



# *Hastings District Council*

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**ATTACHMENTS UNDER SEPARATE COVER**

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## **COUNCIL MEETING**

Meeting Date: **Thursday, 27 June 2019**

Time: **10.30am**

Venue: **Council Chamber  
Ground Floor  
Civic Administration Building  
Lyndon Road East  
Hastings**

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12.	<b>SIMLA AVENUE AND TE MATA PEAK ROAD CORRIDOR MANAGEMENT PLAN</b>	
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13.	<b>LOCAL GOVERNMENT NEW ZEALAND 2019 ANNUAL GENERAL MEETING - REMITS</b>	
	Attachment 1: 2019 Remits	129



OPUS



## Simla Avenue / Te Mata Peak Road

Corridor Management Plan

May 2019

Reference #: 2-T4284.00

Item 12

Attachment 1





SIMLA AVENUE / TE MATA PEAK ROAD - CORRIDOR MANAGEMENT PLAN

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## Glossary of Terms

Term	Definition
AADT	Annual Average Daily Traffic
AWPT	Area Wide Pavement Treatment
CAS	Crash Analysis System
CLoS	Customer Levels of Service
CMP	Corridor Management Plan
DSIs	Deaths and Serious Injuries
FAR	Funding Assistance Rating
GPS	Global Positioning System
HDC	Hastings District Council
ILM	Investment Logic Map
LATM	Local Area Traffic Management
LTP	Long Term Plan
MCA	Multiple Criteria Analysis
NZCT	New Zealand Cycle Trail
NZTA	New Zealand Transport Agency
ONRC	One Network Route Classification
RAMM	Road Assessment and Maintenance Management
RP	Route Position
RRPM	Raised Reflective Pavement Markers
SID	Speed Indicator Device
TGSI	Tactile Ground Surface Indicators
VPD	Vehicles Per Day





SIMLA AVENUE / TE MATA PEAK ROAD - CORRIDOR MANAGEMENT PLAN

**Document History and Status**

Revision	Date	Author	Reviewed by	Approved by	Status
A	13/2/2019	M Evis			
B	7/5/2019	M Evis	G Randall	J Taylor	Final

**Revision Details**

Revision	Details
A	Draft structure and content for client comment.
B	Final Report

## Executive Summary

WSP Opus have been commissioned by Hastings District Council (HDC) to develop a Corridor Management Plan (CMP) for Simla Avenue and Te Mata Peak Road in Havelock North, Hawkes Bay.

The purpose of the CMP is to formulate a strategic plan to guide future transport initiatives and management of the corridor. The CMP provides an outline of the need for investment, and the proposed approach for resolving issues or problems identified on the corridor.

The CMP has been developed in collaboration with technical stakeholders from HDC, as well as key local interest groups and the community. The intention is for outputs from the CMP to be used by HDC to identify and support future investment decisions within the road network over the next 30 years.

### Study Area

The extent of the roading network included within the Simla Avenue / Te Mata Peak Road Corridor Management Plan (CMP) includes:

- *Simla Avenue*, from the roundabout with Te Mata Road on its northern extent to the intersection with Te Mata Peak Road on its southern extent; and
- *Te Mata Peak Road*, from the roundabout intersection with Simla Avenue on its northern extent to the Te Mata Peak Summit car park on its northern extent.

The section of roading corridor included within the CMP is approximately 5.6km in length and is shown within Figure O-1.

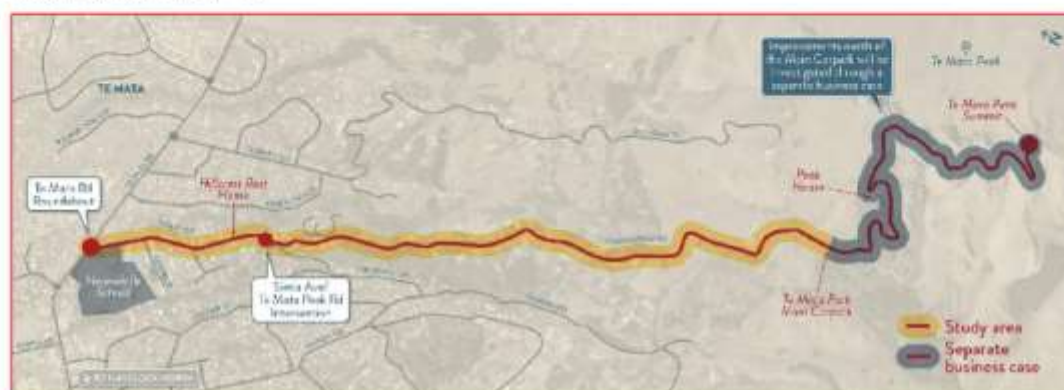


Figure O-1: Simla Avenue / Te Mata Peak Road Corridor Management Plan Study Area

For the purposes of the CMP study, the existing route has been divided into three sections as shown within Figure O-1.

Table O-1: Simla Avenue / Te Mata Peak Road Segmentation

Section	Road Name	From	To	Length
A	Simla Avenue	Te Mata Road (RP0.0)	Te Mata Peak Road (RP0.815)	815m
B	Te Mata Peak Road	Simla Avenue (RP0.0)	Main Carpark Entrance (RP2.750)	2,750m
C	Te Mata Peak Road	Main Carpark Entrance (RP2.750)	Te Mata Peak Summit (RP4.867)	2,117m

As outlined within the report, problems and issues on Section C of the corridor have been identified and assessed through the Strategic Case; however, the preferred strategic responses and

implementation strategy for improvements on this section of the corridor will be investigated through a separate Business Case.

#### Corridor Context

Simla Avenue is characterised as an urban road that provides access from local land-uses (including residential and educational facilities) onto the arterial road network (Te Mata Road). The northern section of Te Mata Peak Road is similar in nature to Simla Avenue; however, the road quickly changes to a more rural environment south of the 60km/hr speed limit change (Te Mata Peak Road RP 0.4), with a challenging topography that comprises of rolling hills on its northern extent to mountainous terrain on its approach to the Summit.

The existing road corridor provides access to a range of residential, educational, leisure and tourist facilities. Land-use surrounding Simla Avenue primarily comprises urban residential zoning and is relatively well developed along its full extent. The Te Mata Peak Road portion of the corridor is bounded by a range of land-use zoning, including urban residential on its northern extent and rural residential / Te Mata Special character zoning further south.

Te Mata Park is located on the southern extent of the corridor and is a major tourist and recreational attraction that is well used by both residents and visitors to the Hawkes Bay area. Te Mata Peak Road is the only roading connection that provides vehicular access to the Te Mata Park summit.

#### Route Form and Function

Both Simla Avenue and Te Mata Peak Road are identified as Secondary Collector roads within the New Zealand Transport Agency's One Road Network Classification (ONRC). A summary of the road network operational characteristics is summarised within Table 0-2. The general route characteristics indicate that the existing road network generally reflects its form and function as identified within the ONRC road hierarchy.

Table 0-2. Summary of Local Road Network Characteristics

Road Name	ONRC Classification	AADT (Vehs)	Lanes	Posted Speed
Simla Avenue (Northern)	Secondary Collector	2,000 vpd	2 lanes	50 km/hr
Simla Avenue (Southern)	Secondary Collector	1,600 vpd	2 lanes	50 km/hr
Te Mata Peak Road	Secondary Collector	850 vpd	2 lanes	50-60 km/hr
Te Mata Peak Road Summit	Secondary Collector	600 vpd	2 lanes	20-40 km/hr

#### Problem Identification

An Investment Logic Mapping (ILM) workshop was held with the Stakeholder Advisory Group on the 29<sup>th</sup> June 2018. The purpose of the session was to gain a better understanding of the current issues and opportunities along the corridor, with the view to identifying problem statements. Based on the outcomes of the workshop, the following problem statements were identified and agreed:

- Problem One:** *Challenging corridor characteristics and increasing corridor use is compromising safety (50%)*
- Problem Two:** *Increasing corridor demands are leading to conflicts and reduced user experience for both residents and visitors (30%)*
- Problem Three:** *Deteriorating road asset condition is resulting in a reduced Level of Service (20%)*

A summary of the evidence identified within the CMP to support the identified problem statements is outlined within Table 0-3.

<sup>1</sup> Based on ADT outlined within the NZTA ONRC mapping tools - accessed 9<sup>th</sup> October 2018.  
<https://nzta.maps.arcgis.com/apps/webappviewer/index.html?id=95fad5204ad243c39d84c37701f614b0>



Table 0-3: Summary of Problem Statements and Key Findings from Evidence Review

Problem	Supporting Evidence
<b>Problem 1:</b> Challenging corridor characteristics and increasing corridor use is compromising safety (50%)	<ul style="list-style-type: none"> <li>Te Mata Peak Road has a history of crashes, including high severity crashes, the majority of which are the result of loss of control or head on collisions.</li> <li>Te Mata Peak Road has a high personal crash risk, indicating a high exposure to severe crashes given the relatively low volume of traffic on the corridor.</li> <li>The combination of limited shoulders, kerbside utilities and high number of roadside hazards (including unprotected steep batters or drop-offs) means accidents that result in run-off road or loss of control type crashes have the potential to result in serious injury.</li> <li>The lack of separation between cyclists, road walkers and motorists combined with growing visitation demands (including buses and tour coach traffic) creates a growing safety risk for all users.</li> <li>Analysis of the crash history on Simla Avenue indicates only three crashes have occurred within the previous 10-year period, with no reported injuries. Growing traffic volumes may increase conflict between local access and through traffic, and it is recognised that there are opportunities to enhance the existing roadside environment to minimise future conflict risks.</li> <li>Analysis of traffic speed data on Simla Avenue indicates mean and 85th %tile speeds are within acceptable parameters, although evidence does support customer feedback that some drivers are travelling at excessive speeds along the corridor.</li> <li>Existing pedestrian provisions in urban sections lack coherence, continuity and connectivity, impacting on the quality, safety and usefulness of these facilities.</li> </ul>
<b>Problem 2:</b> Increasing corridor demands are leading to conflicts and reduced user experience for both residents and visitors (30%)	<ul style="list-style-type: none"> <li>Te Mata Park is a major tourist destination and recognised as the primary attraction for visitors to the wider Hastings region. Growth in the regional tourist industry is likely to result in continued growth by all modes (including buses).</li> <li>The route is too narrow in places to safely and efficiently support access for larger vehicles without the use of traffic management plans. On occasion, access to the summit has been closed due to buses becoming stuck on summit ascents.</li> <li>Although future growth is not expected to exceed capacity on Simla Avenue and Te Mata Peak Road (Lower), growing access demands may result in additional congestion and negative user experience for visitors.</li> <li>The ability of the Summit section to support growing visitation demand is constrained by its existing trip end facilities (i.e. parking supply) and the ability of the road corridor to safely and efficiently support access to the Summit.</li> <li>Visitors have expressed concern regarding personal safety when accessing the Summit which may detract from the amenity, enjoyment and user experience of the Park.</li> </ul>
<b>Problem 3:</b> Deteriorating road asset condition is resulting in a reduced Level of Service (20%)	<ul style="list-style-type: none"> <li>The road surface condition on sections of the corridor is deteriorating and requires mitigation to adhere to Customer Level of Service expectations.</li> <li>Proposed future AWPT works provide an opportunity to co-ordinate implementation of capital improvements identified within the CMP whilst minimising potential access/network disruption for residents and visitors.</li> </ul>

Through the CMP process, wider community engagement identified a range of problem and issues that are strongly aligned with the problems identified within the ILM process, with key feedback themes relating to road safety, traffic operations, provisions for vulnerable users (i.e. pedestrians and cyclists) and road asset condition.

As a response to the identified problems, the following three vision statements were identified and confirmed with stakeholder representatives

- Improved level of service for all modes,
- Improved customer experience; and
- Improved safety for all users.

The linkages between the identified problem statements and benefits from potential investment are presented in the ILM map in Figure 0-2.

### — Problems

Challenging corridor characteristics and increasing corridor use is compromising safety (50%)

Increasing corridor demands are leading to conflicts and reducing user experience for both residents and visitors (30%)

Deteriorating road asset condition is resulting in a reduced Level of Service (20%)

### — Benefits

Enhanced Customer Experience (60%)

Improved Safety for all Users of the Corridor (30%)

Meet Level of Service Expectations (10%)

Figure O-2: ILM Map - Problems and Benefits

#### Option Identification and Implementation Plan

A range of potential solutions to resolve the identified network deficiencies on Section A and B were investigated and assessed through the CMP process. As noted within the report, improvements for Section C will be identified and assessed in further detail through a separate Business Case.

Identified improvements range from policy-based recommendations that could be implemented in the short-term to long-term physical works that could be implemented on the corridor in a staged approach to support the safe and efficient operation of the corridor over the next 30 years.

An implementation plan has been developed that provides an outline of how each of the identified strategic and physical projects could be delivered over the lifetime of the CMP (see Chapter 6). Proposed timeframes for projects are:

- Quick Wins (<1 year);
- Short-term (1-4 years);
- Long-term (5+ Years)

The recommended interventions and proposed timeframes are summarised within Table O-4 and Table O-5.



SIMLA AVENUE / TE MATA PEAK ROAD - CORRIDOR MANAGEMENT PLAN

Table 0-4. Section A – Simla Avenue

Section A – Simla Avenue	Strategic Theme	Recommended Interventions	Timeframe	Report Ref
	Policy and Planning			
	Road Rehabilitation / Renewals	Ensure that maintenance and road surfacing improvements are undertaken in accordance with HDC's asset management plan. Resolve identified surface run-off issues as part of future maintenance renewals. Implement proposed three-waters upgrades as identified within the Forward Works Programme.	On-going Short-Term Short-Term	Chapter 4.5.1
	Access Management	Ensure access to new developments / subdivisions are in suitable locations that adhere to engineering standards requirements.	On-going	Chapter 4.5.2
	School Travel Plans	Engage with local schools to develop a travel plan to mitigate parking demand and assess options to enhance accessibility/safety to Hereworth School	Short-Term	Chapter 4.5.5
	Mobile Speed Indicator Devises	Continue use of mobile speed indicator devise on Simla Avenue as per current practice.	On-going	Chapter 4.5.3
	Site Specific Treatments			
	Hereworth Grove Intersection	Consider options for upgrading the Hereworth Grove intersection to a roundabout controlled intersection to support school access, reduced speed environments and pedestrian connectivity.	Short-Term	Chapter 4.8.1
	Emerald Hill Intersection	Implement intersection controls (including limit lines + continuity lines) on Emerald Hill intersection approach. Consider alterations to existing intersection controls (i.e. make stop-controlled) Consider removal of street trees to maximise intersection sight lines <sup>2</sup>	Short-Term Short-Term (Completed)	Chapter 4.8.2
	Franklin Terrace Intersection	Implement intersection controls (including limit lines + continuity lines) on Franklin Terrace intersection approach. Implement parking restrictions near the intersection <sup>3</sup> Consider options to realign / modify intersection to maximise sight lines from Franklin Terrace as part of future maintenance works.	Short-Term Quick-Win Short-Term	Chapter 4.8.3
	Greenwood Road Intersection	Implement minor enhancements including changes to intersection controls (stop-controls) and visibility improvements to improve safety. Consider long-term options to change intersection form should future crash history indicate a need.	Quick-Win Long-Term	Chapter 4.8.4

<sup>2</sup> Subsequent to the development of the CMP, this action has already been completed.

<sup>3</sup> Subsequent to the development of the CMP, this action has already been completed.



SIMLA AVENUE / TE MATA PEAK ROAD - CORRIDOR MANAGEMENT PLAN

Strategic Theme	Recommended Interventions	Timeframe	Report Ref
Parking	Consider options to better provide for and manage on-street parking provisions in co-ordination with wider recommended improvements.	Short-Term	Chapter 4.5.4
Corridor Wide Treatments			
Road Widths	Consider options to reduce traffic lane widths on Simla Avenue to support a lower speed environment.	Short-Term	Chapter 4.5.3
Cycling Enhancements	Investigate feasibility of providing uphill cycle lanes on Simla Avenue to support cyclist safety.	Short-Term	Chapter 4.7
	Implement cycle signage on the corridor to raise awareness of the presence of cyclists and other vulnerable road users. Install cycle friendly stormwater grates to as part of future maintenance work.	Quick-Win	
Provision of Footpath on Eastern Side of Simla Avenue	Provide a new footpath on the eastern side of Simla Avenue to support access to local residential properties.	Short-Term	Chapter 4.6.2
Footpath Improvements	Where feasible, upgrade existing footpaths to ensure a desired minimum width of 1.5m is achieved.	Short-Term	Chapter 4.6.1
	Install new footpath provisions and restrict parking on the western side of Simla Avenue (between #48 and #52) to ensure pedestrian thoroughfares are maintained.	Short-Term	
	Provide a new footpath on the eastern side of Simla Avenue to connect existing facilities at the northern and south end of the section.	Short-Term	
	Consider options to enhance existing pram crossings to improve pedestrian safety and accessibility. Installation of Elderly Crossing sign adjacent to Hillcrest Rest Home (depending on future function of site)	Short-Term Quick Win	



Table O-5. Section B - Te Mata Peak Road (Lower)

	Strategic Theme	Recommended Interventions	Timeframe	Report Ref.
Section B - Te Mata Peak Road (Lower)	Policy and Planning			
	Road Rehabilitation / Renewals	Ensure that maintenance and road surfacing improvements are undertaken in accordance with HDC's asset management plan. Resolve identified surface run-off issues as part of future maintenance renewals.	On-going On-going	Chapter 5.5.1
	Access Management	Ensure access to new developments / subdivisions are located in suitable locations that adhere to HDC's Engineering Code of Practice guideline.	On-going	Chapter 5.5.2
	Line Marking Renewals	Ensure that existing line markings on the road are maintained to the required standards. Remove existing "50km/hr" posted speed markings at the existing 40-60km/hr posted speed thresholds.	Quick Win Quick Win	Chapter 5.5.3
	Site Specific Treatments			
	Implement Threshold Treatments at 50/60km/hr Zone	Implement threshold treatments at the 50/60km/hr posted speed threshold to reinforce change between rural to residential environment on Te Mata Peak Road.	Short-Term	Chapter 5.5.4
	Footpath Improvements (Urban)	Extend footpath on the eastern side of Te Mata Peak Road through the full extent of the urban area. Investigate options to extend footpath on western side of Te Mata Peak Road through to Simla Avenue as part of future intersection improvements. Where feasible, upgrade existing footpaths to ensure a desired minimum width of 1.5m is achieved.	Short-Term Long-Term Short-Term	Chapter 5.8.11 + 5.8.12
	Pedestrian Crossings	Enhance safety at the existing pedestrian crossing (#5 Te Mata Peak Road) by improving sight lines, installing parking restrictions and providing suitable crossing features (i.e. pram crossings).	Quick-Win	Chapter 5.8.13
	Pedestrians - Wider Network Connectivity	Investigate options to improve / enhance access to local off-road connections to the James Cook Road Neighbourhood Reserve.	Short-Term	Chapter 5.8.14
	Low-Radius Curves	Installation of appropriate low-cost curve enhancing countermeasures to raise awareness of local low-radius curves on the corridor. Monitor performance of proposed short-term countermeasures to establish effectiveness. Consider options for realigning existing low-radius curves on corridor as / when funding is available.	Short-Term Short-Term Long-Term	Chapter 5.7
	Corridor Wide Treatments			
	Delineation Improvements	Review and refresh existing edge markers and centrelines along the full extent of the corridor. Install edge lines and raised reflectorized pavement markers along the full extent of the rural segment.	Short-Term Short-Term	Chapter 5.6



SIMLA AVENUE / TE MATA PEAK ROAD - CORRIDOR MANAGEMENT PLAN

	Strategic Theme	Recommended Interventions	Timeframe	Report Ref.
	Provision of Sealed Shoulders	Implement a staged series of shoulder widening improvements on the eastern side of rural sections Te Mata Peak Road to support an enhanced environment for pedestrians and cyclists.	Long-Term	Chapter 5.8.2
	Develop / Implement Cycle Signage Strategy	Implement cycle signage on the corridor to raise awareness of the presence of cyclists and other vulnerable road users.	Quick-Win	Chapter 5.8.2

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### Next Steps

Based on the findings of the CMP, it is recommended that:

- The CMP remains a "live" document that is reviewed on a regular basis to ensure the currency of recommendations and capture any emerging issues or network changes;
- HDC investigate opportunities to integrate improvements outlined within the CMP into Future Work Programmes (such as AWPT programmes) to reduce delivery costs, avoid abortive work and minimise community disruption;
- A traffic monitoring framework is developed to establish traffic growth and safety trends, to confirm assumptions outlined within the report and identify the need for identified long-term improvements; and
- HDC progress with the development of the 'Accessing Te Mata Peak' business case in co-ordination with key stakeholders, with a view to forming a preferred strategy for improvements on the summit section of Te Mata Peak Road.



## 1 Introduction

WSP Opus have been commissioned by Hastings District Council (HDC) to develop a Corridor Management Plan (CMP) for Simla Avenue and Te Mata Peak Road in Havelock North, Hawkes Bay.

CMPs aim to develop a long-term strategic vision for the transport network, considering both existing and future land use and transport demands. The key outputs of the CMP process are to create an integrated transport and land use strategy, and an associated phased implementation plan that will outline how the corridor could respond to changes over the next 30+ years.

The CMP has been developed in collaboration with technical stakeholders from HDC, as well as key local interest groups and the community.

### 1.1 Project Purpose

The purpose of CMP is to formulate a strategic plan to guide future transport initiatives and management of the transport corridor. The CMP provides an outline of the need for investment, and the proposed approach for resolving issues or problems identified.

The CMP has been developed in a staged approach, as outlined within the following steps:

- Identify the existing/future function of the road network and how it is (or will be) expected to perform, what problems currently exist and whether interventions are required to achieve the desired future state (the "Strategic Case");
- Identify constraints and opportunities for implementing improvements to the route; and where customer expectations, desirable standards and guidelines are not being met;
- Identify how Council should respond to problems, through the identification, development and testing of options;
- Recommend an optimised series of investment solutions to resolve the identified problem(s) and develop an associated phased implementation plan.

It is intended that the outputs of the CMP are to be used by HDC to identify and support future investment decisions within the road network.

### 1.2 Study Area

The extent of the roading network included within the Simla Avenue / Te Mata Peak Road Corridor Management Plan (CMP) includes:

- *Simla Avenue*, from the roundabout with Te Mata Road on its northern extent to the intersection with Te Mata Peak Road on its southern extent; and
- *Te Mata Peak Road*, from the roundabout intersection with Simla Avenue on its northern extent to the Te Mata Peak Summit car park on its northern extent.

The roading corridor included within the CMP is approximately 5.6km in length and is shown within Figure 1-1.

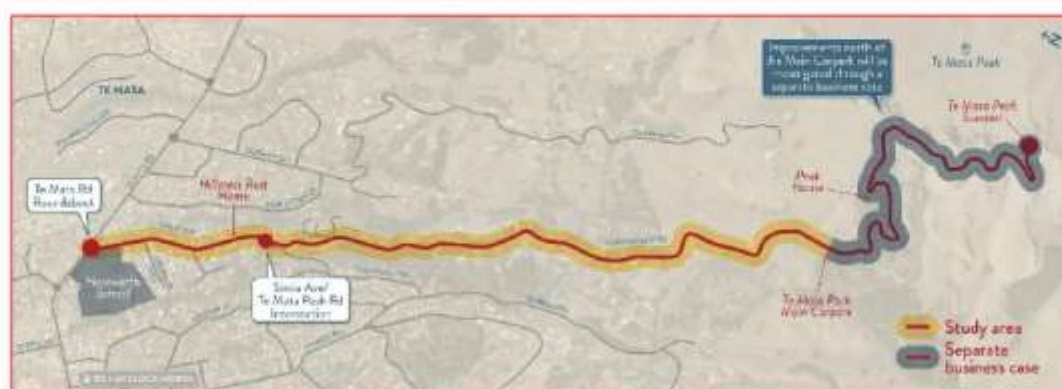


Figure 1-1: Simla Avenue / Te Mata Peak Road Corridor Management Plan Study Area

### 1.3 Corridor Segmentation

For the purposes of the CMP study, the existing route has been divided into three sections as shown within Table 1-1. The corridor segments were identified based on grouping sections of the road corridor with similar route form / function, surrounding land-uses, physical constraints or user demands. The identified segments were confirmed through the stakeholder engagement process.

Table 1-1: Simla Avenue / Te Mata Peak Road Segmentation

Section	Road Name	From	To	Length
A	Simla Avenue	Te Mata Road (RP0.0)	Te Mata Peak Road (RP0.815)	815m
B	Te Mata Peak Road	Simla Avenue (RP0.0)	Main Carpark Entrance (RP2.750)	2,750m
C	Te Mata Peak Road	Main Carpark Entrance (RP2.750)	Te Mata Peak Summit (RP4.867)	2,117m

The Strategic Case (Part A of the report) covers all three sections as listed above. However, the preferred strategic responses and implementation strategy for improvements to Section C are to be investigated through a separate Business Case (see Limitations section below).

It should be noted that all sections of the road corridor classed as urban local roads are owned and maintained by HDC. The RP position for all roads increases north-south along the corridors.

### 1.4 Limitations

The original scope of the investigation initially excluded the section of Te Mata Peak Road south of the Main Carpark area (through Te Mata Park). Discussions with technical stakeholders through the Investment Logic Map (ILM) process raised the need for improvements to be considered on this section to better manage access demands and safety concerns for visitors/users accessing the Peak.

The project team investigated issues and problems on this section as part of the Strategic Case section of the report (Part A), however, it was identified that a more 'wholistic' assessment of access to the Park is required prior to developing a preferred strategic response, including wider consultation with key interest groups and communities. As such, this CMP does not present preferred options or a recommended implementation strategy for this section of the corridor (Part B of the report).

Following completion of the CMP, HDC intend to develop a separate Business Case for the Te Mata Peak which will identify and test access options to improve access at a wholistic level ("Accessing Te Mata Peak"). This will include the Summit Section of Te Mata Peak Road (Section C) and other strategic connections (i.e. connections on/from Tauroa Road). It is intended that information relating

to Section C included within the Strategic Case (Part A) of this CMP will be used to inform the "Point of Entry" for developing the Business Case.

### 1.5 Report Structure

The report has been structured as follows:

- Part A - Strategic Case
  - Chapter 1: Provides an outline of the study area and the project purpose;
  - Chapter 2: Provides a description of the existing corridor environment, including an overview of the existing transport network, descriptions of identified corridor segments and an outline of the existing land-use environment;
  - Chapter 3: Presents the problems and issues identified on the corridors as identified through community engagement, as well as an analysis of available data that validates the extent of the problems identified;
- Part B - Corridor Strategy and Option Identification
  - Chapter 4 - 5: Provides an outline of the options considered and recommended solutions that respond to problems identified for Sections A and B;
  - Chapter 6: Provides a summary of identified improvements and proposes a phased implementation plan;
  - Chapter 7: Provides a summary of recommended next steps for the project;



## Part A – Strategic Context

### 2 Existing Conditions

This chapter provides an outline of the existing road network conditions and surrounding land-use within the study area.

#### 2.1 Existing Transport Environment

##### 2.1.1 Road Form

The extent of the corridor included within the study area is approximately 5.6km in length, commencing from the intersection with Te Mata Road on its northern extent and Te Mata Peak summit on its southern extent (see Figure 2-3). Te Mata Peak Road is the only roading connection that provides vehicular access to the Te Mata Park summit. Overall, the corridor has an elevation gain of 341 meters with an average gradient of +7%, although some sections of the alignment exceed 10%.

Simla Avenue is characterised as an urban road that provides access from local land-uses (including residential and educational facilities) onto the arterial road network (Te Mata Road) (see Figure 2-1). The road provides access to several local streets (including Hereworth Grove, Emerald Hill and Franklin Terrace), as well as through connections to Te Mata Peak Road and Greenwood Road. Simla Avenue is also the signposted primary access route to the regionally significant Te Mata Peak.



Figure 2-1: Typical View of Simla Avenue, South of Hereworth Grove (left) and North of Franklin Terrace (right)

The northern portion of Te Mata Peak Road is similar in nature to Simla Avenue; however, the road quickly changes to a more rural environment south of the 60km/hr speed limit change (Te Mata Peak Road RP 0.4). The existing topography on this section comprises of rolling hills on its northern extent to mountainous terrain on its approach to the Summit. The road alignment follows the existing ridgeline on its ascent to the Summit resulting in a winding alignment with steep falls and high banks (see Figure 2-2).



Figure 2-2: Typical View of Te Mata Peak Road on the Rural 60km/hr zone (left), and the Summit Approach (right)

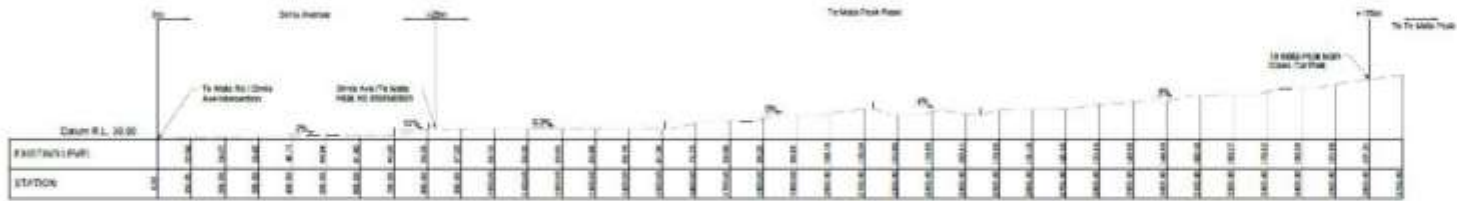


Figure 2-3. Existing Corridor Alignment and Route Characteristics (including Section C)

## 2.1.2 Road Function

The existing road hierarchy within the study area as defined within the NZ Transport Agency's One Road Network Classification (ONRC) is shown in Figure 2-4. The ONRC divides New Zealand's roads into six categories based on how busy they are, whether they connect to important destinations, or are the only route available.

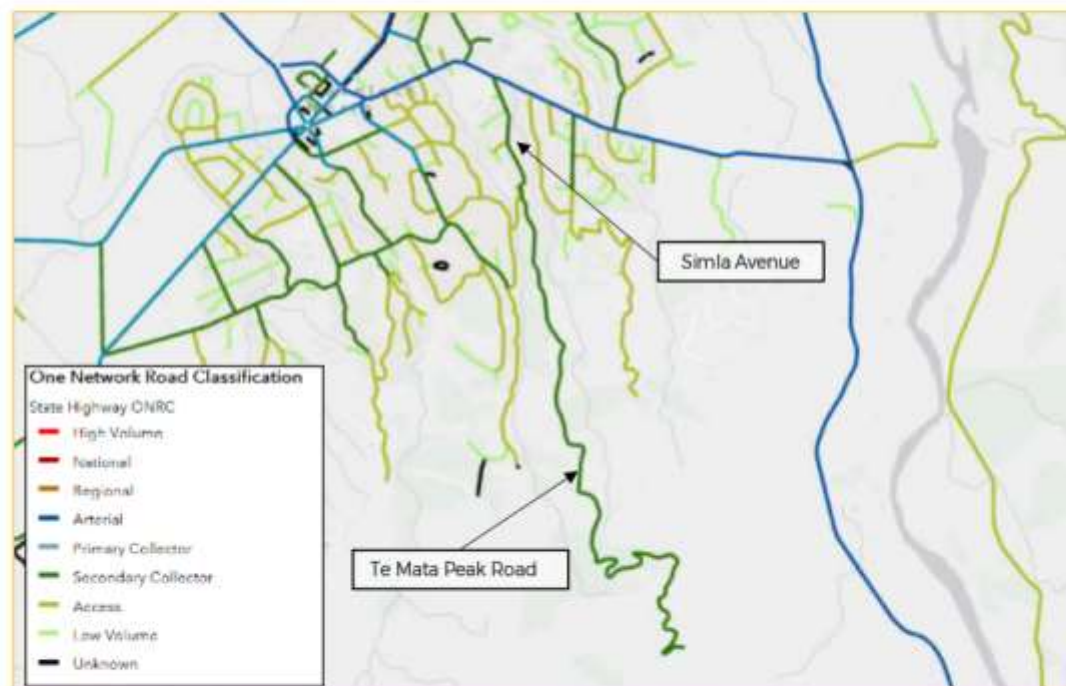


Figure 2-4: Existing Road Hierarchy - NZTA ONRC (Left) and HDC District Plan (Right)

Both Simla Avenue and Te Mata Peak Road are identified as Secondary Collector roads within the ONRC. The ONRC identifies Secondary Collector roads as "roads that provide a secondary distributor/collector function, linking local areas of population and economic sites...they may be the only route available to some places within this local area". The typical characteristics of "Secondary Collector" roads as defined within the ONRC are outlined within Figure 2-5.

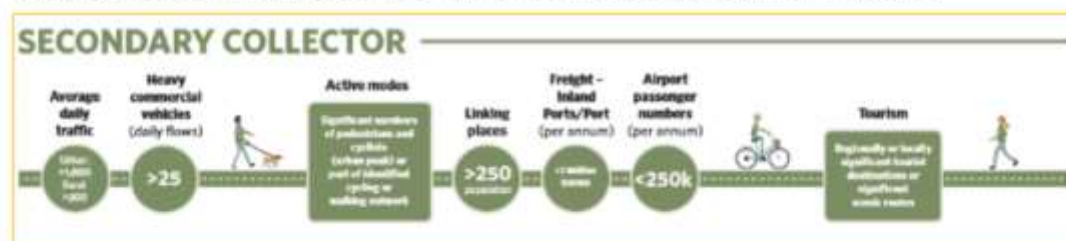


Figure 2-5: ONRC Secondary Collector Characteristics

A summary of the road network operational characteristics of relevance to the CMP is summarised within Table 2-1. The route characteristics summarised indicate that the existing road network within the study area generally reflects its form and function as identified within the ONRC road hierarchy.



Table 2-1: Summary of Local Road Network Characteristics

Road Name	ONRC Classification	AADT (Vehs)	Lanes	Posted Speed
Te Mata Road	Arterial Road	10,500 vpd	2 lanes	50 km/hr
Simla Avenue (Northern)	Secondary Collector	2,000 vpd	2 lanes	50 km/hr
Simla Avenue (Southern)	Secondary Collector	1,600 vpd	2 lanes	50 km/hr
Hereworth Grove	Low Volume	100 vpd	2 lanes	50 km/hr
Emerald Hill	Low Volume	100 vpd	2 lanes	50 km/hr
Franklin Terrace	Access Road	250 vpd	2 lanes	50 km/hr
Greenwood Road	Access Road	600 vpd	2 lanes	50 km/hr
Te Mata Peak Road	Secondary Collector	850 vpd	2 lanes	50-60 km/hr
Te Mata Peak Road Summit	Secondary Collector	600 vpd	2 lanes	20-40 km/hr

The NZTA has developed guiding principles for the performance expectations of all ONRC road categories through the fit-for-purpose Customer Levels of Service (CLOS) outcomes. The CLOS expectations for Secondary Collector roads is outlined within Table 2-2.

Table 2-2: ONRC Customer Level of Service Expectations – Secondary Collector<sup>5</sup>

Fit for Purpose – CLOS Outcomes	Description
Travel Time	<ul style="list-style-type: none"> <li>Road users travel times may vary as a result of other road users (all modes), weather conditions or the physical condition of the road.</li> </ul>
Resilience	<ul style="list-style-type: none"> <li>Route is nearly always available except in major weather events or emergency event and alternatives may exist.</li> <li>Clearance of incidents affecting road users will have a moderate priority. Road users may be advised of issues and incidents.</li> </ul>
Optimal Speeds	<ul style="list-style-type: none"> <li>Travel speeds depend on assessed level of risk and recognise mixed use, schools, shopping strips and concentrations of active road users.</li> </ul>
Safety	<ul style="list-style-type: none"> <li>Variable road standards and alignment. Lower speeds and greater driver vigilance required on some roads/sections particularly depending on topography, access, density and use.</li> <li>Active road users should expect mixed use environments with some variability in the road environment, including vehicle speed. Road user safety guidance provided at high risk locations.</li> </ul>
Amenity	<ul style="list-style-type: none"> <li>Moderate level of comfort, longer areas of roughness.</li> <li>Aesthetics of adjacent road environment reflects journey experience needs of all road users and adjacent land use.</li> <li>Urban collectors reflect urban fabric and contribute to local character.</li> <li>Specific provision (e.g. streetlighting) where active road users present.</li> </ul>
Accessibility	<ul style="list-style-type: none"> <li>Land-use access for road users generally permitted but some restrictions may apply.</li> <li>Road user connection at junctions with other Collectors or Access roads.</li> <li>Collector road traffic generally has priority over Access road traffic.</li> <li>Active road users should expect mixed use environments with some variability in the road environment, including vehicle speed.</li> <li>Provision of quality information relevant to Collector road user needs.</li> </ul>

<sup>4</sup> Based on ADT outlined within the NZTA ONRC mapping tools – accessed 9<sup>th</sup> October 2018.  
<https://nzta.maps.arcgis.com/apps/webappviewer/index.html?id=95fad5204ad243c39d84c37701f614b0>

<sup>5</sup> <https://www.nzta.govt.nz/assets/Broad-Efficiency-Group-2/docs/customer-levels-of-service.pdf>



### 2.1.3 Traffic Flows

#### Simla Avenue (May 2017)

Analysis of traffic flow profiles indicates weekday traffic flow profiles on Simla Avenue is reflective of a commuter route with typical morning and evening peak periods (see Figure 2-6). The weekday evening peak hour commences at 15:00hrs, indicating high level of activity during school pick-up/drop-off periods.

Weekend traffic flows on Simla Avenue remain more consistent throughout the day compared with weekdays. Peak hour traffic on Sunday (11:00hrs) was observed to be approximately 20% higher than AM weekday peak hour. Total traffic volumes during Sunday (2,220 vpd) were approximately 30% higher than the average traffic volumes (1,700 vpd) recorded during the weekday period.



Figure 2-6: Traffic Flow Profile on Simla Avenue (May 2017)

#### Te Mata Peak Road (Lower)

Weekday traffic flows on Te Mata Peak Road (Lower) remains relatively consistent throughout the day with little variation between peak hour and off-peak traffic flows (see Figure 2-7). This reflects the higher proportion of through traffic travelling to Te Mata Park compared with local access demands.

Weekend daily traffic volumes were significantly higher during both Saturday and Sunday compared with weekday traffic volumes. Peak period traffic volumes on the Saturday (120 vehicles per hour) were 400% higher than those observed during the weekday (40 vehicles per hour), with total daily traffic volumes more than doubling from 420 vpd to 950 vpd.



Figure 2-7: Traffic Flow Profile on Te Mata Peak Road (Lower) (June 2018)

Traffic count data was examined to determine seasonal variations in traffic demands between "typical" winter and summer demands. A comparison of daily traffic volumes on Te Mata Peak Road Lower (Section B) in January 2018 and June 2018 indicate that traffic volumes more than double on the road during the weekday and Sunday periods, with a slight increase during Saturday periods.

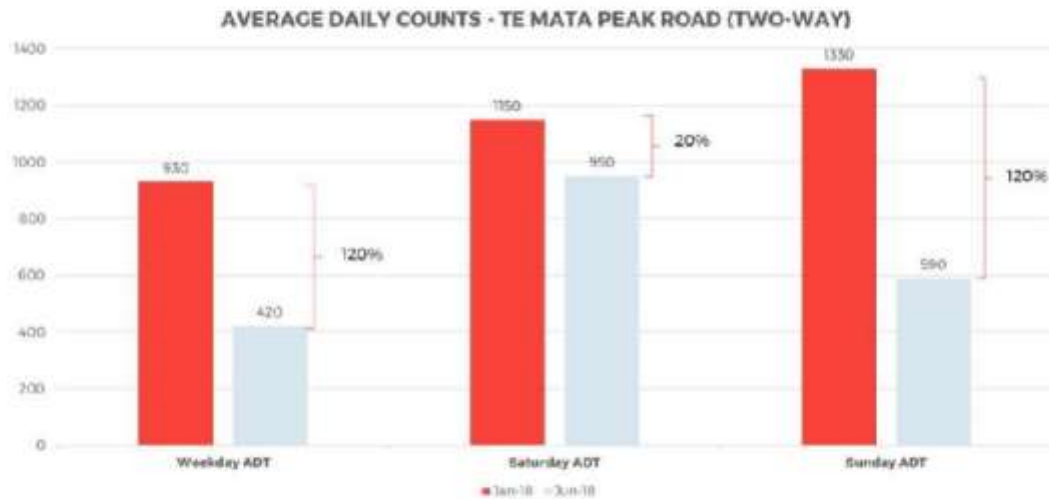


Figure 2-8: Seasonal Variations in Two-Way Traffic Flows on Te Mata Peak Road (Lower)

## 2.2 Section Descriptions

### 2.2.1 Section A - Simla Avenue

Section A covers Simla Avenue on its full extent from Te Mata Road on its northern extent to Greenwood Road on its southern extent. The section is approximately 815m in length. The alignment is largely straight in nature with gentle curves, except for the approach to the Te Mata Peak Road / Greenwood Road intersection on its southern extent. A total of 62 vehicles crossings are located on Simla Avenue.

North of the Hereworth Grove intersection, Simla Avenue is formed of one general traffic lane (3.6m wide) in each direction with indented on-street parking (2.4m wide) provided on both sides of the corridor. Some restrictions apply on parking on the eastern side during school pick-up/drop-off periods. The existing road corridor designation is approximately 20m wide (boundary to boundary) with a 12.0m wide carriageway (kerb to kerb). Pedestrian footpaths (1.2m wide) are provided along the full extent of this section of the corridor.



Figure 2-9: Simla Avenue North of Hereworth Grove (Facing Northbound)

South of the Hereworth Grove intersection, Simla Avenue maintains a single lane in both directions with a carriageway width ranging in width between 7.0m to 7.5m (see Figure 2-10). Unrestricted on-street parking is generally permitted within the carriageway along the remainder of Simla Avenue with localised indented parking adjacent to 41 Simla Avenue. Some localised parking restrictions have been applied to improve forward visibility and safety on curved sections of the alignment.

The existing road corridor is 20m wide. However, the physical boundary (existing fence lines) have encroached into the legal road corridor width, reducing its practical width to 11.4m in sections approaching the Greenwood Road intersection (see Figure 2-11).

Pedestrian footpaths on the eastern side of Simla Avenue terminate at the Hereworth Grove intersection whilst the footpath on the western side is generally continuous along the full extent of the corridor. There are currently no cycling facilities provided on Simla Avenue.





Figure 2-10: Typical View of Simla Avenue South of Hereworth Grove (Facing Northbound)



Figure 2-11: Views Northbound of Constrained Section of Simla Avenue (approaching Greenwood Road)

## 2.2.11 Section B - Te Mata Peak Road (Simla Avenue to Main Carpark Gates)

Segment B includes Te Mata Peak Road from its intersection with Simla Avenue on its northern extent to the Main Gates access to Te Mata Park on its southern extent. The section is approximately 2.715m in length. The alignment of Te Mata Peak Road follows the ridgeline on its ascent to Te Mata Park; the rural sections being characterised by winding alignment with several low radii curves.

The road corridor comprises one traffic lane in each direction along its full extent. The existing road corridor designation is 20m wide, with the carriageway widths varying between 7.2m wide in urban areas (see Figure 2-12) and narrowing to 6.0m wide through rural sections (see Figure 2-13). The speed limit through urbanised sections of the corridor is 50km/hr, increasing to 60km/hr approximately 400m south of the Greenwood Road intersection.



Figure 2-12: Typical View of Urban Sections of Te Mata Peak Road (Section B)



Figure 2-13: Typical View of Rural Sections of Te Mata Peak Road (Section B)



Commencing from the northern extent, footpaths are provided on the eastern side of the corridor adjacent to residential areas switching to the western side at 30 Te Mata Peak Road (RP 0.160). The footpath continues on the western side to the 60 km/hr road transition (RP 0.400). Indented parking is provided on the western side of the corridor adjacent to 28 Te Mata Peak Road and 34-46 Te Mata Peak Road to support access to local properties.

No pedestrian or cycling provisions are provided along the rural sections of the corridor.

#### 2.2.12 Section C – Te Mata Peak Road (Main Carpark Gates to Summit)

Section C comprises the portion of Te Mata Peak Road from the main gate to the Te Mata Peak Summit. The section is approximately 2,117m in length. This section of Te Mata Peak Road primarily operates as an access road to the Summit, including connections to the recreational activities such as walking tracks, mountain bike trails and Peak House (RP 3.550). The ascent to the summit is winding with several blind corners and hairpin bends, particularly south of the Saddle car park (see Figure 2-14).



Figure 2-14: View Southbound on Te Mata Peak Road at the Saddle Carpark

The speed limit on Te Mata Peak Road transitions to a 40km/hr environment south of the main gates access, and 20 km/hr south of the saddle car park (RP 3.830) on narrower sections of the ascent.

Access to the peak north of the Peak House is restricted from 10pm to 5am daily by a gate (RP 3.630). Access beyond the saddle car park is limited to vehicles up to 7.5m in length. However, tour coaches and buses are permitted to access the peak subject to the use of a pilot vehicle.

The road designation on this section of the corridor is 20m wide. The existing carriageway permits two-way traffic movements, although the existing carriageway width is only 4.0-6.0m wide and no centreline exists. Midblock sections closer to the summit narrow to 3.0m in places and is largely restricted by high slopes on the eastern edge and sheer drops on its western edge. Additional road width is generally provided on curved sections of the road to support turning vehicle swept paths and to provide waiting areas to allow opposing vehicles to pass.

Formal footpaths are not provided, although several off-road pedestrian tracks provide direct access to the Peak Summit.

### 2.2.2 Safety

A search of the New Zealand Transport Agency Crash Analysis System (CAS) database has been carried out to identify all reported crashes on Simla Avenue and Te Mata Peak Road from 2008 to 2017 (inclusive of 2018 crashes). Full outputs from CAS are included within Appendix A.

The CAS report identifies a total of 28 crashes have been recorded within the study area over this period, three of which occurred on Simla Avenue (10%), 15 occurred on Te Mata Peak north of the main gates (54%), and the remaining 10 occurred on the Te Mata Peak Road summit ascent (36%).

Of the recorded crashes, two resulted in a fatality, four resulted in serious injuries and 12 resulted in minor injuries. Both fatalities occurred on the ascent section of Te Mata Peak Road where vehicles lost control when negotiating bends.

Further analysis of crash records is outlined within the problem identification discussion (see Chapter 3).

## 2.3 Land-Use and Built Form

The existing road corridor provides access to a range of residential, educational, leisure and tourist facilities. Land-use surrounding Simla Avenue primarily comprises urban residential zoning and is relatively well developed along its full extent (see Figure 2-15). The Te Mata Peak Road portion of the corridor is bounded by a range of land-use zoning, including urban residential on its northern extent and rural residential / Te Mata Special character zoning to the Main Gates. The southern-most section of Te Mata Peak Road passes through the Te Mata Park which comprises both rural and Te Mata Peak special character zoning.

Havelock North is a sought after residential area, and it is understood that some infill development is proposed on the Simla Avenue section of the corridor, although it is not expected that any additional vehicular trips would materially influence the fundamental function of the route. Land availability for further development is on Te Mata Peak Road where topography and planning rules make extensive future development unlikely.

There are several key destinations or sensitive land-use areas within urbanised areas which have been considered within the CMP, including:

- *Hereworth School* – An independent school catering for boarding and day pupils with a total school roll of 192 students, with roading access provided via Hereworth Grove located on the northern-most extent of Simla Avenue.
- *Hillcrest Rest Home* – Located at 73 Simla Avenue, the rest home providing varying care services to cater for up to 20 residents<sup>6</sup>.
- *Taruna College* – Located at 33 Te Mata Peak Road, the college offers a range of adult education relating to health and wellbeing.
- *Te Mata Park* (discussed further in Chapter 2.3.1 below)

<sup>6</sup> Note: As of May 2019, the Hillcrest Rest Home is for sale. It is unknown whether the site will continue to function as a rest home following the sale.





Figure 2-15: Existing Topography (Left) and District Plan Zoning (Right)

### 2.3.1 Te Mata Park

Te Mata Park comprises of 99 hectares of leisure and recreational parkland, focused around the summit which rises to approximately 400m above sea level. Te Mata Park is a major tourist site and recreational attraction and is well used by both residents and visitors to the Hawkes Bay area. The summit section of Te Mata Park provides visitors with views of Napier and Mahia Peninsula to the north and east, hill country to the south and east, and the Ruahine, Kaweka and Maungaharuru ranges beyond the fertile Heretaunga Plains.

Most of the Park is designated as "Outstanding Natural Landscape" in the Hastings District Plan, which specifically notes:

*The single most significant landscape icon in Hawke's Bay, having District, Regional and National significance. It is the most prominent landmark in the eastern Heretaunga Plains with a distinctive silhouette skyline. It is a source of identify for both Hastings and Havelock North residents and Ngāti Kahungunu.*

The Park facilitates a wide range of recreational activities including hang gliding and paragliding, mountain biking, road cycling, abseiling, orienteering and Nordic walking. The park is also noted for its unique and unusual flora and fauna, spectacular limestone cliffs and grove of 223 California Redwoods.

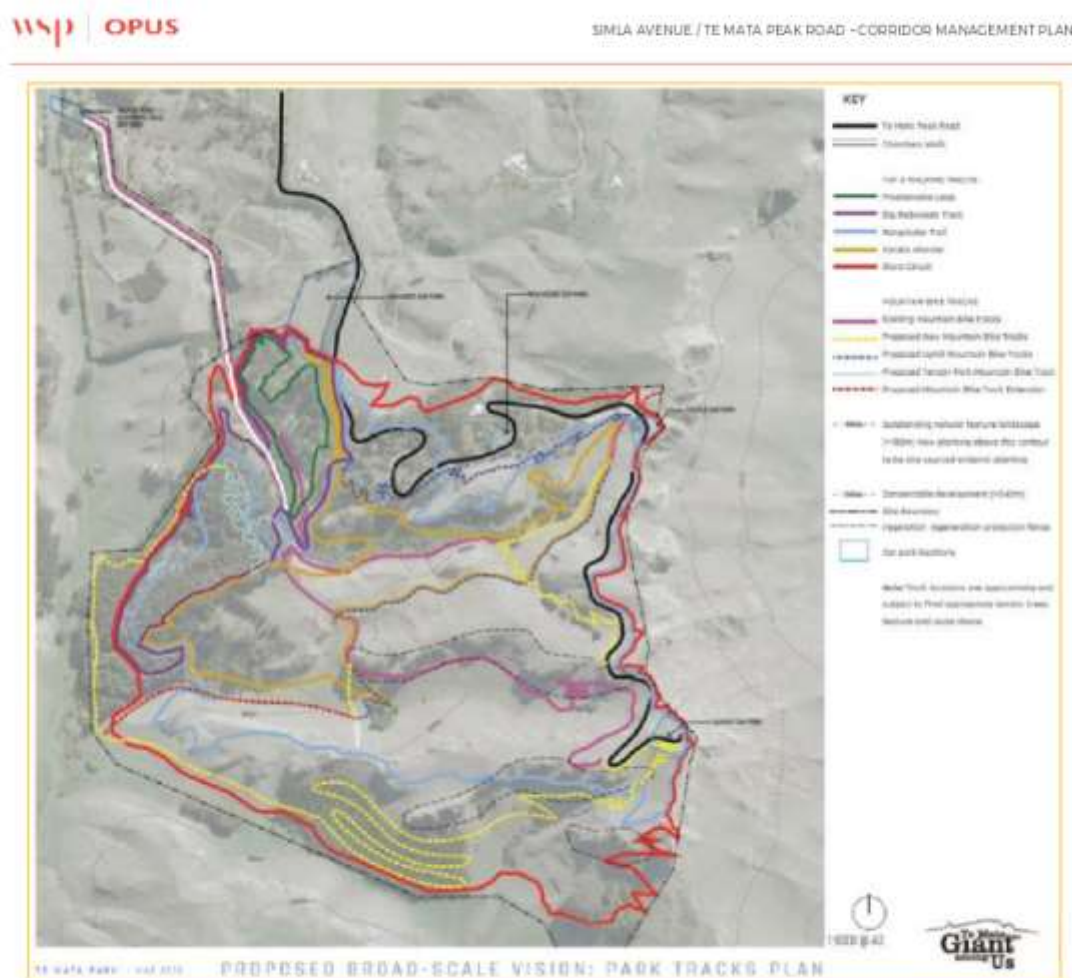


Figure 2-16 Te Mata Park Existing and Proposed Walking and Cycling Routes

Approximately 120 parking spaces are provided throughout Te Mata Park to support visitor access. Most parking spaces are provided within the recently upgraded Main Car Park area which also includes wider amenities including dedicated bus parking area, picnic areas, toilets and seating. Other parking facilities on Te Mata Peak Road are located at Peak House, the Saddle and the Summit. Although not part of this study, the Chambers Walk Car Park (27 spaces) is located at the southern end of Tauroa Road also provides additional facilities for visitors to Te Mata Park.

## 2.4 Strategies, Plans and Policies

## 241 Hastings District Council - Long Term Plan (2018-2028)

The HDC Long-Term Plan (LTP) outlines the Council's strategic direction for delivering services to the community, and outlines funding allocations for delivering these services.

The LTP identifies the following objectives for investment:

- Local infrastructure which contributes to public health and safety, supports growth, connects communities, activates communities and helps to protect the natural environment.
- Local public services which help meet the needs of young and old, people in need, visitors and locals, businesses and households.

- Regulatory functions which help to prevent harm and help create a safe and healthy environment for people, which promote the best use of natural resources and which are responsive to community needs.

As the road controlling authority for the region, HDC's objectives are to move people and goods around safely and efficiently through the development and maintenance of roads, footpaths and pathways. The LTP focusses on transport improvements that support:

- Accessible range of safe transport options;
- Safe walking and cycling facilities;
- Efficient movement of goods;
- Infrastructure supporting economic growth, and
- Resilience to hazards and shocks.

#### 2.4.2 Te Mata Park Strategic Plan

The Te Mata Park Strategic Plan was developed by the Te Mata Peak Trust in 2016, which sets out the operational and development priorities for Te Mata Park over the next 10 years.

The Plan notes that the Park is the pre-eminent tourist attraction in the Hawkes Bay, and is facing growing tension between balancing the need for future development in response to growing visitor and user demands against the responsibility to carefully manage the parks character and outstanding natural landscape.

The strategy includes the following transport and access specific objectives as summarised in Table 2-3 below.

Table 2-3: Te Mata Park Strategic Plan - Transport Objectives

Theme	Objectives
Roading and Access	<p>To provide continued public access to Te Mata Park</p> <p>To provide and maintain safe vehicle access to the Summit</p>
Vehicle Parking	<p>To provide vehicle parking facilities in the park where this will address demand, without impacting on the landscape values of the park or result in loss of valuable open space.</p>



### 3 Strategic Case for Change

This chapter of the CMP discusses the problems that have been identified by the stakeholders and the desired outcomes that could be achieved by investing in the corridor. Collectively this is known as the Strategic Case, which details the need for and key drivers of change on the corridor.

The Strategic Case was developed using the principles of the Better Business Case Approach developed and applied by the NZ Transport Agency / NZ Treasury. The Business Case Approach was used to enable key stakeholders to identify and confirm problems for investigation through the CMP, and to ensure consensus is formed on what good outcomes look like, before significant investment is made in investigating solutions.

It also ensures that the transport planning elements of the CMP are based on robust logic that demonstrates a clear line of thinking between strategic outcomes, actual problems and the transport outcomes to be achieved. This can also be used as an appropriate evidence base to support future funding applications by HDC for Funding Assistance Rates (FAR) contributions investment applications by HDC to NZTA.

#### 3.1 Issue Identification Process

When developing the case for change, the first stage was to identify existing transport issues through analysis of available data and discussion with stakeholders (both internal and external). Engagement with stakeholders formed an integral part of the initial identification of problems and identification of opportunities to be considered within the CMP.

The primary purpose of stakeholder engagement within the context of the CMP was to:

- Inform decision-making;
- Identify problems and opportunities to address;
- Generate alternatives, new ideas, and options to be considered for implementation; and
- Understand reactions and implications or consequences of different options.

This was achieved through several stakeholder workshops and open days, that were undertaken throughout the project (as outlined in Table 3-1 below).

Table 3-1: Stakeholder Engagement

Date	Method	Purpose	Target Group
29 <sup>th</sup> June 2018	ILM Workshop	Identify problems, benefits and constraints. Development of investment logic map.	Stakeholder Advisory Group
8 <sup>th</sup> August 2018	Public Open Day	Identification of community problems and wider corridor aspirations.	Wider Community
28 <sup>th</sup> November 2018	Public Open Day	Confirmation of problems / opportunities and presentation of additional evidence base.	Wider Community

A summary of the findings from both the Stakeholder Advisory Group workshops and the public engagement open days is outlined below.

#### 3.2 Problem Identification

An Investment Logic Mapping (ILM) workshop was held with the Stakeholder Advisory Group on the 29<sup>th</sup> June 2018. Participants in the ILM workshop was formed of engagement partners with strong knowledge of existing day-to-day corridor operations.

The purpose of the session was to gain a better understanding of the current issues and opportunities along the corridor, with the view to identifying problem statements. The issues





identified through stakeholder discussions were grouped into several key themes which stakeholders agreed could be used as a basis for developing problem statements. These themes included:

- Conflicting user demands and safety impacts;
- Condition of the existing road asset;
- Potential for reduction in customer experience;
- Balancing the existing and future needs of both visitors and residents;
- Maintaining access for all users to the Peak; and
- Ensuring the environmental and social impacts of Park facility use are managed accordingly.

The focus of many of the discussion points related to visitor access to Te Mata Park and the associated operational/safety issues resulting from current and anticipated future growth. Whilst stakeholders agreed that the needs of residents on the corridor are of key importance, feedback on the Simla Avenue portion of the corridor did not generate the level of discussion generated by the Peak Park access route(s), except for the Greenwood Road intersection.

In discussing the problems, it was clear that most of the identified operational issues are driven by peak visitation season (October to March). Whilst user safety is considered a general corridor concern, the higher volume of access demands within Te Mata Peak during the summer season was thought to increase safety risks/exposure.

Stakeholders agreed that the primary issues for the corridor focused around increasing visitation demands, resulting in conflicting user demands, safety issues and deteriorating road conditions.

Resulting from this, the following three problem statements were developed:

- Problem One:** *Challenging corridor characteristics and increasing corridor use is compromising safety (50%)*
- Problem Two:** *Increasing corridor demands are leading to conflicts and reduced user experience for both residents and visitors (30%)*
- Problem Three:** *Deteriorating road asset condition is resulting in a reduced Level of Service (20%)*

When developing problem statement 2, stakeholders recommended that the problem statement should refer to user "conflicts" rather than just "safety", as it was felt that "conflict" was considered a broader term, that could lead to both safety and operational issues which detract from user experience.

### 3.2.1 Community Feedback

An initial public Open Day was held at the Havelock North Conference Centre on the 8th August 2018. The purpose of the engagement process was to gauge how people using the corridor perceive its existing performance and identify issues for consideration within the CMP.

The Information Day was advertised through a range of media, including letter drops to residents, invitations to key interest groups, information on the HDC website, as well as radio and newspaper adverts. A total of 95 registered attendees participated in the Information Day, of which over 80% were residents on Simla Avenue or Te Mata Peak Road.

Attendees were asked to provide feedback on existing corridor issues or problems, opportunities and ideas that could be considered within the development of the study. Paper feedback forms, along with verbal feedback taken on the day, were combined with an online survey to provide comprehensive feedback on the key issues and potential considerations for inclusion within the study. A total of 69 responses were received and used as a basis for the assessment.

The Top 5 issues identified through public submissions are shown within Figure 3-1. Most responses outlined concerns relating to safety on the corridor, in particular safety for pedestrians and cyclists, traffic speeds and the operation of the Simla Avenue / Greenwood Road Intersection.



Figure 3-1: Wordle of Public Feedback (Left) and Top 5 Feedback Responses from Public Consultation

The issues identified within the consultation were grouped into four key themes as outlined within Table 3-2.

Table 3-2: Identified Corridor Issues - Stakeholder Engagement

Theme	Corridor Wide Issues
Road Safety	<ul style="list-style-type: none"> <li>• Maintaining safety for all users</li> <li>• Narrow and winding road</li> <li>• Intersection safety</li> <li>• Traffic speeds</li> </ul>
Road Condition and Environment	<ul style="list-style-type: none"> <li>• Poor road surface condition</li> <li>• Three-waters renewal</li> <li>• Storm-water runoff issues</li> <li>• Roadside vegetation</li> <li>• Maintaining amenity / character</li> </ul>
Traffic Operations	<ul style="list-style-type: none"> <li>• Increasing traffic volumes</li> <li>• Competing road user demands</li> <li>• Lack of parking</li> <li>• Ability for larger vehicles to negotiate the road</li> </ul>
Active Mode Users	<ul style="list-style-type: none"> <li>• Pedestrian connectivity</li> <li>• Lack of cycling provisions</li> <li>• Existing footpath widths / condition</li> </ul>

The problem statements identified by the Stakeholder Advisory Group are strongly aligned with the problems identified by the community through the engagement process. The inter-relationship between the agreed ILM problem statements and the key community feedback themes are shown within Figure 3-2 below.

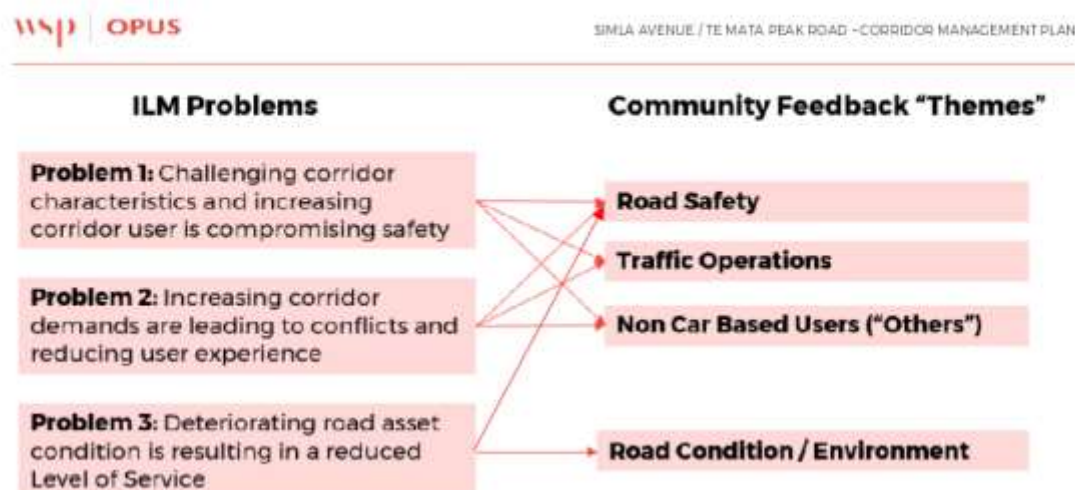


Figure 3-2: Alignment of Problem Statements with Public Engagement Themes

### 3.3 Evidence Base

The section provides an analysis of existing data to validate the problems identified through engagement with key stakeholders and community feedback sessions and confirm the need for investment on the corridor.

#### 3.3.1 Road Safety – Evidence

Road safety was a key theme which emerged from the stakeholder workshop / wider community engagement and was regarded as the most significant problem within the ILM process. The safety issues included the unforgiving nature of the route with windy sections and narrow roads, personal safety and perceived safety sharing the roads with a high number of larger vehicles.

#### Crash History

Figure 3-3 shows the recorded crash history on the Simla Avenue / Te Mata Peak Road corridor from 2008 to 2018 using available data extracted from the NZTA Crash Database.

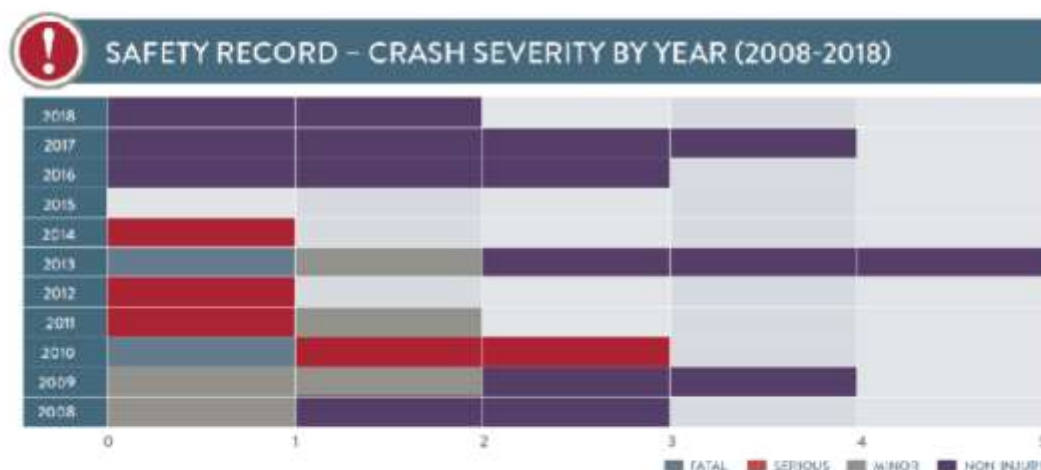


Figure 3-3: Simla Avenue / Te Mata Peak Road Crash Data (2008-2018)



The data indicates an average of 2.6 crashes per year have been recorded on the corridor between 2008-2018<sup>7</sup>, with a higher frequency of recorded crashes occurring since 2016 (3.5 crashes per year). Although the frequency of crashes has increased in recent years, no crashes have resulted in an injury since 2014. A total of seven deaths and serious injury crashes (DSI's) have occurred on the corridor since 2008, however, only two DSI's have been recorded within the last five years.

The location and severity of crashes recorded within the CAS database are shown within Figure 3-4. Analysis of the crash history data indicates most of the recorded crashes (54% of crashes) have occurred within Section B (Te Mata Peak Road Lower), primarily clustered around challenging curves and winding sections of the road. Only one DSI has been recorded at this location, which involved the collision between a vehicle and pedestrian.

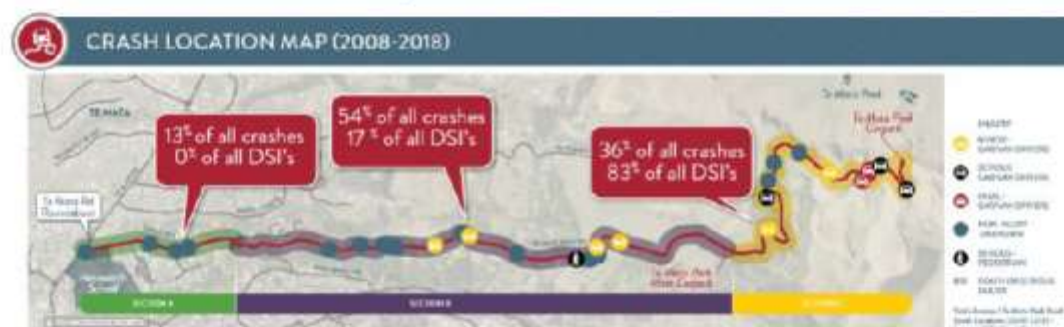


Figure 3-4: Simla Avenue / Te Mata Peak Road Crash Locations (2008-2018)

Although 36% crashes have occurred on the Section C (Te Mata Peak Upper), 83% of the corridors DSI's have occurred on this section, reflecting the unforgiving nature of the existing roadside environment. It should be noted in 2014 HDC implemented some safety improvements in response to the two fatalities. This included a reduction in the posted speed limits from national speed limit (100km/hr) and installation of timber containment safety barriers on the upper section of the road. This is likely to have contributed to the decline in the severity of crashes along the corridor in recent years.

Interrogation of crash data and factors note the following:

- The primary crash movements are overwhelmingly related to loss of control crashes (75% of crashes) including both cornering (17 crashes) and straight road sections (4 crashes). 72% of recorded loss of control crashes involved vehicles travelling downhill;
- A total of 15 crashes (54%) on the corridor occurred at twilight or night time, of which 11 resulted in loss of control on corners and two resulted in head on collisions;
- 40% of crashes occurred at weekends, reflective of the higher access demands to the peak for tourist and leisure activity and the increased potential for collisions; and
- No recorded crashes have occurred at Greenwood Road or Emerald Hill priority-controlled intersections<sup>8</sup>. A single non-injury crash resulting from a loss of control was recorded at the Franklin Terrace intersection.

<sup>7</sup> Data from the 2018 period has not been considered within the average, as data is only representative of a partial year.

<sup>8</sup> Whilst no crashes have been recorded at these intersections within NZTA crash records, it does not necessarily mean no crashes have occurred at these locations. Lower severity or minor crashes may not have been reported to the Police.



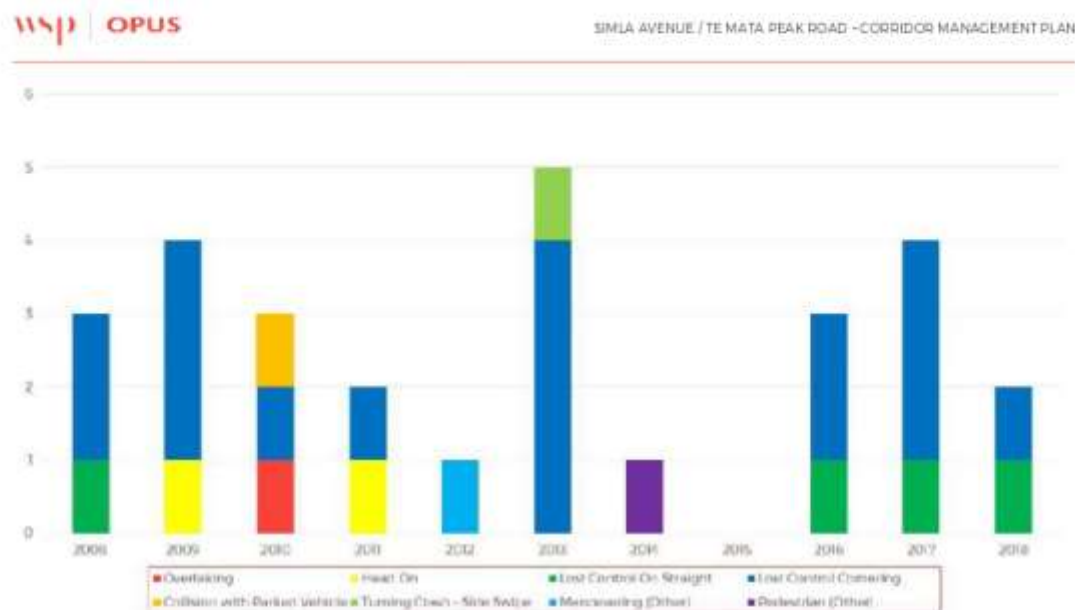


Figure 3-5: Crash Movement Types per Year - Simla Avenue and Te Mata Peak Road Corridor  
Risk Profile

Using injury crashes only and severity index factors and processes outlined within the "High Risk Rural Roads Guidelines", the Collective Risk and Personal Risk has been determined, based on corridor crash histories and traffic volumes. The definitions for each of the risk metrics are as follows:

- Collective Risk (also known as crash density) is a measure of the number of high-severity (fatal and serious) crashes that have happened per kilometre of road per year; and
- Personal Risk (or crash rate) is a measure of the number of high-severity (fatal and serious) crashes that have happened per 100 million vehicle kilometres of travel on the road.

As no serious or fatal crashes have occurred on Simla Avenue, the risk analysis has focused on Te Mata Peak Road only (Sections B and C). The factors and results of the analysis are summarised in Table 3-3. Given the significant variation observed in traffic volumes between summer and winter periods, the analysis was based on ADT during summer traffic volumes to provide a conservative assessment of personal crash risk. Based on the methodology adopted, the route does not qualify as a "High Risk Rural Route" since less than three DSIs have occurred over since 2013 (as defined within the Guidelines).

Table 3-3: Collective and Personal Risk Calculations - Simla Avenue / Te Mata Peak Road

Factors	Section B - Te Mata Peak Lower	Section C - Te Mata Peak Road Upper
Deaths + Serious Injuries	1	1
Traffic Volumes	900 vpd	600 vpd
Length of Section	2,750m	2,117m
Collective Risk Rating	Medium (0.072)	Medium (0.09)
Personal Risk Rating	High (P=221)	High (P=431)

The analysis indicates that the route has a medium collective risk and a high personal risk meaning that whilst the crash density on the corridor is moderate, the exposure of drivers to crashes is significant given low traffic volumes on the road corridor. On these roads, the potential crash reduction benefits will be limited, and strategies focused around ensuring the highest levels of signage, delineation and road surface maintenance and management are most common (see Figure 3-6).

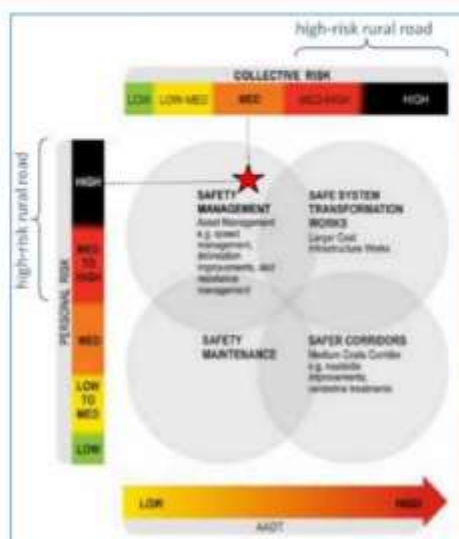


Figure 3-6: Recommended Treatment Philosophy - High Risk Rural Roads Guidelines

#### Speed Profile

Through the engagement process several community responses identified concerns with regards to excessive traffic speeds on the corridor; in particular Simla Avenue where the existing posted speed limit on Simla Avenue is 50km/hr. The most recent (May 2017) tube counts on Simla Avenue were obtained from HDC (see Figure 3-7). The data indicates that the mean speed is 50km/hr and the 85<sup>th</sup> percentile speed is 55km/hr.

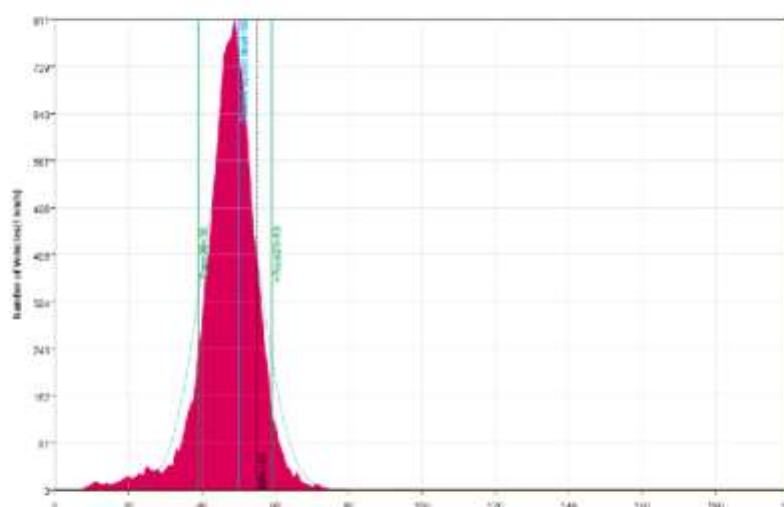


Figure 3-7: Recorded Traffic Speeds - Simla Avenue (May 2017)

HDC regularly deploys a mobile speed indicator device on Simla Avenue in response to community concerns relating to speeds, the most recent of which was between 28<sup>th</sup> September and 4<sup>th</sup> October 2018. The device records the directional speed of traffic travelling on the corridor, the most recent of which is shown in Figure 3-8. The data indicates that the 85<sup>th</sup> percentile speeds on Simla Avenue were generally below the posted speed limit, with the average recorded speed of those exceeding the posted speed limit being less than the design speed (60km/hr). The highest recorded speed was 95km/hr.

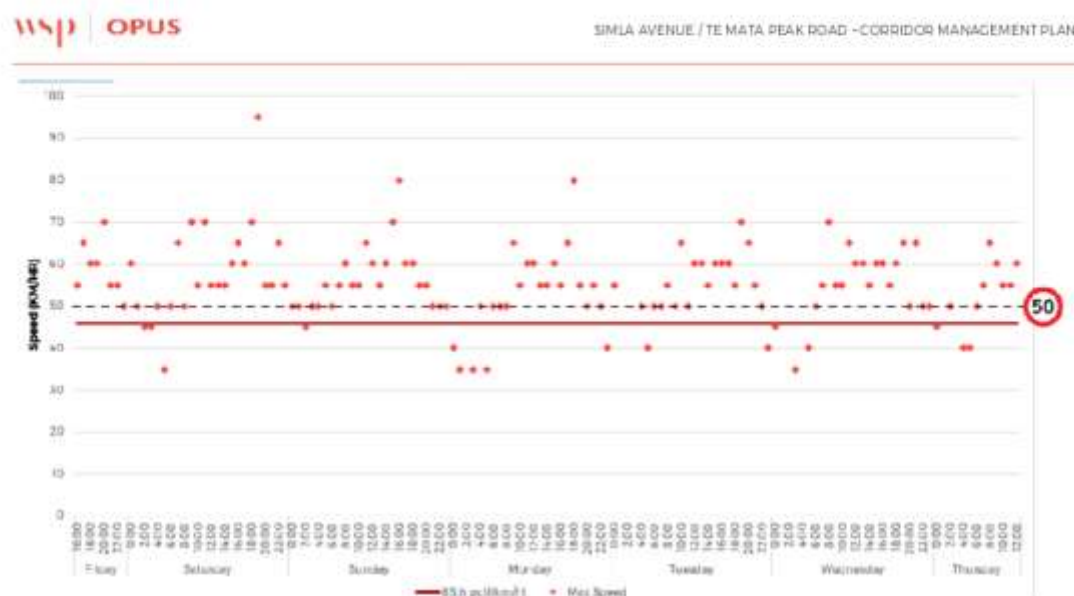
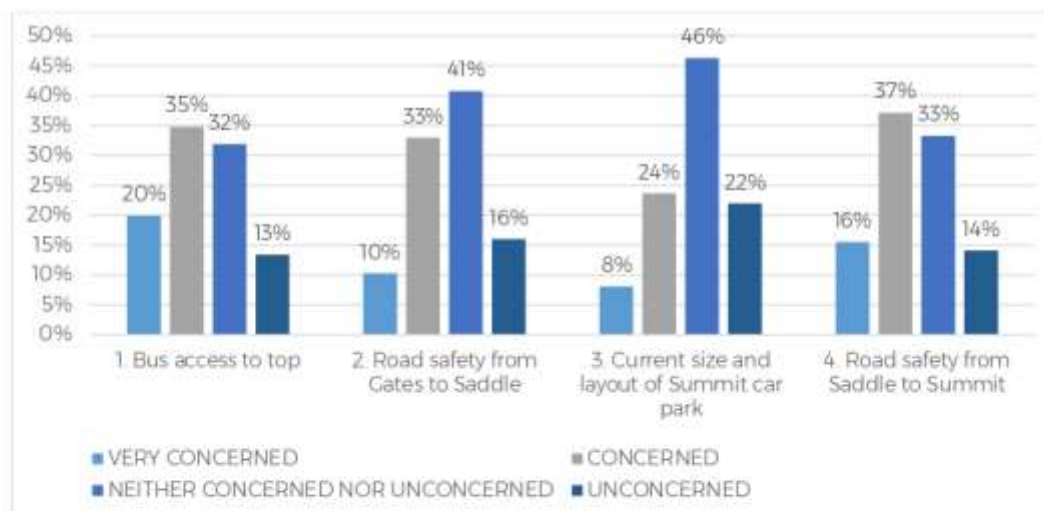


Figure 3-8: Traffic Speeds - Simla Avenue (28<sup>th</sup> September to 4<sup>th</sup> October 2018)

NZTA Guidance on the setting of speed limits<sup>9</sup> recommends that additional measures (such as engineering, enforcement, education) should be considered where operational speeds significantly exceed the following: mean speed of 50km/hr or 85<sup>th</sup> percentile speed of 60km/hr.

### Perception of Safety and User Experience

Perception surveys undertaken by Te Mata Trust with visitors to the park indicates concerns relating to perceived safety and access to the Park (see Figure 3-9), with more than half of respondents noting concerns with the safety of bus access to the summit, and general road safety concerns between the Saddle to the Summit. There is a risk that increasing access demands (both volumes and composition) will lead to increase congestion and perceived safety risks, particularly during peak tourist seasons, which may result in a reduced user experience for both recreational and sight-seeing visitors.



<sup>3</sup> NZTA - Guidelines for Setting Speed Limits and Procedures for Calculating Speed Limits - <https://www.nzta.govt.nz/assets/resources/speed-limits/speed-limits-nz/docs/speed-limits-nz.pdf>

Figure 3-9: Te Mata Peak Trust Survey Results

### 3.3.2 Traffic Operations - Evidence

#### Local Access vs Visitation Demands

Classified count surveys were undertaken at five key locations along the corridor between Thursday 8<sup>th</sup> and Sunday 11<sup>th</sup> November 2018 (see Figure 3-10) to establish an indication of access demands to the Te Mata Park and the Summit during a typical weekday and weekend. The data indicates that:

- During the weekday, approximately 65-70% of recorded traffic movements on Te Mata Peak Road (Lower) were through movements accessing Te Mata Park, increasing to 80% of traffic movements during the weekend;
- Approximately 25-30% of recorded weekday traffic on Te Mata Peak Road (Lower) is travelling along the full extent of the corridor to access the Peak Summit, increasing to approximately 40% of all recorded traffic movements during the weekend;
- Approximately 45% of vehicles accessing Te Mata Park travel to the Summit, increasing to 55% of all vehicles during the weekends. This indicates approximately 50% of vehicles are utilising the Main Gates or Saddle car parks when accessing the Park;
- Traffic volumes to the Summit increased from approximately 340 vehicle movements per day during weekdays to approximately 610 vehicle movements per day on weekends (equating to an 80% increase).

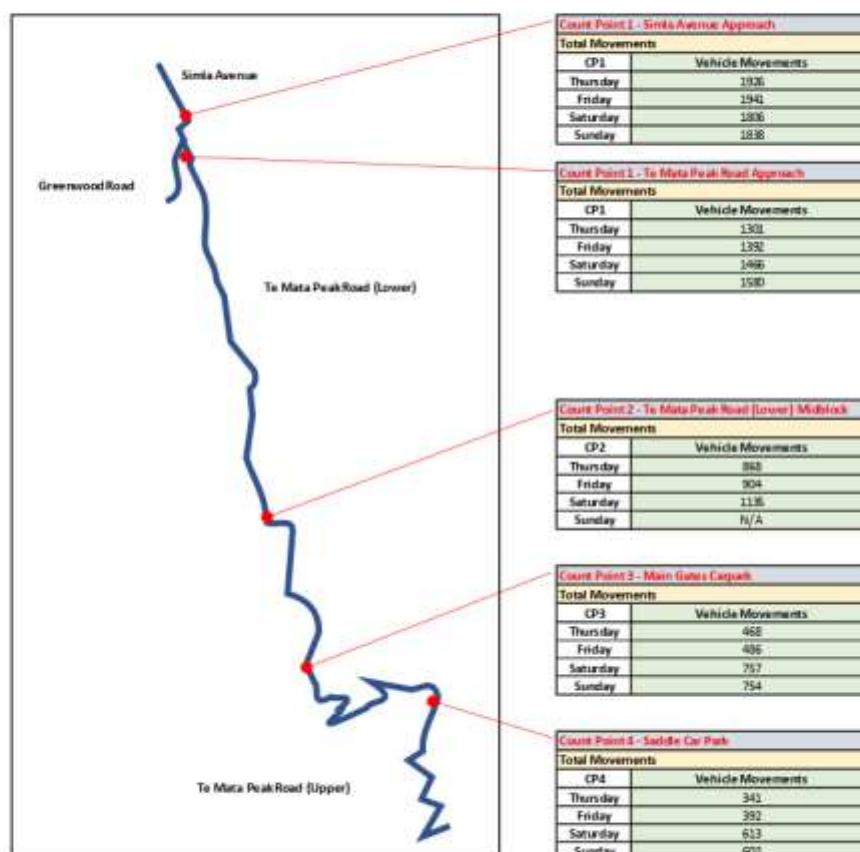


Figure 3-10: Summary of Daily Traffic Flows on Corridor





### Future Traffic Growth

Historical traffic tube count data on Simla Avenue and Te Mata Peak Road has been analysed to provide an indication of long-term background traffic growth rates on the road since 2000. The analysis indicated traffic volumes have increased over this period, with higher growth rates observed during the Summer peak period traffic compared with Winter (Table 3-4).

Table 3-4: Seasonal Traffic Growth Rates and Forecast Volumes (2049)

Location	Summer Growth	Winter Growth	Forecast 2049 (Winter/Summer)
Section A (Simla Avenue)	1.9% per annum	1.0% per annum	2,370/3,100
Section B (Te Mata Peak Road Lower)	N/A	1.6% per annum	1,300/1,900*
Section C (Te Mata Peak Road Upper)	3.0% per annum	2.8% per annum	800/1,680

\*Conservative estimate based on Section C Summer Growth Rate

During summer periods, traffic volumes on the corridor have increased by approximately 2% per annum on Simla Avenue, with slightly higher (3% per annum) growth rates on Te Mata Peak Road (Upper). Limited datasets mean traffic volumes could not be determined on Te Mata Peak Road (Lower), therefore a similar Summer growth rate to the Upper section has been used to provide a robust estimated value.

Traffic volumes on the corridor are not expected to increase on Te Mata Peak Road due to residential development/intensification given permitted activities under the existing planning framework. Rather, future traffic growth on the corridor is expected to be driven by user demands to the peak. Discussions with Te Mata Peak Trust indicate there are no plans to develop new facilities within the Peak (such as additional parking supply or a new visitor centre); however, some of the existing facilities may be further enhanced (i.e. additional mountain bike tracks).

The forecast traffic volumes on Simla Avenue and Te Mata Peak Road (Lower) do not indicate that the corridor will alter the function of the corridor as a secondary arterial (traffic volumes < -3,000 vpd) nor is it expected to experience capacity issues over the horizon of this CMP (the next 30 years). However, the ability of the Summit section to support growing visitation demand is constrained by its existing trip end facilities (i.e. parking supply) and the ability of the challenging road corridor to safely and efficiently support access to the Summit.

### Tourism Growth

Te Mata Park is the pre-eminent tourist attraction in Hawke's Bay and a highly valued and heavily used regional park. The Te Mata Park Strategy (2016) estimated that Te Mata Park attracted more than 200,000 visitors per annum in 2007. Whilst Te Mata Park is predominately used by Hawkes Bay residents, it is estimated that 20% (40,000pa) were expected to be international visitors comprising of both cruise ship passengers and independent visitors.

The tourism industry is an important contributor to the Hawkes Bay economy, and tourism spend has significant grown in recent years<sup>10</sup>. The Peak is identified within Trip Advisor New Zealand as the #1 attraction within the Hastings District. Tourist visitors are primarily sightseers visiting the site for its outstanding views rather than for active participation in recreational activity.

Tourist growth is in part driven by the growth in popularity of Napier Port as a cruise ship destination. The cruise ship season runs between October and March. Approximately 50 ships arrived in the Port during the 2015-16 season, increasing to 68 ships in the 2016-17 season. The forecast cruise ship figures indicate 72 cruise ships (with 170,000 passengers and crew) are booked to visit in the 2019, and 95 cruise ships (250,000 passengers and crew) in the 2020 season.

<sup>10</sup> [https://www.nzherald.co.nz/hawkes-bay-today/business/news/article.cfm?c\\_id=1503458&objectid=11999807](https://www.nzherald.co.nz/hawkes-bay-today/business/news/article.cfm?c_id=1503458&objectid=11999807)

As the primary destination for tourists within the Hastings region, it is expected that future growth in tourism will in turn increase the volume and frequency of visitation to the Peak summit (including both general car and coach tour demands). This presents challenges for balancing growing visitor and user demands whilst retaining the Park's highly valued character and its outstanding natural landscape.

### 3.3.3 Active Mode Users – Evidence

#### Walking and Cycling Demands

The corridor supports a range of walking and cycling demands, including both residential and leisure related activities. Whilst the Simla Avenue / Te Mata Peak Road corridor is not identified as part of the principle route within the Hawkes Bay strategic cycle network (iWay), data obtained through the Strava GPS Application indicates that both Te Mata Peak Road and the adjacent Tauroa Road forms one of the most popular corridors for walking and cycling in Havelock North (see Figure 3-11).

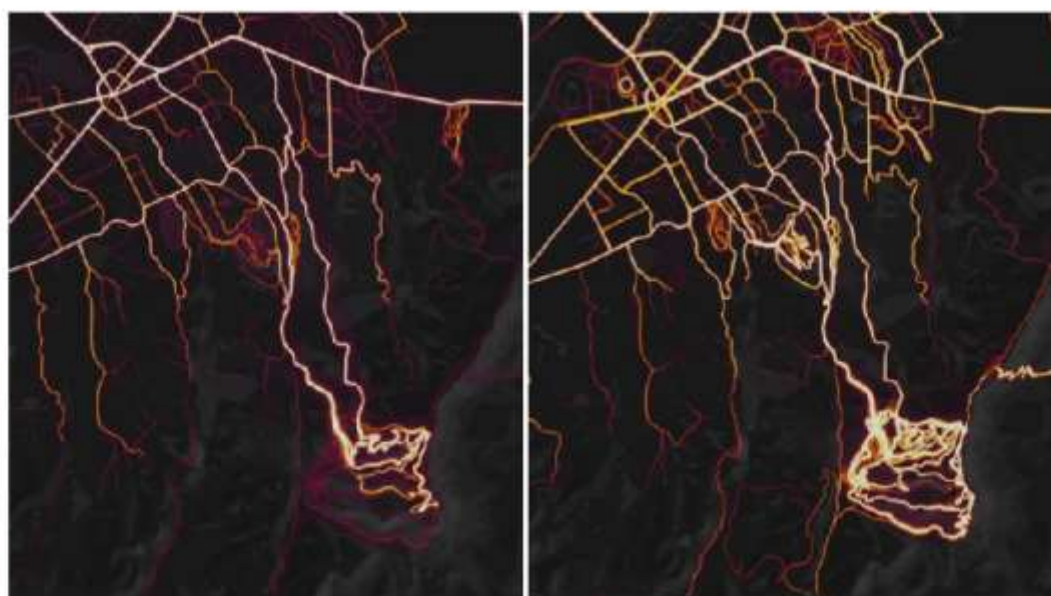


Figure 3-11: Heat Maps – Strava GPS Application Showing Cycling Activity (Left) and Pedestrian Activity (Right)

Cycling activities on Te Mata Peak include established mountain bike trails through the Parkland as well as training routes for more confident road cyclists. Cycling was identified as one of the most popular activities for users of Te Mata Park, with up to 30% of visitors stating cycling as their primary reason for visiting<sup>11</sup>. There are also several other trip generators for active mode travel on the corridor including educational facilities (Hereworth School and Havelock North High School) and Hillcrest Rest Home<sup>12</sup>.

A survey of pedestrian and cycling movements on the road corridor was undertaken in November 2018 (see Figure 3-12). Whilst walking and cycling volumes are relatively modest on Simla Avenue and Te Mata Peak (Lower), the surveys indicate pedestrian and cyclists form 50-55% of all access demands on the ascent to the Summit (see Figure 3-13). The surveys also indicate significantly higher

<sup>11</sup> Te Mata Park Management Plan (2016)

<sup>12</sup> Note: As of May 2019, the Hillcrest Rest Home is for sale. It is unknown whether the site will continue to function as a rest home following the sale.

peak demands during weekday evening periods as part of organised sports road cycle training activities (see Figure 3-14).

### Pedestrian / Cycle Data

SIMLA AVENUE			TE MATA PEAK ROAD (LOWER)			TE MATA PEAK ROAD (UPPER)		
DAY	PEDESTRIANS	CYCLISTS	DAY	PEDESTRIANS	CYCLISTS	DAY	PEDESTRIANS	CYCLISTS
Thursday	122	132	Thursday	13	99	Thursday	309	119
Friday	85	42	Friday	7	28	Friday	338	65
Saturday	91	48	Saturday	17	23	Saturday	525	86
Sunday	106	87	Sunday	N/A	N/A	Sunday	551	110



Figure 3-12: Pedestrian and Cyclist Counts – Simla Avenue / Te Mata Peak Road

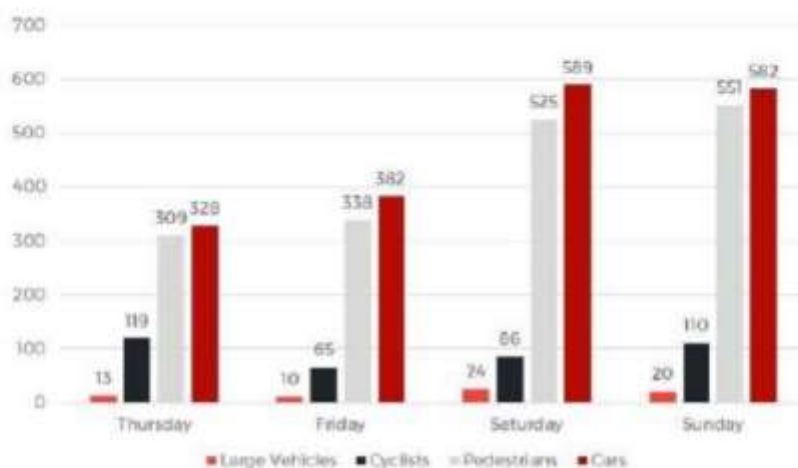


Figure 3-13: Daily Volumes of Users on Te Mata Peak Road at Saddle Carpark





Figure 3-14: Daily Flow Profile for Cyclists – Simla Avenue (Left) and Te Mata Peak Road (Right)

Several deficiencies in the level of service for pedestrians and cyclists have been identified through engagement with the public and observations from site visits as summarised within Table 3-5.

Table 3-5: Identified Pedestrian and Cyclist Issues on Te Mata Peak Road

Mode	Observations
Pedestrians	<ul style="list-style-type: none"> <li>Existing footpath widths are generally below desired minimum standards, and in places the effective width is restricted by vegetation overgrowth.</li> <li>Footpaths are limited to a single side of the road within urban areas of Simla Avenue and Te Mata Peak Road, and in some sections change sides with limited formal pedestrian crossing facilities.</li> <li>There are no formal provisions and limited grass verge space for pedestrians to safely travel along rural sections of Te Mata Peak Road. This has been compounded by alterations to fence-lines along the corridor.</li> <li>Although off-road tracks are provided through Te Mata Park, many walkers prefer to use the road to access the summit as the route is more accessible and less undulating. The provision of timber railing has reduced the available road space meaning less manoeuvring space for pedestrians and vehicles, increasing safety risks.</li> <li>Whilst alternative access routes exist for pedestrians travelling to the Peak via the Chamberlain Walk, there are limited alternative options for residents living near the corridor.</li> </ul>
Cyclists	<ul style="list-style-type: none"> <li>There are currently no formalised provisions for cycling on Simla Avenue or Te Mata Peak Road.</li> <li>The existing corridor has an average gradient of 6% from Simla Avenue to the Main Gates carpark, and 10% on the Summit ascent, creating a challenging environment particularly for cyclists travelling on-road.</li> <li>Cyclists travelling uphill have significant speed differentials to vehicles. The lack of safe passing opportunities, particularly when travelling in platoons, can create the potential for driver frustration and unsafe road behaviour.</li> <li>Poor road surface condition can also present safety issues for non-car based road users, providing potential slip hazard risks for cyclists travelling along the corridor, particularly on downhill sections where user speeds are highest.</li> </ul>

### 3.3.4 Road Condition and Environment

#### Pavement Condition

Road maintenance is essential to preserving the road asset, protecting adjacent resources and user safety, and to provide efficient, convenient travel along the route. Council has a requirement to meet the obligations of the Land Transport Management Act, The Government Policy Statement and NZTA's One Network Road Classification. This requires ongoing investment to maintain the existing network and meet CLoS.



If maintenance is neglected or improperly performed there will be a rapid deterioration of the road and eventual failure from both climatic and vehicle use impacts. There would also be a risk of occasional pavement failures if maintenance treatments fall below the base preservation levels. This would likely attract increased complaints from road users in the community, and negative media coverage.

Maintenance works programs for road assets are developed using Road Assessment and Maintenance Management (RAMM) software. RAMM data indicates the most recent road condition inspections on the corridor were undertaken in May 2017 on Simla Avenue and Te Mata Peak Road (see Appendix B). Notable excerpts from the findings of the inspection as recorded within RAMM are shown within Table 3-6.

Table 3-6: Excerpt from RAMM Condition Rating Data – May 2017<sup>13</sup>

Road Name	Start	End	Length	A	LT	J	P	PP	R	S	SC	F	EB	EBP
SIMLA AVENUE	20	143	123	3	0	10	0	0	0	0	1	0	0	0
SIMLA AVENUE	143	343	200	3	0	5	0	1	0	0	0	0	0	0
SIMLA AVENUE	343	498	155	8	0	4	1	0	0	1	1	0	0	0
SIMLA AVENUE	498	817	319	42	0	12	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	0	200	40	0	0	0	0	0	0	1	0	0	0	0
TE MATA PEAK ROAD	200	340	240	0	0	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	340	540	200	0	0	0	1	0	0	4	0	350	0	0
TE MATA PEAK ROAD	540	825	285	0	0	0	1	0	1	5	0	280	0	0
TE MATA PEAK ROAD	825	1025	200	0	0	0	0	0	0	0	0	60	0	0

The data highlights the prevalence of road deficiencies and deformations on the corridor, most notably alligator cracking on Simla Avenue and shoving/flushing on Te Mata Peak Road south of the 50-60 km/hr urban-to-rural transition area (see Figure 3-15). In response, Council proposes to undertake Area Wide Pavement Treatments (AWPT) in the short-term on these sections of the corridor (subject to funding availability). The proposed works provide opportunities to resolve community concerns relating to road condition/comfort, enhance safety for users and implement other proposals (where warranted) as identified within the CMP.



Figure 3-15: Road surface Condition – Alligator Cracking on Simla Avenue (left) and flushing on Te Mata Peak Road (Right)

<sup>13</sup> Deficiency Key: A = Alligator Cracking, LT = L and T Cracks, J = Joints, P = Pot Holes, PP = Pothole Patches, R = Rutting, S = Shoving, SC = Scabbing, F = Flushing, EB = Edge Breaks, EBP = Edge Break Patches

### Road Corridor Form and Function

The key characteristics of each section of the road corridor are summarised within Table 3-7.

Table 3-7: Simla Avenue / Te Mata Peak Road Corridor Characteristics

Characteristics	Section A - Simla Avenue	Section B - Te Mata Peak Road Lower	Section C - Te Mata Peak Road Upper
Road Reserve	20m	20m	20m
Carriageway Width	7.0-7.5m (2 x 3.6m lanes)	6m width (2x3.0m lanes)	4-6m width (widths vary)
Markings and Delineation	Centreline provided with kerb and channel Parking restrictions in places	No shoulders provided Centrelines and edge markers provided, but no edge lines	No shoulders provided Edge lines provided, but no centrelines Timber barriers provided
Footpaths	Yes - Single Side	Partial - Single side within residential areas	Off-road tracks provided
Cycle Provisions	None	None	None
Gradient	3%	6%	10%
Vehicle Accesses	Total Accesses = 62 Density per 100m = 7.6 Intersections = 5	Total Accesses = 38 Density per 100m = 14 Intersections = 2	Total Accesses = 1 Density per 100m = <1

The corridor primarily supports access to residential properties, with a higher density of accesses provided on urban parts of the corridor. In places, visibility from driveways is limited by roadside vegetation or physical constraints such as steep banks or poor access road alignment.

The typical road reserve width along the corridor is 20m, however, the challenging topography along rural parts of Te Mata Peak Road has resulted in minimum width provisions and in places the road reduced to a single practical lane width on the ascent to the Peak summit (see Figure 3-16). The existing roadside environment south of the Main Gates Carpark (Section C) provides limited scope for widening the existing road without significant cost and negative environmental impacts.



Figure 3-16: View of Te Mata Peak Road on Summit Ascent (Section C)



The remainder of Te Mata Peak Road is formed of a 6.0m wide road which aligns with minimum collector road requirements<sup>14</sup> on low volume roads; however, higher posted speed limits (60km/hr) combined with limited shoulder widths and narrow berm spaces requires pedestrians and cyclists to travel on the existing road corridor further compounding safety risks. As a secondary collector road, both ONRC customer expectations and HDC's engineering code of practice indicates some form of provision is required to facilitate active modes, where present.

The NZTA CLoS expectations note that secondary collector routes may have some variable road standards and alignment. The existing road alignment on Te Mata Peak Road includes numerous curves with low radii and poor forward visibility, most of which have a history of loss of control crashes. The combination of no shoulders, kerbside utilities and high number of roadside hazards (including unprotected steep batters or drop-offs) means accidents that result in run-off or loss of control crashes have the potential to result in a serious outcome.

Low radius curves and hairpin bends also provide a challenging environment for tour buses and coaches accessing the Peak summit, often requiring vehicles to sweep across the centreline into the path of on-coming traffic. Vehicle length restrictions are currently enforced on Te Mata Peak Road above the Saddle carpark, though access is permitted subject to implementing a traffic management plan<sup>15</sup>. Even with these restrictions in place, there is limited scope for driver error and on occasion large vehicles have been stuck on the Peak and resulting in closure of access for several hours, as recently experienced in December 2018.



Figure 3-17: Facebook Notice of Te Mata Peak Road Closure on 10<sup>th</sup> December 2018

<sup>14</sup> Based on HDC's Engineering Code of Practice and NZTA's Guidelines for Rural Road Marking and Delineation (RTS 5) <https://www.nzta.govt.nz/assets/resources/road-traffic-standards/docs/rt5-05.pdf>

<sup>15</sup> This includes the use of a pilot vehicle to manage on-coming traffic



### 3.3.5 Summary and Discussion of Evidence

Table 3-8 summarises the key findings from the review of the evidence.

Table 3-8: Summary of Problems Statements and Key Findings from Evidence Review

Problem	Supporting Evidence
<b>Problem 1:</b> Challenging corridor characteristics and increasing corridor use is compromising safety (50%)	<ul style="list-style-type: none"> <li>Te Mata Peak Road has a history of crashes, including high severity crashes, the majority of which are the result of loss of control or head on collisions.</li> <li>Te Mata Peak Road has a high personal crash risk, indicating a high exposure to severe crashes for given the relatively low volume of traffic on the corridor.</li> <li>The combination of limited shoulders, kerbside utilities and high number of roadside hazards (including unprotected steep batters or drop-offs) means accidents that result in run-off or loss of control crashes have the potential to result in a serious outcome.</li> <li>The lack of separation between cyclists, road walkers and motorists combined with growing visitation demands (including buses and tour coach traffic) creates a growing safety risk for users.</li> <li>Analysis of crash history on Simla Avenue indicates only three crashes have occurred with no reported injuries. Growing traffic volumes may increase conflict between local access and through traffic, and it is recognised that there are opportunities to enhance the existing roadside environment to minimise future conflict risks.</li> <li>Analysis of traffic speed data on Simla Avenue indicates that the mean and 85th %tile speeds are within acceptable parameters, although some evidence also supports customer feedback that some drivers are travelling at excessive speeds on the corridor.</li> <li>Existing pedestrian provisions in urban sections lack coherence, continuity and connectivity, impacting on the quality, safety and usefulness of these facilities.</li> </ul>
<b>Problem 2:</b> Increasing corridor demands are leading to conflicts and reduced user experience for both residents and visitors (30%)	<ul style="list-style-type: none"> <li>Te Mata Park is a major tourist destination and recognised as the primary attraction for visitors to the wider Hastings area. Growth in the regional tourist industry is likely to result in continued growth visitation demands to the peak by a range of users (including buses).</li> <li>The route is too narrow in places to safely and efficiently support access for larger vehicles without the use of traffic management plans. On occasion, access to the summit has been closed due to buses stuck on the summit ascent.</li> <li>Although future growth is not expected to exceed capacity on Simla Avenue and Te Mata Peak Road (Lower), growing access demands may result in additional congestion and negative user experience for visitors accessing the peak summit.</li> <li>The ability of the Summit to support growing visitation demand is constrained by its existing trip end facilities (i.e. parking supply) and the ability of the challenging road corridor to safely and efficiently support access to the Summit.</li> <li>Visitors have expressed concern regarding personal safety when accessing the Summit which may detract from the amenity, enjoyment and user experience of the Park.</li> </ul>
<b>Problem 3:</b> Deteriorating road asset condition is resulting in a reduced Level of Service (20%)	<ul style="list-style-type: none"> <li>The road surface condition on sections of the corridor is deteriorating and requires mitigation to adhere to Customer Level of Service expectations.</li> <li>Proposed future AWPT works provide an opportunity to co-ordinate implementation of capital improvements identified within the CMP whilst minimising potential access/network disruption for residents and visitors.</li> </ul>

The evidence supports most of issues identified by the community through the engagement process (see Table 3-9). A detailed summary of the findings is provided within Appendix C.

Table 3-9: Evidence Assessment Against Stakeholder Issues

Theme	Issue	Status
Road Safety	Maintaining Safety for All Users	Confirmed Issue
	Narrow and Winding Road	Confirmed Issue
	Intersection Safety	Confirmed Concern
	Traffic Speeds	Confirmed Concern
Road Corridor Environment	Poor Road Surface Condition	Confirmed Issue
	Three-Waters Renewal	Confirmed Issue
	Storm-Water Runoff Issues	Confirmed Issue
	Roadside Vegetation	Confirmed Issue

Theme	Issue	Status
	Maintaining Amenity / Character	Not an Existing Issue but Consider within Options.
Traffic Operations	Increasing Traffic Volumes	Confirmed Issue
	Competing Road User Demands	Confirmed Issue
	Lack of Parking	Maybe
	Ability for Larger Vehicles to Negotiate the Road	Confirmed Issue
Active Mode Users	Pedestrian Connectivity	Confirmed Issue
	Lack of Cycling Provisions	Confirmed Issue
	Existing Footpath Widths / Condition	Confirmed Issue

### 3.4 Benefit Identification

As a response to the identified problems, three benefit statements were identified by the stakeholder representatives.

These were centred around the following benefit themes:

- Improved level of service for all modes,
- Improved customer experience; and
- Improved safety for all users.

The linkages between the identified problem statements and benefits from potential investment are presented in the ILM map in Figure 3-18. The benefits of resolving the problems were considered by stakeholders to be well linked to the identified problem statements and key issues identified during initial discussions.

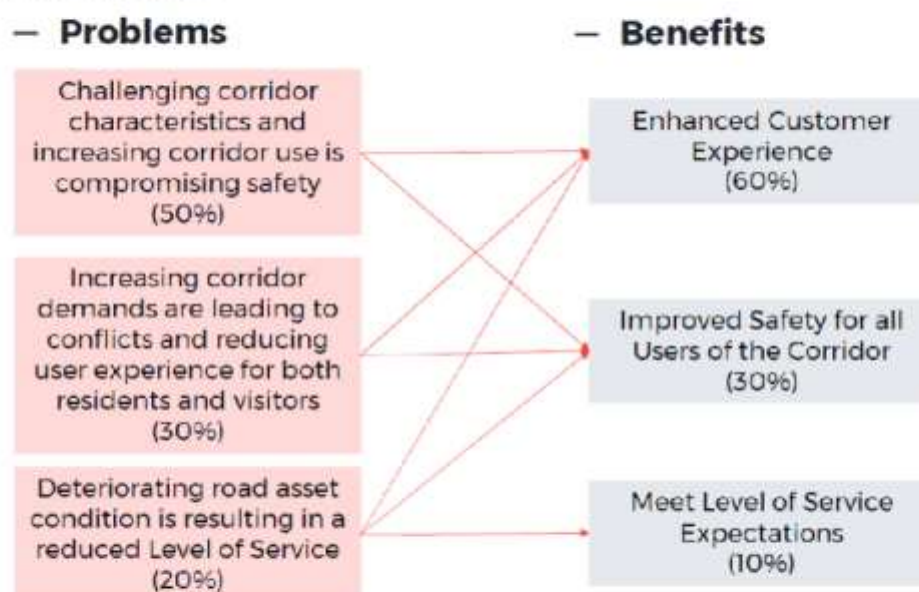


Figure 3-18: ILM Map – Problems and Benefits

## Part B – Corridor Strategy and Option Identification

This part of the report identifies proposed strategic improvements on the corridor in response to the problems identified in Part A. As noted within the report limitations, Part B of this CMP does not outline improvements or an implementation strategy for Section C – Te Mata Peak Road (Upper), which will be identified and assessed in further detail through a separate Business Case.

Each chapter outlines the site-specific problems and recommended solutions identified to resolve identified network deficiencies on Section A and B of the corridor. The improvements identified within the strategy range from policy-based recommendations that could be implemented in the short-term to long-term physical works that could be implemented on the corridor to support the safe and efficient operation of the corridor over the next 30 years.

Identified corridor improvements comprise suggestions provided by the community through the engagement process, as well as technical solutions identified by the project team. The strategy also provides a record of potential corridor improvements/enhancements that were considered by the project team but ultimately dismissed.

All identified improvements along the corridor are recorded within the implementation plan (Chapter 6). The implementation plan outlines the recommended timeframes for implementing identified improvements, considering a range of factors such as construction complexity, affordability and potential integration with other forthcoming works. The implementation plan provides a basis upon which Council can plan Forward Works Programmes on the corridor.



## 4 Section A - Simla Avenue

### 4.1 Corridor Components

Section A includes the full extent of Simla Avenue, from Te Mata Road to Te Mata Peak Road (see Figure 4-1).



Figure 4-1: Extent of Section A (Simla Avenue)

A brief description of the existing corridor environment on Section A is outlined within Table 4-1.

Table 4-1: Section A - Simla Avenue Corridor Components

Corridor Component	Description
Corridor Characteristics	<ul style="list-style-type: none"> <li>Legal Boundary: 20.1m wide</li> <li>Typical Carriageway Width: ~7.6m (two-lanes)</li> <li>Urban road with generally straight roads and gentle curves. Tighter turning radius at southern extent close to Te Mata Peak Road / Greenwood Road intersection.</li> <li>Elevation Gain: 0m to 28m (+28m) over 850m</li> <li>Gradient: Majority of segment has gentle sloping ~2% uphill in southbound direction. Max gradient 12% for 100m on approach to Te Mata Peak Road</li> </ul>
Traffic Environment	<ul style="list-style-type: none"> <li>Provides a dual access to adjacent land-uses (primarily residential) and through traffic function to both Greenwood Road and Te Mata Peak Road.</li> <li>Simla Avenue is signposted as the primary access road to Te Mata Peak.</li> <li>The corridor has slightly higher access demands during peak periods for users of Hereworth School and other surrounding educational facilities.</li> </ul>
Active Mode Provision	<ul style="list-style-type: none"> <li>Footpath provided on both sides north of Hereworth Grove, continuing on western side through urban areas (width &lt;12m).</li> <li>Route is not identified as part of the formal iWay network. No formal cycle facilities provided.</li> <li>No formal pedestrian crossing facilities provided.</li> </ul>
Land-Use and Access	<ul style="list-style-type: none"> <li>The corridor provides access to several local sensitive land-uses including Hereworth School and Hillcrest Rest Home<sup>16</sup>.</li> <li>Regular property accesses are located along both sides of the corridor.</li> <li>Indented parking provided on both sides of Simla Avenue north of Hereworth Grove.</li> <li>On-street parking permitted on both sides of corridor along majority of corridor length.</li> </ul>

<sup>16</sup> Note: As of May 2019, the Hillcrest Rest Home is for sale. It is unknown whether the site will continue to function as a rest home following the sale.

## 4.2 Section Specific Issues

The section's specific issues and future needs for this corridor have been identified through stakeholder input as well as analysis of supporting data or available information to confirm the extent of issues or concerns identified on Simla Avenue (see Table 4-2).

Table 4-2: Simla Avenue - Identified Issues

Theme	Identified Issues
Safety	Intersection Safety Excessive Traffic Speeds
Road Condition / Environment	Poor road surface condition Water / Wastewater / Stormwater Renewal Roadside Vegetation Maintain amenity / character of the corridor
Traffic Operations	Increasing traffic volumes in urban areas Limited on-street parking provisions
Active Mode Users	Pedestrian connectivity Lack of cycling provisions Existing footpath widths / conditions

The following matters have been identified as requiring consideration with respect to the future form and cross section of the corridor:

- Traffic volumes are expected to increase on Simla Avenue, but not to a level at which the form or function of the corridor is expected to change; however, increasing traffic volumes may exacerbate competing demands between local access (i.e. land-use access and active modes) and through traffic movements;
- The assessment of safety on the Simla Avenue portion of the corridor indicates a limited crash history and risk profile; however, several potential improvements were identified by the project team and community responses that could potentially further enhance safety on the corridor for all users;
- Recorded traffic speeds indicate that in general the corridor operates within acceptable, some drivers have been recorded driving at excessive speeds;
- Provisions for active modes are considered substandard for an urban residential collector road, with limited connectivity along and across Simla Avenue, and narrow widths on existing sections of footpath. There are also no provisions for cyclists on the corridor;
- The existing road surface condition on Simla Avenue is poor and is identified for renewal as part of AWPT programme. This provides opportunities to enhance the shape and condition of the road, as well as renew buried services (i.e. three-waters);

## 4.3 Identified Constraints

The following constraints have been identified and considered when identifying potential improvements, which will need to be considered within any future proposals / design resulting from the CMP. There are outlined within Table 4-3 below.

Table 4-3. Simla Avenue - Identified Constraints

Constraint	Implication
Established Trees	<ul style="list-style-type: none"> <li>Established trees are located within berms and widening of the road could have an impact on the existing environment / amenity of the corridor</li> <li>The impacts of proposals on the existing streetscape / amenity has been raised as a concern by public stakeholders</li> </ul>
Access to Properties	<ul style="list-style-type: none"> <li>Regular property access located along both sides of the corridor</li> <li>Safe and efficient access to adjacent land-uses needs to be considered and maintained through any alterations to existing vertical/horizontal alignment</li> </ul>
Berms	<ul style="list-style-type: none"> <li>Existing berm widths vary and in some places are undulating, in particular near the Hillcrest Rest Home</li> <li>In places the berm widths are minimised due to encroaching property into the designated road corridor</li> </ul>
Streetlighting	<ul style="list-style-type: none"> <li>Streetlighting is currently located on both sides of the corridor</li> <li>Any modification to the berms may require the relocation of streetlighting on the corridor</li> </ul>
Large Vehicle Access	<ul style="list-style-type: none"> <li>The route is not identified as part of the scheduled bus network but is used as the primary access route for private coaches visiting the peak</li> <li>Any improvements need to ensure coaches / buses can continue to access the road in a safe and efficient manner</li> </ul>

#### 4.4 Options Considered

A wide range of options or interventions for consideration were identified by the project team and community submissions in response to the issues identified on the corridor. These included a range of policy and planning recommendations, as well as corridor-wide and site-specific physical improvements. A full list of potential options / interventions identified are recorded within Appendix D.

Several options / ideas were identified by stakeholders and considered for implementation on the corridor but dismissed. A description and justification for dismissing options is provided within Table 4-4.

Table 4-4. Identified Options Dismissed

Option Considered	Description and Reason for Dismissal
Reduce Posted Speed Limit on Simla Avenue to 40km/hr	<p>Reducing the speed environment to below 50km/hr may potentially be considered by local authorities depending on roll out of network management guides.</p> <p>Until area wide implementation of lower speed limits are undertaken, reducing speed on corridor would be out of context to other urban residential areas within Havelock North.</p>
Provision of a Permanent Speed Camera on Simla Avenue	<p>Speed enforcement is a policing issue.</p> <p>Sites for static safe speed cameras across the network are typically prioritised where there is an identified crash risk and/or where research shows a history of crashes causing death and/or serious injury.</p> <p>There is little evidence relating to crash history that would justify the need for installing a permanent speed camera on Simla Avenue.</p>
Local Area Traffic Management (LATM) to Manage Speed	<p>LATM consists of traffic calming measures which are introduced into a road to encourage drivers to travel at an appropriate speed for their surroundings and discourage unnecessary through traffic.</p> <p>The implementation of LATM is not considered suitable at this location as:</p> <ul style="list-style-type: none"> <li>LATM measures are generally more applicable to local roads rather than collector roads.</li> <li>The road does not have a demonstrable crash history relating to excessive speeds</li> <li>85<sup>th</sup> Percentile speeds are below 50km/hr</li> <li>Alternative routes to Te Mata Peak are limited, therefore LATM is unlikely to reduce existing through demands on the road.</li> <li>Preferred approach is to create more "self-explaining streets" environment.</li> </ul>



Option Considered	Description and Reason for Dismissal
2-1 Road Layout	<p>Experimental road layout removing centreline and providing two advisory cycle lanes. Used in Europe and trialled in NZ but quickly removed. Possibly suitable to collector roads, although non-standard road layout unlikely to be acceptable unless undertaken as a trial.</p> 

## 4.5 Policy, Operations and Maintenance

### 4.5.1 Rehabilitation / Renewals

Pavement / rehabilitation / renewal work should be carried out in accordance with HDC's Asset Management Plan. These plans specify what works should be carried out based on the age and condition of the pavement.

It is understood that Area Wide Pavement Treatments (AWPT) on Simla Avenue are overdue and likely to be undertaken in the short-term, between Hereworth Grove and Te Mata Peak Road. This provides an opportunity to implement many of the recommendations outlined on Section A within the CMP.

The AWPT works also provide an opportunity to reduce the severity of the vertical crest curve located adjacent to the Hillcrest Rest Home (see Figure 4-2). This would improve forward visibility for vehicles travelling on Simla Avenue and enhance visibility for vehicles accessing the network from adjacent driveways. Alterations to the crest curve is constrained by the need to provide suitable tie-ins with adjacent driveways.



Figure 4-2: Crest Curve on Simla Avenue adjacent to Hillcrest Rest Home

It is recommended that Council co-ordinate works with utility providers to minimise community disruption. Improvements to storm-water management are expected to be included as part of the improvement works to resolve ponding issues.

#### 4.5.2 Vehicle Access

The existing land-use on the corridor is primarily residential, with vehicle accesses (driveways) provided at regular intervals along both sides of the corridor. Many of the existing vehicle crossings were developed prior to current engineering standards, and as such many do not achieve desired best practice, in terms of visibility or spacings.

Although crash history does not indicate that existing sub-standard vehicle crossing arrangements have resulted in poor safety outcomes, it is recommended that any future vehicle access onto the corridor be positioned in locations that:

- Achieves minimum sight lines for both vehicle and pedestrian movements on Simla Avenue, and
- Provide suitable separation distances from adjacent intersections.

This should be actioned through the resource consent planning process.

#### 4.5.3 Speed Management

Analysis of speed data on Simla Avenue suggests the existing road environment does not warrant additional measures to manage speeds. However, there are options that could be considered to support a self-explaining street environment and reduce the attractiveness of driving at excessive speeds. These include:

- Continued application of mobile speed indicator devices, and
- Adjustments to existing traffic lane widths.

These are discussed further below.

##### Speed Indicator Device

A speed indicator device (SID) measures a vehicles speed and displays the recorded speed to the approaching motorist. Council currently install a mobile speed indicator device on the local road network (including Simla Avenue) on a rotational basis.

Speed indicator devices are a cost-effective counter measure to help reinforce the speed limit on the corridor, and feedback from the community during the engagement process noted that residents feel there is a notable difference in local traffic behaviour when operational. On this basis, it is recommended that Council continues the use of its mobile speed indicator devices on the road corridor.

##### Road Widths

The existing carriageway width on Simla Avenue is formed of two traffic lanes with a total cross section ranging between 7.2 to 7.5m (with lane widths of between 3.6 to 3.8m). Drivers tend to travel faster on wider roads, whilst narrower pavements tend to slow traffic. Even narrowing the perceived lane with using painted markings can achieve moderately slower speeds.

Reducing the width of existing traffic lanes on Simla Avenue would provide visual cues to drivers that they are driving through an urban residential environment and reduce the attractiveness of driving at excessive speed. Narrowing wider roads to discourage high vehicle speeds can be done by physically narrowing the street or redrawing the street markings to make the street appear narrower. Reducing the width of existing traffic lanes on Simla Avenue would also have several potential benefits including:

- **Maintaining Through Movement** - Narrowing traffic lanes can lead to a reduced speed environment with significantly less disruption to local traffic than some other forms of LATM devices that are more severe in their design (i.e. speed bumps).
- **Pedestrian Benefits** - Reducing the width of traffic lanes reduces the crossing distance required for pedestrians to clear the road, reducing pedestrian exposure and improving pedestrian



connectivity. In co-ordination with the implementation of wider footpaths, lane narrowing can also improve visibility of pedestrians on the roadside;

- **Cycling Benefits** – Reducing the width of general traffic lanes would reduce the attractiveness of overtaking cyclists, as drivers would need to sweep further into oncoming traffic lanes. This would be particularly beneficial on sections of the corridor where no formal cycling facilities (i.e. cycle lanes) are provided; and
- **Spatial Allocation** – Space currently provided in the form of wider traffic lanes could be reallocated to reduce the need for additional road widening to enable other proposed improvements within the CMP, such as footpath widening or providing improvements for cyclists.

The HDC *“Engineering Code of Practice”* indicates a minimum width of 3.0m should be provided on urban collector roads. The corridor supports a relatively high volume of traffic for a secondary collector road (~3,000 vpd) as well as supporting tour bus / coach traffic to Te Mata Peak, as such it is recommended that a minimum of 3.2m wide traffic lanes are provided. Additional lane widths may be required on corners / bends to suitably accommodate swept paths of larger vehicles using the corridor.

#### 4.5.4 Parking

On-street parking is permitted along most of the corridor, except for locations where on-street parking would be likely to obstruct driver visibility and safety, such as approaches to corners, crest curves (i.e. adjacent to Hillcrest Rest Home) and intersections. Parking bays are provided on both sides of the street between Te Mata Road and Hereworth Grove, as well as isolated sections along the remainder of the corridor.

The existing road width means the route is effectively reduced to a single lane when vehicles park on the street. Whilst on-street parking can provide some benefit in terms of traffic calming, this can impact on the safe and efficient movement of vehicles during periods of high visitation demand such as weekend sports activities at Hereworth School and Havelock North High School, and to a lesser extent during school operating hours.

If the carriageway is reduced to below 6.5m wide, it is recommended that Council considers implementing parking restrictions on the western side of Simla Avenue and investigates options for providing additional on-street parking bays within the berm on the eastern side of Simla Avenue. This would enable on-street parking to maintain a sufficient parking supply to service resident and visitor demands, whilst maintaining efficient and safe thoroughfare for general traffic. This would also enable proposed cycling improvements to be implemented.

#### 4.5.5 School Travel Plans

In addition to the above parking recommendations, it is recommended that Council considers approaching local schools within the vicinity of Simla Avenue with the view to proactively and collaboratively develop School Travel Plans. School Travel Plans form an action plan for road safety and active transport that is delivered in partnership with the school, Council, community organisations (i.e. NZ Police), NZTA and other organisations.

The School Travel Plans would seek to raise awareness and encourage the use of alternative travel modes, manage or reduce congestion outside the school gate (including parking management) and support student safety. This could include options for traffic management within the vicinity of the school gate, as well as identify and prioritise infrastructure improvements that could be implemented on other key local roads (such as Te Mata Road) to support safe access to local schools.

#### Recommendations

- Undertake maintenance of the existing road as per the proposed AWPT programme.
- Ensure any future vehicle accesses are located in appropriate locations.



- Continue the use of mobile speed indicator devices to moderate driver behaviour on Simla Avenue
- Reduce the width of existing traffic lanes to better reflect the existing urban environment.
- Consider options to better provide for and manage on-street parking provisions, in co-ordination with wider recommended improvements.
- Engage with local schools to develop travel plans and manage the impacts of on-street parking operations.

#### 4.6 Pedestrian Improvements

There is a variable level of pedestrian activity across the Simla Avenue corridor with the main activity concentrated on the northern end, adjacent to high pedestrian trip generating activities such as Hereworth School and Havelock North High School. Existing pedestrian facilities on the corridor provide access for a variety of users including young families, groups of recreational walkers (all ages), parents with push chairs, people making short journeys from parked cars and people using walking as their preferred choice of transport.

Although pedestrian facilities are provided, several deficiencies have been identified that impact on the quality, safety and usefulness of the facility. These are summarised within Table 4-5. Providing safe and functional pedestrian facilities while minimising travel time for pedestrians through good connectivity maximises the usefulness and ease for pedestrians to move freely through urban areas.

Table 4-5. Identified Pedestrian Deficiencies on Section A

Location	Problems Identified
	<b>Emerald Hill to Te Mata Road</b> <ul style="list-style-type: none"> <li>• Footpaths provided on both sides of the road, although they are below desired minimum width (currently 12m)</li> <li>• There are no pedestrian crossing facilities to support access to Hereworth School</li> </ul>
	<b>Limited Pedestrian Accessibility</b> <ul style="list-style-type: none"> <li>• Pedestrian facilities on the eastern side terminate at Hereworth Grove</li> <li>• Reduces connectivity and permeability for residents on eastern side of the road, including less abled pedestrians (i.e. Hillcrest Rest Home residents<sup>17</sup>)</li> </ul>
	<b>Existing Footpath Condition</b> <ul style="list-style-type: none"> <li>• Footpath condition on Simla Avenue varies, and the existing walking surface is notably in poor condition between 48 and 54 Simla Avenue.</li> </ul>
	<b>Footpath Widths</b> <ul style="list-style-type: none"> <li>• The effective width of footpaths varies, and is particularly narrow on the approach to Greenwood Road</li> <li>• Poor maintenance of roadside vegetation restricts the width of footpaths</li> </ul>
	<b>Te Mata Peak Road / Greenwood Road Intersection</b> <ul style="list-style-type: none"> <li>• No pedestrian crossing facilities to support access between footpath on Simla Avenue and Te Mata Peak Road</li> </ul>

<sup>17</sup> Note: As of May 2019, the Hillcrest Rest Home is for sale. It is unknown whether the site will continue to function as a rest home following the sale.

Improvements that would resolve the identified deficiencies are discussed further below.

#### 4.6.1 Existing Pedestrian Facilities

##### Footpath Width and Condition

Pedestrian footpaths on the western side of Simla Avenue are generally continuous and consistent in terms of its provisions, except for a short section between properties 48-54 Simla Avenue (see Figure 4-3). On-site observations noted that this area is also used for on-street parking by residents, which limits the effective thoroughfare for pedestrians at this location. It is recommended that Council considers extending footpath provisions between 48 and 54 Simla Avenue and restricts on-street parking to maintain connectivity and levels of service on the existing footpath.

The existing footpath widths range between 1.1m to 1.4m. Section 14 of the Pedestrian Planning and Design Guide (NZTA) recommends the minimum footpath width for collector roads is 1.8m, although an absolute minimum width of 1.5m is also recommended<sup>18</sup>. Both the HDC Subdivision and Infrastructure Development Best Practice Design Guidance<sup>19</sup> and Engineering Code of Practice<sup>20</sup> recommends collector roads have a minimum footpath width of 1.5m.



Figure 4-3: Existing Footpath Gap - 48 Simla Avenue

Given the existing levels of pedestrian activity on the corridor, it is suggested that a minimum width of 1.5m be considered. Widening existing footpaths to 1.5m could be undertaken as part of future footpath maintenance and renewal work, although particularly narrow sections of footpath with limited separation from general traffic (i.e. sections with no berm) could be undertaken as a priority within the forthcoming AWPT improvements on the corridor.

<sup>18</sup> A minimum width of 1.5m provides sufficient space for a wheelchair and pram to pass without the need to step onto the road.

<sup>19</sup> <https://www.hastingsdc.govt.nz/assets/Document-Library/Policies/Engineering-Code-of-Conduct/subdivision-Infrastructure-design-guide.pdf>

<sup>20</sup> <https://www.hastingsdc.govt.nz/assets/Document-Library/Policies/Engineering-Code-of-Conduct/engineering-code-of-practice.pdf>





### Pedestrian Crossings

The existing footpath crosses several priority-controlled side streets, including Hereworth Grove, Emerald Hill and Franklin Terrace. Pram crossings are provided on all intersections to facilitate pedestrian movements.

Most existing pram crossings are located at the widest crossing distance (intersection mouths) which increases crossing distances and associated clearance times, and results in an increased risk of pedestrian related accidents. The approach slopes of the pram crossings in some cases do not align and there are no tactile ground surface indicators (TGSIs) to provide directional information for visually impaired users to navigate the crossing. This may lead to poor pedestrian orientation and confusion for these users.

The existing crossing widths provide limited space for island refuges to support crossing movements, although there are opportunities to enhance existing conditions. The optimum solution is to provide kerb adjustments or realignment of pram crossings to reduce crossing times, where the potential contact time between pedestrians and vehicles is minimised, pedestrian desire lines are followed, and pedestrian crossing widths are minimised.

Pram crossings should generally be placed to provide the minimum crossing distance, but also in a location where visibility is not restricted by buildings, walls, hedges or other obstructions, to allow pedestrians to assess gaps in traffic and not diminish a driver's ability to stop safely if required.

When considering potential intersection improvements (as noted within Chapter 4.8), Council should consider opportunities to enhance existing cross facilities to minimise pedestrian crossing distances. These might include:

- Tightening curve radii to support reduced speed environment and crossing distances;
- Providing tactile paving to support accessibility and safety for visually impaired users;
- Locating pram crossings at right angles to the direction of the road;
- Ensuring the roadway is as narrow as possible at the crossing point; and
- Restricting parking for at least 15 m either side of the crossing point.

There are currently no formal midblock pedestrian crossings on Simla Avenue. A PW-29 pedestrian symbol has been erected on the corridor adjacent to Hillcrest Rest Home to inform drivers of the presence of pedestrians. Consideration could be given to enhancing the existing sign with an "aged" supplementary sign to reinforce presence of vulnerable pedestrians from the Hillcrest Rest Home.

It should be noted that as of May 2019, the Hillcrest Rest Home is for sale. It is unknown whether the site will continue to function as a rest home following the sale. The suitability of this recommendation needs to be considered further once the future of the site is established.





Figure 4-4. PW-29 Pedestrian Crossing Sign with Aged Supplementary Sign

#### Recommendations

- Consider widening existing footpaths to a minimum width of 1.5m to achieve expected Level of Service for pedestrians on collector routes.
- Install new footpath provisions and restrict parking on the western side of Simla Avenue between #48 and #52 to ensure pedestrian thoroughfares are maintained.
- Consider enhancements to existing pram crossings to improve pedestrian safety and accessibility.
- Consider installing "aged" supplementary signage on existing pedestrian warning signs.

#### 4.6.2 Provision of Pedestrian Footpaths on Eastern Side

Existing footpath provisions are generally restricted to the western side of Simla Avenue, except for a short section of footpath provided on the eastern side between Te Mata Road and Hereworth Grove. In nearly all cases, pedestrian desire lines follow the shortest possible route unless physically or unsafe to do so. Observations from site visits noted desire lines for pedestrian movements on the grass berm immediately south of where the existing footpath terminates (see Table 4-2).

Limiting footpaths to a single side of the road means residents on the eastern side of Simla Avenue, or those accessing Simla Avenue from Te Mata Peak Road are required to cross the road to access the existing footpath facilities. This does not align with best practise objectives for providing legible, connected, accessible and universal pedestrian provisions in urban areas.

The NZTA's Pedestrian Planning and Design Guide (NZTA, 2009) provides direction on the level of service and provision requirements expected within the road network, based on road classification and surrounding land-use. The guide indicates that at as a minimum level of service, footpaths should be provided on both sides of the road on urban residential collector roads (see Table 4-6). This is reinforced within the recommended provisions for collector streets outlined within HDC's "Engineering Code of Practice" (see Table 4-7).



Figure 4-5: Existing Desire Line on Simla Avenue

Table 4-6: Excerpt on Footpath Provisions from Pedestrian Planning and Design Guide

Land use	Footpath provision			
	New roads		Existing roads	
	Preferred	Minimum	Preferred	Minimum
Commercial and industrial	Both sides		Both sides	
Residential (on arterials)				
Residential (on collector roads)				
Residential (on local streets)			Both sides	One side
Three to 10 dwellings per hectare	Both sides	One side	One side	Shoulders on both sides
Fewer than three dwellings per hectare (rural)	One side	Shoulders on both sides		

Table 4-7: Excerpt on Collector Provisions on Residential Streets (Engineering Code of Practice)

Typical Classification		Design Environment				Link Context			
Hierarchy	Traffic Volume (Max. apd)	Locality Served	Target operating speed	Minimum Road Reserve Width (m)	Max Grade	Pedestrians (See Note A)	Pausing, Parking, Loading & Shoulder	Cyclists (See Note A)	Minimum movement lane (excluding shoulder) (See Note E)
Lane	100vpd	1-30 du (Public) or 1-6 du (Private)	10	6.5	20%	Shared (in movement lane)	Allow for pausing every 50m.	Shared (in movement lane)	2.75
Lane	200vpd	Side or rear service access, up to 100m in length, 1-20 lots	10	6	12.5%	Shared (in movement lane)	shared parking in the movement lane	Shared (in movement lane)	2 x 2.75
Lane	200vpd	1-20 du	20	12	16%	1.5m one side where more than 100m in length	shared parking in the movement lane	Shared (in movement lane)	2 x 2.75
Local	2000vpd	1-200 du	40	35	12.5%	1.5m one side or 1.5m each side where more than 200m or more than 200m in length	shared parking in the movement lane up to 300 du. Separate parking required over 300 du.	Shared (in movement lane)	2 x 2.75
Collector / Arterial	8000vpd	All other integrated activities in this land use not specified in this table	40	30	10%	1.5m each side	Parking, Public Transport, Loading	1.5m Network in accordance with cycle network strategy	2 x 3.0



In addition to achieving minimum levels of service for pedestrians on collector roads outlined within these guidelines, the provision of a pedestrian footpath on the eastern side of Simla Avenue has several benefits compared with the existing situation, as follows:

- It provides for existing pedestrian desire-lines on the eastern side of Simla Avenue;
- It would provide direct access to residential properties (including vulnerable road users within care home facilities) on the eastern side of Simla Avenue;
- It would reduce the need for pedestrians to cross Simla Avenue to access the existing pedestrian footpath on the eastern side, minimising potential conflict with general traffic movements; and
- Pedestrians travelling on the existing footpath are required to cross several priority-controlled intersections, therefore it would also reduce the exposure for pedestrian conflicts with manoeuvring vehicles at these intersections

The existing berm is relatively wide along most of the section, providing sufficient width for accommodating a footpath that adheres to Council's minimum requirements (1.5m width) along its full extent; however, there are several potential design challenges in providing a new footpath that will need to be considered within the design phase, including:

- The undulating berm adjacent to Hillcrest Rest Home provides a design challenge that is likely to require retaining walls to maintain appropriate footpath gradients and crossfalls;
- There may be the need to remove localised trees on sections of the corridor, including those located adjacent to the Rest Home;
- Ensuring suitable tie-in with existing driveways along the full length of the corridor to minimise potential trip hazards, maximise pedestrian visibility and maintain priority for pedestrians; and
- There would be the need to relocate streetlighting to the back of the footpath to maintain effective and clear pedestrian thoroughfares

In providing a new footpath, the longitudinal gradient of a footpath should be the same as the adjacent road. Given the existing topography, there may be locations where footpaths exceed desired maximums of 1 in 20 (5%), although this could be minimised by reprofiling the existing berm space.

Where possible, crossfalls should be 2% to minimise discomfort to users. This enables pedestrians, and especially those with mobility impairments, to move along the footpath without experiencing sideways forces into the carriageway, while still providing for adequate drainage. Where there is insufficient space, the impact of the change in crossfall should be minimised as far as possible.

#### Recommendation

- Install a new footpath (minimum 1.5m width) on the eastern berm of Simla Avenue between Hereworth Grove and Te Mata Peak Road

## 4.7 Cyclist Improvements

Although the corridor does not form part of the Strategic iWay network, evidence outlined within Chapter 3.3 indicates Simla Avenue / Te Mata Peak Road and Tauroa Road are popular recreational route for cyclists (see Figure 4-6).

Surveys and onsite observations note most existing cyclists travelling along the corridor are sports cyclists using the challenging terrain for training purposes or mountain bikers using Simla Avenue to access facilities within the Park. Given the proximity to schools and residential areas, there is also the scope for increasing participation of other cycling user types such as secondary school children and commuter cyclists.



When considering options for implementing cycling facilities, consideration should be given to the following:

- Existing roadside environment - including road function, layout and provisions;
- Cyclist volumes and user types; and
- Traffic volumes, crash history, composition and speeds



Figure 4-6: Platoon of Sports Cyclists Travelling on Simla Avenue

#### 4.7.1 User Needs

Specific user needs and expectations vary across cyclist user types, therefore it is important to gain an understanding of the characteristic needs of existing and potential user groups when identifying appropriate facilities (see Table 4-8). Sports cyclists are generally confident road users who primarily travel on-road, whilst commuter and recreational cyclists typically have a wide range of experience, age and skills to handle different traffic environments and conditions.

Table 4-8: Categories of cyclists and their characteristics (Adapted Austroads AP-G88-11 Page 9)

Category	Rider Characteristics	Riding Environment
Sporting	Often in groups, two abreast occupying left lane, needs similar to commuters	<ul style="list-style-type: none"> <li>• Travel long distances in training on arterials</li> <li>• May include challenging terrain in outer urban or rural areas</li> <li>• Generally do not use off-road routes because of high speed and conflict with other users</li> </ul>
Recreational	Experience, age, skills vary greatly	<ul style="list-style-type: none"> <li>• Desire off-road paths and quiet local streets,</li> <li>• Avoid heavily trafficked routes</li> <li>• More experienced will prefer to use road system for long journeys</li> </ul>
Secondary School Children	Skill varies, developing confidence	<ul style="list-style-type: none"> <li>• Generally use on-road facilities or off-road paths where available.</li> </ul>
Commuter	Vary in age, skill and fitness, some highly skilled and able to handle a variety of traffic conditions	<ul style="list-style-type: none"> <li>• Some prefer paths or low volume roads</li> <li>• Willing to take longer to get to destination</li> <li>• Others want quick trips regardless of traffic conditions primary require space to ride and smooth riding surface and speed maintenance</li> </ul>

#### 4.7.2 Options Identified

The NZ Supplement to AUSTROADS Part 14 and the LTSA Cycle Network Route Planning Guide identifies appropriate cycle treatments for routes based on traffic speeds and volumes. Based on the existing ADT and posted speed limits, the treatment typology diagram supports on-road cycle lanes on Simla Avenue.

Ideally the facilities selected will conform to these preferences, however, consideration also needs to be given to the physical environment, as some facilities are more easily adopted to different sections of the corridor. Key considerations include:

- **Carriageway Widths:** The existing carriageway width narrows north of Hillcrest Rest Home and the ability to implement facilities within existing corridor width is constrained without additional carriageway widening.
- **Gradient:** Gradients have a significant impact on route attractiveness and cyclist speeds. Cyclists travelling uphill have high speed differentials to vehicles and are more likely to wobble/wander making conflict with such traffic more likely. Conversely, cyclists travelling downhill have a lower speed differential with vehicles, therefore separation from general traffic is not considered as important.

Three potential cycling treatments were identified for consideration on Simla Avenue, including sharrows, shared paths and on-road cycle lanes. The benefits and constraints of these treatments are outlined within Table 4-9.

Table 4-9: Benefits and Constraints of Cycle Facilities Considered

Option Considered	Benefits	Constraints
Sharrows	Sharrows inform presence of cyclists on the network. Support cyclists in positioning within the road. Least impact on existing roadside environment and could be implemented without kerb line adjustments. Low cost solution for down-hill cycling.	Additional maintenance. Provides no separation for cyclists. Limited benefit to less confident cyclists. Not beneficial for cyclists travelling on uphill gradients. Best used in combination with uphill elements.
Shared Path	Provides a dedicated shared path for pedestrians and cyclists away from general traffic. More attractive to less confident cyclists (i.e. young family, school children or leisure cyclists). Could potentially be located on either side of the road, although preference would be on the existing wide berm. Could be implemented without kerb line adjustments.	Traffic speed / volumes generally support mixed use environment. Limited availability to extent further beyond Simla Avenue. Provision of a high-quality facility might have limited use if not continuous along corridor length. Would need to be reduced to below desirable width on constrained sections of the corridor without widening. Frequency of driveways may create potential crash hazards / lower level of service. Unlikely to be used by more experienced cyclists travelling for leisure/roading cycling purposes. Potential conflict with pedestrians, sensitive road users, such as those living in the Rest Home. Shared path would need to be located on kerbside to provide suitable visibility splays at driveways – require the removal/relocation of trees.
Cycle Lanes	Provide separated cycle lanes for cyclists travelling uphill. Reduce potential for road collision with cyclists travelling uphill where speed differentials are greatest. Improve attractiveness of cycling on corridor for both confident and less confident cyclists. Recommended solution based on ADT and speeds.	Significant width constraints on southern end of the corridor. Narrow carriageway width would require widening to facilitate cycle lanes. Requires restrictions on on-street parking along majority of corridor. Potential to require the removal of street trees or require additional work within the drip-line. Requires adjustments to property frontages in isolated locations. A cycle lane in the downhill direction can make conditions worse for cyclists.

Shared paths provide separation from general traffic, however, they will be of limited benefit or attractiveness to a large percentage of existing road cyclists. They also pose additional safety risks

given the frequency of driveway accesses, the presence of other shared path users (i.e. pedestrians) and higher speeds generated by cyclists travelling downhill. The desired minimum shared path width of 2.5m would also be compromised on narrow sections of Simla Avenue.

Sharrows are considered a cost effective and easy treatment to implement, particularly on sections of the corridor where there are significant spatial constraints and speed differentials between cyclists and vehicles are minimal. However, they do not provide separation for cyclists from general traffic, therefore they provide limited benefit travelling uphill where speed differentials are highest.

Cycle lanes are considered the preferred treatment as they provide a dedicated separated facility from general traffic, which is considered the most important consideration for the wide variety of user types. They would be particularly beneficial in the uphill direction where the speed differential between cyclists and motorists tends to be larger.

Providing cycle lanes in a downhill direction are not considered essential, as the speed differential with motor traffic is minimal. Implementing sharrow markings on downhill sections would be considered preferential as it would raise awareness of the presence of cyclists and assist them in achieving a more prominent position further from the nearside kerb. As such, the preference on steep gradients would be to provide southbound cycle lanes combined with sharrow markings.

Typical cross sections showing how each potential facility could be implemented on Simla Avenue is shown within Figure 4-7 to Figure 4-9. The two aspects indicate how facilities could be implemented on wider and narrower sections of the corridor. **Note:** the red dashed line indicates the extent of widening that would be required to implement on-road cycle lanes within the existing road corridor width.

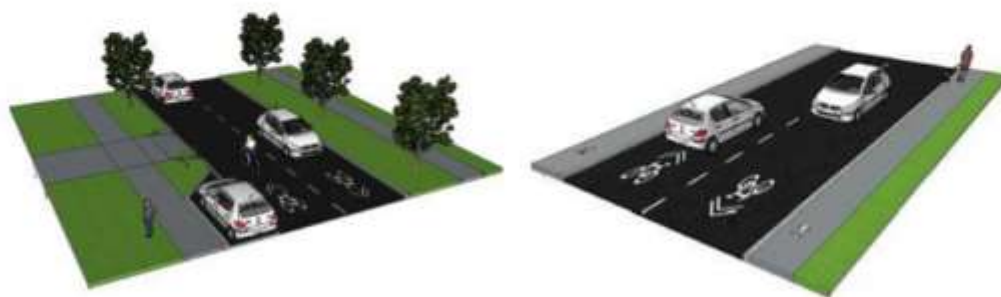


Figure 4-7: Sharrow Markings (Both Directions)

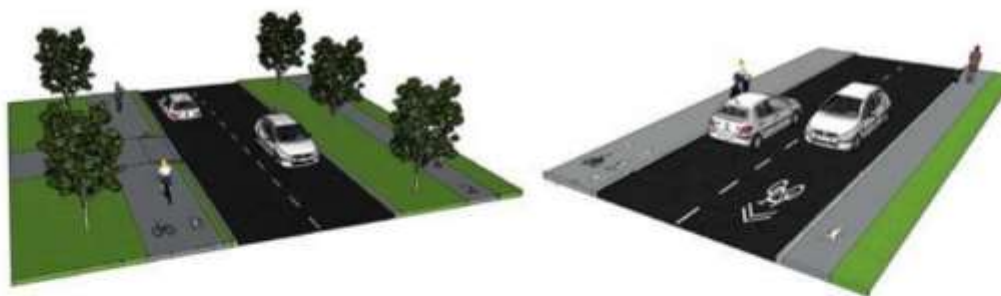


Figure 4-8: Shared Path on Eastern Side



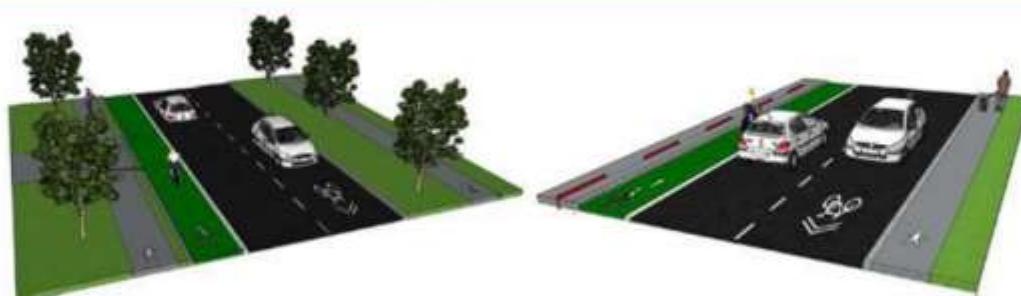


Figure 4-9: Uphill Cycle Lane with Downhill Sharrows

#### 4.7.3 Recommended Treatments

The recommended strategy for improving conditions for cyclists on the corridor would be the implementation of a combination of treatments, including:

- Provisions of uphill cycle lanes and downhill sharrows on sections of the corridor where gradients are particularly prominent (i.e. between Emerald Hill and the Hillcrest Rest Home) (see Figure 4-10); and
- Provision of sharrow markings on flat sections of the corridor where speed differentials between cyclists and vehicles are minimal, or where road widening is unable to be achieved without adversely impacting on existing property access (see Figure 4-11)

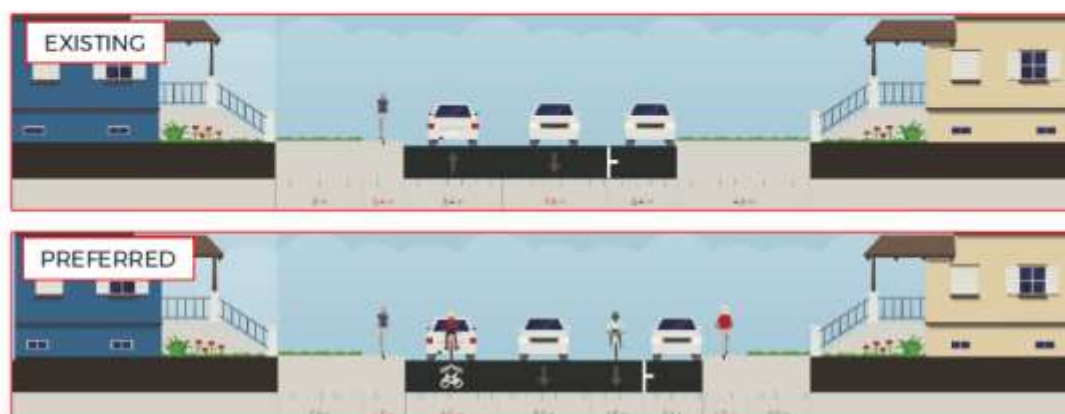


Figure 4-10: Preferred Treatment Combination - 30 Simla Avenue (Facing North)

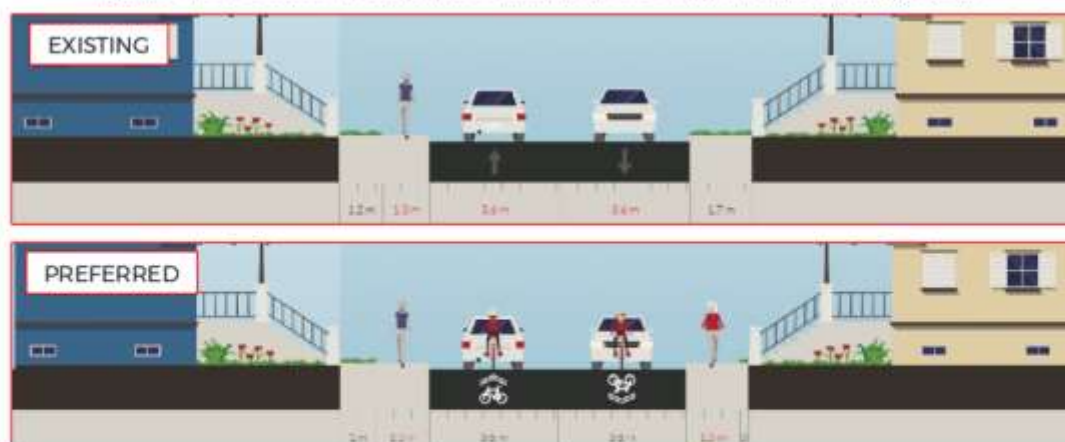


Figure 4-11. Preferred Treatment Combination - 81 Simla Avenue (Facing North)

Installing southbound (uphill) cycle lanes would require modifications to the existing kerb lines to provide the desired minimum width of 1.8m<sup>21</sup>. The extent of road widening required to facilitate cycle lanes could be minimised by reducing the width of existing traffic lanes and reallocating space to cyclists (as recommended within Chapter 4.5.3). This would reduce the required carriageway width to approximately 11m. This could be facilitated within the existing berm along most of the corridor, however, there are spatial constraints north of the Hillcrest Rest Home which would require modifications to existing fence lines and vehicle driveways which would adversely impact on resident's access.

By developing a hybrid combination of cycle lanes (uphill) and sharrow markings, the preferred treatment would provide the following benefits:

- The option would reduce potential conflicts and minimise driver frustration through the separation for cyclists from general traffic on sections of the road corridor where speed differentials between users are greatest;
- The option would reduce the need for removal of established trees on the corridor. By commencing the proposed uphill cycle lane south of Emerald Hill, the option would not impact on existing street trees located between Hereworth Grove and Emerald Hill which were identified by the community as having a strong aesthetic and amenity value; and
- The option would improve conditions for cyclists south of Hillcrest Rest Home without adversely impacting on property fence lines and vehicle driveways which would adversely impact on resident's access.

The proposed cycle lane could be implemented in co-ordination with the proposed footpath on the eastern side of Simla Avenue (see Chapter 4.6.2) within the existing road designation; however, the option would require adjustments to property frontages between RP 0.460 – RP 0.520 which currently encroaches on the road designation.

#### 4.7.4 Wider Improvements

In addition to providing cycling infrastructure on the corridor, the following improvements should also be considered to improve the safety and awareness of cyclists:

- Consider implementing signage to raise awareness of the presence of cyclists on the route. An example of "Share the Road" signs used by Gisborne District Council is shown in



Figure 4-12: Example of "Share the Road" Signage used in Gisborne

- As part of future maintenance improvements, ensure that all grates and cess pits are adjusted in level to ensure there is no lip or fall to grade that would impact on ride quality or safety. Also install cycle-friendly stormwater grates to prevent cyclist's wheels from being trapped (see Figure 4-13)

<sup>21</sup> Whilst 1.5m is considered the "absolute" minimum width, increasing the width to the desired 1.8m width provides additional buffer/shy space from cars parked within adjacent parking bays.



Figure 4-13: Example of Cycle Friendly Stormwater Grates

#### Recommendations

- Consider implementing cycling enhancements on Simla Avenue as part of upcoming AWPT works.
- Consider wider improvements to increase awareness of cyclist presence, including a route signage strategy

### 4.8 Intersection Improvements

Site visits and feedback from the public during engagement sessions have identified concerns relating to the safe and efficient operation of local road intersections on Simla Avenue. Whilst future traffic volumes on Simla Avenue are not expected to require alterations to intersection form to support access from a capacity perspective, potential enhancements/improvements have been identified at each of the following sites:

- Hereworth Grove / Simla Avenue;
- Emerald Hill / Simla Avenue;
- Franklin Terrace / Simla Avenue; and
- Te Mata Peak Road / Te Mata Peak Road.

Further detail on identified issues are outlined within Table 4-10, and potential improvements that could be considered at these intersections is discussed further below.



Table 4-10: Identified Problems at Intersections on Simla Avenue

Location	Problems Identified
	<b>Hereworth Grove Intersection</b> <ul style="list-style-type: none"> <li>High access demands to school during peak periods</li> <li>Limited pedestrian accessibility at the intersection</li> </ul>
	<b>Emerald Hill Intersection</b> <ul style="list-style-type: none"> <li>Road alignment on Simla Avenue south of intersection reduces visibility and provides sub-standard sight lines</li> <li>Southbound sight lines are further restricted by the existing property frontage on 20 Simla Avenue.</li> </ul>
	<b>Franklin Terrace Intersection</b> <ul style="list-style-type: none"> <li>There are no restrictions for on-street parking within proximity of the intersection</li> <li>Vegetation growth on the northern side of the Franklin Terrace approach restricts northbound visibility</li> <li>Sub-optimal approach angle provides difficulty for southbound visibility</li> <li>One recorded loss of control crash has been recorded at this intersection</li> </ul>
	<b>Te Mata Peak Road / Greenwood Road Intersection</b> <ul style="list-style-type: none"> <li>Narrow lanes on Greenwood Road</li> <li>Tight geometry means coaches / buses encroach over centrelines</li> <li>Visibility at the intersection restricted by vegetation growth (westbound) and Simla Avenue curve (eastbound)</li> </ul>

#### 4.8.1 Hereworth Grove Intersection

The intersection is formed of a three-arm priority-controlled intersection, with Hereworth Grove forming the minor approach. The intersection forms the primary access from Simla Avenue into the Hereworth Grove school, as such the intersection has higher user demands during school pick-up/drop-off times.

Whilst the intersection does not have a capacity issue or crash history record, it is recommended that consideration be given to the potential implementation of a mini-roundabout at this location. Changing the form of the intersection to a mini-roundabout has potential advantages, including:

- Support right-turning access into Hereworth Grove from Simla Avenue, particularly during pick-up/drop-off periods.
- Provide pedestrian crossing facilities (i.e. splitter islands) across the Hereworth Grove intersection to support access both along and across Simla Avenue, and
- Support wider enhancements for speed reduction through a reduction in traffic speeds adjacent to high sensitive land-uses.

The facility could largely be accommodated within the existing roading footpath with minor modifications to the existing carriageway, inducing the removal of some localised on-street parking and minor modifications to existing residential accesses.

The need for modifying the intersection to support school activities should be considered as part of the engagement process with the School through the development of a School Travel Plan.

#### 4.8.2 Emerald Hill Intersection

The intersection is formed of a three-armed priority-controlled intersection, with the Emerald Hill approach forming the minor approach arm. The intersection is located approximately 40m north of a curve on Simla Avenue, which reduces visibility and provides sub-standard sight lines to / from vehicles on Emerald Hill. Sight lines are further restricted by the existing property frontage on 20 Simla Avenue (see Figure 4-14)



Figure 4-14: View Northbound from Emerald Hill Intersection.

A mirror is provided at the intersection to support northbound visibility. A "concealed access" sign is also provided on Simla Avenue on the southern approach. There are limited opportunities to significantly enhance the existing visibility at the intersection without significant expenditure (i.e. purchase / demolition of adjacent properties), however, it is recommended that Council considers the following:

- Providing limit-lines on the Emerald Hill intersections approach;
- Altering the existing controls to a stop-controlled intersection; and
- Removal of the street tree located within the sight lines to maximise northbound visibility<sup>22</sup>

#### 4.8.3 Franklin Terrace Intersection

The intersection is formed of a three-armed priority-controlled intersection, with the Franklin Terrace approach forming the minor approach arm. The intersection is located approximately 170m north of a crest curve on Simla Avenue.

The skewed intersection approach reduces visibility to the north which is also restricted by vegetation overgrowth. This also conceals pedestrian movements towards the intersections as well as the vehicle driveway to 34 Simla Avenue, which is located less than 10m south of the intersection.

Whilst the minimum site distance requirements southbound are achieved<sup>23</sup>, the skewed intersection approach can make it harder for drivers to look over his/her shoulder to check for

<sup>22</sup> Subsequent to the development of the CMP, this action has already been completed.

<sup>23</sup> The minimum requirement is 113m for a posted speed limit of 50km/hr, based on NZTA Planning Policy Manual Appendix 5B - <https://www.nzta.govt.nz/assets/resources/planning-policy-manual/docs/planning-policy-manual-appendix-5B.pdf>



approaching vehicles. Vehicles making a right turn onto Simla Avenue may also encroach into the roadway to improve visibility, which could cause conflict with opposing traffic movements. There are also no parking controls on the western side of Simla Avenue within the vicinity of the intersection, which could exacerbate visibility issues at the intersection<sup>24</sup>.



Figure 4-15: View Southbound from Franklin Terrace (Left) and Northbound (Right)

Two potential options could be considered to enhance visibility, safety and accessibility at the intersection, as detailed within Table 4-11 below.

Table 4-11: Franklin Terrace Intersection Options and Concept Sketches

Option	Option Description	Benefits	Concept Sketch
1	<p>Realign Franklin Terrace approach to intersect with Simla Avenue at right angles.</p> <p>Provide a limit line and continuity line on Franklin Terrace approach.</p> <p>Requires the development of new footpaths and carriageway on grass berm (within road designation)</p> <p>Install no-parking marking on intersection approaches</p>	<p>Improve approach visibility splays in both directions</p> <p>Reduce crossing width for pedestrians across intersection approach</p> <p>Reduce potential for RT traffic from Franklin Terrace to encroach on opposing traffic movements</p>	
2	<p>Realign eastern kerb-line on Simla Avenue</p> <p>Provide limit line and continuity line on Franklin Terrace approach</p> <p>Reduce road width and provide tighter intersection geometry by building-out the kerb line along the south-western side of Simla Avenue</p> <p>Install no-parking markings on intersection approaches</p>	<p>Bringing the limit line forward without getting in the line of through traffic would improve northward visibility splays</p> <p>Support reduced general traffic speeds on Simla Avenue</p> <p>Reduced crossing distance for pedestrians</p>	

Both options could viably be implemented within the existing road designation without the need for additional land-purchase.

<sup>24</sup> Subsequent to the development of the CMP, this action has already been completed as shown in the imagery.



Option 1 would provide the greatest benefit by removing the existing skewed approach and installing appropriate intersection controls where none currently exist. However, this is expected to cost more than Option 2 which seeks to optimise the existing intersection arrangement with minor modifications to the existing kerb-lines on Simla Avenue.

Both options could be implemented by Council as part of the forthcoming AWPT works on Simla Avenue.

#### 4.8.4 Greenwood Road / Simla Avenue Intersection

The Greenwood Road / Simla Avenue intersection was identified as a key concern by residents as well as wider technical stakeholder discussions. A review of crash history at the intersection does not indicate a safety issue exists at the intersection, and the perception of safety risk at the intersection resulting from existing sub-standard sight lines could be encouraging more careful, considerate behaviour within users.

The site visit identified several safety concerns with the intersection under its existing arrangement, including:

- There is insufficient room to safely support the swept path for larger vehicles (such as coaches and tour buses), and vehicles encroach over the centreline when performing manoeuvres between Simla Avenue and Te Mata Peak Road;
- The tight geometry on the Greenwood Road approach results in vehicles traveling over the centreline when approaching the intersection and limits forward visibility of vehicle movements;
- Pedestrians are required to cross Simla Avenue near the intersection to access the footpath on the eastern side of Te Mata Peak Road, with suitable drop-kerbs and limited sightlines. Footpath widths at this location is also substandard (approx. 1.1m width); and
- Visibility for vehicles approaching the intersection from Te Mata Peak Road is constrained by vegetation on the western side of the corridor (between Greenwood Road and Te Mata Peak Road) and the curvature of the Simla Avenue alignment to the east; and
- Feedback from the community indicates vehicles and cyclists often approach the intersection at excessive speed, often entering the intersection without slowing down.



Figure 4-16: Southbound view of the Te Mata Peak Road Intersection Approach (Left) and Southbound View of the Greenwood Road Intersection Approach (Right)

A total of seven potential intersection improvement options were identified through the public engagement process and on-site project team discussions, including:

- Upgrade the intersection to a roundabout;
- Upgrade the Te Mata Peak Road approach to a stop-controlled intersection;
- Adjust priority so Greenwood Road forms the minor approach arm;
- Partial closure on Greenwood Road (i.e. make it one-way);

- Realign Greenwood Road to intersect Te Mata Peak Road further south,
- Close vehicle access onto the intersection from the Simla Avenue approach; and
- Close vehicle access onto the intersection from the Greenwood Road approach.

At a long-list level, the following options were dismissed:

Table 4-12: Identified Options Dismissed at Long-List Stage

Option Identified	Description	Reason
Realign Intersection	Create a new T-intersection with Greenwood Road further up Te Mata Peak Road	Option would require significant retaining wall structures and major modifications to existing road network to achieve appropriate connections. Engineering feasibility is also considered constrained given limited local road access and need to maintain access to residential households. Most expensive option considered
Close Access from Simla Avenue	Restrict traffic movement onto intersection from Simla Avenue	Tight geometry and radius would impact on safe vehicle access from Greenwood Road to Te Mata Peak Road, in particular for tour bus/coaches accessing the peak. The option would also result in significant re-routing for residents on Te Mata Peak Road.

A Multiple Criteria Analysis (MCA) framework was developed to assess the relative attractiveness of each of the remaining options. The MCA framework assessed each option against a range of criteria including network effects, user impacts and implementation considerations. The results of the MCA analysis are summarised within Table 4-13, with detailed scoring, associated commentary and high-level concept images for each option recorded within Appendix F.

Table 4-13: Greenwood Road / Simla Avenue Intersection Assessment

		Short-List Assessment Criteria												Ranking	
Key		Transport Operations						Implementation Considerations							
	Strong Positive	2													
	Neutral	3													
	Strong Negative	1													
Option Considered	Long-List Feasibility	Local Network Effects	Wider Network Effects	Large Vehicles	Pedestrians	Cyclists	Safety / Speed Management	Costs	Staging potential	Constructability	Property Acquisition	Community Acceptability	Consensability		
Roundabout	Yes	4	5	2	5	2	5	2	3	4	5	4	5		3
Stop-Controlled	Yes	5	5	5	4	3	4	5	5	5	5	5	5		1
Change Priority on Greenwood Rd	Yes	5	5	3	4	3	3	4	5	5	5	5	5	2	
Greenwood Road Partial Closure	Yes	3	3	3	4	4	4	2	3	2	5	2	4	4	
Realign Intersection	No	-	-	-	-	-	-	-	-	-	-	-	-	N/A	
Close Access from Simla Ave	No	-	-	-	-	-	-	-	-	-	-	-	-	N/A	
Close Access from Greenwood Road	Yes	2	2	3	4	4	4	1	3	2	2	1	2	5	



concerns raised by the community, the closure of Greenwood Road would reduce network permeability and route choice for residents and is likely to have the least community support. The option would also require significant mitigation measures to be implemented, including the provision of a turn-around facility and modifications to existing residential accesses;

- Both the option of upgrading the intersection to a roundabout or modifying the priority so that Greenwood Road forms the minor approach arm scored well across most assessment categories, as both would maintain existing levels of access with relatively minor effects on wider network operations. The option of upgrading the intersection to a roundabout was strongly supported by the community during public engagement stages but is likely to require land-take from adjacent properties to accommodate the required intersection footprint.

Based on the findings of the options assessment, it is recommended that as a short-term measure the intersection should be upgraded to a stop-controlled intersection. Wider improvements should also be considered to support enhanced safety at the intersection include:

- Advance the limit line as close to possible the intersection and provide continuity lines to maximise visibility from Te Mata Peak Road without impacting on safe and effective through movements;
- Where possible, seek to widen the existing footpath on the south-eastern corner of the intersection to support safe pedestrian movements;
- Removal of vegetation on the western side of the Te Mata Peak Road intersection and the inside curve on Simla Avenue to the east to improve general sight lines on the intersection approach, and consider installing a low-level planting regime to maintain slope stability; and
- Consider minor modifications to the kerb alignment on the Greenwood Road approach to support vehicle swept paths from Te Mata Peak Road and reduce the potential for head-on collisions negotiating the approach curve to the intersection.

These improvements could be undertaken through Council's minor safety works programme. Whilst the intersection was identified as a safety hazard by the community, the NZTA crash database does not support the perceived safety risk and the lack of evidence of safety issues means HDC is unlikely to attract external funding (i.e. NZTA contributions) for more significant intersection modifications. It is recommended that Council undertakes regular monitoring of safety following proposed short-term improvements prior to undertaking costlier (and potentially un-warranted) intersection upgrades.

#### Recommendations

- Consider options for upgrading the Hereworth Grove intersection to a roundabout controlled intersection to support school access, reduced speed environments and pedestrian connectivity.
- Implement intersection controls (including limit lines + continuity lines) and sightline enhancements on the Emerald Hill intersection approach.
- Consider upgrading the existing Emerald Hill intersection to a stop-controlled intersection.
- Consider options to realign/modify intersection to maximise sight lines and visibility and implement intersection controls on the Franklin Terrace intersection approach.
- Consider short-term upgrades to the Greenwood Road Intersection to a stop-controlled intersection and undertake improvements to support sight lines.
- Monitor the safety performance of the Greenwood Road Intersection following improvements and investigate potential options to change intersection form should future crash history indicate a need.



## 4.9 Recommended Options

A summary of the recommended interventions identified for Section A is outlined within Table 4-14. Each of the identified improvements have been categorised under policy and planning, site specific treatments and corridor wide improvements.

Table 4-14: Summary of Recommended Interventions – Section A: Simla Avenue

Strategic Theme	Recommended Interventions
<b>Policy and Planning</b>	
Road Rehabilitation / Renewals	Ensure that maintenance and road surfacing improvements are undertaken in accordance with HDC's asset management plan. Resolve identified surface run-off issues as part of future maintenance renewals. Implement proposed three-waters upgrades as identified within the Forward Works Programme.
Access Management	Ensure access to new developments / subdivisions are in suitable locations that adhere to engineering standards requirements.
School Travel Plans	Engage with local schools to develop a travel plan to mitigate parking demand and assess options to enhance accessibility/safety to Hereworth School.
Mobile Speed Indicator Devices	Continue use of mobile speed indicator device on Simla Avenue as per current practice.
<b>Site Specific Treatments</b>	
Hereworth Grove Intersection	Consider options for upgrading the Hereworth Grove intersection to a roundabout controlled intersection to support school access, reduced speed environments and pedestrian connectivity.
Emerald Hill Intersection	Implement intersection controls (including limit lines + continuity lines) on Emerald Hill intersection approach. Consider alterations to existing intersection controls (i.e. make stop-controlled). Consider removal of street trees to maximise intersection sight lines. <sup>25</sup>
Franklin Terrace Intersection	Implement intersection controls (including limit lines + continuity lines) on Franklin Terrace intersection approach. Implement parking restrictions near the intersection. <sup>26</sup> Consider options to realign / modify intersection to maximise sight lines from Franklin Terrace as part of future maintenance works.
Greenwood Road Intersection	Implement minor enhancements including changes to intersection controls (stop-controls) and visibility improvements to improve safety. Consider long-term options to change intersection form should future crash history indicate a need.
Parking	Consider options to better provide for and manage on-street parking provisions in co-ordination with wider recommended improvements.
<b>Corridor Wide Treatments</b>	
Road Widths	Consider options to reduce traffic lane widths on Simla Avenue to support a lower speed environment.
Cycling Enhancements	Investigate feasibility of providing uphill cycle lanes on Simla Avenue to support cyclist safety. Implement cycle signage on the corridor to raise awareness of the presence of cyclists and other vulnerable road users. Install cycle friendly stormwater grates to as part of future maintenance work.
Provision of Footpath on Eastern Side of Simla Avenue	Provide a new footpath on the eastern side of Simla Avenue to support access to local residential properties.

<sup>25</sup> Subsequent to the development of the CMP, this action has already been completed.

<sup>26</sup> Subsequent to the development of the CMP, this action has already been completed.



SIMLA AVENUE / TE MATA PEAK ROAD -CORRIDOR MANAGEMENT PLAN

Strategic Theme	Recommended Interventions
Footpath Improvements	<p>Where feasible, upgrade existing footpaths to ensure a desired minimum width of 1.5m is achieved.</p> <p>Install new footpath provisions and restrict parking on the western side of Simla Avenue (between #48 and #52) to ensure pedestrian thoroughfares are maintained.</p> <p>Provide a new footpath on the eastern side of Simla Avenue to connect existing facilities at the northern and south end of the section.</p> <p>Consider options to enhance existing pram crossings to improve pedestrian safety and accessibility.</p> <p>Consider installation of elderly crossing signage at Hillcrest Rest Home (depending on future of existing site operations)</p>

## 5 Section B - Te Mata Peak Road (Lower)

### 5.1 Corridor Components

Section B includes the full extent of Te Mata Peak Road (Lower), from Simla Avenue to the Main Gates Carpark (see Figure 5-1).



Figure 5-1: Extent of Section A (Te Mata Peak Road - Lower)

A brief description of the existing corridor environment on Section B is outlined within Table 5-1.

Table 5-1: Section B - Te Mata Peak (Lower) Corridor Components

Corridor Component	Description
Corridor Characteristics	<ul style="list-style-type: none"> <li>Legal Boundary: 20m wide</li> <li>Typical Carriageway Width: ~6.0m (two-lanes)</li> <li>Rural winding road following existing ridgeline to Te Mata Peak</li> <li>Elevation Gain: 28m to 178m (+150m) over 2,800m, with an average gradient of 6%</li> <li>Low sloping gradient in residential urban areas</li> <li>More consistent uphill gradient south of RPO.600. Max gradients approx. 10%</li> </ul>
Traffic Environment	<ul style="list-style-type: none"> <li>Provides a dual access to adjacent land-uses (primarily rural-residential) and through traffic function for vehicles accessing the Peak</li> <li>Only trafficable route to Te Mata Park</li> <li>Higher visitation volumes during the weekend and holiday periods significantly increase traffic demands on the corridor</li> <li>The section is identified as a 'high personal risk' route</li> <li>A total of 15 recorded crashes have occurred on this section since 2008, resulting in 1 serious injury and 7 minor injuries</li> </ul>
Active Mode Provision	<ul style="list-style-type: none"> <li>Footpaths are provided on at least one side of the road through urban sections</li> <li>Route is not identified as part of the formal iWay network and no formal cycle facilities are provided</li> <li>No formal footpaths or pedestrian crossing facilities provided beyond urban residential sections</li> </ul>
Land-Use and Access	<ul style="list-style-type: none"> <li>Regular property accesses are located along both sides of the corridor</li> <li>Indented parking provided on sections of Te Mata Peak Road servicing urban residential sections of the corridor</li> <li>The main visitor car park to Te Mata Park is located on the northern extent of the segment</li> </ul>



## 5.2 Section Specific Issues

The section specific issues and future needs for this corridor have been identified through stakeholder input as well as analysis of supporting data or available information to confirm the extent of issues or concerns identified on Te Mata Peak Road (Lower) (see Table 5-2).

Table 5-2: Te Mata Peak Road (Lower) – Identified Issues

Theme	Specific Issues
Road Safety	High Personal Crash Risk Narrow Winding Roadside Environment Visibility and Safety on Corners Excessive Traffic Speeds
Road Condition / Environment	Poor surface condition Surface run-off into Properties Overhanging trees / vegetation Stability of roadside environment
Traffic Operations	Difficulty for large vehicles to negotiate corners Growing traffic demands through to the peak
Active Mode Users	Connectivity of existing footpaths Limited crossing facilities Lack of dedicated facilities for active modes on rural sections

The following matters have been identified as requiring consideration with respect to the future form and cross section of the corridor:

- Like Simla Avenue, traffic volumes are expected to increase on Te Mata Peak Road (Lower), but not to a level at which the form or function of the corridor is expected to change;
- The assessment of safety on the Te Mata Peak Road (Lower) indicates that the corridor has a poor crash history, with a series of loss of control crashes, particularly on curved sections of the road alignment;
- The corridor has several low-radius curves with a crash history that could be targeted for enhancements or realigned to support improved safety on the corridor;
- The existing level of provisions for active modes varies through both the urban and rural sections. Sections located in urban areas are considered sub-standard for an urban residential collector road. Outside of urban sections, there are no dedicated provisions for pedestrians and cyclists; and
- The existing road surface condition on northern sections of Te Mata Peak Road (Lower) is poor and is identified for renewal as part of AWPT programme.

### 5.3 Identified Constraints

There are several constraints that have been considered within the identification of potential improvements, which will need to be considered within any future proposals / design resulting from the CMP. There are outlined within Table 5-3 below.

Table 5-3: Te Mata Peak Road (Lower) - Identified Constraints

Constraint	Implication
Access to Properties	<ul style="list-style-type: none"> <li>Regular property access located along both sides of the corridor. In some places, vehicle accesses have gates that limit sightline distances and result in vehicles encroaching on through traffic movement.</li> <li>Safe and efficient access to adjacent land-uses needs to be considered and maintained through any alterations to existing vertical/horizontal alignment.</li> </ul>
Roadside Environment	<ul style="list-style-type: none"> <li>The existing road alignment follows the ridgeline and berm widths vary based on the topography of the surrounding road-side environment, which includes sharp drops and steep banks.</li> <li>In places, the berm widths are minimised due to encroaching property into the designated road corridor.</li> </ul>
Retaining Wall	<ul style="list-style-type: none"> <li>There is a major retaining wall located on the eastern side of the corridor at RP1400m.</li> </ul>
Overhead Utilities	<ul style="list-style-type: none"> <li>There are overhead power lines located on the western side of the corridor. Any road widening to the west may require relocation of these services.</li> <li>It is understood that funding for utility companies to underground utilities are limited within the region, and more likely to be prioritised in urban areas. As such, it is assumed undergrounding will not be undertaken within the lifetime of the project.</li> <li>Existing power sources for active roadside improvements (i.e. signage) is limited.</li> </ul>
Large Vehicle Access	<ul style="list-style-type: none"> <li>The route is not identified as part of the scheduled bus network but is used as the primary access route for private coaches visiting the Peak.</li> <li>Any improvements need to ensure coaches / buses can continue to access the road in a safe and efficient manner.</li> </ul>

### 5.4 Options Considered

A wide range of options or interventions for consideration were identified by the project team and community submissions in response to the issues identified on the corridor. These included a range of policy and planning recommendations, as well as corridor-wide and site-specific physical improvements. A full list of potential options / interventions identified are recorded within Appendix D.

Several options / ideas were identified by stakeholders and considered for implementation on the corridor but dismissed. A description and justification for dismissing options is provided within Table 5-4.

Table 5-4: Identified Options Dismissed

Option Considered	Description and Reason for Dismissal
Speed Activated Warning Signs	<ul style="list-style-type: none"> <li>Electronic signs that display a message when approached by a driver exceeding speed thresholds.</li> <li>Power supply to operate signs likely to be limited. Implementing with solar powered facilities can result in additional operation costs (i.e. damage, maintenance and theft).</li> <li>Potential to consider as a long-term solution if curve easing or other optimisation improvements are ineffective.</li> </ul>
Formalise Parking (Rural Areas)	<ul style="list-style-type: none"> <li>Properties in rural residential sections generally have sufficient off-street parking supply to support general demands.</li> <li>Being a rural road with a narrow-metalled width any reallocation should be dedicated to increasing the overall road width, rather than for parking.</li> </ul>

## 5.5 Policy, Operations and Maintenance

### 5.5.1 Rehabilitation / Renewals

Pavement / rehabilitation / renewal work should be carried out in accordance with HDC's Asset Management Plan. These plans specify what works should be carried out based on the age and condition of the pavement.

It is understood that Area Wide Pavement Treatments on Te Mata Peak Road (Lower) are overdue and likely to be undertaken in the short-term; most notably the section between RP 0.340 and RP 0.825.

As part of future maintenance work, it is recommended that Council reviews existing storm-water provisions to resolve issues identified by the community.

### 5.5.2 Future Vehicle Access

The existing land-use on the corridor is primarily residential, with vehicle accesses (driveways) provided at regular intervals along both sides of the corridor. Many of the existing vehicle crossings were developed prior to current engineering standards, and as such many do not achieve desired best practice, in terms of visibility or spacings.

Although crash history does not indicate that existing sub-standard vehicle crossing arrangements have resulted in poor safety outcomes, it is recommended that any future vehicle access onto the corridor is positioned in a location that:

- Achieves minimum sight lines for both vehicle and pedestrian movements on Te Mata Peak Road (Lower), and
- Provides suitable separation distances from adjacent intersections.

This should be actioned through the resource consent planning process.

### 5.5.3 Posted Speed Markings

Options for improving or enhancing existing urban/rural thresholds are discussed in further detail in Chapter 5.5.4; however, during site visits it was observed that there are currently inconsistencies between the sign posted speed limits and associated road markings at the 60km/hr to 40km/hr gateway on the approach to the Main Carpark entrance (RP 2.580).

It is recommended that Council remarks the painted gateway threshold to avoid confusion and reinforce the posted speed limit. Other gateway options could be installed to reinforce the speed limit change as appropriate.





Figure 5-2: Inconsistent Posted Speed Limits between Roadside Markings and Signage

#### 5.5.4 Urban Gateway Improvements

The posted speed on Te Mata Peak Road (Lower) increases from 50km/hr to 60km/hr at RP 0.340. The increased speed limit reflects the changing environment between urban and rural sections of the corridor. The existing posted speed change is denoted by appropriate signage, although the staggered positioning of the signposts reduces the gateway effect of the speed limit change (see Figure 5-3). There is also limited forward visibility of the signs, particularly for northbound drivers entering the 50km/hr zone.

A clear indication of a change in environment could be presented using gateway / entry features. Gateways or threshold treatments are used to mark a change in speed environment, including the transition from a higher speed road to a lower speed environment such as an urban residential area. Developing enhanced gateways would be particularly advantageous on Te Mata Peak Road (Lower) where a relatively high proportion of drivers are unfamiliar with the existing road environment (i.e. park visitors), thus are less aware of where the urban/rural threshold is.

The urban / rural threshold could be enhanced through gateway features that include:

- Improved "pairing" of existing posted speed limit signage to better define the boundary.
- Use of suitable line markings reinforcing the posted speed limit, with changes in colour or materials to indicate that the threshold is being crossed.
- Use of pavement markings on the northbound approach to the threshold to narrow the perceived width of the road, such as "dragons' teeth". Although these are not common on New Zealand roads, HDC has implemented them across the local network as part of school safety enhancements, therefore their purpose is well known within the local context.



Figure 5-3: Existing Arrangement - 50 / 60km/hr Posted Speed Threshold

As the road environment is already relatively narrow, other physical pavement treatments, (such as narrowing through traffic islands or additional landscaping) is not considered appropriate. Examples of the type of treatment that could be considered from the UK and locally within Hastings District are shown in Figure 5-4 and Figure 5-5.



Figure 5-4: Example of Rural / Urban Gateway Threshold in Hampshire, UK





Figure 5-5: Example of Gateway Threshold Treatments at Schools within the Hastings District

#### Recommendations

- Undertake maintenance of the existing road as per the proposed AWPT programme.
- Ensure any future vehicle accesses are located in appropriate locations.
- Ensure existing road markings are maintained and do not present conflicting messages to road users (i.e. consistency between signposted and painted speed limits)
- Consider enhancing the existing speed boundary between urban and rural environments with appropriate threshold treatments.

### 5.6 Road Delineation Improvements

A driver's prior expectations about the standard of road markings and delineation are a major factor their ability to negotiate the road environment safely. If these road markings or delineation devices are not provided, or not used in a consistent manner, driver expectations are not met and the chances of a motorist entering a hazard at too great a speed increase.

The existing road corridor is formed of a 6m wide carriageway (2x3.0m wide lanes), which is considered acceptable for a rural secondary collector road. At present, the road corridor has the following forms of road delineation (see Figure 5-6):

- Dashed centre line marking along the total length; and
- Edge marker posts provided on both sides of the corridor along the total length.

The recommended level of delineation on the road corridor has been assessed against best practice guidelines provided by HDC and NZTA as follows:

- Hastings District Council – Engineering Code of Practice;
- Transit NZ – Guidelines for Rural Road Marking and Delineation (RTS 5); and



- NZTA – Traffic Control Devices Manual Part 5 (Draft)<sup>27</sup>.



Figure 5-6: Typical Delineation on Te Mata Peak Road (Lower)

The recommended level of delineation outlined within each of the guidance documents is outlined within Table 5-5 below. The standards outlined within the HDC Engineering Code of Practice for both collector and local roads are provided, as the road is currently identified within the District Plan Road Hierarchy as a "Local Road". Over time, it is expected that the ONRC will inform and complement the district plan road hierarchy, therefore futureproofing the corridor.

Table 5-5: Guidance for the Provision of Midblock Delineation Treatments

Treatment	Current Provisions	HDC Code of Practice (Rural Roads)			RTS 5	TCDM 5
		Local (<6m)	Local (>6m)	Collectors		
Centreline	Yes	No	Yes	Yes	Dashed Centreline	Yes (Total)
Edge Lines	No	No	Yes	Yes	No	Yes (Total)
R.R.P.M.'s	No	No	No	Yes	Yes (Total)	-
Edge Markers	Yes	No	No	Yes	Yes (Total)	Yes (Total)

Based on the guidelines, it is recommended that raised reflectorized pavement markers (RRPMs) and edge line markings are considered for implementation along the full length of the corridor. The requirements, purpose and benefits of providing these delineation enhancements is outlined within Table 5-6.

<sup>27</sup> It should be noted that TCD Part 5 is currently being developed by NZTA and is currently available in draft format. The TCD Part 5 is expected to supersede the Transit NZ Guidelines once fully adopted.

Table 5-6: Purpose and Benefits of Proposed Midblock Delineation Improvements

Treatment	Requirements	Purpose	Benefits
<b>Edge Lines</b>	NZTA's High Risk Rural Road Guidelines recommend edge-lines be marked where seal width is greater than 6m and AADT is greater than 250vpd. <b>Colour:</b> Reflectorised White <b>Width:</b> 100mm min <b>Stripe:</b> Continuous	Delineate the edge of a traffic lane; Separate a sealed shoulder from the traffic lane; Provide useful guidance to motorists at night and during inclement weather	Edge lines can address lost control accidents by defining alignment and road edge. Studies indicate edge lines can result in: <ul style="list-style-type: none"> <li>• 30% reduction in crashes on curves and straights</li> <li>• 25% reduction in loss of control crashes</li> <li>• 8-35% reduction of total accidents</li> </ul> Edge lines can reduce shoulder damage, reducing maintenance costs. They have a typical treatment life of 1-5 years
<b>RRPM</b>	NZTA's High Risk Rural Road Guidelines recommend RRPMs are located on the centrelines of all rural roads with sealed widths of at least 6 metres carrying volumes above 1000vpd. At a minimum these could be provided on substandard curves. <b>Desirable Spacings:</b> 20m <b>Centreline:</b> Bi-directional white	RRPMs or road studs ('cats eyes') use retro-reflection to improve night-time visibility Provide both near and far delineation which can be seen for a greater distance than painted markings	Relatively low-cost treatment with a typical treatment life of 4 years Studies indicate RRPMs can result in: <ul style="list-style-type: none"> <li>• 15-20% reduction in lost control and head-on crashes at night and during wet road conditions</li> <li>• 6-18% reduction in total crashes</li> </ul>

In addition to the above enhancements, the following improvements to existing delineation should be considered:

- **Centrelines** – a dashed centreline is currently provided along the full extent of the corridor, although existing markings are fading. It is recommended that centrelines are remarked along the corridor in the short-term.
- **Edge Post Markers** – currently provided on both sides of rural sections of Te Mata Peak Road (Lower) within the roadside shoulder along its full extent. Onsite observations noted numerous markers were broken or displaced reducing their effectiveness. It is recommended that existing edge post markers are reviewed and replaced as part of short-term maintenance work.

#### Recommendations

- Consider implementing edge lines and reflective raised pavement markers to enhance the existing road delineation devices.
- Ensure existing road delineation devices are maintained to an appropriate standard.

## 5.7 Low Radius Curve Treatments

The location of low-radius curves on Section B are outlined within Table 5-7.

It is recommended that a countermeasure strategy of low cost curve enhancement measures (i.e. warning signage or surface treatments) or higher cost adjustments to the existing alignment (i.e. curve easing/realignment works) is developed to mitigate the safety hazards at these curves. Potential low-cost curve enhancement treatments that could be implemented to support safety at each of the identified sites is outlined within Table 5-8.

In addition to these countermeasures, curve easing/realignment could be undertaken to reduce the severity of the curve radius to a design speed that is consistent with the surrounding speed environment. Although curve easing is a highly effective response to loss of control issues and would provide long lasting benefits, this is the most expensive countermeasure available and would be subject to successful land-take negotiations and budget availability. As such, it is recommended that other options should be considered in the short-term.

Through the community engagement process, residents located within the vicinity of RP1850-2100 and RP2280-2350 noted a willingness to sell land to Council for the propose of curve easing to improve safety. Existing property lines and overhead powerlines at RP1120 – RP1300 limit the viability of undertaking curve easing at this location.

Table 5-7: Low Radius Curves on Te Mata Peak Road (Lower)



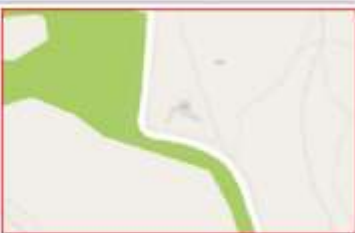
Location	View	Crashes	Existing Features
RP1120 – RP1300		2 recorded crashes at this site resulting in: <ul style="list-style-type: none"> <li>1 minor injury</li> <li>1 non-injury</li> </ul> Both single car incidents resulting in loss of control when turning left. Both crashes were recorded as night time incidents	Dashed centreline Chevron boards (x2) Edge post markers
RP1850 – RP2100		4 recorded crashes at this site resulting in: <ul style="list-style-type: none"> <li>1 serious injury</li> <li>1 minor injury</li> <li>2 non-injury</li> </ul> The serious injury involved a pedestrian. 3 crashes were the result of loss of control turning right	<b>Northern Curve</b> Dashed centreline Edge Post Markers <b>Southern Curve</b> Dashed centreline Chevron Signs
RP2280 – RP2350		No crashes have been recorded at this location within the past 10-years.	Dashed centreline Chevron boards (x2) Edge post markers Unsealed verge on outer curve edge



Table 5-8. Potential Low-Cost Curve Enhancing Countermeasures

Countermeasure	Description	RP1.120 - RP1.300	RP1.850 - RP2.100	RP2.280 - RP2.350
Curve Widening	A sealed shoulder provides drivers with a dependable surface to regain control if they have misjudged the sharpness of a curve. The ability to widen the shoulder is influenced by available berm space and location of adjacent land use accesses. Implementing wider sealed shoulders would also support larger vehicle negotiation of tight bends.			✓
Curve Warnings	Most of the existing curves have chevron signs except for the northern curve on RP1.850-2.100. Static advisory speed signs give guidance on an appropriate speed for a particular location, providing information to the driver on the appropriate speed at a curve or feature and are very effective in helping reduce speeds. 	✓	✓	✓
Edge Marker Posts	EMPs to indicate to the driver the alignment of the road ahead, especially at horizontal and vertical curves. EMPs are generally provided on curves although some require reinstatement. EMPs are not currently provided on the southern curves to RP1.850-2.100.		✓	
High Friction Surfacing	Surface with a high skid resistance which is used on approach to hazards. It can be used to reduce speeds and raise awareness of hazards and reduce stopping distances and potential impact speeds on high risk sites such as curves.	✓	✓	✓
Roadside Barriers	There are no current barriers on curves. The outer edge of some low-radius curves have major drop offs or other roadside hazards that could potentially increase the severity of loss of control crashes. Well-designed roadside barriers reduce the severity of crashes involving errant vehicles leaving the road and colliding with more severe roadside hazards.		✓	
Delineation	Implementation of delineation measures identified for general midblock treatments (see chapter 5.6)	✓	✓	✓

To achieve a workable programme that will maximise the benefits, it is recommended prioritising treatment of curves with the greatest potential safety hazard followed in turn by less hazardous curves, based on crash history and the radius of the curve. On this basis, it is recommended that sites should be priorities as follows:

- Priority 1: RP1.850-2.100
- Priority 2: RP1.120-1.300
- Priority 3: RP2.280-2.350

It is recommended that the following hierarchy of improvements is considered for low-radius curves on the corridor:

- Implement low-cost countermeasures at identified low radius curves within the short-term;
- Monitor the effectiveness of short-term improvements on crash statistics and severity; and
- Depending on the outcomes of short-term improvements, consider realignment of the curves which exhibit a continued crash history and capital budgets allows.

### Recommendations

- Consider implementing low-cost curve hazard countermeasures to enhance safety at low radius curves as part of minor safety improvements work.
- Monitor long-term safety performance of the corridor, and if/where crashes continue consider potential realignment of low radius curves.

## 5.8 Active Modes

### 5.8.1 Pedestrian Provisions (Urban Areas)

Pedestrian facilities are provided in urban areas, although several deficiencies have been identified that impact on the quality, safety and usefulness of the facility. These are summarised within Table 5-9. As discussed in detail within Chapter 4.6.2 of the report, pedestrian provisions should seek to provide:

- Footpaths on both sides of the corridor;
- Ensure a minimum footpath width of 1.5m; and
- Install pedestrian crossing facilities that provide sufficient sight lines and appropriate supporting infrastructure to support ease of movement.

Table 5-9: Identified Pedestrian Deficiencies in Urban Areas of Section B

Location	Problems Identified
	<b>Footpath Widths</b> <ul style="list-style-type: none"> <li>• The effective width of footpaths varies, and is particularly narrow on approach to Greenwood Road</li> </ul>
	<b>Wider Network Connections</b> <ul style="list-style-type: none"> <li>• Existing off-road walking facilities that provide connections to local reserves are poorly signposted and difficult to access.</li> </ul>
	<b>Pedestrian Crossing Facilities</b> <ul style="list-style-type: none"> <li>• Existing pedestrian crossing facilities have limited sightlines resulting from vegetation overgrowth.</li> <li>• Footpaths terminate without sufficient pedestrian crossing facilities (i.e. pram crossings) to support crossing movements.</li> </ul>
	<b>Limited Pedestrian Accessibility</b> <ul style="list-style-type: none"> <li>• Footpath commences on the eastern side at Greenwood Road and reverts to the western side adjacent to 32 Te Mata Peak Road</li> <li>• When travelling from properties south of 4 Te Mata Peak Road, pedestrians are required to cross the road twice over a 300m distance to safely use existing footpaths</li> </ul>

### 5.8.1.1 Pedestrian Footpath Widths

Existing footpath widths are narrow along sections of the corridor, reducing to approximately 1.0m on approach to Greenwood Road. This does not provide sufficient space for two pedestrians to safely negate the corridor without stepping into the road and potentially conflicting with oncoming traffic.

Both the HDC Subdivision and Infrastructure Development Best Practice Design Guidance<sup>28</sup> and Engineering Code of Practice<sup>29</sup> recommends collector roads have a minimum footpath width of 1.5m. Options for widening the existing footpath widths should be considered as part of future maintenance works.

The potential realignment of Te Mata Peak Road as part of future Greenwood Road intersection upgrades may provide additional space that could be allocated to the provision of wider footpaths on the northern most section of the corridor.

### 5.8.1.2 Footpath Gaps

At present, footpaths are only provided on a single side of the road along the full extent of the urban area. Limiting footpaths to a single side of the road means many residents are required to cross the road to access the existing footpath facilities. This does not align with best practise objectives for providing legible, connected, accessible and universal pedestrian provisions in urban areas.

It is desirable to provide pedestrian footpaths of a minimum width of 1.5m along both sides of urban sections of the Te Mata Peak Road corridor. The location of existing footpath gaps on the network are:

- Western side – RP 0.00 to RP 0.180; and
- Eastern side – RP 0.180 to RP 0.330

Implementing a new footpath on the eastern side of Te Mata Peak Road would provide the greatest benefit for residents, as the majority of residential properties (and some pedestrian demands) on the corridor are located within cul-de-sacs on the eastern side of the corridor. The provision of a footpath on this section would remove the need for residents located south of 5 Te Mata Peak Road to cross the road twice to access existing facilities, providing both accessibility, connectivity and safety benefits.

There is sufficient road-reserve on the eastern side to support the implementation of the footpath without the need to relocate existing street furniture (i.e. streetlighting) or encroaching on private property boundaries. The eastern berm includes established trees and well-maintained hedges that appear to have been installed in the designated road corridor by residents at 5 Te Mata Peak Road (see Figure 5-7). These will require removal to facilitate the proposed footpath. It is recommended that Council engages with residents regarding the removal of roadside vegetation prior to implementing the footpath.

<sup>28</sup> <https://www.hastingsdc.govt.nz/assets/Document-Library/Policies/Engineering-Code-of-Conduct/subdivision-Infrastructure-design-guide.pdf>

<sup>29</sup> <https://www.hastingsdc.govt.nz/assets/Document-Library/Policies/Engineering-Code-of-Conduct/engineering-code-of-practice.pdf>





Figure 5-7: Trees and Hedges located on Te Mata Peak Road

The provision of a footpath on the western side (RP 0.00-0.180) is significantly constrained by the existing topography and steep gradient of the roadside environment adjacent to the corridor (see Figure 5-8). Options for providing a footpath on this section could include the provision of a cantilevered boardwalk or similar.

An alternative option could include realigning the road as part of potential future network improvements at the Greenwood Road intersection (utilising the existing road corridor designation) to provide sufficient space for a footpath on this side.

Given the provision of an existing footpath on the eastern side, coupled with potential enhancements to the existing pedestrian crossing facilities (see Chapter 5.8.13) the benefit of providing the facility is considered limited, and less of a priority than the proposed eastern berm connection.



Figure 5-8: Road Corridor Environment on RP0.00-0.180

### 5.8.13 Pedestrian Crossing

Pedestrian crossing facilities are currently provided adjacent to 32 Te Mata Peak Road (at RP0.175) to facilitate connections between the termini of existing footpaths (see Figure 5-9). The existing pedestrian crossing facility is considered deficient as:

- Sight lines southbound from the eastern side are constrained by existing vegetation overgrowth on the eastern boundary, reducing forward visibility to both drivers and pedestrians, and
- A pram crossing is provided on the western-side, but a matching facility is not provided on the eastern side, reducing accessibility or usefulness of providing facilities for users (i.e. elderly, mobility impaired users or mothers with prams).



Figure 5-9: Existing Pedestrian Crossing Facility on Te Mata Peak Road (adjacent to #32)

The proposed provision of new footpath connections on the eastern side of Te Mata Peak Road is expected to reduce crossing demands at this location, however, until a connection is provided on the western side (on the approach to Greenwood Road intersection) the crossing would continue to provide access for residents on the western side of the corridor.

The existing pedestrian crossing facility could be enhanced by:

- Consultation with residents to remove and maintain existing roadside vegetation to maximise southbound visibility for pedestrians;
- Consider implementing parking restrictions within the vicinity of the crossing to minimise the potential for parked vehicles restricting forward visibility or blocking the crossing itself; and
- Providing a pram crossing on the western side of Te Mata Peak Road to align with and complement the existing facility on the eastern side.



### 5.8.1.4 Wider Enhancements

The existing footpath on the eastern side of Te Mata Peak Road terminates at a local off-road pedestrian track that provides connections to the James Cook Street Neighbour Reserve. The existing footpath connection comprises of a steep unsurfaced footpath and its visibility/accessibility is constrained by vegetation overgrowth (see Figure 5-10).



Figure 5-10: Existing Neighbourhood Reserve Access Footpath

Potential enhancements to improve the accessibility and usability of the reserve access include:

- Widening the existing track and formalising access via the provision of steps or similar;
- Removal / maintenance of vegetation to maintain suitable clearances for pedestrian thoroughfares<sup>30</sup>; and
- Implementing appropriate signage / wayfinding to highlight the connection to the local reserve.

#### Recommendations

- Consider widening existing footpaths to a minimum of 1.5m width to achieve expected Level of Service for pedestrians on collector routes.
- Install a new footpath (minimum 1.5m width) on the eastern berm of Te Mata Peak Road to provide consistent pedestrian provisions through urban areas.
- Enhance existing pedestrian crossing facilities through improvements to sight lines and pram crossing features.
- Consider enhancements to improve accessibility and connectivity to the James Cook Reserve.

### 5.8.2 Active Mode Provisions - Rural Sections

Whilst pedestrian activity is primarily concentrated within urban residential areas at the northern extent of the section, there are some existing pedestrian demands along the full extent of the Te Mata Peak Road (lower) section both by residents and Te Mata Park visitors.

There are currently no cycling facilities provided on Te Mata Peak Road (lower). The corridor has a limited crash history involving cyclists or pedestrians, although traffic count data indicate the route is well used for leisure and sport relating cycling activities.

This section of the corridor is primarily used by sports cyclists for training and fitness purposes due to its demanding gradients and physically challenging environment. At present, the attractiveness of travelling Te Mata Peak Road (Lower) as a connection for less confident cyclists is limited due to the existing topography and roadside conditions as outlined in Table 5-10 below.

<sup>30</sup> Note: As a response to the CMP, this action has been completed.



Table 5-10: Environmental Constraints for Less Confident Cyclists

Constraint	Discussion
<b>Gradient</b>	<p>The NZ Cycle network and route planning guide suggests indicates higher gradients of this magnitude are less desirable for neighbourhood or more occasional recreational cyclists. This section of Te Mata Peak Road has an average gradient of 6% (3.4 degrees) over a length of 2.7km.</p> <p>The gradients on this section is classified within the New Zealand Cycle Trail design guideline as a Grade 2-3 route ("easy-to-intermediate") route, requiring little-to-some on-road cycle experience and reasonable travel fitness to negotiate<sup>31</sup>.</p>
<b>Road Environment</b>	The narrow carriageway widths (6.0m) and the relatively high posted speed limit (60km/hr), combined with the lack of dedicated cycling space makes cycling less attractive for less confident cyclists and detracts from its use by the wider community.

Based on the current and future traffic volumes and current posted speeds (see Appendix E), the NZ Supplement to AUSTRROADS Part 14 treatment typology diagram supports the provision of a sealed shoulder on Te Mata Peak (Lower).

Similarly, the NZ Cycle Trail Design Guides indicate the preferred cycle treatment on roads exceeding 60km/hr speed limit should provide some form of separation, either through the provision of cycle lanes or wide shoulders (Figure 5-11). Whilst Te Mata Peak Road is not specifically identified as a New Zealand Cycle Trail route, the NZCT design guide provides industry best practice guidance on the provisions for tourist or recreational cyclists on leisure routes.

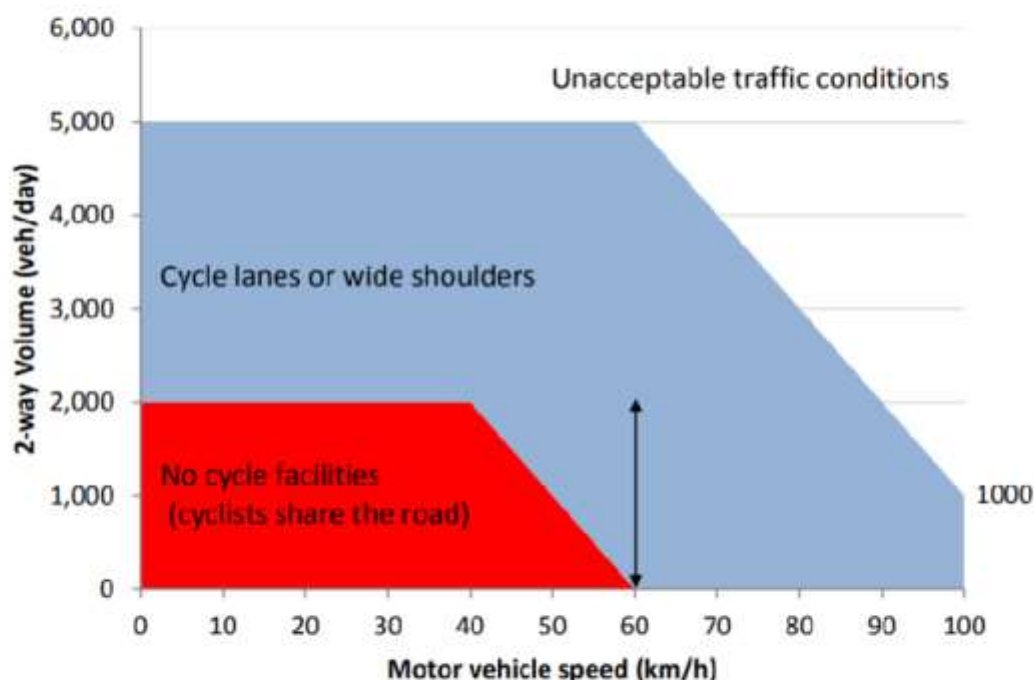


Figure 5-11: Trail Type for Grade 2 On-Road Trails

<sup>31</sup> <https://nzcycletrail.com/wp-content/uploads/2015/08/NZCT-Cycle-Trail-Design-Guide-v4-Feb-2015.pdf>

The NZ Supplement to the Austroads Guide to Traffic Engineering Practice (Part 14) notes:

*The provision of appropriate bicycle operating space is a key issue when considering the provision of cycle facilities. Where safe and comfortable sharing of the road is not possible due to high traffic volumes and/or speed then a cycle facility in the form of a sealed shoulder, cycle lane or cycle path may be required.*

Like Simla Avenue, the gradient provides the greatest speed differentials for cyclists travelling uphill, whilst downhill cyclists can travel closer to the posted speed limit. Therefore, options considered on Te Mata Peak Road (Lower) focused on the provision of dedicated cycling separated cycling facilities for southbound (uphill) cyclists.

A range of potential design treatments were considered including:

- Uphill cycle lane, with downhill sharrows;
- Wide shoulder for uphill cyclists, and downhill sharrows; and
- Shared path (uphill) with sharrow markings (downhill).

The benefits of each of the identified options are outlined within Table 5-11.

Table 5-11: The Benefits and Constraints of Potential Cycle Treatments on Section B

Treatment Option	Benefits	Cons
Uphill Cycle Lane, Downhill Sharrows	<ul style="list-style-type: none"> <li>• Useable by both confident and less confident cyclists</li> <li>• Provides a dedicated space for uphill cyclists from cars</li> </ul>	<ul style="list-style-type: none"> <li>• Ideally implemented in single phase</li> <li>• High construction complexity and cost</li> <li>• Does not provide for pedestrians</li> </ul>
Uphill Wide Shoulder, Downhill Sharrows	<ul style="list-style-type: none"> <li>• Considered suitable for low volume rural roads</li> <li>• Supports experienced cyclists travelling uphill</li> <li>• Can be developed on a staged basis</li> <li>• Can be used by pedestrians</li> </ul>	<ul style="list-style-type: none"> <li>• Potential conflict with pedestrians</li> <li>• Less attractive to "less confident" cyclists</li> <li>• Some conflict potential at driveways</li> </ul>
Uphill Shared Path, Downhill Sharrows	<ul style="list-style-type: none"> <li>• Physically separates cyclists from cars where speed differentials greatest</li> <li>• Provides for the widest range of cyclist users</li> <li>• Can be used by pedestrians</li> </ul>	<ul style="list-style-type: none"> <li>• Ideally implemented in single phase</li> <li>• High conflict potential at driveways</li> <li>• Cyclists unable to avoid obstructions</li> <li>• Encourage less confident cyclists in challenging environment</li> <li>• Risk of pedestrian conflicts at high speed</li> <li>• Unlikely to be used by experienced road cyclists</li> <li>• Potential to impact on stormwater drainage paths</li> </ul>
All Options	<ul style="list-style-type: none"> <li>• Provide opportunities to resolve stormwater run-off issues</li> <li>• Could be implemented with AWPT programmes</li> </ul>	<ul style="list-style-type: none"> <li>• High construction complexity and cost to achieve facilities</li> <li>• Requires extensive cutting or road reconstruction to maintain widths</li> <li>• Unlikely to be implemented in a single stage</li> </ul>

When assessing the preferred facility for cyclists, all options have a high degree of complexity and cost to implement, given the length of the proposed facility and the existing constraints of the surrounding topography.

Both the provision of an uphill cycle lane or a wide sealed shoulder would provide some separation from general traffic and would provide a facility that is considered attractive for existing sports cyclists road users. Both facilities have similar construction requirements and implementation complexities. The provision of a shared path would primarily support less confident cyclists (such as family groups or occasional leisure cyclists), however, this would provide little benefit to most existing users (on-road sports cyclists). There is also limited scope within the existing road environment to provide a shared path facility without compromising on desirable facility widths (i.e. < 2.0m width) or significant engineering works.

In addition to the suitability of the facility for existing or future cyclist user types, the stage-ability of developing the facility is considered highly important when developing cycling improvements. The option of providing a wide sealed shoulder is considered preferable as it could be implemented on a staged basis, through wider roading improvement such as AWPT works.

Whilst wide shoulders are not considered a "dedicated" cycling facility, where provided it would operate similarly to a cycle lane either to be used as a separated space for on-road cyclists (where provided) or as a safe space for cyclists to pull over to let approaching traffic pass (see Figure 5-12). The wide shoulder could also potentially be used by pedestrians, and the lack of kerb separation would allow cyclists to deviate onto the traffic to avoid them.



Figure 5-12: Example of Wide Sealed Shoulder on Rural Roads (Source: NZCT Design Guide)

On rural high-speed roads continuity of cycle facility is a key issue for cyclists. Providing cycle lanes or shared paths on a staged basis would lead to an incomplete or incoherent network of facilities that may lead to potential safety risks, as the facility may raise expectations from less confident or less able users that a consistent level of provision is provided along the full extent of the corridor. As such, dedicated cycle lanes or a shared path facility would only be considered preferential where a consistent level of service be provided along its full extent.

The NZTA's Traffic Control Devices Manual (Part 5) outlines the recommended width of 1.9m for sealed shoulders based on the operational speed limit between 50-70km/hr. Where constraints or costs restrict the ability to achieve this width, a minimum width of 1.5m is recommended.

When implementing improvements for pedestrians and cyclists on rural sections of the corridor, consideration will also need to be given to the following:

- Providing a high-quality riding surface that is suitably maintained to address pot holes and edge breaks;
- Ensuring the facility is regularly swept to maintain a clean surface, clear of detritus or other potential obstacles.



- Consider implementing signage to raise awareness of the presence of cyclists on the route.
- Where seal edge widening is being considered, there may be potential opportunities to bench existing slopes to implement curve easing or sightline improvements, particularly on sections of the corridor with more subtle winding alignments (i.e. RP 0 300-1.000).
- Consider opportunities to enhance access to residential properties by improving sightlines and upgrade vehicle crossings where safety concerns exist, and
- Consider relocating the existing fence-lines located to the road corridor closer to property boundaries. This would provide additional berm space for pedestrians to avoid cyclists using the widened shoulder or avoid oncoming traffic when using existing berm space.

#### Recommendations

- Consider providing wide sealed shoulders along the full extent of rural sections of Te Mata Peak Road on a staged basis as part of future maintenance / AWPT works.
- Consider wider improvements to increase awareness of cyclist presence, including a route signage strategy
- Identify opportunities to enhance safety and accessibility through curve easing or access improvements in co-ordination with shoulder widening enhancements.

### 5.9 Recommended Interventions

A summary of the recommended interventions identified for Section B is outlined within Table 5-12. Each of the identified improvements have been categorised under policy and planning, site specific treatments and corridor wide improvements.

Table 5-12: Summary of Recommended Interventions - Section B: Te Mata Peak Road (Lower)

Strategic Theme	Recommended Interventions
<b>Policy and Planning</b>	
Road Rehabilitation / Renewals	Ensure that maintenance and road surfacing improvements are undertaken in accordance with HDC's asset management plan Resolve identified surface run-off issues as part of future maintenance renewals.
Access Management	Ensure access to new developments / subdivisions are located in suitable locations that adhere to engineering standards requirements
Line Marking Renewals	Ensure that existing line markings on the road are maintained to the required standards Remove existing "50km/hr" posted speed markings at the existing 40-50km/hr posted speed thresholds
<b>Site Specific Treatments</b>	
Implement Threshold Treatments at 50/60km/hr Zone	Implement threshold treatments at the 50/60km/hr posted speed threshold to reinforce change between rural to residential environment on Te Mata Peak Road
Footpath Improvements (Urban)	Extend footpath on the eastern side of Te Mata Peak Road through the full extent of the urban area Investigate options to extend footpath on western side of Te Mata Peak Road through to Simla Avenue as part of any wider intersection improvements Where feasible, upgrade existing footpaths to ensure a desired minimum width of 1.5m is achieved
Pedestrian Crossings	Enhance safety at the existing pedestrian crossing (5 Te Mata Peak Road) by improving sight lines, installing parking restrictions and providing suitable crossing features (i.e. pram crossings)
Pedestrians - Wider Network Connectivity	Investigate options to improve / enhance access to local off-road connections to the James Cook Road Neighbourhood Reserve



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Strategic Theme	Recommended Interventions
Low Radius Curves	<p><b>Short-Term</b></p> <p>Installation of appropriate low-cost curve enhancing countermeasures to raise awareness of local low-radius curves on the corridor</p> <p>Monitor performance of proposed short-term countermeasures to establish effectiveness</p> <p><b>Long-Term</b></p> <p>Consider options for realigning existing low radius curves on corridor as / when funding is available</p>
<b>Corridor Wide Treatments</b>	
Delineation Improvements	<p>Review and refresh existing edge markers and centrelines along the full extent of the corridor</p> <p>Install edge lines and raised reflectorized pavement markers along the full extent of the rural segment</p>
Provision of Wide Sealed Shoulders	Implement a staged series of shoulder widening improvements on the eastern side of rural sections Te Mata Peak Road to support an enhanced environment for pedestrians and cyclists.
Develop / Implement Cycle Signage Strategy	Implement cycle signage on the corridor to raise awareness of the presence of cyclists and other vulnerable road users.

Item 12

Attachment 1

## 6 Implementation Plan

### 6.1 Framework Development

To process the vision identified for this CMP into an achievable reality can be a complex task. The implementation plan identifies how the CMP can be rolled out in a timely, collaborative and resource efficient way by Hastings District Council, building on preceding stages or interact with subsequent stages with little sacrificial works.

The stages and sequencing identified below is generally based on the anticipated timing an improvement is needed or where opportunities for improvements may arise; for example, the implementation of AWPT improvements provide an opportunity to implement other proposed enhancements concurrently. As no alternative vehicle access routes are available Te Mata Peak Road, co-ordinating improvements / enhancements on this section of the corridor is considered important to minimise disruption to residents and visitors.

The timing and even sequencing of these other projects is not fully certain, so this CMP has attempted in so far as is practicable to identify a series of projects able to be developed at the same time or in response to other proposed improvements on the network.

It is not intended that the implementation plan operates as a 'fixed and final' plan but rather an organic plan that is amenable to be adapted where new opportunities to implement improvements are identified. This may increase or decrease the urgency or priority of projects.

The proposed interventions have been grouped on a section basis as follows:

- Section A: Simla Avenue (from Te Mata Road to Te Mata Peak Road)
- Section B: Te Mata Peak Road Rural Section (from Simla Avenue to the Redwoods Carpark)

The owner of actions outlined within the CMP implementation plan are primarily the responsibility of Hastings District Council unless noted otherwise.

#### 6.1.1 Timeframe

Each of the identified interventions along the Simla Avenue / Te Mata Peak Road corridor have been allocated a timeframe for undertaking the project. The timeframes allocated to each of the interventions relates to both the relative priority of the intervention or the need to develop enabling projects / work that support the development of further projects.

Proposed timeframes for projects are:

- Quick Wins (<1 year);
- Short-term (1-4 years);
- Long-term (5+ Years)

#### 6.1.2 Outcome

This provides the rationale for the project and identifies how the project resolves key problems identified along the corridor.

#### 6.1.3 Implementation Requirements

This outlines the construction or planning requirements for implementing the identified projects. It provides an indication of the limitations and constraints associated with implementing the proposed improvements and the next steps for investigating projects. Some identified actions have specific trigger points or opportunities (such as maintenance improvements) that may influence when improvements should be undertaken.



## 6.2 Land-Use and Policy Actions

The following land-use and policy actions have been identified for the Simla Avenue / Te Mata Peak Road corridor (see Table 6-1).

Table 6-1: Land-Use and Policy Actions

Ref	Segment	Project Title	Description	Outcome	Implementation Requirements
LU1	Full corridor	Vegetation Management / Removal	Develop a programme of vegetation removal particularly on curves and vehicle crossings. Clear guidance should be provided in planting policies to ensure that hazards are not created.	Enhance safety by maintaining sight distances and removing hazards from clear zones. Maintain thoroughfares and accessibility for pedestrians.	Undertaken by Council as part of general maintenance works.
LU2	Full corridor	School Travel Plans	Develop school travel plans with local schools to reduce dependency and manage access single vehicle cars.	Identify opportunities to better manage parking / access demands during peak periods. Identify wider safety improvements that could be implemented to support safe access to schools.	Requires buy-in from Council and school. To be led by Council in co-ordination with key local stakeholders.
LU3	Section A	Indicative Speed Devises	Continued use of existing mobile speed indicator devises on Simla Avenue.	Influence driver behaviour and reduce likelihood of excessive speed on Simla Avenue.	N/A
LU4	Full Corridor	Access Management	Ensure new vehicle crossings are provided in appropriate locations that provide good sight visibility and safe access.	Improved safety for future access. Reduced crash risk potential. Adhere to minimum design standards.	To be actioned through resource consent application / reviews.
LU5	Full Corridor	Traffic Monitoring	Undertake annual monitoring of multi-modal access demands to guide urgency and need for identified improvements.	Provide greater certainty around identified thresholds and timeframes for proposed network upgrades.	To be undertaken through Council's current traffic monitoring programme.
LU6	Full Corridor	Safety Monitoring	Undertake annual reviews of recorded crash history on the corridor.	Monitor the impacts of proposed safety improvements. Support decision making and need for long-term solutions.	To be undertaken by Council using the existing NZTA Crash Database resources.
LU7	Section A	Parking Surveys	Undertake parking surveys on Simla Avenue to establish on-street parking demands throughout the day.	Inform future corridor modifications by establishing likely parking needs.	N/A
LU8	Section A + B	Footpath Renewals	Ensure footpaths are widened to a minimum of 1.5m wide where viable as part of future footpath renewals.	Enhance pedestrian thoroughfares and achieve level of service expectations outlined within HDC engineering standards.	To be implemented as established within Council's maintenance schedule.



6.3 Quick Wins

The Simla Avenue / Te Mata Peak Road CMP has identified “Quick Wins” that could be implemented along the corridor. These can easily be implemented without significant cost or a high level of intervention. These actions are considered a high-priority as they often provide immediate benefit to users and improve existing deficiencies along the corridor.

Table 6-2: CMP Quick-Wins Actions

Ref	Segment	Project Location / Name	Description	Outcome	Implementation Requirements
QW1	Section A	Franklin Terrace Intersection Safety Improvements	Installation of no parking within vicinity of the intersection <sup>32</sup> Maintain adjacent roadside vegetation to preserve visibility splays	Improved visibility and safety of intersection under existing arrangements	Undertake as part of minor safety works / maintenance programme
QW2	Section A	Implementation of Elderly Crossing signage <sup>33</sup>	Improved awareness of vulnerable road users on Simla Avenue	Improved awareness of vulnerable road users within the vicinity	Undertake as part of minor safety works / maintenance programme
QW3	Section A	Greenwood Road Intersection - Minor Improvements	Upgrade existing intersection to a stop-controlled intersection. Implement sightline improvements to enhance intersection safety.	Improved visibility and safety of intersection under existing arrangements	Undertake as part of minor safety works / maintenance programme
QW4	Full Corridor	Cycle Signage Strategy	Investigate options for implementing improved cycle signage on the corridor.	Improved awareness of the presence of cyclists and other vulnerable road users.	Undertake as part of minor safety works / maintenance programme
QW5	Section B	Pedestrian Crossing Enhancement	Improve sight lines, install parking restrictions and upgrade pram crossings at existing crossing located at 5 Te Mata Peak Road.	Enhance safety at the existing pedestrian crossing.	Undertake as part of minor safety works / maintenance programme
QW6	Section B	Line Marking Renewals	Ensure that existing line markings on the road are maintained to the required standard. Remove existing 50km painted symbol at the 60-40km/hr threshold.	Maintain levels of service and expected within ONRC. Reduce driver confusion.	Undertake as part of minor safety works / maintenance programme

<sup>32</sup> Subsequent to the development of the CMP, this action has already been completed.  
<sup>33</sup> It should be noted that as of May 2019, the Hillcrest Rest Home is for sale. It is unknown whether the site will continue to function as a rest home following the sale. The suitability of this recommendation needs to be considered further once the future of the site is established.

## 6.4 Short-Term Actions

The following actions are considered to have a high degree of urgency that requires immediate action. As a result, the following projects are considered short-term actions. These actions can be enablers for long-term actions.

Table 6-3: CMP Short-Term Actions

Ref	Segment	Project Location / Name	Description	Outcome	Implementation Requirements
ST1	Section A	Road Surface Improvements / AWPT	Ensure that maintenance and road surfacing improvements are undertaken in according with HDC's asset management plan. Ensure co-ordination of improvements to existing three-waters and storm water provisions as part of these works. Reduce existing crest curve on Simla Avenue as far as practically possible.	Improved Level of Service and road surface condition on Simla Avenue. Improve forward visibility to support safe and efficient operations on Simla Avenue.	The project is already identified within Council's Forward Works Programme, depending upon available funding.
ST2	Section A	Hereworth Grove Intersection	Consider options for upgrading existing intersection to a mini-roundabout. Alternatively formalise intersection with appropriate intersection controls.	Improve accessibility to Hereworth School. Improve pedestrian safety and connectivity.	Discuss potential benefits with local schools and community. Need to implementation could be identified through proposed School Travel Plan.
ST3	Section A	Emerald Hill Intersection	Upgrade intersection to a stop-controlled intersection. Implement intersection controls (including limit lines + continuity lines) on minor approach. Consider removal of street trees that impact on sight lines. <sup>34</sup> Enhance existing pedestrian crossing facilities where viable.	Improved sightlines and safety for vehicles accessing Simla Avenue from Emerald Hill. Improve pedestrian safety and connectivity.	The potential for removing trees should be considered in co-ordination with local residents. Improvements could be undertaken in co-ordination with proposed AWPT works on Simla Avenue.
ST4	Section A	Franklin Terrace Intersection	Consider options to realign / modify intersection to maximise sight lines from Franklin Terrace. Implement intersection controls (including limit lines and continuity lines) on minor approach. Enhance existing pedestrian crossing facilities where viable.	Improved sightlines and safety for vehicles accessing Simla Avenue from Franklin Terrace. Improve pedestrian safety and connectivity.	Requires adjustment to existing kerblines. Improvements could be undertaken in co-ordination with proposed AWPT works on Simla Avenue.

<sup>34</sup> Note: As a response to the CMP, this has already been implemented.





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Ref	Segment	Project Location / Name	Description	Outcome	Implementation Requirements
ST5	Section A	Simla Avenue On-Street Parking	Consider options to better provide for and manage on-street parking demands on Simla Avenue.	Maintain efficient and safe traffic movement Enhance safety for non car-based road users.	Should be considered and implemented in co-ordination with proposed cycling improvements
ST6	Section A	Simla Avenue Cycling Enhancement	Consider implementation of cycling infrastructure on Simla Avenue, including a mix of signage and physical works.	Improve safety and awareness of cyclists on Simla Avenue	Preferred option should be developed into a concept scheme for public consultation. Opportunity to implement as part of the proposed AWPT improvements on Simla Avenue
ST7	Section A	Simla Avenue – Footpath Improvements	Install a new footpath on the eastern side of Simla Avenue between Hereworth Grove and Te Mata Peak Road Install new footpath provisions and restrict on-street parking on western side of Simla Avenue (between #48-52)	Provide improved connectivity / accessibility for existing and future pedestrian users of the corridor. Achieve minimum Level of Service expectations for collector roads	Ensure footpaths achieve the minimum design requirements for collector roads
ST8	Section B	Road Surface Improvements / AWPT	Ensure that maintenance and road surfacing improvements are undertaken in according with HDC's asset management plan.	Improved Level of Surface and road surface condition on Te Mata Peak Road	The project is already identified within Council's Forward Works Programme, depending upon available funding
ST9	Section B	50/60km/hr Threshold Treatment	Installation of threshold treatments to reinforce posted speed limit change between rural and residential environment.	Improved delineation of urban / rural boundary. Support reduced speed environment in urban areas	Could be implemented as part of Te Mata Peak Road AWPT.
ST10	Section B	Wider Pedestrian Linkages	Enhance existing off-road pedestrian linkages between Te Mata Peak Road and James Cook Road Reserve	Improve linkages between Te Mata Peak Road residents to local reserves.	Could be implemented through Parks and Property forward works programmes
ST11	Section B	Te Mata Peak Road Footpath Extension (Urban Areas)	Provide footpaths on eastern side of Te Mata Peak Road through the full extent of urban areas. Investigate options to provide pedestrian footpath links along the full extent of the western side of urban sections of Te Mata Peak Road.	Provide improved connectivity / accessibility for existing and future pedestrian users of the corridor. Achieve minimum Level of Service expectations for collector roads	Potential to install as part of minor safety works programme.
ST12	Section B	Midblock Delineation Improvements	Review and refresh existing edge markers and centrelines along full extent of the corridor. Install edge lines and raised reflectorized pavement markers along the full extent of the rural section	Provide consistency in existing delineation provisions. Enhance existing delineation to support a safer roadside environment in line with collector road expectations.	Potential to install as part of minor safety works programme.



Ref	Segment	Project Location / Name	Description	Outcome	Implementation Requirements
ST13	Section B	Low Radius Curves - Minor Improvements	Identify and implement appropriate packages of minor works improvements at low-radius curves on Te Mata Peak Road.	Improve safety by reducing potential for loss of control crashes.	Could be undertaken as part of the minor safety works programme.

6.5 Long-Term Actions

The following table outlines the proposed long-term actions for the Simla Avenue / Te Mata Peak Road corridor. These actions often require further investigation, land acquisition or further consideration following the implementation of identified short-term actions.

Table 6-4. CMP Long-Term Actions

Ref	Segment	Name/Location	Description	Outcomes	Implementation Requirements
LT1	Section 1	Greenwood Road Intersection Upgrade	Consider long-term options to change intersection form at Greenwood Road intersection should future crash history indicate a need.	Respond to any future safety issues following implementation of proposed short-term enhancements.	Further investigation required to confirm preferred intersection treatment, land-take requirements and costs. May not be required if short-term enhancements operate sufficiently.
LT2	Section 2	Shoulder Widening	Staged implementation of should widening improvements to provide additional space for pedestrians and cyclists on the road corridor	Improve safety for pedestrians and cyclists travelling on rural sections of Te Mata Peak Road (Lower)	High cost item that is likely to be implemented in a staged basis as/when funding is available. Could be implemented in co-ordination with wider AWPT improvements.
LT3	Section 2	Realignment of Low Radius Curves	Realignment of low radius curves on Te Mata Peak Road (Lower) as / when funding is available.	Respond to any future safety issues following implementation of proposed short-term enhancements	High cost item, requires land-take and negotiations with local land-owners. May not be required if short-term enhancements operate sufficiently.

## 7 Next Steps

### 7.1 CMP Review

It is recommended that the CMP remains a 'live' document to ensure that it is updated and reviewed on a regular basis to make certain that recommendations within the report remain current and reflect any emerging issues or proposed network changes.

It is expected that the CMP will need to be reviewed and updated every 3 years to confirm the relevance of assumptions outlined within the report, as well as identify improvements that could be included within Council's Long-Term Plan. This will also allow the CMP to remain updated with progress-to-date on actions identified within the implementation plan and highlight the next stages / priorities identified within the CMP.

### 7.2 Future Works Programming

The implementation plan identifies opportunities to implement corridor improvements in co-ordination with other capital projects, including forthcoming AWPT improvements. As part of future Forward Works Programming, it is recommended that Council considers opportunities for integrating recommendations outlined within the CMP into these projects to minimise delivery costs and community disruption.

It is also recommended that further community engagement/consultation is undertaken as CMP improvements are implemented through the AWPT and other forward works programmes.

### 7.3 Traffic Monitoring Framework

It is recommended that HDC develops a monitoring programme on the corridor to establish annual growth trends and safety performance of the route during both off-peak and peak holiday periods. This will allow HDC to monitor traffic growth rates and confirm the relevance of assumptions outlined within the CMP, as well as allowing Council to assess the effectiveness of short-term improvements once delivered. For example, the relative need for curve easing on Te Mata Peak Road following the implementation of recommended quick win/short-term enhancements.

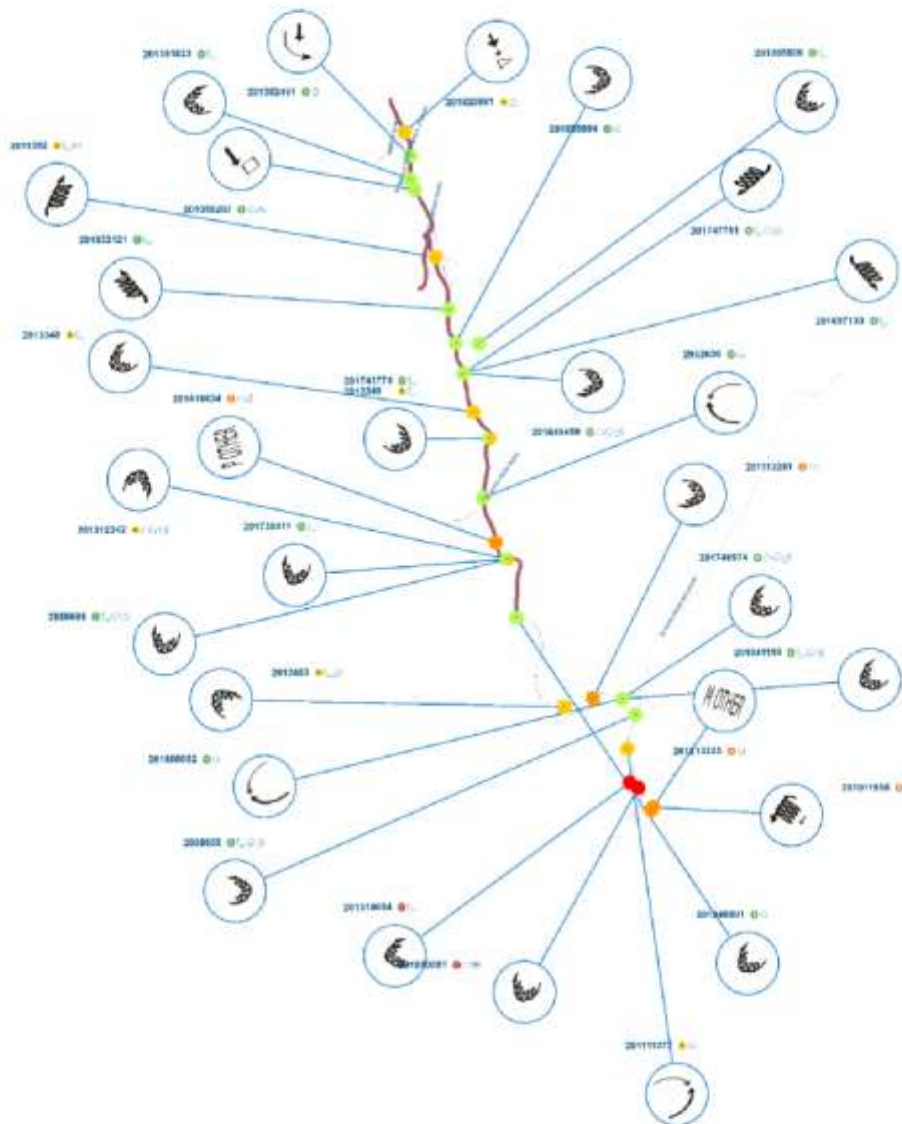
### 7.4 "Accessing Te Mata Peak" Business Case

It is recommended that Council proceeds with developing the proposed Business Case for key access routes to Te Mata Peak incorporating wider access demands, including (but not limited to) access from Tauroa Road.



## Appendix A - CAS Outputs

Crash Map - 2018-2018





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## Crash Reports

Red - Denotes crashes that have occurred since developing the evidence base within the report

CODED CRASH ID	Crash road	Distance	Direction	Side road	Date	Day	Time	Description of events	Crash factors	Surface condition	Natural light	Weather	Crash count fatal	Crash count severe	Crash count minor
99795	SIMLA AVENUE	100	S	EMERALD HILL	05/07/2013	Wed	10:15	Moped/SDR on SIMLA AVENUE sideswiped by Moped/SDR on SIMLA AVENUE turning left	MOPED, overtaking at a junction, overtaking on left without due care, ENW entering or leaving private house / farm	Dry	Bright sun	Fine	0	0	0
759608	SIMLA AVENUE	40	N	EMERALD HILL	24/12/2018	Fri	12:00	Van/SDR on Simla terrace hit rear end of Car/Wagon employed for obstruction	VAN, failed to notice car slowing/stopping/stationary	Dry	Overcast	Fine	0	0	2
908107	SIMLA AVENUE	60	S	FRANKLIN TERRACE	26/10/2010	Fri	15:15	Cyclist SDR on SIMLA AVENUE hit parked veh. Cyclist hit parked vehicle	CYCLIST, too far left, wrong way maine way street, motorway or roundabout	Dry	Bright sun	Fine	0	0	0
996968	SIMLA AVENUE		I	FRANKLIN TERRACE	27/02/2013	Wed	3:28	Car/Wagon/ NDB on SIMLA AVENUE lost control turning right. Car/Wagon hit tree	CAR/WAGON, alcohol test above limit or test refused, failed to notice bend in road, too far left	Dry	Dark	Fine	0	0	0
952895	TE MATA PEAK ROAD	0			22/11/2012	Tue	20:30	Van/SDR on TE MATA PEAK ROAD hit VEHs/manoeuvring. Van hit fence	VAN, alcohol test below limit, attempted suicide	Dry	Bright sun	Fine	0	1	0
979186	TE MATA PEAK ROAD	930	S		25/03/2013	Mon	2:30	Car/Wagon/ NDB on TE MATA PEAK ROAD lost control turning right. Car/Wagon hit embankments	CAR/WAGON, alcohol not suspected, tested and no limit use on, lost control when turning, ENW, road unusually narrow	Dry	Dark	Fine	1	0	0
104762	TE MATA PEAK ROAD	790	N		15/04/2017	Tue	2:30	Car/Wagon/ NDB on Te Mata Peak Road lost control turning right. Car/Wagon hit tree	CAR/WAGON, alcohol test below limit, lost control when turning, new driver/under instruction, speed entering corner/curve	Dry	Dark	Fine	0	0	0
113374	TE MATA PEAK ROAD	280	S		1/07/2017	Sat	16:30	Car/Wagon/ NDB on Te Mata Peak Road lost control turning right. Car/Wagon hit embankments, trees	CAR/WAGON, inappropriate speed for road conditions	Wet	Overcast	Light rain	0	0	0
881970	TE MATA PEAK ROAD	30	W		16/10/2010	Sat	9:00	Car/Wagon/ WDB on TE MATA PEAK ROAD lost control turning right. Car/Wagon hit embankments	CAR/WAGON, alcohol not suspected, tested and no limit use on, casualty thrown from vehicle, defective vision, lost control when turning, ENW, fog or mist, sign/signals necessary	Dry	Overcast	Mist or Fog	1	0	0
948269	TE MATA PEAK ROAD	750	N		15/07/2013	Sat	13:41	Car/Wagon/SDR on TE MATA PEAK ROAD lost control turning right. Car/Wagon hit cliffs, trees	CAR/WAGON, lost control - vehicle fault, speed entering corner/curve, worn tread on tyre, ENW, slippery road due to rain	Wet	Overcast	Light rain	0	0	1
1032862	TE MATA PEAK ROAD	880	N		21/01/2014	Tue	8:29	Truck/ NDB on TE MATA PEAK ROAD hit Pedestrian (Age 52)	TRUCK, either did not see or look for other party, too far left, PEDESTRIAN, pedestrian walking on road	Dry	Overcast	Fine	0	1	0
105458	TE MATA PEAK ROAD	350	N		26/09/2018	Wed	16:04	Car/Wagon/ NDB on TE MATA PEAK ROAD, HAVELOCK NORTH HASTINGS lost control turning right. Car/Wagon hit cliffs, fence	CAR/WAGON, alcohol test below limit, new driver/under instruction, speed entering corner/curve	Dry	Bright sun	Fine	0	0	0
105738	TE MATA PEAK ROAD	270	S		6/10/2018	Sat	18:10	Car/Wagon/ WDB on Te Mata peak rd cutting corner hit Car/Wagon2 head on	CAR/WAGON, alcohol test below limit, overtake/migrant driver fail to adjust to road, wrong way in one way street, motorway or roundabout CAR/WAGON2, alcohol test below limit	Dry	Bright sun	Fine	0	0	0
952946	TE MATA PEAK ROAD	0			16/04/2010	Fri	15:50	Car/Wagon/ WDB on TE MATA PEAK ROAD lost control while overtaking. Car/Wagon hit embankments	CAR/WAGON, speed entering corner/curve	Dry	Bright sun	Fine	0	1	5
918758	TE MATA PEAK ROAD	880	S		11/03/2011	Thu	19:59	Car/Wagon/ NDB on TE MATA PEAK ROAD swinging wide hit Car/Wagon2 head on	CAR/WAGON, alcohol suspected, wrong wide on bend	Dry	Bright sun	Fine	0	0	1
1066287	TE MATA PEAK ROAD	270	S		8/08/2018	Fri	18:00	Car/Wagon/ WDB on Te Mata Peak Road lost control turning right. Car/Wagon hit embankments, guardrail/guard rails, trees	CAR/WAGON, either inappropriate speed, wished to avoid animal	Wet	Dark	Light rain	0	0	0



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CODED CRASH ID	Crash road	Distance	Direction	Side road	Date	Day	Time	Description of events	Crash factors	Surface condition	Natural light	Weather	Crash count fatal	Crash count severe	Crash count minor
1065388	TE MATA PEAK ROAD	780	S	GREENWOOD ROAD	6/08/2006	Sat	15:00	Car/Wagon? SDB on Te Mata Peak Road lost control turning right. Car/Wagon? hit fence	CAR/WAGON? lost control - road conditions, speed entering corner/curve, ERW - heavy rain	Wet	Overcast	Heavy rain	0	0	0
308775	TE MATA PEAK ROAD	1180	S	GREENWOOD ROAD	19/06/2008	Thu	22:10	Car/Wagon? NDB on TE MATA PEAK ROAD lost control turning left. Car/Wagon? hit kerbing, poles	CAR/WAGON? alcohol test below limit, speed entering corner/curve, too far left	Dry	Dark	Fine	0	0	1
348632	TE MATA PEAK ROAD	1000	E	GREENWOOD ROAD	17/02/2009	Sat	3:50	Car/Wagon? NDB on TE MATA PEAK ROAD lost control turning right. Car/Wagon? hit embankments	CAR/WAGON? new driver/under instruction, speed entering corner/curve	Dry	Dark	Fine	0	0	3
307447	TE MATA PEAK ROAD	600	S	GREENWOOD ROAD	24/02/2016	Sat	15:30	Car/Wagon? SDB on Te Mata Peak Road lost control turning right. Car/Wagon? hit fence	CAR/WAGON? new driver/under instruction, while returning to test from unsealed shoulder	Dry	Bright sun	Fine	0	0	0
1133994	TE MATA PEAK ROAD	750	S	GREENWOOD ROAD	19/08/2007	Wed	20:15	Car/Wagon? SDB on Te Mata Peak Road lost control, went off road to right. Car/Wagon? hit embankments, trees	CAR/WAGON? attention diverted by passengers, inappropriate speed for weather conditions, other lost control	Wet	Dark	Light rain	0	0	0
358885	TE MATA PEAK ROAD	400	S	GREENWOOD ROAD	17/03/2018	Sat	20:25	Car/Wagon? NDB on Te Mata Peak Road lost control, went off road to left. Car/Wagon? hit fence	CAR/WAGON? alcohol test above limit or test refused, too far left, while returning to test from unsealed shoulder	Dry	Dark	Fine	0	0	0
307321	TE MATA PEAK ROAD	1100	S	GREENWOOD ROAD	15/05/2008	Sun	2:05	Motorcycle? NDB on TE MATA PEAK ROAD lost control, went off road to right. Motorcycle? hit embankments	MOTORCYCLE? alcohol test above limit or test refused, speed entering corner/curve	Dry	Dark	Fine	0	0	1
104183	TE MATA PEAK ROAD	750	S	GREENWOOD ROAD	11/02/2016	Tue	20:45	Car/Wagon? SDB on Te Mata Peak Road lost control, went off road to left. Car/Wagon? hit trees	CAR/WAGON? alcohol test above limit or test refused, speed on straight	Dry	Dark	Fine	0	0	0
128103	TE MATA PEAK ROAD	860	S	GREENWOOD ROAD	1/08/2007	Thu	18:15	Car/Wagon? NDB on Te Mata Peak Rd lost control turning left. Car/Wagon? hit fence	CAR/WAGON? alcohol test below limit, lost control under braking, new driver/under instruction, speed entering corner/curve	Dry	Dark	Fine	0	0	0
107047	TE MATA PEAK ROAD	3500	S	GREENWOOD ROAD	5/10/2011	Wed	13:27	Car/Wagon? WDB on TE MATA PEAK ROAD lost control turning right. Car/Wagon? hit embankments, trees	CAR/WAGON? alcohol test above limit or test refused, lost control when turning	Dry	Overcast	Fine	0	1	0
347824	TE MATA PEAK ROAD	1100	E	SIMLA AVENUE	2/06/2008	Tue	19:50	Car/Wagon? EDB on TE MATA PEAK ROAD lost control turning right. Car/Wagon? hit cliffs	CAR/WAGON? alcohol suspected, other lost control	Wet	Dark	Fine	0	0	1
369495	TE MATA PEAK ROAD	800	S	SIMLA AVENUE	2/11/2011	Sat	04:10	Car/Wagon? NDB on TE MATA PEAK ROAD lost control turning right	CAR/WAGON? lost control when turning, other inexperienced	Dry	Dark	Fine	0	0	0
369492	TE MATA PEAK ROAD	1500	S	SIMLA AVENUE	25/04/2009	Sat	15:53	Car/Wagon? NDB on TE MATA PEAK ROAD cutting corner hit SUN? head on	CAR/WAGON? lost control under braking speed entering corner/curve	Dry	Overcast	Fine	0	0	0
373635	TE MATA PEAK ROAD	870	S	SIMLA AVENUE	8/07/2009	Wed	4:52	Car/Wagon? NDB on TE MATA PEAK ROAD lost control turning left. Car/Wagon? hit trees	CAR/WAGON? lost control under braking, swerved to avoid animal	Wet	Dark	Heavy rain	0	0	0
335129	TE MATA PEAK ROAD	1900	E	SIMLA CRESCENT	10/12/2008	Fri	23:30	Car/Wagon? WDB on TE MATA PEAK ROAD lost control turning right. Car/Wagon? hit cliffs	CAR/WAGON? lost control - road conditions, speed entering corner/curve, ERW - slippery road due to rain	Wet	Dark	Light rain	0	0	0





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## Appendix B – RAMM Road Condition Data (Full)

Road Name	Start	End	Length	A	LT	J	P	PP	R	S	SC	F	EB	EBP
SIMLA AVENUE	20	143	123	3	0	10	0	0	0	0	1	0	0	0
SIMLA AVENUE	143	343	200	3	0	5	0	1	0	0	0	0	0	0
SIMLA AVENUE	343	498	155	8	0	4	1	0	0	1	1	0	0	0
SIMLA AVENUE	498	817	319	42	0	12	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	0	200	40	0	0	0	0	0	0	1	0	0	0	0
TE MATA PEAK ROAD	200	340	40	0	0	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	340	540	200	0	0	0	1	0	0	4	0	350	0	0
TE MATA PEAK ROAD	540	825	285	0	0	0	1	0	1	5	0	280	0	0
TE MATA PEAK ROAD	825	1025	200	0	0	0	0	0	0	0	0	60	0	0
TE MATA PEAK ROAD	1025	1225	200	1	0	0	0	0	0	0	5	3	0	0
TE MATA PEAK ROAD	1225	1430	205	0	0	0	0	0	1	1	1	5	0	0
TE MATA PEAK ROAD	1430	1630	200	0	0	0	0	0	0	0	1	7	0	0
TE MATA PEAK ROAD	1630	1830	200	0	0	0	0	0	0	0	0	2	0	0
TE MATA PEAK ROAD	1830	2035	205	0	0	0	0	0	0	0	5	0	0	0
TE MATA PEAK ROAD	2035	2235	200	0	0	0	0	0	0	1	0	0	3	0
TE MATA PEAK ROAD	2235	2435	200	0	0	0	0	0	0	0	6	0	0	0
TE MATA PEAK ROAD	2435	2641	206	0	0	0	0	0	5	2	0	3	0	0
TE MATA PEAK ROAD	2641	2841	200	0	0	0	0	0	0	0	0	0	0	4
TE MATA PEAK ROAD	2841	3041	200	0	0	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	3041	3241	200	0	0	0	0	0	0	0	0	0	0	35
TE MATA PEAK ROAD	3241	3441	200	0	0	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	3441	3641	200	0	2	0	0	0	1	0	0	0	0	30
TE MATA PEAK ROAD	3641	3882	241	0	2	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	3882	4082	200	0	0	0	0	0	0	0	0	0	2	0
TE MATA PEAK ROAD	4082	4282	200	0	0	0	0	0	0	2	0	0	6	15
TE MATA PEAK ROAD	4282	4482	200	0	0	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	4482	4659	177	0	0	0	0	0	0	0	0	0	0	0
TE MATA PEAK ROAD	4659	4867	208	0	0	0	2	0	3	5	3	11	0	0

## Appendix C - Alignment of Evidence Base to Community Concerns

Theme	Issue	Supporting Evidence	Status
Road Safety	Maintaining Safety for All Users	Multiple concerns were raised by residents relating to safety for all users on the corridor, based on the risk of increased traffic volumes, multiple user demands and lack of dedicated facilities for vulnerable road users (i.e. pedestrians and cyclists).  The risk profile and 10-year crash history indicate the route has safety issues, particularly on Te Mata Peak Road. Some historical issues have been mitigated through the recent implementation of safety measures (i.e. timber barriers), however steady growth in visitor demands and the existing form of the road is expected to continue to prevent safety hazards unless suitable mitigation is considered.	Confirmed Issue
	Narrow and Winding Road	The existing road environment on Te Mata Peak Road is winding, following the existing ridgeline to the summit. The road has a challenging environment including a number of low-radius curves which have resulted in numerous loss-of-control accidents. The winding nature of the road also restricts the ability for coaches/larger vehicles to access the Summit without a pilot vehicle.	Confirmed Issue
	Intersection Safety	Customers have raised concerns relating to intersection safety, particularly on priority-controlled intersections on Simla Avenue, including Emerald Hill, Franklin Terrace and Greenwood Road.  Despite concerns relating to safety at intersections on Simla Avenue, no recorded crashes have occurred at Greenwood Road or Emerald Hill priority-controlled intersections.  Onsite observations have identified a number of site visibility issues that could be considered/mitigated within the CMP.	Confirmed Concern
	Traffic Speeds	Analysis of traffic speed data indicates mean and 85% percentile speeds are within acceptable parameters for a 50km/hr posted speed limit. The evidence does support customer feedback that some drivers are driving at excessive speeds on the corridor.	Confirmed Concern
Road Corridor Environment	Poor Road Surface Condition	RAMM data and future road programmes confirm the existing road surface is in poor condition on sections of Simla Avenue and Te Mata Peak Road. These sections of the road corridor have been identified for AWPT improvements.	Confirmed Issue
	Three-Waters Renewal	Three waters renewals are identified within Council's forward works programme. Whilst not technically a transportation issue, corridor improvements should consider opportunities to integrate or combine utility upgrades where possible to minimise community disruption and abortive works.	Confirmed Issue
	Storm-Water Runoff Issues	Known storm-water issues exist on the corridor, including surface water run-off issues into driveways on Te Mata Peak and flooding of the berm and residential properties the northern extent of Simla Avenue.	Confirmed Issue
	Roadside Vegetation	Residents' concerns related to overgrowth of roadside vegetation, impacting on visibility from residential driveways and encroachment on footpath widths. Also, the risk of trees overhanging the corridor.	Confirmed Issue
	Maintaining Amenity / Character	Not so much an "issue" as an observation, several customers commented that any options developed for Simla Avenue needs to consider the distinct character of the corridor. This includes options to retain the tree lined "Avenue" feel.	Yes - Consider within options
Traffic Operations	Increasing Traffic Volumes	Analysis of historic traffic growth indicates steady growth in traffic volumes on Simla Avenue and Te Mata Peak Road over the past 20-years. Although this is not expected to result in exceeding corridor capacity on Simla Avenue and Te Mata Peak Road (Lower), this may present some issues for congestion and user experience on the approach to the peak summit, and intensifying existing safety concerns.	Confirmed Issue

Theme	Issue	Supporting Evidence	Status
	Competing Road User Demands	The existing roadside environment is not designed to support the type and mix of vehicles using the corridor, in particular vehicle access on the approach to the Summit. There is limited signage or warning for visitors to expect a shared-use environment on the road to the peak.	Confirmed Issue
	Lack of Parking	Parking provisions on Simla Avenue can cause, particularly during school pick-up/drop-off periods or weekend sports events. There is limited observations as part of site visits, however, options to increase on-street parking availability should be considered.	Maybe
	Ability for Larger Vehicles to Negotiate the Road	Narrow carriageway widths and mountainous alignment restricts the ability for larger vehicles to negotiate the corridor safely without the use of skilled drivers and pilot vehicles. The growing popularity of tourist related activities is expected to increase coach and tour bus access demands to the Peak Summit.	Confirmed Issue
Active Mode Users	Pedestrian Connectivity	Pedestrian crossing facilities are limited in urban sections, and in locations where drop kerbs are provided visibility is often constrained by the existing roadside environment. Footpath provisions are limited to the western side of Simla Avenue. Footpath provisions on Te Mata Peak Road lack continuity and connectivity, requiring pedestrians to cross the road multiple times before reaching Simla Avenue. There are no footpath connections on the majority of Te Mata Peak Road (Lower) section for residents or visitors to the Park.	Confirmed Issue
	Lack of Cycling Provisions	The review confirms that Simla Avenue / Te Mata Peak Road and Tauroa Road is a popular recreational route for road cyclists. There is no formal cycling provisions or signage to raise awareness of the presence of cyclists on the route. The corridor has a limited crash history involving cyclists, however, the narrow roadside environment and lack of provisions detracts from its use. The existing steep topography and limited road widths on Te Mata Peak Road limits the usability or attractiveness of using the road by "less confident" users.	Confirmed Issue
	Existing Footpath Widths / Condition	The practical width of footpaths on Simla Avenue and Te Mata Peak Road reduce to less 12m. In places, the existing footpath surface condition is poor or disconnected, impacting on user comfort and providing potential trip hazards for users.	Confirmed Issue





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## Appendix D - Option Identification/Summary



## Section 1 – Simla Avenue

Option Considered	Description	Theme	Benefit	Constraints	Requirements
Footpath on Eastern Berm	Provision of a new footpath on the eastern berm from Hereford Ave to Simla Avenue	Active Modes	Provide connections on existing footpath LoS gap. Does not require pedestrians to cross the road to access western side. Provide direct links to sensitive trip destinations (i.e. Rest Home)	Requires work within the drip-line. Some conflict with driveways although manageable. Undulating berm / narrow berm in sections.	May be possible to provide footpath without intrusive excavation. Could be undertaken as part of reprofiling to support improved drainage. Minimum 1.5m width.
Shared Path Facility	Provision of shared path on Simla Avenue. Potential alternative to A1.	Active Modes	Provides a dedicated shared path for pedestrians and cyclists away from general traffic. More attractive to less confident cyclists (i.e. young family. School children or leisure cyclists) Could potentially be located within either side of the road.	Provision of a high-quality facility might have limited use if not continuous along corridor length. Frequency of driveways may create potential crash hazards / lower level of service. Unlikely to be used by more experienced cyclists travelling for leisure/roading cycling purposes. Potential conflict with sensitive road users, such as those living in the Rest Home. Shared path would need to be located on kerbside to provide suitable visibility splays at driveways – may require the removal/relocation of trees	Design requirements: 3.0m wide desirable 2.5m wide minimum
Upgrade Existing Footpath	Widening of existing footpath to a desirable width of 1.5m	Active Modes	Improved level of service for pedestrians. Allows pedestrians to pass in both directions without stepping into the road. Provides sufficient spaces for mobility impaired users or people with prams. Could be implemented with AWPT	Undulating berm on the western side of the corridor in places. Need to narrowing road width in places to achieve footpath width (appears manageable) May require adjustments to existing stormwater channels/system.	Could be implemented with AWPT Option to improve alignment for pedestrians at intersections
On-Road cycleway (both directions)	Provision of on-road cycling facilities for both northbound and southbound cyclists	Active Modes	Provide dedicated separated cycle lanes for cyclists within the carriageway. Separates cyclists from general road users. Can provide visual narrowing of road corridor width to support lower speeds.	Traffic speed / volumes generally support mixed use environment. Widening of roadway requires use of existing berm, with work in the drip-line. Requires restrictions for on-street parking along majority of corridor. Not identified as a key cycle route within IWay Network.	Min. 1.5m wide cycle lanes (1.8m desirable). Require widening of carriageway (+2.6m).
On-Road cycleway (Southbound)	Provision of cycleway to support uphill cycle movements	Active Modes	Provide separated cycle lanes for cyclists travelling uphill. Reduce potential for road collision with cyclists travelling with the greatest speed differential. Improve attractiveness of cycling on corridor. Requires less carriageway widening than providing for two-way cycling.	Carriageway width would require widening to facilitate cycleway. Requires modifications to on-street parking along majority of corridor. May require work within the drip-line. Not identified as a key cycle route within IWay Network.	Min. 1.5m wide cycle lane – although wider would be recommended. Parking controls on eastern side of Simla Avenue Require widening of carriageway (+1.1m minimum).
Pedestrian Crossings	Provision of suitable pedestrian crossing points	Active Modes	Provide pedestrian crossing facilities in strategic locations (i.e. drop kerbs) Support pedestrian crossing demands were required Improve accessibility and level of service.	Options constrained by pavement widths / pedestrian volumes (i.e. pedestrian buildouts or central islands). Suitable locations dependent on providing adequate visibility splays	Best considered if footpath provided on the eastern side of road. Suitability of providing for formalised pedestrian crossings (i.e. zebra) needs to be warranted.
Pedestrian Build-Outs	Provide build-outs on priority controlled intersections	Active Modes	Reduce crossing distances for pedestrians at priority-controlled intersections – reduced exposure to vehicles Improve/support visibility for pedestrians and vehicles at side road intersections.	Limited impact on through movement speeds Potential impacts on storm-water flow paths	Could be undertaken as part of AWPT, particularly if undertaken with footpath / kerb renewals.

Option Considered	Description	Theme	Benefit	Constraints	Requirements
			Reduce turning vehicle speeds accessing local roads		
Reduce Posted Speeds	Reduce speed limit on Simla Avenue to 40km/hr	Speed	Reduced speed environment. Support general liveability / contribute towards perceived speed issues on the corridor. Improved safety for pedestrians and cyclists.	Only 40km/hr environment in Havelock North. Limited benefit if implemented in isolation – unlikely to be adhered to by those creating perceived issues.	Undertake assessment of “safe and appropriate” road speed. Require Traffic Resolution Order. Additional speed reduction devices required to be effective.
Speed Indicator Device	Provision of speed indicator device	Speed	Reinforce speed limit on corridor Cost effective Likely to get public support Raise awareness for drivers that they are exceeding speed limit	Limited enforcement without other devices Unlikely to reduce speeds for “antisocial” drivers	Currently used on a rotational system. Provision of a permanent SID may reduce effectiveness over time.
Road Narrowing (Lining)	Visual narrowing of corridor width (i.e. painted lines)	Speed	Cost effective solution for narrowing road widths / encouraging lower speeds Could be undertaken as part of AWPT.	Minor additional maintenance / cost Need to consider bus access requirements / providing suitable widths Unlikely to reduce speeds for “antisocial” drivers	Maintain 3.2m wide carriageway width
Road Narrowing (Physical)	Physical narrowing of corridor width	Speed	Reduce width of existing road to provide minimum 3.2m wide traffic lanes in both directions. Could be undertaken as part of AWPT. Could be used to provide additional pedestrian footpath width on the western side.	More significant capital costs – less so than visual demarcation Need to consider bus access requirements / providing suitable widths	Maintain 3.2m wide carriageway width
Local Area Traffic Management	Traffic calming introduced into a road to encourage drivers to travel at an appropriate speed for their surroundings and discourage unnecessary through traffic. These include: <i>Vertical Displacement Devices</i> – treatments that vertically displace vehicles to encourage lower speeds <i>Horizontal Displacement Devices</i> – treatments that horizontally displace vehicles to encourage lower speeds	Speed / Safety	Typically used to reduce vehicle speeds and potential to discourage through traffic Lower speeds and traffic volumes significantly decrease crash risk for active road users by providing formalised crossings and making it clear where drivers can expect to see pedestrians. LATM schemes can enhance the existing aesthetic environment. Encourages use of active modes through perception of safer environment.	Effectiveness of application needs to be consistent rather than isolated treatments (every 80-120m spacings) Frequent use by larger vehicles (i.e. coaches) could increase noise and maintenance requirements. Potential for additional loss of on-street parking where provided. Most effectively applied to local roads rather than collector routes with a through function. Could be considered more viable if throughput demands from Greenwood Road reduced. Drainage paths need to be considered within any scheme. Requires community buy-in. Limited crash history involving speed or active modes.	Typically used on low volume and access roads where posted and operational speed limits are less than 50km/hr Any improvements that narrow corridor widths can cause safety issues for pedestrians/cyclists if not planned for properly
Elderly Crossing Signage	Provide advanced warning signs within vicinity of rest home	General	Increase awareness of presence of elderly care home Cost effective	Ensure signage and warnings are in appropriate location Manage roadside environment to ensure clutter management	Installation of appropriate signage with good visibility. Could be implemented with crossing point where appropriate.
Splitter Islands at Intersections	Provide central splitter islands at side roads	General	Reduced crossing distance for pedestrians. Potential to implement with general build-out/pedestrian enhancements.	Splitter islands need to provide suitable space for pedestrian waiting areas.	Access needs to be provided for largest vehicles accessing side roads (i.e. refuse trucks).



Option Considered	Description	Theme	Benefit	Constraints	Requirements
			Reduce speed for vehicles accessing side roads.		
2-1 Road Layout	Experimental road layout removing centreline and providing two advisory cycle lanes	General	Can be implemented within the existing carriageway environment Provides additional awareness of cyclists travelling on the corridor Shown to have a reduced speed outcome in European studies	Experimental road layout in NZ conditions (used in Europe). Used regularly by non-local drivers could result in lack of understanding. Not currently a standard road treatment in NZ – potential for confusion for users, especially given the number of non-local road users.	
Intersection Controls	Implement intersection controls on adjacent side streets	General	Reinforce extent of the stop line on roads where none currently exist.	Minor additional maintenance costs.	Potential to implement with other intersection improvements (i.e splitter islands)
Reducing Crest Curve	Smoothing of crest curve on Simla Avenue to improve visibility	General	Improved visibility on crest curve for vehicles exiting/entering Simla Avenue from driveways / intersections. Could be undertaken as part of the AWPT.	Requires tie-in to existing accessways to be maintained Majority of feedback received from Franklin Terrace residents – visibility exceeds minimum site distance requirements here. Lack of crash history relating to poor visibility on this section.	Initial investigation indicates approximately 200mm can be achieved.
Road Surface Improvements	Resolve existing road surface	General	Resurfacing of existing pavement increases user comfort Achieve LoS expectations outlined within the ONRC	Planned for implementation in the next financial year	Consider a "do minimum" improvement.
Stormwater Management	Provision of raised kerbs / catchpits on eastern side of Simla Avenue	General	Reduced ponding / flooding on residential properties and berms during rain events. Responds to issues identified by the community Could be implemented as part of AWPT	Some modifications to berm – could be implemented with wider potential treatments.	Raised kerbs and catch pits required.
Vegetation Management	Maintain vegetation within corridor	General	Retain full available width of footpaths Support visibility splays at intersections / vehicle accesses onto road	Some vegetation located on private property encroaching on the corridor or provides privacy screen to residential properties. Vegetation management plan requires liaison with local residents.	Engage with residents regarding vegetation located on highway
Access Management	Ensure new vehicle accesses are provided in appropriate locations	General	Ensure future driveway access proposals achieve appropriate visibility requirements	N/A	Managed through resource consents / planning applications. DP forms planning mechanism.
Speed Enforcement	Liaise with Police over increased enforcement on roads	General	Increased enforcement of speed limit on the corridor	Policing / enforcement is not a Council responsibility.	Buy-in / acceptance from Police
School Warning Signs	Provision of school safety warning signs	General	Support pedestrian / cyclist activity around Hereworth School during operational hours. Advisory speed limit could be provided.	Additional maintenance / cost of operating. Limited conflicts between users recorded to date. Requires an area wide approach incorporating other entrances to the school (i.e. Te Mata Road).	Requires buy-in from the school. Best implemented at an area level – potential to include within School Travel Plan discussions.
School Travel Plans	Development of School Travel Plan for Hereworth and other schools	General	Manage access Support improved parking policy for school Increase walking and cycling volumes and reduce congestion	Buy-in/input from the school required. Viability of funding by Council.	
Parking Restrictions	Apply parking restrictions on Simla Avenue at intersections	Parking	Manage improved visibility at driveways / crossings Maintain safe thoroughfare for general road users Reduce the need for cyclists to face oncoming traffic	Potential community backlash. Requires enforcement. Reduced on-street parking may increase road operating speeds.	Traffic resolution order required Need to review general evening parking demand.



Option Considered	Description	Theme	Benefit	Constraints	Requirements
Formal Parking Provisions	Provision of indented parking spaces	Parking	Remove potential conflict between on-street parking and through traffic movements. Maintain visibility / accessibility from driveways. Reduce the need for cyclists to interact with on-coming vehicles. Reduce informal parking on road berms.	Require the use of berm to provide formal parking provisions Requires work within the drip-line and / or potential tree removal. Potential impacts on street amenity.	Min. width 2.1m indented parking area.

## Section 2 – Te Mata Peak Road (Lower)

Option Considered	Description	Theme	Benefit	Constraints	Requirements
Provision of Footpath	Provision of footpath facilities through to main carpark (rural areas)	Active Modes	Provide dedicated space for pedestrians on the corridor. Support both resident and visitor access on Te Mata Peak Road. Can enhance access to off-road pedestrian right-of-ways / trail routes.	Requires alterations to alignment, boardwalk or one-way system on narrow sections to provide consistent treatment/LoS. May encourage inappropriate use by cyclists. Potential for footpath to be used for refuse collection restricting effective width/path usability. High complexity and cost of delivering full footpath in single stage.	Desirable minimum width is 1.5m. Could be provided on sections where width allows. May result in pedestrians contravening Road Code.
Shared Path Facility	Provision of shared path on Te Mata Peak Road (support uphill movements).	Active Modes	Provide separation from other road users for pedestrians and cyclists. Provide accessible route to peak for less confident road users / families etc.	Use of a shared-path facility for downhill cycling could create safety issue if not restricted to uphill only. Interaction with driveways needs to be considered. Maintaining continuous facility with constrained corridor widths High complexity and cost of delivering full footpath in single stage.	2.0m wide minimum width Requires reinforcement for one-way northbound cycling Width could be maintained with cantilevered boardwalk, adjustment to road alignment or one-way system for traffic.
Seal Widening (Both Directions)	Widening of existing seal to provide for cyclists / pedestrians	Active Modes	Provides additional dedicated space for pedestrians/cyclists travelling on the corridor. Relatively low cycle volumes would require less space. Could be applied where space is available, providing a partial treatment. Could be delivered on a staged basis.	Usefulness for downhill cyclists limited, especially where speed differentials are less. Potential for use by residents for on street parking restricting usefulness. Requires widening of the existing carriageway by 2.4m. Seal edge requires maintenance to ensure clear of debris. Could present a danger for downhill cyclists. Widening of the road on both sides could result in increased speeds. High complexity and cost of delivering full footpath in single stage.	Recommended minimum 1.2m shoulder.
Seal Widening (Southbound)	Extending seal edge to provide space for uphill cycling.	Active Modes	Provides additional dedicated space for pedestrians/cyclists travelling uphill. Relatively low cycle volumes would require less space. Could be applied where space is available, providing a partial treatment. Could be delivered on a staged basis.	Requires widening of the existing carriageway by 1.2m. Seal edge requires maintenance to ensure clear of debris. Consistent provision will require cut/fill in locations. High complexity and cost of delivering full footpath in single stage.	Recommended minimum 1.2m seal shoulder.
Sharrows	Provide sharrows for on-road cyclists	Active Modes	Sharrows inform presence of cyclists on the network. Support cyclists in positioning within the road. Low cost solution for down-hill cycling.	Additional maintenance. Limited benefit to less confident cyclists. Not beneficial for cyclists travelling on uphill gradients. Best used in combination with other uphill elements.	Confirmation of suitability for rural road network
Upgrade Existing Footpath (Urban Areas)	Widening of existing footpath to a desirable width of 1.5m Extend footpath on full length of urbanised section	Active Modes	Provide additional space for residents/visitors to safely access the corridor. Allow provision of safer pedestrian crossing facilities on winding urban sections of the corridor	Significant drop off on western side of Te Mata Peak Road adjacent to Greenwood Road Requires removal of trees / bushes planted by residents on the eastern side of Te Mata Peak Road.	Check property boundary edge lines along the corridor
On-Road cycleway (Two-Way)	Provision dedicated cycle lanes in both directions (minimum width varies	Active Modes	Provide a dedicated space for cyclist to travel in both directions on Te Mata Peak Road. More attractive to less confident cyclists.	Narrow carriageway width would require significant widening / retaining to facilitate cycleway No benefit to pedestrians.	Min. 1.5m wide cycle lane Parking controls on both sides of Te Mata Peak Road



Option Considered	Description	Theme	Benefit	Constraints	Requirements
	depending on posted speed). Additional barriers required adjacent to major drops.			Requires alterations to alignment, boardwalk or one-way system on narrow sections to provide consistent treatment/LoS Requires sweeping/maintenance to maintain safe and attractive cycling surface Gradient of route is unlikely to increase demand for access for less confident users. High complexity and cost of delivering full footpath in single stage.	
On-Road cycleway (Southbound)	Provision dedicated cycle lanes in southbound direction only (minimum width varies depending on posted speed) Additional barriers required adjacent to major drops.	Active Modes	Provide a dedicated space for cyclist to travel in southbound direction on Te Mata Peak Road. More attractive to less confident cyclists.	Narrow carriageway width would require significant widening / retaining to facilitate cycleway No benefit to pedestrians. Requires alterations to alignment, boardwalk or one-way system on narrow sections to provide consistent treatment/LoS Requires sweeping/maintenance to maintain safe and attractive cycling surface	Min. 1.5m wide cycle lane Parking controls on eastern side of Simla Avenue
Pedestrian Crossings	Provision of pedestrian crossing facilities in urbanised areas	Active Modes	Facilitate safer pedestrian access across the road corridor.	Options for formal pedestrian crossing facilities are limited by roadwidths and low pedestrian volumes. Expected to be limited to appropriate drop-kerbs and warning signage.	Review drop-kerb arrangements. Potential to supplement with coloured surfacing.
Gateway Threshold	Pairing of speed limit signs Additional threshold treatments	Safety	Greater awareness of entering urbanised section of the corridor for those less familiar with the area. Locate in areas where speed limits change.	Not required if speed limit review supports the need for a reduced posted speed limit on Te Mata Peak Road.	
Reduce Posted Speeds	Reduce speed limit on Te Mata Peak Road	Safety	Review posted speed in 60km/hr section using NZTA's Speed Management Guidelines.	Traffic resolution order to be required to change speed limit. May not be appropriate for drivers wishing to exceed speed limit (e.g. boy racers)	Require Traffic Resolution Order. Review with NZTA / Local Authority Speed Management
Access Management	Ensure new vehicle accesses are provided in appropriate locations	Safety	Ensure future driveway access proposals achieve appropriate visibility requirements	Only relevant with new driveways/accesses	Managed through resource consents / planning applications. DP forms planning mechanism.
Speed Enforcement	Liaise with Police over increased enforcement on roads	General	Increased enforcement of speed limit on the corridor	Requires buy-in / acceptance from police	Liaise with police
Review Edge Marker Provisions	Review condition / location of existing edge marker provisions	Safety	Maintenance of existing edge marker provisions Reinforce road edge and improve driver awareness of road alignment and curvature	Additional maintenance / cost May require additional alignment considerations if road widening measures are proposed	Could be undertaken as part of proposed AWPT
Retroreflective Safety Devise	Provision of retroreflective safety devises on road centreline (cats eyes)	Safety	Visual lane marking to reinforce centreline and/or edge of road on road in low light conditions	Additional maintenance / cost Appropriateness for local environment needs to be agreed.	Could be undertaken as part of proposed AWPT
Road Edge Barriers	Provision of road edge barriers on	Safety	Provide vertical deflection on road edge with fall risk. Could be targeted at LoC sites.	Need to be considered in relation to any proposed footpath / cycleway provisions to ensure effective width is not compromised	Review existing locations and preferable treatment options
High Friction Surfacing	Use of high friction / coloured surfacing on curves to delineate safety risk	Safety	Potential to reduce loss of control on out-of-context curves. Low cost solution for initial implementation.	Visual impact on roadside environment Additional maintenance costs / requirements Suitability for environment	Can be implemented in line with other options / safety solutions.

Option Considered	Description	Theme	Benefit	Constraints	Requirements
Advisory Speed Signs	Provision of static advisory speed signs to out-of-context curves	Safety / Access Management	Signage provide information to the driver on the appropriate speed at a curve or feature and considered very effective in helping reduce speed. Can provide a 25% decrease in crash reduction where used effectively. Can be used where warranted to support existing chevron markings.	Advisory signs and warning devices lose effectiveness and credibility if used inappropriately. The appropriate speed for larger vehicles is lower due to higher centre of gravity. Excess signage can detract from local environment. May be redundant in long-term if speed limit reduced/realignment options considered.	Dynamic advisory speed signs require power source.
Transverse Road Markings	Perceptual counter measures placed at an angle to the road edge and centrelines.	Safety	Reduce speeds and raise awareness in advance of a hazard such as an out of context curve, or where the intention is to slow traffic down and improve reaction times without providing speed limit reduction	Not suitable near residential properties where designed to provide noise Subject to wear and require regular refurbishment Non slip paints required for motorbike/cyclist stability Effects can be short-term (novelty effect)	Should be considered in co-ordination with other treatments (i.e. closer spacing on radius, chevron signage, wider edge lines)
Curve Realignment	Physical realignment of out-of-context curves on the route	Safety	Reduce potential for loss of control on out-of-context curves Improve visibility splays at some vehicle accesses on route.	Requires land acquisition / property purchase in places May increase vehicle speeds on corridor sections May require relocation of overhead utilities in some locations.	Benefits and feasibility need to be assessed on a site by site basis
Speed Activated Warning Signs	Electronic signs that display a message when approached by a driver exceeding speed thresholds	Safety	Signs are used to highlight and draw attention to particularly type of hazard where standard reflectorized warning signs have been tried and have been found not to be sufficiently effective in warning drivers to reduce speeds to safely negotiate hazardous sites. Austroads indicates a 35% reduction in all crashes where installed.	Susceptibility to vandalism Power supply in areas can be difficult and expensive. Cost implications compared to static solutions.	Optimise / test static displays or enhancements before considering active options.
Formalise Parking	Provision of indented parking spaces	Parking	Remove potential conflict between on-street parking and through traffic movements. Maintain visibility / accessibility from driveways. Reduce the need for cyclists to interact with on-coming vehicles. Reduce informal parking on road berms.	Limited space within existing carriageway for providing indented parking. Sufficient parking supply for residential activities should be considered / provided within existing development controls.	Min. width 2.1m indented parking area.
Vegetation Management	Maintain vegetation within corridor	General	Retain full available width of footpaths Support visibility splays at intersections / vehicle accesses onto road.	Some well-established vegetation planted by residents in verge.	Liaison with local land-owners required.
Road surface improvements	Maintenance of existing pavement surface	Safety / LoS Expectations	Improved surface condition leading to potential for reduced loss of control on road corridor Improved ride quality / user experience	Required to be undertaken in short-term as pavement LoS is diminishing.	Undertaken as part of proposed AWPT. Potential to integrate with other improvements.
Storm-water drainage	Review existing alignment issues resulting in storm-water run-off into adjacent properties	LoS Expectations	Reduced run off into adjacent properties noted through consultation. Potential to revise as part of proposed pavement rehabilitation work.	Feasibility and response needs to be considered in co-ordination with wider proposed improvement options.	Undertaken as part of proposed AWPT. Potential to integrate with other improvements.
Undergrounding Utilities	Consideration of undergrounding utilities on corridor	Amenity/ Environment	Opportunity to improve amenity. Could provide opportunities for joint implementation of improvements. Reduce crash risk where located within road berm space.	Dependent on utility providers forward works programme / cost-benefit considerations. Beyond Council's control.	Liaise with relevant utility providers - many undergrounding locations





## Appendix E – NZ Supplement to Austroads: Guide to Choice of Facility Type for Cyclists

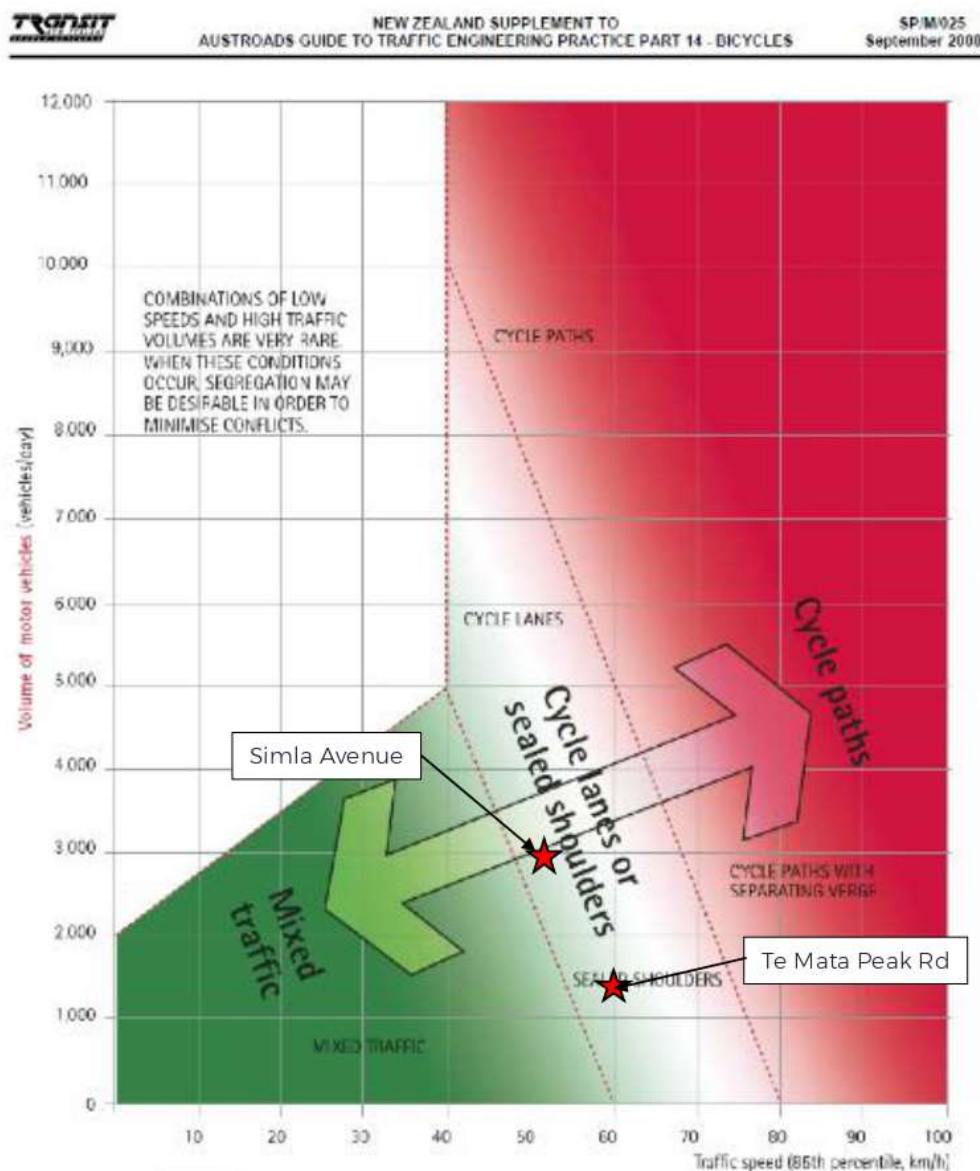


Figure 4-1: Guide to Choice of Facility Type for Cyclists (Print in Colour)

**Figure 4-1: Notes**

1. In general, roads with higher traffic speed and traffic volumes are more difficult for cyclists to negotiate than roads with lower speeds and volumes. The threshold for comfort and safety for cyclists is a function of both traffic speed and volume, and varies by cyclist experience and trip purpose. Facilities based on this chart will have the broadest appeal.
2. When school cyclists are numerous or the route is primarily used for recreation then path treatments may be preferable to road treatments.
3. Provision of a separated cycle path does not necessarily imply that an on road solution would not also be useful, and vice versa. Different kinds of cyclists have different needs. Family groups may prefer off road cycle paths while racing or training cyclists, or commuters, tend to prefer cycle lanes or wide sealed shoulders.

Figure 4.1 is based on the following research:

Of note, Figure 4.1 Guide to choice of Facility Type for Cyclists from the NZ Supplement to Austroads Part 14, is referenced in the Cycle Network and Route Planning Guide as Figure 6.1.



SIMLA AVENUE / TE MATA PEAK ROAD – CORRIDOR MANAGEMENT PLAN

## Appendix F – Greenwood Road / Simla Avenue Intersection Assessment Summary

Item 12

Attachment 1



Option Reference	A		B		C		D		E		F		G		
	Description	Upgrade Intersection to a Roundabout	Upgrade Give-Way to "Stop Control"	"Stop Control" on Greenwood Approach	One-Way Access on Greenwood Road Approach	Restrict Access from Simla Avenue	New T-Intersection on Te Mata Peak Road	Restrict Access from Greenwood Road							
Supplementary Options	Vegetation Management Widening Road on Greenwood Road	Vegetation Management Widening Road on Greenwood Road Widening of Existing Footpath	Vegetation Management Widening Road on Greenwood Road Widening of Existing Footpath	Vegetation Management Widening of Existing Footpath	Vegetation Management Widening of Existing Footpath	Vegetation Management	Re-alignment of Greenwood Road Connection Provision of Turn Around Area Vegetation Management	Vegetation Management Provision of Turn-around area on Greenwood Road Widening of Existing Footpath							
Concept Image															
Long-list Consideration	Consideration for Short List?	Comment	Score	Comment	Score	Comment	Score				Comment	Score			
	Comment	Minimal works, considered achievable. Would not have a significant impact on wider network operations.	Yes	Minimal works, considered achievable. Would not have a significant impact on wider network operations.	Yes	Minimal works, considered achievable. Would not have a significant impact on wider network operations.	Yes	Some works required but considered achievable. Would have an impact on wider network operations, although less so than closure of Simla Avenue.	Yes	Significant impact on Simla Avenue form and function. Requirement to alter existing.	No	Major works required to achieve improvement. Unlikely to be warranted or able to achieve desired engineering requirements (i.e. gradient, access requirements etc)	No	Some works required but considered achievable. Would have an impact on wider network operations, although less so than closure of Simla Avenue.	No
Transport Effects	Criteria	Comment	Score	Comment	Score	Comment	Score	Comment	Score	Comment	Score	Comment	Score	Comment	Score
	Vehicle Access - Local Network Effects	Maintains all traffic movements at the intersection. Some minor modifications to support access to adjacent driveways required.	4	Minimal impact	5	Minimal impact	5	Reduced accessibility for vehicle travelling westbound on Greenwood Road. Reduced route choice for Te Mata Peak Road residents. Vehicle access into driveways maintained.	3	-	-	-	-	Requires modification to properties on northern side of intersection. Reduced route choice for local residents.	2
	Vehicle Access - Wider Network Effects	Minimal impact on wider network operations.	5	Minimal impact on wider network operations.	5	Minimal impact on wider network operations.	5	Minor re-routing of traffic through wider local road network. Likely to require changes to road hierarchy on Greenwood Road.	3	-	-	-	-	Moderate re-routing of traffic through wider local road network. Likely to require changes to road hierarchy on Greenwood Road.	2
	Large Vehicle Access (i.e. buses and refuse)	Unlikely to achieve required tracking for coaches or buses travelling on Te Mata Peak Road.	2	No significant change to sweep path for buses compared with existing situation.	5	Sweep path for buses may occasionally sweep across centreline. Needs to be designed accordingly.	3	Sweep path for buses may occasionally sweep across centreline. Needs to be designed accordingly.	3	-	-	-	-	Sweep path for buses may occasionally sweep across centreline. Needs to be designed accordingly.	3
	Pedestrians	Some pedestrian provisions could potentially be achieved as part of roundabout development (i.e. splitter islands).	5	Some improvements for pedestrians through localised footpath widening. Limited ability for providing pedestrian crossing improvements.	4	Some improvements for pedestrians through localised footpath widening on eastern side.	4	Some improvements for pedestrians through localised footpath widening on eastern side.	4	-	-	-	-	Some improvements for pedestrians through localised footpath widening on eastern side.	4
	Cyclists	Roundabouts generally considered less favourable for cyclists.	2	Neutral.	3	Neutral.	3	Reduced potential for conflict at intersection. Cycle facilities need to be provided on build-out to maintain westbound cycling connectivity.	4	-	-	-	-	Reduced potential for conflict at intersection. Cycle facilities need to be provided on build-out to maintain westbound cycling connectivity.	4
	Safety / Speed Management	Roundabouts generally provide lower speed environment. Generally considered safer compared with priority controlled intersections.	5	Visibility improvements through vegetation management would support sight visibility splays. Stop control on Te Mata Peak Road and tight geometry on Greenwood Road would maintain generally low speeds.	4	Option likely to result in increased speeds on Te Mata Peak Road. Tight geometry between Te Mata Peak Road and Simla Avenue bend may result in increased loss of control accidents. Also greater likelihood of left-turning vehicles encroaching on stationary vehicles at Greenwood Road approach.	3	Option likely to result in increased speeds on Te Mata Peak Road. Tight geometry between Te Mata Peak Road and Simla Avenue bend may result in increased loss of control accidents. Option limits potential for collisions between stationary vehicles on Greenwood Road approach.	4	-	-	-	-	Option likely to result in increased speeds on Te Mata Peak Road. Tight geometry between Te Mata Peak Road and Simla Avenue bend may result in increased loss of control accidents. Potential collisions with traffic from Greenwood Road eliminated.	4
Implementation Considerations	Implementation Costs	Medium Cost	2	Lowest Cost	5	Low Cost	4	Low to Medium Cost	2	-	-	-	-	Medium - high cost.	1
	Staging Potential	Limited staging potential.	3	Could be implemented as a short-term option if alternative option is considered more appropriate.	5	Could be implemented as a short-term option.	5	Limited staging potential.	3	-	-	-	-	Limited staging potential.	3
	Constructability	Low-Medium Risk. Option could largely be achieved within the existing footprint with some modification to driveway accesses.	4	Minimal Risks. Easy implementation and low construction risk. Includes minor adjustments to signage, lining and kerblines on Greenwood Road and Simla Avenue.	5	Minimal Risks. Includes minor adjustments to signage, lining and kerblines.	5	Medium Risk. Would require closure period whilst improvements are made. Potential impacts on stormwater flow paths.	2	-	-	-	-	Medium-High Risk. Option would require land-take to support vehicle turn around area.	2
	Property Acquisition Requirements	Limited additional footprint required.	5	Limited additional footprint required.	5	Limited additional footprint required.	5	Limited additional footprint required.	5	-	-	-	-	Additional land-take required to achieve vehicle turn around area on Greenwood Road. Could be achieved without demolition of buildings or frontages.	2
	Community and Stakeholder Acceptability	Likely to be supported. Some community disruption during construction. Not a significantly controversial option.	4	Highly likely to be supported. Limited additional footprint required.	5	Highly to be supported. Limited impact on adjacent properties or network operations.	5	Option would impact on access to adjacent land-uses. Option could be supported but needs to be tested.	2	-	-	-	-	Option would impact on access to adjacent land-uses and affect existing travel patterns. Greatest impact on community compared with other options. Option unlikely to be supported but could be tested.	1
	Consentability	Small localised changes. Not likely to have significant social or environmental impacts.	5	Small localised changes. Not likely to have significant social or environmental impacts.	5	Small localised changes. Not likely to have significant social or environmental impacts.	5	Small localised changes. Not likely to have significant environmental impacts. Social impacts.	4	-	-	-	-	Requires additional land from adjacent greenfields to support a turning.	2
	Option Score	46		56		52		39		Dismissed at Long List Level		Dismissed at Long List Level		30	
Option Ranking	3		1		2		4		N/A		N/A		5		





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Who's  
putting local  
issues on  
the national  
agenda?

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# 2019 Annual General Meeting Remits

Item 13

Attachment 1

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# 1

## Climate change – local government representation

**Remit:** That LGNZ calls on the Government to include local government representation (as determined by local government) at all levels of policy development, technical risk and resilience assessment, and data acquisition on climate change response policies – with an emphasis on climate adaptation: policy; legal; planning; and financial compensation regimes.

**Proposed by:** Auckland Council

**Supported by:** Zone One

### Background information and research

#### 1. Nature of the issue

- a. Climate change action, impacts and related policy, risk, legal, planning and financial implications are borne most directly by local communities.
- b. As the structure and framework for a more cohesive New Zealand-wide approach emerges with the current government, it is critical that the country-wide context is informed directly by the local voice at a local council level so it is integrated appropriately into the wider context.
- c. Local government is likely to be responsible for implementing a range of central government climate change policies – it is therefore crucial that local government is represented in policy/technical design process to ensure it is fit for purpose at a local scale and able to be implemented cost-effectively in the local government system.

#### 2. Background to its being raised

- a. Climate adaptation and mitigation approaches are being adopted across New Zealand, in some cases well in advance of a coherent national approach. As local councils make progress on strategy, policy, planning and direct initiatives, an opportunity exists to integrate learning, challenges or concerns into the wider national context.
- b. Some councils have pioneered new approaches with mana whenua, community engagement, evidence-building and research and cross-sector governance. Without a seat at the larger table, the lessons from these early adopters risk being lost in the national conversation/approach.

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**3. New or confirming existing policy**

This is a new policy.

**4. How the issue relates to objectives in the current Work Programme**

- The issue relates to LGNZ's climate change work programme, particularly relating to the input/influence on the Zero Carbon Act and Independent Climate Commission, implementation of CCATWG recommendations, decision-making and risk, impacts assessment, and other elements.
- A local seat at the larger New Zealand table would ensure a strong local voice for a range of workstreams.

**5. What work or action on the issue has been done on it, and the outcome**

Aside from specific LGNZ workstreams relating to climate change (see above), central government has progressed consultation on the Zero Carbon Bill and Interim Climate Change Committee, has appointed a panel to produce a framework for national climate change risk assessment, and has announced a set of improvements to New Zealand's emissions trading scheme. Likewise, a number of councils have progressed action plans and strategies to reduce emissions and prepare for climate impacts. Notably, New Zealand-wide emissions continue to rise and the serious risks associated with climate impacts continue to be better understood – an integrated local and national approach is very much needed in order to make any substantive progress on climate change in New Zealand.

**6. Any existing relevant legislation, policy or practice**

As described above, the Zero Carbon Act is the main relevant New Zealand legislation with accompanying frameworks, policies and schemes. A range of more local policies from the Auckland Unitary Plan to coastal policies need meticulous alignment and integration with the national approach in order for both to be most effective.

**7. Outcome of any prior discussion at a Zone or Sector meeting**

Zone 1 agreed on 1 March 2019 to support this remit.

**8. Suggested course of action envisaged**

- It is recommended that LGNZ work with central government to advocate for these changes.
- It is recommended that LGNZ engage directly with relevant ministers and ministries to ensure local government has an appropriate role in the National Climate Change Risk Assessment Framework, and all related and relevant work programmes.



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## 2

### Ban on the sale of fireworks to the general public

<b>Remit:</b>	That LGNZ works with central government to introduce legislation to ban the sale of fireworks to the general public and end their private use.
<b>Proposed by:</b>	Auckland Council
<b>Supported by:</b>	Metro Sector

#### Background information and research

##### 1. Nature of the issue

The following issues have been identified:

- a. Community concern about the negative impacts of the ad-hoc private use of fireworks particularly around the deliberate and unintentional distress to people and animals and damage to property.
- b. High demand for council and emergency services who receive a large number of complaints in relation to the use of fireworks.
- c. The absence of regulatory powers to territorial authorities to ban the sale of fireworks by retailers to the general public.

##### 2. Background to its being raised

- a. The issue was raised during the review of the Auckland Council's Public Safety and Nuisance Bylaw 2013 which prohibits setting off fireworks on public places.
- b. During the review of this Bylaw, Auckland Council separately resolved to request the New Zealand Government to introduce legislation to ban the sale of fireworks to the general public and end their private use.
- c. Reasons for the decision are stated in the 'Nature of the issue' and further details are in 'What work or action on the issue has been done, and the outcome'.

##### 3. New or confirming existing policy

This is a new policy.

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#### 4. How the issue relates to objectives in the current Work Programme

This issue relates to LGNZ's social issues portfolio which reflects working alongside central government to address social issues affecting community safety:

- Community safety is an issue of vital interest for councils as areas which are perceived to be "unsafe" are likely to experience lower levels of social cohesion and economic investment. When asked to rank issues that are most important to themselves and their communities' safety is always one of the top.
- Framed in this way, prohibiting the private use and sale of fireworks through government legislation enhances community safety as a top priority for LGNZ. Furthermore, it also promotes social cohesion by enabling the use of public displays without the worries and danger of ad-hoc private use of fireworks.

#### 5. What work or action on the issue has been done on it, and the outcome

The review of Auckland Council's Public Safety and Nuisance Bylaw 2013 identified that a territorial authority has no regulatory powers to ban the retail sale of fireworks to the general public.

A territorial authority's regulatory powers in relation to fireworks are limited to:

- Prohibiting fireworks from being set off on or from a public place.
- Addressing nuisance and safety issues that may arise from their use on other places (eg private property) and affect people in a public place.
- Addressing noise issues relating to fireworks being set off on other places.

Enforcement is also challenging and resource-intensive. Auckland Council (and potentially other territorial authorities) do not have capacity to respond to all complaints during peak times, and it is difficult to catch people in the act. There can also be health and safety risks for compliance staff.

A ban on the sale of fireworks through legislative reform would therefore be the most efficient and effective way of addressing issues identified in the 'Nature of the issue'.

Any such ban would not prohibit public fireworks displays which enable a managed approach towards cultural celebrations that use fireworks throughout the year.

There is also a known level of public support for such a ban. Public feedback between October and December 2018 on the decision of Auckland Council to request a ban on the sale of fireworks was overwhelmingly supportive. Feedback to Auckland Council resolution was received from 7,997 people online. Feedback showed 89 per cent (7,041) in support and 10 per cent (837) opposed.

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Key themes in support included:

- Concerns for the safety of people and animals (68 per cent).
- Concerns about the amount of noise (35 per cent).
- Concerns about stockpiling and use of fireworks after Guy Fawkes night (27 per cent).
- A preference for public fireworks displays only (23 per cent).

Key themes opposed, including from fireworks retailers, were:

- A ban would be excessively restrictive.
- In favour of more regulation on use instead of a ban.
- A ban would end a key part of kiwi culture and tradition.

Similar requests and petitions to ban the sale of fireworks to the general public have been delivered to the Government, including:

- An unsuccessful petition in 2015 with 32,000 signatures, including the SPCA, SAFE and the New Zealand Veterinarians Association.
- A recent petition in 2018 with nearly 18,000 signatures which was accepted on its behalf by Green Party animal welfare spokesperson Gareth Hughes.

A ban on the sale of fireworks would align New Zealand legislation to that of other comparative jurisdictions. For example, retail sale of fireworks to the general public is prohibited in every Australian jurisdiction (except the Northern Territories and Tasmania where strict restrictions on the sale and use are in place).

## **6. Any existing relevant legislation, policy or practice**

### Hazardous Substances (Fireworks) Regulations 2001

- Fireworks may be displayed for retail sale or sold by a retailer during the period beginning on 2 November and ending at the close of 5 November in each year.
- A person must be at least 18 years in order to purchase fireworks.

### WorkSafe

- Regulates health and safety in a workplace and administers the regulations for storing fireworks in a workplace.
- Approve compliance certifiers who certify public/commercial displays.

### New Zealand Police

- Enforce regulations around the sale of retail fireworks, including requirements around the sale period and age restrictions under the Hazardous Substances (Fireworks) Regulations 2001.
- Address complaints about dangerous use of fireworks.



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Environmental Protection Agency (EPA)

- Responsible for providing information about the sale of retail fireworks.
- Responsible for approving certifiers to test and certify that retail fireworks are safe prior to being sold in New Zealand.
- Provides approval for hazardous substances, including fireworks and provide import certificates to allow fireworks to be brought into New Zealand and the requirements for labelling and packaging of fireworks.

Auckland Council

- Deals with complaints about noise from fireworks.
- Prohibits setting off fireworks from public places under its Public Safety and Nuisance Bylaw 2013.

New Zealand Transport Agency (NZTA)

- Responsible for enforcing Land Transport Rule 1 which covers fireworks being transported on the road.

**7. Suggested course of action envisaged**

We ask that LGNZ request the Government to include red light running with other traffic offences that incur demerit points.

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# 3

## Traffic offences – red light running

<b>Remit:</b>	That LGNZ request the Government to bring into line camera and officer-detected red light running offences with other traffic offences that incur demerit points.
<b>Proposed by:</b>	Auckland Council
<b>Supported by:</b>	Metro Sector

### 1. Background information and research

#### 1. Nature of the issue

LGNZ strategic goals include a safe system for transport – increasingly free of death and serious injury. This proposal is directly working towards a safe road system, with an integrated approach across infrastructure, operation of the road network and enforcement.

The red-light-running-related crash-risk has increased in recent years (CAS) and additional prevention measures are required to reduce and eventually eliminate the social, financial and road trauma burden of these crashes.

Making use of safety cameras and demerit points would allow the intent of the law to be upheld without the need for significantly increased police presence, and is a cost effective way to ensure safety at high risk camera locations.

Demerit points are more effective than fines in deterring unsafe road user behaviour as the deterrent effect impacts equally across a wide range of road users.

We ask that LGNZ request the Government that red light running be included with other traffic offences that incur demerit points (currently absent from the list of similar offences that acquire points, although this was proposed in 2007).

All councils in New Zealand stand to benefit from reduced red-light running and cost-effective enforcement of safety using red light cameras which can operate more cheaply over wide areas. This will support councils to get strong safety results from their road safety camera programmes.

Demerit point systems (DPS) work through prevention, selection and correction mechanisms. A DPS can help increase compliance with stop signals, reducing the likelihood of exposure to non-survivable forces, and it can help reduce repeat offending among 'loss of licence' drivers who repeatedly make poor safety choices which may lead to a crash.

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Applying demerit points to red-light-running offences would help make the whole penalty system more meaningful and fair, and better reflect the risk. It is expected that the costs would be minimal, mostly in the justice sector, however these too can be minimised with an educational approach.

## 2. Background to its being raised

### Road safety crisis

Auckland, as the rest of New Zealand, has an increasing road toll. From 2014 to 2017 Auckland had an increase in deaths of 78 per cent. The rest of New Zealand had an increase of almost 30 per cent in that same period. Serious injuries have increased at similar rates in that time. This follows a long period of gradual reductions in road trauma. The previous methods for managing road safety are no longer working.

A Vision Zero approach requires clear expectations and shared responsibility about safe behaviour at intersections, from road users and legislators and managers of the road system.

Auckland Transport (AT) Independent Road Safety Business Improvement Review (BIR) recommends increasing penalties for camera offences for all drivers, alongside other recommendations for road safety sector partnerships.

National Road Safety Strategy update is underway. It would help to have LGNZ support for changes like this being considered under the strategy.

## 3. New or confirming existing policy

### Red light running or failing to stop at a red signal at intersections:

- Note that in this 2007 release for changes to the demerit system in 2010, proposed a fine of \$50 and 25 demerit points for red light running.  
<https://www.beehive.govt.nz/release/tougher-penalties-focus-road-safety-package>

### 10 years of driver offence data:

- <https://www.police.govt.nz/about-us/publication/road-policing-driver-offence-data-january-2009-december-2018> (accessed at 2 April 2019)

### Number of red light running offences for 2014-2018 five year period, all of New Zealand:

- Officer issued: 61,208 or \$8.9 million in fines, no demerit points.
- Camera issued: 14,904 or \$2.2 million in fines, no demerit points.



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#### 4. How the issue relates to objectives in the current Work Programme

The overall strategic focus of LGNZ includes leadership and delivery of change on the big issues confronting New Zealand communities, such as road safety, with a focus on best performance and value for communities. Safety cameras with reliable enforcement tick off a number of these requirements.

This proposal could support three of the five strategic policy priorities in the LGNZ Policy statement 2017-2019, although it does not fit under one alone:

- Infrastructure: LGNZ's policy statement mentions *a safe system for transport – increasingly free of death and serious injury* (p6). This proposal is directly working towards a safe road system, including infrastructure, operation of the road network and enforcement.
- Risk and resilience: Also known as safe and sustainable transport, Vision Zero and this detailed change to road safety supports a risk-based approach to increasing safety in New Zealand communities. Collaboration between local and central government is necessary to achieve the safe system goal and treating no death or serious injury as acceptable for those communities.
- Social issue – community safety: LGNZ supports projects that strengthen confidence in the police and improve perceptions of safety. This proposal reflects the goal of responsive policing, and innovative solutions for dealing with social issues.

#### Note on equity

While demerit points provide a more equitable deterrent effect compared to fines and help dispel the myth of 'revenue gathering', an increase in the use of demerit points may still impact some low deprivation communities and create 'transport poverty' issues, particularly in areas with high sharing of vehicles. One way to manage this potential equity issue is to use the Swedish model for managing safety cameras where they are only switched on a proportion of the time and are well supported by local road safety education activities.

#### 5. What work or action on the issue has been done on it, and the outcome

From Auckland Transport research report: *Auckland Red Light Camera Project: Final Evaluation Report, 2011*: "When red light cameras were trialled in Auckland between 2008 and 2010, there was a 43 per cent reduction in red-light running and an average 63 per cent decrease in crashes attributable to red light running."

Conversations with AT and Policing Operations on demerits for safety camera infringements indicate that police are very supportive of demerit points for safety cameras.

Reasons include that demerits from safety cameras can be easily transferred to the driver involved in the infringement, which addresses concerns that vehicle owners who are not driving would be unfairly penalised.

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Further conversations between AT and New Zealand Police indicate that red light running offences are an anomaly as they do not lead to demerit points. For comparison, failing to give way at a pedestrian crossing is 35 points, and ignoring the flashing red signal at rail crossings, 20 points.

The effect of demerit points on young drivers: incentives and disincentives can have an important impact on young, novice drivers' behaviour, including demerit points as a concrete disincentive.

From OECD research report: *Young Drivers: The Road to Safety* 2006 by the European Conference of Ministers of Transport (EMCT), OECD publishing, France.

Comment on technology used for enforcement:

Existing cameras are more than capable of detecting offences, it is just the legal rules that are preventing this. However, it may be worth considering that new intelligent technology will potentially improve this process even further in future.

**6. Any existing relevant legislation, policy or practice**

To change the:

- Land Transport Act 1998.
- Land Transport (offences and penalties) Regulations 1999.
- Land Transport (road user) Rule 2004.

The demerits points system comes from section 88 of the Land Transport Act and expressly excludes offences detected by camera enforcement ("vehicle surveillance equipment" as it is called in legislation).

These sections of the Act are supported by reg 6 and schedule 2 of the Land Transport (Offences and Penalties) Regulations 1999.

**7. Suggested course of action envisaged**

We ask that LGNZ request the Government to include red light running with other traffic offences that incur demerit points.

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# 4

## Prohibit parking on grass berms

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<b>Remit:</b>	To seek an amendment to clause 6.2 of the Land Transport (Road User) Rule 2004 to prohibit parking on urban berms.
<b>Proposed by:</b>	Auckland Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

Auckland Transport cannot enforce 'parking on the grass berms' without the request signage being in place.

#### 2. Background to its being raised

In 2015 Auckland Transport Parking Services received advice that the enforcement of motor vehicles parking on the berms of the roadway could not be lawfully carried out, without the requisite signage being in place to inform the driver that the activity is not permitted. After that advice, enforcement was restricted to roadways where signage is in place. A programme to install signage was undertaken on a risk priority basis from that time to present.

#### 3. New or confirming existing policy

Change in the existing legislative situation.

#### 4. How the issue relates to objectives in the current Work Programme

The overall strategic focus of LGNZ includes leadership and delivery of change on the big issues confronting New Zealand communities, such as road safety, with a focus on best performance and value for communities.



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This proposal supports the Infrastructure strategic policy priorities in the LGNZ policy statement 2017-2019:

- Infrastructure: LGNZ policy statement mentions the right infrastructure and services to the right level at the best cost (p6). This proposal is directly working towards a safe road system, including infrastructure that meets the increasing demands within a reasonable roading investment.

#### **5. What work or action on the issue has been done on it, and the outcome**

- September 2015: AT legal team notified Parking Services and Ministry of Transport (MoT) of the issue.
- October 2015: Ministry responded stating it would be included in the next omnibus rule amendment.
- June 2016: AT was advised that the matter would not be progressed as a policy project would be needed. AT also informed that the matter was not in the 2016/17 programme but would be considered in the forward work programme.
- AT advised there would be workshops with local government to determine potential regulatory proposals in the 2017/18 programme. This did not happen.
- November 2016: AT's Legal team wrote to the MoT again requesting for an update on when the workshops would take place.
- November 2016: MoT advised AT that they were currently co-ordinating proposals.

AT have not received an update on the issue since.

#### **6. Any existing relevant legislation, policy or practice**

AT's Traffic Bylaw 2012 prohibits parking on the grass within the Auckland urban traffic area. However, the combination of provisions in the Land Transport Act 1998, and the various rules made under it, mean that for AT to enforce this prohibition, we must first install prescribed signs every 100 metres on all grass road margins within the urban traffic area.

It should be noted that this is not just confined to Auckland, but is a nationwide issue, hence our multiple requests for the Ministry to consider the issue.

To note: The same requirements apply to beaches, meaning before AT can enforce a Council prohibition on parking on the beach, signage must first be installed every 100 metres along the beach.

Clearly, installing the required signage on all road margins and beaches is both aesthetically undesirable as well as prohibitively expensive.

Operational practice by AT parking services is to respond to calls for service and complaints from the public. This change is not to introduce a change in enforcement practices.

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# 5

## Short-term guest accommodation

<b>Remit:</b>	That LGNZ advocates for enabling legislation that would allow councils to require all guest accommodation providers to register with the council and that provides an efficient approach to imposing punitive action on operators who don't comply.
<b>Proposed by:</b>	Christchurch City Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

The advent of online listing and payment platforms like Airbnb and HomeAway have helped grow a largely informal accommodation provider sector around the world on a huge scale. This is presenting challenges for local authorities around the world to adapt regulatory frameworks to effectively capture these new businesses.

The Airbnb market share in Christchurch has grown exponentially from June 2016 to December 2018.

- Rooms in owner-occupied homes listed grew from 58 in June 2016 to 1,496 in December 2018.
- Entire homes listed increased from 54 to 1,281 over the same period (+2,272 per cent).
- Airbnb's share of all guest nights in Christchurch rose from 0.7 per cent in June 2016 to 24 per cent in December 2018.
- In the month of December 2018 there were an estimated 120,000 guest nights in Christchurch at Airbnb providers.

Councils generally have regulatory and rating requirements that guest accommodation providers are required to work within. District Plan rules protect residential amenity and coherence and many councils require business properties to pay a differential premium on general rates.

However, many informal short-term guest accommodation providers operate outside the applicable regulatory and rates frameworks. The nature of the activity makes finding properties being used for this activity problematic. Location information on the listing is vague and GPS coordinates scrambled. Hosts do not provide exact address information until a property is booked, and the platform providers won't provide detailed location, booking frequency or contact details to councils, citing privacy obligations. In their view, the onus is on hosts to

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confirm they meet relevant regulatory requirements. In short, we don't know where they are and finding them is an expensive and resource-intensive exercise akin to playing whack-a-mole with a blind fold on.

This means the informal accommodation sector is able to capture competitive advantages vis-à-vis the formal sector by reducing compliance costs and risks. In popular residential neighbourhoods, high demand for this activity can reduce housing affordability, supply and choice and compromise the neighbourhood amenity.

Councils need to be able to require guest accommodation providers to register with them and to keep records of the frequency of use of residential homes for this purpose. This would enable councils to communicate better with providers, ensure regulatory and rating requirements are being met and enable a more productive relationship with platform providers.

Queenstown Lakes District Council proposed a registration approach through its District Plan review but withdrew that part of their proposal after seeking further legal advice. Christchurch City Council has also had legal advice to the effect that registration with the Council cannot be used as a condition for permitted activity status under the District Plan, particularly if that registration is contingent on compliance with other Acts (eg the Building Act, various fire safety regulations, etc). The closest thing to a form of registration that can be achieved under the RMA is to require a controlled resource consent which is still a relatively costly and onerous process for casual hosts.

## **2. Background to it being raised**

Christchurch City Council has received numerous complaints and requests for action from representatives of the traditional accommodation sector – hotels, motels and campgrounds. They have asked for short-term rental accommodation to be brought into the same regulatory framework they are required to operate in.

There are other wider issues to consider such as impact on rental housing availability, impact on house prices and impact on type of development being delivered in response to this market.

Representatives from the Christchurch accommodation sector have raised the disparity in operating costs and regulation that are imposed on them and not the informal sector. They believe the effect of this is:

- Undermining the financial viability of the formal accommodation sector.
- Resulting in anti-social behaviour and negative amenity impacts in residential neighbourhoods.
- Creating a health and safety risk where small, casual operators are not required to meet the same standards that they are.



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### 3. How the issue relates to objectives in the current Work Programme

#### LGNZ Flagship Policy Project - Localism

"Local government is calling for a shift in the way public decisions are made in New Zealand by seeking a commitment to localism. Instead of relying on central government to decide what is good for our communities it is time to empower councils and communities themselves to make such decisions. Strengthening self-government at the local level means putting people back in charge of politics and reinvigorating our democracy."

Providing councils with the means to require accommodation providers to register will greatly assist them to work with their communities to develop approaches to regulating the short-term guest accommodation sector that best serves that particular community. For many councils it would enable a nuanced approach for each community to evolve under a district-wide policy.

### 4. What work or action on the issue has been done on it, and the outcome

Christchurch City Council is taking a four-pronged approach to creating a more workable regulatory and rating frameworks.

- Preliminary work is underway to consider changes to the District Plan. These will explore options including:
  - To differentiate between scales of the activity with a primarily residential or rural versus primarily commercial character (likely to be determined based on the number of days a year that a residential unit is used for this activity and whether or not it is also used for a residential purpose);
  - To enable short-term guest accommodation with a primarily residential or rural character in areas where it will have no or minimal effects on housing availability or affordability, residential amenity or character, and the recovery of the Central City; and
  - Restrict short-term guest accommodation in residential areas where it has a primarily commercial character.
- Consideration will be given to business rates approaches that align with any changes to District Plan rules. This may see a graduated approach to imposing business rates based on the level of activity and in line with District Plan compliance thresholds. This is an approach Auckland Council and Queenstown Lakes District Council are using.
- Consideration of a more proactive regulatory compliance approach once any changes to District Plan rules are introduced. The Council is currently responding to complaints related to guest accommodation activity but is not undertaking proactive enforcement due to the difficulty in identifying properties being used as guest accommodation and then enforcing zone rules.
- Advocating for enabling legislation that would allow councils to require all guest accommodation providers to register with the council and that provides an efficient approach to imposing punitive action on operators who don't comply.

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#### **5. Suggested course of action envisaged**

Convene a working group of local government subject matter experts to prepare a prototype legislative solution to put to the Government to guide advice to MPs.

The solution should enable councils to require all accommodation providers to register and keep records of the frequency of their bookings and should enable councils to develop a regulatory and rating approach that best suits its situation and needs.

Examples of legislation that provide similar powers include:

- Class 4 and TAB Gambling Policies under the Gambling Act.
- Prostitution Bylaws under the Prostitution Reform Act.
- Freedom Camping Bylaws under the Freedom Camping Act.

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# 6

## Nitrate in drinking water

<b>Remit:</b>	That LGNZ recommend to the Government the funding of additional research into the effects of nitrates in drinking water on human health, and/or partner with international public health organisations to promote such research, in order to determine whether the current drinking water standard for nitrate is still appropriate for the protection of human health.
<b>Proposed by:</b>	Christchurch City Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

Nitrates are one of the chemical contaminants in drinking water for which the Ministry of Health has set a maximum acceptable value (MAV) of 50 mg/L nitrate (equivalent to 11.3 mg/L nitrate-Nitrogen) for 'short-term' exposure. This level was determined to protect babies from methaemoglobinaemia ('blue baby' syndrome).

Some studies, in particular a recent Danish study, indicate a relationship between nitrates in drinking water and increased risk of adverse health effects, in particular colorectal cancer.

The well-publicised 2018 Danish study found that much lower levels of nitrate than that set in the New Zealand drinking water standards may increase the risk of colorectal cancer. The level of increased risk was small, but 'significant' even at levels as low as 0.87 mg/L nitrate-Nitrogen, which is more than an order of magnitude lower than the New Zealand drinking water standard.

Other studies looking at the relationship of nitrate in drinking water and possible adverse human health effects have in some instances been inconclusive or have found a relationship between nitrate in drinking water and colorectal cancer for specific sub-groups with additional risk factors (such as high red meat consumption), but not necessarily at the same level as the 2018 Danish study. The 2018 Danish study is notable because of its duration (between 1 January 1978 to 31 December 2011) and the size of the population studied (2.7 million Danish adults).

There does not appear to be a robust national system for monitoring and reporting nitrate in drinking water, nor a programme or system in place for considering whether the current drinking water standard for nitrate is still appropriate for protecting human health.



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## 2. Background to its being raised

Dietary intake of nitrates include consumption of vegetables such as spinach, lettuce, beets and carrots, which contain significant amounts of nitrate, and processed meat, and to a lesser extent drinking water (when/where nitrate is present).

In the 2015 Environmental indicators Te taiao Aotearoa compiled by Ministry for the Environment and Statistics New Zealand, an overall trend of increasing levels of nitrate in groundwater was observed for the ten-year period 2005-2014 at monitored sites (see Figure 1).

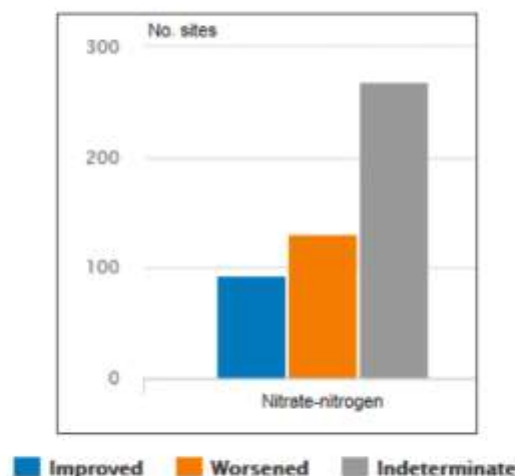


Figure 1. Nitrate levels in groundwater, 2005-2014

Ministry for the Environment's Our Fresh Water 2017 reports that 47 of 361 sites (13 per cent) did not meet the drinking water quality standard for nitrate at least once in the period between 2012 and 2014. The report doesn't indicate whether any or all of these sites are sources of public water supplies.

## 3. How the issue relates to objectives in the current Work Programme

- One of LGNZ's five strategic priorities concerns councils' infrastructure including that for 'Three Waters': "Water is critical to the future health of New Zealanders and their economy and in a world facing water scarcity New Zealand's water resources represent a significant economic advantage. Consequently, protecting the quality of water and ensuring it is used wisely is a matter of critical importance to local government and our communities. Water is also subject to a range of legislative and regulatory reforms, with the overall allocation framework under review and councils subject to national standards, such as drinking water standards."
- Another of LGNZ's strategic priorities is addressing environmental issues including the quality and quantity of New Zealand's freshwater resources: "Water quality is, and will continue to be, one of the defining political issues for governments and councils over the foreseeable future ..."

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- LGNZ's Water 2050 project is also relevant. This project is described as: "A fit-for-purpose policy framework for the future (Water 2050) which considers freshwater quality and quantity: including standards, freshwater management, impacts on rural and urban areas, such as infrastructure requirements and associated funding, quantity issues including rights and allocation, and institutional frameworks for water governance."

#### 4. What work or action on the issue has been done on it, and the outcome

The City Council undertakes chemical sampling from approximately 20-25 bores each year as an additional risk management barrier for the provision of its public drinking water supply. This data is shared with Environment Canterbury. The monitoring programme analyses for a number of chemicals, with nitrate being only one of many contaminants analysed. The City Council maintains a database with the results of the chemical monitoring programme.

The extent of the issue with respect to understanding the extent of nitrates in drinking water and its associated human health implication is beyond the scope of the City Council's resources to undertake.

#### 5. Outcome of any prior discussion at a Zone/Sector meeting

To date no City Council drinking water well has exceeded the drinking water standard for nitrate.

Data from the last ten years of the City Council's monitoring programme have shown that in about a third of the samples taken, results have met or exceeded the 0.87 mg/L level for which the 2018 Danish study found an increased risk of colorectal cancer (see Table 1).

**Table 1. Nitrate-Nitrogen sampling results of CCC drinking water wells, 2008-2018**

	<b>Results <u>below</u> 0.87 mg/L</b>	<b>Results <u>at/above</u> 0.87 mg/L</b>
Total number of samples taken	280	93
Number of wells with 1 or more results	126	57
Concentration range	<0.001 – 0.85	0.89 – 7.1

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**6. Suggested course of action envisaged**

Recommend that central government fund additional research into effects of nitrates in drinking water on human health and/or partner with international public health organisations to promote such research.

Recommend that central government work with regional and local governments to improve monitoring of nitrates in reticulated supplies as well as in the sources of drinking water, noting that in its 2017 report *Our Fresh Water 2017* the Ministry for the Environment has stated that they “have insufficient data to determine groundwater trends at most monitored sites” and that the Ministry of Health’s latest report on drinking water *Annual Report on Drinking water Quality 2016–2017* states that “chemical determinants are not regularly monitored in all supplies”.

**Item 13**

**Attachment 1**



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# 7

## Local Government Official Information and Meetings Act (1987)

### Remit:

That LGNZ initiates a review of Local Government Official Information and Meetings Act (1987) (LGOIMA) request management nationally with a view to establishing clear and descriptive reporting for and by local authorities that will create a sector-wide picture of:

- Trends in the volume and nature of LGOIMA requests over time.
- Trends in users.
- The impacts of technology in terms of accessing information sought and the amount of information now held by local authorities (and able to be requested).
- The financial and resource impacts on local authorities in managing the LGOIMA function.

That LGNZ use the data obtained to:

- Identify opportunities to streamline or simplify LGOIMA processes.
- Share best practice between local authorities.
- Assess the value of a common national local government framework of practice for LGOIMA requests.
- Identify opportunities to advocate for legislation changes on behalf of the sector (where these are indicated).

### Proposed by:

Hamilton City Council

### Supported by:

Metro Sector

### Background information and research

#### 1. Nature of the issue

A comprehensive understanding of the current state of play in the sector is needed, as are metrics to measure LGOIMA activity nationally to identify opportunities for improvements and efficiencies for the benefit of local authorities and the public.

An appropriate response is needed to address the tension between transparency and accountability to the public and effective, cost-efficient use of council resources to respond to requests under LGOIMA.

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Despite guidance provided by the Office of the Ombudsman, it is becoming harder for local authorities to traverse the range of requests made under LGOIMA with confidence that they are complying fully with the Act. Issues such as grounds for withholding information, charging for information or seeking extensions are becoming increasingly problematic as the scope and scale of complex requests grows.

## 2. Background to its being raised

Anecdotally, local authorities all around the country seem to be noticing:

- An increase in the volume of LGOIMA requests year on year;
- An increase in requests from media;
- An increase in serial requestors;
- An increase in referrals for legal advice to negotiate complex requests and the application of the Act;
- An increase in requests that could be described as vexatious; and
- Consequently, an increase in the costs of staff time in managing LGOIMA.

In seeking to comply with the legislation, local authorities share the Ombudsman's view of the importance of public access to public information in a timely fashion in order to "enable more effective public participation in decision-making; and promote the accountability of members and officials; and so, enhance respect for the law and promote good local government" (s4 LGOIMA).

In many ways technology is making it easier to source, collate and share a far greater range of public information faster. At the same time the ubiquitous use of technology within local government has significantly increased the volume and forms of information an organisation generates and captures, with associated implications for researching, collating and then reviewing this information in response to LGOIMA requests.

### Current status:

- a. Understandably, the Ombudsman's advice encourages local authorities to apply a very high threshold for withholding information and to take a generous view of what is in the public interest.
- b. The scope of requests is becoming broader, more complex and covers longer time periods (to the point where some could be described as fishing expeditions). While local authorities can request refinements to scope, requestors do not always agree to do so or make only minimal changes.
- c. There are costs associated with automated searches of systems, databases and email accounts, some of which should not or are not easily able to be passed on to requestors. Not undertaking automated searches increases the risk of pertinent information being omitted.

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- d. The Ombudsman's guidance is very helpful in the main. However, Ombudsman's guidelines take the view that a council will scope the request then make the decision whether to release the information then prepare the information for release. This often does not reflect the reality of dealing with a LGOIMA request especially large and complex requests. These components are interrelated and cannot be processed as entirely separate stages.
- e. A small number of repeat requestors appear to be responsible for an increasingly disproportionate number of the total requests. Some are individuals, but a greater number are media and watchdog groups like the Taxpayers Union.
- f. With an increasing amount of information requested, the review of documents, webpages, etc and redaction of text for reasons of privacy or outside-of-scope is significant and onerous.
- g. Local authorities are failing to take a common approach to people and organisations that are making the same request across the sector.
- h. An increasing number of LGOIMA requests are seeking property/property owner/license-holder information or other information more often than not to be used for marketing or other commercial ends. Yet local authorities are limited in their ability to recoup associated costs in providing this information, or in the case of standard operating procedures, protect their own intellectual property.

### **3. How the issue relates to objectives in the current Work Programme**

LGNZ has a work programme focused on improving the local government legal framework. This remit is consistent with that programme and seeks to focus attention on a particularly problematic part of the framework that is currently not being specifically addressed.

### **4. What work or action on the issue has been done on it, and the outcome**

At a local level, Hamilton City Council has been working continuously over the last 18 months to refine our processes for dealing with LGOIMA requests. This work has ensured that relevant staff as well as the staff in the LGOIMA office and in the Communications Unit are aware of the procedures and requirements for dealing with LGOIMA requests under the Act, and options potentially available where the scope or the complexity of requests tests Council resources. Templates for responses and communications with staff regarding responses have been developed and are used or customised as necessary. We have also introduced a reporting framework so that we have visibility of requests over time and various component factors including time taken to prepare and respond to LGOIMAs. Opportunities for further enhancements relate to understanding and being able to reflect best practice sector-wide.



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**5. Any existing relevant legislation, policy or practice**

Local Government Official Information and Meetings Act 1987; Privacy Act 1993; Office of the Ombudsman Official Information legislation guides; Privacy Commissioner privacy principles.

Hamilton City Council is very conscious of its responsibilities under the Local Government Official Information and Meetings Act 1987, the Privacy Act 1993, and related guidance, and our processes comply with the relevant legislation.

This topic is also closely aligned with Hamilton City Council's strategic imperative: 'A Council that is Best in Business'.

**6. Suggested course of action envisaged**

LGNZ prioritises a national review of LGOIMA request management as part of its programme to continuously improve the local government legal environment.

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# 8

## Weed control

<b>Remit:</b>	That LGNZ encourages member councils to consider using environmentally friendly weed control methods.
<b>Proposed by:</b>	Hamilton City Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

There is mixed evidence of the risks associated with using chemical weed control as a method, particularly glyphosate-based, and lobby groups are actively pressuring councils to reduce use. Glyphosate is currently approved for use as a herbicide by New Zealand's Environmental Protection Agency (EPA), and most New Zealand councils use it, given it is a cost-effective, proven option for weed control. Most councils take an integrated approach to weed control, which includes the use of glyphosate-based products along with alternative methods.

#### 2. Background to its being raised

In New Zealand, the use of chemicals including glyphosate is regulated by the EPA. A 2016 EPA review concluded that glyphosate is unlikely to be genotoxic or carcinogenic to humans and does not require classification under the Hazardous Substances and New Organisms Act 1996 as a carcinogen or mutagen.

Internationally, there is controversy surrounding the use of glyphosate. In 2004 a World Health Organisation (WHO) Group (the Joint Meeting on Pesticides Residues) determined that glyphosate does not pose a cancer risk to humans. In 2015, another WHO sub-group (the International Agency for Research on Cancer) classified glyphosate as 'probably carcinogenic to humans'.

In August 2018 a California jury found Monsanto liable in a case linking the use of the company's glyphosate-based weedkillers to cancer. In March 2019, a federal jury in America ruled that use of Monsanto's glyphosate-based weedkiller was a 'substantial factor' in another user developing cancer. These cases have reinvigorated calls to ban the use of glyphosate in New Zealand and worldwide.

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### 3. How the issue relates to objectives in the current Work Programme

LGNZ has an environmental work programme and the proposed remit is consistent with this focus on environmental issues that affect local government and local communities. The LGNZ programme does not specifically address the issue of non-chemical methods of weed control despite strong public interest.

### 4. What work or action on the issue has been done on it, and the outcome

At a local level, Hamilton City Council staff are currently actively looking at reducing chemical use in general and, more specifically, at alternative weed control methods. Our approach acknowledges the importance of keeping our community and staff safe and healthy. Staff are appropriately trained and required to wear the correct personal protective equipment (PPE) for the task.

Our investigation of non-chemical options has incorporated the following:

- In September 2018, we began trialling use of a steam machine for weed control. The equipment has a large carbon footprint (9 litres of fossil fuel per hour of operation) and requires more frequent application to achieve the same level of weed control.
- The use of a new mulch application machine has enabled sites to be mulched faster than traditional methods, which suppresses weeds for longer.
- We have trialled longer grass-cutting heights to reduce Onehunga weed in amenity areas. This has led to a reduction in selective herbicide application.
- We are working with Kiwicare to trial alternative weed control methods in Hamilton parks. Kiwicare has a wide range of alternatives, including an organic fatty acid-based product.

Our current operating approach includes continuous review of application equipment efficiency including use of air-induced spray nozzles droplet control, which results in less spray being required.

As a result of Hamilton City Council's strategy to consider alternatives, one large herbicide sprayer was decommissioned from the council parks fleet in early 2019. This will lead to a reduction in glyphosate used.

Glyphosate is no longer used for weed control in our playground sites. It has been replaced with an organic spray alternative (this option is 30 per cent more expensive than using glyphosate).

Glyphosate use by Hamilton City Council is recorded on a dedicated webpage and a no-spray register is maintained. Residents can opt out of the council spraying programme and take responsibility themselves for weed control along property boundaries and street frontages.



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**5. Any existing relevant legislation, policy or practice**

Hamilton City Council currently operates in compliance with national standards (New Zealand Standard 8409:2004 Code of Practice for the management of agrichemicals), the Waikato Regional Plan and Pest Management Plan and our own Herbicides Use Management Policy.

**6. Outcome of any prior discussion at a Zone/Sector meeting**

Most councils take an integrated approach to weed control, which includes the use of glyphosate-based products along with alternative methods. Reports this year from Christchurch, where the City Council is phasing out use of glyphosate, indicates levels of service and maintenance appearance have been an issue, along with significant cost increases when glyphosate has been significantly reduced.

**7. Suggested course of action envisaged**

LGNZ leads a commitment by local government to investigate and trial environmentally friendly alternatives to chemical weed control with results shared amongst member organisations.

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# 9

## Building defects claims

<b>Remit:</b>	LGNZ calls on central government to take action as recommended by the Law Commission in its 2014 report on "Liability of Multiple Defendants" to introduce a cap on the liability of councils in New Zealand in relation to building defects claims whilst joint and several liability applies.
<b>Proposed by:</b>	Napier City Council
<b>Supported by:</b>	Zone Three

### Background information and research

#### 1. Nature of the issue

- In its report on joint and several liability issued in June 2014 (the Law Commission report) the Law Commission recommended that councils' liability for defective building claims should be capped. Building consent authorities in New Zealand (councils) are disproportionately affected by defective building claims.
- The Government in its response to the Law Commission report directed the Ministry of Justice and the Ministry of Business, Innovation and Employment (MBIE) to further analyse the value and potential impact of the Law Commission's recommendations, including capping liability of councils, and report back to their respective ministers.
- The MBIE website suggests that a Building (Liability) Amendment Bill would be consulted on in 2017 and final policy approval obtained from Cabinet. That Bill, according to the MBIE website, would be aimed to amend the Building Act 2004 to cap the liability of councils and protect consumers by introducing provisions driving greater uptake of home warranty protection. However no progress appears to have been made towards drafting or introducing this Bill into Parliament. At a recent rural and provincial local government meeting in Wellington, MBIE advised that no further action is being taken to progress any capping of council liability.
- This proposed remit is aimed to put pressure on MBIE and the Government to follow the Law Commission's recommendation to limit (ideally by capping) councils' liability in respect of defective building claims.

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## **2. Background to its being raised**

- Defective building claims are prevalent throughout New Zealand, both in large centres and small. They are not limited to “leaky building” claims. Claims which include allegations involving structural and fire defects are increasingly common, both for residential and commercial properties.
- The courts have held that councils will generally have a proportionate share of liability in defective building cases in the vicinity of 20 per cent. However, because councils are generally exposed to the full quantum of the claim, when other parties are absent (for example whereabouts unknown, deceased, company struck off) or insolvent (bankrupt or company liquidated), which is the rule, rather than the exception, the Council is left to cover the shortfall. The Law Commission report recognised that councils in New Zealand effectively act as insurers for homeowners, at the expense of ratepayers.
- Other liable parties such as developers, builders and architects can potentially reduce their exposure through insurance and wind up companies in the event of a large claim. Developers often set up a dedicated company for a particular development and then wind that company up following completion.
- Councils on the other hand can no longer access insurance for weathertightness defects (a “known risk”). They have no choice about whether to be involved in the design and construction of buildings, as they have a legislative role as building consent authorities in their districts. They make no profit from developments and cannot increase their fees to account for the level of risk. Yet they are often the main or sole solvent defendant in defective building claims (last person standing).
- The cost to ratepayers of the current joint and several liability system is significant, disproportionately so. This was recognised in the Law Commission report in 2014, but no substantive steps have been taken by central government to address the issue or implement the Law Commission’s recommendation that council liability should be capped.

## **3. How the issue relates to objectives in the current Work Programme**

The current LGNZ Work Programme for housing includes an objective of the regulatory and competitive framework of continuing advocacy to government for alternatives to current liability arrangements. Clearly this remit fits squarely within and would assist to progress that objective.



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Attachment 1

#### 4. What work or action on the issue has been done on it, and the outcome

- The Law Commission report was a result of concerns raised primarily by LGNZ and councils around New Zealand about the effect of joint and several liability in relation to the leaky homes crisis. Prior to release of the report, LGNZ and a number of councils around New Zealand, including Auckland Council, Christchurch City Council, Hamilton City Council, Hastings District Council, Queenstown Lakes District Council, Tararua District Council, Waipa District Council staff, Wellington City Council, as well as SOLGM and BOINZ all filed submissions advocating for a change to the status quo.
- The Law Commission report, as discussed in more detail above, recommended that councils' liability be capped. It was understood from the Government's response to the Law Commission report and from MBIE (both discussed above) that this recommendation was being progressed in a meaningful way. This was further supported by MBIE's submission to the Law Commission prior to the release of the Law Commission report, in which it stated that:
  - a. Provisions in the Building Amendment Act 2012 not yet in force, in particular the three new types of building consent limiting councils' liability "are likely to be brought into force within a reasonable time after the Commission completes its review of joint and several liability". MBIE stated that the Law Commission should take the impact of these changes into account in preparing its report. However, these provisions are still not in force.
  - b. "The Government has instructed the Ministry to explore options for the consolidation of building consent authorities as part of the Housing Affordability agenda and ongoing reforms in the construction sector. Issues regarding the liability of a central regulator, as well as that of territorial authorities, will be fundamental concerns as consolidation options and other measures to increase productivity in the sector are explored". This does not appear to have been progressed.
- It was only in the last month or so that MBIE has now advised that the recommendation that councils' liability be capped would no longer be progressed.

#### 7. Suggested course of action envisaged

We consider that LGNZ could form a joint working party with MBIE and the Ministry of Justice, and possibly the relevant Minister's (Jenny Salesa's) staff to explore limiting councils' liability for building defects claims, including:

- Disclosing and considering the following information (whether by way of OIA requests and/or as part of a working group):
  - MBIE documents relating to its consideration of the Law Commission report and the reasons why it is no longer progressing the capping of council liability.
  - Ministry of Justice and Minister of Building and Housing's documents relating to the Law Commission report and to proposed capping of council liability.

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- MBIE and Minister of Building and Housing's documents relating to implementation of s 17 of the Building Amendment Act 2012.
- Drafting proposed amendments to the Building Act and/or a Building (Liability) Amendment Bill (this work may have been started by MBIE, so this task should await the outcome of the information gathering exercise above).
- Drafting content for a cabinet paper regarding the Law Commission's recommendation that council liability for building defect claims be capped.

**Item 13**

**Attachment 1**

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# 10

## Social housing

<b>Remit:</b>	That LGNZ, in conjunction with central government, urgently focus on the development and implementation of a broader range of funding and financing tools in respect of community/social housing provision, than those which currently exist in the housing needs space. These should include funding to support the operation, upgrade and growth of council housing portfolios and, where a council chooses, access to Income Related Rents for eligible tenants.
<b>Proposed by:</b>	Napier City Council, Tauranga City Council and Wellington City Council
<b>Supported by:</b>	Zone Three Metro Sector

### Background information and research

#### 1. Nature of the issue

##### Napier City Council

Social housing, especially for older citizens, is a strategic issue.

New Zealand communities are facing an extremely serious housing affordability crisis that has resulted in the country having the highest rate of homelessness in the developed world. Current policy settings are failing to adequately address the issue.

Local government is the second largest provider of social housing in New Zealand, however, since 1991, successive governments have failed to adequately recognise the contribution we have and are making. Unfortunately, existing policy actively discriminates against councils meeting local housing needs resulting in a gradual reduction in the council owned social housing stock. With Housing New Zealand focussing its attention on fast growing urban areas, social housing needs in smaller communities are not being met.

The issue is becoming more serious as baby boomers retire – the current social housing is not designed to address the needs of this cohort – a role historically provided by councils with support from central government in the form of capital grants.

The issue has already become urgent for Aotearoa New Zealand and its communities.



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#### Tauranga City Council

The western Bay of Plenty SmartGrowth partnership (Tauranga City Council, Western Bay of Plenty District Council, Bay of Plenty Regional Council and tangata whenua), has undertaken some preliminary research into the potential for government assisted bond raising for community/social housing providers using the Federal Government experience from Australia.

It has also identified the Australian rental housing provision tax incentive opportunities that the current Labour opposition has put forward. The partnership is aware of work being undertaken by Treasury in terms of raising the debt ceilings via amendments to the Local Government (Financial Reporting and Prudence) Regulations 2014. The SmartGrowth partnership would welcome the opportunity to work further with LGNZ and others to take a more “four well-beings” focus to the housing funding and financing toolkit than currently exists. This matter is becoming critical for all of the Upper North Island growth councils and other councils such as Queenstown.

#### Wellington City Council

Housing is an important contributor to the wellbeing of New Zealanders, and councils support the work of the Government to continue to grow and improve social housing provision in New Zealand.

Addressing housing demand and affordability related challenges are significant issues for local government. 62 (93 per cent) of New Zealand’s 67 local authorities reference some type of housing-related activity in their current Long Term Plans. As at November 2018, 60 local authorities (90 per cent) collectively own 12,881 housing units and 13 of those provide 50 per cent or more of the total social housing within their jurisdictions.

The social housing currently owned by local authorities equates to 16 per cent of the nationwide social housing stock, with the remaining 82 per cent largely owned by the Housing New Zealand Corporation (HNZC) and Community Housing Providers (CHPs). While there is variation in housing eligibility policy settings at the local level, a significant proportion of tenants housed by local authorities have a similar profile to those housed by HNZC and CHPs.

To help address housing affordability for households on the lowest incomes, central government provides the Income Related Rent Subsidy (IRRS) for those with housing need and that meet policy eligibility criteria. Eligible households generally pay 25 per cent of their income on rent, and a government subsidy is paid to the housing provider for remaining portion of rent.

Despite housing a similar group of tenants, current IRRS policy settings mean HNZC and CHPs can access the subsidy for tenants but local authorities cannot.

This has created considerable inequity in the housing system and is placing pressure on a vulnerable population group in New Zealand. Tenants who would be eligible for IRRS, but who are housed by a local authority, generally have to pay a significantly higher amount of rent. With demand for HNZC public housing and social housing provided by Community Housing Providers outstripping supply in most areas, these households have very few housing options and are unable to access the Government support they would otherwise be eligible for.

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The inability to access IRRS has also contributed to housing portfolio sustainability challenges for local authorities, who cannot access the additional funding through IRRS to help maintain their housing portfolios. This challenge has led to vulnerable tenants having to be charged unaffordable levels of rent, and the decline in the overall social housing stock levels owned by local authorities. This has occurred even as social housing demand has increased and housing affordability has become a more acute challenge for more households.

## **2. Background to its being raised**

### Napier City Council

Councils provide in excess of 10,000 housing units, making it a significant provider of community housing in New Zealand. Councils began providing community housing across the country, particularly for pensioners, in the 1960's when central government encouraged them to do so through capital loan funding. In the 1980's, this occurred once again and was applied to general community housing developments. Council's rent setting formulas varied but all provided subsidised rents. While the housing stock was relatively new, the rental income maintained the homes, however, now decades on, and with housing at the end of life, significant investment is required. Income from rents has not been enough to fund renewals let alone growth to meet demand.

The Government introduced Income Related Rent subsidy (IRR) in 2000 for public housing tenants and it was later applied to registered Community Housing Providers. This mechanism allows tenants to pay an affordable rent in relation to their income, while the housing provider receives a 'top up' to the agreed market rent for each property under the scheme. In effect, housing providers receive market rent through this mechanism. Being able to generate market rental income is the most successful sustainable model for the provision of community housing. Providers receive an adequate income to cover the cost of providing housing, to fund future renewals and to raise capital for immediate asset management. Councils are excluded from receiving this subsidy, and so are their tenants.

### Wellington City Council

Key objectives for councils that provide social housing generally include ensuring that their social housing tenants are well housed in quality homes, and that they pay an affordable level of rent. Balancing this objective with business sustainability continues to be a real challenge for many councils, and has contributed to some divesting their social housing portfolios. At the same time, demand for social housing has generally continued to increase and housing affordability is a more prominent issue, particularly for households on the lowest incomes.

Despite ongoing and repeated lobbying over a number of years from councils and LGNZ, and a commitment from the current government to reconsider IRRS policy settings, local authorities are still unable to access IRRS. This remit recognises the inequitable situation this has created for a significant number of vulnerable households, and the negative impact it has had on the overall supply of social housing owned by local authorities.

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### **3. How the issue relates to objectives in the current Work Programme**

#### Napier City Council

This remit supports LGNZ's Housing 2030 policy and programme, in particular the Social Housing and Affordable Housing workstreams. Housing 2030 is one of LGNZ's four strategic projects. This remit reinforces and supports that initiative.

LGNZ recently hosted a Social Housing workshop with both local and central government agencies to discuss the issues and opportunities and the future role councils could play in the provision of social housing. There was agreement that a partnership approach that recognises local situations with a range of options for support from government (both funding and expertise) would be most suitable.

#### Wellington City Council

By working with central government, local authorities, and a range of other stakeholders, the current LGNZ housing work programme seeks to establish a central local government housing partnership and improve housing outcomes. The work programme includes three key focus areas: housing supply; social and community housing; and healthy homes.

As part of the 'social and community housing' focus area, LGNZ have already signalled an intention to work with government agencies to enable local authorities to access IRRS. This remit would however provide specific mandate from member councils on this point.

### **4. What work or action on the issue has been done on it, and the outcome**

#### Napier City Council

As the proposer of this remit, Napier City Council, has undertaken an S17A Review of its own provision of community housing, with further investigation underway. In addition, both at a governance and management level, we have taken part in numerous conferences, symposiums and workshops on the matter in the last two years. We lead a local Cross Sector Group – Homelessness forum and take part in the Hawke's Bay Housing Coalition. We have provided housing for our community for over five decades, supplying just under 400 retirement and low cost rental units in Napier.

#### Wellington City Council

Wellington City Council, along with a number of other councils and LGNZ have already made a number of formal submissions to central government regarding this issue. To date, central government has advised that no changes will be made to IRRS policy settings at this stage.



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**5. Suggested course of action envisaged**

Napier City Council

This remit supports, as a matter of urgency, the further investigation by central government and LGNZ of the opportunities identified at the workshop and any other mechanisms that would support councils provision of community housing in New Zealand.

It is designed to strengthen LGNZ's advocacy and would provide a reason to approach the Government in the knowledge that local government as a whole is in support.

Wellington City Council

LGNZ, on behalf of member councils, would increase efforts to formally advocate for local authorities to be able to access Income Related Rent Subsidies for all eligible tenants that they house, with implementation within a two year timeframe.

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# 11

## Procurement

<b>Remit:</b>	That LGNZ investigate the ability of the sector to collaborate in procuring open-source designs and plans for bulk infrastructure that are largely similar, with an initial approach to look at water and wastewater treatment facilities.
<b>Proposed by:</b>	New Plymouth District Council
<b>Supported by:</b>	Central Hawkes Bay District Council Otorohanga District Council South Taranaki District Council Stratford District Council Thames-Coromandel District Council Waitomo District Council Wellington City Council Whanganui District Council

### Background information and research

#### 1. Nature of the issue

At present, every local authority in New Zealand undertakes bespoke procurement for its own infrastructure despite there being little difference in the infrastructure provided. Each local authority then receives a slightly different product that largely achieves the same outcome.

#### 2. Background to its being raised

Local authorities often face similar challenges, albeit at different times. Local authorities often procure similar infrastructure that deal with the same inputs and outputs, but are bespoke products designed at significant cost.

A good case example, and a useful starting point, is water and wastewater treatment plants. The Government's Three Waters Reform programme received a report from Beca that identified the number of water treatment plants that are non-compliant with water standards. While not all of these plants will require replacement, some of them may do so.

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The report identifies that 17 large plants (10,001+ people), 13 medium plants (5,001-10,000 people), 140 minor plants (501-5,000 people), 169 small plants (101-500 people) and 153 neighbourhood plants (25-100 people) are not compliant with standards. A similar story emerges with wastewater treatment plants.

At the same time, the sector is aware of the upcoming increase in renewals across water and wastewater treatment plants (including plants currently compliant with standards). There are a considerable number of plants coming near to the end of their useable lifespan in coming years. Often these plants have to be replaced with an entirely new plant so as to keep the existing plant operating during the replacement's construction.

While there may be some local variation, new water and wastewater treatments plants being built in the future will either be large, medium or small. The increasingly prescriptive regulatory framework will invariably reduce scope for choices and options in plant design. All plants will need to meet the same output quality standards, and will require the same treatment processes (with some minor variations to reflect any local preferences or unique circumstances).

Local authority procurement is a 'hot topic' for the Office of the Auditor-General (OAG). The OAG have signalled a forthcoming report *Procurement workforce capacity and capability in local government* that will aim to encourage greater collaboration between local authorities. Similarly, there is a strong focus on procurement within central government, including all-of-government procurement in which local authorities can choose to be involved.

Local authorities should collaborate now to procure a number of standardised open-source options for water and wastewater treatment plants for the future. These would then be available to all local authorities to use when required, rather than having to go to the market for a new design. These would be tested and implementable designs – the risk of failure would be lower than a bespoke design. The processes used would need to be customisable (such as whether drinking water is fluoridated, or to address particular issues in incoming water). Scalability would, of course, be critical. Council procurement would be limited to build-only contracts.

A collaborative procurement process for standardised designs could lead to significant cost savings. Even a small saving of one or two per cent would result in millions of dollars of savings across the sector. Over time, there would be further consequent savings, such as not having to retrain staff when transferring between authorities or even the capacity for further collaboration through shared services.

If successful, the sector would be well-placed to look at other areas where collaborative procurement processes for standardised designs would be useful. These could include solid waste resource recovery and separation facilities, roading assets, or other significant assets.



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**3. How the issue relates to objectives in the current Work Programme**

LGNZ has placed significant time and energy into the Three Water Reform programme. LGNZ's position paper on these reforms notes strong support for improving the regulatory framework for drinking water. LGNZ oppose the mandatory aggregation of water assets.

This remit will also contribute to the LGNZ strategic policy priorities: Infrastructure; Risk and Resilience; Environmental; and Economic Development.

**4. Any existing relevant legislation, policy or practice**

The Three Waters Reforms are likely to result in significant legislative reform that impacts on water and wastewater treatment plants.

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# 12

## Single use polystyrene

<b>Remit:</b>	That LGNZ advocates to the Government to phase out single use polystyrene.
<b>Proposed by:</b>	Palmerston North City Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

Expanded polystyrene is bulky and does not break down. While some technologies exist to reduce the bulk of polystyrene prior to landfill, or to recycle it (for example, to make insulation material), these interventions offer only a partial solution to the prevalence of polystyrene. Single-use polystyrene (such as used in food containers) has further contamination issues, meaning that landfill remains the only means of disposal.

Palmerston North City Council's own Waste Management and Minimisation Bylaw 2016 prohibits the use of polystyrene or styrofoam containers or cups at events held on council land or with council funding. This has encouraged the use of more sustainable substitutes. However, while the council can control, to some small extent, the use of polystyrene and its disposal (for example, by refusing to collect it), in practice its influence is limited. This is because most of the supply of polystyrene originates outside of the city, and the Council has limited ability to ensure it doesn't end up in the waste stream (for example, it can be inside rubbish bags).

#### 2. Background to it being raised

Under section 23(1)(b) of the Waste Minimisation Act 2008, the Government is empowered to ban or regulate certain problematic or wasteful products. This provision is currently being used to phase out single-use plastic shopping bags.

This remit proposal meets both LGNZ remit policy criteria. As with single-use plastic bags, the national regulation of single-use polystyrene products would be more effective in beginning to address their use in the first place, rather than being addressed (as at present) as a city-level waste issue.

Single-use polystyrene contributes significantly to landfill in New Zealand, and it is the view of the Palmerston North City Council that a nationwide ban would reduce the environmental impact of these products.

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# 13

## Local Government Act 2002

Item 13

<b>Remit:</b>	That LGNZ pursue an amendment to the Local Government Act 2002 to: <ol style="list-style-type: none"> <li>Re-number sub-sections 181 (5) and (6) to sub-sections (6) and (7); and</li> <li>Introduce a new sub-section (5) to read: For all purposes the term "any work" in subsection 4 means any works constructed before xx Month 20xx; and includes any works that were wholly or partly in existence, or work on the construction of which commenced, before xx Month 20xx.</li> </ol>
<b>Proposed by:</b>	Rangitikei District Council
<b>Supported by:</b>	Zone Three

### Background information and research

#### 1. Nature of the issue

Historic assumptions that there is statutory authority for the siting of Three Waters infrastructure on private land do not reflect the complete picture.

##### Questions arise:

- May an infrastructure asset owner notify further works on private land where the original works are not protected by written consent (or notification)?
- Does an infrastructure asset owner have authority to restrict a landowner's ability to build over a non-protected asset?
- What is the potential cost to infrastructure asset owners to remedy the absence of enforceable authority?

#### 2. Background to its being raised

##### An example in the Rangitikei – Hunterville urban and rural water schemes

- The rural scheme was constructed in the 1970's (government grant involved).
- Construction was a collective project (county and scheme users).
- The urban supply draws bulk (raw) water from the rural scheme.
- Infrastructure is sited on numerous private landholdings.

Attachment 1



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- e. Conscious decision that landowner consents not required (relied on “the Act”).
- f. Urban supply treatment, storage, reticulation sited on one member’s land.
- g. Land has changed hands (twice) since urban supply infrastructure developed.
- h. Current owners seek renegotiation of access rights as well as compensation.
- i. Council and owners negotiating (little progress after seven years).
- j. Substantial costs to survey and register easement.

The issue is not unique to Rangitikei

- a. Several local authorities from Waikato and Bay of Plenty to Otago have emailed to comment. All record similar experiences to Rangitikei’s, both historic and ongoing’. One noted that such incidents arise, on average, monthly.
- b. All comments received have noted frustration at the potential costs to formalise previously ‘casual’ but cordial and workable arrangements with prior landowners.

The power to construct is constrained

- Local Government Act (2002) sections 181 (1) and (2) empower a local authority to construct Three Waters works on private land.
- Section 181 (3) specifies the local authority must not exercise the power to construct unless it has the prior written consent of the landowner (or it has followed the prescribed notification process).
- Similar provisions that existed in previous legislation were repealed by the 2002 Act.

Effect of the law

- The Act provides power to construct; it is the owner consent (or notification process) that provides the authority to enter private land to exercise its power to construct.
- A local authority cannot claim absolute right of access without evidence of owner consent or compliance with the notification requirements.
- The High Court considered the need for fresh consent from, or notice to, subsequent owners (Re Watercare Services Ltd [2018] NZHC 294 [1 March 2018]).

Other infrastructure owners

- The Electricity Act 1992, the Gas Act 1992, and the Telecommunications Act 2001 all provide retrospective authority for siting of infrastructure on private land.
- No record has been found of the rationale behind those retrospective authorities.
- The thread of these authorities could be brought into the Local Government Act.

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**3. How the issue relates to objectives in the current Work Programme**

- Local Government Act (2002) section 181 (4) authorises entry to any work constructed under the Act or the corresponding provisions of a prior Act.
- The effect of the Court's (Watercare) Declaration is to confirm that a local authority must have evidence of prior written consent (or notification) for the original works on that land.

**Item 13**

**Attachment 1**

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# 14

## Campground regulations

<b>Remit:</b>	That LGNZ request the Government to amend the Camping - Ground Regulations to allow councils to approve remote camp facilities on private property, subject to any such conditions as deemed required by a council, including the condition that any approved campground is x distance away from an existing campground, unless the existing campground operator agrees to waive this condition in writing.
<b>Proposed by:</b>	Thames-Coromandel District Council
<b>Supported by:</b>	Dunedin City Council Waikato District Council New Plymouth District Council Mackenzie District Council Hamilton City Council

### Background information and research

#### 1. Nature of the issue

Currently the 'remote camp site' definition means a camping ground: 'in a national park, state forest, state forest park or public reserve or on Crown Land.' As the provision is only for public land there is no opportunity to provide such an experience on private property.

#### 2. Background to its being raised

Ratepayers, through their council, are having to provide areas for camping for increasing numbers of what are being called "freedom campers", with associated increasing costs to ratepayers and community both regarding environmental and financial considerations.

Unfortunately for councils there is nothing for free, and to provide any public facilities there is a range of costs to provide and maintain the facilities including power, water, waste collection, maintenance, cleaning, and compliance monitoring and enforcement etc. Those costs are increasing.



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Enforcement for compliance is increasingly problematic and costly and in addition, social media is sending the wrong messages for our communities who must contend with freedom campers in their area. The result is that prime beach front sites are being degraded through overuse, and abuse of sites available.

While reserve areas can be either managed or leased for a remote camp facility, councils are constrained by the lack of public land where a remote site can be established, particularly in more remote locations. Remote camps have far fewer regulatory requirements than usual campgrounds.

### **3. How the issue relates to objectives in the current Work Programme**

There is work underway regarding freedom camping in New Zealand which is looking at a range of issues in relation to freedom camping.

The Responsible Camping Working Group comprises central and local government representatives, as well as other interested parties, and is currently looking at a number of matters, including the Camping Ground Regulations. A review of the Regulations was one of the recommendations of the Working Group and work is underway specifically on this.

### **4. Any existing relevant legislation, policy or practice**

The remit seeks an amendment of the Camping - Ground Regulations to broaden the definition of remote camp site to allow councils to authorise remote camp sites on private land, taking into account distance from existing campground facilities. A new definition would enable sites to be established where, for a modest fee, an operator would be able to provide basic facilities and recover some of the cost of provision and maintenance.

In addition the 2016 annual general meeting agreed to ask the Government to change to s14(3) of the Camping Ground Regulations 1985 (made under s120B of the Health Act 1956) to allow broader exemptions to the need for provision of camping facilities for those that wish to freedom camp in all areas and not just at "remote" camps; this is yet to be actioned but is being considered by the joint officials body.

### **5. Suggested course of action envisaged**

Amend the Campground Regulations definition for remote sites to allow councils to authorise remote camps on private land taking into account distance from existing campground facilities.

By providing sites where a modest fee is required, the operator provides the basic facilities at no cost to ratepayers or the environment.

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Living Wage

<b>Remit:</b>	Wellington City Council asks that LGNZ members consider engaging with the Living Wage Aotearoa New Zealand Movement when developing policies on payment of the Living Wage.
<b>Proposed by:</b>	Wellington City Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

According to the Living Wage Movement Aotearoa New Zealand, "Over the last 30 years New Zealand has gone from one of the most equal countries in the developed world to one of the most unequal. Wages have stagnated while New Zealanders are working harder and longer than ever before. Growing poverty and inequality hurts us all; workers and their families, employers, business, the Government and society as a whole."

The Living Wage Movement Aotearoa New Zealand was formed in 2012 to generate a conversation about working poverty in Aotearoa. It brings together community, union and faith based groups to campaign for a Living Wage.

The Living Wage is defined as: "The income necessary to provide workers and their families with the basic necessities of life. A living wage will enable workers to live with dignity and to participate as active citizens in society". The Living Wage is an independently researched hourly rate based on the actual cost of living and is reviewed annually. The official 2019 New Zealand Living Wage is \$21.15 and will come into effect on 1 September 2019.

Research from around the world shows that paying a Living Wage brings benefits to employers, to the community and most importantly to workers who need it the most.

#### 2. Background to its being raised

The Living Wage Movement Aotearoa New Zealand has an accreditation system available to employers who meet the criteria to become a Living Wage Employer. In order to use this trade mark, employers must sign a license committing the organisation to paying no less than the Living Wage to directly employees and contracted workers, delivering services on a regular and ongoing basis.

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This remit recognises that a number of local authorities across New Zealand are currently taking steps towards becoming Living Wage councils.

**3. How the issue relates to objectives in the current Work Programme**

LGNZ is committed to working alongside central government and iwi to address social issues in New Zealand's communities, including disparity between social groups.

**4. What work or action on the issue has been done on it, and the outcome**

In September 2018, Wellington City Council became the first council in New Zealand to be accredited as a Living Wage Employer. This was the culmination of implementing a Living Wage and working with the Living Wage Movement Aotearoa New Zealand since 2013, in summary:

- Following a decision in 2013, from January 2014 the Council implemented a minimum wage rate of \$18.40 for all fully trained directly employed staff.
- On 1 July 2014, WCC implemented its decision to introduce the Living Wage (at \$18.40 per hour) for council and Council Controlled Organisation (CCO) staff.
- On 15 May 2015, the Council's Governance, Finance and Planning Committee passed a resolution to increase the \$18.40 rate to reflect annual inflation movement.
- On 28 October 2015, WCC extended the living wage (at \$18.55 per hour) to security and core cleaning contractors.
- In July 2017, the Council implemented the New Zealand Living Wage (\$20.20 at the time) for staff, CCOs and core contractors as they come up for renewal.
- In September 2018, WCC was accredited as a Living Wage employer.

**5. Suggested course of action envisaged**

Member councils who are developing policies on payment of the Living Wage will consider engaging with the Living Wage Movement Aotearoa New Zealand to understand the criteria for becoming a Living Wage accredited employer.



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# 16

## Sale and Supply of Alcohol Act

<b>Remit:</b>	LGNZ, on behalf of its member councils ask for a review of the effectiveness of the Sale and Supply of Alcohol Act 2012 in reducing alcohol harm (eg price, advertising, purchase age and availability) and fully involve local government in that review.
<b>Proposed by:</b>	Wellington City Council and Hastings District Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

##### Wellington City Council

The Sale and Supply of Alcohol Act was introduced in 2012 and has not as yet been reviewed.

There is now considerable experience in how it is working in practice and it is timely that a review is undertaken to ensure it is meeting the outcomes that were sought when it was introduced and that any anomalies that have emerged from regulation under the Act are addressed.

Addressing anomalies: an example of such an anomaly that has become apparent is the definition of 'grocery store' in the Act, where a business is only a grocery store if its largest single sales group (by turnover) is a specified type of food/groceries. In hearings the focus is often more on the accounting statements of an applicant, rather than about alcohol effects.

An established operator for whom the highest turnover item was topping up Snapper cards ahead of groceries applied for a renewal of their licence. The Act requires the District Licensing Committee (DLC) to use turnover as the measure to define the type of business and there is no discretion allowed to the DLC. In effect the DLC had the choice of declining the liquor licence or saying they could only retain their liquor licence by stopping Snapper top ups. They were not a grocery store by definition as Snapper card top ups was the highest turnover item. The obvious decision was to stop the Snapper top ups, to meet the "grocery store" definition, and retain the liquor licence. The overall outcome of considering the safe and responsible sale, supply and consumption of alcohol; and the minimisation of harm was not achieved.

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This is one of a range of issues. The District Licensing Committees all report each year to the Alcohol Regulatory and Licensing Authority. This addresses the issues of the operation of the Act. After five years this now provides a considerable base of information that can be used in a wider review to improve the effectiveness of the Act.

Better regulation: The current regulations are tightly prescribed (eg setting maximum penalties or fees), leave little flexibility for local circumstances and have not been reviewed. The process of establishing local alcohol policies has also not been effective.

The Council developed a Provisional Local Alcohol Policy which was notified on January 21, 2014. Appeals were lodged by eight parties which were heard by the Authority over eight days between 20 October and 5 November 2014. The Authority released its decision on 20 January 2015 which asked the Council to reconsider elements of its PLAP. In 2016, the Council resolved that it should not at that time resubmit the PLAP to the Authority, and should instead continue to monitor alcohol-related data in Wellington, work with key stakeholders, and consider future Alcohol Regulatory and Licensing Authority (ARLA) decisions on other PLAP appeals prior to determining if the Council requires a local alcohol policy.

This experience is not uncommon and it has been difficult to establish a comprehensive Local Alcohol Policy which was a key building block of the regulatory framework. As at November 2018 while 34 of the 67 territorial authorities have an adopted LAP, this only covers 28 per cent of the New Zealand population. The majority of New Zealand communities have not been able to achieve the level of community input that was envisaged under the Act. This process needs to be reviewed in light of the experience of how the Act is operating in practice.

## **2. Background to its being raised**

### Wellington City Council

This remit recognises that almost all local authorities across New Zealand are currently managing this issue through the licensing powers under the Act. They can bring practical experience of the operation of the Act and help enable communities to benefit from a review of the provisions of the Act.

### Hastings District Council

Hawke's Bay faces significant social challenges as demonstrated in the following statistics:

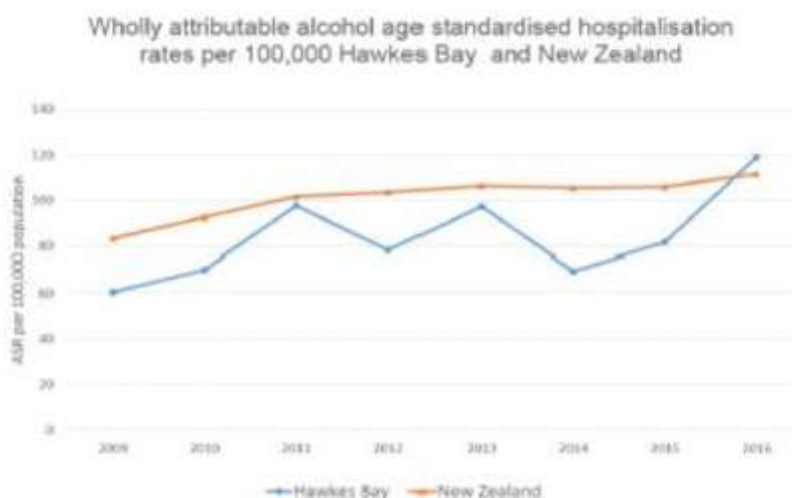
- 25 per cent of Hawke's Bay 0-4 year olds live in a household receiving a main benefit (compared with 18 per cent nationally).
- 40 per cent of Hawke's Bay tamariki Maori aged 0-4 years live in a household receiving a main benefit.
- 250 Hawke's Bay children are in the care of Oranga Tamariki.
- Hawke's Bay rates of violent crime continues to be higher than the New Zealand average and is twice the rate of New Zealand as a whole.
- There were 9,932 family violence investigations by the Eastern Police District in 2017.

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- Suicide;
  - Is a major cause of premature, avoidable death in Hawke's Bay.
  - From 2010 to 2015, suicide was the second highest reason for premature death for those aged 0 to 74 years.
  - Since 1 July 2018, 29 people have committed suicide in Hawke's Bay.
- Drugs;
  - Synthetic substances are a serious concern for many whanau.
  - Fewer youth are smoking but more Hawke's Bay adults smoke than nationally.

A contributing factor of these negative statistics is the significant problem that the Hawke's Bay community has with alcohol consumption. For our region the issues manifested by alcohol consumption are a problem across the whole community including for young newly-born babies, infants and children, young people, adults and seniors across the generations. Local alcohol statistics are alarming and include:

- 29 per cent of Hawke's Bay adults drink at harmful levels compared to 21 per cent nationally, and this rate is increasing over time.
- 41 per cent of young people aged 15-24 are drinking hazariously.
- Over half of young men are drinking hazariously.
- The number of 15 years and older hospitalisations wholly attributable to alcohol; see the below graph. Note, there is an increasing rate of people being admitted to hospital due to alcohol.



- Alcohol intoxication or a history of alcohol abuse are often associated with youth suicide.

The statistics relating to our alcohol harm impact negatively on other key community safety concerns including health issues; death and injury; violence; suicide; assault and anti-social behaviours. This is why addressing the harm of alcohol is such an important issue for our community to address.



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The harm that alcohol causes across New Zealand is also a significant issue for the country and as with Hawke's Bay the harm that alcohol causes within the community is pervasive. National statistics include:

- About four in five (79 per cent) of adults aged 15 years or more drank alcohol in the past year (in 2017/18).
- 21 per cent of New Zealand adults drink at harmful levels.
- In 2017/18, 25 per cent of adults aged 15 years or more who drank alcohol in the past year has a potentially hazardous drinking pattern, with men (32 per cent) more likely to drink hazardously than women (17 per cent).

At a local level there are some tools available to territorial authorities and their respective communities to combat alcohol harm. For example, Local Alcohol Policies (LAPs) are permitted in accordance with the Sale and Supply of Alcohol Act 2012. Unfortunately for many LAPs there are significant delays in these becoming operational due to long appeal processes.

There are typically commercial implications for businesses particularly supermarkets and these often result in appeals being lodged. Appeal processes have not allowed for more local input and influence by community members and groups, but have instead allowed larger companies, with more money and resources, to force councils to amend their LAP's reducing the potential impact on harm minimisation.

Of course, local tools available to territorial authorities are also limited by what is permitted within our national laws. We consider that current statutes and their content are not strong enough and need to be strengthened so that alcohol harm within our communities can be more effectively addressed.

The most significant drivers of alcohol-related harm include:

- The low price of alcohol.
- Levels of physical availability.
- Alcohol advertising; promotion and sponsorship.
- The minimum legal purchase age (18).

Therefore this remit seeks a focus on effective national level strategies and interventions that prevent or minimise alcohol-related harm in regards to:

- Pricing and taxing (minimum unit pricing for alcohol).
- Regulating the physical availability.
- Raising the purchase age.
- Restrictions on marketing, advertising and sponsorship.
- Drink driving countermeasures.
- Treatment and early intervention services.

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We consider that significant changes in national policy and law that address key issues pertaining to alcohol harm are needed to create significant impact on reducing the harm that alcohol causes both in Hawke's Bay and New Zealand.

### 3. How the issue relates to objectives in the current Work Programme

#### Wellington City Council

LGNZ has a priority to work, in partnership with central government, for local areas to develop innovative and place-based approaches for dealing with social issues. While the operation of the Act is not directly listed as one of the social issues covered by the current work programme, the intent of the Act was to allow place-based approaches to the management of alcohol related harm.

#### Hastings District Council

This remit links to the social policy priority; community safety. Integrate policy positions from *Mobilising the Regions* including: integrated transport planning and decision-making models into the above.

### 4. What work or action on the issue has been done on it, and the outcome

#### Wellington City Council

We are actively involved. The Council was proactive in initiating the development of a Local Alcohol Policy. We administer licencing functions under the Act and the DLC reports each year to the Alcohol Regulatory and Licensing Authority on its functions.

We have not directly progressed work on a review at this point as it requires central government leadership with the input of local authorities across New Zealand.

#### Hastings District Council

The Napier City and Hastings District Councils have a Joint Alcohol Strategy 2017-2022 (JAS) and have started to implement the JAS Action Plan with support from the JAS Reference Group (local stakeholder organisations that also contribute to this strategy). Some actions completed thus far include:

- Removal of alcohol advertising on bus shelters in Hastings and Napier;
- Funding obtained to identify and develop youth-driven alcohol harm prevention projects;
- Creation and distribution of an alcohol network newsletter (bi-monthly) to make the licensing process more accessible to the community;
- A move to notifying liquor licence applications online; and
- Funding obtained to create brand and resources for alcohol free events and alcohol free zones.

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Hastings District and Napier City Councils have completed a Provisional Local Alcohol Policy that was notified in July 2016. The Provisional Local Alcohol Policy has been before ARLA as a result of appeals. A position has been negotiated with the appellants. That position has been considered by ARLA and will be notified to the original submitters once ARLA is satisfied with the final wording. If no one seeks to appeal the revised version it will become the adopted Local Alcohol Policy.

## **5. Suggested course of action envisaged**

### Wellington City Council

That LGNZ would, on behalf of its member councils, form a working group to work with central agencies to review the effectiveness of the Sale and Supply of Alcohol Act 2012.

### Hastings District Council

- Actively monitor opportunities to submit to central government with respect to review of statutes and regulations that relate to alcohol.
- Prepare submissions to central government review processes that relate to the key drivers of alcohol harm as outlined in this remit.
- Write to and meet with the Minister of Justice and officials to promote changes to laws and regulations that will address the key drivers of alcohol harm.
- Create a national action plan to reduce harm caused by alcohol.
- Engage and support councils nationwide to implement strategies, policies and actions that are aimed at reducing alcohol-related harm. This could include delivering workshops; providing statistics and information on the harm alcohol causes and developing templates for policies and strategies that can be easily implemented.



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# 17

## Greenhouse gases

<b>Remit:</b>	Wellington City Council asks that LGNZ members collectively adopt the position that government should revise the Resource Management Act 1991 to adequately consider the impact of greenhouse gases when making decisions under that law and to ensure that the Resource Management Act 1991 is consistent with the Zero Carbon Bill.
<b>Proposed by:</b>	Wellington City Council
<b>Supported by:</b>	Metro Sector

### Background information and research

#### 1. Nature of the issue

The purpose of the Resource Management Act 1991 (RMA) is to promote the sustainable management of natural and physical resources.

The Act seeks to enable people and communities to provide for their social, economic, and cultural well-being and for their health and safety while:

- Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations;
- Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- Avoiding, remedying, or mitigating any adverse effects of activities on the environment.

Under the RMA, most decisions are decentralised to local and regional levels to enable public participation in decision-making.

The emissions trading scheme is a national framework. Because of this, there is a disconnection between decisions taken under the RMA and the emission of greenhouse gases. Emissions are not consistently contemplated when decisions are taken; there appears to be a gap, however the Council currently doesn't have a formal position on this.

#### 2. Background to its being raised

Wellington is proposing a substantial change in urban form and transportation in order to accommodate anticipated growth and to meet community expectations around carbon emissions. Planning for this growth has highlighted the regulatory gap described above.

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**3. How the issue relates to objectives in the current Work Programme**

In planning for growth the Council is setting out to develop a future Wellington that is low carbon and resilient. Decisions will be taken under the RMA, yet the need to reduce carbon emissions is not currently a requirement under our key planning legislation.

**4. What work or action on the issue has been done on it, and the outcome**

The Council has developed a draft plan, Te Atakura – First to Zero, that would establish the Council's advocacy position in favour of significantly boosted consideration of emissions in the RMA. This draft was released for consultation on 15 April 2019 and is to be considered for adoption on 22 June 2019.

**5. Suggested course of action envisaged**

The Minister for the Environment is aware of the gap, and has publicly stated:

"The Government intends to undertake a comprehensive review of the resource management system (Stage 2), which is expected to begin this year."

"Cabinet has already noted my intention to consider RMA changes relating to climate change (both mitigation and adaptation) within the scope of this review."

Local government will have an opportunity to advocate for the inclusion of climate change effects through this process.

This remit asks councils to work together in engaging with government to amend the RMA to require decision makers to reduce greenhouse gas emissions.

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# 18

## Climate Change – funding policy framework

<b>Remit:</b>	That LGNZ recommends to government that they establish an independent expert group to develop a new funding policy framework for adapting to climate change impacts as recommended by the Climate Change Adaptation Technical Working Group (CCATWG). This new expert group would be supported by a secretariat and stakeholder advisory group.
<b>Proposed by:</b>	Greater Wellington Regional Council
<b>Supported by:</b>	Regional Sector

### Background information and research

#### 1. Nature of the issue

New Zealand will need a new funding policy framework to enable effective, efficient and equitable long-term adaptation to the many challenges posed by climate change. Any such framework must be comprehensive, fit for purpose, and facilitate flexible and dynamic responses.

While there is broad agreement that the current policy framework for climate change adaptation, and especially sea level rise, is inadequate, there has been little attention given to securing a consensus among the stakeholders on the core features of a new framework.

Some small initiatives have been taken by a few local councils and academics towards the formulation of a new framework.

There are a large number of separate, yet interconnected issues that require investigation in parallel or in sequence. It is very likely to take several years to formulate a new, well-designed policy framework, followed by the drafting and enactment of legislative reforms, before the process of implementation can begin. Given the amount of work that is involved and that climate change impacts are already making themselves felt, it is important that this process is started without further delay.



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## **2. Background to its being raised**

Sea level rise constitutes a particularly serious challenge due to irreversibility of the near-term impacts. Already many low-lying coastal communities around New Zealand are facing a growing threat to their homes and livelihoods, public infrastructure and private businesses. This and other impacts on human and natural systems related to more intense rainfall, heat, wind, and pathogens and disease vectors, will increase and become disruptive. They will increase the financial burden on the state at all levels and create inequities across society.

For further discussion of the issues and options for developing a new policy framework, from which the proposed remit was derived, see the discussion paper by Jonathan Boston (VUW) and Judy Lawrence (VUW), dated 4 February 2019.

## **3. What work or action on the issue has been done on it, and the outcome**

A recent report by LGNZ found an estimated \$14 billion of local government assets are at risk from climate change impacts. It has called on central government to create a 'National Climate Change Adaptation Fund'. It has also recently published a legal opinion by Jack Hodder QC regarding the potential for local government to be litigated in relation to its actions or inaction in relation to climate change. A key risk raised by Mr Hodder's report was the absence of national climate change adaptation guidance (or framework) in New Zealand, which in effect is leaving it to the courts to decide how to remedy climate change related harms. This will be an uncertain and inefficient means of doing so.

The Government has received the recommendations of the CCATWG, but is yet to act upon them. The CCATWG recommendation to the Government (quoted below) was to set up a specialist group to define funding arrangements for funding adaptation.

"We recommend that a specialist group of practitioners and experts undertake this action (formulate a new policy framework for adaptation funding). These should be drawn from central and local government, iwi/hapū, sectors such as banking, insurance, and infrastructure; and have expertise in climate change, planning and law, public finance, capital markets, infrastructure financing, and risk management. The group should be serviced by a secretariat with officials across relevant public sector and local government agencies and include significant public engagement."

## **4. Suggested course of action envisaged**

That LGNZ issue a news release explaining the content of the remit, and that they engage with central government directly (in face to face meetings) to discuss the setting up of an independent expert group to progress the development of a new funding policy framework for adapting to climate change impacts.

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# 19

## Road safety

Item 13

Attachment 1

### Remit:

1. That LGNZ acknowledges that the New Zealand Transport Agency's (NZTA's), Code of Practice for Temporary Traffic Management (CoPTTM) is a comprehensive and robust document, and that NZTA ensures the CoPTTM system is regularly reviewed, refined and updated. However, in light of the recent road worker fatalities LGNZ requests NZTA, in partnership with Road Controlling Authorities (RCAs);
  - a. Review afresh its Code of Practice for Temporary Traffic Management (CoPTTM) to satisfy themselves that;
    - i. The document provides sufficient guidelines and procedures to ensure approaching traffic are given every possible opportunity to become aware of the worksite ahead and to respond appropriately and in a timely manner.
  - b. Review its CoPTTM Training System to ensure;
    - i. Trainers are sufficiently qualified and adequately covering the training syllabus.
    - ii. Site Traffic Management Supervisors (STMS's) and Traffic Controllers (TC's) are only certified when they can demonstrate competence in the application of CoPTTM.
    - ii. A robust refresher programme is in place to ensure those in charge of Traffic Management on worksites remain current in the required competencies.
  - c. Review its Site Auditing requirements to ensure the traffic management at worksites is independently audited at a sufficient frequency to ensure compliance, and that a significantly robust system is put in place to enable enforcement of compliance.
2. That LGNZ takes steps to remind its members of their duties with respect to their role as Road Controlling Authorities including;
  - a. Appointing and sufficiently training and resourcing a Traffic Management Co-ordinator to ensure their obligations under the Health and Safety Work Act 2015, with respect to traffic management, are being met.
  - b. *Adequately resourcing and undertaking audits of road work sites to ensure compliance with CoPTTM.*

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**Proposed by:** Whakatāne District Council

**Supported by:** Dunedin City Council  
Wairoa District Council  
Hamilton City Council  
Kawerau District Council  
Tauranga City Council

## Background information and research

### 1. Nature of the issue

Four road workers have been killed on New Zealand roads this calendar year, and we need to ask ourselves, are we doing all that we can to ensure those working on our roads are safe from harm.

There is an increasing level of public discontent with the level of discipline around traffic management being maintained on roadwork sites by contractors, particularly on unattended sites, where all too often the temporary traffic management on site does not seem appropriate, or to adequately inform motorists of the need for the restrictions, or is left in place for too long.

### 2. Background to its being raised

Frameworks for the safe management of roadworks have been in place for over two decades now, and during this time they have evolved and improved to keep up with the changing risks in the workplace environment.

The current framework is the New Zealand Transport Agency's Code of Practice for Temporary Traffic Management, fourth edition 2018 (CoPTTM).

This is a comprehensive document that applies a risk based approach to temporary traffic management, based on a road's classification and intensity of use, and the nature of works required to be undertaken on the road.

It is closely aligned to the Health and Safety at Work Act 2015, recognising the statutory duty of all those involved with activities on or adjacent to the road, to systematically identify any hazards, and if a hazard is identified, to take all reasonably practical steps to ensure no person is harmed.

It includes steps to eliminate risks to health and safety and if it is not reasonably practicable, to minimise risks to health and safety by implementing risk control measures in accordance with Health and Safety at Work (General risk and Workplace Management) Regulations 2015.

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CoPTTM also includes a risk matrix to help determine what the appropriate temporary speed limit is that should be applied to a worksite, whether attended or unattended. It further contains procedures for undertaking safety audits and reviews of worksites, including the ability to close down worksites that are identified as unsafe following an audit. There are no financial penalties for non-compliance, although there are a range of other penalties that can be imposed, including the issue of a notice of non-conformance to individuals or companies, and a 'three strikes' system whereby the issue of three non-conformances within a 12 month period results in sanctions being imposed. These can include:

- Removal of any prequalification status.
- Reduction of quality scores assigned in tender evaluations.
- Forwarding of non-conformance to the appropriate standards organisation which may affect the company's 1509000 registration.
- Denial of access to the road network for a period of time.
- Requirement for the company to have someone else provide their TTM.
- Staff retraining for CoPTTM warrants.

In principle there would seem to be sufficient processes in place to ensure that traffic management on road worksites was appropriate and adequately provided for the safety of workers on site, the general public, and passing traffic.

However, this year has seen four road workers killed whilst working on our roads.

There is also a growing level of discontent from motorists regarding the appropriateness of signs that are left out on unattended sites.

Often these signs are perceived to be (any combination of) unnecessary, poorly located, incorrectly advising the condition of the road ahead, having an inappropriate speed limit, or being left out too long.

### **3. How the issue relates to objectives in the current Work Programme**

Local Government New Zealand has five policies in place to help achieve their sector vision: Local democracy powering community and national success.

Policy priority one is Infrastructure, which focuses on water, transport and built infrastructure. The transport statement states that a national policy framework is needed to achieve five outcomes. One outcome is 'a safe system, increasingly free of death and serious injury'.

This remit is aligned to this priority outcome as it is focused on reducing safety risks, death and serious injury in locations where road works are being undertaken.



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**4. What work or action on the issue has been done on it, and the outcome**

The Whakatāne District Council has been working proactively with NZTA and its local contractors to review its own traffic management requirements, the level of compliance with those requirements, and the adequacy of its auditing processes and frequencies.

There has been positive engagement with NZTA and the local contracting sector on this matter.

The process has identified improvements that could be effected by both the Council and its contractors. A plan is being developed to socialise the outcomes with NZTA and other RCA's, and this remit forms part of that plan.

NZTA is also responding to the recent deaths by initiating immediate temporary changes to pertinent traffic management plans, and considering permanent changes through its standard CoPTTM review process.

There is currently no national initiative to require local government RCA's to review their practices in response to these deaths.

**5. Suggested course of action envisaged**

- Support NZTA's initiative to review CoPTTM in light of the recent fatalities.
- Encourage NZTA to work closely with RCA's to ensure the CoPTTM review also covers local road Temporary Traffic Management.
- Strongly encourage RCA's to work with NZTA, perhaps through the RCA Forum, on a review of local road Temporary Traffic Management.
- Strongly encourage RCA's to adopt with urgency, any local road CoPTTM
- Improvements that arise from the review.

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# 20

## Mobility scooter safety

<b>Remit:</b>	That LGNZ requests that government investigate the introduction of strengthened rules to govern the safe use of mobility scooters, particularly in relation to speed limits and registration.
<b>Proposed by:</b>	Whanganui District Council
<b>Supported by:</b>	Zone Three

### Background information and research

#### 1. Nature of the issue

The following issues have been identified:

- a. There is no opportunity to enforce a speed limit for mobility scooters, despite the fact that the top speeds of these devices can reach 40kmh.
- b. Mobility scooters are used too frequently on the road, even when a suitable footpath is available.
- c. There is no requirement for a mobility scooter user to have a license or any previous driving experience.
- d. There are no health related restrictions on who can operate a mobility scooter.
- e. There is no ability to track mobility scooters as no registration or Warrant of Fitness (WoF) is required.

A supplementary issue is also acknowledged:

- There is no restriction in terms of who can use a mobility scooter. For example, in some states of Australia mobility scooters can only be used by a person with an injury, disability or medical condition which means they are unable to walk or have difficulty walking. People who do not have difficulty walking are not permitted to use them.

#### 2. Background to its being raised

Establishing the number of injuries and fatalities involving mobility scooter users can be difficult to isolate and this has been identified as an issue nationwide. However, coronial data shows that at least 20 people have died while using mobility scooters in New Zealand.

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Given the considerable lag between a death occurring and a coronial case on that death being closed, the actual number may be significantly higher. Notably NZTA reports that: “mobility scooters... have been involved with a number of fatalities (at least 20 in 2014-2015).”

For the period 2008-2012 the Ministry of Transport recorded eight fatalities and 141 injuries of mobility scooter users. NZTA records 12 fatalities, 19 serious injuries and 81 less serious injuries for the period 2009-2014. These figures do not include fatalities or injuries to persons other than the mobility scooter user.

It has been acknowledged by those working in this field that there have been a ‘surprising’ number of injury crashes involving mobility scooters over the last five years, including fatalities. More work on clarifying the extent of this problem is required and there has been general agreement nationwide from the region’s road safety co-ordinators, and other agencies such as NZTA and Age Concern, that mobility scooter safety is an emerging concern. This is the case throughout the country and is reiterated by both large and small centres, in urban areas and rural regions.

Some of the issues raised include:

- Mobility scooters being driven on the road, at speed, with low visibility (eg without a flag) and like a motor vehicle (as opposed to like a pedestrian as is required).
- No accountability around vulnerable elderly users, particularly those who have lost their licence. There is no established avenue to ascertain whether there are issues around dementia or other chronic conditions which could have an impact on their ability to use these safely.
- No accountability around the purchase of mobility scooters, both in terms of being fit for use and training for safe handling. This is particularly the case when they are bought off the internet, eg there is no opportunity to ensure that the right scooter has been purchased for the user’s level of ability and that they are shown how to drive it according to the regulations.
- No ongoing monitoring of use, particularly in the case of declining health.
- No restrictions on the speed that mobility scooters can reach or the size of mobility scooters. With an increase in larger model mobility scooters being imported, there is less room for scooters to pass one another, or to pass other pedestrians. This leads to a greater likelihood of one or more of the footpath users needing to use the road rather than the footpath. Larger mobility scooters also require larger areas to turn. Given the size of many footpaths in New Zealand, this increases the risk that the user will enter the roadway at an angle and roll the mobility scooter, resulting in serious injury or death.

Some centres have also identified an issue with the increasing prevalence and size of mobility scooters adding load to the footpaths. Furthermore, the contrast between New Zealand Post’s work on safety assurances with the use of Paxster vehicles on the footpath, and the lack of oversight over larger sized mobility scooters being used in a similar (but unmonitored) way has been drawn.

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However, it is also important to note the significant role that mobility scooters play in granting senior people their independence. Any measures taken to address this remit's concerns must balance this benefit with the need to ensure safety for users and other pedestrians.

### **3. New or confirming existing policy**

The remit would strengthen existing central government policy. However, new legislation would be required to put in place an appropriate registration programme, both for mobility scooter users and for the mobility scooters.

### **4. How the issue relates to objectives in the current Work Programme**

Transport safety issues are not referred to specifically in the current LGNZ work programme. However, ensuring we have safe systems, increasingly free of death and serious injury and addressing the needs of an ageing population are each included under one of the five policy priorities (Infrastructure and Social, respectively).

### **5. What work or action on the issue has been done on it, and the outcome**

This is an emerging issue and is acknowledged as such by those with an interest and involvement in road safety at both the local and regional level. Although discussions are underway about working with the Safe and Sustainable Association of Aotearoa/New Zealand (SASTA) and Trafanz on these concerns so that this can be addressed with the NZTA, it is understood that this work has not yet commenced.

The Marlborough Road Safety Mobility Scooter User Group has undertaken some useful research in this area. They have canvassed users in relation to training needs, safety, registration, injuries, facilities and the footpath network.

Although not all suggestions were supported, this survey did identify some relevant ideas and safety concerns, eg 71 per cent of respondents had seen a mobility scooter being used in an unsafe manner on the footpath or road, 19 per cent had been injured by a mobility scooter as a pedestrian and 78 per cent said that they or someone they knew has had a 'near miss'.

Some ideas raised include focusing on licensing/registering drivers rather than the mobility scooters themselves, ensuring that any registration costs were low to ensure affordability, making mobility scooters easier to hear and introducing a speed limit.

### **6. Any existing relevant legislation, policy or practice**

NZTA has the responsibility, via government, for mobility scooters in New Zealand and has a booklet available, titled *Ready to Ride - Keeping safe on your mobility scooter*. This is based on section 11 of the Land Transport (Road Use) Rule 2004.



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The following provisions exist – it is recommended that these be expanded upon and strengthened:

- **Speed limits:** Current New Zealand law says “A driver of a mobility device or wheeled recreational device on a footpath;
  - a. Must operate the device in a careful and considerate manner; and
  - b. Must not operate the device at a speed that constitutes a hazard to other footpath users.”
- **Road usage:** Current New Zealand law says;
  - a. A driver must not drive a mobility device on any portion of a roadway if it is practicable to drive on a footpath.
  - b. A pedestrian or driver of a mobility device or a wheeled recreational device using the roadway must remain as near as practicable to the edge of the roadway.
- **Monitoring and registration:** Current New Zealand law does not require users to have a driver licence or any form of medical approval to operate a mobility scooter and no warrant of fitness or registration is needed.

Further, current law does not require the use of any personal protective equipment such as helmets, despite these devices being capable of reaching similar speeds to mopeds and higher speeds than many bicycle users travel at.

This is particularly problematic given Canadian research that showed, of their sample group of mobility scooter users, 38 per cent had hearing impairments, 34 per cent had vision impairments, 19 per cent had memory impairments and 17 per cent had balance impairments. The study also found that 80 per cent of the mobility scooter users took four or more medications daily.

The *Ready to Ride* guidelines clearly spell out that mobility scooter users could be fined if they are found to be riding their scooter: “... carelessly, inconsiderately or at a dangerous speed. The fine may be higher if you do any of these things more than once.” Furthermore, if a mobility scooter user causes a crash where someone is killed or hurt then they could be charged with “careless or inconsiderate use of a motor vehicle”. This brings penalties ranging from a severe fine to a prison sentence. However, these do not provide clear definitions or rules to inform a user’s decisions.

## **7. Suggested course of action envisaged**

### Speed limits

It is recommended that the approach taken in some Australian States, including Victoria be adopted. This states that mobility scooters: “must have a maximum capable speed of 10km per hour on level ground and a maximum unladen mass of 110kg”.

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#### Road usage

It is recommended that New Zealand Police be resourced to enforce the law. Local and regional councils throughout the country, as well as NZTA, road safety action groups and other key agencies, have highlighted serious concerns about mobility scooters riding on the road when a footpath is available, as well as riding on the road as if they are a motor vehicle.

#### Monitoring and registration

It is recommended that legislation is changed to require all mobility scooters to be registered and display a licence plate, with minimal or no cost imposed, to ensure compliance. It is further recommended that the legislation set a maximum power assisted speed and size for mobility scooters.

**Item 13**

**Attachment 1**

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# 21

## Museums and galleries

<b>Remit:</b>	That central government funding be made available on an annual basis for museums and galleries operated by territorial authorities with nationally significant collections.
<b>Proposed by:</b>	Whanganui District Council
<b>Supported by:</b>	Zone Three

### Background information and research

#### 3. Nature of the issue

The following issues have been identified:

- There is currently no central government funding for daily operating costs for museums and galleries operated by territorial authorities.
- Public museums and galleries often house nationally significant collections and taonga but are supported largely by their local ratepayers, often from a limited funding pool.
- These facilities attract national and international visitors and service far more than the local area from which their funding is drawn.
- Local authorities are severely challenged to adequately support the annual running costs required for these key cultural facilities due to the financial impost on ratepayers.
- Support for the retention of these facilities in smaller regional centres, outside the larger cities, is important in terms of cultural accessibility and in keeping our provincial communities viable.

#### 4. Background to its being raised

Regional museums and galleries are important to the cultural makeup of this country. They are recognised as critical hubs for communities and visitors and play a role that extends far beyond the display of images and artefacts:

- They occupy a dynamic position in our national cultural life, encouraging us to think about our place in the world.
- They stimulate discussion and debate. This enhances participation, creativity, community capacity and a sense of place.

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- They generate economic activity; they are a driver of tourism and create jobs and vibrancy.
- They contribute to key aspects of our community and national cultural identity; the nature of our bicultural society and other multicultural influences means that museums and galleries will act as an increasingly important link in reflecting and understanding the diversity of our communities.
- They build social cohesion, creativity and leisure opportunities. They contribute to civic development and provide a focal point for gathering and interaction; acting as a key social destination.
- They foster enrichment. Arts and culture are 'good for you'. Having access to events and exhibitions is important, and this might be even more so in provincial centres.

Despite this, there is limited funding available, particularly for operating costs. This raises concerns about the ongoing ability of territorial authorities to:

- Provide adequate, appropriate and safe storage methods. Climate control and professional and timely care or repair of our treasures requires adequate funding to ensure the longevity of many of our special collection items (for example, paintings or heritage artefacts such as Māori cloaks).
- Deliver the right display conditions. Without the right climate control, security and display methods, the public's access to view these collections is severely limited. Instead of enhancing the visibility of, and connection to, our key collection pieces locally, nationally and internationally, this access is restricted by inadequate funds for exhibition. This is exacerbated by the limitations of funding at the local ratepayer level.
- Preserving our stories. The collections available at public museums and galleries are not only often nationally significant but also reveal important aspects of our local identity. They are an education resource (both formally through school programmes and informally) and are a drawcard for tourism. Maintaining these collections retains our storytelling abilities, supports our unique identities and contributes to economic and social development.

This is supported by the following background information:

- Some collections are over 100 years old and need specialised climate control and storage facilities. Paint, canvas, fabric and fibres have unique requirements to ensure their preservation and longevity. The cost of doing so is huge and is a burden that many local communities cannot sustain. However, despite this, they are solely responsible for this care.
- Some grants are available, on application, to deliver education programmes for school children. However, this funding is very limited and requires additional subsidisation by schools. As a result, not all children are gaining equitable access to our museums and galleries.
- Limited grants are also available, on application, for storage and building upgrades, as well as for one-off restoration projects. However, there are no regular, reliable funds available to meet the significant and necessary costs of just running these institutions.



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- Currently only the Auckland War Memorial Museum and Museum of New Zealand Te Papa Tongarewa receive an ongoing proportion of operating costs.

As an example, the Sarjeant Gallery in Whanganui has an annual operating budget of \$2.285 million and the Whanganui Regional Museum a budget of \$1.085 million. The value of their collections is \$30 million across each institution, with their collections considered to be some of the best in New Zealand. Yet they are funded almost solely from the local Whanganui district ratepayer base. This is not sustainable if we are to make the most of New Zealand's nationally significant collections and ensure their preservation for the future.

An example of public museums and art galleries currently operated by territorial authorities:

Institution	Permanent collection?
Sarjeant Gallery - Whanganui	✓
Whanganui Regional Museum	✓
Auckland Art Gallery	✓
Whangarei Art Museum	✓
Te Tuhi Center for the Arts, Manukau City	x
Waikato Museum	✓
Rotorua Museum of Art & History	✓
Tauranga Art Gallery	✓
Whakatane Museum & Art Gallery	✓
Govett Brewster Gallery/Len Lye Centre – New Plymouth	✓
Percy Thompson Gallery – Stratford	x
Tairāwhiti Museum – Gisborne	✓
Hawke's Bay Museum and Art Gallery – Napier	✓
Aratoi Wairarapa Museum of Art & History – Masterton	✓
City Gallery – Wellington	x
The New Dowse – Lower Hutt	✓
Millennium Art Gallery – Blenheim	✓
Suter Art Gallery – Nelson	✓
Christchurch Art Gallery	✓
Coca – Centre for Contemporary Art – Christchurch	✓
Aigantighe Art Gallery – Timaru	✓
Forrester Gallery – Oamaru	✓
Dunedin Public Art Gallery	✓
Southland Museum and Art Gallery – Invercargill	✓
Anderson Park Art Gallery – Invercargill	✓
Eastern Southland Gallery – Gore	✓

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**5. New or confirming existing policy**

The remit would require a policy shift by central government to provide funding for operating costs based on a set of clear assessment criteria.

**6. How the issue relates to objectives in the current Work Programme**

The LGNZ work programme includes tourism as a focus area and addresses concerns about funding in relation to key facilities and amenities:

“Without more equitable forms of funding there is a risk that visitors will lack the appropriate range of local amenities they need to have a positive experience.”

This is framed by the following statement:

“The visitor industry is now New Zealand’s largest export industry however the speed of its growth is putting many of New Zealand’s smaller communities under pressure. It is a problem created by the way in which councils are funded as new facilities will be paid for out of property taxes while visitor expenditure, in the form of increased GST and income tax, benefits central rather than local government.”

**7. What work or action on the issues has been done on it, and the outcome**

Although there was work completed on a central government funding model for the ‘national collection’ in the 1990’s (that being, the collection held by all public museums and galleries in New Zealand) this did not progress. The United Kingdom has a centrally funded system for museums and galleries.

**8. Any existing relevant legislation, policy or practice**

- Auckland War Memorial Museum Act 1996.
- Museum of New Zealand Te Papa Tongarewa Act 1992.

**9. Suggest course of action envisaged**

That central government funding be made available on an annual basis for museums and galleries operated by territorial authorities with nationally significant collections.

This would be in the form of an annual allocation for operating costs based on specific criteria to ensure the maintenance, preservation and development of collections with relevance beyond the local setting. This would provide the surety of a reliable income stream and could be set to a specified limit, eg 10 per cent of annual operating costs.

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Of particular interest would be those collections of national importance where the benefit of protection and enhancement would make a substantial contribution to New Zealand's creative sector as well as our national cultural identity.

Priority funding would be given to museums and galleries which hold permanent New Zealand collections, rather than being solely exhibition galleries. Funding could also be based on the size and type of collection. This recognises the added burden of storage, care and maintenance for collections of a significant size and importance.

**Item 13**

**Attachment 1**

**We are.  
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# 22

## Resource Management Act

<b>Remit:</b>	That the selection of all independent commissioners for Resource Management Act hearings be centralised to improve independence and enhance the quality of decisions.
<b>Proposed by:</b>	Whanganui District Council
<b>Supported by:</b>	Zone Three

### Background information and research

#### 1. Nature of the issue

The following issues with the current system have been identified:

- There is potential for corruption and undue influence.
- There is limited ability for newer commissioners to obtain experience.
- There is opportunity for enhanced effectiveness and more robust decision-making.

#### 2. Background to its being raised

The Resource Management Act (RMA) contains provisions for the appointment of independent commissioners to sit on panels to hear RMA matters, for example, resource consent applications, notices of requirement and District and Regional Plan Reviews, including plan changes (s39B).

Commissioners must be accredited to sit on RMA hearing panels and the Minister for the Environment must approve the qualification for accreditation. The certification process is called "Making Good Decisions" and is delivered on behalf of the Ministry.

The Ministry for the Environment (MfE) website sets out the areas covered by the accreditation and recertification processes and has a register of qualified commissioners.



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Although this system provides opportunity, in theory, for panel composition based on a balanced range of factors to ensure impartiality and relevant breadth of experience – in practice this is not the case. Instead, selection can be influenced by:

- Paid relationships. For example, commissioners being held on retainer.
- Manipulation of focus areas. For example, panels being 'stacked' to increase the likelihood of support or sympathy for particular issues.
- Existing connections. For example, the same commissioners being selected by the same councils, leaving little room for newer certificate holders and leading to questions of true independence.

As a result, the current system is open to both real and perceived issues of fairness based on concerns about:

- The appropriateness of an ongoing financial arrangement for retained availability, as well as the ability of this relationship to really remain independent and impartial. For example, would an 'unfavourable' decision jeopardise the financial benefit for a commissioner in this position?
- A balance of experience and expertise on the panel when many of the same commissioners, with similar backgrounds (planners, lawyers, elected members) are used on a consistent basis.
- Missed opportunities to provide practical experience to a broader spread of certificate holders in a more even way (rather than the same familiar options being selected).
- The ability to achieve genuine impartiality when commissioners can be picked based on prior relationships and knowledge of their position (and therefore likely decisions) on particular issues.
- An absence of local and external collaboration on decisions – missing important opportunities to upskill lesser experienced commissioners and provide the right mix of local versus external perspectives to equally inform good decision-making.
- A lack of standardisation in fee structures throughout the country, potentially leading to 'cherry-picking' of hearings.
- Poor Māori representation on hearing panels in areas where co-management legislation does not yet apply.

There is also no process for receiving or addressing complaints about commissioner conduct.

### **3. New or confirming existing policy**

The remit would require amendment to the RMA and the development of a centralised and independently managed appointment process to allocate commissioners in a systematic and fair manner. This would be supported by regulations which would set out the steps to be followed.

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Such provisions are already contained in legislation such as the Waikato-Tainui Raupatu Claims (Waikato River) Settlement Act 2010 (s 25 and s28).

**4. How the issue relates to objectives in the current Work Programme**

The work programme notes that 'major reform' of the RMA is required. It does not, however, specifically relate to the recommendations of this remit.

**5. What work or action on the issue has been done on it, and the outcome**

No work has been undertaken specifically on this. However, the proposed model recommends use of the Victorian State Government approach: <https://www.planning.vic.gov.au/panels-and-committees/panels-and-committees>

In addition, the New Zealand Environment Court uses a mixed model approach, with the Judge as chair and two or more court appointed commissioners. These commissioners have a varied background (across planning, ecology, landscape architecture, civil engineering, Tikanga Māori etc) and have all completed the "LEADR" mediation programme to assist the Court in mediated resolutions of court appeals. Many have also undertaken the "Making Good Decisions" programme.

**6. Suggested course of action envisaged**

That the selection of all accredited commissioners for RMA hearings be centralised and independently managed by the Ministry for the Environment.

The new process could follow the Victorian State Government example. In essence this involves making an initial hearing panel application online, followed by a formal letter of request. A panel is then appointed by the Minister (or a delegate) in accordance with the specific details of the particular issue, eg the complexity of the topic, the number of submissions received or the special expertise required. This enables administrative 'filtering' to sort panellists according to their suitability across a spectrum of hearing complexities. For example, smaller and less controversial issues would be resourced differently to more difficult topics. This would also ensure a tailored mix of expertise and backgrounds – enabling greater Māori representation, a balance of newer and more experienced commissioners and a spread of local and external knowledge.

In Victoria the pool of available commissioners is managed by an 'Office of Planning Panels' acting as a conduit between panels and interested parties to "ensure an independent and transparent process is upheld".

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If MfE took this on it would also be expected to manage the contracts, oversee the effectiveness of the process, receive and adjudicate on any complaints about commissioner conduct and regulate the fee structure. It would also deliver administrative support for the process (although where hearings are cost recoverable from applicants then this would be managed accordingly). MfE could also maintain the register of accredited commissioners and chairs and ensure that it remained up to date, with sufficient information provided to ensure the effective appointment of panels.

**Item 13**

**Attachment 1**

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# 23

## Mayor decision to appoint Deputy Mayor

<b>Remit:</b>	That LGNZ request the Government to amend S.41A of the LGA2002 to give Mayors the same powers to appoint a deputy mayor as held by the Mayor of Auckland.
<b>Proposed by:</b>	Horowhenua District Council, Invercargill District Council and Whanganui District Council
<b>Supported by:</b>	Provincial Sector

### Background information and research

#### 1. Nature of the issue

Since 2013 mayors have had the power to determine who their deputy mayor should be, however a mayor's choice of deputy can be overturned by a majority vote of councillors. Not only has this caused confusion the fact that councils can over turn a mayor's choice undermines the original intent of the legislation.

#### 2. Background to its being raised

The 2012 LGA 2002 Amendment Act introduced Section 41A which recognised mayors' leadership role and gave mayors the authority to appoint their deputy as well as committee chairs. The select committee amended the original bill to provide councils with an ability to reverse a mayor's decision. Not only did that change make a nonsense of the original intent it has also undermined the credibility of the legislation in the eyes of citizens who generally expect a mayor to be able to choose who their deputy will be, given the importance of that working relationship.

#### 3. How the issue relates to objectives in the current Work Programme

The problems mayors face with implementation of section 41A is not currently on the LGNZ work programme.



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**4. Any existing relevant legislation, policy or practice**

The Government is re-drafting the Local Government Amendment Bill 2 which is expected to be given its second reading later this year. The Bill could provide a vehicle to amend S.41A in order to strengthen mayors' ability to appoint their deputies without the risk of that decision being reversed.

**Item 13**

**Attachment 1**

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# 24

## Beauty industry

<b>Remit:</b>	That LGNZ calls on the Government to develop and implement national guidelines, policy or regulations to achieve national consistency for the largely unregulated 'health and beauty clinic' industry.
<b>Proposed by:</b>	Whangarei District Council
<b>Supported by:</b>	Selwyn District Council
	Kawerau District Council
	Dunedin City Council
	Rangitikei District Council
	Far North District Council

### Background information and research

#### 1. Nature of the issue

Over recent years, the 'health and beauty clinic' industry has seen tremendous growth and continues to expand rapidly. Unfortunately, there is no national legislation or guidance to regulate this industry.

The Health Act 1956 is currently the only legislative tool at the disposal of local authorities to deal with concerns and complaints. However, the powers under the Act are very limited, and do not relate specifically to quality and community safety.

Several councils have developed their own Bylaws to deal with the potential risks that this industry poses to its clientele, with varying degrees of success, but by large the industry remains unregulated. By contrast, national regulations to regulate the hairdressing industry have existed since the 1980's. It is considered that the 'health and beauty clinic' industry faces much higher risks and challenges.

#### 2. Background to its being raised

Nationally, as well as locally, Environmental Health Practitioners are dealing with an ever-increasing number of complaints about this industry and the fallout from botched procedures, as well as infections. Whilst, practitioners can address some of these concerns under the Health Act 1956, it is felt that specific legislation or guidance is the only way to regulate this industry and achieve national consistency.

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In the absence of national legislation, territorial authorities such as the Whangarei District Council are unable to regulate the industry, except through the development of a specific Bylaw. The development of Bylaws is an expensive and time consuming process and the cost of that process and any complaint investigation, outside the Bylaw process, falls solely on ratepayers whilst creation of Bylaws can mitigate risk at local level, they do not result in national consistency.

**3. New or confirming existing policy**

New policy.

**4. How the issue relates to objectives in the current Work Programme**

The issue aligns to the LGNZ Three Year Business Plan (2019/20 – 2021/22), that recognises quality and community safety as a key social issue, with social issues being one of the five big issues for New Zealand councils. Specifically, the commitment to “work alongside central government and iwi to address social issues and needs in our communities, including a rapidly growing and an ageing population, inequality, housing (including social housing) supply and quality and community safety.”

**5. What work or action on the issue has been done on it, and the outcome**

Aside from some council's developing their own Bylaws, as far as the Whangarei District Council is aware, central government has no plan to develop legislation or guidance for this sector.

Notably, as New Zealand-wide complaints regarding the industry continue to rise and the serious risks associated with the industry continue to be better understood a national approach is needed to make any substantive progress on regulating the ‘health and beauty clinic’ industry in New Zealand.

**6. Any existing relevant legislation, policy or practice**

As described above, the Health Act 1956 is currently the only legislative tool at the disposal of local authorities to deal with concerns and complaints. However, the powers under the Act are very limited, and do not relate specifically to quality and community safety.

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**7. Suggested course of action envisaged**

That LGNZ calls on the Government to develop and implement national guidelines, policy or regulations to achieve national consistency for the largely unregulated 'health and beauty clinic' industry.

It is also suggested that LGNZ engage directly with relevant ministers and ministries to ensure local government has an appropriate role in the development of nationally consistent legislation or guidelines to address the challenges the industry brings.

**Item 13**

**Attachment 1**



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## Remits not going to AGM

The remit Screening Committee has referred the following remits to the National Council of LGNZ for action, rather than to the Annual General Meeting for consideration. The Remit Screening Committee's role is to ensure that remits referred to the AGM are relevant, significant in nature and require agreement from the membership. In general, proposed remits that are already LGNZ policy, are already on the LGNZ work programme or technical in nature will be referred directly to the National Council for their action.

### 1. Earthquake strengthening – tax relief

**Remit:** That LGNZ lobby central government to provide tax relief for buildings owners for the compulsory earthquake strengthening of their buildings either by way of reinstating depreciation or some other tax relief for earthquake compliance costs.

**Proposed by:** Horowhenua District Council

**Supported by:** Zone Three

**Recommendation:** That the remit is referred to National Council for action

### 2. Benchmark Programme

**Remit:** That LGNZ investigate and implement an infrastructure delivery benchmark programme, including working with the Department of Internal Affairs to improve the Non-Financial Performance Measures Rules 2013 to be more meaningful measures of infrastructure service delivery.

**Proposed by:** New Plymouth District Council

**Supported by:** Central Hawkes Bay District Council; Otorohanga District Council; South Taranaki District Council; Stratford District Council; Thames-Coromandel District Council; Waitomo District Council; Wellington City Council; Whanganui District Council

**Recommendation:** That the remit is referred to the National Council for action

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### 3. On-line voting

**Remit:** That LGNZ advocates to the Government for it to provide financial support for the Local Government on-line voting trial.

**Proposed by:** Palmerston North City Council

**Supported by:** Metro Sector

**Recommendation:** That the remit is referred to the National Council for action

### 4. E-waste

**Remit:** That LGNZ advocates to the Government to introduce a mandatory product stewardship programme for e-waste.

**Proposed by:** Palmerston North City Council

**Supported by:** Metro Sector

**Recommendation:** That the remit is referred to the National Council for action

### 5. Tourism Industry Aotearoa

**Remit:** That LGNZ actively consider the Tourism Industry Aotearoa Local Government Funding Model to Support Regional Tourism Growth.

**Proposed by:** Ruapehu District Council

**Supported by:** Palmerston North City Council; Horizons Regional Council; New Plymouth District Council; Rangitikei District Council; Stratford District Council

**Recommendation:** That the remit is referred to the National Council for action