work stream to better undertaking how this will be improved.

22. The refresh is a new collaborative approach to planning and delivering a pragmatic cycling programme for Wellington, to make cycling part of an integrated transport system in an attractive and accessible city.
23. The work being undertaken by the refresh project team will be reported back to committee at its August 2016 meeting. A workshop with Councillors is also proposed prior to finalising the new project plan.
24. As such the intent of this report is to provide Committee an opportunity to note the NZTA review and also advise the Committee of the extensive work on a refreshed programme already underway.

**Next Actions**

25. The refresh project team made up of members from both NZ Transport Agency and Council will review the current programme. It is expected that the team will propose a new engagement and communications strategy going forward, propose reallocating existing UCP funding to projects that have a higher degree of community acceptance and propose how the Council and the Agency can work better together to deliver a better outcome for those on bikes.

- 
26. The recommendations from the project team will be presented to Committee at its 11 August 2016 meeting.

**Attachments**

Attachment 1. Morrison Low - WCC UCP review

Page 158

Author	David Chick, Chief City Planner
Authoriser	David Chick, Chief City Planner

---

## **SUPPORTING INFORMATION**

### **Consultation and Engagement**

There was no specific consultation as part of this paper.

### **Treaty of Waitangi considerations**

There were no specific considerations as part of this paper.

### **Financial implications**

The review of the current cycling programme will provide confidence to the NZTA and the Minister for Transport that Council can deliver its allocation of the National Urban Cycleway Fund.

It is expected that all costs will be able to be accommodated within existing approved budgets.

### **Policy and legislative implications**

This is consistent with the Cycling Policy

### **Risks / legal**

Not applicable

### **Climate Change impact and considerations**

Encouraging and providing for active transport has a positive effect in reducing vehicle emissions and reducing the impact of transport effects on climate change.

### **Communications Plan**

A communications plan has been developed for the cycling programme this plan is to be reviewed as a result of the refresh to the programme.



## Review of Wellington City Council's Urban Cycleways Programme

May 2016



**Document status**

<b>Ref</b>	<b>Version</b>	<b>Approving director</b>	<b>Date</b>
2168	Draft	Doug Craig	20 May 2016
2168	Final	Doug Craig	26 May 2016

© Morrison Low

Except for all client data and factual information contained herein, this document is the copyright of Morrison Low. All or any part of it may only be used, copied or reproduced for the purpose for which it was originally intended, except where the prior permission to do otherwise has been sought from and granted by Morrison Low. Prospective users are invited to make enquiries of Morrison Low concerning using all or part of this copyright document for purposes other than that for which it was intended.



## **Contents**

Introduction	2
Limitations	2
Approach	2
Components of the UCP Critical for Success	3
Summary of Findings and recommendations	4
Key issues:	4
Design, delivery and community engagement	5
UCP timeframes and funding	7
Governance and Interdependencies	8
Appendix A List of People Interviewed	13
Appendix B Terms of Reference	15





## **Introduction**

The Urban Cycleways Programme (UCP) is a leveraged investment programme made up of \$100 million of Government funding (UCF), the National Land Transport Fund and money from local government. It is dedicated to improving urban cycling infrastructure between 2014/15 and 2017/18. This is a \$333m co-investment programme which is designed to enable high-quality projects to get underway much sooner than may otherwise have been possible. The Wellington City Council (WCC) has a programme to deliver an UCP across specific Wellington locations between 2015 -2018. The total proposed co-investment by government with Wellington City Council (WCC) is \$34.7m. This is part of a planned total investment by WCC of \$101m over the next 30 years.

Under the agreed funding terms for the UCP, the NZ Transport Agency requires all participating authorities, including WCC, to meet defined timelines to ensure delivery by 30 June 2018. WCC are responsible for the successful implementation of their programme. Recent public reaction to some cycling developments by WCC and media commentary about WCC's proposed UCP projects prompted the NZ Transport Agency to commission a review of WCC's programme.

## **Limitations**

The review was not a technical review of design options, although the reviewers did discuss the general approach to design with NZ Transport Agency technical experts. We did not make any assessment of the professional competence of any individual, although we have made findings in relation to the capacity and capabilities needed to be directed to the programme to ensure that successful communication and engagement can occur.

We have not assessed the adequacy of the programme budget or individual project budgets, nor have we made any findings or recommendations on the overall funding available to WCC through the UCP or other NZ Transport Agency funding streams.

We have formed our findings and recommendations based on the material provided to us and the interviews we undertook. Given the timeframe for the review, this was necessarily targeted and we have not carried out an exhaustive analysis of all business cases and other available documentation.

## **Approach**

Our approach was to undertake a review of relevant material provided to us. We then undertook interviews with a range of stakeholders including elected Councillors (including the Mayor and Deputy Mayor), WCC officials, NZ Transport Agency staff and management and a limited number of community representatives (See Appendix A).

We also reviewed how some other cities had set up and governed their cycleways programmes.

Without exception, all those we spoke to were supportive of cycleways being part of an integrated transport network and that cycling was a key part of Wellington being one of the most liveable cities in the world.

### Components of the UCP Critical for Success

As we reviewed material and interviewed people it became apparent, that for cycleways to be successfully delivered a number of mutually dependant aspects of the programme needed to come together. Our analysis of Wellington’s cycleways programme suggested that there were/are significant issues with most of these aspects of WCC’s programme and that these needed to be urgently addressed otherwise further loss of public and political confidence and support was very likely.



## Summary of Findings and Recommendations

### Key issues:

The key issues confronting the programme are:

- While there is an overarching Cycling Framework and “plan” for cycling in Wellington (including UCP funded projects) the external perception is that projects to date have been ad hoc and disconnected from a bigger vision for an integrated transport solution for Wellington
- There is a community perception that the cycleway in Island Bay is a poor solution and that it was delivered without proper community engagement and consultation. This perception has “spilled over” to other planned projects
- This has caused a loss of general community support and a subsequent erosion of the WCC’s “license to operate”
- There was a WCC council decision in 2015 which approved a cycleways programme and cycling framework. Subsequently, political support for the framework and ongoing planned projects was withdrawn because of the loss of community support
- There was then a loss of NZ Transport Agency (and Ministerial) confidence in WCC to deliver on agreed projects prior to the 30 June 2018 deadline for UCP funded projects
- Governance has not to date reflected the nature of the NZ Transport Agency’s and WCC’s interests in WCC’s cycleways programme
- Some aspects of the programme have not had the necessary resources directed to them (e.g. communications and engagement)
- The Ngauranga to Airport transport project is impacting timelines for firming up selection of the CBD route options
- WCC’s programme has interdependencies with routes and projects across the wider Wellington Region
- There are options to undertake improvements to existing routes and infrastructure that are potentially less contentious but which nevertheless would contribute to WCC’s programme and overall network (e.g. Cobham Drive connection)
- Wellington is not the only city to experience adverse community reaction to a delivered cycle way (Dunedin, for example) and international evidence suggests that cycleways are inherently difficult to successfully deliver because of sometimes polarised public attitudes and a sense that cyclists are being favoured over other road and footpath users.

## Findings

### Design, delivery and community engagement

Item	Findings	Comment
1	<p>Island Bay has created problems that have “spilled over” to other proposed projects – these include perceptions of inadequate community engagement/consultation, design and safety issues.</p> <p>In particular, the loss of parking and impacts on other users (drivers, pedestrians, businesses, home owners) has been hard to explain.</p> <p>Some people commented to us that the UCP has driven a more aspirational approach to cycleway design and that this goes further than the community can understand or agree with. This is consistent with international experience.</p> <p>Island Bay presents an ongoing risk to WCC’s cycleways programme and presents an opportunity for WCC and the NZ Transport Agency to work together on a solution.</p>	<p>The adaptation of European cycle lane designs to New Zealand conditions is challenging and there are currently no agreed guidelines that can be uniformly applied.</p> <p>The three other projects of the Southern Route that would have delivered a cycleway connection between Island Bay and the Basin Reserve are now not currently part of WCC’s programme and the roads that were in the frame have a greater safety risk profile than Island Bay.</p>
2	<p>There are ongoing risks with what is intended to be delivered in Hutt Road and Eastern corridors. The community engagement approach is better, having picked up on the lessons from Island Bay. However, there remain concerns with what the final design solutions might look like.</p>	<p>We were told that while engagement and consultation reflected lessons learned the approach to a design solution went too far to fast (e.g. T1/T2 lane) and that there should be a phasing of the solution. Subsequently this approach has been adopted by Council and a phased approach appears to be a more acceptable method of delivery.</p>
3	<p>The UCP in Wellington is not seen as an end to end programme and has not been positioned with the community as part of a longer term vision for an integrated transport plan for Wellington. Projects are seen as ad-hoc and disconnected from other equally important transport corridors.</p>	<p>WCC does have a Cycling Framework and a good story to tell about the city’s Long Term Plan and Wellington as a world class city with a high liveability index. The story of cycling needs to be positioned within that plan and be seen as part of an integrated transport plan for Wellington.</p>

Item	Findings	Comment
4	<p>The authorising environment (also described to us as the social contract) has eroded to the point that there is now a significant risk to the successful delivery of the proposed programme. This lack of support is inhibiting councillor confidence to take decisions in relation to further cycling projects.</p> <p>The next projects will need to be carefully positioned and phased to ensure that what is proposed and delivered is seen by the community as pragmatic and sensible.</p>	<p>WCC have not been able to dispel a perception that their programme is about cyclists “winning” over other road and footpath users.</p> <p>WCC has a poor strategy for dealing with public statements from people opposed to its projects.</p> <p>We note that recent communications about the Cycleways programme have better positioned it as a component of an integrated transport network.</p>
5	<p>The scale of proposed works is large if all works are undertaken in each proposed area. We were advised by WCC that there could possibly be 30-40 work sites on the go at one time. WCC estimates that this could create significant risks to transport flows and will be challenging to deliver within the UCP timeframe.</p> <p>WCC should work with NZ Transport Agency to assess this risk and other lower risk delivery options as part of our recommended “refresh” of the programme.</p>	<p>The timeframe for delivery of the UCP (30 June 2018) is a driver of this risk.</p> <p>It would be very challenging to manage a programme at this scale and maintain public support given the probable scope and duration of disruption.</p>
6	<p>There are smaller components of current UCP projects that could be undertaken which would improve cycling and make the transport network safer across Wellington, as well as some larger projects that could be started within the UCP timelines; for example, it was suggested to us that a Cobham Drive crossing of some sort makes sense and will be needed in order to connect the eastern routes to other routes leading to the city. It is possible to put together a package of “quick wins” that balance the need to deliver improvements within the UCP timeframes and the community’s acceptance and support for what is being delivered.</p>	<p>This will need to be discussed and agreed with the NZ Transport Agency</p> <p>It will be essential that any quick wins are positioned with the community as being integral to the UCP and be seen as “sensible” both in terms of timing and design.</p>

**UCP timeframes and funding**

Item	Findings	Comment
7	Wellington was not as advanced as other cities when the UCP was initiated. While the intent of the UCP to kick start or accelerate projects was good, the lead time for councils to respond to the UCP was tight and WCC's plan was put together quickly and from a lower planning base than some other council's (e.g. Auckland and Christchurch). This in turn impacted the available time for planning and community engagement.	It was suggested that other places had a project/plan more advanced and that they had possibly delivered easier routes first with more contentious work to follow. We note that tactically this seems a sensible approach as it builds acceptance through the programme.  We note that Island Bay was not funded by the UCF.
8	The UCP timeframes for delivery by 30 June 2018 require projects to be planned and delivered more quickly than some people perceive as necessary. This has fuelled the public perception that WCC is not listening to communities.	There appears to be little public understanding of why delivery needs to occur by 30 June 2018.
9	The business case process, while rigorous and probably warranted, added to the time needed to plan and deliver a programme. It also necessitated a more "top down" programme design approach, rather than a community led "bottom up" approach. Engagement on the Eastern corridor reflects a much improved approach to route choice and design.	The Better Business Case methodology has been helpful in terms of generating a robust plan but UCP funding timeframes will inevitably drive a sense of developments being pushed through with some haste; with the attendant reduction in time to engage and consult with the community before final decisions need to be taken.
10	Delivering a "full treatment" of corridors reduces the opportunity for quick wins and will create a series of what will be perceived as disconnected parts of a network with no understanding of how these will connect to other cycling improvements over time.	A review of what can sensibly be undertaken as part of a broader review could identify alternative options that may be more acceptable to the community.  For instance a broader urban design approach to Island Bay might identify options for improvements beyond just addressing the cycleway.

Item	Findings	Comment
11	NZ Transport Agency's interest is in cycling broadly, e.g. utility cycling (inter vs intra suburb) as well as recreational and commuter cycling. Some have perceived that the UCP is more narrowly focussed on recreational cyclists. WCC's programme and funding needs to be positioned as a longer term programme of integrated transport network improvements.	The National Land Transport Fund (NLTF) presents as a separate opportunity to work with WCC without the restricted time frame of the UCP.

### Governance and Interdependencies

Item	Findings	Comment
12	While there was initially strong political support for Island Bay, community perceptions of the decisions on location and design were negative and political support fell away. Councillors were very involved in decisions involving the design and timing of Island Bay, and this drove an approach to delivery that was sub optimal. Delegations of decision making to Officials, within an agreed framework, were withdrawn as a result of the loss of community support.	WCC Officials need to be given the opportunity to identify and advise on robust options for design and delivery of a revised programme and opportunities to amend Island Bay. The local body elections will impact on the time available to Council to make decisions about Island Bay and other proposed routes. Any solution to Island Bay and the broader programme will require political leadership and will need to be cognisant of the upcoming Local Body elections.
13	While WCC and NZ Transport Agency officials have worked closely together on the development of the business case and Wellington's cycling programme there is an opportunity to enhance internal governance to reflect the co-funder/sponsorship/Minister's interests and the Funder/contract model with the NZ Transport Agency.	Given the challenges to Wellington's programme, the NZ Transport Agency has the opportunity to partner more closely with WCC on the programme. WCC had a model for governance that would have reflected the respective interests of WCC and the NZ Transport Agency, but it has not yet been implemented.
14	The Ngauranga to Airport transport corridor project is delaying the analysis and choice of route selection for the CBD package. There are improvements that can be made to the transport network in the CBD and these could be advanced notwithstanding final decisions on the Ngauranga to Airport routes have yet to be taken.	It was noted to us that the Ngauranga to Airport scope has also considerably widened to a potentially unrealistic level, and that this has had a consequential impact of the cycling programme. Some WCC officials suggested by as much as 6 months.

**Recommendations**

Item	Recommendations	Comment
1	<p>WCC and the NZ Transport Agency should move to a partnership model reflecting the UCP's underlying principles of a partnership between the government and councils.</p>	<p>While WCC and NZ Transport Agency officials have worked closely together on the development of the business case and Wellington's cycling programme, there is an opportunity to enhance internal governance to reflect the co-funder/sponsorship/Minister's interests and the Funder/contract model with the NZ Transport Agency.</p>
2	<p>A review of Island Bay should be undertaken and necessary modifications made to the current solution following further consultation with the community. While the NZ Transport Agency was not a funder (because the project did not meet the UCP criteria), there is an opportunity for them to now be part of the solution to Island Bay.</p> <p>We have recommended they "partner" with WCC on the programme going forward. A review is necessary to "circuit break" Island Bay and re-engage the community on what an "integrated transport solution" could look like. Changes to what has been delivered will need to be made and these should reflect a broader urban design and regeneration approach.</p>	<p>This needs to be undertaken in conjunction with the NZ Transport Agency. It is desirable that the process include an independent expert to provide advice on options for changes to the current cycleway.</p> <p>The NZ Transport Agency could become a co-sponsor/funder of the solution which might fall out of the safety reviews that are in train, a functionality review, or further consultation on possible design changes.</p> <p>The review could revisit whether other parts of the Southern route could be delivered and part funded by UCF or NLTF funding.</p>
3	<p>In partnership with the NZ Transport Agency, WCC should re-commission and re-engage communities on a revised programme. There is an opportunity to "recommission" Wellington's programme with Council (together with the NZ Transport Agency). This could include some sensible quick wins. The programme could be re-phased to deliver what will need to be perceived by the community as "pragmatic" and "sensible" next steps, including remediation of Island Bay. WCC should work with NZ Transport Agency to assess the risk of other lower risk delivery options as part of our recommended "refresh" of the programme.</p>	<p>There is an opportunity to plan an end to end programme that is coherent across Wellington and ties in with other UCP projects across the region and spells out the interdependencies (e.g. Hutt Rd). This might require some reallocation of UCF and NLTF funding across existing and, potentially, new projects.</p> <p>Quick wins could include early works or one off projects that will contribute to the network. Some might be more major works (e.g. a Cobham Drive crossing).</p> <p>This "recommission" needs to ensure that the Ngauranga to Airport project takes account of the impacts on route choices on CBD cycle routes.</p>



Item	Recommendations	Comment
4	As part of the refresh, WCC and the NZ Transport Agency should review funding across all streams (NLTF, UCF and WCC) to ensure there is the right mix and that funding does not drive an unrealistic or high risk delivery timeframe.	The funding mix across UCP, NLTF and council funding will need to be reviewed and agreed to support delivery of an agreed re-commissioned programme. This might result in/require agreement between WCC and the NZ Transport Agency to re-phase UCP and/or NLTF funding and possibly re-allocation of some UCP funding to other national projects.
5	We recommend that WCC in consultation with the NZ Transport Agency strengthen internal programme controls/internal governance by instituting a programme steering group with NZ Transport Agency representation and an independent advisor.	While an improved programme control group was initially identified as a model by WCC, it has not yet been implemented. This would provide programme governance that reflects the funding/partnership with NZ Transport Agency. In addition, external expertise could be added to this to provide an independent view and voice.
6	We recommend that the communications and engagement strategy and communications support for successful delivery be revisited. This can be addressed in the context of a broader refresh of the programme and reconfirmation of the level of resourcing needed to deliver the programme across the board. This should be agreed with Council in light of the recommissioned programme.	While we were advised by WCC that there were sufficient communications resources available within the programme and across WCC, the effectiveness of resourcing and planning for communications/ engagement have been/are below the level required to deliver successful engagement and community consultation.  We do not consider that the level of communications resource directed to the programme to date has been sufficient.
7	WCC should ensure that its Cycling team has the right mix of capabilities and executive level support. WCC should review the resources directed to delivery of a refreshed programme to ensure they are sufficient. This will give Councillors and the NZ Transport Agency confidence that the programme can be successfully delivered.	The team needs to have the right capacity and capabilities to deliver a refreshed programme.

Item	Recommendations	Comments
8	<p>WCC Officials need to be given the opportunity to identify and advise on robust options for the design and delivery of a revised programme and opportunities to modify Island Bay.</p> <p>Elected members should provide political support for a recommissioned programme and a review of Island Bay, but should be careful to make decisions based on sound evidence and advice.</p>	<p>It will be important that there is a clear understanding of the relative roles and responsibilities between elected members and WCC officials. WCC, in conjunction with NZ Transport Agency officials, have an important part to play in advising Council on route and design options for the programme as well as how key aspects of delivery (e.g. community engagement and communications) can be managed and delivered.</p>

### Next Steps

If the recommendations of this review are accepted, then we consider that the next steps would include:

Action/Decision	Comment	Timeframe
Implement enhanced programme governance between the NZ Transport Agency and WCC	This will be critical to ensure the programme gets the right level of oversight and collaborative drive	Do now
Establish a process for refreshing and recommissioning the programme	This is will be sensitive as progress has to continue, balanced against the need to ensure the programme takes the community with it. It will also be critical to ensure that UCF funded components are delivered within the UCP timeframes	Start process design now. Complete refresh over the next month
Establish an approach and process for a review of Island Bay's cycleway. This needs to be done with the community	While the review can be done over time and should incorporate data on what's working, findings from the safety audits and any other review commissioned, this should be signalled to the community who should be consulted closely. In addition solutions should not narrowly focus on a cycleway and should encompass a broader urban design/renewal approach	Sooner rather than later
Review the approach for delivering the UCP projects in the Hutt Road and Eastern corridors	WCC and the NZ Transport Agency Need to ensure that learnings from Island Bay and this review are incorporated into their	Do now

Action/Decision	Comment	Timeframe
	approach going forward	
WCC need to review their resourcing directed to delivering the programme	A recommissioned programme will need adequate resourcing. WCC senior management should assure itself that it has sufficient resources directed to the programme	Do now
WCC and the NZ Transport Agency need to establish a process for refreshing the communications and engagement support for the programme	The communications and engagement approach has improved as WCC has learned from its experiences with Island Bay and the Hutt Road projects. However, a refreshed programme should be supported by adequate communications and community engagement resources to ensure this critically important aspect of the programme is properly resourced	Do now as part of an overall programme refresh

## **Appendix A List of People Interviewed**

### **NZ Transport Agency Officials**

- Dave Brash, *General Manager, Planning and Investment*
- Raewyn Bleakley, *Regional Director-Central*
- Dougal List, *National Cycling Manager*
- Amy Kearse, *Principal Planning Advisor*
- Phillip Eyles, *Planning and Investment Manager*
- Tim Hughes, *National Safety Engineer*
- Mike Smith, (MWH Consultant) *National Specialist-Road Safety*
- Gerry Dance, *Principal Advisor Cycling*
- Jessica Rattray, *Senior Cycling Advisor, Central Region*
- Claire Pascoe, *Senior Advisor Cycling*
- Catriona Robertson, *Strategic Communications Lead-Cycling*
- Felicity Connell, *Media Manager – Central Region*

### **Wellington City Council Officials**

- John McGrath, *Chief of Staff*
- Kevin Lavery, *Chief Executive*
- Paul Barker, *Planning Manager – Network Improvement*
- Geoff Swainson, *Manager – Transport and Waste Operations*
- David Chick, *Chief City Planner*
- Anthony Wilson, *City Engineer*

### **Wellington City Council Elected Members**

- Celia Wade-Brown, *Mayor*
- Justin Lester, *Deputy Mayor*
- Councillor Andy Foster
- Councillor Simon Woolf
- Councillor Sarah Free
- Councillor Jo Coughlan
- Councillor Paul Eagle
- Councillor Nicola Young

- 
- Councillor Mark Peck
  - Councillor Simon Marsh
  - Councillor David Lee

**Other Interviewees**

- Warren Hall, *Island Bay Resident's Association*

## Appendix B



### Terms of Reference

#### Review of Wellington City Council's Urban Cycleways Programme

The NZ Transport Agency is committed to delivery of effective transport solutions, across all modes, for all for New Zealanders. On behalf of the Government, the NZ Transport Agency is responsible for managing the successful delivery of the national Urban Cycleways Programme (UCP). This includes working with councils to support them to successfully develop and deliver their programmes. This is a \$333M co-investment programme which is designed to enable high-quality projects to get underway much sooner than may otherwise have been possible. Wellington City Council (WCC) has a programme to deliver an UCP programme across specific Wellington locations between 2015 -2018. The total proposed co-investment with WCC is around \$34.7M. This is part of a planned total investment by WCC of \$101M in cycling over the next 30 years.

Under agreed funding terms for the UCP, the NZ Transport Agency requires all participating authorities, including WCC, to meet defined timelines to ensure delivery by 30 June 2018. WCC are responsible for the successful implementation of their programme. Recent public reaction to some cycling developments and media commentary about WCC's UCP projects has prompted NZ Transport Agency to commission a review of WCC's programme. The review will advise on whether the programme and the implementation timetable is appropriate and realistic, and whether any barriers to progress to overall programme are identified and are being managed. The reviewers will work with WCC and NZ Transport Agency to identify any opportunities for quick wins or innovations that could be incorporated in to the programme.

NZ Transport Agency, in conjunction with WCC, has established the below terms of reference for the review. The reviewers will make recommendations and report on the following key questions;

1. What are the key risks to the programme overall?
2. What are the specific risks and opportunities in relation to individual projects that could impact the overall programme?
3. Are governance arrangements appropriate for the programme?
4. Is there appropriate capability and capacity to lead and deliver the programme?
5. Could the programme be modified or phased differently from that planned? Are there any quick wins or innovations that could be incorporated into the programme or looked into?
6. What options are there to reallocate funding in the event of non-delivery of the UCP by 30 June 2018?
7. Are there other relevant matters NZ Transport Agency and WCC need to take into account of, or be aware of in order to support the successful delivery of the programme?

#### Out of scope:

The review is not a technical review of any proposed design options, although the review will be supported by NZ Transport Agency technical experts so that a high level view of the design approach can also be commented on.

The review will not make any comment on the professional competence of any individual, or call into



question the general competence or conduct of any individual.

The review will not make recommendations to increase the overall funding available to WCC through the UCP or other NZ Transport Agency funding streams.

**Time frame:**

The review will be undertaken by Morrison Low and is planned to report in May 2016.

Approved

A handwritten signature in blue ink, appearing to be 'Dave Brash', written over a horizontal line.

Dave Brash  
GM, Planning & Investment  
NZ Transport Agency

18/04/2016

