

Banks Peninsula District Council

ROADING POLICY



Adopted by Council 10 June 1998

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1 INTRODUCTION

1.1 TARGETS/OBJECTIVES

1.1.1 Mission Statement

The Mission Statement of Banks Peninsula District Council is:

To serve the people of Banks Peninsula as an effective and efficient local authority.

1.1.2 Values Statement – Customer Service

The Values Statement for Customer Service of Banks Peninsula District Council is:

We will provide local government services in such a way that we are perceived by our customers to consistently meet or exceed their expectations, at the best possible cost.

1.1.3 Overall Objective – Roading

The Overall Objective for the roading network of Banks Peninsula District Council is:

To provide a safe, convenient, comfortable and cost effective roading system for the movement of people, goods and vehicles, designed, managed and maintained to specified standards.

1.2 PURPOSE OF THIS DOCUMENT

This report has been prepared to facilitate discussion about the level of service for the roading network that the residents of Banks Peninsula both require and desire. It is only one step in our journey to achieving the above three statements.

It contains a mixture of both existing and proposed practices and as well as inviting discussions and submissions, it is also intended to be an informative document. Some practices/policies are stipulated by legislation and/or Transfund and consequently cannot be changed at the present time. These stipulated practices have not been highlighted within this document so as not to inhibit discussions. It is also useful to know ratepayers' opinions on these stipulated practices/policies if the chance arises in the future for changes to be made. A detachable submission form is located at the back of this document.

The Council employs a combination of preventive and corrective maintenance strategies to ensure the roading asset is maintained in perpetuity. These standards and strategies are under continual review and have evolved through time.

Council wishes to take this opportunity to gain ratepayers/residents views on these standards. This is the first step in the preparation for the writing of an asset management plan and before conditions within the next roading maintenance contract are set. Council also wishes to gain confidence that we are travelling down the right path in the view of the residents by providing the appropriate levels of service for the roading network.

Feedback on the proposed levels of service is required to ensure ratepayer expectations are defined. Council can then establish strategies to meet as many ratepayer expectations as possible, at the lowest long-term cost.

1.3 BACKGROUND

The Local Government Act 1974 (and its amendments) gives the Council the authority to own and control roads. The obligations and abilities of the Council to manage the roading network and associated assets are set out in Part XXI of the Act.

The Banks Peninsula District Council is also a Road Controlling Authority as defined in the Transit New Zealand Act 1989, and consequently has many responsibilities under that Act.

The maintenance of all district roads are funded in part by the Government (Transfund) from revenue generated by road user charges and petrol tax and in part by Bank Peninsula District Council through property rates.

A requirement by Government is that the Council is required to competitively tender out both capital and maintenance operations of the roading work including road sealing, shape correction and storm damage contracts, etc.

At the end of the current maintenance contract with Serco Group (NZ) Ltd on the 30th June 1999 all physical roading work will be competitively tendered.

1.3.1 Existing Assets

In total the Council has 612.75 km of formed roading of which 272.49 km is sealed, 328.29 km is unsealed and 11.97 km are unsealed grass tracks.

The existing road categories as defined in the current maintenance contract (with Serco) are:

- S1 An S1 road performs the function of a sealed arterial road as defined in 2.1.2
- S2 An S2 minor sealed road performs the function of a sealed distributor road as defined in 2.1.3
- M1 Major metalled roads having an AADT (average annual daily traffic) greater than 100 vehicle and are generally 2 lanes wide.
- M2 Minor metalled roads serving small settlements, usually less than 100 AADT and often having a single lane with passing 'opportunities'.
- M3 Alternative access roads and stock routes. Suitable for four wheel drive vehicles only.

1.3.2 General

Due to the difficult topography of Banks Peninsula, many of the roads are below recommended geometric standards, in regards to both formation width and alignment. Roads tend to be narrow, steep, and winding.

This has not been a major problem in the past because of low traffic volumes (few people commuted on a daily basis). However more and more people are trying to escape the fast paced, hectic life of the city, and are moving to Banks Peninsula for solitude. Consequently more people are commuting longer distances to and from work. Council recognises this and has begun investigating options for road widening (particularly the inner harbour road, Dyers Road and Gebbies Pass.

This investigation will concentrate on road safety (including signage and delineation), passing opportunities, and providing the motorist with a smoother more comfortable ride.

1.3.3 Demands Placed on the Rooding Network

The follow demands are placed upon the rooding network and should be considered when assessing the appropriate level of service for roads:

- Access
- Industry
- Produce to the market
- Tourism
- Social
- Recreational
- Civil Defence
- Pedestrian
- Cyclist
- Traffic Volume
- Stock Droving

As well as the above demands we must also take into account other external factors such as:

- Expenditure to maintain the level of service
- Income related to the road (ie Transfund subsidy, property rates)
- Potential changes (ie population growth, industry growth, technology changes, legislative changes)
- Ratepayer and resident expectations

Development pressure within the District comes largely from the expansion of the existing towns and settlements in the District and from an increasing demand for a range of lifestyle opportunities and recreational activities. With this in mind, the effects of the rooding network can have major impact on the environment. Any environmental impact will be controlled and governed by the District Plan.

1.3.4 Current Maintenance Costs

ASSET	QUANTITY	REPLACEMENT VALUE	ANNUAL MAINTENANCE COST
Roads, Urban Sealed	83.07 km	\$17,444,700	\$205,283
Roads, Rural Sealed	200.57 km	\$21,878,010	\$779,574
Roads, Metalled and grass	340.41 km	\$21,436,380	\$538,089
Bridges/Culverts	1.3 km	\$11,663,776	\$178,226
Kerb & Channel etc (concreted)	75.5 km	Included in above rooding costs	\$108,581
Water Channels	226.5 km	Included in above rooding costs	\$54,480
Footpaths	32.5 km	Included in above rooding costs	\$65,000
Road Signs	1,989	Included in above rooding costs	\$85,000
Street Lights	1,051	\$643,650	\$125,000

1.4 CONCERNS CURRENTLY BEING ADDRESSED

The several matters listed below are of concern to Council and contain some potentially widespread and expensive ramifications which Council is currently working on to either reduce or eliminate the effects, or at least control them in some manner where ever possible.

1.4.1 Rural Sealed Road Quality

Council is currently monitoring the deterioration of numerous sealed rural roads, which are starting to show signs of failure and are losing their shape. Some roads already require reconstruction while a lot of others will in the near future.

An average rule of thumb is that sealed roads should last around 50 to 75 years before reconstruction is necessary. This depends on the quality of materials used for the construction of the subgrade etc, climatic conditions, topography etc. Banks Peninsula roads appear to be deteriorating at a faster rate than this.

At present Council believes a lot of the problems stem back to the 1950's and 1960's where it was central governments aim to have a sealed road within 5kms of every property. The subsidy rate that was offered depended on the local authorities ability to pay. The three local authorities, which made up Banks Peninsula, managed to obtain an 80% subsidy for these seal extensions. During this time of high subsidies, the three Councils' managed to seal approximately 75% of all the current rural sealed roads.

The problem is however, that in the rush to obtain the large subsidies which were offered and to carry out as much seal extension work as possible, a lot of metalled roads were simply graded off and sealed without constructing a sound base suitable for sealed roads.

This problem is being compounded or emphasised by the increasing vehicle numbers as well as the increasing weight and loading of commercial vehicles. The quality of maintenance on roads will be monitored through performance based maintenance contracts.

1.4.2 Forestry Traffic

Council also has concerns regarding the present increase of forestry traffic. There is also concern for the potential to increase with more and more rural blocks being planted for forestry purposes.

These concerns relate mainly to the geometry of existing roads being unsuitable for logging trucks plus the potential increase in traffic loadings and the damage this may cause our already fragile roads. This problem affects both sealed and unsealed roads.

Legislation does not allow Council to charge logging operations for damage caused to the roading network through the transportation of logs. Banks Peninsula is not alone with this problem as it also affects a multitude of other Councils throughout New Zealand.

Council currently has no immediate answer to this problem but will continue to seek the best long term solution through the District Plan and negotiation with forestry landowners.

1.4.3 Retaining Walls

~~Banks Peninsula (especially Lyttelton) contains a large number of retaining walls. Some of these are nearing the end of their life expectancy.~~

~~As retaining walls are strategically important in relation to the roading network Council is establishing a monitoring programme. Regular inspections will be carried out to monitor any deterioration. All walls will be rated according to their structural integrity, appearance and the consequence of failure of the wall.~~

~~Responsibility for walls below the road (supporting the road) lies with Council and walls retaining private property above the road carriageway are the responsibility of the property owner.~~

~~The responsibilities for retaining walls, which support footpaths (elevated above the road) are considered on a case by case basis. However as a guide line, Council would be tending towards a 50/50 cost share with the adjacent property owners whose land is also being supported.~~

2 GENERAL

2.1 ROADING HIERARCHY

There are four distinct classifications of road hierarchy within the Banks Peninsula District.

2.1.1 Strategic

Strategic roads represent those roads of national significance being the two state highways located in the district. State Highway 74, which services the Port of Lyttelton and State Highway 75 which provides a through route to Little River and Akaroa from Christchurch.

Capital and maintenance responsibilities of these roads are those of Transit NZ and are 100% funded by Transfund.

2.1.2 Arterial

Arterial roads are the significant commuter roads within the district. They provide access to the principal settlements within the Peninsula. Maintenance standards are required to be high with particular attention given to road safety strategies.

Capital and maintenance responsibilities of these roads are those of the Banks Peninsula District Council. The current Transfund subsidy is 49% with the balance funded from the General Rate.

2.1.3 Distributor

Distributor roads take vehicles from either of the strategic or arterial roads into the residential areas where the local roads provide access to individual properties. Road maintenance and traffic standards have to be high to provide a suitable transition from the very high standard used on the strategic and arterial roads to the local residential streets and rural roads.

Capital and maintenance responsibilities of these roads are those of the Banks Peninsula District Council. The current Transfund subsidy is 49% with the balance funded from the General Rate.

2.1.4 Local Roads

Local roads provide access between some settlements and access to properties in the district.

Capital and maintenance responsibilities of these roads are those of the Banks Peninsula District Council. The current Transfund subsidy is 49% with the balance funded from the General Rate.

2.2 BPDC ROADING CLASSIFICATION

There are varying standards of roads with Banks Peninsula, due largely to the varying topography.

These standards (initial construction and maintenance standards) also vary because of economic reasons. There are different maintenance standards for different road classifications due to the demands placed on the road, such as traffic volumes.

Sections 1 and 4 of this document sets out the different maintenance standards for the different road classifications and the proposed classification for each road in the district is included in Appendix D.

2.2.1 Proposed Changes to Existing Maintenance Classification

It is proposed to change the existing maintenance classification of some unsealed roads from their existing classification to better reflect their current standard. i.e. no physical change to their existing condition just to their classification.

3 SEALED ROADS – MAINTENANCE STANDARDS

The following information is a combination of current standards extracted from the roading maintenance contract, which expires in 1999 and standards proposed for inclusion within the next contract.

They represent a simplified summary of the specifications and provide the descriptions of defects and the performance criteria and response times that the contractor must achieve.

It is intended for the new contract to be performance based to encourage contractor initiative. Therefore close monitoring of response times and standards will be carried out.

3.1 STANDARDS/DEFINITIONS

3.1.1 Surface Maintenance

The District Council is currently maintaining an average 15 year reseal cycle. This reseal cycle has been reduced from 18 years over the last few years. However, best industry practice based on traffic volumes and seal type indicates our reseal cycle should be around 13 to 14 years. We intend to achieve this in the next three years.

Between seals the contractor shall keep the surface waterproof in accordance with the sealed pavement maintenance manual procedures by TNZ.

3.1.1.1 Patch Sealing

Spot sealing weak areas with cut back bitumen or emulsion and grit.

3.1.1.2 Pothole Repairs

Remove crazed sections of seal, and attending to potholes

A pothole is defined as where surface attrition has occurred over an area exceeding 70mm in diameter and the basecourse aggregate is exposed.

3.1.1.3 Shape Correction

Minor levelling to restore shape to the road surface.

3.1.2 Digouts

Digouts are required where water penetration has resulted in subgrade softening. (A digout is required when water gets under the seal and penetrates the subgrade, which softens and weakens it, causing a localised failure. To rectify this the softened material must be excavated and replaced with new, then resealed.

3.1.3 Edge Break

Edge break is defined as fretting or breaking of the edge of a bituminous surface, such that seal loss encroaches into the carriageway by more than 100mm from the original seal edge.

Edge break is caused by water and or traffic running along the seal edge, and is expensive to repair. Care must be taken to ensure that grass growth is maintained to the seal edge particularly on the inside of bends to

keep the traffic off the unprotected edge, but the water needs to drain into the water tables or over batters at regular intervals. Edge break shall be patched to restore the original seal edge.

3.1.4 Mowing

Grass shall be maintained at a length (less than 150 mm) 1.2 m back from the seal edge, and across the inside of bends, where practical.

3.1.5 Vegetation Control

All existing trees, shrubs and native growth on road reserve shall be controlled. Vegetation will be cut to keep growth back beyond the water table to a height of 4.2 metres allowing for the super elevation on the inside of bends. Every effort shall be made to leave specimen trees, which are not a hazard to traffic.

All wilding trees within the road reserve likely to effect the water tables, shade the road, or obstruct visibility shall be removed on an annual basis, or as necessary.

Marker stakes, roadside furniture, culvert mouths and outlets shall be kept clear by chemical spraying complying with Council Spray Policy.

3.1.6 Traffic Safety Devices

Maintain the guard rails, sight rails, marker stakes and road warning signs to the following standard:

3.1.6.1 Guard Rails, Sight Rails and Curve Indicators

Guard rails and sight rails are to be kept in sound condition and clean by painting with white paint as required. Vegetation is to be kept clear of rails and curve indicators to enable road users to see them.

Guard rails to be considered at hazardous locations within the district.

3.1.6.2 Edge Marker Posts

Edge marker posts with retro-reflective devices aid night driving particularly on curves. They are used on all arterial roads and are to be progressively installed on distributor roads. They are to be considered as guide markers and never substituted for a proper warning sign. Edge marker posts shall take the form specified in TNZ Specification M/14 "Edge Marker Posts".

Reflectors installed on the left side of the road shall reflect white light. Reflectors installed on the right side of the road shall reflect yellow light.

- Location

Posts shall be placed vertically so that the top of the post is 900mm above the adjacent edge of the traffic lane. Posts must be located clear of any trafficable portion of the roadway shoulders but shall not be further than 3m from the side of the adjacent traffic lane. Where no shoulders exists a lateral clearance of at least 1.2m to the adjacent traffic lane shall be provided where practicable. In order to produce a smooth flowing pattern of delineation some variation in the lateral clearances specified may be necessary.

- (a) Straights

On straights and horizontal curves of radius greater than 600m, posts shall be 100m apart, in straight lines both sides of the road, with pairs opposite.

(b) Horizontal Curves

On horizontal curves the spacing of posts shall be between 25 and 100m depending on the tightness of the curve. Note that posts shall not be located on the inside of horizontal curves with a radius of 600m or less.

(c) Vertical Curves

On substandard vertical curves spacing may be reduced so that the top 300mm of three posts is visible ahead.

- Limitations and Variations

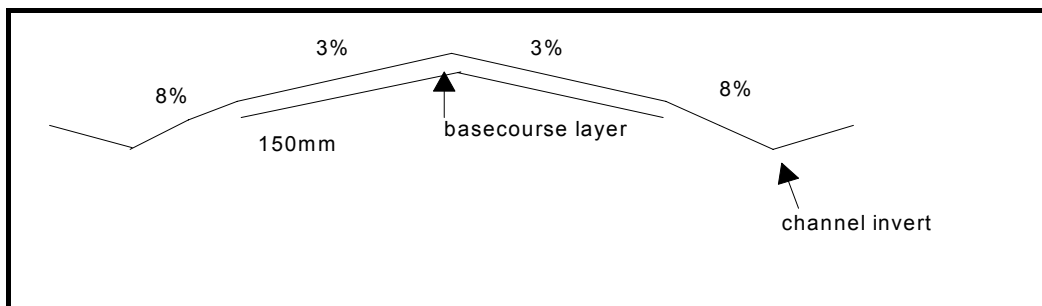
Reflectors must only be attached to properly prepared posts. The reflectors must not be attached to poles, fence posts, sign posts, trees, abutments or the like, as doing so would destroy the desirable systematic spacing intended. However, post spacing may be reduced by up to 20% to clear driveways, side roads or other obstructions.

3.1.6.3 Reflectorised Centreline Marking

Council intends to trial reflectorised paint in situations where conditions are hazardous as a comparison with the installation of cats-eyes.

3.1.7 Water Table Maintenance

Due to the topography within the district there is a large variation of standards of water tables. Water tables on sealed roads shall be maintained with a combination of weed spraying to maintain a clear channel, and mechanical cleaning to remove debris. Where practicable the invert should be at least 150 mm below the level of the seal edge and scouring shall be controlled to ensure that the maximum gradient from the edge of seal to the invert of the water table is 8%.



3.1.8 Stormwater Structures

Stormwater structures to be kept clear in terms of the contract requirements. They are deemed to be clear when 90% of the waterway cross sectional area is clear of debris.

The structural integrity of pipes under driveways that are draining the road will be the private land owners responsibility. However Council is responsible for the day to day waterway clearance provided the pipe was installed with Council knowledge and approval and the culvert was installed to Council specifications. Council will stipulate the required culvert size based upon each individual situation. However as a general guide the minimum culvert size in a rural situation will be 300mm and 225mm in urban areas.

3.2 S1 - MAJOR SEALED ROADS CLASSIFICATION

3.2.1 Definition

S1 roads are all sealed urban roads and the major rural roads as listed below:

- Dyers Pass Road
- Gebbies Pass Road
- Governors Bay Road
- Governors Bay/Teddington Road
- Le Bons Bay Road
- Little Akaloa Road
- Long Bay Road
- Okains Bay Road
- Pigeon Bay Road
- Summit Road (Akaroa)
- Charteris Bay Road
- Purau – Port Levy Road
- Wainui Main Road

The surface will be maintained as a waterproof surface meeting Transit NZ Standards, giving an adequate vehicle ride at 70 km/hr free from longitudinal inconsistencies (road roughness) in the direction of travel.

3.2.2 Maintenance Response Times

Work Activity	Engineer Review*	Contractors Maximum Response Time
Pot hole Repair	No review required	14 days
Digout Repairs	1 week	4 weeks
Repair of Surface Openings	1 week	4 weeks
Repair of Surface Defects	1 week	4 weeks
Repair of Edge Break	1 week	4 weeks
Maintenance of Unsealed Shoulders	No review required	4 weeks
Overlay of Sealed Pavement	1 week	4 weeks

* The Engineer will review the contractors schedule and programme, adjust for technical and budget restraints (if any), and return to the Contractor.

3.2.2.1 Ice Gritting and Slip and Snow clearance - Emergency Call Outs

The following guidelines for the level of service provided are as follows for sealed roads category S1. (NB: State Highway 74 and 75 are a Transit NZ responsibility)

Priority 1 Diamond Harbour to Christchurch

- (i) Every effort must be made to keep access to Christchurch from Diamond Harbour open at all times - 24 hours per day, 7 days per week.
- (ii) The road must either be open to vehicles without chains or else it must be closed. No partial restrictions are acceptable.
- (iii) Any closures must be of minimal duration both day and night.

N.B. An agreement exists with Christchurch City regarding Dyers Pass, see Appendix A. The State Highway contractor also assists on the Hilltop end of the Summit Road.

Priority 2 Governors Bay - Dyers Pass, Port Levy - Diamond Harbour, Akaroa - Le Bons, Little Akaloa - Duvauchelle, Okains Bay - Duvauchelle, Pigeon Bay – Duvauchelle, Wainui Road.

- (i) The hours during which normal clearing operations shall be undertaken are from 5:00 am to 6:00 pm, seven days per week.
- (ii) If conditions require the road to be closed overnight the decisions shall be made by 5:00 pm to close the road at 6:00 pm. The road will remain closed all night even if the conditions improve.

Priority 3 All other S1 roads (all other urban sealed roads).

3.3 S2 - MINOR SEALED ROADS CLASSIFICATION

3.3.1 Definition

An S2 road performs the function of a Distributor road. (Refer 2.1.3 for definition)

The surface will be maintained as a waterproof surface giving an adequate vehicle ride at 50 km/hr free from longitudinal inconsistencies (road roughness) in the direction of travel.

3.3.2 Maintenance Response Times

Work Activity	Engineer Review*	Contractors Maximum Response Time
Pot hole Repair	No review required	21 days
Digout Repairs	1 week	8 weeks
Repair of Surface Openings	1 week	8 weeks
Repair of Surface Defects	1 week	8 weeks
Repair of Edge Break	1 week	8 weeks
Maintenance of Unsealed Shoulders	No review required	8 weeks
Overlay of Sealed Pavement	1 week	8 weeks

* The Engineer will review the Contractors schedule and programme, adjust for technical and budget restraints (if any), and return to the Contractor.

3.3.2.1 Ice Gritting, Slip and Snow clearance - Emergency Call Outs

The following guidelines for the level of service provided are as follows for sealed roads category S2.

Priority 4 All S2 category roads.

- (i) The hours when normal clearing operations shall be undertaken are from 5:00 am to 6:00 pm.
- (ii) If road conditions require the road to be closed the decision shall be made by 5:00 pm. Once closed the road will remain closed all night even if conditions improve.

4 UNSEALED ROADS MAINTENANCE STANDARDS

4.1 INTRODUCTION / CONCERNS

Currently the unsealed roads are broken into three categories. However it is clear there is a wide variation in standards within these categories, particularly within the M2 and M3 categories.

Council has concerns with the different levels of service currently being provided within the district where circumstances are similar.

Another concern is that the current maintenance costs of some roads servicing only one dwelling are greater than the total rates paid by that property. Some of these roads continue through the property (on road reserve) to the dwelling and some even further. The minimum requirement is for Council to provide access to the boundary of a property containing an inhabited dwelling, not to the house. A lot of these situations have historic backgrounds relating back to maintenance that the old Borough and County Councils used to perform. However Council believes it would place undue pressure on rural property owners by ceasing to maintain these roads altogether.

4.2 UNSEALED ROAD CLASSIFICATIONS

The unsealed roads have been classified into 6 categories depending on their current use, current level of service, required level of service and their location in respect of the rest of the roading network.

This is to aid in the maintenance management of the roading network, to reduce maintenance costs, and provide a consistent level of service across the board.

4.2.1.1 M1

Major metalled road having an AADT (average annual daily traffic) greater than 100 vehicles and are generally 2 lanes wide.

4.2.1.2 M2

Minor metalled roads serving small settlements, usually less than 100 AADT and often having a single lane with passing 'opportunities'. Roads serving as beach access are included in this category. Other roads serving only one property plus recreational activity areas will be considered on a case by case basis.

4.2.1.3 M3

Slightly lesser standard than M2 roads. Generally serving only one property. Road will always be passable by a two wheel drive vehicle. Some roads in this category may have grass centre strips.

4.2.1.4 M4

Alternative access roads and stock routes. Suitable for four wheel drive vehicles only.

4.2.1.5 M5

Grass tracks. Four wheel drive vehicles only and not always passable all year round.

4.2.1.6 M6

Paper road only – not formed.

4.3 GENERAL

Unsealed roads generally have a limited depth of basecourse. Therefore pavements are thin. In sustained wet weather they are more likely to develop structural defects. These defects may vary from drastic loss of shape to ruts and potholes. Likewise in dry weather, surfaces can become loose, corrugated and excessively dusty.

Frost heave is also problem associated with the higher altitude unsealed roads on the Peninsula, such as the Bossu Road area. As the pavement layers thaw after being exposed to extreme cold weather vehicles punch through the top water proof surface destroying the structural integrity of the carriageway. This phenomenon is expensive to repair and the only way to prevent it from occurring is by having the metal pavement layers thicker than the frost depth. In the South Island this is thought to generally be about 600mm. Therefore it is impractical and uneconomic to construct roads to prevent frost heave.

Unsealed roads are maintained by preserving the carriageway shape and water disposal elements by grading and spreading of replacement aggregate.

Most of the metal roads on Banks Peninsula are only partly developed. It is the Council's intention to improve Category M1 roads, maintain Category M2 and Category M3 roads, undertake minimum maintenance and problem rectification on Category M4 roads, problem rectification only on Category M5 roads and no maintenance at all on M6 roads.

Note that individual roads within the above categories may change over time due to changes in traffic patterns and where upgrading can be justified.

4.4 GENERAL IDEAL STANDARDS

A pavement for a well designed unsealed road would have the following, and this is the standard the District Council is targeting.

- Sufficient total thickness and strength in order to spread the design loadings safely onto the subgrade without overstress.
- Be composed of locally available materials in such a way as to minimise overall costs, and be reasonably durable.
- A waterproof surface and camber capable of shedding most rainwater.
- A dense gradation of the materials including an amount of cohesive binder (clay) which is slow to respond to changes in weather, either wet or dry.
- A reasonably uniform surface which is suited to the local speed environment and traffic requirements.
- Low maintenance and material replacement cost.

4.4.1 Surface Maintenance Definitions

The existing widths and crossfalls of the running surface, feather edges, tapers and surface water channels shall be maintained. On straights the crossfall shall be maintained at between 4% and 6% with the crown centrally located. Existing widths and crossfalls have been scheduled and recorded.

4.4.1.1 Corrugations

Currently corrugations are not permitted to exceed a maximum of 50mm from crest to trough. However it is intended to reduce this to 40mm in the future.

4.4.1.2 Rutting

Like the corrugations, it is also intended to reduce the maximum rutting to 40mm. Currently shallow surface ruts up to 50mm deep, not attributed to weak sub-base, are to be removed and the surface restored (filled and smoothed) to the general crossfall of the road.

4.4.1.3 Loose Surface

Depth of loose maintenance gravel on the running surface shall not exceed 40mm loose depth, on grades less than one in ten, or 25mm on steeper grades.

4.4.1.4 Potholes

Potholes are defined as holes in the surface of the pavement, with depth varying from a few millimetres to 100 mm or more. Potholes shall be repaired within the agreed response time when the depth exceeds 75mm unless otherwise specified.

4.4.1.5 Digouts

Digouts are required where water penetration has resulted in subgrade softening.

4.4.1.6 Vegetation Control

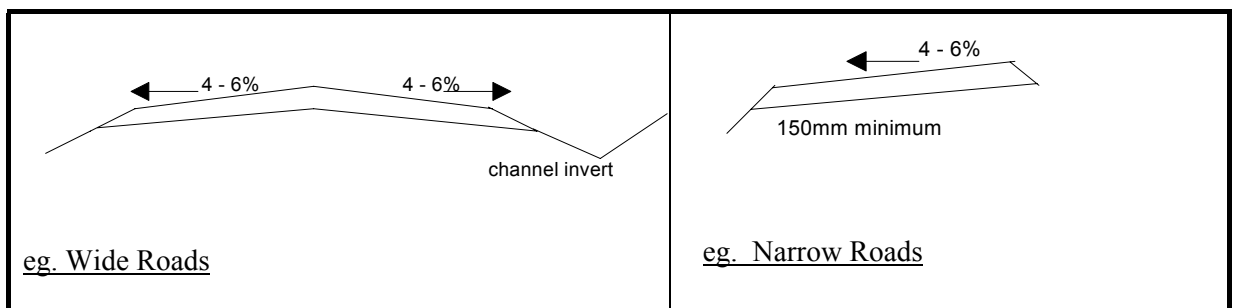
All trees, shrubs and native growth on or encroaching over road reserve shall be controlled by the adjoining land owner in liaison with Council (also see 5.7). Vegetation will be cut to keep growth back beyond the water table to a height of 4.2 metres allowing for the super elevation on the inside of bends. Every effort shall be made to leave specimen trees, that are not a hazard to traffic.

Marker stakes, roadside furniture, culvert mouths and outlets shall be kept clear by chemical spraying complying with Council Spray Policy.

4.4.1.7 Water Table Maintenance

Water tables on unsealed roads shall be maintained with a combination of weed spraying to maintain a clear invert, and mechanical cleaning to remove debris. At all times the invert must be at least 150 mm below the level of the road edge.

Scouring shall be controlled to ensure that the maximum gradient from the road edge to the invert of the water table is 8%.



4.4.1.8 Stormwater Structures

Stormwater structures will be kept clear in terms of the contract requirements. They are deemed to be clear when 90% of the waterway cross-sectional area is clear of debris.

The structural integrity of pipes under driveways that are draining the road will be the private land owners responsibility. However Council is responsible for the day to day waterway clearance provided the pipe was installed with Council knowledge and approval and was installed to Council specifications. Council will stipulate the required culvert size based upon each individual situation. However as a general guide the minimum culvert size in a rural situation will be 300mm and 225mm in urban areas.

4.5 RESPONSE TIMES

Road Categories	Work Activity	Engineer Review	Contractors Maximum Response Time
M1	Potholes Digout Repairs	2 weeks	7 days 4 weeks
M2	Potholes Digout Repairs	2 weeks	7 days 6 weeks
M3	Potholes Digout Repairs	2 weeks	7 days 6 weeks
M4	Work performed as and when required Only drainage work is planned maintenance		
M5	Drainage problems & slips rectified as and when required		
M6	No maintenance work at all performed		

Note that the above response times vary from existing maintenance contracts and will be imposed on new contracts.

4.6 UNSEALED ROAD MAINTENANCE

4.6.1 M1 - Major Metalled Roads

As the major roads have an AADT (average annual daily traffic) of over 100 vehicles they are wider, that is two lane, and in most cases are flatter than the minor roads. They have a greater metal depth and hence strength. Adequate lateral drainage can be difficult to achieve because they tend to be flat. To retain the shape and shed the water grading seven to eight times per year is expected, until a crossfall of between 4% and 6% is achieved.

The pavement will be maintained as a water tight surface with sufficient camber to shed the water off into the water table or over the batter where the shoulder is stable. Where this cannot be achieved, the water will be channelled to a stable outlet. Care must be taken in cutting camber crossfall not to cut the inside shoulder down through the metal course as this will reduce the strength and cause corrugations particularly on the inside of bends.

4.6.2 M2 – Minor Metalled Roads

Minor roads make up the major proportion of the metal roads on Banks Peninsula and have an AADT of less than 100 vehicles, but form the vital link between small settlements. Many are steep and prone to scouring so maintaining the camber and crossfall is particularly important.

The pavement will be maintained as a water tight surface with sufficient camber to shed the water off into the water table or over the batter when the shoulder is stable. Where this cannot occur, the water will be

channelled to a stable outlet. Care must be taken in cutting camber crossfall, not to cut the inside shoulders down through the metal course as this will reduce the strength and cause corrugations particularly on the inside of the bends.

4.6.3 M3 – Minor Metalled Roads – Single Dwelling Access

M3 roads are to provide good two wheel drive access and are available to the last house or the end of the legal road, whichever ever occurs first. Generally single lane with limited passing 'opportunities'. Many are steep and prone to scouring so maintaining the camber and crossfall is particularly important. Some roads in this category may have grass centre strips.

Culverts and bridges must be maintained to ensure the water tables are channelled under the road and beyond the road reserve, or through cut outs.

4.6.4 M4 - Alternative Access Roads

Alternative access roads are stock routes or roads that are close to an alternative higher grade road. Significant costs would be incurred by upgrading these alternative access roads or maintaining them to a higher standard. Those funds are better utilised in upgrading the major roads. The pavements will be maintained etc, grading will take place when required. These roads are generally four wheel drive access only.

The emphasis for maintenance is to concentrate on drainage and maintenance of water tables, culverts and stormwater structures.

4.6.5 M5 - Limited Use Grass Tracks

These are roads that serve a limited number of properties with no dwellings and provide no thoroughfare. The scheduled Category 5 roads/tracks will have no routine maintenance carried out on them. Problems will be addressed when necessary in a priority order.

Where the roads are fenced culvert mouths and cut-outs shall be kept free of growth, by weed spraying. Spraying shall also be carried out on any steep sections where wet grass would create traction difficulties, e.g. View Hill and Goat Rock Road steep portions.

4.6.6 M6 – Paper Roads / Access Tracks

The Banks Peninsula District Council has authority over unformed legal roads. However it is not obliged to exercise that authority by constructing roads.

Where paper roads are fenced and form part of established walking tracks there shall be gates or stiles installed along the route of the walking track.

4.7 NEW ROAD CONSTRUCTION

Council does not intend to construct any new roads although will not usually prevent developers or property owners constructing new roads. However if the developer or property owner wishes Council to take responsibility for the maintenance of the new road, it must be constructed to Council's specifications.

Council will consider each request for new roads on a case by case basis.

5 MISCELLANEOUS

5.1 BRIDGES

Bridges impose inflexible and durable constraints on district roads. Each bridge is unique. A consequence of this uniqueness is that there are no standard specifications developed for bridge construction and maintenance. Banks Peninsula has a mixture of both wooden and concrete and one and two lane bridges.

The Asset Manager is responsible for regular inspection and maintenance of all bridges on district roads.

All bridges are to be designed in accordance with; Bridge Manual: Design and Evaluation, TNZ.

Council currently has difficulty obtaining funding for bridge replacement or upgrading, especially where there is alternative access (regardless of detour length), due to the low traffic volumes. This funding difficulty is due to being unable to obtain a high enough benefit to cost ratio to compete for the limited amount of available funds on the national scale. Council is currently looking at its options and alternatives for this problem which is becoming of greater concern as an increasing number of bridges are nearing their life expectancy.

Because of continued inspections, a failure due to structural deficiencies should never occur. Maintenance or renewal should precede any failure.

A full inventory of bridges is attached as Appendix C.

5.2 CATTLESTOPS & GATES

Under Section 344 of Local Government Act 1974.

Applicants for cattlestops or gates shall get the signed approval of all adjoining property owners of the roadway prior to Council officers granting consent. If consent of all of the above is not forthcoming the Council will advertise (at the applicants cost) the proposal and hear evidence.

The Council may, in writing, permit the erection of a swing gate or a cattle stop or both across any road where:-

- (a) In the Council's opinion it is not practicable or reasonable to fence the road; or
- (b) By agreement the road has been taken or may be constructed through private lands and the owner or occupier requests that a gate or a cattle stop or both be erected on the outer boundary at the cost (including maintenance) of one or both parties as may be agreed.
 1. Where a gate is erected across a road under subsection (1) of this section, a board with the words "Public Road" legibly painted thereon in letters of not less than 75 millimetres in height shall be fixed upon each side of the gate. This sign shall at all times be maintained thereon by the person authorised to erect the gate, or at whose cost it has been agreed that the gate shall be erected and maintained.
 2. Where a gate or a cattle stop across any road is considered redundant or an inconvenience, either by the council or by a petition supported by 20 or more residents of the district, the council may serve notice upon the person authorised to erect a cattle stop of the council's intention to remove it.
 3. The erection across any road of any gate or cattle stop shall not be commenced unless and until plans of the cattle stop have been submitted to, and approved by the council. The council may make such alterations in or additions to any plans submitted to it as it thinks fit. Any changes may require the erection of such protective or warning devices as it considers necessary; and the cattle stop shall be erected in accordance with the plans and requirements and in such position as the council directs.

4. The person by whom any swing gate or cattle stop has been erected pursuant to a permit granted under this section, and his successors in title, shall maintain the swing gate or cattle stop to the satisfaction of the council.
5. Neither the Crown, the Minister of Transport nor the council shall be liable for damages in respect of any accident arising out of the existence of a cattle stop or gate across any road erected under a permit granted pursuant to this section.
6. The Council will require the property owner to erect a permanent warning sign, PW 37 or PW 37.1 (whichever type is the most appropriate) to warn motorists of the continual presence of wandering stock. PW 37 represents a cow symbol and PW 37.1 represents a sheep.

5.3 DISTRICT SPRAY POLICY

5.3.1 Urban

- (a) Only paved areas, waterchannels, or water tables to be sprayed with glyphosate in accordance with manufacturer's instructions, plus a narrow strip of vegetation if necessary to prevent encroachment, twice per year. The spraying shall be done using a low pressure spray unit, a knapsack sprayer or a controlled droplet applicator.
- (b) Weather conditions must be suitable - particularly wind speed being less than five knots per hour to prevent spraydrift.
- (c) On no account are plants, even if apparently undesirable noxious weeds, away from the targeted areas in (a) above, to be sprayed. This prohibition applies absolutely to plants in private property.
- (d) Any damage to or loss of vegetation on private property will be the responsibility of the spraying contractor.
- (e) No spray is to be used on residents' frontages who formally advise the council that they do not want their section frontages sprayed, provided they maintain their frontages themselves to the satisfaction of the council.

5.3.2 Rural

The following areas will be sprayed with either a low toxicity residual weedkiller annually or glyphosate as necessary.

- (a) Road verges to prevent encroachment of grass onto the carriageway.
- (b) Surface water channels to allow adequate drainage.
- (c) Around poles, roadside marker posts, chevron boards, armco barriers etc. for safety reasons.

Supervision

The operation of weed spraying equipment on roads and reserves in the district shall only be by operators who are the holders of a "Registered Chemical Applicator" certificate as issued by the Agrichemical Education Trust.

5.4 FENCING POLICY

~~Under Section 357 of Local Government Act 1974.~~

~~Damage to Roads~~

~~Every person commits an offence who, not being authorised by the Council, or by or under any Act,~~

- ~~(a) Encroaches on a road by making or erecting any building, fence, ditch or other obstacle or work of any kind upon, over, or under the road, or by planting any tree or shrub thereon; or~~
- ~~(b) Causes or negligently allows any retaining wall, foundation wall, or fence erected on any land, or any batter or slope of earth, or any building, erection, material or thing, to give way or fall so as to hamper or obstruct a road.~~

~~Furthermore an amendment in 1988 added that Council shall not approve any encroachment that may impede any electrical supply or telecommunications authority from rights they would have under other Acts.~~

~~Where practicable fencing is to be on the boundary line. This provides an area for slip material stockpiling, vehicle passing areas, and saves any complication if road widening is required in the future.~~

~~On a steep side slopes, fences may be brought up to the road with Council approval only~~

~~The following are guidelines that Council will use as the starting point for negotiation with property owners requesting permission to erect fences close to roads.~~

- ~~- Where the road is sealed, and cutting a bench below the road would destabilise the road edge. The property owner must indemnify the Council from and against all costs, actions, suits and proceedings of any kind in respect of any loss or damage that may be suffered by any other person.~~
- ~~- Where the road is unsealed the application will be declined unless the road is being sealed in the near future. In this case the fence must be set back sufficiently from the road to allow turf and stones to be graded over the road shoulder. The property owner must also accept that the Council's contractor would not accept responsibility for any fence damage during road maintenance operations.~~

~~The temporary erection of electric fences on road reserve requires Council approval. Each application will be considered on a case by case basis.~~

5.5 FOOTPATHS

5.5.1 Footpath Maintenance

The Banks Peninsula District Council currently has 32.5 km of footpaths in the District. It is intended to reseal footpaths on an average 15 year return period, which equals 2.2 km per year.

The rating method for the footpath resealing involves a number of areas of evaluation. Firstly all footpaths are inspected and all defects are noted on a two yearly inspection cycle. This produces a rating for defect points.

Three other evaluation methods are used to assist the overall priority rating.

Hierarchy

Using the road classifications contained in clause 0 of this documents the points allocated are:

Strategic Roads (State Highways)	6 points
Arterial Roads	5 points
Distributor Roads	3 points
Local Roads	1 point

Pedestrian

Road has shop or school within 500 metres or is a major pedestrian commuting route	5 points
Road has hospital, old peoples home, kindergarten, playground, public reserve or scenic walkway within 500 metres	3 points
Other	1 point

Housing Points

Shops or houses both sides of street	5 points
Houses back from road or one side only	3 points
Low density of housing (mainly rural)	1 point

5.5.2 New Footpaths

New footpaths will only be constructed when funds permit, normally through the Annual Planning process.

Requests for new footpaths will be prioritised using the same three criteria and points system used for footpath maintenance as above. However there will be an over riding factor for safety by first looking at accident history and then a subjective opinion for potential accidents.

New footpaths will be constructed in subdivisions according to Banks Peninsula District Council Code of Urban Subdivision. These new footpaths when required by the above code will constructed to Councils specifications.

Council will consider applications for joint venture cobbling or paving of footpaths with adjoining landowners on a case by case basis.

5.6 FUTURE ROAD DEVELOPMENT

Planning for future capital development is covered by the Council in the six year Strategic Planning document and is reviewed every year as part of the annual plan and budget process.

Transfund cost benefit analysis is used to provide economic consideration and prioritisation of development projects.

Under the present criteria of Transfund, seal extensions do not have a sufficiently high benefit cost ratio to attract a subsidy. Therefore seal extension work has to be fully funded by Council. This means that only a limited number of roads, or parts of roads, can be sealed in any given year.

5.6.1 Seal Extensions

To establish a priority order for metal roads to be sealed, when funding permits, Council is proposing a seal extension policy whereby all roads are ranked according to the following criteria:

Item	Description	Typical Points
1.	The number of dwellings greater than 3 km from seal x 3 i.e. 6 dwellings beyond 3 km from seal	18
2.	The number of dwellings greater than 5 km from seal x 5 i.e. 2 dwellings beyond 5 km from seal	10
3.	Dwellings on section of road to be sealed 0 to 50 m from road, score 3 each Over 50 m from road, score 1 each i.e. 2 dwellings <50m & 4 dwellings >50m	10
4.	School Bus Route	Yes = 6 No = 0
5.	Tourist Recreational route based on a grading from	Frequently = 6 Never = 0
6.	Higher than average maintenance cost 6 – 0 1 point for each 10% above average, i.e. current average cost \$1,490/km/year. Therefore with maintenance cost of \$1,937/km/year	3
7.	Complete a sealed link in the roading network	Yes = 3 No = 0
8.	Sealed Alternative Route	Yes = 0 No = 3
9.	Traffic Volume: Vehicles/day	0 – 20 = 5 20 – 40 = 10 40 – 60 = 15 60 – 80 = 20 80 + = 25
Typical Total:		67

5.6.2 Upgrading of Roads

If a developer or resident wishes to upgrade a road from its present classification to a higher class of road to service new developments then that person must upgrade the road to at least an M2 metalled road standard before Council will accept ongoing maintenance responsibility. This will include where a house is constructed beyond the end of a currently maintained road.

The most important areas to be improved are the metal depth on the carriageway and the construction of water tables and other drainage facilities.

All work must be inspected and approved by Council before it accepts responsibility for future maintenance.

5.7 TREE AND VEGETATION POLICY

Resolved that the following be the council’s policy relating to trees on road reserves and recreational areas:

That generally, as trees on road reserves and reserves controlled under the Reserves Act make a valuable contribution to the landscape quality of the district, that it be the council's policy that these trees will not be removed without good reason. The council may however permit trees to be removed by a resident, or consent to carry out major tree surgery or removal, where any one or more of the following conditions are established:

- i) The trees are dead, dying, diseased, or have lost their essential qualities.
- ii) The trees promote icing of the road and this is deemed a hazard to motorists.
- ii) The trees have become a danger to the public
- iii) The trees interfere with essential public utilities or public work.
- iv) The trees are required to be removed from drainage systems, watercourse, streams or rivers.
- v) The trees are causing serious damage to building or property, public or privately owned.
- vi) The trees interfere with the quality of life of the adjoining residents to a degree that outweighs the public benefits of the trees.

If the request is for the removal of substantial trees primarily for the reason given under (vi) above, the Manager Works and Services will refer the request to the respective community board for its direction.

- Council also reserves the right to remove trees and/or vegetation that is inappropriate for the area in which it is located.
- In rural zones the council *may* accept responsibility for cutting back of trees or scrub from the carriageway as part of its normal road maintenance.

In all areas the property owner is responsible to the centre line of the road for any tree that may overhang or have roots that affect the road across the whole frontage of the property.(Section 355 of Local Government Act 1974).

Notice will be served on all properties where the vegetation encroaching onto the road or footpath causes a safety issue.

If the Property owner fails to take action within one month of the notice being served then Council will undertake that work and recover the costs from the property owner. This cost will be a charge on the land.

If life, property, or any road is in imminent danger then Council may undertake the work immediately and still recover the costs from the property owner.

All planting of new trees or vegetation on road reserve must be applied for in writing to the Works & Services Manger for approval. Any future unauthorised planting carried out within the road reserve will be removed at the cost of the person who carried out the planting.

This policy supersedes all previous policies of Council with regard to Trees.

5.8 RAPID NUMBERING

Council have implemented a Rural Address Property Identification System know as "RAPID".

This rapid number identifies each rural property by a distance along the road generally starting at the arterial or distributor road end. Even numbers are used for the right hand side of the road and odd numbers for the left. For example, a property with a RAPID number of 372 means it is located 3.72km on the right hand side from the start of the road.

RAPID has a number of advantages over other systems:

- Properties are easier to identify with the RAPID system and provide emergency services with a quick and easy location of a property, while also assisting visitors in finding the property.

- Each property address is unique and new properties are easily added to the system and stored on computer.
- The new numbering plates have been specially developed to provide maximum day and night visibility and have reflective numbers on both sides.

It is the responsibility of the land owner to ensure the RAPID number is kept clear and visible (from both directions wherever possible).

The replacement of RAPID number plates when required will be the responsibility of Council.

5.9 ROAD ASSESSMENT AND MAINTENANCE MANAGEMENT SYSTEMS

Transit New Zealand has developed a Road Assessment and Maintenance Management System (RAMM) to assist with the management of the roading network.

RAMM has the following major components:

1. Road inventory files
2. Road roughness files
3. Road condition rating files
4. Diagnostic analysis capability
5. Special report capability

Condition rating involves the physical measurement and recording of road defects found in representative road lengths.

Condition ratings surveys shall be undertaken in accordance with the following documents:

1. RAMM Road Condition Rating TNZ
2. RAMM Road Condition Rating Workshop TNZ

Treatment Selection, part of the diagnostic analysis capabilities, will be run on an annual basis to ascertain the following years maintenance programme.

5.10 SIGN POSTING

The erection of regulatory traffic signs is authorised in the Traffic Regulations 1976.

All traffic signs delegations and procedures shall comply with the manual of Traffic Signs and Markings TNZ 1994.

Street name signs shall conform to RTS2, Guidelines for Street Name Sign, Land Transport 1990. In Banks Peninsula the signs shall be reflectorised silver on blue background.

Advertising signs shall comply with the District Plan.

5.11 SPEED LIMITS

In New Zealand speed limits are based primarily on the level of roadside development. The higher the level of roadside development, the lower the speed limit. Some recognition is given to road geometry, but this is secondary to the development aspect.

The Transport Act 1962 provides for the imposition of 50km/h, 70km/h or 100km/h speed limits by the Minister of Transport by a notice in the New Zealand Gazette.

Council may impose a bylaw to set other speed limits on roads controlled by the Council, typically seasonal speed limits at locations where there is a large difference in the level of activity at different times of the year.

All speed limits will be set by Council in terms of the Guidelines for setting speed limits; Land Transport Safety, 1995.

5.12 STOCK DROVING BYLAW

The Banks Peninsula District Council has in place a Stock Droving Bylaw which came into force on 1 August 1994. A full copy of this bylaw is attached as Appendix B.

5.13 STREET LIGHTING

Council will employ appropriate skills to advise on the upgrading of street lighting to higher standards than present as funding is made available. Priority will be given to increasing the evenness of illumination.

Before additional street lights are installed the local Community Board will be asked for input by way of providing public consultation.

Maintenance contracts will be used to ensure that the current lighting is maintained in a state that ensures road users are able to use the road safely.

Flag lights at intersections will be considered where a traffic safety problem exists.

5.14 TEMPORARY ROAD CLOSURES

All temporary road closures are made in terms of the Tenth Schedule of the Local Government Act 1974.

Applicants lodge a fee to cover the cost of advertising and copies of the advertisement are sent to the affected Elected Representatives and the appropriate Community Associations.

Council will erect a sign at an appropriate position at each end of the road to be closed at least one week prior to the temporary road closure. These signs will state the date and time of the road closure. All costs associated with these signs will be borne by the applicant.

Depending on the event a road is to be closed for, a bond may be imposed on the applicant to cover any restoration work required or damaged caused during the event.

5.15 UTILITY POLES

Section 53 of TNZ Act 1989

Poles, etc, on roads to be adjacent to boundaries.

No poles or towers (except for lighting standards or traffic sign posts) shall be erected or re-erected on any road outside the urban area of the Banks Peninsula District, other than adjacent to the frontage line of the land adjoining the road, or as near to as is practicable, having regard to:

- (a) The desirability of any cross-arms and wires not encroaching over the adjoining land.
- (b) The necessity of ensuring that any telecommunications line or electricity line is not susceptible to instability or to damage by, or interference from natural causes, or trees or structures or other lines or transmission lines.

- (c) The necessity of ensuring that any such line or transmission line is reasonably accessible for repairs or maintenance.
- (d) The necessity of complying with any other enactment by which express provision is made as to the distance between poles or towers that support different lines or transmission lines.

The above section shall not apply when the Director of Land Transport Safety determines after consultation with both parties that the pole or tower will not be dangerous to vehicles and persons in them using the road.

The Council will systematically review existing utility poles and may require relocation where they provide a hazard to road users.

5.16 WATER PIPES AND CABLES

Water pipes and cables placed through drainage culverts cause Council's contractors considerable difficulties with maintenance.

No further installations through culverts will be permitted and as residents upgrade supplies or undertake maintenance of pipelines they shall be removed from the culverts. The location of all private pipes and cables are to be marked on fences.

All new installations of pipes and cables in road reserve require the approval of the Asset Manager. To gain approval written applications, including well drawn and scaled site plans, are required to be submitted to the Asset Manager at the Council Offices.

All pipes or cables placed without Council permission shall remain at the owner's risk, and Council, or its contractors, will not be responsible for any repairs if they should be damaged.

5.17 WILDING TREES

All wilding trees shall be removed from the road reserve. The reason for this work is to:

- (i) maintain sight lines at intersections and across curves and gullies.
- (ii) keep waterways, bridges and culverts clear.
- (iii) prevent shading of the road.
- (iv) to remove dangerous trees.

5.18 DEFECT NOTIFICATION

The Council phone numbers, either 328-8065 or 0800-800-169, are monitored 24 hours per day.

All routine work requests or emergency work such as slips or trees across the road are handled directly by Council's contractors.

During business hours calls to the Council office will either be dealt with directly by Council staff or the call will be put straight through to the contractors.

Council's Contracts Managers are regularly out in the field and may be contacted to meet with residents at a suitable location.