

Statement of Proposal

Unreinforced Masonry Earthquake-Prone Buildings: Priority Roads, Footpaths and Thoroughfares Consultation

Consultation on which roads, footpaths or thoroughfares should be identified for prioritisation because of the risk of an unreinforced masonry (URM¹) building falling in an earthquake.

1. Introduction

Palmerston North City Council (Council) seeks your feedback on proposals for roads, footpaths and other thoroughfares that should be prioritised because of the risk of an unreinforced masonry (URM) building falling in an earthquake. Council also seeks your views on whether there are any other thoroughfares that should be included.

The system for identifying and managing earthquake-prone buildings changed on 1 July 2017, when the Building (Earthquake-prone Buildings) Amendment Act 2016 came into force. The new system ensures the way buildings are managed for future earthquakes is consistent across the country, and provides more information for people using buildings. There are new requirements, powers and time frames to address earthquake-prone buildings.

The new system prioritises identification and remediation of earthquake-prone buildings that either pose a high risk to life safety, or are critical to recovery in an emergency. Certain hospital, emergency, and education buildings that are earthquake prone will be 'priority buildings'. Other earthquake-prone buildings may be priority buildings due to their location, and the potential impact on people of their failure in an earthquake. These buildings must be identified with community input. Earthquake-prone buildings that are also classified as priority buildings must be identified and remediated in half the usual time, to reduce the risks to life safety more promptly.

Following consultation, Council will make a decision about which roads, footpaths and other thoroughfares are identified. URM buildings located on these routes will need to have an assessment undertaken, and if they are found to be earthquake prone they will also be classified as priority buildings.

This consultation is undertaken in accordance with section 133AF(2)(a) of the Building Act 2004, which requires Council to use the special consultative procedure in section 83 of the Local Government Act 2002 to identify certain priority buildings.

¹ An unreinforced masonry (URM) building has masonry walls that do not contain steel, timber or fibre reinforcement. URM buildings are older buildings that often have parapets, as well as verandas, balconies, decorative ornaments, chimneys and signs attached to their facades (front walls that face onto a street or open space).

2. The Proposal

Council is proposing that the following roads, footpaths and other thoroughfares are identified as having sufficient vehicular and pedestrian traffic to warrant prioritization:

1. The following roads within the Central City (within the ring road):
 - The Square,
 - Church Street between Linton Street and Princess Street,
 - Fitzherbert Avenue between The Square and 38 Fitzherbert Avenue,
 - Linton Street between Church Street and 16 Linton Street,
 - Jersey Lane,
 - Main Street between The Square and Princess Street,
 - Maple Lane,
 - Berrymans Lane,
 - Broadway Avenue between Rangitikei Street and Princess Street,
 - Princess Street (footpath and western lane) between King Street and Broadway Avenue,
 - Regent Arcade
 - King Street,
 - Queen Street from Rangitikei Street and 73 Queen Street;
 - Rangitikei Street between The Square and Queen Street,
 - Cuba Street between Pitt Street and Rangitikei Street,
 - Taonui Street between Cuba Street and Walding Street,
 - George Street,
 - Main Street between Pitt Street and Andrew Young Street
2. The following roads outside the Central City:
 - Broadway Avenue outside 262-264 Broadway Avenue
 - Rangitikei Street between Walding Street and 175 Rangitikei Street

These streets are identified on the attached map.

Questions

1. Do you agree with the thoroughfares identified for prioritisation?
2. If not, which thoroughfares do you disagree with and why?
3. Are there any other thoroughfares not listed?



Background Information:

3. New system for managing earthquake-prone buildings

The Building (Earthquake-prone Buildings) Amendment Act 2016 came into force on 1 July 2017. It changes the current system for identifying and remediating earthquake-prone buildings.

The new system ensures the way buildings are managed for future earthquakes is consistent across the country, and provides more information for people using buildings, such as notices on earthquake-prone buildings and a public register. Owners of earthquake-prone buildings will be required to take action within certain time frames depending on the seismic risk area their building is located in. Affected owners will be contacted by Council.

Palmerston North has been categorised as a high seismic risk area. This means that Council must identify potentially earthquake-prone buildings within 5 years, and building owners must strengthen or demolish earthquake-prone buildings within 15 years².

More information about the new system can be found at:

<https://www.building.govt.nz/managing-buildings/managing-earthquake-prone-buildings/>

Priority buildings pose a high risk to life safety, or are critical to recovery in an emergency

The new system prioritises identification and remediation of earthquake-prone buildings that either pose a high risk to life safety, or are critical to recovery in an emergency. These buildings are called 'priority buildings'. Priority buildings must be identified and remediated in half the time allowed for other earthquake-prone buildings, to reduce the risks to life safety more promptly.

This means that Council must identify potentially earthquake-prone *priority* buildings in this district within 2.5 years, and building owners must strengthen or demolish earthquake-prone *priority* buildings within 7.5 years³.

Certain hospital, emergency, and education buildings that are earthquake prone are likely to be priority buildings. Some other buildings may also be priority buildings due to their location, and the potential impact of their failure in an earthquake on people.

Further guidance on priority buildings is available at: <https://www.building.govt.nz/managing-buildings/managing-earthquake-prone-buildings/resources/>

² from the date the earthquake-prone building notice is issued.

³ from the date the earthquake-prone building notice is issued.

4. Why we're consulting

Your input is required to identify some priority buildings

To determine which other buildings may be priority buildings, Council must identify roads, footpaths and thoroughfares that have sufficient vehicular or pedestrian traffic to warrant prioritisation, if a part of a URM building were to fall onto them in an earthquake.

Your views on the acceptable level of risk, Palmerston North buildings, and their uses will inform Council's decision on which thoroughfares to prioritise.

This consultation is in accordance with section 133AF(2)(a) of the Building Act 2004, which requires Council to use the special consultative procedure in section 83 of the Local Government Act 2002 to identify these priority buildings.

5. Have your say

Council will be hosting information evenings about the proposal. These are scheduled for late March / early April 2018. Updated information will be available on the Council website and provided to all owners of earthquake-prone buildings.

Anyone can make a submission about the proposals described in this document. We encourage anyone with an interest in the issues raised in this proposal to make a submission.

Submissions must be received by **Monday 23 April, 2018**.

This consultation document, and the submission form, can be found at:

- Palmerston North City Council website
<https://www.pncc.govt.nz/yourcouncil/consultations/>
- Customer Service Centre, Palmerston North City Council, The Square, Palmerston North; and
- City Library, The Square, Palmerston North, and the libraries at Ashhurst, Awapuni, Roslyn, Linton and Te Pātikitiki/Highbury.

You are also entitled to appear before the Council and speak to your submission. Please indicate on your submission form whether you wish to do this. The Council intends to hear submissions on this proposal at the Planning and Strategy Committee meeting in 2018. The date and time for hearings will be confirmed in the letter acknowledging your submission, and will also be advertised in the Manawātū Standard and Tribune newspaper.

To get your submission to us, either:

Online at: www.pncc.govt.nz

Mail to: Priority Building Area Submissions, Governance and Support Team Leader, Palmerston North City Council, Private Bag 11034, Palmerston North 4442

Deliver to: Palmerston North City Council Customer Service Centre, 32 The Square, Palmerston North

Email to: submission@pncc.govt.nz (write 'Priority Roads, Footpaths and Thoroughfares Consultation' in the subject)

Phone: 06 356 8199

Fax: 06 355 4115

Please note that all written submissions, including the contact details on the submission, will be made available to the public and media and on the Council's website, unless you specifically request that your contact details are kept private. For further information on this consultation please phone the Council on 06 356 8199 or email us at info@pncc.govt.nz.

6. Options Analysis

Section 87 of the Local Government Act requires Council to consider the reasonably practicable options, including the proposal. The Building (Earthquake-prone Buildings) Amendment Act 2016 requires Council to consult on this issue, therefore the reasonably practicable options are limited as follows:

Option 1 (The Proposal)	Council identifies potential roads, footpaths or other thoroughfares by considering: <ul style="list-style-type: none">• Pedestrian and vehicle movement;• Building Age; and• Structural Engineering Reports on file. Description: Roads, footpaths or other thoroughfares are identified as meeting the criteria set out in Section 133AE(1)(e). These are then calibrated taking into account information on building stock.
Option 1a	Council identifies potential roads, footpaths or other thoroughfares by considering: <ul style="list-style-type: none">• Pedestrian and vehicle movement Description: Roads, footpaths or other thoroughfares are identified as meeting the criteria set out in Section 133AE(1)(e).
Option 3	Council does not identify specific roads, footpaths or other thoroughfares. Description: No roads, footpaths or other thoroughfares are identified as meeting the criteria set out in Section 133AE(1)(e) and guidance.

Option 1 is considered as the most appropriate option for the following reasons:

1. It is considered that there are roads in Palmerston North that generally meet the characteristics described in Ministry for Business, Employment and Innovation (MBIE) guidance:

A. High pedestrian areas (people not in vehicles)

<i>Description of use</i>	<i>Description of area</i>	<i>Example of application to city or metropolitan area</i>	<i>Example of application to small town or rural area</i>
<i>Areas relating to social or utility activities</i>	<i>Areas where shops or other services are located</i>	<i>City and suburban areas with shops, cafes, restaurants, bars, theatres and malls</i>	<i>Areas such as the shopping area on the main street, the local pub, community centre</i>
<i>Areas relating to work</i>	<i>Areas where concentrations of people work and move around</i>	<i>Areas around office buildings or other places of work where there is a concentration of workers</i>	<i>Areas around businesses in small towns and rural areas where there is a concentration of workers in numbers larger than small shops or cafes</i>
<i>Areas relating to transport</i>	<i>Areas where concentrations of people access transport</i>	<i>Areas around transport hubs, train stations, bus stops, car parks</i>	<i>Areas around bus stops, train stations, tourist centres</i>
<i>Key walking routes</i>	<i>Key walking routes that link areas where people are concentrated</i>	<i>Routes from transport hubs or other areas relating to transport to areas where shops, other services or areas people work are located</i>	<i>Routes from bus stops or other areas relating to transport to areas where shops, other services or areas people work are located</i>

and/or

B. Areas with high vehicular traffic (people in motor vehicles/on bikes)

<i>Description of use</i>	<i>Description of area</i>	<i>Example of application to city or metropolitan area</i>	<i>Example of application to small town or rural area</i>
<i>Key traffic routes</i>	<i>Key traffic routes regularly used by vehicles including public transport</i>	<i>Central business district streets, well trafficked suburban streets, arterial routes, heavy use bus</i>	<i>Well trafficked main streets or sections of state highways, arterial routes</i>

		<i>routes</i>	
<i>Areas with concentrations of vehicles</i>	<i>Areas where high concentrations of vehicles build up</i>	<i>Busy intersections, areas where traffic builds up at peak hours</i>	<i>Busy intersections</i>

and

C. Potential for part of an unreinforced masonry building to fall onto the identified thoroughfare.

2. Council data (including building age information and previously completed engineering assessments) identifies that unreinforced masonry buildings exist in the City.

Building age data provides a valuable tool to identify the likely location of URM buildings. Research completed by the New Zealand Society of Earthquake Engineers (NZSEE) identifies that URM building construction in New Zealand peaked in 1930 before declining sharply. (*Prevalence Of New Zealand's Unreinforced Masonry Buildings, Alistair P. Russell¹ and Jason M. Ingham², Bulletin Of The New Zealand Society For Earthquake ENGINEERING, Vol. 43, No. 3, September 2010*) They were generally not constructed after 1940, therefore, building age data provides an indicator to the likely location of these buildings.

Council also has a dataset available from the Engineering Assessment Programme run by Customer Services. These reports identify the location of many likely earthquake-prone buildings. The dataset is however limited as it does not clearly differentiate between general earthquake-prone buildings and those that are also URM buildings.

3. Relying solely on pedestrian and vehicle movement to identify roads will result in a generic overlay approach. This will include large parts of the City where no URM buildings exist.

It is therefore considered that sufficient information exists to identify roads that meet the characteristics developed by MBIE. Consultation with the public, building owners and relevant groups will help refine and/or expand this list of identified streets as appropriate.

6. What happens next?

Following the period of written and oral submissions, Council will consider the feedback received and make a decision.

Once priority thoroughfares have been finalised, Council will look at buildings on those thoroughfares to determine whether they are potentially earthquake prone in accordance with the EPB methodology⁴. Affected building owners will be notified. Owners of potentially earthquake-prone buildings, whether a priority building or not, have 12 months to provide an engineering assessment. Council will then determine whether the building is earthquake prone, and notify the building owner of remediation requirements.

7. Further information

Further information on the new system for managing earthquake-prone buildings can be found at:
<https://www.building.govt.nz/managing-buildings/managing-earthquake-prone-buildings/>

⁴ The EPB methodology is a regulatory tool that sets out the types of buildings that Council must identify as potentially earthquake prone.