

SOUTH WAIRARAPA DISTRICT COUNCIL

19 SEPTEMBER 2018

AGENDA ITEM C6

COTTER STREET RECOMMENDATIONS

Purpose of Report

To inform Councillors of the recommended action on Cotter Street

Recommendations

Officers recommend that the Council:

- 1. Receive the Cotter Street Recommendations Report.*
- 2. Keep the road as existing.*
- 3. Reduce speeds to 30KM as part of the new speed limit rollout.*
- 4. Review traffic counts in two years if required to reassess traffic increases.*
- 5. Carryout preliminary design and cost a footpath on the western side of the road for future determination.*

1. Executive Summary:

The traffic on Cotter street has increased over the past 10 years due to the transfer station, the development of the cycle trail and dog park and urban development. The street was subject to several annual plan submissions and this report primarily addresses the issues of safety due to congestion in the street, however, it also addresses the request to look at name changing as well.

The street is narrow and residents have raised concerns over time due to the increased traffic and perceived loss of amenity and have indicated a desire to remove the transfer station. Actions have been taken previously including signage and introducing speed humps. The speed humps in particular have been raised subsequently as an issue for decreased amenity due to noise. An independent review was undertaken by Calibre Consultants on the road being made one way in 2013 and determined that it is not a feasible option.

The best action that can take place for the safety of all road users is to maintain the status quo, i.e., keep the road as it currently is. A consistency

with other roads, where speed reduction is to be introduced, will help to avoid confusion, and enhance the likelihood of road rules being maintained.

The future urbanisation of the Cotter Street should be in keeping with the use and amenity of the community facilities close by. This can be facilitated through an offset carriageway and wide berm on one side of the road. While this is not currently planned, it would be the natural development within the area. The example below is an illustration of how this could look.



2. Background

A resident of Cotter Street raised concerns about the changing nature of the road and the belief that the subsequent changes have caused a degradation of their lifestyles and amenity of their street. Actions that they sought were for Cotter Street to be established as a no-exit road, the permanent speed limit to be lowered to 25kph, signage to be installed to reflect the nature of the street's heritage nature and the street re-named as Cotter Lane. Speaking to the Greytown Community Board the resident also raised safety as a concern and the use of the road by pedestrians.

The road is narrow and short which helps restrict the speed of through traffic. To support the speed of traffic, there also has been the introduction of speed humps which have caused a decrease in amenity due to noise that they produce.



3. Discussion

3.1 Options

There were five options which could possibly improve the functionality of the road. They were as follows with pros and cons of each option:

3.1.1. One-way in

Pros: With only one entry point there would be less traffic going through the road

Cons: residents at either end would be affected greatly as they would need to travel the entire road to enter or exit. High likelihood of people ignoring the one way in, including residents. No other roads on the network are one way in therefore there would be an inconsistency.

(one way options are covered in the report 2013)

3.1.2. One-way out

Pros: With only one exit point there would be less traffic going through the road

Cons: residents at either end would be affected greatly as they would need to travel the entire road to exit or enter. High likelihood of people ignoring the one way out, including residents. No other roads on the network are one-way therefore there would be an inconsistency.

(one way options are covered in the report 2013)

3.1.3. Close the road at the southern end

Pros: With only one entry/exit point and no through traffic there would be less traffic going through the road

Cons: The narrow road and trees would severely restrict a vehicle turnaround area. Heavy trucks for solid waste would not be able to enter or exit.

It would be necessary to create a turning head for service vehicles by acquiring land on either side of the road as residents would object to the use of their drives to turn the rubbish trucks, delivery trucks etc. given the lack of road reserve width. It would be hazardous having trucks reverse out over the full length.

The stub could be incorporated as part of Pierce St or given a name like Pierce Lane.

3.1.4. Close one lane at the southern end and make a chicane

Pros: Would slow traffic down, would lessen the amount of traffic. Beautifies the area with bollards.

Cons: Cost. An increase in confusion to road users. May not have the desired effect. Bollards may not fit in with surrounding areas

3.1.5. Keep the road as existing and reduce speeds

Pros: No confusion to residents and other road users, especially when done in conjunction with other roads having their speed restrictions lowered.

Cost minimal

Cons: This may not take place for some time depending on the implementation process

3.1.6. Restrict a class of vehicles

Pros: Reduction of traffic volumes and sizes

Cons: access for domestic purposes e.g. furniture trucks/movers may not heed the signage and access would still be required for solid waste service vehicles.

It would be possible to restrict heavy vehicles except service vehicles over the section of road where there are residential properties on both sides under a bylaw under the Transport Act.

It probably would not reduce the volume of traffic going to the transfer station as all classes of vehicles would need to be captured.

3.1.1. Keep the road as existing

Pros: No confusion to residents and other road users. Cost nil

Cons: Against the current wishes of the residents and does not add to safety issues raised.

3.1.2. Summary

The options are summarised against the increase in safety, the consistency with traffic regulations and roads within the district, achievability and desirability for the residents. The desirability is based on the comments from residents and against their proposal to have the road closed.

Option	Increased Safety	Consistency	Achievable	Desirability (residents)
One way in	Medium	Medium	Low	Low
One way out	Medium	Medium	Low	Low
Close the road	High	Low	Low	High
Chicane	Medium	Medium	High	Medium
Reduce speed	Medium	High	High	Medium
Restrict size	Medium	Low	Medium	Medium
Status Quo	Low	High	High	Low

3.2 Consultation

The options have been circulated to the Community Board and resident(s) have spoken to the Community Board.

3.3 Legal Implications

There were discussions around the changing of some of the legal descriptions of certain aspects (e.g. changing the road name) and closing a lane or the road entirely. These changes would have to go through the NZTA process including consultation with all parties, such as Automobile Association, Police, NZTA etc.

The major issue is that in developing a legal case for closure there are no grounds other than the residents do not like the additional traffic created by the transfer station and in particular the restricted operating hours.

Access to the transfer station on Cotter Street is restricted to Cotter Street and West Street and the proposal is to direct all traffic to use West Street which is a more circuitous though wider route and less intuitive.

There does not appear to be any provision that allows a Road Controlling Authority e.g. Council to simply close access through a road with a barrier permanently. If it was done without due legal process it could be argued that this is was obstructing a public way under the Summary Offences Act.

3.3.1. Split Cotter Street into two parts

As per, Local Government Act 1974 342 Stopping and closing of roads

(1) The Council may, in the manner provided in Schedule 10,—

(a) stop any road or part thereof in the district:

provided that the council shall not proceed to stop any road or part thereof in a rural area unless the prior consent of the Minister of Lands has been obtained;

The process involves:

- prepare a plan and explanation of why and the purpose to which the stopped road will be put and lodge with office of Chief Surveyor

- On approval of the Chief Surveyor the plan is open for public inspection, advertise twice for a period of 40 days for objections, serve notice on adjoining landowners
- Place a notice at the road to be stopped
- Receive the objections and, unless it is decided to allow the objections, send them to the Environment Court.
- The Environment Court shall consider the proposal, district plan, Council's explanation, and confirm, modify or reverse the decision which shall be final and conclusive.

3.3.2. Restrict a class of vehicles

It would be possible to restrict heavy vehicles except service vehicles over the section of road where there are residential properties on both sides under a bylaw under the Transport Act. However, it probably would not reduce the volume of traffic going to the transfer station as all classes of vehicles would need to be captured.

Transport Act S72 Bylaws as to the use of roads:

(i) prohibiting or restricting absolutely or conditionally any specified class of traffic (whether heavy traffic or not), or any specified motor vehicle or class of motor vehicle which by reason of its size or nature or the nature of the goods carried is unsuitable for use on any road or roads specified in the bylaw.

The process for a bylaw involves use of the special consultative process.

The provision is restricted to class of vehicles or type and not ownership of vehicles so could not be used for non-resident vehicles. This could not apply to heavy vehicles at the southern end where some of the properties are zoned industrial.

3.3.3. Changing of road name

To change a road name would be a long process and is costly. It would take an extremely long time, not only for the residents to get used to, but NZ Post, the Police, Ambulance and FENZ to know that the road name has been changed. Doubt and confusion can be caused as a result of name change. For all of these reasons we would not be changing the name of the road.

3.3.4. Change of speed limit to 25km/h

To change the speed limit to 25 km/h would most probably be rejected by NZTA and others who might be consulted with. This is because all road speed limits must be a multiple of 10 (e.g. 50kph, 70kph, 110kph). For this reason, we would not be proposing this speed limit change in the residential area. The use of the new speed guide could argue for a 20 km/hr (or 30 km/hr) and implemented with the other roads' changes.

3.3.5. Signage

To install signage reflecting on the heritage of the street may not meet the requirements set by NZTA therefore at present we would not be installing any heritage type signs.

3.3.6. Traffic

In 2001 the AADT (Annual Average Daily Traffic) was 87 VPD (Vehicles Per Day), 2014 a traffic count was undertaken and Cotter Street had an AADT count of 140 VPD. 94.7% of vehicles that use Cotter Street were cars while only 1.1% were heavy vehicles.

Recent traffic counts on Cotter Street have been undertaken along with Wood Street Greytown (reports are available, if required). Wood Street was undertaken as a control for the data sample as a street of similar width to that of Cotter Street:

- The AADT is 233 VPD, with a median speed of 21.5km/h and 100% of vehicles travelling less than 40km/h. 107 VPD entering and leaving via the Governors Green Drive end.
- Wood Street between Main Street and West Street had an AADT of 339 VPD. Median speed 32.8km/h and 99.8% of vehicles travelling less than 50km/h.

The data of counts does not indicate that an issue exists, and, as with all traffic systems, is subject to change as circumstances change. There is the possibility that in future traffic flows may alter and this can be reviewed should it be seen to.

4. Conclusion

The safety of road users is helped by the nature of the street being short and narrow and by the earlier installation of the speed humps. While the speed humps may have decreased the amenity of the street due to noise, according to the residents, it has helped slow traffic which has increased the road user's safety.

The process has shown that the best option for this situation is to leave the road as it currently is. This is because there will be less confusion to all road users and safer for delivery vehicles as well as specialty service vehicles (e.g. rubbish trucks). Unfortunately, this is not what the residents would like but the safety of all road users is most important as well as consistency around the network.

Speeds should be reviewed and possibly lowered when the speed review is done to ensure the roads are reduced consistently across the district. A further traffic count will be done to provide base data to measure future change. Should dramatic growth in traffic movements be observed due to the development of adjacent subdivisions traffic counts will be brought forward.

In future works, consideration should be given to the amenity of the area as an area of frequent use. This encompasses the transfer station, dog park and trail. To this end with the narrow road, reserve offsetting the road to the property boundary allowing for a wider berm facilitates, will create an ability to have a multi-purpose path connecting to the facilities.

Kerb and channel will formalise the road edges and add to the appearance of the street for users thus creating urban character such as lighting and street trees etc.

5. Appendices

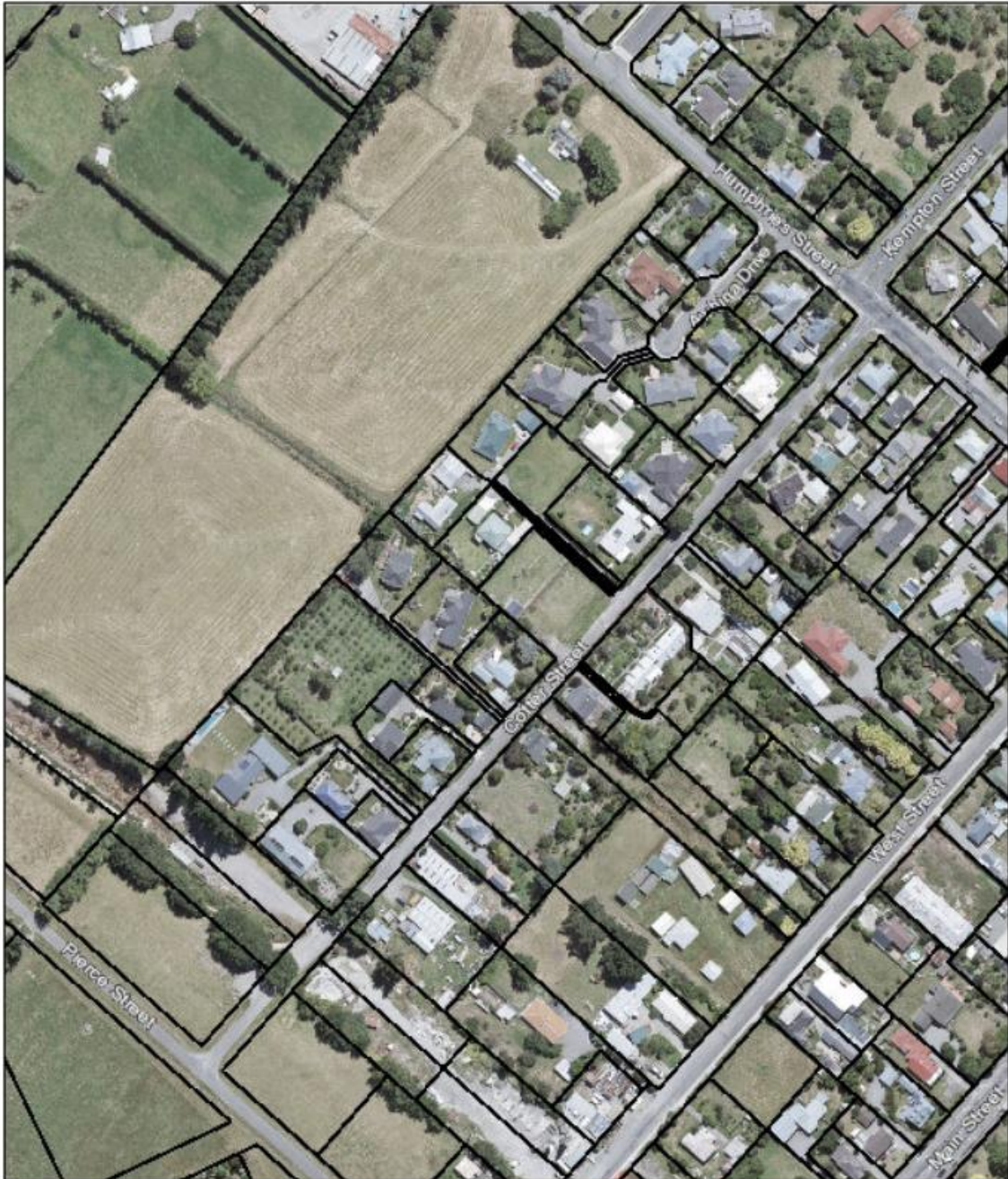
Appendix 1 - Map of the Cotter St and possible chicane options

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Appendix 1 – Map of Cotter Street

Cotter Street Map



March 8, 2018

- Masterton Property
- Carterton Property
- South Wairarapa Property

Road Labels

1:2,500

0 25 50 100 Metres

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Cotter Street Map



March 8, 2018

- Masterton Property
- Carterton Property
- South Wairarapa Property

1:2,500



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