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**PALMERSTON NORTH CITY COUNCIL**

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**AGENDA**

**PLANNING AND STRATEGY**

**COMMITTEE**

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**9AM, MONDAY 6 MAY 2019**

COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION BUILDING  
32 THE SQUARE, PALMERSTON NORTH

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## MEMBERSHIP

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**Duncan McCann (Chairperson)**  
**Aleisha Rutherford (Deputy Chairperson)**  
**Grant Smith (The Mayor)**

**Brent Barrett**  
**Susan Baty**  
**Rachel Bowen**  
**Jim Jefferies**

**Lorna Johnson**  
**Karen Naylor**  
**Bruno Petrenas**  
**Tangi Utikere**

**Agenda items, if not attached, can be viewed at:**

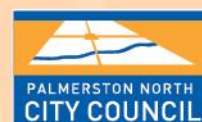
**pncc.govt.nz | Civic Administration Building, 32 The Square**  
**City Library | Ashhurst Community Library | Linton Library**

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**Heather Shotter**  
**Chief Executive, Palmerston North City Council**

**Palmerston North City Council**

**W pncc.govt.nz | E info@pncc.govt.nz | P 356 8199**  
**Private Bag 11034, 32 The Square, Palmerston North**



## **PLANNING AND STRATEGY COMMITTEE MEETING**

6 May 2019

### **ORDER OF BUSINESS**

NOTE: The Planning and Strategy Committee meeting coincides with the ordinary meeting of the Audit and Risk Committee. The Committees will conduct business in the following order:

- Planning and Strategy Committee
- Audit and Risk Committee

#### **1. Apologies**

#### **2. Notification of Additional Items**

Pursuant to Sections 46A(7) and 46A(7A) of the Local Government Official Information and Meetings Act 1987, to receive the Chairperson's explanation that specified item(s), which do not appear on the Agenda of this meeting and/or the meeting to be held with the public excluded, will be discussed.

Any additions in accordance with Section 46A(7) must be approved by resolution with an explanation as to why they cannot be delayed until a future meeting.

Any additions in accordance with Section 46A(7A) may be received or referred to a subsequent meeting for further discussion. No resolution, decision or recommendation can be made in respect of a minor item.

#### **3. Declarations of Interest (if any)**

Members are reminded of their duty to give a general notice of any interest of items to be considered on this agenda and the need to declare these interests.

**4. Public Comment**

To receive comments from members of the public on matters specified on this Agenda or, if time permits, on other Committee matters.

(NOTE: If the Committee wishes to consider or discuss any issue raised that is not specified on the Agenda, other than to receive the comment made or refer it to the Chief Executive, then a resolution will need to be made in accordance with clause 2 above.)

**5. Petition - Dogwood Way, Milson**

Page 7

**6. Confirmation of Minutes**

Page 11

“That the minutes of the Planning and Strategy Committee meeting of 1 April 2019 Part I Public be confirmed as a true and correct record.”

**7. Emissions Management and Reduction Plan**

Page 21

Memorandum, dated 15 March 2019 presented by the City Planning Manager, David Murphy.

**8. Housing Steering Group: Terms of Reference**

Page 39

Memorandum, dated 9 April 2019 presented by the City Planning Manager, David Murphy.

**9. Palmerston North Housing and Business Development Capacity Assessment Report - May 2019**

Page 53

Memorandum, dated 15 April 2019 presented by the City Planning Manager, David Murphy and the Strategy and Policy Manager, Julie MacDonald.

**10. Draft Urban Cycleways Masterplan**

Page 57

Memorandum, dated 17 April 2019 presented by the City Planning Manager, David Murphy.



- 11. Proposed amendment to the Dog Control Policy 2018 - approval for consultation (following trial allowing dogs on-leash in the CBD)** Page 91

Report, dated 16 April 2019 presented by the Strategy and Policy Manager, Julie MacDonald.

- 12. Cost Benefit Assessment of Council Ownership of On-Property Pressure Sewer Equipment** Page 135

Memorandum, dated 11 February 2019 presented by the Transport & Infrastructure Manager, Robert van Bentum.

- 13. Rural School Bus Safety** Page 147

Report, dated 14 March 2019 presented by the Transport & Infrastructure Manager, Robert van Bentum.

- 14. Committee Work Schedule** Page 205

- 15. Exclusion of Public**

To be moved:

“That the public be excluded from the following parts of the proceedings of this meeting listed in the table below.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

| General subject of each matter to be considered | Reason for passing this resolution in relation to each matter | Ground(s) under Section 48(1) for passing this resolution |
|---|---|---|
|   |   |   |

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public as stated in the above table.

Also that the persons listed below be permitted to remain after the public has been excluded for the reasons stated.

Chief Executive (Heather Shotter), Chief Financial Officer (Grant Elliott), Chief Infrastructure Officer (Tom Williams), General Manager – Strategy and Planning (Sheryl Bryant), General Manager - Community (Debbie Duncan), Chief Customer and Operating Officer (Chris Dyhrberg), General Manager - Marketing and Communications (Sacha Haskell), Sandra King (Executive Officer) because of their knowledge and ability to provide the meeting with advice on matters both from an organisation-wide context (being members of the Council's Executive Leadership Team) and also from their specific role within the Council.

Legal Counsel (John Annabell), because of his knowledge and ability to provide the meeting with legal and procedural advice.

Committee Administrators (Penny Odell, Rachel Corser, Natalya Kushnerinko and Courtney Kibby), because of their knowledge and ability to provide the meeting with procedural advice and record the proceedings of the meeting.

*[Add Council Officers]*, because of their knowledge and ability to assist the meeting in speaking to their report and answering questions, noting that such officer will be present at the meeting only for the item that relate to their respective report.

*[Add Third Parties]*, because of their knowledge and ability to assist the meeting in speaking to their report/s [or other matters as specified] and answering questions, noting that such person/s will be present at the meeting only for the items that relate to their respective report/s [or matters as specified].

## PETITION

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Petition - Dogwood Way, Milson

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### RECOMMENDATION(S) TO PLANNING AND STRATEGY COMMITTEE

1. That the Planning and Strategy Committee receive the petition for information.

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### SUMMARY

Council received the attached petition dated 11 April 2019.

The petition is requesting Council to undertake efficient and effective measures to mitigate potential harm to users of motor vehicles on Dogwood way, Milson, at the earliest possible time.

### ATTACHMENTS

1. Petition  



**Ron & Ngaire Rowe**  
**T/H 66 - 28 Dogwood Way**  
**Milson, Palmerston North, 4414**  
**New Zealand**  
**Ph: 06 3545058**  
**e mail: ngaron@xtra.co.nz**

11 April 2019

**Heather Shotter**  
**Chief executive**  
**Palmerston North City Council**  
**Private Bag 11034 Palmerston North 4442**

Dear Ms Shotter

**Re: A Petition to The Mayor and Councillors of Palmerston North City Council**

The Ratepayer Residents of one hundred and eleven town houses at the Julia Wallace Retirement Village wish to present a petition, signed by them, to the Mayor and Councillors of Palmerston North City, requesting Council; **To undertake efficient and effective measures to mitigate potential harm to users of motor vehicles on Dogwood Way, Milson, at the earliest possible time.**

**The import of the petition is:**

"There is identified potential for harm to our residents manoeuvring motor vehicles into and exiting the Julia Wallace Retirement Village from and to Dogwood Way. The thoroughfare is very narrow exacerbated by parking on both sides of the roadway. There are many vehicular movements additional to those of the residents, with loved ones calling to care for and visit their relatives in the several other facilities here at the Village. Further, large trucks and ambulances are, by necessity, frequently using Dogwood Way. Additionally, neighbours and increasing number of contractors require unimpeded use of the thoroughfare. Restricting parking on one side of Dogwood Way would not be an efficient or effective measure given the width of the roadway and our wish to be a good neighbour. It would be a pleasure to wait on Council to fully elaborate on our concerns."

Residents with homes on Dogwood Way have been provided with a letter, (which follows), in respect of our petition. Already several have made contact to support the import of our petition and offered additional pertinent comments.

We look forward to receiving a suitable time and date from you when we may deliver our petition, by contacting the undersigned as the point of contact.

**Yours Sincerely**

**Ron Rowe QSM JP (Rtd)**  
**On behalf of the Petitioners**  
**Tel: 3545058**



**Ron & Ngaire Rowe**  
**T/H 66 - 28 Dogwood Way**  
**Milson, Palmerston North, 4414**  
**New Zealand**  
**Ph: 06 3545058**  
**e mail ngaron@xtra.co.nz**

6 April 2019

**To: Residents of Dogwood Way**

**Dear Neighbour**

It is a pleasure to set out below the goal and the preamble to a petition which the town house residents of your neighbouring retirement village are to take to the Palmerston North City Council. We believe that it is an important courtesy, as a good neighbour, to make this petition known to you directly, as any outcome may affect you.

We would value your support in regard to the import of the petition and welcome the opportunity to discuss this by contacting the undersigned as the point of contact.

**The Petition Goal:**

**We the undersigned call on the Council to undertake efficient and effective measures to mitigate potential harm to users of motor vehicles on Dogwood Way, Milson, at the earliest possible time.**

**Preamble:**

"There is identified potential for harm to our residents manoeuvring motor vehicles into and exiting the Julia Wallace Retirement Village from and to Dogwood Way. The thoroughfare is very narrow exacerbated by parking on both sides of the roadway. There are many vehicular movements additional to those of the residents, with loved ones calling to care for and visit their relatives in the several other facilities here at the Village. Further, large trucks and ambulances are, by necessity, frequently using Dogwood Way. Additionally, neighbours and increasing number of contractors require unimpeded use of the thoroughfare. Restricting parking on one side of Dogwood Way would not be an efficient or effective measure given the width of the roadway and our wish to be a good neighbour. It would be a pleasure to wait on Council to fully elaborate on our concerns."

**Yours faithfully**

**Ron Rowe QSM JP (Rtd)**  
**On behalf of the Petitioners**  
**Tel: 3545058**





# **PALMERSTON NORTH CITY COUNCIL**

## **Minutes of the Planning and Strategy Committee Meeting Part I Public, held in the Council Chamber, First Floor, Civic Administration Building, 32 The Square, Palmerston North on 01 April 2019, commencing at 9.01am**

|                         |   |
|-------------------------|---|
| <b>Members Present:</b> | Councillor Duncan McCann (in the Chair), The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Jim Jefferies, Lorna Johnson, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere. |
| <b>Non Members:</b>     | Councillors Adrian Broad, Gabrielle Bundy-Cooke, Vaughan Dennison, Lew Findlay QSM.   |
| <b>Apologies:</b>       | The Mayor (Grant Smith) (early departure on Council Business) and Councillor Leonie Hapeta.   |

The Mayor (Grant Smith) was not present when the meeting resumed at 1.01pm. He entered the meeting at 1.29pm during consideration of clause 14. He was not present when the meeting resumed again at 3.24pm. He entered the meeting again at 4.13pm during consideration of clause 16. He left the meeting again at 5.15pm during consideration of clause 17. He was not present for the continuation of clause 13, for clauses 14, 15 and 17 to 20 inclusive.

Councillor Lew Findlay was not present when the meeting resumed at 1.01pm. He was not present for the continuation of clause 13 and clauses 14 to 21 inclusive.

Councillor Aleisha Rutherford was not present when the meeting resumed at 1.01pm. She was not present for the continuation of clause 13 and clauses 14 to 21 inclusive.

Councillor Adrian Broad was not present when the meeting resumed at 1.01pm. He entered the meeting again at 3.57pm during consideration of clause 16. He was not present for the continuation of clause 13, and clauses 15 and 16 inclusive.

Councillor Gabrielle Bundy-Cooke left the meeting at 3.41pm during consideration of clause 15. She entered the meeting again at 3.48pm during consideration of clause 17. She left the meeting again at 4.23pm during consideration of clause 17. She was not present for the continuation of clause 13 and for clauses 15 to 21 inclusive.

**11-19 Apologies**

Moved Duncan McCann, seconded Aleisha Rutherford.

The **COMMITTEE RESOLVED**

1. That the Committee receive the apologies.

Clause 11-19 above was carried 15 votes to 0, the voting being as follows:

**For:**

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Gabrielle Bundy-Cooke, Vaughan Dennison, Lew Findlay QSM, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas, Aleisha Rutherford and Tangi Utikere.

The meeting adjourned at 9.03am

The meeting resumed at 11.54am

**12-19 Confirmation of Minutes**

Moved Duncan McCann, seconded Rachel Bowen.

The **COMMITTEE RESOLVED**

1. That the minutes of the Planning and Strategy Committee meeting of 4 March 2019 Part I Public be confirmed as a true and correct record.

Clause 12-19 above was carried 13 votes to 0, with 2 abstentions, the voting being as follows:

**For:**

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Vaughan Dennison, Lew Findlay QSM, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

**Abstained:**

Councillors Gabrielle Bundy-Cooke and Aleisha Rutherford.

**13-19 Draft Wastewater Bylaw 2019 - approval for consultation**

Report, dated 14 March 2019 presented by the Strategy and Policy Manager, Julie MacDonald.

Moved Duncan McCann, seconded Rachel Bowen.

The **COMMITTEE RESOLVED**

1. That the Committee determines that the form of the draft Wastewater Bylaw 2019 and Administration Manual (contained in attachment 1) is, subject to the outcome of public consultation, considered to be the most appropriate form of bylaw.
2. That the Committee confirms that it has considered the draft Wastewater Bylaw 2019 and Administration Manual and determines that it does not give rise to any implications under the New Zealand Bill of Rights Act 1990.

3. That the Statement of Proposal (including the draft Wastewater Bylaw 2019 and Administration Manual) and Summary of Information, as shown in attachments 1 and 2 be approved for consultation using the Special Consultative Procedure in accordance with S86 of the Local Government Act 2002.
4. That delegated authority is given to the Chairperson of the Planning and Strategy Committee and the Deputy Mayor for the approval of any minor amendments to the Statement of Proposal prior to publication.

The meeting adjourned at 12.02pm

The meeting resumed at 1.01pm

When the meeting resumed The Mayor (Grant Smith) and Councillors Adrian Broad, Lew Findlay and Aleisha Rutherford were not present.

#### **14-19 Submissions - Waste Management and Minimisation Plan 2019**

The following people appeared before the Committee and made oral statements in support of their submission and replied to questions from Elected Members.

##### **Kees van Epenhuijsen (Sub 10)**

Mr van Epenhuijsen spoke to his submission and made no additional comments.

##### **Philip McConkey (Sub 17)**

Mr McConkey spoke to his submission and made the following additional comments:

- People should be encouraged to dismantle rather than destroy materials no longer needed.
- Cost savings and changing mindsets was needed.

##### **Siobhan Lynch-Karaitiana – Tanenuiarangi Manawatu Incorporated (Sub 19)**

Ms Lynch-Karaitiana spoke to her submission and made the following additional comments:

- It was important to consider the needs of the most vulnerable members of the community.
- It needed to be made as easy as possible for people to do the right thing with waste.

The Mayor (Grant Smith) entered the meeting at 1.29pm

**Fiona Gordon and Felicia Aull – Palmerston North City Environmental Trust (Sub 50)**

Ms Gordon and Ms Aull spoke to the submission and made no additional comments.

**Bruce Miller and Dennis Hucker (Sub 37)**

Mr Miller and Mr Hucker spoke to the submission and powerpoint presentation and made no additional comments.

**Robert and Adrienne Scott – Human Aid Focus NZ (Sub 38)**

Mr and Mrs Scott spoke to their submission and powerpoint presentation and made the following additional comments:

- Reclaimed Timber Traders worked with refugees and held workshops for children.
- The organisation had many volunteers and two staff over a four year period.

**Malcolm Frith (Sub 40)**

Mr Frith spoke to his submission and made the following additional comments:

- Large industries such as building were destroying valuable resources.
- There were huge waste streams going landfill due to the throwaway society.
- A large resource recovery centre should be developed in the City.

**Kate Costley (Sub 42)**

Ms Costley spoke to her submission and made the following additional comments:

- Behavioural change with positive reinforcement was required.
- Council needed to set a culture of enabling change in this area.

**Sally Pearce and Kian Foh Lee – Manawatu River Source to Sea (Sub 44)**

Ms Pearce and Mr Foh Lee spoke to the submission and powerpoint and made no additional comments.

**Peter Wood – MidCentral District Health Board (Sub 53)**

Mr Wood spoke to the submission and made the following additional comments:

- Doing the same thing will continue to get the same result.
- E-Waste was not identified in the plan even though Council was doing a

lot of work in that area.

**Jonathan Hannon – Zero Waste Academy (Sub 49)**

Mr Hannon spoke to the submission and powerpoint presentation and made no additional comments.

**Gareth Stanley – EnviroWaste Services Limited (Sub 31)**

Mr Stanley spoke to the submission and made the following additional comment:

- The biggest barrier to waste diversion was education to ratepayers.
- The best way to increase recycling was to make it cost effective.

The meeting adjourned at 3.09pm

The meeting resumed at 3.24pm

When the meeting resumed The Mayor (Grant Smith) was not present.

**Leith Morrimire (Sub 47)**

Mrs Morrimire spoke to her submission and made the following additional comments:

- The Draft Plan falls short of where it could be.
- Bold solutions were needed to address climate change, not half measures.
- Most household waste should not end up in landfill.

Moved Duncan McCann, seconded Tangi Utikere.

**The COMMITTEE RESOLVED**

1. That the Planning and Strategy Committee hear submissions from presenters who indicated their wish to be heard in support of their submission.
2. That the Committee note the Procedure for Hearing of Submissions, as described in the procedure sheet.

Clause 14-19 above was carried 11 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Gabrielle Bundy-Cooke, Vaughan Dennison, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

Manager, Stewart Hay.

Councillor Gabrielle Bundy-Cooke left the meeting at 3.41pm

Moved Vaughan Dennison, seconded Rachel Bowen.

The **COMMITTEE RESOLVED**

1. That the summary of submissions on the 2019 Draft Waste Management and Minimisation Plan be received.

Clause 15-19 above was carried 10 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Vaughan Dennison, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

**13-19**

**Draft Wastewater Bylaw 2019 - approval for consultation - continued**

Report, dated 14 March 2019 presented by the Strategy and Policy Manager, Julie MacDonald.

The **COMMITTEE RESOLVED**

1. That the Committee determines that the form of the draft Wastewater Bylaw 2019 and Administration Manual (contained in attachment 1) is, subject to the outcome of public consultation, considered to be the most appropriate form of bylaw.
2. That the Committee confirms that it has considered the draft Wastewater Bylaw 2019 and Administration Manual and determines that it does not give rise to any implications under the New Zealand Bill of Rights Act 1990.
3. That the Statement of Proposal (including the draft Wastewater Bylaw 2019 and Administration Manual) and Summary of Information, as shown in attachments 1 and 2 be approved for consultation using the Special Consultative Procedure in accordance with S86 of the Local Government Act 2002.
4. That delegated authority is given to the Chairperson of the Planning and Strategy Committee and the Deputy Mayor for the approval of any minor amendments to the Statement of Proposal prior to publication.

Clause 13-19 above was carried 10 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Vaughan Dennison, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

**16-19**

**Palmerston North Civic and Cultural Precinct Master Plan**

Memorandum, dated 11 March 2019 presented by the City Planning Manager, David Murphy.

In discussion Elected Members requested further information around timing



and costings, with specific detail around options for the library.

Councillor Gabrielle Bundy-Cooke entered the meeting at 3.48pm

Councillor Adrian Broad entered the meeting at 3.57pm

The Mayor (Grant Smith) entered the meeting at 4.13pm

Councillor Gabrielle Bundy-Cooke left the meeting at 4.23pm

Moved Rachel Bowen, seconded Brent Barrett.

**The COMMITTEE RECOMMENDS**

1. That the Palmerston North Civic and Cultural Precinct Masterplan is endorsed to inform future Council decision making, in particular the 2021 Long Term Plan process; subject to a further report back to the Planning and Strategy Committee including the library options and a high level timeline and estimated costings.

Clause 16.1 above was carried 7 votes to 5, the voting being as follows:

**For:**

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Jim Jefferies and Duncan McCann.

**Against:**

Councillors Vaughan Dennison, Lorna Johnson, Karen Naylor, Bruno Petrenas and Tangi Utikere.

Moved Rachel Bowen, seconded Brent Barrett.

2. That it be noted that an addendum or further testing of the Palmerston North Civic and Cultural Precinct Masterplan may be required in the event that:
  - a) The Council determines that alternative locations for the Palmerston North Central Library building should be assessed as part of the options analysis for addressing the seismic performance of the building.
  - b) A spatial needs analysis of the Te Manawa 2025 project identifies the need for a larger building than that assumed within the Masterplan.
3. That it be noted that future decision making processes, including the 2021 Long Term Plan, will enable further public consultation and direct engagement with key stakeholders on the Palmerston North Civic and Cultural Precinct Masterplan.
4. That the Chairperson of the Planning and Strategy Committee and Deputy Mayor be authorised to make minor amendments to the Palmerston North Civic and Cultural Precinct Masterplan.

Clauses 16.2-16.4 inclusive above were carried 10 votes to 2, the voting being as follows:

**For:**

The Mayor (Grant Smith) and Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Jim Jefferies, Lorna Johnson, Duncan McCann, Bruno Petrenas and Tangi Utikere.

**Against:**

Councillors Vaughan Dennison and Karen Naylor.

The Mayor (Grant Smith) left the meeting at 5.15pm

## **17-19 Emissions Management and Reduction Plan**

Moved Duncan McCann, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the memorandum titled 'Emissions Management and Reduction Plan' dated 15 March 2019 be referred to the 6 May 2019 Planning and Strategy Committee meeting.

Clause 17-19 above was carried 11 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Vaughan Dennison, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

## **18-19 Rural School Bus Safety**

Moved Duncan McCann, seconded Brent Barrett.

The **COMMITTEE RESOLVED**

1. That the report titled 'Rural School Bus Safety' dated 14 March 2019 be referred to the 6 May 2019 Planning and Strategy Committee meeting.

Clause 18-19 above was carried 11 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Vaughan Dennison, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

## **19-19 Conference Opportunity - Institute of Directors: "Board Dynamics"**

Memorandum, dated 25 March 2019 presented by the Deputy Mayor, Tangi Utikere.

Moved Vaughan Dennison, seconded Brent Barrett.

**Note:**

On a motion 'that the Committee approve the attendance of up to two Elected Members to attend, with expenses paid, to the Institute of Directors 'Board Dynamics' Course being held in Christchurch on Tuesday 28 and Wednesday 29 May 2019, and that, in the event the Committee approves the attendance of an elected member or members at the above training, then registrations of interest be invited from elected members wishing to attend, with expenses paid, and advise the Committee Administrator, Rachel Corser, by 12 noon Wednesday 3 April 2019' the motion was lost 3 votes to 7, with 1 abstention, the voting being as follows:

**For:**

Councillors Brent Barrett, Vaughan Dennison and Karen Naylor.

**Against:**

Councillors Susan Baty, Rachel Bowen, Adrian Broad, Jim Jefferies, Lorna Johnson, Duncan McCann and Bruno Petrenas.

**Abstained:**

Councillor Tangi Utikere.

**20-19 Committee Work Schedule**

Moved Duncan McCann, seconded Tangi Utikere.

The **COMMITTEE RESOLVED**

1. That the Planning and Strategy Committee receive its Work Schedule dated April 2019.

Clause 20-19 above was carried 11 votes to 0, the voting being as follows:

**For:**

Councillors Brent Barrett, Susan Baty, Rachel Bowen, Adrian Broad, Vaughan Dennison, Jim Jefferies, Lorna Johnson, Duncan McCann, Karen Naylor, Bruno Petrenas and Tangi Utikere.

The meeting finished at 5.22pm

Confirmed 6 May 2019

**Chairperson**



## MEMORANDUM

**TO:** Planning and Strategy Committee

**MEETING DATE:** 1 April 2019

**TITLE:** Emissions Management and Reduction Plan

**DATE:** 15 March 2019

**PRESENTED BY:** David Murphy, City Planning Manager, Strategy & Planning

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

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### RECOMMENDATIONS TO COMMITTEE

1. That the Palmerston North City Council's Emissions Management and Reduction Plan (2018/2019) is received.
  2. That the preliminary results of the 2016/17 and 2017/18 Emissions Inventory as detailed in the "Emissions Management and Reduction Plan" report dated 15 March 2019 are noted.
- 

### 1. ISSUE

- 1.1 The Planning and Strategy Committee meeting of 03 December 2018 recommended:

*"That the Chief Executive be instructed to finalise the Emissions Management and Reduction Plan and report back to Council."*

The Emissions Management and Reduction Plan (2018/19) is attached. This plan draws from the actions in the Eco City Strategy and associated plans.

- 1.2 Greenhouse Gas Emission Inventories for the 2016-17, 17-18 financial years have been provisionally completed. These will not be externally audited until later this month. However, initial analysis suggests Council's total emissions have fallen by 14% since the 2015/16 baseline.

### 2. BACKGROUND

- 2.1 On 03 December 2018, officers presented to Planning and Strategy Committee the audited 2015/16 Emissions Inventory Report. The inventory provides a baseline

against which to compare future activity, and measure Council's progress in achieving its greenhouse gas emission reduction targets. The inventory was a critical step in Council's participation in the 'Certified Emissions Measurement and Reduction Scheme' (CEMARS). The Committee recommended that a related document: the operationally focused 'Emissions Management and Reduction Plan' (EMRP), be reported to Council in 2019.

- 2.2 The 2018/19 EMRP (attached) was compiled in 2017 for the purposes of CEMARS accreditation. The actions in this version are drawn entirely from actions in the Council's strategic plans, or in some cases actions subsidiary to these, e.g. trialling the reduction of mowing frequency in Ahimate Reserve, as part of the goal of retaining its "sense of wilderness". As such, it can be viewed more as a record of actions agreed elsewhere.
- 2.3 An updated EMRP, expected to last until the end of the current long term plan cycle (i.e. till 30 June 2021) is currently being drafted. This updated EMRP is expected to build upon its previous iteration by also including actions resulting from the 'sustainable practices' theme across Council's strategies. That is, to have a broader focus incorporating emissions reduction effects across all of Council's activities. The updated EMRP is expected to be available early in the second half of this calendar year.
- 2.4 The internal emissions inventory is conducted annually, and developing a comprehensive account of the organisation's greenhouse gas emissions. The preliminary results of 2016/17 & 2017/18 financial year inventories are:
  - Total emissions have fallen from 33,700 tonnes CO<sub>2</sub> equivalent (tCO<sub>2</sub>e) in the 2015/16 baseline to 28,900 tCO<sub>2</sub>e in 2017/18, a 14% reduction.
  - Non-landfill emissions have fallen from 7100 tCO<sub>2</sub>e to 5600 tCO<sub>2</sub>e over the same period, a 21% reduction.
  - The largest reduction at the Awapuni Landfill, dropping some 3000tCO<sub>2</sub>e/yr, as the landfill continues to mature naturally. Note that there is no evidence to suggest that waste related emissions have fallen during the period, only that Council no longer accounts for the emissions of municipal waste generated since Awapuni Landfill's closure in 2007.



- Following the landfill, the largest emission reductions were:
  - A reduction of ~1,100 tCO<sub>2</sub>e/yr at the Wastewater Treatment Plant, due to process improvements at the co-gen plant, which now utilises gas generated at the adjacent closed landfill
  - A reduction of ~200 tCO<sub>2</sub>e/yr so far due to the ongoing LED streetlight upgrade programme
  - A reduction of ~50 tCO<sub>2</sub>e/yr at the Lido Aquatic Centre, following the implementation of the recommendations of a 2017 energy audit of the facility

2.5 A chart of the depicting the preliminary inventory results, limited to non-landfill related emissions (but including emissions resulting from waste generated at Council facilities), is included below.

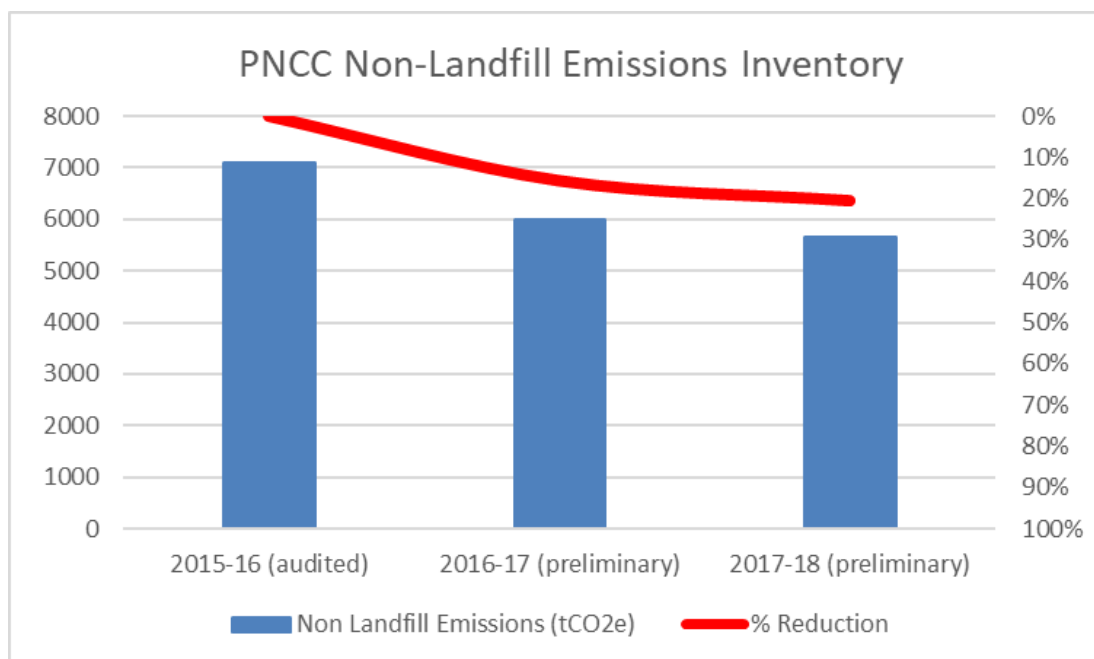


Figure 1 PNCC Non-Landfill Emissions Inventory – 2015/16 - 2017/18 (preliminary results)

### 3. NEXT STEPS

- a) Continue to update the PNCC emissions inventory yearly.

- b) Continue development of the Emissions Management and Reduction Plan for the period 1 July 2019 – 30 June 2021, drawing more heavily from the ‘sustainable practices’ strategic theme.

#### 4. COMPLIANCE AND ADMINISTRATION

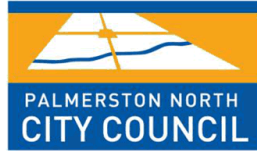
|   |   |
|---|---|
| Does the Committee have delegated authority to decide?<br>If Yes quote relevant clause(s) from Delegations Manual | <b>No</b>   |
| Are the decisions significant?  | <b>No</b>   |
| If they are significant do they affect land or a body of water?   | <b>No</b>   |
| Can this decision only be made through a 10 Year Plan?  | <b>No</b>   |
| Does this decision require consultation through the Special Consultative procedure?                               | <b>No</b>   |
| Is there funding in the current Annual Plan for these actions?  | <b>Yes</b>  |
| Are the recommendations inconsistent with any of Council’s policies or plans?                                     | <b>No</b>   |
| The recommendations contribute to Goal 4: An Eco City   |   |
| The recommendations contribute to the outcomes of the Eco City Strategy   |   |
| The recommendations contribute to the achievement of action/actions in the Sustainable Practices Plan             |   |
| The action is:  |   |
| <ul style="list-style-type: none"> <li>Develop a road map to achieving a low carbon city</li> </ul>               |   |
| Contribution to strategic direction   | Attached emission management and reduction plan collates Council’s initial actions contributing towards the Eco City goal of a 25% emissions reduction by 2028. |

#### ATTACHMENTS

- 2018-19 Emissions Management and Reduction Plan  

# Emissions Management and Reduction Plan

CEMARS and the carboNZero programme



## Palmerston North City Council

Person responsible: Heather Shotter, CEO

Prepared by: Adam Jarvis, Policy Analyst (Environmental Sustainability)

Dated: 11/06/2018

Version: 2

Verification Status: Verified (post-audit)

For the period: 01/07/2018 - 30/06/2019

Base year: 01/07/2015 - 30/06/2016





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*Approved for release by:*

A handwritten signature in black ink, appearing to read 'Adam Jarvis'.

Adam Jarvis Policy Analyst (Environmental Sustainability)



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## 1 Introduction

This report is the annual greenhouse gas (GHG) Emissions Management and Reduction Plan prepared for Palmerston North City Council and forms the manage step part of the organisation's application for Programme certification.<sup>12</sup>

## 2 Rationale

Climate change will have significant impact on the city of Palmerston North, and consequently Palmerston North City Council. Impacts will include: more frequent flood events of greater severity, drier summer periods (with implications for the rural sector, and municipal water supply) and potential heat wave events exacerbated by the urban heat island event (with implications for public health). Mitigating these impacts will be key for the long term well-being of the City.

In its draft 'Eco City Strategy', council outlines the aspiration:

"We want a future-focused city that plans for and cares about the future, enhancing its natural and built environment. Our city will realise the benefits to society from creating clean energy, lowering carbon emissions and reducing our ecological footprint."

"... Palmerston North has a moral duty to reduce its emissions. A lack of action will not only contribute to further climate change, but risk the city missing out on the current wave of progress, and be forced to play catch up as international agreements strengthen. Alternatively, Palmerston North has an opportunity to be a leader, and reap the benefits of being a global leader exporting knowledge around the world."

To this end, Council has set an ambitious target for the city: A 25% reduction in citywide CO<sub>2</sub> emissions over the next decade. Clearly if such a target is to be achieved, Council needs to lead the way. This plan is the first step in that journey. It outlines Council's over the next 12 months, during which time a longer term management plan is to be developed.

## 3 Top management commitment

Management to receive and approve this plan following auditing and verification.

## 4 Person responsible

The officer responsible is to develop environmental low-carbon policies to guide Council's actions towards carbon reductions, while maintaining the data required to inform the required changes.

## 5 Awareness raising and training

Council will develop a plan for staff awareness raising and the training of key staff into its corporate training and induction programme.

## 6 Significant emissions sources

---

<sup>1</sup>Throughout this document 'emissions' means 'GHG emissions'.

<sup>2</sup>Programme means the Certified Emissions Measurement And Reduction Scheme (CEMARS) and carbonZero certification programme.



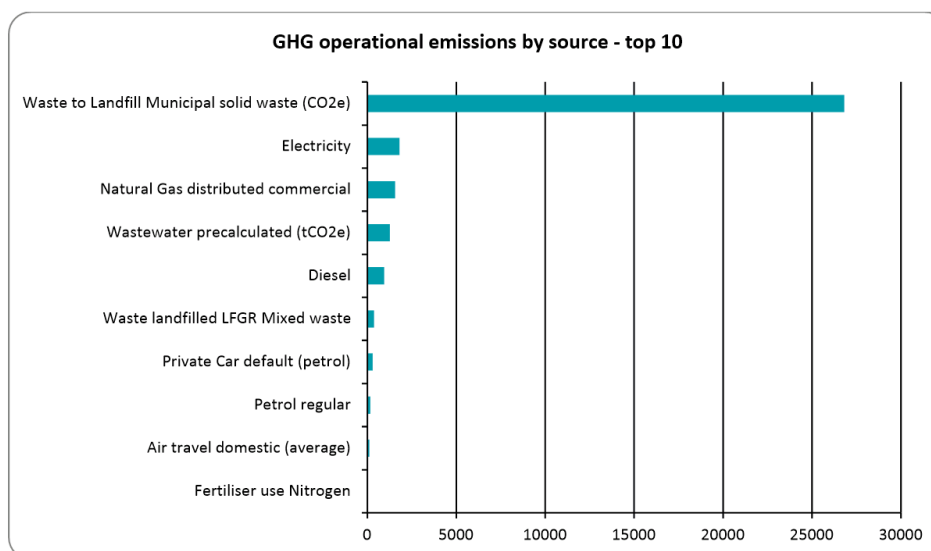


Figure 1: GHG emissions by source.

Council's emissions are dominated by the Awapuni landfill gas, as this accounts for the entire city's waste over a period of many decades. A landfill gas capture system has already been installed at the site, and while some tweaks could potentially be made, there seems to be little avenue to substantially reduce these emissions. However the gas flux is expected to decline over time as the landfill waste matures.

The next largest emission source is results from wastewater treatment. This source is substantial, again because Council is effectively accounting for the entire City's wastewater emissions. A major upgrade for the wastewater treatment plant is currently being planned. Incorporating carbon management principles into the design will be a key consideration over the next few years.

Third on the list of Council's emission sources is street lighting. Indeed lighting more generally (including traffic signals, internal building lighting, lighting of public parks and reserves) comprises as much as a quarter of Council's non-waste emissions. Upgrading to LED lights thus represents a significant opportunity for Council to reduce both emissions and operation costs. Significant upgrades have already been implemented since the baseline year, including along all minor roads and in some facilities. Over the next year, further building fixtures will be upgraded, as well as stage 2 of the street lighting upgrade, which will upgrade the fixtures of approximately half of the remaining 'major' roads.

Other energy related emissions from Council buildings are also significant. Space heating in particular represents a significant emission source and cost. Council is in the process of conducting energy audits at each of our facilities, starting with the largest, which has identified opportunities for savings. Each site is unique and requires different interventions, but these can include: adjusting temperature set-points, transitioning from traditional space heaters to more efficient heat pump technologies, and the better use of sensors to control energy consumption.

Next, while split across a number of different business units in the inventory report, are the scope 1 transport related emissions. This includes the emissions from pool vehicles, trucks, and other Council vehicles. To address this issue, Council intends to systematically upgrade its vehicles to electric as these vehicles come up for renewal, and as circumstances allow. Since the baseline year, Council has upgraded a number of its light vehicles to plug-in hybrid electric vehicles. Next, with funding from EECA, Council has purchased two prototype electric rubbish trucks, which will be incorporated into the Council's fleet later this year. Council expects to take advantage of further opportunities to replace existing petrol/diesel fleet vehicles with electric over the coming year.



Council produces, or is otherwise responsible for, significant volumes of waste to landfill each year. Data on these volumes are out of date, having last been studied in 2009, and Council intends to address this gap over the coming year. However, it does not intend to wait until the results are in before taking action. Over the last year, targeted waste audits have been completed at a number of our facilities, which have highlighted significant volumes of compostable and recyclable waste that has nevertheless been sent to landfill. An overhaul of our processes to ensure this waste is diverted is already underway at several sites, including the Civic Administration Building where early results indicate a 62% improvement has been achieved. This approach will continue to be rolled out to other facilities over the coming year.

Council has chosen to account for the emissions resulting from the travel to/from work by its staff. Again, data on these emissions are out of date, having last been gathered in 2011. Council intends to conduct another survey over the coming year both in order to better quantify emissions, and to better understand staff decision-making and the options available to reduce emissions. In the meantime, Council intends to better facilitate active transport modes by: ensuring all facilities have adequate bike parking facilities, providing wet-weather gear, and promoting greater use of active transport through the Aotearoa Bike Challenge.

## 7 Targets for emissions reduction

The organisation is committed to managing and reducing its emissions in accordance with the Programme requirements. Table 1 provides details of the emission reduction targets to be implemented. These are 'SMART' targets (specific, measurable, achievable, realistic, time-constrained).

Council has set a 25% emissions reduction target for citywide emissions over the next ten years. Council expects to achieve at least as much internally, while developing a roadmap to near-term carbon neutrality. As the Council owned closed landfills mature (Awapuni Landfill was closed in 2007, since when Palmerston North's solid waste has been sent to the private Bonny Glen Landfill), emissions will continue to decline. Council has accordingly expects to reduce overall emissions by 17% by mid-2019. Excluding landfill emissions, the Council projects outlined in this document are expected to lead to a 7% reduction in gross emissions over the same timeframe.



Table 1: Emission reduction targets.

| Emissions reduction initiative                          | Target | Baseline (tCO <sub>2</sub> e) | Target date | Metrics/ KPI     | Responsibility          | Rationale  |
|---|--------|-------------------------------|-------------|------------------|-------------------------|--|
| Total Gross Scope 1, 2 and 3 mandatory emissions        | 25%    | 33473.00                      | 30/06/2029  | Per \$M turnover | Chief Executive Officer | Council citywide target as set in the 'Eco City Strategy' during 2018 LTP consultation                 |
| Total Gross Scope 1, 2 and 3 mandatory emissions        | 17%    | 33473.00                      | 30/06/2019  | Per \$M turnover | Chief Executive Officer | Sum of expected reductions through to 30/06/2019   |
| Non-Landfill Gross Scope 1, 2 and 3 mandatory emissions | 7%     | 6744.00                       | 30/06/2019  | Per \$M turnover | Chief Executive Officer | Sum of expected reductions through to 30/06/2019   |
| Emission specific 'subtargets'                          |        |                               |             |                  |                         |  |
| Transition to Electric Vehicles                         | 10%    | 907.00                        | 30/06/2019  | Per \$M turnover | Fleet Manager           | Expected reduction from planned EV purchases   |
| Upgrade Street Lighting to LED                          | 59%    | 543.00                        | 30/06/2019  | Per \$M turnover | Project Engineer        | Expected reduction in power consumption from complete rollout  |
| Begin upgrade building and reserve lighting to LED      | 60%    | 32.00                         | 30/06/2019  | Per \$M turnover | Project Engineer        | Expected reduction in power consumption from projects through to end of 2018/19 FY                     |
| Improve landfill waste diversion from Council buildings | 66%    | 10.00                         | 30/06/2019  | Per \$M turnover | Waste Engineer          | Council building waste is a small proportion of total waste, but significant reductions are achievable |
| Continued maturation of closed landfills                | 19%    | 26826.00                      | 30/06/2019  | Absolute         | Waste Engineer          | Expected reduction based on first order decay modelling  |



## 8 Specific emissions reduction projects

In order to achieve the reduction targets identified in Table 1 specific projects have been evaluated to achieve these targets. These are detailed below.

Table 2: Projects to reduce emissions.

| Objective  | Actions   | Responsibility          | Completion date |
|--|---|-------------------------|-----------------|
| Transition to Electric Vehicles  | Progressively replace fleet vehicles with electric where practical  | Fleet Manager           | Ongoing         |
| Upgrade Street Lighting to LED   | Upgrade all street lighting fixtures to LED   | Project Engineer        | 2020.00         |
| Upgrade building and reserve lighting to LED   | Upgrade all other lighting fixtures to LED where practical  | Project Engineer        | 2024.00         |
| Energy Audits of Council Facilities  | Sequentially audit facilities energy usage to identify opportunities to reduce energy consumption   | Energy Officer          | Ongoing         |
| Reduce 'plant item' fuel usage   | Trial lower frequency mowing regimes, promoting wildflower growth in lower amenity reserves   | Leisure Assets Planner  | 2019.00         |
| Reduce hot water flow rates  | Install aerators and flow restrictors on all hot water taps and showerheads   | Eco Design Advisor      | 2019.00         |
| Reduce soft plastic packaging and polystyrene  | Use purchaser power to influence current suppliers to reduce non-recyclable packaging   | Waste Engineer          | Ongoing         |
| Improve landfill waste diversion from Council buildings                              | Roll out the CAB 'Bin The Bin' programme to the central library then to other staffed facilities  | Waste Engineer          | 2019.00         |
| Improve landfill waste diversion from public facilities and parks                    | Review all PNCC's public 'fixed bin' infrastructure to improve design and legibility for users. Review facility user contracts to require adequate recycling.   | Waste Engineer          | 2019.00         |
| Reduce waste to landfill from Council funded events, and events held on Council land | Work with event organisers to continue to apply 'zero waste event' principles. Provide integrated support package to events in order to make zero waste 'easy'. | Waste Engineer          | Ongoing         |
| Low Carbon Buildings and Projects  | Review project management and procurement processes to ensure project design phase considers whole-of-life cost and carbon emission mitigations.                | Chief Financial Officer | 2019.00         |
| Staff Travel   | Promote active transport. Provision of bikes for staff travelling to meetings, adequate parking   | Transportation          | Ongoing         |



| Objective    | Actions   | Responsibility          | Completion date |
|--------------|---|-------------------------|-----------------|
|              | facilities, and wet weather gear.   | Planner                 |                 |
| Staff Travel | Negotiate bulk discount for e-bikes, and institute salary advance scheme for staff members. | Human Resources Manager | 2019.00         |

Table 3: highlights emission sources that contributed to poor data quality in the Emissions Inventory Report and describes the actions that will be taken to improve the data quality in future inventories.

Table 3: Projects to improve data quality.

| Emissions source            | Actions to improve data quality                       | Responsibility                                | Completion date |
|-----------------------------|---|---|-----------------|
| Council Waste Production    | Updated Waste Assessment                              | Rubbish and Recycling Engineer                | Early 2019      |
| Staff Commuting             | Updated Travel Survey                                 | Transportation Planner                        | Early 2019      |
| Taxi Travel                 | Obtain taxi travel data from provider                 | Policy Analyst (Environmental Sustainability) | Early 2019      |
| Rented Cars                 | Quantify organisational rental car use                | Policy Analyst (Environmental Sustainability) | Early 2019      |
| Freight                     | Quantify organisational freight use                   | Policy Analyst (Environmental Sustainability) | Early 2019      |
| Electricity and Natural Gas | Review discrepancy between reported and invoiced data | Policy Analyst (Environmental Sustainability) | Early 2019      |

The emissions inventory identified various emissions liabilities. Table 4 details the actions that will be taken to prevent GHG emissions from these potential emissions sources.

Table 4: Projects to prevent emissions and reduce liabilities.

| Emissions source                                     | Actions to reduce liabilities  | Responsibility                                       | Completion date |
|--|--|--|-----------------|
| Air conditioning units (refrigerant gasses)          | Regular servicing and maintenance to prevent damage  | Parks and Property Manager (via contracted services) | Ongoing         |
| Forestry (Damage from pest plants and animals, fire) | Management of pest plants and animals in Turitea, Arapuke & Hardings Park forests. Rural fire management plan. | Water & Waste Services Manager                       | Ongoing         |
| Diesel Generators & Tanks (leakage)                  | Monthly fuel dips & regular maintenance  | Treatment Plants Manager                             | Ongoing         |



## 9 Unintended environmental impacts

| ENVIRONMENTAL IMPACTS       | Transition to Evs    | LED Upgrades | Energy Audits | Less Mowing | Lower Hot Water Flow Rates | Less soft plastics | More landfill waste diversion | Sustainable Facilities | Regular AC & Generator Servicing | Encouraging Active/Public Staff Travel | Forestry Protection Measures |
|-----------------------------|----------------------|--------------|---------------|-------------|----------------------------|--------------------|-------------------------------|------------------------|----------------------------------|--|------------------------------|
| Resource use                |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Electricity consumption     |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Fuel consumption            |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Water consumption           |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Wastewater discharge        |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Waste to landfill           |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Air, land and water quality |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Transport congestion        |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Biodiversity                |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Land use                    |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Flooding                    |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Local economy               |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
|                             |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
|                             |                      |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Dark Green                  | Significant positive |              |               |             |                            |                    |                               |                        |                                  |  |                              |



| ENVIRONMENTAL IMPACTS | Transition to Evs          | LED Upgrades | Energy Audits | Less Mowing | Lower Hot Water Flow Rates | Less soft plastics | More landfill waste diversion | Sustainable Facilities | Regular AC & Generator Servicing | Encouraging Active/Public Staff Travel | Forestry Protection Measures |
|-----------------------|----------------------------|--------------|---------------|-------------|----------------------------|--------------------|-------------------------------|------------------------|----------------------------------|--|------------------------------|
|                       | impact                     |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Light Green           | Some positive impact       |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| White                 | No change                  |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Yellow                | Some adverse impact        |              |               |             |                            |                    |                               |                        |                                  |  |                              |
| Red                   | Significant adverse impact |              |               |             |                            |                    |                               |                        |                                  |  |                              |

## 10 Key performance indicators

Table 5: KPIs.

| KPI                           | 2016   |
|-------------------------------|--------|
| Turnover/revenue (\$Millions) | 110.37 |

Table 6: GHG emissions per KPI.

| KPI   | 2016   |
|---|--------|
| Total gross GHG emissions per Turnover/revenue (\$Millions)     | 303.28 |
| Total mandatory GHG emissions per Turnover/revenue (\$Millions) | 300.12 |

N/A



## 11 Monitoring and reporting

Energy (Electricity and Natural Gas) data is reported monthly, via SmartPower, to the Energy Officer. Vehicle data is reported monthly, via PNCC's internal data management systems to SmartPower, and then to the Environmental Sustainability Policy Analyst (ESPA) and the Fleet Manager. Air travel data is collected by PNCC's travel provider (Orbit), reported by SmartPower monthly to the ESPA. Refrigerant use is reported yearly by the refrigerant contractor to the ESPA. Wastewater data is collected daily by PNCC's wastewater operations team, and reported yearly to the ESPA. Landfill gas emissions are estimated yearly by the ESPA. Workplace commuting data is collected during the Workplace Travel Study survey, last completed in 2011, and reported to Transport Planner and the ESPA. It is intended that this survey will be completed again in 2019, and every three years thereafter. Council waste (from Council facilities & offices, street & park bins, the Arena, and non-recyclable products deposited in Council provided kerbside recycling bins and not identified and rejected by the streetside operational staff) is collected during the Council Facility Waste Audit, last completed in 2009, and reported to the Rubbish and Recycling Engineer and the ESPA. It is intended that this survey will be completed again in 2019, and every three years thereafter.

Ultimately, all GHG emission data is the responsibility of the ESPA, who reports on progress to the Senior Management Team every six months.

## 12 Emissions reduction calculations

Table 7: GHG inventory results.

|   | 2016      |
|---|-----------|
| Scope 1   | 30,819.51 |
| Scope 2   | 1,801.73  |
| Scope 3 Mandatory   | 502.84    |
| Scope 3 Additional  | 349.07    |
| Scope 3 One time  | 0.00      |
| Total gross emissions                                       | 33,473.15 |
| Reporting reductions  |           |
| 5-year average (tCO <sub>2</sub> e)                         | 33,473.15 |
| 5-year average (tCO <sub>2</sub> e) (scope 1 & 2)           | 32,621.24 |
| Emissions intensity reductions                              |           |
| Turnover/revenue (\$Millions)                               | 110.37    |
| GDP deflator values Yr1 prices (assumed)                    |           |
| Adjusted turnover (\$M)                                     |           |
| Emissions intensity (tCO <sub>2</sub> e/\$M)                | 303.28    |
| 5-year average emissions intensity (tCO <sub>2</sub> e/\$M) | 303.28    |
| Percentage change in absolute emissions                     | (no data) |





|  | 2016      |
|--|-----------|
| Percentage change in emissions intensity | (no data) |

13 Performance against plan

Not applicable, as this is the baseline year.



## MEMORANDUM

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Housing Steering Group: Terms of Reference

**DATE:** 9 April 2019

**PRESENTED BY:** David Murphy, City Planning Manager, Strategy and Planning

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

---

### RECOMMENDATION(S) TO COUNCIL

1. That the memorandum dated 20 February 2019 and titled "Housing Steering Group: Scope of the Terms of Reference" be uplifted from the table.
2. That the information contained in the memorandum dated 20 February 2019 and titled "Housing Steering Group: Scope of the Terms of Reference" as attached to the memorandum dated 9 April 2019 and titled "Housing Steering Group: Terms of Reference" be received.
3. That a Housing Steering Group is formed.
4. That the Housing Steering Group Terms of Reference attached to the memorandum dated 9 April 2019 and titled "Housing Steering Group: Terms of Reference" be adopted.

---

### 1. ISSUE

A memorandum dated 20 February 2019 reported to the March 2019 Planning and Strategy Committee sought further Council direction on the Housing Steering Group Terms of Reference. The memorandum was left to lie on the table.

### 2. BACKGROUND

The background to the Council instruction to form a Housing Steering Group was detailed in the memorandum dated 20 February 2019.

Further clarification on the purpose of the Housing Steering Group has been sought from the Mayor and Cr. Susan Baty, the mover and seconder of the resolution to form a Housing Steering Group.

## PALMERSTON NORTH CITY COUNCIL

The focus of the recommended Terms of Reference is on increasing the supply of housing in the private market, in particular good quality rental accommodation and affordable or first homes.

The recommended Terms of Reference do not seek to address homelessness, emergency or transitional housing, state / social housing or subsidised rental housing.

Increasing the supply of housing is a key focus within the City Development Strategy.

The recommended Housing Steering Group Terms of Reference is attached to this memorandum as Appendix A.

The earlier memorandum dated 20 February 2019 is attached to this memorandum as Appendix B.

### 3. NEXT STEPS

Invite the recommended members to nominate a representative and schedule the first meeting.

### 4. COMPLIANCE AND ADMINISTRATION

|   |   |            |
|---|---|------------|
| Does the Committee have delegated authority to decide?<br>If Yes quote relevant clause(s) from Delegations Manual |   | <b>No</b>  |
| Are the decisions significant?  |   | <b>No</b>  |
| If they are significant do they affect land or a body of water?   |   | <b>No</b>  |
| Can this decision only be made through a 10 Year Plan?  |   | <b>No</b>  |
| Does this decision require consultation through the Special Consultative procedure?                               |   | <b>No</b>  |
| Is there funding in the current Annual Plan for these actions?  |   | <b>Yes</b> |
| Are the recommendations inconsistent with any of Council's policies or plans?                                     |   | <b>No</b>  |
| The recommendations contribute to Goal 1: An Innovative and Growing City  |   |            |
| The recommendations contribute to the outcomes of the Economic Development Strategy                               |   |            |
| The recommendations contribute to the achievement of action/actions in the Housing and Future Development Plan    |   |            |
| The action is: Monitor supply and demand of urban development   |   |            |
| Contribution to strategic direction   | The Housing and Future Development Plan directs that Council be much more responsive in how it provides land for housing and supports a greater choice of housing choice. |            |

### **ATTACHMENTS**

1. Appendix A: Housing Steering Group Terms of Reference [!\[\]\(ce77bba2916ff045bdb9f4584b191293\_img.jpg\) !\[\]\(b31d4eff00ee94d2cc889725763ab186\_img.jpg\)](#)
2. Appendix B: Memorandum dated 20 February 2019 [!\[\]\(7cca60917fc4166291d2b648cb6bea1b\_img.jpg\) !\[\]\(d87bb2c832300cfc0eca445594614032\_img.jpg\)](#)

**APPENDIX A – PALMERSTON NORTH CITY HOUSING STEERING GROUP**

1. The name of the group shall be the Palmerston North City Housing Steering Group (HSG)
2. The purpose of the HSG shall be to provide strategic leadership on the following:
  - a) Increasing the supply of housing in the private market, in particular good quality rental accommodation and affordable or first homes.
  - b) Advocacy on the issues that can contribute to good housing outcomes.
  - c) Ensuring sufficient land and infrastructure is available to accommodate growth and provide market choice while responding to changing demographics.
  - d) Working with developers and agencies to co-create new housing opportunities.
3. The HSG shall meet quarterly or such other frequency as the HSG decide is appropriate to consider matters arising.
4. The membership of the HSG shall include the following:
  - a. Mayor
  - b. Lead Councillor for Housing Portfolio
  - c. Rangitane
  - d. Housing New Zealand
  - e. Real Estate Institute of New Zealand
  - f. Manawatu Property Investors Association
  - g. Chief Executive nominees
  - h. Co-opted members as required, e.g. Palmerston North Maori Reserve Trust, Kiwibank, UCOL, Massey University, property developers, Defence Force
5. Any actions from the HSG that cannot be implemented under existing delegations will be referred to Council.

## MEMORANDUM

**TO:** Planning and Strategy Committee

**MEETING DATE:** 4 March 2019

**TITLE:** Housing Steering Group: Scope of the Terms of Reference

**DATE:** 20 February 2019

**PRESENTED BY:** David Murphy, City Planning Manager, Strategy and Planning

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

---

### RECOMMENDATION(S) TO COUNCIL

1. That the Scope of the Housing Steering Group Terms of Reference include the total housing continuum from insecure housing / homelessness through to private market (rental and ownership)

OR

That the Scope of the Housing Steering Group Terms of Reference is informed by the Connected Community Strategy and City Development Strategy.

---

### 1. ISSUE

Clarification is required on the scope of the Housing Steering Group Terms of Reference.

### 2. BACKGROUND

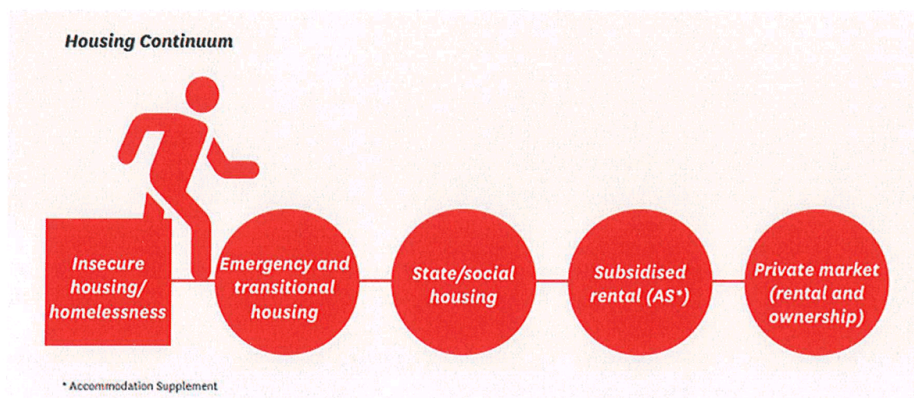
Following the presentation of Manawatu Quarterly Economic Monitor and June 2018 National Policy Statement on Urban Development Capacity Report at the 10 December 2018 Economic Development Committee, the following resolution was passed at the Extraordinary Council Meeting on 10 December 2018:

*That the Chief Executive be instructed to form a "Housing Steering Group" to advance housing at all levels in the city with a vision of increasing the city's overall housing stock.*

Elected members noted there was an urgency to consider housing concerns in Palmerston North and that a steering group would be the best way to get a full assessment.

The housing continuum is broader than the role defined by Council within the Connected Community Strategy and City Development Strategy. Clarification is therefore required on the scope of the Housing Steering Group Terms of Reference.

The Government housing continuum includes:



The Connected Community Strategy provides the following direction:

*Council will continue to advocate on the issues that can contribute to good housing outcomes. The need for housing for the most vulnerable people in the community is not an issue that the Council can address on its own. It will work with community partners, such as Te Tihi, to develop comprehensive and caring responses to housing needs. Council's role will include the direct provision of housing, as well as advocacy and support for the efforts of others.*

The City Development Strategy provides the following direction:

*Council's main role is to make sure land and infrastructure are available to accommodate growth and provide market choice while responding to changing demographics. The private sector provides new housing in Palmerston North. Council will work closely with developers to co-create new housing opportunities, such as the proposed Hokowhitu Residential Area at Centennial Drive.*

Council also needs to be mindful that the Papaioea Housing Alliance Charter (Housing Alliance) was formed in 2018 and has the following vision:

*By 2028, the Housing Alliance has contributed towards a wider range of affordable housing options, improving support and engagement at all levels, helping more whānau to realise their housing aspirations and improving self-empowerment and positivity. Our communities are safer and healthier than ten years ago, higher levels of social consciousness prevail, socio-economic status and community participation has improved, community sustainability*





PALMERSTON NORTH CITY COUNCIL

*and resilience is higher than it has been achieved and our whānau have achieved Whānau Ora*

The inaugural members of the Housing Alliance are:

- Te Tihi o Ruahine Whanau Ora Charitable Trust Alliance
- Housing New Zealand Corporation;
- Palmerston North City Council;
- Ministry of Social Development;
- Tanenuiarangi Manawatu Incorporated; and
- Emerge Aotearoa.

The Chief Executive represents Palmerston North City Council on the Housing Alliance. Councillor Baty, as Lead Councillor for the Housing Portfolio, and the General Manager, Strategy and Planning also represent Council on housing groups associated with the Alliance. They provide a key connection to the wider activity occurring at a cross-agency level to address housing issues facing the City across the continuum.

A copy of the Papaioea Housing Alliance Charter is attached as Appendix A.

### 3. NEXT STEPS

Confirm the Housing Steering Group Terms of Reference based on Council's direction.

### 4. COMPLIANCE AND ADMINISTRATION

|  |     |
|--|-----|
| Does the Committee have delegated authority to decide?   | No  |
| If Yes quote relevant clause(s) from Delegations Manual  |     |
| Are the decisions significant?   | No  |
| If they are significant do they affect land or a body of water?  | No  |
| Can this decision only be made through a 10 Year Plan?   | No  |
| Does this decision require consultation through the Special Consultative procedure?                                  | No  |
| Is there funding in the current Annual Plan for these actions?   | Yes |
| Are the recommendations inconsistent with any of Council's policies or plans?  | No  |
| The recommendations contribute to Goal 1: An Innovative and Growing City and Goal 3: A Connected and Safe Community. |     |

Page | 3



PALMERSTON NORTH CITY COUNCIL

|   |  |
|---|--|
| The recommendations contribute to the outcomes of the City Development Strategy and Connected Community Strategy.   |  |
| The recommendations contribute to the achievement of action/actions in the Housing and Future Development Plan and Social Housing Plan.   |  |
| The actions are: Monitor supply and demand of urban development, advocate to central Government for an increased contribution to social housing in the city and deliver council housing to people with the greatest need. |  |
| Contribution to strategic direction   | The Housing and Future Development Plan directs that Council be much more responsive in how it provides land for housing and supports a greater choice of housing choice. The Social Housing Plan seeks to meet the housing needs of people with the greatest needs. |

**ATTACHMENTS**

1. Appendix A: Papaioea Housing Alliance Charter

# PAPAIOEA (PALMERSTON NORTH) HOUSING ALLIANCE CHARTER ("HOUSING ALLIANCE")



## 1. Background and Purpose

- 1.1 The partners in this Charter have been working collaboratively together in recent times in the housing arena to explore affordable housing options for the communities of Palmerston North.
- 1.2 The partners have now come together to form the Papaioea (Palmerston North) Housing Alliance to formalise their collective approach towards this kaupapa and to implement a shared housing pathway for the City.
- 1.3 We all acknowledge that this Charter is a living document.

## 2. Vision of Alliance

- 2.1 The Vision was developed at the first meeting of the Alliance in 2018. It is:  
*By 2028, the Housing Alliance has contributed towards a wider range of affordable housing options, improving support and engagement at all levels, helping more whānau to realise their housing aspirations and improving self-empowerment and positivity. Our communities are safer and healthier than ten years ago, higher levels of social consciousness prevail, socio-economic status and community participation has improved, community sustainability and resilience is higher than it has been achieved and our whānau have achieved Whānau Ora"*

## 3. Our Alliance Values

- 3.1 The values underpinning our Alliance are as follows:
  - Te Tiriti o Waitangi;
  - Being Courageous, Innovative, and solution-focused;
  - Kotahitanga, Whānau Ora, Kaitiakitanga, Ako, Aroha; and
  - Rangatiratanga and Whanaungatanga.

## 4. The Principles of Our Partnership

- 4.1 The principles underpinning our Alliance are:
  - Fostering and maintaining trust amongst partners;
  - Achieving agreement based on consensus;
  - Agreed development on how we will measure our progress to achieve our vision;

- Respecting each other's mana, tino rangatiratanga and the strengths we bring to the Alliance;
- Being open and transparent in our communications with each other, our communities and our wider stakeholders;
- Collectively fostering cooperation rather than competition;
- Discussing conflicts early and dealing with them effectively;
- Sharing responsibility and accountability for our outcomes;
- Being open minded in our dealings with each other; and
- Each being responsible for keeping our home organisations informed of our actions and obtaining any necessary approvals to progress our respective actions in the Alliance.

## 5. The Aims of Our Alliance

5.1 As an Alliance, our aims are to:

- Improve access to Housing assets and opportunities;
- Foster a shift from best value to community best use;
- Engage robustly and transparently with our community;
- Achieve an increased number of whanau reaching their housing aspirations; and
- Better use technology and innovation to achieve better housing outcomes.

## 6. Membership of Our Alliance

6.1 The inaugural members of the Alliance are:

- Te Tihi o Ruahine Whanau Ora Charitable Trust Alliance;
- Housing New Zealand Corporation;
- Palmerston North City Council;
- Ministry of Social Development;
- Tanenuiarangi Manawatu Incorporated; and
- Emerge Aotearoa.

6.2 Any future partners to the Alliance must be by agreement of inaugural Alliance members only, and new partners must bring one or more of the following value-add ons:

- Proven ability to engage and work effectively with individuals and whānau in the City;
- Proven ability and willingness to deliver specific value adding services in alignment with a one programme approach to housing;



- Commitment to working in accordance with our Charter;
- Ownership at scale of respite, social and/or other housing assets;
- Large scale construction capability/capacity;
- Proven asset management capability/capacity;
- Proven tenancy management capability/capacity;
- Proven property development capability/capacity;
- Proven social and/or other affordable housing development expertise/capacity;
- Investment capacity and willingness; and/or
- Urban planning and design capacity.

## **7. Our Alliance Governance Operating Guidelines**

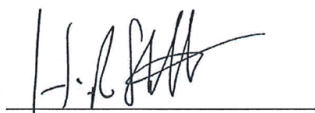
### **7.1 Meetings and Operational Support**

- We shall meet three weekly initially and review frequency of meetings as required;
- Papers shall be sent out at least three days prior to meetings;
- Te Tuahiwi of Te Tihi o Ruahine Whānau Ora Alliance Charitable Trust shall provide the back office supports to our Alliance, including agenda setting with the Chair, collating and emailing of papers to partners, minute taking and other necessary support to ensure the proper functioning of the Alliance;
- Meeting decisions shall be by consensus and thus we will have decision makers at Alliance meetings who have the authority to act for their respective home organisations; and
- We shall declare any conflict of interests which are to be recorded in minutes.

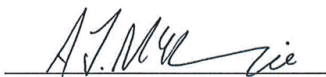
## **8. Variation**

- 8.1 Any changes to our Charter must be agreed in writing by all partners.

## 9. Signed as an Alliance



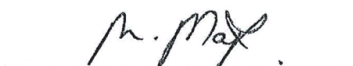
Signed by Heather Shotter, Chief Executive Officer for Palmerston North City Council



Signed by Andrew McKenzie, Chief Executive Officer for Housing New Zealand Corporation

\_\_\_\_\_  
Signed by Katie Brosnahan, Regional Commissioner for Ministry of Social Development

\_\_\_\_\_  
Signed by John Cook, Group Director of Business Services and Development for Emerge Aotearoa



Signed by Mataroa Mar, Upoko Whakarae for Te Tihi o Ruahine Whanau Ora Alliance



Signed by Danielle Harris, Chief Executive for Tanenuiarangi Manawatu Incorporated

Date: 29 May 2018





## MEMORANDUM

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Palmerston North Housing and Business Development Capacity Assessment Report - May 2019

**DATE:** 15 April 2019

**PRESENTED BY:** David Murphy, City Planning Manager, Strategy and Planning  
Julie MacDonald, Strategy and Policy Manager, Strategy and Planning

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

### RECOMMENDATION(S) TO COUNCIL

1. That the Palmerston North Housing and Business Development Capacity Assessment Report – May 2019 is received to inform future decision making, in particular changes to the Palmerston North City District Plan and the 2021 Long Term Plan Process.
2. That the recommendations at paragraphs 3.1 to 3.13 of the Palmerston North Housing and Business Development Capacity Assessment Report – May 2019 attached to the memorandum dated 15 April 2019 titled “Palmerston North Housing and Business Development Capacity Assessment Report – May 2019” be adopted.

### 1. ISSUE

- 1.1 The Council is required to produce a Housing and Business Development Capacity Assessment (the Capacity Assessment) under policy PB1 of the National Policy Statement on Urban Development Capacity 2016 (NPS – UDC).
- 1.2 The Capacity Assessment is a technical research report that will inform future strategy and policy decisions made by the Council. For example, the preparation of a Future Development Strategy under the NPS - UDC, future changes to the Palmerston North City District Plan, and the 2021 Long Term Plan process.

### 2. BACKGROUND

- 2.1. The Capacity Assessment has been prepared to meet the Council’s requirements under the NPS - UDC. It requires that local authorities with urban area resident

populations of over 30,000 people shall, on at least a three-yearly basis, carry out a housing and business development capacity assessment that:

- a. Estimates the demand for dwellings, including the demand for different types of dwellings, locations and price points, and the supply of development capacity to meet that demand, in the short, medium and long-terms; and
- b. Estimates the demand for the different types and locations of business land and floor area for businesses, and the supply of development capacity to meet that demand, in the short, medium and long-terms; and
- c. Assesses interactions between housing and business activities, and their impacts on each other.

- 2.2 Palmerston North is currently classified as a medium-growth urban area by the NPS - UDC because its resident population is projected to grow by 9.5% between 2013 to 2023 according to the most recent Statistics New Zealand medium urban area population projections. The 2017 population and household projections prepared by Sense Partners suggest the city will grow by 12.2% between 2013 to 2023, which would classify it as a high growth urban area.

### 3. OVERVIEW

- 3.1 The Capacity Assessment identifies a significant increase in annual housing supply in Palmerston North as well as growth in housing demand, and discusses some of the factors contributing to the increase in housing demand in the city. Major capital investment projects in the city and wider region means that housing demand is likely to remain strong over the next 10 to 15 years.
- 3.2 Housing affordability in Palmerston North remains favourable compared with most New Zealand high and medium growth urban areas, but affordability is declining, with strong growth in house prices over the past four years. Analysis for the report shows that increased land values have contributed 70% of the increase in the average capital value of houses in the city between 1994 and 2018.
- 3.3 Progress the Council is making to increase the supply of infrastructure serviced land for housing development, and changes to the Residential Zone section of the District Plan, should assist the Council to reduce land ownership concentration in the city and rural-urban land value differentials. However, action is needed to address the increase in demand for rental housing in the city, which is seen in the rapid growth in the waiting list for social housing.
- 3.4 The Capacity Assessment also outlines ongoing growth in demand for commercial and industrial land in the city and the actions the Council has undertaken to monitor the level of demand for land. There has also been action to increase the supply of infrastructure serviced land for growth in commercial and industrial developments in

the city. The first comprehensive review of vacancy rates in the commercial and industrial zones has been a timely input to the assessment, identifying nil or low vacancy rates in some zones, but ongoing high vacancy levels in lower grade buildings, particularly in the Inner Business Zone.

- 3.5 The Capacity Assessment supports the directions and actions included in the City Development Strategy and Housing and Future Development Plan. The Capacity Assessment recommends prioritising the delivering of these directions and actions.
- 3.6 The Capacity Assessment provides part of the evidence base required to deliver the changes necessary to the District Plan to give effect to the City Development Strategy and Housing and Future Development Plan. It will also provide a useful evidence base for the 2021 Long Term Plan process, including the 2021 Infrastructure Strategy, Asset Management Plans and Development Contributions Policy.

#### 4. NEXT STEPS


- 4.1 Recommendations for actions by the Council are identified in the Recommendation section of the Capacity Assessment on pages 14 and 15.
- 4.2 As noted in the recommendations of this memorandum, the Capacity Assessment and associated recommendations will be used to inform future decision making, in particular changes to the District Plan and 2021 Long Term Plan process.
- 4.3 The Capacity Assessment will also be a useful reference document to inform the work of the Housing Steering Group. It is suggested that the Housing Steering Group receive a briefing on the contents of the Capacity Assessment at its first meeting.

#### 5. COMPLIANCE AND ADMINISTRATION

|   |            |
|---|------------|
| Does the Committee have delegated authority to decide?<br>If Yes quote relevant clause(s) from Delegations Manual | <b>No</b>  |
| Are the decisions significant?  | <b>No</b>  |
| If they are significant do they affect land or a body of water?   | <b>No</b>  |
| Can this decision only be made through a 10 Year Plan?  | <b>No</b>  |
| Does this decision require consultation through the Special Consultative procedure?                               | <b>No</b>  |
| Is there funding in the current Annual Plan for these actions?  | <b>Yes</b> |
| Are the recommendations inconsistent with any of Council's policies or  | <b>No</b>  |

|   |   |
|---|---|
| plans?  |   |
| The recommendations contribute to Goal 1: An Innovative and Growing City  |   |
| The recommendations contribute to the outcomes of the City Development Strategy   |   |
| The recommendations contribute to the achievement of action/actions in the Housing and Future Development Plan  |   |
| The action is: Implement the NPS on Urban Development Capacity, including Housing and Business Needs Assessments, monitoring affordability indicators and a new detailed Future Development Strategy. |   |
| Contribution to strategic direction   | The Housing and Business Development Capacity Assessment required under the National Policy Statement on Urban Development Capacity has been useful for informing the work which needs to be done by Council to implement the City Development Strategy and the Housing and future Development Plan. It will also inform future changes to the District Plan and the zoning changes needed to accommodate growth in the city. |

### **ATTACHMENTS**

1. Palmerston North Housing and Business Development Capacity Assessment - May 2019 (attached separately) 

## MEMORANDUM

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Draft Urban Cycleways Masterplan

**DATE:** 17 April 2019

**PRESENTED BY:** David Murphy, City Planning Manager, Strategy and Planning

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

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### RECOMMENDATION(S) TO PLANNING AND STRATEGY COMMITTEE

1. That the Draft Urban Cycleways Masterplan is approved for consultation.
  2. That the Chairperson and Deputy Chairperson of the Planning and Strategy Committee be authorised to make minor amendments to the Draft Urban Cycleways Masterplan.
- 

#### 1. ISSUE

- 1.1 On 28 May 2018, as part of its deliberations on the 10 Year Plan, Council resolved:
  - i. That the Chief Executive be directed to develop an Urban Cycle Network Development Masterplan (hereafter referred to as 'the masterplan').
  - ii. That programme 1095 'PN - Bunnythorpe Cycle Pedestrian Pathway' in the amount of \$2.833m be revised to an 'Urban Cycle Network Development' programme, to be delivered as \$1.433m in Year 2 (2019/20) and \$1.4m in Year 3 (2020/21) of the 2018-2028 LTP; and that the Bunnythorpe Cycle Pedestrian Pathway be deferred to Year 4 (2021/22) and considered in the next Long Term Plan.
- 1.2 Officers are developing a programme business case in parallel to the masterplan to leverage Council investment with potentially either a 51% or 75.5% funding assistance rate from NZTA. Should this business case be accepted, the total programme budget shall be \$5.782m or \$11.563m respectively.
- 1.3 The draft masterplan sets out Council's long-term vision for the City's cycling infrastructure, and details other actions to support this investment.

- 1.4 In order to properly inform Council's investment beginning Year 2 (2019/20), the masterplan should be completed prior to the end of Year 1 (2018/19).

## 2. BACKGROUND

- 2.1 The Active and Public Transport Plan sets a clear direction regarding needed improvements to promoting cycling through an increased infrastructural level of service, supported by promotional and skills based activities such as the 'Bikes in Schools' programme. A masterplan is needed to ensure these activities are effectively coordinated and prioritised.
- 2.2 The draft masterplan was developed following a series of in-depth workshops with key stakeholders including NZTA, Horizons Regional Council, Sport Manawātū, and members of the community. Further workshops were subsequently held with Councillors and the People on Bikes Forum.
- 2.3 The draft masterplan outlines an ultimate vision for a connected cycle network. It also acknowledges that delivery of this network will need to be phased over time. The draft masterplan prioritises corridors for delivery based on a network prioritisation model which considers factors such as projected demand, equity, cost, feasibility, and connectivity.
- 2.4 An indicative phasing plan is shown on page 15 of the draft masterplan. This has been developed taking into consideration the very tight timeframes available for investigation, design, consultation, and delivery of individual projects. Those corridors that ranked most highly in terms of prioritisation have been assessed with regard to their ease of implementation. Some corridors have already had significant design work completed and could begin consultation and detailed design immediately. Other corridors are known to have significant challenges for delivery, and will require greater investigation and community consultation. It is proposed that investigation and consultation on these corridors could begin in Years 2-3 (2019/20-2020/21), to be constructed in Years 4-6+ (2021/22-2023/24), in anticipation that the urban cycleways programme continues to receive funding in future 10 Year Plans.
- 2.5 Where Council invests in upgrading a particular corridor, it is important that it provides supporting infrastructure to provide a complete service to users. As detailed in the draft masterplan, this will include provision of cycle parking and wayfinding signage.
- 2.6 If approved, the draft masterplan shall be out for consultation for four weeks through the remainder of May, to be reported back to Council on 24 June 2019. An interactive story map has been developed to assist, which can be viewed here: <http://bit.do/ePHHx>

- 2.7 The draft masterplan attached to this memorandum is an unformatted draft. A high quality version using the same content will be produced for the purposes of consultation.

### 3. NEXT STEPS

- A) Consult the community and key stakeholders on the Draft
- B) Review submissions and adjust the masterplan accordingly
- C) Present the adjusted plan for approval to the 24 June Council meeting
- D) Deliver on the actions in the masterplan starting 1 July 2019.

### 4. COMPLIANCE AND ADMINISTRATION

|   |            |
|---|------------|
| Does the Committee have delegated authority to decide? Clause 168   | <b>Yes</b> |
| Are the decisions significant?  | <b>No</b>  |
| If they are significant do they affect land or a body of water?   | <b>No</b>  |
| Can this decision only be made through a 10 Year Plan?  | <b>No</b>  |
| Does this decision require consultation through the Special Consultative procedure?   | <b>No</b>  |
| Is there funding in the current Annual Plan for these actions?  | <b>Yes</b> |
| Are the recommendations inconsistent with any of Council's policies or plans?   | <b>No</b>  |
| The recommendations contribute to Goal 2: A Creative and Exciting City  |            |
| The recommendations contribute to the outcomes of the Creative and Liveable Strategy  |            |
| The recommendations contribute to the achievement of action/actions in the Active and Public Transport Plan   |            |
| <p>The actions are:</p> <ul style="list-style-type: none"> <li>Identify and implement pedestrian and cycle focused improvement to intersections and road crossings</li> <li>Develop a pack of programmes to complete the Primary On-road Cycling and Shared Pathway Network, including higher cycle lane visibility, improved paint quality, and rearranged parking and kerb line layouts</li> <li>Upgrade, on a prioritised bases, cycle route interconnections and intersections</li> <li>Develop and implement a programme to promote the city's walkways, cycling programmes, and activities aimed at generating a behaviour change for a mode shift</li> <li>Develop (a pedestrian) and cyclist amenity plan and implement projects identified in this plan</li> </ul> |            |

|                                     |  |
|-------------------------------------|--|
| Contribution to strategic direction | The masterplan provides programme level guidance to the delivery of the actions in the Active and Public Transport plan. |
|-------------------------------------|--|

### **ATTACHMENTS**

1. Draft Urban Cycleways Masterplan [!\[\]\(448bd415caa8b52d2aeb4d58499267b2\_img.jpg\)](#) 



## Urban Cycle Network Master Plan 2019

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Urban Cycle Network Master Plan

Cover image and image this page courtesy Jack McKenzie

All photos and figures in this document are author’s own work unless otherwise cited

**Unformatted version: all figures and photos will be high resolution for formatted final draft version**



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**Acknowledgements:**

Key stakeholders consulted for this plan included community members of the People on Bikes Forum, NZ Transport Agency investment and multi-modal specialists, Horizons, and Sport Manawatu

Palmerston North City Council (2019) *Urban Cycle Network Master Plan*

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**Keywords:** cycling, network, transport, multi-modal, vision, 10-Year Plan, Active Community, Creative and Liveable



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Urban Cycle Network Master Plan

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# 1. Introduction

## 1.1. What is this plan, and why have one?

The purpose of this Urban Cycle Network Master Plan (the Plan) is to envision how to provide for people to cycle in Palmerston North over the long term, and to inform investment in facilities and supporting activities over years two and three of the 10-Year Plan 2018-28.

Increasing the number of people cycling in the city has been a key priority of the Council for over 15 years. This priority is now aligned with the latest Government Policy Statement (GPS) on Land Transport, which prioritises safety and more transport choices by signalling investment in cycleways, speed management, and promotional activities<sup>[1]</sup>.

The 10-Year Plan 2018-28 states Council’s vision for Palmerston North is ‘small city benefits, big city ambition’. To fulfil this vision the Council has adopted five goals, each with an associated high-level strategy. While this Plan contributes to a varying degree to four of these strategic goals (Figure 2), it is most closely aligned with the Creative and Liveable Strategy (Goal 2). The Council works towards this goal through the Active and Public Transport Plan 2018 - of which this Plan is an action.

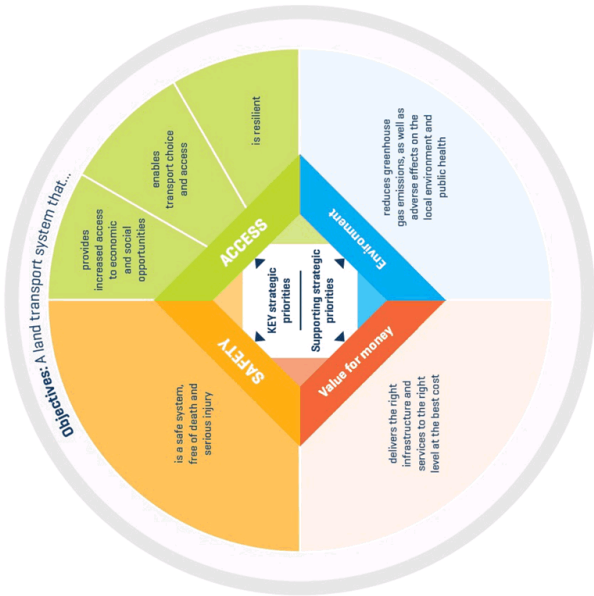


Figure 1: Government and Council priorities align (source: GPS)

Strategic alignment

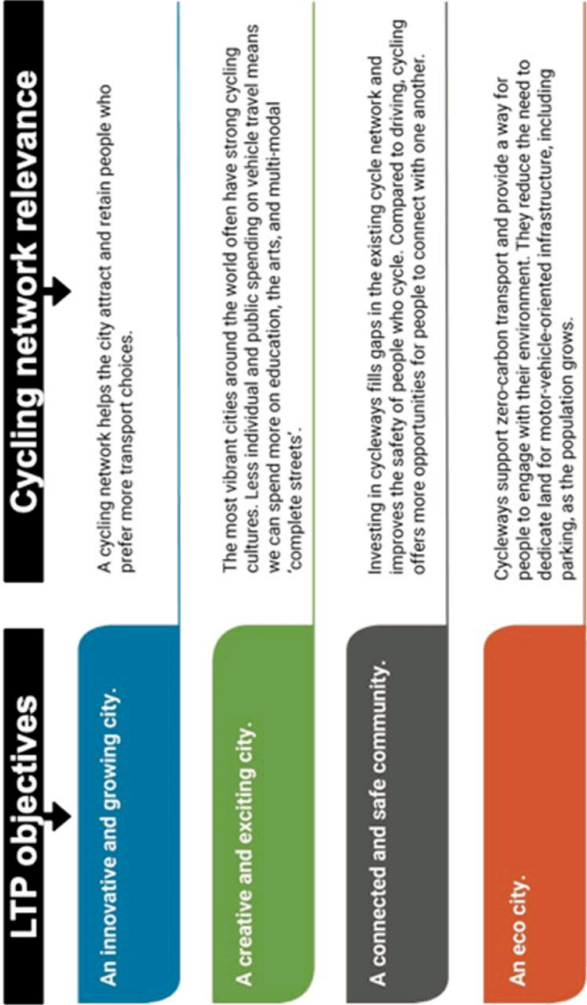


Figure 2: Alignment between 10-Year Plan 2018-28 strategic goals and this Plan

People walking and cycling spend \$34 per trip (drivers spend \$47/trip) but **shop more often**<sup>[2]</sup>, spending more than drivers overall. **15%** of the typical household budget is spent on transport<sup>[3]</sup> – cycling helps keep money in our pockets and available to spend locally.



Figure 3: The Creative and Liveable Strategy



Figure 4: The Active and Public Transport Plan

## 1.2. Urban cycling today

Ask people who cycle in Palmerston North, and most will say that the flat roads and temperate climate make it an easy choice. It's fun, saves money, and improves fitness. With 5.9% of its workforce cycling to work, Palmerston North City is well above the national average (2.9%)<sup>[2]</sup>. However, there is much room for improvement. Compared to other major urban areas, Palmerston North was number 1 up until 1996, and has fallen a place in every census since then.

Although there are more people cycling on city pathways, the number of people cycling on-road and cycling to school has also been declining (Figure 6).

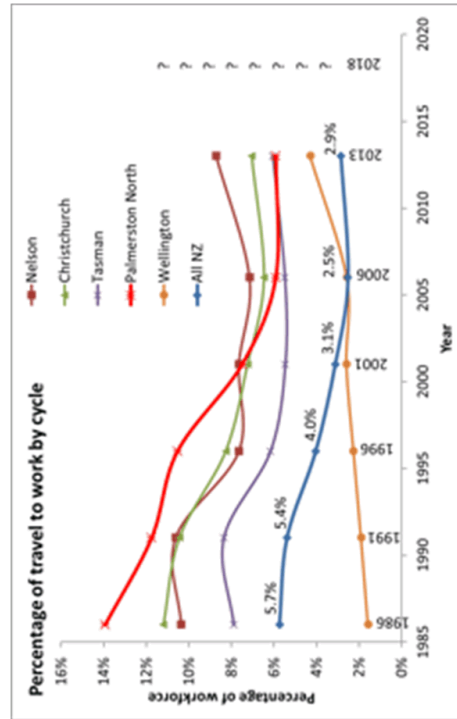


Figure 5: Journey to work by cycle (source: Census)



Figure 6: Cycle counts over time (source: Council data)



Urban Cycle Network Master Plan

As late as the mid 1980's, scores of Palmerston North Girl's High students rode through The Square. Like the rest of New Zealand, cycling to school has fallen precipitously in the past decades<sup>[2]</sup>.

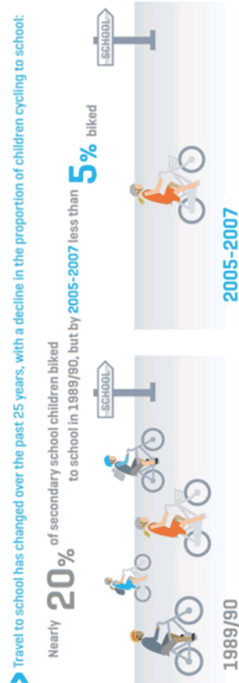


Figure 7: A national trend - cycling to school has declined (source: Ministry of Transport)

On many of our streets, people on bikes are crowded by parked cars, be it cars backing out of parks, cars parking in cycle lanes, or drivers opening their doors without looking. This environment can create discomfort and fear for people on bikes. Our streets should be designed to be forgiving of road user mistakes.



Figure 8: Narrow cycle lanes shared with or next to parking can be hazardous<sup>[3]</sup>

Council has made good progress with off-road pathways – and the network will continue to be extended and improved.

However, primary cycling routes such as Featherston Street, Botanical Road and Te Awe Awe Street currently have cycle symbols in the same space as kerbside parking. Larger roundabouts are particularly challenging for cycling, and many traffic signals don't have dedicated cycling lanes.

Council needs to consider how it treats and prioritises space within existing transport corridors, particularly as urban areas are intensified. From planning to design to wayfinding, Council aims to take into consideration the space and safety needs of people on bikes, scooters, and foot.



Figure 9: Unsealed part of the Manawatu River Path



### 1.3. Vision

Great cycleways have many benefits. They help kids develop independence in how they get to school and around their neighbourhoods. Cycleways also provide more travel choices for all of us. Cycling is also a great way to be fit, healthy and active

They are not just for people biking – they provide space for other wheeled modes such as mobility scooters and electric scooters where footpaths are not the best place to ride. Crossings designed for cycleways often improve crossing opportunities for pedestrians. Trips made by bike also save fuel – keeping more money in the local economy.

#### **This Plan builds on previous work:**

PNCC partnered with MDC in 2007 to produce the Manawātū Active Transport Strategy (MATS), which informed the development of today's primary on-road cycling and shared path network.

The Urban Design Strategy 2010 sought to “increase numbers of people who ride bicycles” as a measure of success.

The Cycling Investigation Working Party (CIWP) published a Cycle Action Plan in 2015<sup>[4]</sup> with actions intended to help deliver on that vision, many of which have been completed or carried forward in this Plan.

#### **The current planning context drives this Plan:**

Priority 5 of the Council's Creative and Liveable Strategy is to **have the most active community in New Zealand.**

The Public and Active Transport Plan's purpose is to have a safe, efficient, and effective active and public transport system.

The Roading and Parking Asset Management Plan (AMP)<sup>[5]</sup> aims to reduce casualties by improving the quality and condition of the cycling network, including at intersections.

Urban Cycle Network Master Plan

To help deliver on the current plans, the vision of this Plan is that:

The Urban Cycle Network **investment** results in an **environment** and **culture** change that encourages more people in Palmerston North to **choose** cycling more often

This Plan aims to create a safe, convenient, and comfortable cycle network and transport system for people of all ages and abilities.

- This includes people who already cycle and those who are currently less-confident about doing so (**section 2**).
- Various ways to provide for cycling are illustrated in **section 3**
- Substantial work has already been planned in the 10-Year Plan (**section 4**).

- The **investment** includes a multi-million dollar funding boost in years 2 and 3 of the 10 Year Plan 2018-28 (**section 4.2**) and a proposed ongoing investment for future years.
- The **environment change** includes cycleways (**see section 4**) and cycle parking (**section 6**) coupled with supporting speed management, parking management, and land use planning (**section 7.5**).
- The **culture** change will be delivered through a comprehensive education, encouragement and enforcement campaign aimed at school children and the wider community (**section 7**).
- **Choice** is about providing multiple transport options for people to suit their particular trip needs. It is also about providing access for people who cannot or do not wish to drive and do not have public transport options. People choosing to cycle is a key outcome to be monitored (**section 8**).
- The actions described throughout the Plan are summarised in **section 9**.

## 2. Who cycles?

We already have about 10% of residents cycling for various trip purposes - they're riding, not always comfortably, on our current network of partial cycle lanes and shared paths.

Research<sup>[6-8]</sup> has shown that more space and ideally physical separation from traffic is required to attract those who are "interested in riding but concerned about safety". This is illustrated in Figure 10, which is an adaptation of work by Geller, Dill and McNeil<sup>[9, 10]</sup>. This plan aims to get more people from the largest (green) segment on their bikes.

These types and levels are not rigid – for example, some people with beginner level skills will ride on busy streets (or illegally on the footpath) if they must use that street to get to their destination.

Likewise, strong riders with advanced skills may use protected cycleways, although they may find slower riders impeding their progress and be unwilling to use such facilities if there is a loss of priority over turning traffic.

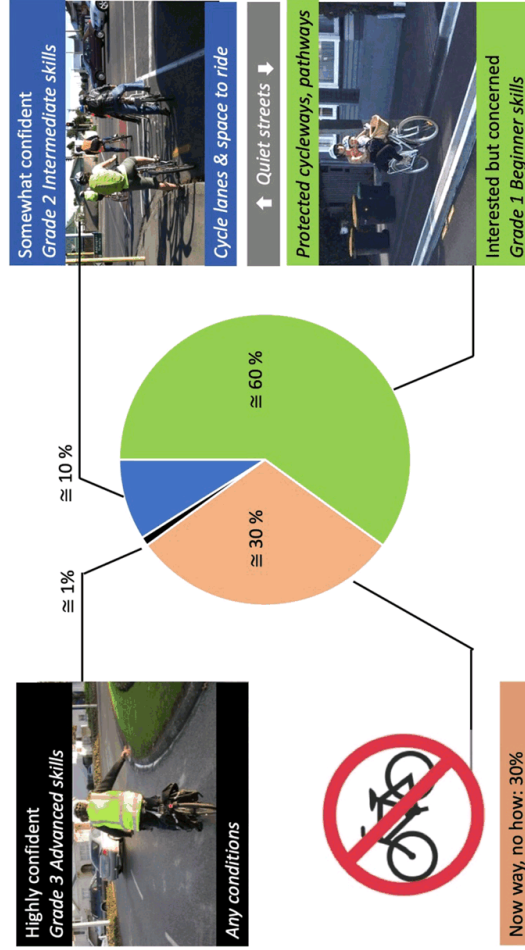


Figure 10: Typology of the public in terms of cycling (source: adaptation of Geller, Dill and McNeil)

Urban Cycle Network Master Plan

Those who are already riding (Figure 11) are role models, and the planned investment aims to make their journeys better.

While some people will drive to the trail, many recreational riders will use streets to connect to trails or rural training routes. Conversely, commuters will use off-road sealed and shared paths as part of their route to various destinations. Therefore, as many routes as possible need to cater for as broad a range of users as possible.

The Creative and Liveable Strategy says the “transport system needs to cater for the lowest level of mobility and physical capability”. As will be discussed in the next section, how the system caters for various users depends on the transport and land use context.



Figure 11: People who are currently riding are role models

### 3. How to provide for cycling

The Council's Street Design Manual 2013<sup>[12]</sup> provides a design vision for Palmerston North streets by setting out how we want our streets to look for different land uses (suburban residential streets, industrial areas, neighbourhood centres) and transport needs (freight priority corridors, local access, etc).

The Council is also working on a framework to better plan, design and manage our street space to balance everyone's differing needs. On identified streets where all road users need to share limited space, measures can be taken to reduce conflicts through separation, parking removal, or reduction of speeds to make it more comfortable and enjoyable for people travelling by bike.

Our transport system will be upgraded and designed to best practice as per the NZ Transport Agency Cycling Network Guidance (CNG, Figure 12). This is the key reference for all New Zealand councils aiming to improve conditions for cycling<sup>[13]</sup>.

This Plan aims to complement the continued expansion of the shared path network with enhanced on-street cycleways on busier streets, and 'family-friendly' neighbourhood greenway routes comprised of quiet local streets and accessways between them. These ways to provide for cycling along in the urban area are illustrated in Figure 13.

There are other facility types such as wide shoulders (e.g. Napier Road), hard surface shared paths along rivers (much of the Manawatu River Path), or unsealed trails (Mangaone Stream Path). These are not illustrated because the focus of this Plan is on urban cycleways and a few remaining missing parks and reserves path links that connect them.



Figure 12: The online Cycling Network Guidance (CNG)



## Urban Cycle Network Master Plan













| Increasing separation from motor vehicles |  |  |   |  |  |  |
|---|--|--|---|--|--|--|
| Cost & or quality                         | Mixed traffic – with sharrow (busy streets)  | Neighbourhood greenway (quiet streets)   | Standard cycle lanes  | Buffered cycle lanes   | Separated cycleways  | Shared paths -along roads  |
| Lower                                     | Broadway Avenue<br> | College Street (E of Victoria Av)<br> | Rangitikei Street<br>   | Church Street<br> | Napier Road<br>       | Te Matal Road<br>     |
|   | Traffic calming, sharrow on commercial streets   | Sharrow on quiet residential streets   | Narrow lane and/or lacking in intersection facilities   | Single buffer, close to parking  | Paint and flexi-posts  | Gravel path; riders tend to stay on road   |
| Higher                                    | Long Beach, CA<br> | Campbell Street<br>                  | Fitzherbert Avenue<br> | Cook Street<br>  | Antigua St, ChCh<br> | Pioneer Hwy Path<br> |
|   | Green shared kerb lane on 4 lane streets   | Traffic calming and sharrow on quiet residential streets   | Wide lane, all intersections included   | Dual buffers, green (latter not shown)   | Kerb separators, cycle signals   | Sealed path  |

Figure 13: Types of provision for cycling along urban streets

## 4. Where: the cycle network

### 4.1. Planned and funded projects prior to this Plan

Palmerston North has a growing network of off-road pathways, including the new He Ara Kotahi bridge linking the city, Massey University and Linton.

With the off-road path network well-advanced, this master plan focuses on:

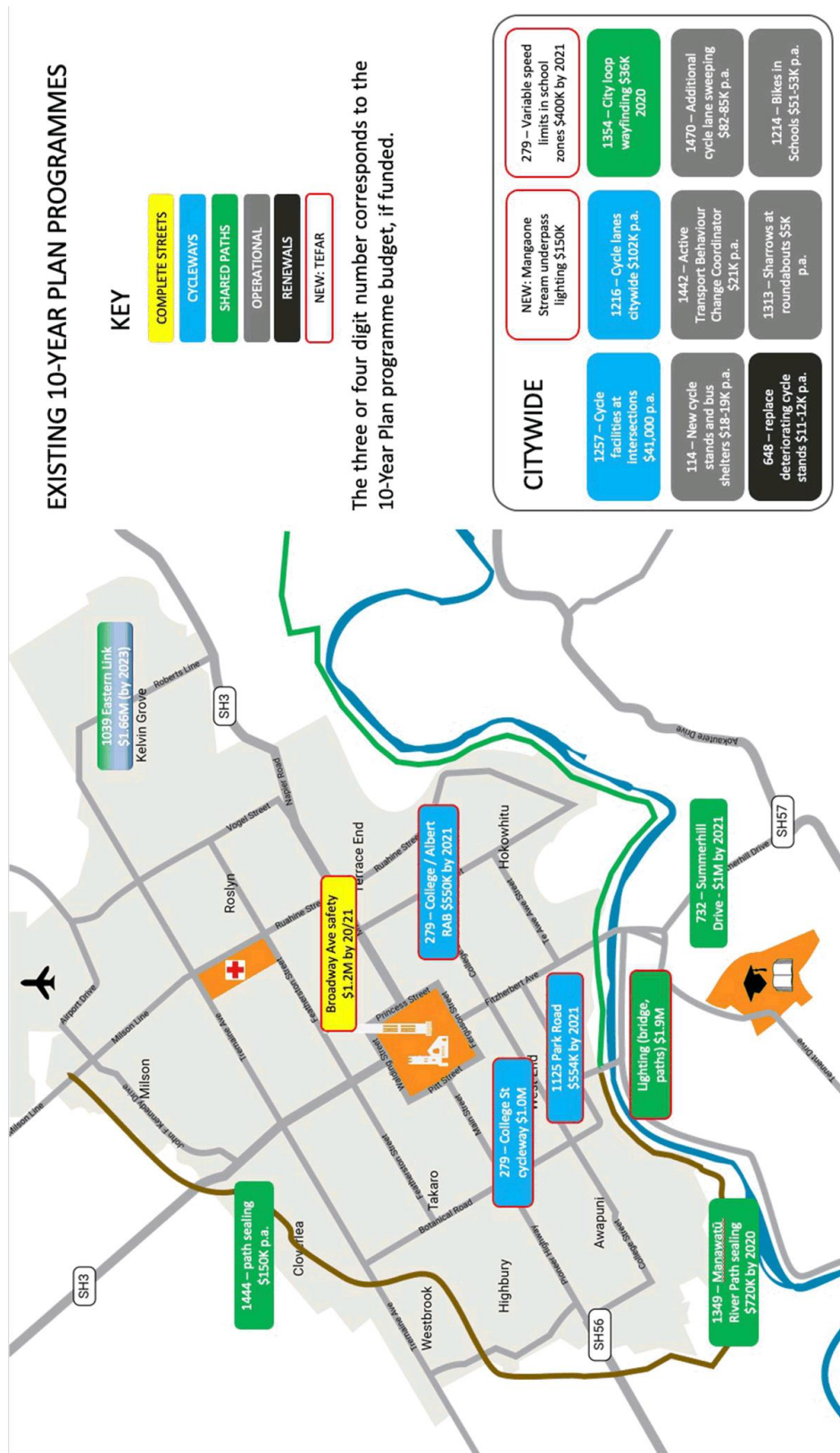
- Widen and connect cycle lanes on higher traffic routes (streets, roads)
- Build out a 'neighbourhood greenway' network comprised of quieter local streets and pathway connections through reserves, with clear wayfinding and easier crossings of major roads

Substantial investigation has already been done to develop options for cycleways on many corridors, including but not limited to the Eastern Link (Railway Road to Riverside Drive), Summerhill Drive, Maxwell's Line, College Street, Botanical Road and Featherston Street.

Both the *Roading and Parking Asset Management Plan* and the *10 Year Plan* identify existing planned cycleway or shared path projects. In addition to these, a new Targeted Enhanced Funding Assistance Rate (TEFAR) programme has prompted Council to apply for additional project funding. All these projects are illustrated in Figure 15.



Figure 14: Several corridors are already in various stages of investigation



**Figure 15: Existing funding allocations**



#### 4.2. Urban cycle network opportunities

The development of this Plan has included a gap analysis, high level project investigation, and prioritisation of potential cycling facilities. A range of potential projects have been identified and are shown in an online map (<https://bit.ly/2VNHcFM>).

While this Plan informs the network development and identifies supporting programmes, it is a static document. The online map is linked to Council's databases and therefore will remain current.

[Click here for Interactive network map](#)

5. When: an initial implementation plan

Several cycleways are currently planned to be completed in the 18/19 or 19/20 financial years, including Summerhill Road and College Street (phase 1 not including the narrow segment from Botanical Road to Batt Street).

In addition to these, thirty-six corridors have been evaluated. To build all of them would cost about \$30M and will take time and funding. Council has allocated \$2.9M for implementation in years two and three of the current 10-Year Plan (2018-2028), meaning fiscal years 19/20 and 20/21.












The highest scoring corridors from the prioritisation process are proposed to be investigated, consulted upon, designed and built over the next five years (Table 1). Where deliverability constraints such as carriageway width, parking impacts, and/or related planning processes are medium or high, construction is planned in year four or later.

During the plan development, a councillor workshop indicated that:

- About 10% of the total budget should go to supporting measures (see section 6)
- Two-thirds of the budget should go to low-cost paint buffered cycle lanes with safe-hit posts and/or temporary treatments (e.g. planter box separators), one-third to simple kerb separators, and only 4% to full street reconstruction methods. This indicated a priority to roll out cycleways faster, with conversion to permanent facilities over time.
- There was more support (score in parentheses) for addressing safety hotspots such as large roundabouts and traffic signals (3.0), developing main routes (2.9), and completing existing routes (2.8) than for concentrating investment in one or two neighbourhoods (2.2)

# Urban Cycle Network Master Plan

Table 1: Draft phasing plan

| KEY:                                |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
|-------------------------------------|-----|--------|--------------------------------|---|---|-----|-----|-----|---|---|---|---|---|---|---|
| I/C                                 |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Investigation Concept design        |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Detailed design                     |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Build                               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Y6+                                 |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| 23/24+                              |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Y5                                  |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| 22/23                               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Y4                                  |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| 21/22                               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Y3                                  |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| 20/21                               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Y2                                  |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| 19/20                               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Locale                              |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Type / notes                        |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Current status                      |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Constraints                         |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Score                               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Prioritised corridors               |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Corridor                            |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Featherston St                      | 593 | High   | Concept design                 | Buffered cycle lane   |  | I/C | D   | B   |   |   |   |   |   |   |   |
| Albert St                           | 499 | Medium | Investigation                  | Cycle lane options to be developed                          |  |     | I/C |     | D | B |   |   |   |   |   |
| College St (Botanical - Batt)       | 471 | High   | Detail design                  | Completing work in progress                                 |  | I/C | D/B |     |   |   |   |   |   |   |   |
| Cook St                             | 456 | Low    | Investigation                  | Intersection safety upgrades                                |  | D   | B   |     |   |   |   |   |   |   |   |
| Park Rd West                        | 436 | Medium | Investigation                  | Cycle lane, Ongley Park path                                |  | I/C | D/B |     |   |   |   |   |   |   |   |
| Main St West                        | 423 | Low    | Concept design                 | Separated cycleway  |  | D   | B   |     |   |   |   |   |   |   |   |
| Waldegrave St                       | 420 | Low    | Investigation                  | Neighbourhood greenway                                      |  | C/D | B   |     |   |   |   |   |   |   |   |
| Cuba St                             | 433 | High   | Investigation                  | Pending Arena Master Plan                                   |  |     |     | I/C | D | B |   |   |   |   |   |
| Milson Line                         | 408 | Medium | Investigation                  | Buffered cycle lane   |  |     | D   | B   |   |   |   |   |   |   |   |
| Maxwells Line                       | 405 | Medium | Concept design                 | Cycle lane or separated cycleway                            |  | I/C | D   | B   |   |   |   |   |   |   |   |
| Te Awe Awe St                       | 401 | Low    | Investigation                  | Complete cycle lane   |  | C/D | B   |     |   |   |   |   |   |   |   |
| Projects already programmed         |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| Programme                           |     |        |                                |   |   |     |     |     |   |   |   |   |   |   |   |
| College St (Maxwells - Botanical)   | n/a | Low    | Detail design                  | Buffered cycle lanes to be implemented with surface renewal | 1216  | I/C | D/B |     |   |   |   |   |   |   |   |
| Park Rd / Cook St intersection      | n/a | Medium | Concept design & consultation  | Pending Esplanade Master Plan                               | 1225  | I/C | D/B |     |   |   |   |   |   |   |   |
| College St / Albert St intersection | n/a | Low    | Concept design & consultation  | Safety improvements   | 279   | I/C | D/B |     |   |   |   |   |   |   |   |
| Summerhill Dr                       | n/a | Medium | Concept design                 | Buffered cycle lanes  | 732   | I/C | D/B |     |   |   |   |   |   |   |   |
| Roberts Line / McLeavey Dr          | 337 | Medium | Concept design & investigation | Cycleway options TBD as per Eastern Link Study              | 1039  | I/C | I/C | D   | B |   |   |   |   |   |   |
| Manawatu River Path                 | n/a | Low    | Programmed                     | Seal existing limesand path                                 | 1349  | B   |     |     |   |   |   |   |   |   |   |
| Mangaone Stream / Linton pathways   | n/a | Low    | Programmed                     | Seal existing limesand path - sections as per budget        | 1444  | B   | B   | B   | B | B | B | B | B | B | B |

## 6. Supporting infrastructure

**Cycle parking.** People who cycle need a safe and secure place to park at home and at their destination.

Council policy as set out in the District Plan is “to encourage the development of safe and accessible pedestrian paths and cycleways, as well as convenient and accessible cycle parking, to support the opportunity for people to use active and non-vehicular modes of transport throughout the City”<sup>[14]</sup>. In addition to long stay cycle parking for staff and short stay parking for visitors, the plan requires the provision of showers and lockers for any new or changed activity where there are 11 or more staff.

Private businesses can follow design guidance available on the Bikes Welcome website<sup>[15]</sup> and the CNG website.

Publicly accessible cycle parking is available city-wide. Council has funded some stands on private property where there have been requests for parking; given the recent revision of District Plan rules such costs will now be borne by property owners and developers.

Council has provided 449 publicly accessible cycle stands. Council’s current budget for cycle stand replacements is \$11,000 per annum. New stands are funded from the bus stop and cycle stand budget of \$41,000 per annum.

**Wayfinding signage** has been installed parallel to College Street and on a number of pathways. The CNG now has a national standard for wayfinding signs on all types of cycleways, including on-street cycleways. A network plan for wayfinding is planned, taking into account key destinations.

Additional budgets may be allocated to supporting infrastructure depending on the outcome of funding applications.



Figure 16: Council’s relocatable covered cycle ‘parklet’ in the Square is well-used  
A map of current council-provided cycle stands is provided in an interactive online map: <https://arcg.is/nfOui>

## 7. Supporting programmes

This section describes non-infrastructure actions Council and partners will take (and where resources are available) to help achieve the Plan vision.

### 7.1. Delivery partners

Together with key partners (Figure 17), Palmerston North City Council provides local infrastructure and sets city speed limits. Funding for infrastructure is often a mix of local rates and assistance from the National Land Transport Fund, administered by the NZ Transport Agency and coordinated by Horizons Regional Council.

Advocates are represented through the Council-convened People on Bikes Forum, established to get user perspectives and community involvement in the development of the network.

Council supports cycling programmes through its contract with Sport Manawatu and through grant funding for the Bikes in Schools programme (including bike tracks).

Various community groups also help deliver on the Plan objectives, such as the Manawatu Mountain Bike Club's weekly skills training for kids and adults.

Massey University is developing a Cycling Strategy and many educational institutions are doing their part to support staff and students who cycle.



Figure 17: Key programme delivery partners



7.2. Marketing and communications plan

**Messaging content.** Communicating the benefits of cycling is required to encourage a habit change. This includes addressing common public misconceptions and driver behaviours towards people on bikes (and vice versa).



Figure 18: This MoT publication<sup>(16)</sup> will inform Council's communications plan

**Website and advertising.** The plan is proposed to include branding, a dedicated web page with educational material (e.g. what is a sharrow? How do you use a "hook-turn" box?, how do you stay safe in roundabouts? Share the road, etc), messaging through council's media channels, billboards aimed at improving road user behaviour, and more.



Figure 19: Billboard aimed at improving motorist behaviour

**Engagement at the project level.** A separate "complete streets engagement guideline" has been developed to improve project delivery from initial discussions with residents and road users through to community events such as grand openings. This has been informed by NZ Transport Agency collated best practices from other cycleway projects in New Zealand. Council will continue to engage with the People on Bikes Forum to obtain user input on project plans.



Figure 20: engagement is key to the project delivery

### 7.3. Cycling skills training and Bikes in Schools

**Bike Ready** cycle skills education is already being delivered in some schools but we plan to target additional skills training at the schools that will directly benefit from the initial urban cycleways investment.



Figure 21: Bike Ready cycle skills instruction in Palmerston North



Figure 22: The award winning and popular Junior Road Safety Park

**Bikes in Schools (BIS)** is a package of bikes, helmets, and one or more riding tracks implemented within a school that enables all students to gain confidence and skills in a safe environment. **Six** schools are now participating, and more are expected to join.



Figure 23: Bikes in Schools Terrace End

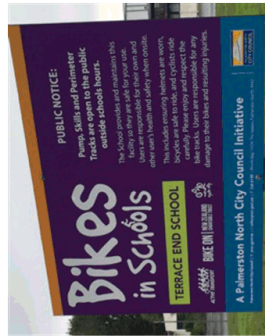


Figure 24: A BIS sign welcomes the public after hours

The **official code for cyclists** is a valuable resource for anyone wanting to know more about the rules of the road and how to stay safe.



Figure 25: Code for cyclists

The **Education Portal** has a wealth of information for parents and educators about cycling<sup>[17]</sup>.

7.4. School and workplace travel plans

**Travel plans** bolster physical changes around school and workplace campuses with education and encouragement activities. We have piloted travel plans at Cloverlea, Roslyn and Ross schools and we aim to strengthen these before a further city-wide roll-out. The budget in Council's 10-Year Plan currently has \$21,000 per annum to resource this; further expansion is being considered dependent on Government funding assistance levels and prioritisation.



Figure 26: key facts from New Plymouth school travel plans

Travel plans work

To support active travel, Councils across NZ are running various education and encouragement campaigns. For example, at the first 15 New Plymouth Let's Go schools, 300 kids started walking, another 300 started biking, and 600 parents started school run carpools<sup>[18]</sup>. Hastings, Auckland, and Christchurch also have council staff dedicated to helping people try active ways to travel.

In Christchurch, council staff have provided workplace travel planning services for many central city employers returning to rebuilt premises post-earthquake. This has included one-on-one advice, maps, information, and ongoing support – and it is working. Among targeted employees, car travel decreased 31%, bus use increased 16%, cycling 8%, walking 5%, and carpooling 2%<sup>[19]</sup>.



## 7.5. Other supporting programmes

**Ride with Us – a Green prescription (GRx).** Many adults lack the confidence or motivation to try cycling. This Plan envisions a “Ride with Us” programme such as proven effective in the Hawkes Bay. This is open to any adult who is written a physical or mental health prescription [20]. Participants are given a loan bike to use if they don’t have one, and a ride leader takes a small group (about 10) out on easy area trails. Many participants have gone from only being able to ride 2km to riding up to 40km in just four months. Some have reported making strong friendships and gaining confidence in themselves. According to the programme organiser from Sport Hawkes Bay: “Nurturing friendships among the group helped build everyone’s confidence, motivation and a sense of looking out for one another, helped build a sustainable programme which works”.

Keys to sustainability include sourcing affordable bikes, forming a regular riding group, finding volunteers who can go through the Cycling New Zealand rider leader workshops, and having the resources to offer ongoing mentoring and support to the participants after the programme.

**Other Council work** will influence the uptake of cycling:

The way that streets are managed and maintained is defined in *Roading and Parking Asset Management Plan 2018*<sup>[5]</sup>. Section 6.5 Cycleways and Shared Paths of that document defines current problems, benefits, asset condition, and levels of service for cycling. It also includes description on a number of cycling related programmes included in the 10 Year Plan. The most relevant of these are included in section 4 of this Plan.



Figure 27: Ride with Us: a Green Rx group (source: L. Johansson)

**Enforcement** of illegal cycling behaviour does not need to be a discouragement. Palmerston North has a long record of giving away bike lights during the March daylight savings time shift. Footpath cycling by adults can be dangerous, and Police may stop and educate riders.

The *Active Community Plan*<sup>[21]</sup> includes a number of relevant actions supported by 10-Year Plan programme budgets, including the designation of shared path connections in the *District Plan* and the development of a Spatial Plan for the whole city that depicts activity hubs along with proposals such as cycleways indicated in this Urban Cycle Network Plan.



Figure 28: Cycling is easier on the new Cuba Street

In addition to requirements for cycle parking, the *District Plan* guides land use planning outcomes and therefore how feasible it is for people to choose cycling. Planning applications come before the city transportation engineer for a multi-modal safety check.

The *Speed Limits Bylaw*<sup>[24]</sup> is periodically reviewed and offers an opportunity to potentially lower urban speeds, benefiting people on bikes. Last updated in 2013, the next review can take advantage of the updated Setting of Speed Limits Rule 2017<sup>[25]</sup> and the new NZ Transport Agency MegaMaps tool, designed to help assess whether current speed limits are safe and appropriate<sup>[26]</sup>.

Speed management using traffic calming measures in local streets is a key feature of this Cycle Network Plan and would benefit from an update of the *Local Area Traffic Management Policy 2003*<sup>[27]</sup>.

*City Centre Framework*<sup>[22]</sup> envisions a lower speed environment with less through (cars not stopping) traffic. This is more suitable for people on bikes to share the traffic lane. Recent connections like Cuba Street and ongoing upgrades provide for people to ride in shared lanes or along a wide shared path, whichever is more suitable to their needs and comfort level. Additional work is envisioned to make cycling in the city easier:

- Kerb ramps, traffic signal phasing, and minor path improvements that improve accessibility for people on bikes travelling north/south through the Square
- Kerb ramps and cycle bypass of the Church Street / Square roundabout for westbound riders
- A southbound cycle lane on Rangitikei Street so that people on bikes can have queueing space to access the Square

Developments also have to comply with the *Engineering Standards for Subdivisions 2016*<sup>[23]</sup>. These standards ensure that new roads are fit for purpose including for people on bikes. The standards are regularly reviewed to keep up with the evolution in best practice.

The Proposed Parking Management Plan 2016-2018<sup>[28]</sup> notes that cycle lanes and parking on both sides requires ideally 13.6m of carriageway (or more). The plan states: "Few streets are 13.6m wide however if parking were removed from one side of the road a carriageway width of 11.3m to 11.6m could allow for traffic and cycle lanes in both directions. This has been done on College Street (Botanical Road – Fitzherbert Avenue) and could be achieved on other roads such as Botanical Road, Vogel Street and Te Awe Awe Street."

## 8. Measuring progress

Progress reports will be completed annually.

| Problem   | Benefit / objective                          | Measure   | Most recent value           | Target  |
|---|--|---|-----------------------------|---|
| Car oriented land use and transport planning          | Improved access by cycling                   | Length of CNG standard cycleway/greenway (1, 3) | 64 km                       | 75 km by 2021<br>100 km by 2023<br>120 km by 2030 |
|   |  | Qty. cycle wayfinding signs (2)                 | TBD                         | TBD   |
| Culture is to drive                                   | People have (and use) more transport choices | School travel mode share                        | TBD                         | TBD   |
|   |  | Access to Bikes in Schools                      | TBD                         | TBD   |
|   | Social connections (outside our cars)        | On-street counts (2)                            | 941 across 9 sites          | 10% increase p.a.                                 |
| Journey to work cycle mode (1, 3)                     |  | 5.9% (2013)                                     | TBD after 2018 data         |   |
| Traffic skills, confidence, and/or fitness is lacking | Fewer people being killed and injured        | Rate of cyclist serious/fatal casualties (1, 4) | 0.53 / 100K pop (2009-2014) | Decreasing trend                                  |
|   |  | Bike Ready skills participation                 | TBD                         | TBD   |
|   | People have better health                    | Residents cycling participation (3, 4)          | 13% (2017)                  | 15% (2020)  |

- (1) Creative and Liveable Strategy measure (may be a refinement or subset of)
- (2) Active and Public Transport Plan measure (may be a refinement or subset of)
- (3) Active Community Plan measure (may be a refinement or subset of)
- (4) Long term measure that will be affected by many things – not just the urban cycle network investment. Typically measured every 3 to 5 years.

## Urban Cycle Network Master Plan

## 9. Summary of actions

| Plan section / category      | Action  | Responsibility          | Timing             |
|------------------------------|---|-------------------------|--------------------|
| 4 & 5. Engineering           | Implement priority projects   | Infrastructure          | 19/20 – 20/21      |
| 6. Supporting infrastructure | Develop and implement a cycling wayfinding plan   | Infrastructure          | 19/20              |
|                              | Cycle stands new and upgrade  | Infrastructure          | Ongoing            |
| 7.2. Engagement              | Continue People on Bikes Forum meetings   | Infrastructure          | At least quarterly |
|                              | Use the Complete Streets Engagement Guideline to involve community  | All Council units       |                    |
| 7. Education                 | Publish motorist and active user information on website   | Infrastructure / Comms  | Ongoing            |
|                              | Bike Ready cycling skills training  | Sport Manawatū          |                    |
| 7. Encouragement             | Billboard campaign  | Infrastructure / Comms  | Each spring        |
|                              | Free lights on daylight savings time change   | Infrastructure / Police | Every March        |
|                              | School and workplace travel plans   | To be assigned          |                    |
|                              | Bikes in Schools  | Infrastructure          |                    |
|                              | Bike with Us (Green Prescription)   | Sport Manawatū          | 2019/20            |
| 8. Evaluation                | Implement issues reporting app (e.g. Snap/Send/Solve)   | To be assigned          | 2019/20            |
|                              | Conduct mode share survey in a sample of classrooms   | Infrastructure          | Annually           |
|                              | Conduct annual manual counts including apparent age range and gender.   | Infrastructure          | Every March        |
|                              | Collate mode share, count, and other relevant data from national, regional and local surveys. Analyse data and publish an annual report card. | Infrastructure          | Every April        |

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## REPORT

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Proposed amendment to the Dog Control Policy 2018 - approval for consultation (following trial allowing dogs on-leash in the CBD)

**DATE:** 16 April 2019

**PRESENTED BY:** Julie MacDonald, Strategy and Policy Manager, Strategy & Planning

**APPROVED BY:** Sheryl Bryant, General Manager - Strategy & Planning

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### RECOMMENDATION(S) TO PLANNING AND STRATEGY COMMITTEE

1. That the Statement of Proposal (proposed amendment to the Dog Control Policy 2018), contained as attachment 1 to the report, be approved for consultation using the Special Consultative Procedure in accordance with S10 of the Dog Control Act 1996 and S83 of the Local Government Act 2002.
2. That the Chairperson and Deputy Mayor of the Planning and Strategy Committee be authorised to make minor amendments to the Statement of Proposal prior to publication.

## **SUMMARY OF OPTIONS ANALYSIS FOR PROPOSED AMENDMENT TO THE DOG CONTROL POLICY 2018**

|   |  |
|---|--|
| <b>Problem or Opportunity</b>   | Proposed amendment to the Dog Control Policy 2018 to reflect the outcome of a trial allowing dogs on-leash in the Central Business District (CBD).   |
| <b>OPTION 1:</b>  | <b>Approve the Statement of Proposal, including the proposed amendments to the Dog Control Policy 2018, for public consultation.</b>   |
| Community Views   | Community views have been collected on the trial since it commenced on 23 August 2018. The feedback was reported to Council after a six-month review in March 2019 and, based on this analysis, it is recommended to amend the policy to make the CBD an 'on-leash' area of dog control. |
| Benefits  | Allows the community to have further formal input into an appropriate level of dog control in the CBD.   |
| Risks   | There are no particular risks identified.  |
| Financial   | The cost of consultation as planned can be met within current budgets.   |
| <b>OPTION 2:</b>  | <b>Do not approve the Statement of Proposal for public consultation.</b>   |
| Community Views   | There has been a high level of interest and engagement in the recent review of the Dog Control Policy and the trial in the CBD.  |
| Benefits  | There are no particular benefits identified.   |
| Risks   | If the policy is not amended through a process of consultation then people may assume that the trial ends on 23 August 2019.   |
| Financial   | No costs have been identified.   |
| The recommendations contribute to Goal 3: A Connected and Safe Community  |  |
| The recommended option contributes to the outcomes of the Connected Community Strategy  |  |
| The recommended option contributes to the achievement of action/actions in the Safe Community Plan  |  |
| The action is: Achieve compliance with relevant legislation, bylaws, and policies through provision of information, education and enforcement (animal control, building compliance, bylaws, health compliance, liquor licensing, noise control, planning compliance). |  |
| Contribution to strategic direction   | One of the main reasons for the trial was to allow Council time to consider future options for the permanent dog control status for the CBD/City Centre. The trial is considered a success when evaluated against specified measures and no significant health and safety issues         |



have been experienced. Allowing dogs on-leash into the CBD contributes to Council's strategic direction to be a safe and connected community as well as contributing to aspirations to be a more liveable City.

## **RATIONALE FOR THE RECOMMENDATIONS**

### **1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY**

- 1.1 The purpose of this report is to seek approval to consult on the dog control status for the Central Business District (CBD) through an amendment to the Dog Control Policy 2018 under section 10(8) of the Dog Control Act 1996. This action requires consultation using the Special Consultative Procedure under section 83 of the Local Government Act 2002.
- 1.2 Should the Council adopt an amendment to the policy, under Section 10(6) of the Dog Control Act 1996, the Council must then give effect to it by adopting a bylaw consistent with it. This must happen no later than 60 days after the policy is adopted. No further consultation on an amended bylaw is required.

### **2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS**

- 2.1 Dogs have been allowed into the CBD under on-leash control since August 2018 following the adoption of the trial through the Dog Control Bylaw 2018.
- 2.2 A six-month update on the trial in March 2019 presented feedback that was mostly favourable. It was recommended that the trial proceed and that a report was brought to the May meeting with a recommendation on the dog control status of the CBD.
- 2.3 To minimise the potential for uncertainty about the dog control status for the CBD, this report recommends a policy amendment to change the dog control status to 'on-leash' control in the CBD. This allows for formal public consultation to take place, and any amendments to be made as close as possible to the trial period ending in August 2019.

### **3. DESCRIPTION OF OPTIONS**

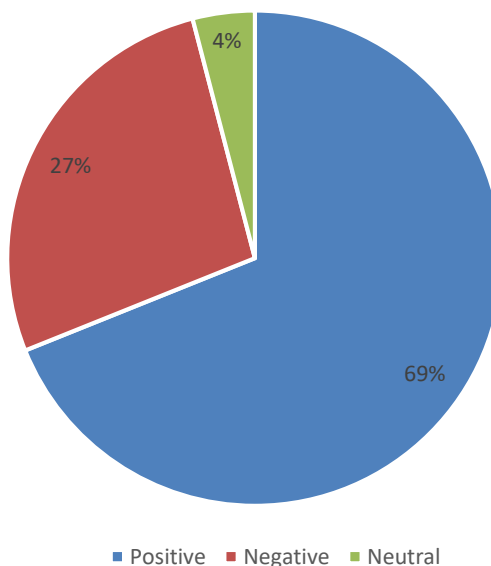
- 3.1 The first option is to approve the Statement of Proposal (including the proposed amendments to the Dog Control Policy 2018 – refer attachment 1) for public consultation. This would involve sending the consultation documents to the identified stakeholders, publicly advertising the proposal to the general public, and inviting submissions.

- 3.2 The second option is to not approve the Statement of Proposal. Unless the Council provided other instructions, the policy would continue to contain information on the trial which may cause confusion to the community.

#### 4. ANALYSIS OF OPTIONS

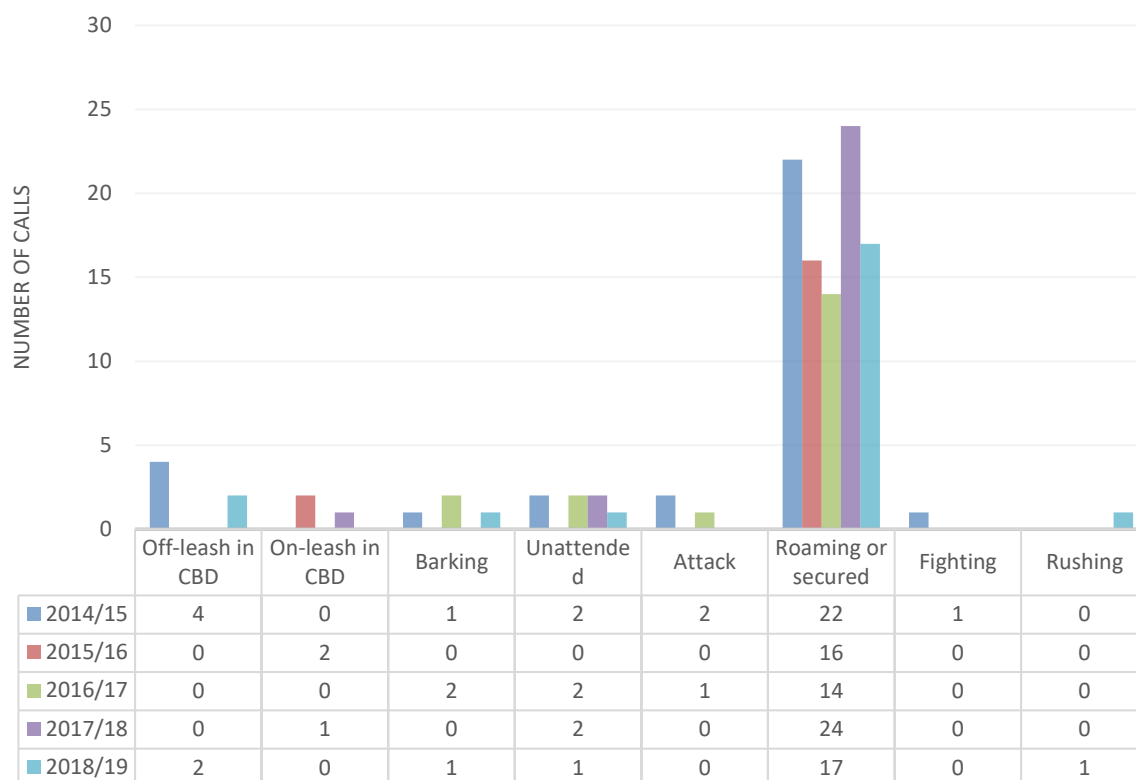
- 4.1 The recommended option is to approve the Statement of Proposal for public consultation. The amendment to the policy is to remove references to the trial and to categorise the CBD as an 'on-leash' area of dog control.
- 4.2 As reported in March 2019, several mechanisms have been used to gather feedback on the trial, including an online form on Council's website, reviewing dog-related complaints and calls received by the Contact Centre, regular staff meetings, and CBD observations by animal control officers since the trial started in August 2018.
- 4.3 A summary of positive and negative comments received through the online form is contained as attachment 2. Comments were also made on Council's Facebook page that largely repeated feedback through the online form.
- 4.4 Other points raised through comments, important to consider from an operational perspective are:
- Need to ensure that dog poo bags are provided.
  - Ensuring that there are clear messages about short leash length and which shops/businesses were 'pet friendly' i.e. had a policy of allowing dogs inside.
  - The trial is an opportunity to educate dog owners about their ownership responsibilities.
- 4.5 Caller information coming through the Contact Centre has also been reviewed for the last four years and compared against the current year (Figure 2).

Figure 1: Council Website form on CBD trial - categorisation of feedback



- 4.6 In total, there have been 22 calls through the Call Centre over the last eight months of the trial and these are reflected in the 2018/19 numbers in Figure 2. Most calls (77%) related to roaming dogs in the CBD with very few concerns raised about other dog control issues. No calls have been received regarding dog attacks or dog waste in the CBD for the current year. These particular issues were common themes of concern for many who participated in the policy and bylaw review process last year.

Figure 2: Contact Centre Calls related to dogs in the CBD (August to August year) for 2014/15 to 2018/19 (YTD to 10 April 2019)



- 4.7 From an operational perspective, CBD/The Square-based staff have noted that they have not been aware of an increase of dog poo but have observed a few dogs not on leash. Animal control staff have not witnessed any issues on their regular patrols around the CBD over the course of the trial period. No bylaw infringements have been issued in the CBD over the last few months.
- 4.8 Measures were developed by staff to evaluate the success of the trial. In terms of the first measure, the '25 complaints' benchmark was based on an analysis of the level of complaints received over the last four years. The table below provides comments against each of these measures.

| Measure  | Comments   |
|--|--|
| 1. Fewer than 25 complaints received through the Contact Centre from CBD businesses and the general public about dog waste, off-leash dogs, unattended dogs, dog attacks | <i>There have been 22 phone calls over the last eight months through the Call Centre, and one email contact, regarding dogs in the CBD since the trial began. Most of these contacts relate to roaming dogs.</i> |

| Measure  | Comments   |
|--|--|
| (dog/dog; dog/person), long leads (causing tripping etc), and dogs at events.                              |  |
| 2. General adherence to the bylaw during the trial period.   | <i>No bylaw infringement fines have been issued over this time period.</i>   |
| 3. Dogs are being brought into the CBD/The Square and owners/dogs are demonstrating responsible behaviour. | <i>Observations and feedback collected through formal and informal methods show most dogs and their owners are visiting the CBD responsibly.</i> |
| 4. General positive feedback received about the trial.   | <i>Most comments received through the various communication channels over the last eight months have been positive about the trial.</i>          |

- 4.9 Since the March report to Committee, an additional 34 people have made comments on the trial through the Council's website form (following a social media reminder made on 5 March). In total, 74 people have commented through this method. While mostly positive, 27% of people commenting through this mode were not supportive of having dogs in the City Centre.
- 4.10 Overall, it is considered that the trial has been a success and as a result, the Council should proceed to amend the Dog Control Policy 2018 to allow dogs on-in the Central Business District (CBD).
- 4.11 Staff do not recommend option two. If the Statement of Proposal is not approved for public consultation then the policy would continue to contain information on the trial which may cause confusion to the community.

## 5. FUTURE DOG CONTROL POLICY REVIEW

- 5.1 There are a number of issues that have arisen, or remain unresolved, since the Dog Control Policy and associated bylaw were adopted last year. These include consideration of:
- how the policy reflects the Council's discretionary functions under the Dog Control Act 1996 identified through a recent internal audit of animal control fees and charges. A summary of these audit findings will be presented to the Audit and Risk Committee in May 2019.
  - the possibility of relaxing of the Policy/Bylaw to allow controlled dog access for special events and occasions in prohibited public places such as sports fields and aquatic centres.

- the general provision in the policy relating to dogs being prohibited from within 30 metres of play equipment and play areas. User conflicts between children's play and dog exercise activities at the Linklater Reserve were raised at the policy deliberations stage and need further investigation. Council is also preparing a 'Play Policy' and this issue will be discussed with the community as part of this process.

5.2 Staff consider that due to the nature of these issues, and given that the formal review process was carried out recently, an earlier than planned review of the policy is more appropriate than to address these matters through a series of policy amendments. It is therefore recommended to conduct a review in two years' time, rather than the scheduled review in 2023. This will allow staff to do further research and analysis of the issues outlined above in section 5.1.

## 6. CONCLUSION

6.1 The recommended course of action is to approve the Statement of Proposal for public consultation. This will enable the community and key stakeholders to provide feedback on the proposed amendment to the Dog Control Policy that reflects the outcome of the trial allowing dogs into the CBD.

## 7. NEXT ACTIONS

7.1 If the Statement of Proposal is approved for consultation then officers will prepare the consultation documents and distribute them to identified key stakeholders and to access points at the Customer Service Centre, the central and branch libraries, and on the Council's website. The period for written submissions will be from 10 May to 10 June 2019.

7.2 Because Council does not meet in July, there may be a short period where the trial has finished, but deliberations and the adoption of the bylaw to give effect to the policy amendment are not yet complete.

## 8. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS

8.1 Key stakeholders will be contacted directly and provided with a copy of the consultation document and invited to make a written submission.

8.2 Officers have been updating Rangitāne o Manawatū through the bi-monthly engagement meetings and will give a further presentation on the proposed amendment to the policy. Officers will record any feedback received from this presentation, and will also encourage Rangitāne to make a written submission if they choose to do so.

8.3 The consultation document will be made publicly available on the Council website and through the Customer Service Centre and central and branch libraries. A public



notice will be placed in the Manawātū Standard and Guardian newspapers to advertise the consultation process, and written submissions sought.

- 8.4 Hearings for oral submissions are planned to be held at the August meeting of the Planning and Strategy Committee. A report outlining officer advice in respect of submissions received, together with an amended policy for adoption, is planned for the September meeting of the Committee. If the amended policy is adopted by the Council in September, a bylaw would need to come into effect as soon as practicable after this.

### **COMPLIANCE AND ADMINISTRATION**

|   |            |
|---|------------|
| Does the Committee have delegated authority to decide?<br>If Yes quote relevant clause(s) from Delegations Manual 168.1 | <b>Yes</b> |
| Are the decisions significant?  | <b>No</b>  |
| If they are significant do they affect land or a body of water?   | <b>No</b>  |
| Can this decision only be made through a 10 Year Plan?  | <b>No</b>  |
| Does this decision require consultation through the Special Consultative procedure?                                     | <b>Yes</b> |
| Is there funding in the current Annual Plan for these actions?  | <b>Yes</b> |
| Are the recommendations inconsistent with any of Council's policies or plans?   | <b>No</b>  |

### **ATTACHMENTS**

- Statement of Proposal - Proposed amendment to the Palmerston North Dog Control Policy 2018 [↓](#) 
- PNCC website online form - summarised comments from August 2018 to April 2019 [↓](#) 



## **Palmerston North City Council**

### **Proposed amendment to the Palmerston North Dog Control Policy 2018**

#### **Statement of Proposal**





## INTRODUCTION

This Statement of Proposal relates to a proposed amendment to the Palmerston North Dog Control Policy 2018 (the Policy). The Policy outlines the Council's approach to dog control to the community as well as providing a basis for internal operational policy and practice. It also indicates how Palmerston North City Council (the Council) will exercise its discretionary functions under the Dog Control Act 1996 (the Act).

A trial allowing dogs 'on leash' access to public places within the Central Business District (CBD) has been in effect since the Dog Control Bylaw 2018, which gives effect to the Policy, became operative on 23 August 2018. The CBD, including The Square, was a prohibited public place area of dog control in both the Dog Control Policy 2011 and associated Dog Control Bylaw 2011. The CBD is the area within the inner ring road formed by Grey, Princess, Ferguson and Pitt Streets.

Through the policy review process in 2018, the Council agreed to the 12-month trial:

- to contribute to City Centre vibrancy and socialisation benefits by allowing people and their companion dogs to enjoy public places.
- to allow Council time to consider options for the future in terms of a permanent dog control status for the CBD/City Centre.

Under Section 10(6) of the Dog Control Act 1996 the Council must to give effect to the Policy by adopting a bylaw consistent with it no later than 60 days after it is adopted. No further consultation on an amended bylaw is anticipated.

## THE PROPOSAL

The Council proposes to apply on-leash dog control to the CBD through an amendment to the Dog Control Policy 2018 as contained in this Statement of Proposal.

The following are the proposed policy amendments:

1. Deleting clause 16.2(e) removing the Central Business District (CBD) from the list of prohibited public places.
2. Deleting clause 18 on the trial and the associated map of the CBD Trial Area.
3. Adding into clause 19 (c) All public places with the Central Business District.

## REASON FOR THE PROPOSAL

The trial allowing dogs on-leash into the CBD has been closely monitored since it started on 23 August 2018. A formal six-month review of the trial was reported to the Planning and Strategy Committee in March 2019.

At the six-month mark, the trial was considered to be going well when evaluated against set measures of success criteria. These included monitoring of calls through the Call Centre, monitoring any bylaw infringements and staff observations. Feedback from the community has been collected through various communication channels, including an on-line form on Council's website and a survey of CBD businesses. An analysis of this feedback over the last eight months has been mainly positive with most dogs and their owners visiting the CBD responsibly.

To avoid the situation where the dog control area for the CBD returns to a prohibited public place on 23 August 2019, consultation on an agreed, permanent dog control status will provide certainty to dog owners, the wider community, stakeholders and CBD users.

## ANALYSIS OF OPTIONS

An amended Dog Control Policy aims to reflect Council's current vision: *Small city benefits, big city ambition* and to be a city where people feel safe and are safe (Safe Community Plan). Consultation on an amended Policy will allow the community to provide further views on the proposed change to the dog control area status for the CBD.

The key issues and options for amending the Dog Control Policy are summarised as:

| Proposed amendment to Dog Control Policy 2018  | Identified Issue/Problem  | Options  |
|--|---|--|
| Dog control area status for public places in the CBD   | <p>Allowing dogs 'on leash' within public places within the CBD area, including The Square, where they are currently prohibited contributes to City Centre vibrancy and socialisation benefits by allowing people and their companion dogs to enjoy public places.</p> <p>Prohibiting dogs in the CBD limits use of public places and reduces the risk of harm to people and other animals.</p> | <ol style="list-style-type: none"> <li>1. Change the CBD area to an 'on leash' area of dog control.</li> <li>2. Retain the current restriction as a prohibited public place and not allow dogs in the CBD.</li> <li>3. Provide for a limited number of events or activities to take place in the CBD.</li> <li>4. Extend the trial of the CBD area as dog on leash control area</li> </ol> |
| <b>Preferred option – Option 1:</b> The trial is considered a success when evaluated against |   |  |

| Proposed amendment to Dog Control Policy 2018  | Identified Issue/Problem | Options |
|--|--------------------------|---------|
| specified measures and no significant health and safety issues have been experienced. Allowing dogs on-leash into the CBD contributes to Council's strategic direction to be a safe and connected community as well as contributing to aspirations to be a more liveable City. |                          |         |

Further detail on the six-month review of the trial are included in a report to the March 2019 meeting of the Planning and Strategy meeting. A copy of this report is available on the Council's website ([http:// https://www.pncc.govt.nz/](http://https://www.pncc.govt.nz/)).

PROPOSED AMENDMENT FOR CONSULTATION

## CONSULTATION PROCESS

Section 10(1) of the Dog Control Act 1996 requires the Council to use the Special Consultative Procedure when amending its Dog Control Policy. The requirements for the Special Consultative Procedure are outlined in sections 83 and 86 of the Local Government Act 2002. Anyone can make a submission about the proposed amendment to the Dog Control Policy 2018 and we encourage you to give us your views on the proposal.

You can view and obtain a copy of the Statement of Proposal (which includes the amended Dog Control Policy 2018), the Summary of Information, and a submission form at:

- Palmerston North City Council website: [pncc.govt.nz/consultations](http://pncc.govt.nz/consultations)
- Customer Service Centre, Palmerston North City Council, The Square, Palmerston North
- City Library, The Square, Palmerston North, and the libraries at Ashhurst, Awapuni, Roslyn, Linton and Te Pātikitiki/Highbury; and
- Ashhurst Services Delivery Centre, 122 Cambridge Avenue, Ashhurst

You are welcome 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 scheduled for August 2019. 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 the Guardian newspapers.

To get your submission to us, either:

Online: [pncc.govt.nz/consultations](http://pncc.govt.nz/consultations)

Mail to: Amendment to Dog Control Policy 2018 Submissions,  
Governance Support Team Leader, Palmerston North City  
Council, Private Bag 11034, Palmerston North 4442

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

Email to: [submission@pncc.govt.nz](mailto:submission@pncc.govt.nz) (put amendment to Dog Control  
Policy 2018 submissions in the subject)

Phone: 06 356 8199

The submission period runs from

10 May 2019 until 4pm on Monday 10 June 2019.

Please note that all written submissions, including the contact details on the submission, will be made available to the public and media 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](mailto:info@pncc.govt.nz).

PROPOSED AMENDMENT FOR CONSULTATION



**PALMERSTON NORTH CITY**

## **PALMERSTON NORTH DOG CONTROL POLICY 2018**

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## OVERVIEW

The overall purpose of dog control is to maintain and improve public safety. The Council recognises that most dog owners in the City are responsible and that most interaction between dogs and the community is positive. This policy aims to balance dog control and public safety while recognising the health, well-being, and wider community benefits of dog ownership.

This Policy is a requirement of the Dog Control Act 1996 (the Act) that requires some mandatory content. The Policy should be read alongside the Palmerston North Dog Control Bylaw that gives effect to and provides the legal instrument to implement the Policy. This Policy applies to all of Palmerston North City.

A key aim of the Policy is to explain Council's approach to dog control to the community as well as providing a basis for internal operational policy and practice. It also indicates how Council will exercise its discretionary functions under the Act.

Every year the Council is required to report to the Department of Internal Affairs under Section 10A of the Act on the administration of its dog control policy and dog control practices as well as a variety of dog control related statistics. The 2016/17 report showed that:

- There are an increasing number of registered dogs (over 8,000 in 2016/17).
- There are a high number of complaints about roaming/uncontrolled dogs and barking dogs.
- While trends over the last six years show that there is a decreasing number of complaints about aggressive and rushing dogs, and dog attacks, there is still a need to minimise attacks and instances of intimidation.

Animal control activities are almost fully funded from registration fees and impoundment fees and charges. The Council's animal control service is prioritised based on risk. Reports of dog attacks, and aggressive dogs receive an immediate response and are considered 'priority one' activities. Roaming dogs, barking dogs, preferred owner checks and unregistered dog checks are planned and carried out around the priority one activities.

An out of hours service for priority one activities is undertaken by a contractor on behalf of the Council. The Council also operates an animal pound within the City.

Council provides education through its Animal Control Team and through the provision of information on its website.



## Summary of Legal Requirements for Dog Control

**Dog Control Act 1996** - dog control is regulated by this Act that focuses on managing risk and enabling the Council to take action to mitigate unreasonable risk. The regime created by the Act is based on dog owners being responsible for the control of their dogs and complying with the Act. The Council's role is to administer, implement and enforce the Act.

**Dog Control Policy** - explains Council's approach to dog control to the community and provides the basis for internal operational policy and practices. The Policy indicates how Council exercises discretion under the Act (e.g. for neutering menacing dogs, determination of probationary owners) and covers mandatory requirements set out in Section 10 of the Act.

**Dog Control Bylaw** – gives effect to the Policy by specifying the legal requirements for the keeping of dogs in Palmerston North. The requirements are necessary to ensure compliance with the Dog Control Act 1996 and the Palmerston North Dog Control Policy 2011, and to give effect to the objectives of that Act and that Policy.

PROPOSED AMENDMENT FOR COUNCIL CONSIDERATION

## PART 1 INTRODUCTION

### 1. PURPOSE

The purpose of this Policy is to express how Palmerston North City Council will fulfil its responsibilities under the Dog Control Act 1996.

The Policy identifies areas where dogs are prohibited, where dogs must be controlled on a leash, areas where dogs can be exercised without being controlled on a leash, and where dogs are not prohibited or required to be controlled on a leash.

The Policy also outlines the obligations and responsibilities of dog owners.

### 2. OBJECTIVES

The objectives of the Policy are guided by Section 10 of the Dog Control Act and seek to:

- (a) Minimise danger, distress and nuisance dogs may cause to the community generally;
- (b) Avoid the inherent danger in allowing dogs to have uncontrolled access to public places that are frequented by children or other vulnerable members of the community, whether or not children might be accompanied by adults;
- (c) Enable, as far as practicable, the public (including families) to use streets and public amenities without fear of attack or intimidation by dogs;
- (d) Provide for the exercise and recreational needs of dogs and their owners.
- (e) Ensure dogs within the city boundary are registered and micro-chipped.
- (f) Encourage responsible dog ownership so that owners take all reasonable steps to ensure that their dogs do not cause a nuisance to other people or other animals.

### 3. REVIEW

This Policy will be reviewed by 2023.

### 4. DEFINITIONS

All definitions used in this Policy are in Appendix One.

## PART 2 ADMINISTRATION AND ENFORCEMENT

### 5. EFFECT OF POLICY

The Policy is given effect and implemented through the Palmerston North Dog Control Bylaw 2018.

### 6. NATURE AND APPLICATION OF DOG CONTROL BYLAW

Section 20 of the Act lists the matters for which bylaws may be made. The Council's Dog Control Bylaw covers the following matters:

General control of dogs in public places including:

- exempting certain types of dogs (working and disability assist dogs) from control areas
- prohibiting dogs from specified public places
- requiring dogs to be on a leash in specified public places
- designating specified areas as dog exercise areas/off-leash areas

Keeping of dogs including:

- placing limitations on the number of dogs that may be kept on properties
- requirements for dogs to be kept a minimum distance from a boundary
- requirements to provide exercise, standards for the accommodation of dogs, confinement of bitches in season, responsibility to remove faeces, diseased dogs and dogs becoming a nuisance or injurious to health
- dogs not kept under proper control
- dogs classified as menacing must be neutered
- dog and owner education

Enforcement approach including:

- seizure of dogs in public places that are in contravention of the bylaw
- offences and penalties.

### 7. ENFORCEMENT TOOLS

There are a range of enforcement tools available to the Council including:

- Seizure of dog/s
- Issue of infringement notices and fines
- Prosecution with fines being possible
- Declaring a dog as menacing or dangerous

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PALMERSTON NORTH DOG CONTROL POLICY 2018 (ADOPTED 25 JUNE 2018)

- Prohibiting people from owning dogs (disqualification)

Non-regulatory methods, such as education and a registration fee schedule that recognises responsible dog ownership, are also covered in this Policy.

#### 8. SEIZURE OF DOGS

An Animal Control Officer or a Dog Ranger may seize and impound any dog at large in a public place in contravention of this Policy and in accordance with the powers contained in the Act.

#### 9. INFRINGEMENT NOTICES

Infringement offences, with associated fines, are set by the Dog Control Act 1996. Council has no discretion to alter these fees.

Where, in the opinion of an Animal Control Officer, the keeping of dogs on a premises is, or is likely to become, a nuisance or injurious or hazardous to health, property or safety, the owner may be served with an infringement notice to:

- reduce the number of dogs on the premises,
- alter, reconstruct or improve the accommodation for dogs,
- require the dogs to be tied up or confined,
- take such other precautions as may be considered necessary.

#### 10. DOGS CLASSIFIED AS MENACING MUST BE NEUTERED

Dogs classified by Palmerston North City Council as menacing under sections 33A or 33C of the Dog Control Act 1996, or any dog classified as menacing which is transferring to Palmerston North City Council, is required to be neutered.

#### 11. DOG ATTACKS AND DANGEROUS DOGS

Dog attacks and dangerous dogs are responded to as an immediate priority. Animal Control Officers will conduct an investigation using best practice guidance.

#### 12. BARKING DOGS

Council's process for dealing with barking complaints is to determine if it is loud and persistent and is causing a nuisance. It will then take the appropriate action under the provisions of the Act.

**13. ROAMING DOGS**

Upon notification of a roaming or stray dog the Council will respond as soon as practical to locate the dog. If the dog is caught the Animal Control team will endeavour to reunite the dog with its owner. If this is unsuccessful the dog will be impounded. Frequent roaming will result in impoundment and further enforcement action.

**14. DOGS NOT KEPT UNDER PROPER CONTROL**

Dogs not kept under proper control may be required by the Council to be neutered or for owners to complete a dog obedience course approved by the Council. Notice that a dog is required to be neutered or complete an obedience course will be served on the owner.

PROPOSED AMENDMENT FOR CONSULTATION

## PART 3 AREAS OF DOG CONTROL

### 15. CONTROL OF DOGS IN PUBLIC PLACES

Three categories of control areas in the City are identified:

- (a) Prohibited Public Places
- (b) Dog On Leash Areas
- (c) Dog Exercise Areas

Dog owners must carry a leash at all times in all of the control areas as required by the Act. Dog owners must also carry a dog waste bag at all times in any of the control areas to collect and properly dispose of dog faeces in Council provided rubbish bins or at the owner's premises.

In all public places where dogs are not prohibited or required to be on a leash, dogs must be under the control of their owners at all times. This means when referring to a dog, either controlled on a leash, or controlled by voice command where the dog obeys the commands of its controller without hesitation.

Control areas will be publicised through appropriate signage.

These control areas are shown on maps available on Council's website: <https://www.pncc.govt.nz/local-regulations-and-licences/dogs-and-other-animals/dogs/exercising-your-dog/>.

### 16. PROHIBITED PUBLIC PLACES

16.1 Prohibited public places are locations in the City where dogs are not allowed at any time for a number of reasons, including in areas where:

- (a) There is high density of pedestrian traffic where dogs may compromise the health, safety and comfort of people;
- (b) Children or other vulnerable people gather or play, and the presence of dogs may pose a risk to their health and safety;
- (c) It is a sensitive natural environment;
- (d) The nature of the public place or facility makes it inappropriate to have dogs present.

16.2 Subject to clauses 16.3 and 16.4 and with the exception of working dogs, all dogs are prohibited from the following places:

- (a) Any swimming pool or aquatic facility owned or controlled by the Council, including all areas within the fenced boundary of the swimming pool;
- (b) Within 30 metres of any child's play equipment or play area or paddling pool in any park or reserve, or of any aviary in any park or reserve;
- (c) Palmerston North Holiday Park (the camping grounds);
- (d) Any marked grass playing surfaces or artificial sports surfaces of sportsgrounds or sportsfields owned or controlled by the Council;
- ~~(e) All public places within the Central Business District [NB: subject to a 12 month trial as a Dog On-Leash Area – see clause 18]~~
- (f) The Council Crematorium and all Council Cemetery grounds;
- (g) Memorial Park;
- (h) The Ashhurst Domain Playground and adjacent picnic area;
- (i) The Ashhurst Domain Wetlands Conservation Area;
- (j) The central Victoria Esplanade area (which includes the children's playground and paddling pool, the scenic railway station, Peter Black Conservatory, Central Energy Trust Wildbase Recovery Centre, aviary and the cafe, also known as Victoria House);
- (k) The Junior Road Safety Park in the Victoria Esplanade;
- (l) The walkway around the Awapuni racecourse between 5am and 10am daily;
- (m) Turitea Controlled Water Catchment Area, subject to clause 16.5;
- (n) Central Energy Trust Arena Manawātū.

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- 16.3 Where the only pedestrian access to either the owner's residence, or a veterinary surgery, is through a prohibited public place the owner may lead the dog through the prohibited public place provided that:
- (a) the owner and dog take the most direct route across the prohibited public place, and
  - (b) the dog is controlled on a leash.
- 16.4 Where a dog is being exercised in a dog exercise area (as specified in clause 20) that borders a prohibited public place, the owner may lead the dog through the prohibited public place provided that:
- (a) there is no reasonable alternative access, and
  - (b) the owner and dog take the most direct route across the prohibited public place, and
  - (c) the dog is controlled on a leash.
- 16.5 A dog may only be allowed within the Turitea Controlled Water Catchment Area if it is registered and under the control of a person holding a valid Hunting Permit issued by the Council for the Turitea Water Catchment Reserve, and subject to conditions the Council may apply to that Hunting Permit.

#### 17. **TEMPORARY PROHIBITED PUBLIC PLACES**

Notwithstanding any provisions allowing for dog on leash areas or dog exercise areas, the Council may from time to time by resolution declare any public place that is not already a prohibited public place to be a prohibited public place for a specified time.

The Council will give public notice of its intention to declare any area to be a temporary prohibited public place specifying a reason. Appropriate signs shall be posted in the area and prior notice shall be published in a newspaper circulating in the District and on Council's website.

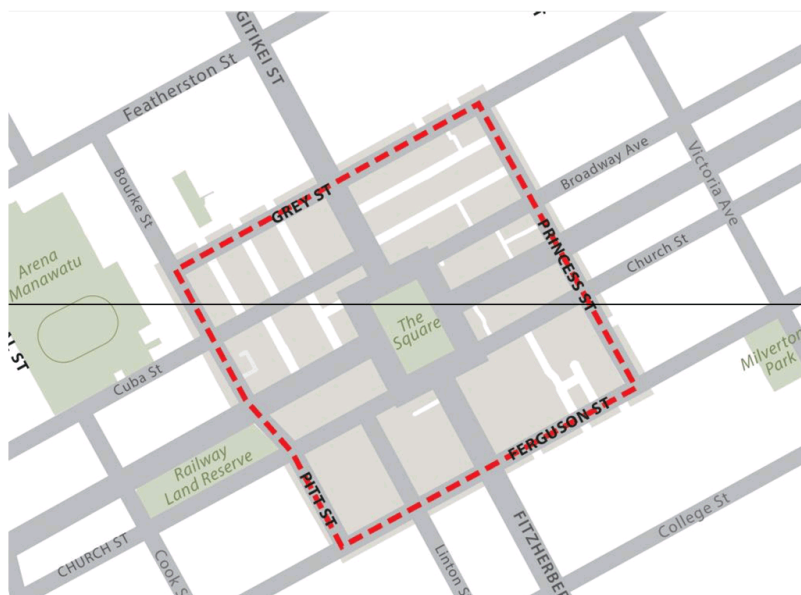
#### ~~18. **TRIAL OF CENTRAL BUSINESS DISTRICT AREA TO DOG ON LEASH CONTROL AREA**~~

~~The following area is to be subject to a 12 month trial, commencing upon the adoption of the Bylaw, to allow 'dog on leash' access:~~

- ~~(a) All public places within the Central Business District.~~

~~The map below shows the CBD Trial Area within the dashed line:~~





#### 19. DOG ON LEASH AREAS

Dog on leash areas are locations where dogs are permitted on a leash in public places.

The owner of a dog (other than working dogs) shall not allow the dog on any public place (not being a prohibited public place or a dog exercise area) unless the dog is kept under control on a leash.

The following are public places in which dogs are to be kept under control on a leash:

- (a) All streets, roads and footpaths within the District except those within prohibited areas or dog exercise areas;
- (b) All parks, reserves and walkways within the District except those within prohibited areas or dog exercise areas;
- (c) All public places within the Central Business District;
- (d) The walkway around the Awapuni Racecourse except for the prohibited time between 5am and 10am daily;
- (e) Ashhurst Domain Camping Grounds;

- (f) Manawatū Riverside Walkway and Bridle Track between the Fitzherbert Bridge and the Palmerston North Holiday Park;

## 20. DOG EXERCISE AREAS

Dog Exercise areas are locations where dogs can be run at large, that is, off the leash but under the control of their owners at all times.

The ability to exercise dogs without a leash does not absolve owners from their obligations under the Act, to ensure their dog is kept under control, and to carry a leash at all times with the dog in a public place. Keeping a dog under control includes the obligation to ensure that the dog does not stray onto private property.

Dog Exercise Areas are generally recreational areas, such as parks, reserves and walkways, where people can expect to encounter dogs being exercised under proper control.

Council will review the need for specified dog exercise areas, including the provision of Dog Parks, and suitable locations, as necessary.

The following areas are dog exercise areas:

- (a) Drainage Reserve area off Rugby Street;
- (b) Ashhurst Terrace Walkway;
- (c) Frederick Krull Reserve and Walkway;
- (d) Schnell Wetland Walkway;
- (e) Manawatū Riverside Walkway and Bridle Track excluding the section between the Fitzherbert Bridge and the Palmerston North Holiday Park;
- (f) Mangaone Stream Walkway (except where it passes around the Awapuni Racecourse);
- (g) Upper Celaeno Park (between Frederick Krull Reserve and Shakespeare Way);
- (h) The Ruamahanga Wilderness area;
- (i) Edwards Pit Park;
- (j) Ahimate Reserve (previously Waitoetoe Park);

- (k) Durham Street Park;
- (l) Linklater Reserve (only the part open to the public);
- (m) Awatea Terrace Reserve;
- (n) "Railway" land, bounded by Pitt Street, Church Street, Pioneer Highway, and Cook Street (excluding the Skate Park that is defined as a play area under clause 16.2(a));
- (o) Turitea Stream Esplanade Reserves (Green Corridors);
- (p) The Upper Circuit of the Ashhurst Domain, except for those parts of the walkway which pass through Prohibited Public Places or Dog on Leash areas as designated in clauses 16 and 19 of this Policy.
- (q) Summerhill Reserve
- (r) Poutoa Walkway;
- (s) Titoki Walkway;
- (t) Pari Reserve and Walkway (previously known as Mangaotane);

#### 21. **CLASSIFICATION OF AREAS UNDER OTHER LEGISLATION**

Access for dogs may be controlled by other legislation, for example the Conservation Act 1987 can declare any part or parts of land managed and administered by the Department of Conservation as "controlled dog areas" and "open dog areas".

Dogs are not allowed in the Manawatū Gorge Scenic Reserve.

## PART 4 DOG OWNERSHIP

### 22. RESPONSIBLE DOG OWNERSHIP

Dog owners have the following responsibilities:

- registering dog(s) and informing Council of any changes of address;
- keeping dog(s) under control at all times;
- ensuring dog(s) get care and attention, and has enough food, water, shelter and exercise;
- ensuring dog(s) do not disturb people with repeated barking or howling;
- ensuring dog(s) do not hurt, endanger or distress people, animals or protected wildlife;
- ensuring dog(s) do not damage or endanger property belonging to someone else;
- complying with the requirements of the Dog Control Act and all regulations and bylaws made under the Act;
- providing the Palmerston North City Council with details of dog(s) microchipping and neutering.

Dog owners should familiarise themselves with the Animal Welfare (Dogs) Code of Welfare 2010. The purpose of this code is to encourage all those responsible for dogs to adopt the highest standards of husbandry, care and handling.

### 23. PREFERRED OWNER SCHEME

To reward responsible dog ownership a dog owner may apply to the Council to be a preferred owner. Preferred owner status must be renewed each year and will qualify owners for a reduced dog registration fee.

Application to retain preferred owner status will be made using the registration fee demand. The application will be approved at the discretion of an Animal Control Officer, taking into account the following criteria:

- (a) the previous ownership history of the applicant including registration compliance;
- (b) an interview or completion of a self-administered test based on information contained in the Dog Owner's Handbook (or both, at the discretion of the Animal Control Officer);

- (c) the premises, inspected from time to time, where the dog is kept including approval of fencing, sleeping quarters and exercise space;
- (d) There is access to a door on the property without your dog(s) being able to approach people when they enter.

Preferred owner status may be lost where any of the criteria is no longer met such as failing to register on time, repeated offences for roaming, and moving to a property without adequate fencing.

For more information refer to: <https://www.pncc.govt.nz/local-regulations-and-licences/dogs-and-other-animals/dogs/preferred-owner-scheme/>

#### 24. **REGISTRATION FEES**

Dog registration fees are set annually by Council resolution. A schedule of fees for Dog Registration is available from the Customer Service Centre of the Council and is available on Council's website.

Registration fees are issued before the end of each registration year (30 June) and shall take into account:

- (a) the classification of the dog;
- (b) number of dogs owned (see clause 26);

If the registration demand is unpaid by 1 August of any year 50% of the registration demand will be added to the fee;

If a preferred owner fails to pay the registration demand by 1 August of any year the registration fee will revert to the standard fee for the classification of the dog together with an additional 50% of the standard registration fee, and the owner will lose preferred owner status for that year.

The Council reserves the right to invoice a dog owner for the cost of registering any dog which is not validly registered by 1 August each year. Unpaid invoices may be subject to debt collection.

#### 25. **OTHER FEES**

These fees are also set by Council resolution and include, but are not limited to:

- (a) Impounding fees (set down under the Impounding Act 1955);

- (b) Sustenance and board during period of impounding (set down under the Impounding Act 1955);
- (c) Micro-chipping (set down under the Dog Control Act 1996).

Animal Control fees and charges are available on Council's website: <https://www.pncc.govt.nz/plans-policies-and-public-documents/fees-and-charges/>

## 26. CARE AND MANAGEMENT OF DOGS

### 26.1 Number

No more than two dogs may be kept on premises of less than 2000m<sup>2</sup>, provided that not more than one unsprayed bitch may be kept on the property. The number of dogs on a property does not include dogs under the age of three months.

### 26.2 Housing

Dogs shall not be housed, confined or restrained within 1.8 metres of a boundary fence.

Dogs must be provided with adequate accommodation, for example a kennel on a hard surface or access to the interior of a building with adequate sleeping area at night.

### 26.3 Exercise

Owners must provide their dogs with adequate exercise. An in-season bitch must be confined but adequately exercised.

### 26.4 Removal of faeces

Owners must remove their dog's faeces from public land or premises other than that occupied by the owner.

Dogs suffering from an infectious disease must not be taken into any public place or allowed to wander free.

## 27. EMERGENCY PREPAREDNESS

All owners are expected to plan and prepare for the care and welfare of their dog(s) in anticipation of an emergency. While a state of emergency is in place dog owners must:

- (a) Keep their dogs under effective control at all times;
- (b) Ensure their dog does not injure, endanger or cause distress to any person.

## 28. EXEMPTIONS

An owner may apply to the Council for an exemption from the requirements of clauses 26.1 (multiple dog permit) and 26.2 (housing permit).

The Council may grant an exemption for a specified duration under clause 26 provided that -

- (a) there is insufficient space on the property to house, confine or restrain the dog in accordance with clause 26.2, and
- (b) the neighbour whose boundary adjoins the proposed area for housing, restraining or confining the dog does not object on reasonable grounds to the granting of an exemption, and
- (c) the Council may impose such conditions as may be necessary to ensure compliance with this Policy, the Dog Control Act and for the avoidance of nuisance.

## 29. DOG AND OWNER EDUCATION

The Council encourages dog owners to attend dog obedience courses, particularly puppy training classes, to assist in the training and socialisation of dogs.

The Council may from time to time, by resolution, approve education programmes for dogs and their owners.

## 30. PROBATIONARY OWNER'S EDUCATION

Where a person is convicted of any offence (not being an infringement offence) under the Act or any offence under the Animal Welfare Act 1999, Conservation Act 1987 or National Parks Act 1980 the Council may classify that person as a probationary owner.

If a person is classified as a probationary owner under the Act the Council will require the person to undertake a dog owner education programme or dog obedience course approved by the Council. The probationary owner will be notified in writing of the obligation to attend the programme or course.

The probationary owner will undertake the programme or course at his or her own expense.

The Council shall be furnished with satisfactory evidence of completion of the programme or course. The probationary owner may apply for termination of classification as a probationary owner six months after completion of the programme or course provided that the applicant has

not committed any further offences or infringements to which section 21 of the Act applies.

The Council shall consider the application for removal of classification as probationary owner in accordance with this Policy, including all the relevant circumstances of the applicant as a dog owner and may, at its discretion terminate the classification.

PROPOSED AMENDMENT FOR CONSULTATION



## APPENDIX ONE

### DEFINITIONS

Except as described below all definitions used in the Policy are the same as those contained in the Dog Control Act 1996 and amendments.

**Act** means the Dog Control Act 1996.

**Bylaw** means the Palmerston North Dog Control Bylaw 2018.

**Central Business District** means from the mid-line of the road reserve for the roads that form the Inner Ring Road, namely the area bounded by and including from the intersection of Grey and Princess St along Princess Street, to the intersection with Ferguson Street, along Ferguson Street to the intersection with Pitt Street, along Pitt Street and Bourke Street to the intersection of Bourke and Walding Streets, along Walding Street and Grey Street to the intersection with Grey and Princess Streets.

**Council** means the Palmerston North City Council.

**Disability assist dog** means a dog defined as a disability assist dog under the Dog Control Act 1996 and specifically includes a dog certified by one of the following organizations as being a dog trained to assist (or as being a dog in training to assist) a person with a disability:

- (a) Hearing Dogs for Deaf People New Zealand
- (b) Mobility Assistance Dogs Trust
- (c) New Zealand Epilepsy Assist Dogs Trust
- (d) Royal New Zealand Foundation of the Blind
- (e) An organisation specified in an Order in Council made under section 78D of the Dog Control Act 1996.

**District** means the area within the territorial boundary of the Palmerston North City Council.

**Dog Exercise Area** means a public place identified in this Policy as an area where dogs may be exercised at large without being controlled on a leash. Dogs must still be under control within Dog Exercise Areas.

**Dog on Leash Area** means the areas identified in this Policy where dogs must be controlled on a leash.

**Leash** means a lead which is capable of restraining the dog.

**Nuisance** means anything which interferes with or threatens the health or enjoyment of people, and in this context may involve things such as barking, causing distress via intimidating behaviour (such as aggressive barking or rushing), or attacking people, wildlife or other animals.

**Policy** means the Dog Control Policy.

**Premises** includes any recreation ground, yard, building or enclosed space whether separately occupied or not and whether public or private.

**Prohibited Public Place** means a public place identified in this Policy as a place where dogs are prohibited, except as provided for in this Policy or the Act.

**Public Place** has the same meaning as in section 2 of the Dog Control Act 1996, and generally means a place that is open to the public whether or not it is private property.

**Under control** means, when referring to a dog, either controlled on a leash, or controlled by voice command where the dog obeys the commands of its controller without hesitation. Keeping a dog under control includes the obligation to ensure that the dog does not stray onto private property.

**Working Dog** means a dog defined as a working dog under the Dog Control Act 1996, and specifically includes:

- (a) any disability assist dog;
- (b) Any dog –
  - i. Kept by the Police or any constable, the Customs department, the Ministry of Agriculture, the Ministry of Fisheries or the Ministry of Defence, or any officer or employee of any such Department of State solely or principally for the purposes of carrying out the functions, powers, and duties of the Police or the Department of State or that constable, officer, or employee; or
  - ii. Kept solely or principally for the purposes of herding or driving stock; or
  - iii. Kept by the Department of Conservation or any officer or employee of that Department solely or principally for the purposes of carrying out the functions, duties, and powers of that Department; or
  - iv. Kept solely or principally for the purposes of destroying pests or pest agents under any pest management strategy under the Biosecurity Act 1993; or
  - v. Kept by the Department of Corrections or any officer or employee of that Department solely or principally for the purposes of carrying out the functions, duties, and powers of that Department; or
  - vi. Kept by the Aviation Security Service established under section 72B(2)(ca) of the Civil Aviation Act 1990, or any officer or employee of

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PALMERSTON NORTH DOG CONTROL POLICY 2018 (ADOPTED 25 JUNE 2018)

that Service solely or principally for the purposes of carrying out the functions, duties, and powers of that Service; or

- vii. Certified for use by the Direction of Civil Defence Emergency Management for the purposes of carrying out the functions, duties, and powers conferred by the Civil Defence Emergency Management Act 2002; or
- viii. Owned by a security guard as defined in section 4 of the Private Investigators and Security Guards Act 1974 and kept solely or principally for the purposes of carrying on the business of a security guard; or
- ix. Declared by a resolution of the territorial authority to be a working dog for the purposes of this Act, or any dog of a class so declared by the authority, being a dog owned by any class of persons specified in the resolution and kept solely or principally for the purposes specified in the resolution.

PROPOSED AMENDMENT FOR CONSULTATION



## SUBMISSION FORM

**Palmerston North City Council**  
**Proposed amendment to the**  
**Dog Control Policy 2018**

*Please note, as required by the Local Government Official Information and Meetings Act 1987, your submission (including contact details provided on the submission form), will be available to the public and media as part of the decision-making process unless you request that these details be kept private.*

Your contact details

Full Name: \_\_\_\_\_

Organisation (if applicable): \_\_\_\_\_

Postal Address: \_\_\_\_\_

\_\_\_\_\_

Phone (day) \_\_\_\_\_

Email: \_\_\_\_\_

Do you want to speak to the Council in support of your submission? *(please tick)*

☐ Yes

☐ No

*Submissions hearings are planned for August 2019.*

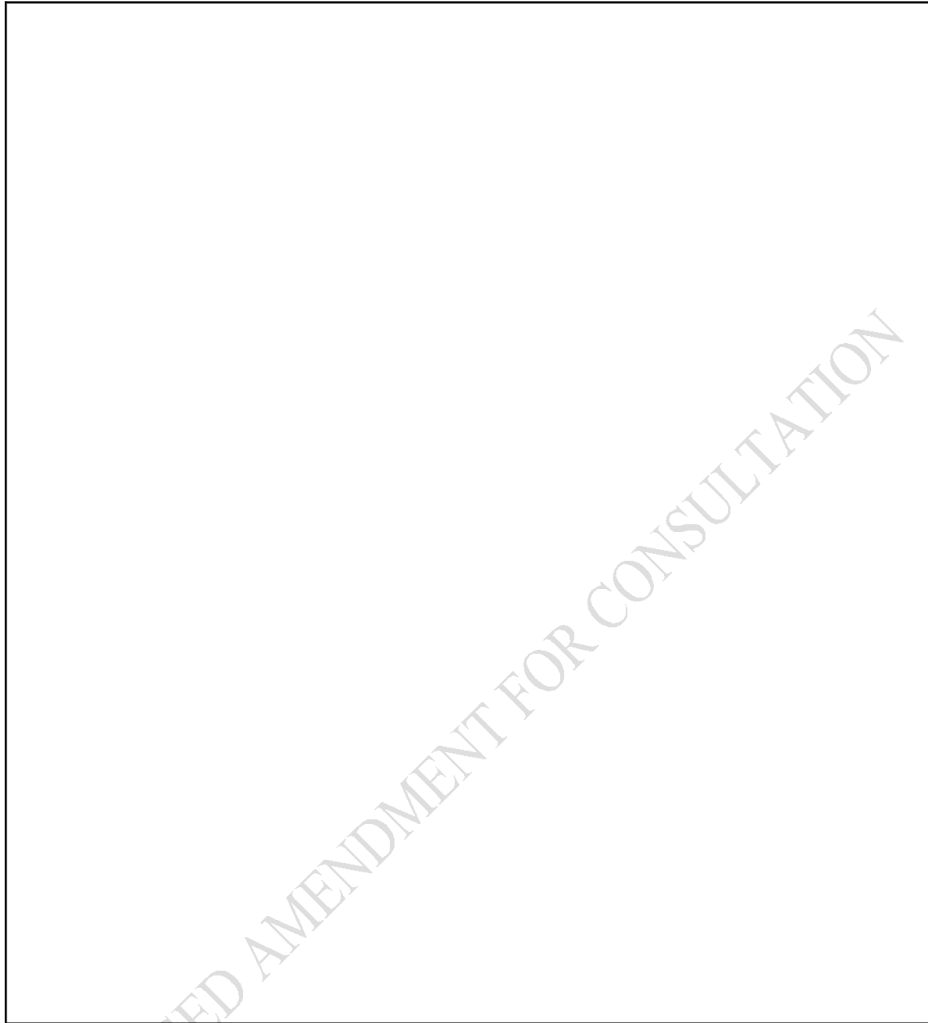
**1. Proposal to allow dogs on-leash in the CBD on a permanent basis**

Prior to the review of the Dog Control Policy in 2018 the central business district (CBD) or City Centre was a prohibited public place. The Dog Control Policy defines the CBD as the area within the ring road formed by Grey, Princess, Ferguson and Pitt Streets and includes The Square.

The Council is proposing to allow dogs on-leash in the CBD by amending the Dog Control Policy 2018. Do you support this change?

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PALMERSTON NORTH DOG CONTROL POLICY 2018 (ADOPTED 25 JUNE 2018)



**Please send your submission:**

|                  |   |
|------------------|---|
| <b>By mail</b>   | Proposed amendment to the Palmerston North Dog Control Policy 2018 Submissions, Governance Team Leader, Palmerston North City Council, Private Bag 11034, Palmerston North 4442 |
| <b>In person</b> | Palmerston North City Council Customer Services Centre, 32 The Square, Palmerston North   |
| <b>By email</b>  | <a href="mailto:submission@pncc.govt.nz">submission@pncc.govt.nz</a> (put Dog Control Policy 2018 submissions in the subject)   |

**SUBMISSIONS CLOSE 4PM, MONDAY 10 JUNE 2019**

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PALMERSTON NORTH DOG CONTROL POLICY 2018 (ADOPTED 25 JUNE 2018)



## Proposed amendment to the Dog Control Policy 2018

### Summary of Information

The Council is proposing an amendment to the Dog Control Policy 2018, and is seeking your views. This Summary of Information provides an overview of the proposed amendment by the Council. For more information, please read the full Statement of Proposal, which contains the proposed amendment to the policy.

#### Amendments proposed

The following are the proposed policy amendments:

1. Deleting clause 16.2(e) removing the Central Business District (CBD) from the list of prohibited public places.
2. Deleting clause 18 on the trial and the associated map of the CBD Trial Area.
3. Adding into clause 19 (c) All public places with the Central Business District.

#### Consultation process

Anyone can make a submission about the proposed amendment to the Dog Control Policy 2018 and we encourage you to give us your views on the proposal.

The Statement of Proposal (which includes the proposed amendments to the Dog Control Policy 2018), the Summary of Information (this document), and a submission form is available at:

- Palmerston North City Council website: [www.pncc.govt.nz/consultations](http://www.pncc.govt.nz/consultations)
- Customer Service Centre, Palmerston North City Council, The Square, Palmerston North;
- City Library, The Square, Palmerston North, and the libraries at Ashhurst, Awapuni, Roslyn, Linton and Te Pātikitiki/Highbury; and
- Ashhurst Services Delivery Centre, 122 Cambridge Avenue, Ashhurst

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 scheduled for June 2019. 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 the Tribune newspapers.

To get your submission to us, either:

Submit online: [pncc.govt.nz/consultations](http://pncc.govt.nz/consultations)

Mail to: Proposed amendment to the Dog Control Policy 2018 Submissions, Governance 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](mailto:submission@pncc.govt.nz) (put 'Proposed amendment to Dog Control Policy 2018 submission' in the subject)

Phone: 06 356 8199

**The submission period runs from  
10 May 2019 until 4pm on Monday 10 June 2019**

Please note that all written submissions, including the contact details on the submission, will be made available to the public and media 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](mailto:info@pncc.govt.nz).



## ATTACHMENT 2 – PNCC WEBSITE ONLINE FORM SUMMARISED COMMENTS FROM AUGUST 2018 TO APRIL 2019

### Summary of positive comments:


- Trial has led to an increase in vibrancy and activity in the CBD and ability to enjoy public spaces such as The Square
- Opportunity to use area for dog exercise/walks and training
- Adds to experience in the CBD, City is more inclusive and dog friendly
- Socialisation and well-being benefits for people and their dogs
- Noticed dogs in CBD are well-behaved
- Support for on-leash control (off-leash not appropriate)
- Benefits for shops and businesses accepting of dogs
- Ability to attend events with companion dogs
- Trial has allowed people to respect freedom allowing dogs and enabled people to walk in areas previously off-limits
- Common overseas practice however most CBDs in NZ still not allowing dogs
- Urge for dog owners to be responsible ensuring good behaviour and pick up waste
- Education opportunity e.g. learning etiquette around dogs, education about the importance of microchipping and de-sexing, training
- Seen as a reward for responsible dog owners
- Hasn't been the issues with dog poo as feared.

### Summary of negative comments:

- Limits ability to enjoy and socialise in the CBD/The Square due to potential for dog urine/poos and other undesirable effects including dog waste being tracked into shops
- Lack of well-trained dogs and potential to nip at people in wheelchairs
- Creation of hazards if dogs on footpaths, café tables and in areas of high foot traffic
- Lack of enforcement especially regarding not picking up dog poos
- Frightening for people and off-putting to come into CBD
- Experienced a dog barking and lunging at young child (not aggressive but playful) scaring him and causing a reluctance to walk in The Square
- Opened up potential for irresponsible owners to come into the CBD
- Already a lot of areas people can take dogs in the City so question why need to come into CBD (and few seem to be taking up the opportunity under the trial to do so)
- Nice not to have an area where there is potential for dog poo (seen elsewhere in the City)
- People, especially young children, are frightened of dogs
- Fear of attacks on children
- Council has invested in dog parks so question why dogs need access to the CBD (except service dogs that are well-trained)
- Too many dogs not on-leash
- Question the point of allowing dogs in the CBD
- Potential to offend people by dogs approaching people that don't like dogs







PNCC FACEBOOK REMINDER (COMMENTS NOT INCLUDED)




**Palmerston North City Council**  
March 5 · 🌐


Ka Pai to all 🐾 owners!  
Our trial allowing dogs in the CBD has been underway for six months now and has been very pawsitive.  
77% of people think it's going great!  
If complaints remain minimal dogs could be permanently welcome in our city centre!  
Let us know what you think of the trial here :  
<https://www.pncc.govt.nz/get-i.../have-your-say/cbd-dog-trial/>




 Lorraine Warren and 133 others

38 Comments 5 Shares

 Like

 Comment

 Share

All 134  109  23  2





## MEMORANDUM

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Cost Benefit Assessment of Council Ownership of On-Property Pressure Sewer Equipment

**DATE:** 11 February 2019

**PRESENTED BY:** Robert van Bentum, Transport & Infrastructure Manager, Infrastructure

**APPROVED BY:** Tom Williams, Chief Infrastructure Officer

### RECOMMENDATION(S) TO COUNCIL

1. That Council endorses the current pressure sewer policy adopted by Council at its December 2018 meeting, which provides for Council ownership of on property pressure sewer assets only where there is a significant wider community benefit.
2. That, in the context of the pressure sewer policy, Council accepts that wider community benefit be interpreted as only where there is a significant cost benefit to Council associated with deferred or avoided capital investment in network infrastructure.

### 1. ISSUE

- 1.1 Council adopted a policy that provided an overarching framework for the application, construction and maintenance of pressure sewerage systems in Palmerston North City in December 2018 (Pressure Sewer Systems Policy). The policy was developed following an extensive review undertaken by Officers of approaches and policies applied in other Territorial Authorities. Staff also carried out consultation and engagement on the draft document with the development community and affected parties.
- 1.2 The policy documents the specific requirements for the implementation, supply, construction, installation and maintenance of pressure sewer systems as an alternative to traditional gravity sewer systems in the residential, commercial and industrial zoned areas of the city. The policy applies to the use of pressure sewer systems in the reticulated wastewater service area of the city. The policy is supported by several other documents including:

- Design standards
  - A home owners guide
  - An approved supplier and installer selection and appointment procedure
- 1.3 The policy provides guidance and standards to be met for any pressure sewer system installation, with special requirements where whole subdivisions are to be installed with pressure systems. The policy provides Council with the authority to approve the use of pressure sewer systems where traditional gravity sewer services may also be an option. The policy makes the distinction between pressure sewer areas where developers have elected, with Council approval' to install pressure sewers; and areas where Council has determined that pressure sewer systems will be mandatory.
- 1.4 The policy sets out the criteria for selection and the respective responsibilities of Council and the property owners for the two different categories of pressure sewer service namely:
- areas where pressure sewer systems are mandated and Council takes over ownership and maintenance responsibility from the property owner, and
  - areas where the developer has elected to install pressure sewer systems and where Council has discretion as to whether the on-property facilities remain in private ownership with maintenance the responsibility of the property owner.
- 1.5 During the consultation and engagement on the draft policy in late 2018, a submission was received from Kingsdale Park Limited, requesting Council exercise the discretion provided for in the policy to take over ownership and maintenance responsibility of the on-property pressure sewer equipment in the Kingsdale Park development.
- 1.6 The recommendation from Council Officers in response to the submission from Kingsdale Park Limited was that in the absence of a significant wider cost benefit to the community of Palmerston North City there was no justification for PNCC taking over ownership of the on-property equipment in the Kingsdale Park development. The Kingsdale Park Development's use of a pressure sewer system was a developer initiated decision to provide reticulated wastewater services where none would otherwise have been possible.
- 1.7 To assist with assessing the merits of the Kingsdale Park request and better understand the validity of the two categories of pressure sewer service provided for in the policy, Council requested officers undertake a cost and benefit analysis for Council ownership of the on-property pressure sewer system. This report details this cost benefit analysis.

## 2. BACKGROUND

### 2.1 Application of the Policy

- 2.1.1 The policy defines a Pressure Sewer System in Palmerston North City to be the complete system which conveys sewerage via pressure generated by multiple pumping units, each located on an identified private property, to a common discharge point in the receiving network or treatment plant. A pressure sewer system includes several elements, some of which are in public corridors (mainly the reticulation network) and some on private property (on-property pressure sewer equipment).
- 2.1.2 The policy is applicable only to the area of the city within the reticulated wastewater service area. Any lots outside the service area, while they might be capable of being serviced using a pressure sewer system are not currently permitted to connect to the city wastewater network.
- 2.1.3 Objective 3 of section 7 of the District Plan includes ensuring that subdivision of land and buildings in rural areas avoids connection to the City's reticulated infrastructure network and consequential impacts on network efficiency and the extension and/or upgrade of the infrastructure network. The pressure sewer policy does not intend to change this and specifically states that pressure sewer systems may only be installed within the Wastewater Service Area as defined in the Wastewater Bylaw.
- 2.1.4 The decision on selection of pressure sewer systems will normally occur when areas are developed and or rezoned for residential or commercial use. The areas mandated by Council as Pressure Sewer Areas are all growth areas on the outer perimeter of the city at the limit of the existing wastewater reticulation service area.

### 2.2 Scope of the Policy

- 2.2.1 The policy outlines that pressure sewer systems can only be installed as an alternative to gravity sewer systems with Council approval. The policy also outlines that developers may elect and Council may require the use of pressure sewer systems. Where Council mandates the use of pressure sewer systems these areas are formally defined as Pressure Sewer Areas within Palmerston North city.
- 2.2.2 Outside of the Council defined Pressure Sewer Areas the criteria for assessing whether a pressure system can be installed in a development included in the policy are:
- geotechnical (such as the susceptibility of the area to liquefaction),
  - technical (i.e. hydraulic, including effects on the overall wastewater system and downstream capacity constraints),
  - financial (whole of life assessment including costs and benefits),
  - environmental, and

- safety.

If these criteria are not met then the default position is that a gravity sewer system must be installed.

- 2.2.3 The policy also defines ownership. In all cases Council will own the pressure sewer pipe network located in public corridors. Council will also own and maintain the on-property equipment for residential installations in the Council mandated Pressure Sewer Areas. The attached map identifies the Pressure Sewer Areas currently mandated by Council. Over time it is expected that the number and extent of these mandated areas will grow and the Wastewater Service Areas will be amended accordingly.
- 2.2.4 Where developers elect and receive approval from Council to install pressure sewer systems, the default expectation will be that responsibility for ownership and maintenance of the on-property components will be with the property owner. Council will only consider ownership and maintenance responsibility for on-property components where there is a significant wider community benefit.
- 2.2.5 The policy also details that for Trade Premises on-property equipment is always privately owned and the property owner must engage with a suitable qualified provider to ensure appropriate maintenance of all the on-property equipment. Property owner responsibility for on-property equipment has been chosen to ensure that the trade premise manages the wastewater generated in a manner that minimises the impact on the pressure sewer system and the receiving network.

## 2.3 **Kingsdale Park Limited Wastewater Services**

- 2.3.1 The Kingsdale Park development when proposed was originally conceived as a rural residential development with on-site servicing for both water and wastewater. The development was outside the wastewater and water supply reticulation service areas and therefore not entitled to reticulated services.
- 2.3.2 Officers and Council supported an application from Kingsdale Park Limited for a wastewater connection to the city. The only feasible option for provision of a wastewater service was a local mixed gravity and pumped network with a long pumped rising main. Pressure sewer technology provided the developer with a cost-efficient option to deliver reticulated wastewater services within the development and was chosen over a local gravity network. Currently approximately 20 properties have been developed in the Kingsdale Park with around 50% of these serviced using pressure sewer systems and 50% with on-site wastewater treatment and disposal systems. The ultimate development envisages more than 120 lots, although the number of lots to be serviced using pressure sewer is not known at this time.

### **3. COST BENEFIT ANALYSIS**

#### **3.1 Basis of the Assessment**

3.1.1 Cost benefit analysis for pressure sewer systems can be considered in a variety of contexts. Officers identified three separate contexts:

- i. Costs and benefits for the individual property owner
- ii. Costs and benefits for the developer responsible for construction and implementation of pressure sewer within the sub-division or development
- iii. Costs and benefits for the community as a whole beyond the development or sub-division

3.1.2 For the individual property owner, while the cost of owning and maintaining a pressure sewer system will be low, it is likely to be higher than for gravity sewer systems, due to the cost of power and periodic maintenance and replacement of the mechanical equipment. The actual cost will depend on the care and attention taken by the property owner in use of the system and their adherence to the recommended operating instructions. The relative cost of pressure sewer systems compared to gravity has not been considered, but rather the marginal cost of maintaining the on-property pressure sewer components.

3.1.3 The significantly lower development costs of installing pressure sewer systems compared to gravity systems was summarised in the December report to Council supporting the adoption of a Pressure Sewer Policy. This cost saving is a benefit to the developer and a key incentive for adoption of the technology. However, the capital cost savings at development are not considered relevant to the decision of who owns and maintains the on-property equipment. This is because generally only the pipe network located in public corridors will be installed at development and in all cases the pipe network will be Council owned and maintained.

3.1.4 The assessment of costs and benefits considered are the wider community ones which may derive from Council ownership and responsibility for maintenance of the on-property pressure sewer equipment. The assessment assumes that the costs for pressure sewer operation, maintenance and renewal are all additive. It should be noted that while gravity on-property connections have the potential to be low maintenance they are not maintenance free and with age problems such as tree roots and blockages can result in significant maintenance and renewal costs.

## 3.2 Costs Assessed in the Analysis

3.2.1 The assessment has considered only costs associated with ownership of the on-property pressure sewer assets (pump station and pressure lateral). Electricity costs are not included as under all ownership models the property owner is responsible for these costs. All costs have been calculated on a per property annual basis.

3.2.2 The specific costs considered are all maintenance and renewal costs and include the following:

- Call-out fee and repair. The cost has been derived from maintenance history in large New Zealand and Australian installations where typically a call out and repair is required only once every 10 years, or alternatively only 10% of systems require attention in any one year. Call out fee used is \$670 which is a cost provided by one of the pressure sewer supply companies.
- Cost of providing a communication channel between the pump station and the Council's control centre. Current costs are based on the cost of a SIM card, however with time cheaper communications alternatives may provide. The cost of \$60 is based on the lowest telco provider for a current network service.
- Cost of replacing the pump after 20 years. This is based on the current pump cost of \$2,500.
- Cost of upgrading and replacing the electrical and control equipment every 15 years currently estimated at \$1,400.

3.2.3 Table 1 summarises the costs for communications, callouts, renewals and upgrades to be \$345 per property per annum, excluding electricity.

**Table 1. Summary of Costs for On-Property Pressure Sewer Components**

| Item   | Cost per property per annum |
|--|-----------------------------|
| One \$670 call out and repair every 10 years               | \$67.00                     |
| SIM card for communications link                           | \$60.00                     |
| Replacement of \$2,500 pump every 20 years                 | \$125.00                    |
| Upgrade of electrical and control equipment every 15 years | \$93.00                     |
| <b>Total of On-Property Costs (per annum)</b>              | <b>\$345.00</b>             |



### 3.3 Benefits Assessed in the Analysis

- 3.3.1 As outlined only those benefits which are realised by the wider community have been included in the analysis as it is considered that these are the only benefits that can be appropriately offset against the on-property costs to justify Council assuming ownership of the on-property pressure sewer system components.
- 3.3.2 There are a wide range of potential community benefits however only a few of these can be easily quantified. An example of a key benefit which though important is difficult to quantify, is the greater resilience of pressure sewer systems to seismic events. This enhanced resilience is expected to significantly reduce the period of disruption and the cost of reinstating wastewater services following a major earthquake however given the low likely of such events it is difficult to put a financial value on this benefit.
- 3.3.3 Specific wider community benefits which can be assessed and valued include:
- Environmental benefits and cost savings associated with the smaller volumes of wastewater generated due to the significantly reduced stormwater inflow and infiltration to the network
  - Capital cost savings and benefits due to the deferral of major capital investment in the downstream receiving network due the significantly reduced wastewater peak flows
- 3.3.4 The significant reduction in wet weather flows associated with reduced stormwater infiltration and inflow to the network is a real and measurable benefit.
- 3.3.5 To assess this benefit the cost to treat wet weather flows from the current gravity system have been calculated on a per property per annum basis. This gives a figure of \$24 as shown below.

**Table 2. Costs to Treat Higher Wet Weather Volumes with Current Gravity System**

| Item   | Total for WWTP   | Per Property (28,000 prop) |
|--|------------------|----------------------------|
| Total annual dry weather flow volume m <sup>3</sup> (based on 25,000m <sup>3</sup> /day) | 9,125,000        | 326                        |
| Annual average total wastewater flow volume m <sup>3</sup> (10 years of data)            | 11,100,000       | 396                        |
| Average wet weather flow treated per year m <sup>3</sup>                                 | 1,977,000        | 70                         |
| <b>Cost to treat wet weather flows (trade waste charge of \$0.3315/m<sup>3</sup>)</b>    | <b>\$655,375</b> | <b>\$24</b>                |

- 3.3.6 This has been compared with the per annum cost to treat wet weather flows from a property served by a pressure sewer system, which is estimated to be a cost of \$8 as shown in Table 3 below. The net difference of \$16 per annum has been used as the amount of the environment related community benefit.

**Table 3. Costs to Treat Higher Wet Weather Volumes for Pressure Sewer System**

| Item  | Per Property     |
|---|------------------|
| Dry weather flow volume m <sup>3</sup> per property based on 25,000m <sup>3</sup> /day and 28,000 properties)         | 0.9              |
| Wet weather flow volume m <sup>3</sup> (based on wet weather flow comprising 10% of dry weather flow)                 | 0.09             |
| Wet weather flow days per year (average number of days in last 10 years when flow exceeded 25,000m <sup>3</sup> /day) | 265              |
| Wet weather flow volume m <sup>3</sup> per PSS property per year  | 24m <sup>3</sup> |
| <b>Cost to treat wet weather flows (trade waste charge of \$0.3315/m<sup>3</sup>)</b>                                 | <b>\$8</b>       |

- 3.3.7 The other significant wider community benefit is the potential saving in capital investment in new infrastructure required to provide additional network capacity. The actual cost savings will be location specific however as a basis for this assessment, estimates of the capital costs avoided in the North Eastern Industrial Zone (NEIZ) have been used.
- 3.3.8 The cost of the infrastructure within the NEIZ and for upsizing of the trunk sewer were estimated to be approximately \$5,500,00. The avoided cost of this capital invested and repaid over a 30-year period is summarised in Table 4 below. Based on the design flows the equivalent number of residential properties was used to estimate the per property benefit.

**Table 4. Avoided capital costs due to use of pressure sewer system**

| Item   |             |
|--|-------------|
| Avoided capital costs for the network outside of the development (NEIZ Extension Wastewater Capacity Assessment - June 2014) | \$5,500,000 |

|   |                 |
|---|-----------------|
| Annualised loan cost (based on 30-year loan period and 5.2% interest rate)  | \$365,980       |
| Residential properties equivalent to the assumed design flow (June 2014 NEIZ report and standard PNCC residential design flows) | 1585            |
| <b>Cost saving per property per year</b>  | <b>\$230.00</b> |

3.3.9 The benefit costs have been combined to calculate an overall benefit in Table 5.

**Table 5. Summary of Wider Community Benefits for Pressure Sewer Networks**

| Item  | Benefit per property per annum |
|---|--------------------------------|
| Reduced treatment costs due to lower wastewater volumes (exclusion of stormwater) | \$16.00                        |
| Reduced costs due to avoided cost of capital investment                           | \$230.00                       |
| <b>Total Community Wide Benefits (per property per annum)</b>                     | <b>\$246.00</b>                |

#### 4. RELEVANCE TO KINGSDALE PARK SUBMISSION

- 4.1 Kingsdale Park is an atypical situation, given the only feasible option for providing wastewater services was a long pumped rising main connection to the city network. Within the sub-division a local gravity network may have been an option, however the developer chose to proceed with a full pressure sewer network.
- 4.2 The discharge point for the Kingsdale Park wastewater rising main is the Aokautere gravity network which currently does not have any known capacity issue. No network upgrade requirement has been identified as being required to accommodate the additional flows from the development.
- 4.3 As already identified there is a wider environmental community benefit from the installation of pressure sewer systems in development, which has been estimated to be approximately \$16 per property per annum.

#### 5. Summary

- 5.1 This assessment has identified a wide range of benefits arising from the use of pressure sewer systems in place of conventional gravity sewer networks and Council owned and operated pump stations. Many of these benefits accrue to the developer and property owner such as significantly lower installation and construction costs.

- 5.2 The specific benefits which have been considered in this assessment are those which are shared by the wider community. Such benefits include greater resilience to seismic events, provision of distributed emergency storage as well as reduced wet weather flows and avoided capital investment in upgrading of downstream infrastructure resulting in rates savings. It is these benefits which have been considered when assessing whether Council should take responsibility for on-property pressure sewer system components.
- 5.3 Of the wider community benefits, only two, namely cost savings from reductions in the total volume of wastewater and avoided capital investments for upsizing infrastructure, are easily quantified. The assessment of wastewater flow reductions indicates a cost saving of around \$16 per property per annum. The most significant benefit is however assessed to come from costs savings due to avoided capital network investment which in the case of the NEIZ has been estimated to be \$230 per equivalent residential property per annum. While there are other potential benefits it is not possible to put a value on these.
- 5.4 By way of comparison the estimated cost to Council of accepting ownership and maintenance responsibility for on-property pressure sewer assets is around \$345 /annum and includes call-out fees, renewal costs for the mechanical and electrical assets as well as communication costs.
- 5.5 In summary, allowing for both environmental and deferred capital investment costs, Council will at best still be accepting an additional annual cost of \$100 per property, where ownership of on-property assets rests with Council. If there are only reduced wastewater volume cost savings, as applies to the Kingsdale Park situation and other privately requested developments, and no savings due to deferral of upgrading or new infrastructure investment then the additional cost to Council rises to \$329 per property/annum. It should be noted that this additional cost is 30% more than the current targeted wastewater rate.
- 5.6 Officer's consider that without the significant cost savings possible from avoiding investment in upgrading and new infrastructure, there is inadequate community wide benefit savings to appropriately offset the additional cost to Council of assuming ownership and maintenance responsibility for the on-property pressure sewer components.

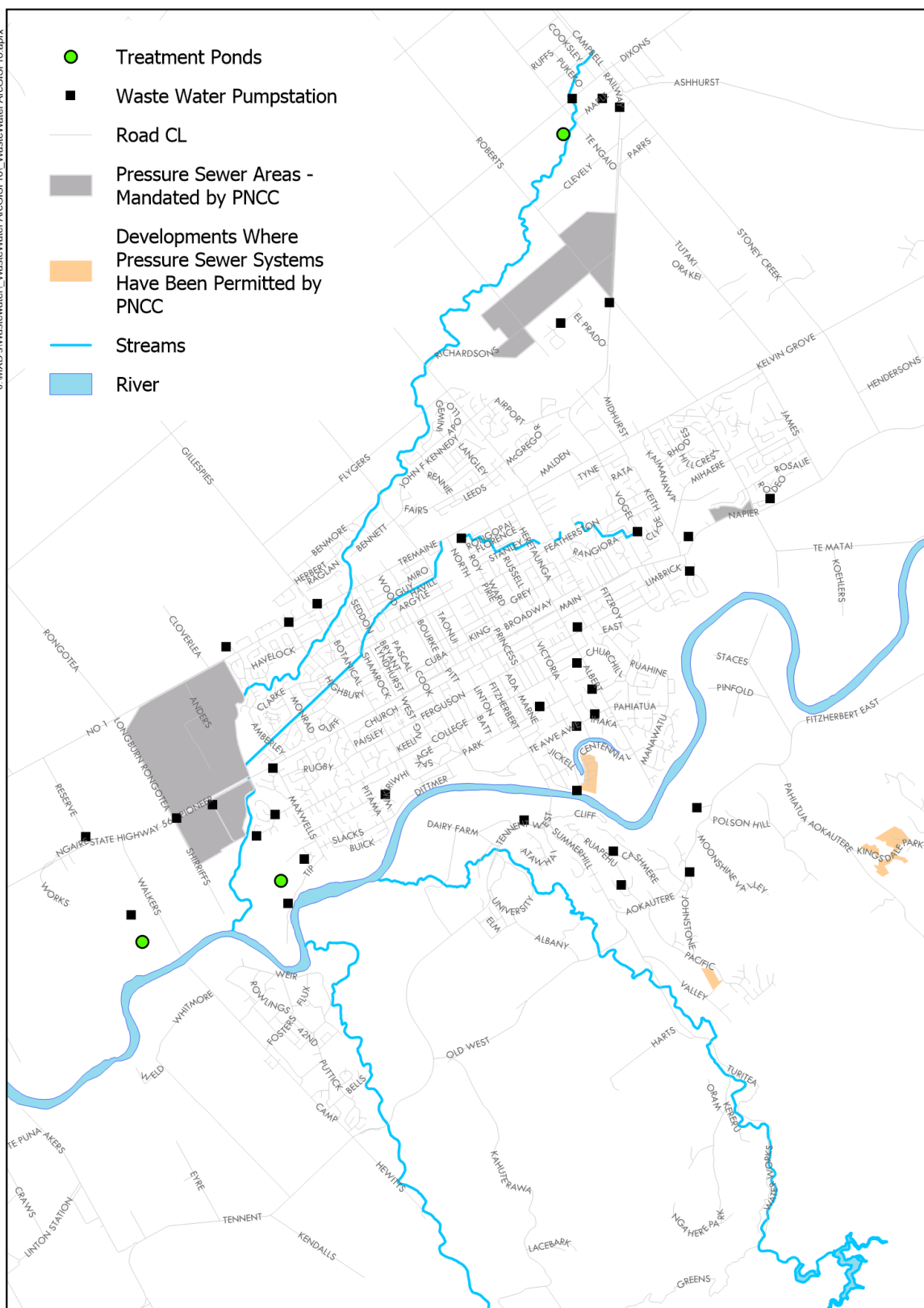
## 6. COMPLIANCE AND ADMINISTRATION

|   |           |
|---|-----------|
| Does the Committee have delegated authority to decide?                              | <b>No</b> |
| Are the decisions significant?  | <b>No</b> |
| If they are significant do they affect land or a body of water?                     | <b>No</b> |
| Can this decision only be made through a 10 Year Plan?                              | <b>No</b> |
| Does this decision require consultation through the Special Consultative procedure? | <b>No</b> |
| Is there funding in the current Annual Plan for these actions?                      | <b>No</b> |

|  |   |
|--|---|
| Are the recommendations inconsistent with any of Council's policies or plans?  | <b>No</b>   |
| The recommendations contribute to Goal 4: An Eco City  |   |
| The recommendations contribute to the outcomes of the Eco City Strategy  |   |
| <p>The recommendations contribute to the achievement of action/actions in the Three Waters Plan</p> <p>The actions include:</p> <ul style="list-style-type: none"> <li>A pressure sewer policy is developed to support wastewater bylaw reviews to mandate pressure sewer implementation in NEIZ and City West zones</li> <li>Provide for the safe collection, treatment and disposal of the city's wastewater</li> <li>Provide infrastructure for growth</li> </ul> |   |
| Contribution to strategic direction  | <p>The Pressure Sewer Ssytems Policy contributes to the goal of being an Eco City, as well as an innovative and growing City. It supports the Eco City and City Development Strategies by creating a framework to allow the installation of pressure sewer systems in Palmerston North City. This will enable areas of the City, including designated growth areas that would be difficult to service with a conventional gravity sewer system, to be more cost effectively connected to the sewer reticulation. It enables Council to provide more resilient sewerage services at a lower overall cost to the City when compared with traditional gravity systems. It will allow Council to realise significant reductions in peak flow enabling deferral of major network capacity upgrades and it provides distributed sewage storage in the network in the event of a service outage.</p> |

## ATTACHMENTS

1. Wastewater areas to be served by pressure sewer systems  



**Areas to Be Serviced by Pressure Sewer Systems**

January 2019  
scale 1:70,000

## REPORT

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Rural School Bus Safety

**DATE:** 14 March 2019

**PRESENTED BY:** Robert van Bentum, Transport & Infrastructure Manager,  
Infrastructure

**APPROVED BY:** Tom Williams, Chief Infrastructure Officer

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### RECOMMENDATION(S) TO COUNCIL

1. That Council receive the report titled "School Transport Infrastructure Review" dated 18 January 2019.
2. That Council confirm Option 2 comprising improvement and enhancement of current practice and focussing on implementing low cost interventions within current budget limits, as the appropriate approach for ensuring safety issues on school bus routes are addressed.

## **SUMMARY OF OPTIONS ANALYSIS FOR**

|                               |  |
|-------------------------------|--|
| <b>Problem or Opportunity</b> | Council asked for an assessment of the relationship between the safety of the Ministry of Education's school bus service and Council's footpath network. School buses generally provide a service to rural areas, often using the state highway corridor or travelling to locations beyond the city boundaries. Current practice is to respond to requests for safety improvement on a case by case basis usually by investing in localised widening of the road. A report has been prepared by external consultants which provide a series of recommendations to improve interventions and responsiveness. A decision is required from Council on whether to adopt the recommendations or invest in a higher level of intervention. Three options for action by Council have been identified. |
| <b>OPTION 1:</b>              | <b>Council receive the report and commit to no change to current practice.</b>   |
| Community Views               | The community has not been consulted on the options to improve school bus safety at this stage.  |
| Benefits                      | This option represents a business as usual approach. Requests for improvements to rural bus stop locations are infrequent but are addressed as they arise. Any non-infrastructure related improvements are referred to other stakeholder agencies i.e. Horizons Regional Council or Ministry of Education.<br><br>Given the "rare" nature of any injuries directly attributable to school bus travel, any increase in the level of service is difficult to justify.  |
| Risks                         | Even though these events are rare, injuries to children using buses can receive negative publicity and efforts to reduce injuries are the critical thrust of a safe systems approach. The deliberate decision not to adopt any of the recommendations of the report could be perceived negatively as Council dis-interest in school bus safety.  |
| Financial                     | As none of the recommendation of the assessment report are proposed for adoption, there will be no funding implications for Council in adopting this option.   |
| <b>OPTION 2:</b>              | <b>Council receive the report and approve implementation of all the recommendations from the report to enhance and improve current practice through implementation of cost effective solutions to reduce risks for school bus users.</b>   |
| Community Views               | While the community has not been consulted on the options to improve bus safety at this stage, key stakeholders were consulted in the preparation of the assessment report.  |
| Benefits                      | This option enables adoption of all of the recommendations in the report while being responsible about the level of investment. This   |



|                  |  |
|------------------|--|
|                  | <p>option balances expectations of improving safety with prioritisation of investment in areas of safety risk. This option is likely to be supported by NZTA and mean that any interventions are likely to receive NZTA subsidy. The option demonstrates Council is pro-active while being responsible about funding priorities. This option will contribute to raising awareness of school bus safety in the short term and support prioritised investment in the rural roading network over the longer term.</p> |
| Risks            | <p>School bus travel is low risk and interventions have limited scope to achieve meaningful change in crash frequency or outcome. Any programme of work would be making an already rare event even less likely. A key risk is that the option increases the risk of an increase in requests from rural communities for safety interventions for other vulnerable users groups, putting further pressure on limited available budgets for safety intervention.</p>  |
| Financial        | <p>A brief assessment of the potential costs for implementing all the recommendations indicates that approximately \$100,000 is likely to be required in the first two years to fund bus signage, additional staff time for engagement and provision of a dedicated budget of \$50,000 for engineering interventions. The level of on-going funding will depend on the level of requests received from school bus users and the specific locations where works are requested.</p>                                  |
| <b>OPTION 3:</b> | <p><b>Council receive the report and commit to implementing additional measures beyond those proposed by the assessment report, including a separate programme to construct footpaths and more extensive road widening in the rural area for the use of school bus users.</b></p>  |
| Community Views  | <p>While the community has not been consulted on the options to improve bus safety at this stage, key stakeholders were consulted in the preparation of the assessment report.</p>   |
| Benefits         | <p>The option proposes significant investment in engineering interventions beyond those proposed by the assessment report which signals greater priority by Council. The additional investment will deliver a higher level of service and has the potential to improved perceived if not real safety. The benefits would be provided to all pedestrians in the rural road network and not just for bus users.</p>  |
| Risks            | <p>The key risk is that the additional investment will result in no additional safety gains for the vulnerable group over option 2 but come at a significantly higher cost. risks are primarily financial as there is no current programme budget for such capital works and no agreement that such works would be eligible for NZTA subsidy. There</p>  |

|                                     |   |
|-------------------------------------|---|
|                                     | is also a risk that the programme will lead to the creation of isolated treatment solutions that will have limited life, be essentially disconnected to one another and increase on-going maintenance costs for Council.  |
| Financial                           | <p>While no detailed financial analysis of the cost of this option has been undertaken, it is expected that effective footpath solutions which meet the needs of several bus users will require footpaths extending over hundreds of meters. Based on the cost of constructing footpaths in the urban environment and allowing for substitution of concrete for earthworks, costs of \$200 to \$300k per annum are conceivable in addition to the \$100k for the recommendations outlined in the report. The other significant risk is that without the demonstrable benefits in terms of improved safety outcomes, NZTA may not subsidise a programme of work of this scope, leaving Council to provide 100% of the funding. As with Option 2 this option also increases the risk of more requests from rural communities for investment in footpaths and more elaborate safety investments.</p> <p>The recommendations contribute to Goal 3: A Connected and Safe Community</p> <p>The recommended option contributes to the outcomes of the Connected Community Strategy</p> <p>The recommended option contributes to the achievement of action/actions in the Active and Public Transport Plan</p> <p>The action is: Work with schools and the Ministry of Education to improve access to schools for children.</p> |
| Contribution to strategic direction | School bus travel is a relatively safe activity, with the primary risk occurring at bus stopping locations where road crossing movements occur, often involving unsupervised children. Efforts to improve safety for school bus users contributes to the purpose of the Public and Active Transport Plan, which is to have a safe, efficient and effective active and public transport system.  |

## **RATIONALE FOR THE RECOMMENDATIONS**

### **1. OVERVIEW OF THE PROBLEM OR OPPORTUNITY**

- 1.1 Council has requested Officers provide an assessment on the safety of the school bus service and its relationship with Council's footpath network. School bus services operating in the urban area have access to the City's network of bus stop and footpath infrastructure whereas beyond the urban fringe and in the rural areas there is limited infrastructure to support school bus users.

1.2 Work was commissioned by Officers and a report completed by Beca Consultants titled “School Transport Infrastructure Review 2018” is attached. The review has scoped the extent of the potential issues based on the current network and extent of school bus routes into and out of Palmerston North. The report includes recommendations on measures with the potential to improve safety and/or reduce risks to bus users. The report recommends a more proactive approach to school bus safety but recognises that school bus travel is still a relatively safe mode of travel with few incidents resulting in injury.

1.3 Based on the report Officers have identified three potential options in respect of the approach to addressing school bus safety issues and these are described and detailed in this report.

## **2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS**

2.1 The Committee of Council meeting of 24 May 2017 Council adopted the following resolution:

- That the Chief Executive be instructed to provide a report into the relationship between the Ministry of Education school bus transport and our footpath network, with recommendations for urgent issues arising, with a budget of \$10,000.

2.2 The review commissioned by Council Officer and completed by Beca Consultants has been documented in a report which is attached. The report made a range of recommendations to improve the level of service including:

- A budget and necessary resources should be identified and set;
- A nominated officer should be responsible for improvements in school bus safety;
- Improved signage on school buses should be considered;
- A web page should be established providing advice on school bus safety;
- Council staff look to improve the relationship with the Ministry of Education and school bus providers to provide input and guidance regarding infrastructure and safety;
- Bus stopping locations should be reviewed and improved on a prioritised basis.

2.3 Council’s Active and Public Transport Plan, adopted in 2018, contains no actions specifically focussed on school bus safety. There is, however, recognition of an ongoing action to work with schools and the Ministry of Education to improve access to schools for children. The Beca report does this by providing recommendations of potential actions to provide an improved level of service to current practice.

2.4 The review also makes clear that Council's ability to influence school bus safety outcomes are limited by the following considerations:

- Route maps confirm that the majority (>80%) of the routes beyond the urban boundary are on state highways or in neighbouring local authority areas so beyond Council's influence;
- Some recommendations such as signage on buses are outside direct Council influence although Council can advocate or support such initiatives;
- Injuries arising from bus travel are rare events with low injury consequence, and there is little evidence that the incidents that have occurred were related to unsafe boarding or alighting from school buses. Significant investment to improve school bus safety is difficult to justify on a prioritisation basis given the range of other areas with higher risk profiles and more effective risk mitigation options.
- Rural areas are not provided with a footpath network as a rule, and rural residents are not rated for such facilities. In most cases a walkable shoulder is provided, although this may be limited in some areas by other constraints. Again low traffic volumes on some parts of the local roading network make it difficult to justify investment in a higher level of safety.

### 3. DESCRIPTION OF OPTIONS

3.1 Officers have identified three options in respect of responding to school bus safety concerns:

3.2 **Option 1. No Change to Current Practice.** Council continues its current practice of responding to requests for improvements to infrastructure as and when they arise and implementing these on a prioritised basis. Opportunities to influence behaviour change through improved signage, information and engagement with users, is referred to counterpart agencies with more direct responsibility e.g. Ministry of Education and Horizons Regional Council;

3.3 **Option 2. Implement All the Improvements Recommendations in the Report.** Council approve implementing all the major recommendations of the assessment report. Officers assess this will require assigning a dedicated budget of at least \$100,000 for each of the first two years to pay for staff time for engagement, funding of upgraded bus signage, web-site and information improvements and engineering interventions. This could only be funded by allocating funding from programme 279 Minor Road Safety Improvements and deferring some other existing programmes of work.

3.4 **Option 3. Council Approve Investment for Enhanced Footpath Improvements in the Rural Area.** This option goes beyond the recommendations of the assessment report and would commit to significant investment in footpath infrastructure for all pedestrian users in the rural environment and not just school bus users. This will require development of an enhanced capital improvement programme with its own budget. Based on current costs for construction of unsealed footpaths Officers

estimate a budget of \$200,000 to \$300,000 in addition to the \$100,000 required to implement the recommendations of the report is required. This option represents a significantly improved level of service for pedestrian in the rural zone.

#### 4. ANALYSIS OF OPTIONS

- 4.1 The report completed by Beca Consultants provides an assessment of the risks related to school bus safety and outlines recommendations for improving Council's intervention in this area. The report confirms that injuries are rare but that there is an opportunity for Council to improve safety through a 'safe system' approach by implementing a range of improvements to Council's current approach.
- 4.2 The area of safety under Council's control is the interaction between school bus services and the footpath network. The footpath network is largely confined to the urban area of the city comprising roads with 50 km/h posted speed limits. The peri-urban area on the fringe of the city has varying levels of service, including recreational pathways, sealed shoulders, short sections of local pathway, and laybys that can be utilised by school buses. Rural areas are not generally provided with footpaths as in most cases there are walkable shoulders. Speed limits for vehicles are generally above 60 km/h and traffic volumes vary widely, from higher volumes on state highways to lower volumes on most Council roads. Residents in rural and rural-residential neighbourhoods are not specifically rated for provision of footpaths as these are largely considered to be urban amenities.
- 4.3 School bus journeys to and from Palmerston North are detailed in the route maps provided by the Ministry of Education and included in the report. Many of the journeys start or end in locations outside the city boundary. While most routes incorporate a section of the journey within the urban area, services are typically not picking up or dropping off children in the urban area, rather the buses are transporting children from further afield. It is also notable that many of the journeys utilise the state highway network.
- 4.4 Council's ability to influence school bus safety is limited as in many cases school bus operators are responsible to and engaging with other road controlling authorities when issues arise. Requests for improvement of roads under Council's control are relatively infrequent and usually addressed as they arise as priorities dictate.
- 4.5 Injuries arising from school bus travel are infrequent. The Beca report identifies 19 crashes over 10 years involving a bus during school commuting times. Four of these involved minor injury, with most crashes on a state highway. Only one minor crash involved a bus on a rural road within Council's responsibility.
- 4.6 The more relevant data relates to the incidence of injury involving pedestrian movements around boarding and alighting locations. Since 1980 there have been five identified injury crashes, three of which occurred on the state highway. The

factors recorded as contributing to the crashes included pedestrians not adequately checking for traffic when crossing the road. The Beca report does not identify any crashes where walking or waiting on berms or road shoulders was a contributory cause and which might have been mitigated by additional infrastructure such as pull off areas or footpaths.

- 4.7 Currently there is a legal requirement for drivers to reduce their speed to 20 km/h when passing a stationary school bus. There is however poor compliance with this requirement and no easy way to enforce. The Beca report recommends improvements to school bus signage, which may improve driver compliance behaviour and raise driver awareness of the safety issues.
- 4.8 Under the current approach, Council takes an advocacy approach, with staff supporting initiatives undertaken by other organisations such as Horizons Regional Council or the bus operators. One recommendation is that Council, take a more proactive approach and work with the Ministry of Education and bus operators, possibly through a by-law requirement, or more likely by looking to fund equipping and fitting buses with the desired signage.
- 4.9 Council's primary focus under a safe systems approach is improvement to infrastructure. The key areas where infrastructure can be changed to improve safety involve speed limit management, treatment of road shoulders, provision of safe stopping points and ensuring safe road crossing points. Risks are greatest on high speed, high volume roads which are typically state highways. Risks are lowest on low volume roads across the full range of speeds. These are typically rural roads under Council control and these are the areas that would be targeted as part of a Council led approach to improving infrastructure.
- 4.10 The Beca report makes some recommendations with regards to bus stopping points. Council already installs some laybys and sealed shoulders to facilitate bus stopping areas. A more proactive approach would include proactive engagement with the Ministry of Education and bus operators. Such engagement would also help to confirm locations where significant numbers of school students walk to bus stop locations. Any change to the current approach will require additional funding and a conservative estimate of \$100,000 per annum is the estimated additional contribution required for staff time, engineering and information related interventions. This money could only come from re-prioritising projects in an existing programme of work.
- 4.11 Specific interventions might include formal bus stops or shelters, or in some areas footpaths or pathways might be identified as having value. Whatever the intervention, they would need to be prioritised together with other safety related projects.
- 4.12 Investment in the constructions of extensive lengths of footpath required in rural areas to link users to dwellings or driveways would represent a significant change in the level of service. Officers consider this could not be achievable without significant new financial support as part of a new capital works programme. There is significant

risk that NZTA may not support significant additional investment given the lack of compelling crash and injury data supporting such interventions.

- 4.13 Currently improvements, such as provision of a sealed shoulder or improved driveway layout, are either accommodated under the maintenance activity or for more substantial interventions under Programme 279 City-wide Minor Safety Works. The budget for Programme 279, is approximately \$800k per annum, and is heavily over-subscribed and is used to fund work to improve cycling infrastructure, footpaths and pedestrian facilities, intersections and numerous other reactive measures to improve the safety level of service at existing locations. Any increase in funding for option 2 or 3 will require changes in the priority of works.
- 4.14 Council's Capital work programmes in transport include funding for improvement to infrastructure under what is termed Low Cost Low Risk (LCLR). Under the NZTA's new rules for the LCLR Programme most of the interventions are financially assisted, up to a funding cap of \$1 million. The NZTA funding for the LCLR programme is fixed however for the current LTP period (2018-2020), and there is no opportunity to increase the size of that funding programme until the next Ten Year Plan Review.
- 4.15 Council could give higher priority to addressing safety issues for vulnerable users under Programme 279. This could be extended to include rural bus users, however the programme priorities needs to reflect real risks supported by data. Intersection improvements are often funded under this programme as most road trauma is the result of vehicle crashes often at urban intersections. Any programme targeted towards vulnerable users such as rural bus users, would not result in any measurable change in road trauma given the absence of measurable injury incidents for bus users.
- 4.16 Development of a prioritised and effective programme of work to support Option 3 will take time. There is significant risk that any programme will not qualify for NZTA funding assistance as there is still a requirement that planned works represent value for money. Any increase in the level of service in rural areas would also lead to heightened expectations within the community, with inevitable cost consequences. For these reasons an increased level of service, as proposed by Option 3, is not recommended without further investigation and consideration of the overall costs and benefits of such an approach.

## 5. CONCLUSION

- 5.1 Council has asked for a report on safety issues affecting school buses and the interaction with the footpath network. Despite the perceived risks for bus users, the incidence of injuries arising from school bus travel are comparatively rare. Council's current approach is to prioritise minor engineering interventions and encourage collaborating agencies to take the lead with non-engineering solutions.

- 5.2 Beca Consultants have completed a review of the issues and their report identifies a range of recommendations for improving the current approach. Officers acknowledge that there is an opportunity to improve current practice however any improvements need to take account of the competing priority for funding of other safety initiatives and limited scope for Council to reduce the already low risk of rural bus related injuries to any measurable extent. The recommended approach, identified as Option 2, is to adopt all the recommendations. However, this approach will require re-prioritisation of funding from the existing Programme 279 and allocation of some additional budget for staff time and signage and information initiatives.
- 5.3 While it is possible to increase investment in interventions beyond that proposed by the report, such as through investing in extensive footpaths this would represent a significant increase in the level of service to rural residents. Such an approach would require significant additional funding and may not be eligible for subsidy by NZTA. This is largely because the additional capital and operating investment is not supported by extremely low likelihood that such a programme would result in any measurable reduction in the incidence of injuries to rural bus users. For this reasons Officers do not support going beyond the recommendations of the report.

## **6. NEXT ACTIONS**

- 6.1 If agreed a member of staff in the Council's infrastructure Unit would be nominated as responsible for improving the relationship with the Ministry of Education and school bus service operators. This person would oversee the process for improving infrastructure and addressing problems areas as they arise.
- 6.2 Officers would seek an additional operational budget allocation of \$50,000 for staff time and non-engineering related infrastructure investment to be included in the Annual Plan budgets for 2019-20 and 2020-21.
- 6.3 Council's programme priorities in Programme 279 Minor Road Safety Works will be reviewed to ensure a budget is allocated for minor interventions which meet NZTA's criteria so that the subsidy funding for the entire programme is not put at risk.
- 6.4 Opportunities for advocacy on school bus safety will be pursued with external agencies and funding support offered if this is required to achieve the desired outcome.

## **7. OUTLINE OF COMMUNITY ENGAGEMENT PROCESS**

- 7.1 No community engagement has been undertaken although key stakeholders have been interviewed and involved through the assessment process by the consultant.



## COMPLIANCE AND ADMINISTRATION

|  |            |
|--|------------|
| Does the Committee have delegated authority to decide?   | <b>No</b>  |
| Are the decisions significant?   | <b>No</b>  |
| If they are significant do they affect land or a body of water?  | <b>No</b>  |
| Can this decision only be made through a 10 Year Plan?   | <b>No</b>  |
| Does this decision require consultation through the Special Consultative procedure?  | <b>No</b>  |
| Is there funding in the current Annual Plan for these actions?   | <b>Yes</b> |
| Are the recommendations inconsistent with any of Council's policies or plans?  | <b>No</b>  |
| An enhanced business as usual approach is consistent with Council's Active and Public Transport Plan. The purpose of the Plan is to have a safe, efficient and effective public transport system. The plan recognises the need to prioritise work programmes to achieve improvements in service over time. |            |

## ATTACHMENTS

1. School Transport Infrastructure Review 2018 [↓](#) 

Report

## School Transport Infrastructure Review - PNCC 2018

**Prepared for Palmerston North City Council (Client)**

**By Beca Limited (Beca)**

18 January 2019

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This report has been prepared by Beca on the specific instructions of our Client. It is solely for our Client's use for the purpose for which it is intended in accordance with the agreed scope of work. Any use or reliance by any person contrary to the above, to which Beca has not given its prior written consent, is at that person's own risk.

**Revision History**

| Revision Nº | Prepared By                          | Description       | Date      |
|-------------|--------------------------------------|-------------------|-----------|
| 1           | Ella Priest-Forsyth & Glenn Connelly | Draft for Client  | 6/8/2018  |
| 2           | Glenn Connelly                       | Revised and Final | 22/1/2019 |
|             |                                      |                   |           |
|             |                                      |                   |           |
|             |                                      |                   |           |

**Document Acceptance**

| Action       | Name                                  | Signed   | Date      |
|--------------|---------------------------------------|--|-----------|
| Prepared by  | Ella Priest-Forsyth<br>Glenn Connelly |  | 22/1/2019 |
| Reviewed by  | Caron Greenough                       |  | 22/1/2019 |
| Approved by  | Caron Greenough                       |  | 22/1/2019 |
| on behalf of | Beca Limited                          |  |           |

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## Appendices

**Appendix A – Rural Bus Routes**

**Appendix B – Standard Rural Vehicle Crossing Layouts**

**Appendix C – Example of Rural Bus Stop Layout**

## 1 Background

Palmerston North City Council (PNCC) requested that Beca undertake an engineering assessment of the rural bus stop sites within the city boundary. This assessment was to identify deficiencies in the waiting and dropping off areas and, potentially where required, safe walking places to and from the bus stops.

Following this deficiency and risk assessment, in discussion with PNCC staff Beca were then to develop a methodology for prioritising improvements; based for example on the number of children using each stop, proximity of traffic, driver speed, traffic volumes, road hierarchy and crash history.

Tasks there included:

- Contacting Horizons Regional Council and the Ministry of Education to identify bus routes and stops and identify any likely changes proposed to the current situation.
- Site visits to identify any general safety deficiencies and risks.
- Preparation of a report with recommendations.

## 2 Bus Routes

Beca initially contacted Horizons Regional Council for route information given their overarching responsibility for bus services. The Regional Council directed Beca to Uzabus, the bus company that provides the rural school bus services.

Uzabus were able to supply route information but advised the locations of the bus stops were not specifically documented. It was their opinion that the bus stop locations change, often yearly depending on the location and number of students.

Contact was then made with the Ministry of Education who supplied maps showing the routes and location of bus stops for the 2018 school year. The Ministry of Education advised that this information was supplied to their contracted bus supplier and that risk assessments of each route and the bus stop were undertaken in consultation with the service provider. They commented that while the routes generally do not change significantly from year to year, the bus stops in the rural areas were subject to change.

## 3 Bus Stop Locations

The bus routes and location of bus stops for the 2018 school year are shown in Appendix A as supplied by the Ministry of Education. Each route was driven to understand what bus stop infrastructure was supplied. It quickly became apparent that no permanent bus infrastructure or pedestrian facilities were provided in the rural areas. The exception being a few bus stops close to schools and / or urban areas.

Longburn School for example, as shown in the photograph below, has a bus shelter and stand close to Longburn School located on SH56, just east of Carey Street. There is a wide sealed area for the bus to stop well clear of the highway traffic. There is a wide shared path connecting to a nearby crossing facility however access to the bus shelter (provided by Total Span) remains via the wide sealed shoulder. This stop is also used as an outer exchange where two buses stop and transfer students.

**Photograph 1: Longburn Bus Facilities (State Highway 56)**



It appears from observation that bus drivers stop in areas of localised road widening, often at driveways. Driver's tend to take a pragmatic approach and stop where there is sufficient space, adequate visibility and opportunity relative to the road width and volumes. Consideration is also given to the convenience for students.

A typical example of where a bus might be stopped is shown in the Streetview image below; showing a driveway on the left which is used as a bus stop on Rongotea Road.

**Photograph 2: Typical Bus Stopping Location at a Vehicle Crossing (Rongotea Road)**



## 4 Crash History

A review of the New Zealand Transport Agency's 'Crash Analysis System' (CAS) was undertaken to understand the crash history and potential safety risks.

### 4.1 Crashes Involving Buses

Over the past 10 years 47 crashes involving buses have been recorded in the Palmerston North area, including the urban area. School buses were not identified separately but of those 47 crashes, 19 happened around school times and might therefore involve school bus services. This being before 9:00am and between 15:00 and 16:00pm on a weekday. Only four out of the 19 crashes resulted in injuries; all four being minor. Only one of these four minor crashes was in the rural area and on a local road. The majority of crashes occurred at intersections on State Highways.

### 4.2 Crashes Involving Pedestrians

There have been two reported crashes on the rural bus routes involving school aged pedestrians within the past 10 years. Both crashes resulted in serious injuries, occurred in the morning and the only factor identified was that the pedestrian was 'running heedless of traffic'. The pedestrians, in both cases, were secondary aged school pupils (aged 13 and 14) and in a hurry to catch the bus.

Three pedestrian crashes are on record prior to 2008 including one fatal and 2 minor crashes. All three occurred in the afternoon (15:25 to 15:40 hrs), cited pedestrians 'running heedless' and noted that the pedestrians were unsupervised (ages 6, 8 and 14).

Three of the five pedestrian crashes on record (1980 to mid 2018) occurred on State Highway 3.

## 5 Discussion

The fundamental question is, what action and facilities should be provided to ensure the safety of people associated with rural bus facilities. This review is conducted in context of providing for and promoting active and public transport along with a systemic approach to safety.

The 'School bus safety'<sup>1</sup> report identifies fundamental aspects to addressing safety with eliminating or removing the safety risk being the most effective. This would occur, for example, if a bus route or behaviour were adopted that avoided the need for pedestrian to cross the road. The potential to isolate the risk was also identified with the key strategy being to supervise children. The last key strategy was to minimise the risk or consequences by reducing speeds.

The key aspect of this assessment was the review of infrastructure associated with the rural school bus service however this is intrinsically linked to the planning, operation and education aspects.

The current approach for selecting and identifying bus routes allows for the Ministry and bus operators to identify and operate routes and stops that provide a reasonable and perceived balance of safety and practicality. Council could also provide specific input and investigate issues, but this is currently done generally on request. There is consequently an opportunity for Council to establish a more effective relationship with the Ministry and to be an active participant in the establishment and review of bus routes and facilities. This would have the benefit of having a Council Officer, who

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<sup>1</sup> School bus safety - September 2010. NZ Transport Agency research report 408.

would be aware of the services and / or route, who could offer their specific expertise in terms of safety and who could then assist and / or develop an improvement programme.

There is an opportunity to provide improved infrastructure given little currently exists. The importance and benefits for this infrastructure will need to be determined by Council and will ultimately be reflected on funding.

It is also acknowledged that any improvements will need to be balanced with the risk of the route changing and / or duration for which the facilities would be needed. Families come and go to an area, and as children age they leave school. This inevitably means there is a degree of variability in the need for bus services and infrastructure. Some locations where school bus stop, particularly those nearer the city, with higher levels of residential development, may not have changed for many years. These would be good options for investment and improvement. Remote locations, however, with small numbers of students and sparse development, would potentially change and naturally be a lesser priority for investment. Some sites may however become useful in the future thus investment may not necessarily be wasted. The improvements may also provide other benefits, such as improved vehicular access at a crossing place.

The provision of pedestrian facilities in the rural environment will vary and, in many cases, will be minimal. It is unlikely to be practical to provide safer infrastructure to every existing and potential bus stop location particularly in the short term. The education of parents and children will thus be an important an integral part of managing safety risks.

The following initiatives to improve safety are recommended for consideration.

### **5.1 Pedestrian facilities for access to bus stops**

Pedestrians facilities would typically take the form of all weather shoulders which could be widened and / or have additional signs and / or markings. Separate pedestrian facilities may be needed in busier areas or where risk is elevated. The level of infrastructure should therefore be considered in context; with high speed and high volume roads being the main considerations for safety along with the visibility and the proximity of traffic.

### **5.2 Waiting area for students**

It will be necessary, in some locations, to provide a waiting area clear of the carriageway. This could be at a vehicle crossing or an area where there is already additional seal space. An all-weather surface should be considered along with shelter (from sun and rain) for well used bus stops and / or areas where patrons have an extended wait.

### **5.3 Bus stopping areas**

There will generally need to be sufficient space for the bus to be stopped clear of passing traffic. This will be more important on strategic / busier and higher speed roads where buses could impede traffic flow or result in passing drivers travelling in the opposing traffic lane.

It is typical for bus drivers to use existing areas that have seal widening, with vehicle crossings often used given their prevalence.

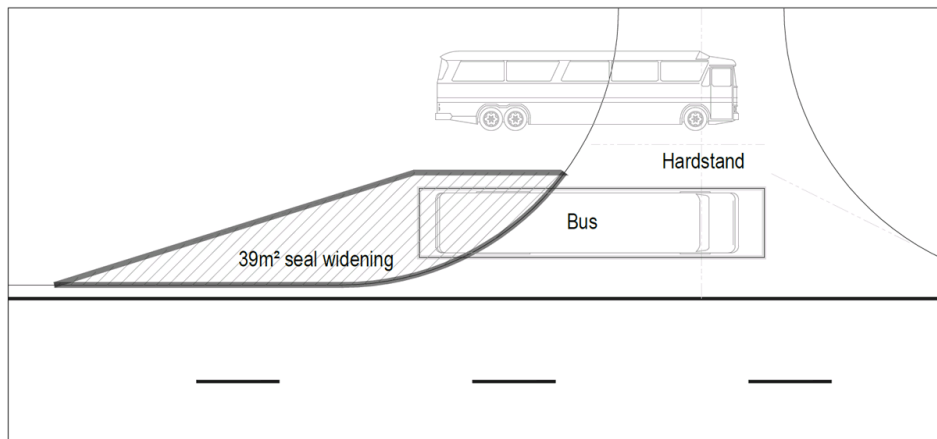
Council's standard rural vehicle crossing, however, does not provide enough space to shelter a bus let alone provide convenient access. The standard vehicle crossing has no specific widening or tapers, and is formed with circular arcs from the seal edges. This could therefore result in part of the bus remaining in the live traffic lane creating an impediment to passing traffic which could present issues particularly on strategic routes with higher volumes of traffic.



Rural vehicle crossing with a moderate amount of seal widening, as detailed in the New Zealand Transport Agency's Diagram D (Appendix 5B of the Planning and Policy Manual) however could provide enough space for a bus to stop with adequate tapers for manoeuvring.

There may be an opportunity to provide widening at an existing driveway / vehicle crossing and potentially provide benefits for other road users. A standard design could be developed with widening in advance of driveways. A standard Council vehicle crossing for example with an extra 40 to 55m<sup>2</sup> of seal widening would better accommodate a bus.

**Figure 1: Indicative seal widening for stand vehicle crossing / entrance**



Care will be needed so that stationary buses do not obscure the view of approaching traffic. It may be better, therefore, for a bus to block a driveway for a short period rather than allowing a vehicle to use the access with a bus stopped near an access. Bus stops can legally be located over and obstruct vehicle crossings (if authorised)<sup>2</sup> albeit this would naturally involve consultation with the affected land owner. Bus stops close to intersections should be avoided but if necessary should be subject to specific design and safety assessment.

#### 5.4 Parking areas

There may be situations where parents / caregivers require space to park when dropping off or waiting in cars to collect students at the end of the day. This should be encouraged particularly for younger students as it may result in the children being supervised and eliminate the need for them to cross the road. Consideration should therefore be given to the provision of parking spaces.

<sup>2</sup> Land Transport (Road User) Rule 2004: 6.9 Obstructing vehicle entrances and exits

(1) A driver or person in charge of a vehicle must not stop, stand, or park the vehicle so as to obstruct entry to or exit from any driveway.

(3) Nothing in subclause (1) or subclause (2) applies to a bus that has stopped at an authorised bus stop ... for the purpose of picking up or dropping off passengers.

## 5.5 Education

There is an opportunity to promote safety through the education of students and parents. Whilst this is generally done by others, Council could be more active in this area and encourage partners and collectively be more effective.

Information about how to use school buses, the associated risks, how to keep safe and an opportunity to provide feedback about school buses could be provided on the Council web site. Auckland Transport have a web [page](#) and educational material for rural school bus safety which could be used as a point of reference.

Key measures include encouraging parents to meet their children, and road safety education in schools.

## 5.6 Visibility

Students, through education, should be encouraged to remain visible. They should be encouraged to have appropriate high visibility attire (hi-vis jackets and bag covers for example). Council could supply or supplement the cost of hi-vis equipment.

## 5.7 Risk Assessment

Currently a risk assessment of the routes and stops is carried out by the Ministry of Education and the bus company. Council may wish to be more proactive in this space and could formally review and agree on the most appropriate location of bus stop locations. This combined with investment in infrastructure could provide planned and coordinated improvement to the current service.

It would also be beneficial to develop the working relationship with partners associated with school bus services and safety. This could involve fostering an understanding of the expertise and skills that are available within Council, the expectations in terms of safety, agreeing on operational procedures and increased awareness type of infrastructure that could be provided.

## 5.8 Bus safety

The bus route and stops should ideally be established to reduce / minimise the number of students that have to cross the road. There are however practical limitations to this, such as running costs and the amount of time that students would be willing to remain on the bus.

Buses should stop in lower speed areas with good visibility where possible. Children and parents should also be encouraged to use stops in these locations.

The Land Transport (Road User) Rule 2004 5.6 'Speed limits relating to school buses' stipulates that a driver must not pass a school bus at a speed exceeding 20 kph. Warning signs could be installed and / or improved on [school buses](#) to alert drivers to the presence of pedestrians. In addition, active warning or illuminated signs are also an option which have proven much more effective in reducing driver speeds. Furthermore the [2011 TERNZ<sup>3</sup> report](#) recommending the installation of warning signs / devices on school buses.

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<sup>3</sup> Evaluation of illuminated 20 km/hr school-bus signs. TERNZ Transport Research. Prepared for the Road Safety Trust October 2011.

**Photograph 3: Bus Mounted Sign – Illuminated 20 kph Sign**



Further to the above the NZTA has produced a [research report](#)<sup>4</sup> that investigated road safety which is recommended as a further point of reference. It includes a draft school bus stop and turning point safety guide.

Council's bus stop guide may need to be reviewed to reflect changes in policy and / or new initiatives.

## 6 Conclusions & Recommendations

Crashes involving buses are rare. The majority of those however that did occur were located in the urban area rather than rural environment. The number of incidents with school related pedestrians in the rural areas was also modest.

There is little specific infrastructure provided in the rural environment for school buses and their patrons. This reflects the rural environment and a culture of managing with whatever facilities are available.

The review of rural bus stop infrastructure nonetheless highlights risks which naturally occur in the rural environment and that there are opportunities to improve the current planning, practices and infrastructure. This is particularly true in the context of a safety system approach and a culture of better providing for pedestrians and public transport.

<sup>4</sup> [School bus safety - September 2010. NZ Transport Agency research report 408.](#)

The following opportunities for improvement have been identified and are recommended noting that the level of investment will need to be considered by Council, having regard to other safety initiatives competing for funding.

- A budget and necessary resources should be identified and set. Ideally an officer within Council would be nominated and have responsibility for Council's involvement in school bus travel.
- It is recommended that the installation of additional signs on buses is investigated and implemented as soon as practical.
- It is also recommended that Council establish a web page with information about rural school buses and safety. This could be coordinated with other school travel and safety information. It is therefore recommended that Council engage with the Ministry of Education, bus operators, schools, students, parents and communities as part of wider safety and travel planning discussions. This would help identify and prioritise infrastructure interventions.
- The Ministry of Education and bus companies review the bus routes and bus stop locations. This, however, is not something that PNCC are involved with presently. It is recommended that Council foster a relationship with the Ministry of Education and service provider/s and provide direct input and guidance regarding infrastructure and safety.
- There are often no formal infrastructure facilities for school children to use to access the rural school bus service. This is largely based on an acceptance that facilities in the rural environment are minimal and due to the risk of routes/stops changing. It is recommended that all stops are reviewed with an improvement programme developed to promote the use of appropriate sites (lower speeds and good visibility) along with infrastructure improvements. There are opportunities to; facilitate shoulder widening especially in key locations, provide space for buses to be stopped, and to provide facilities for pedestrian access. Priority should be allocated to sites with the greatest risk; state highway sites for example should be reviewed as a priority in partnership with the NZTA. Local roads that have higher speeds and / or volumes should also be treated as a priority. A methodology for prioritising improvements could be developed but this is best addressed once funding and the relative importance of school bus improvements has been established.



**Glenn Connelly**

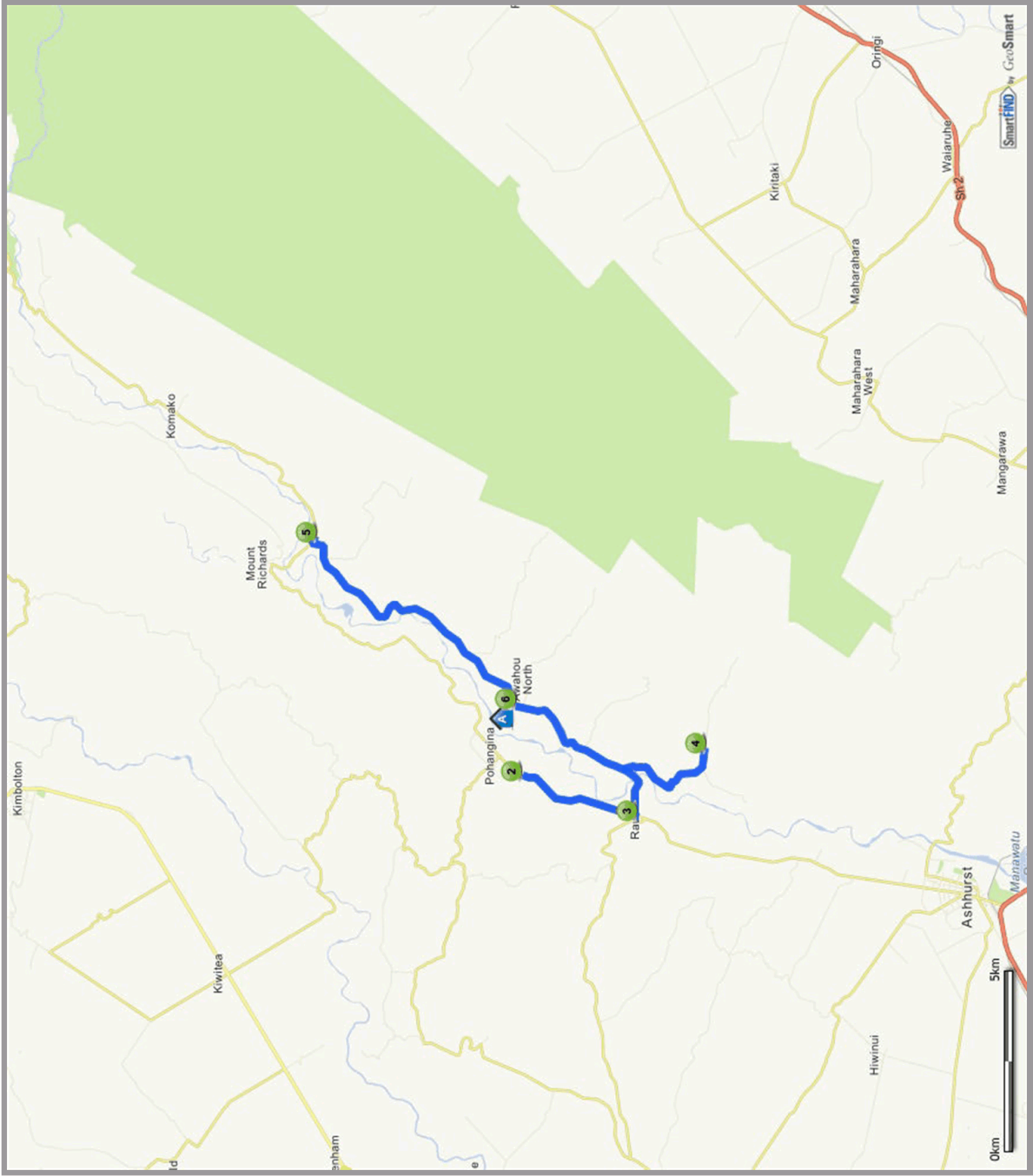
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Appendix A – Rural Bus Routes

|                   |                  |         |
|-------------------|------------------|---------|
| Route No.         | 4032             | PM      |
| Route Name        | Awahou           |         |
| Route Distance    | 41.51            | Km      |
| Route Duration    | 40               | minutes |
| Route Type        | Daily            |         |
| Route Group       | Palmerston North |         |
|                   | Rural            |         |
| Total Daily Dist. | 86.73            | Km      |
| Last Modified     | 1 Jul 2009       |         |
| Schools           |                  |         |
| A. Awahou School  |                  |         |



Printed: 28 May 2018



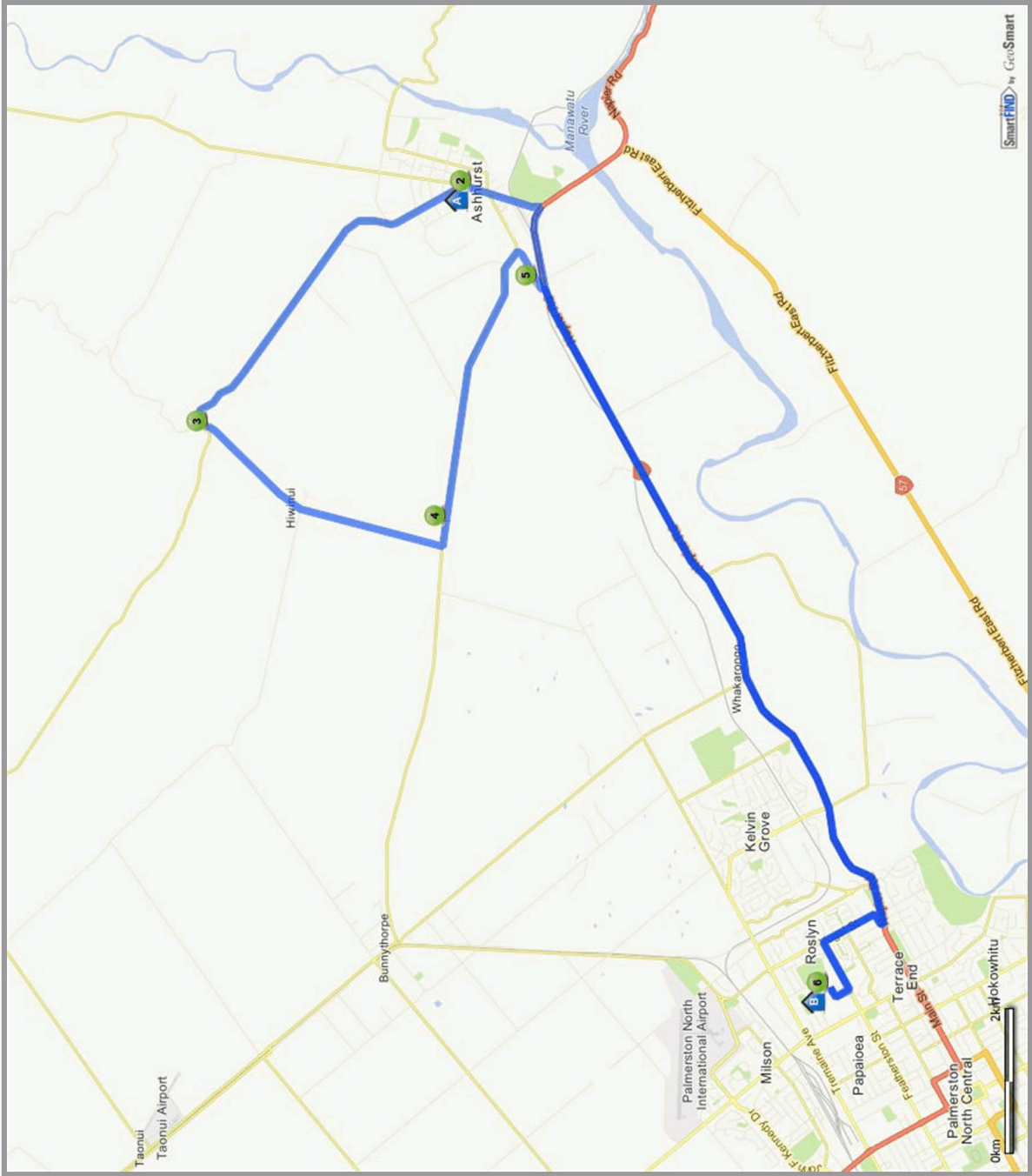




ITEM 13 - ATTACHMENT 1

|                   |                  |
|-------------------|------------------|
| Route No.         | 4041 PM          |
| Route Name        | Freyberg High    |
| Route Distance    | 40.65 Km         |
| Route Duration    | 39 minutes       |
| Route Type        | Daily            |
| Route Group       | Palmerston North |
|                   | Rural            |
| Total Daily Dist. | 69.75 Km         |
| Last Modified     | 1 Jul 2009       |

|                         |
|-------------------------|
| Schools                 |
| A. Ashhurst School      |
| B. Freyberg High School |



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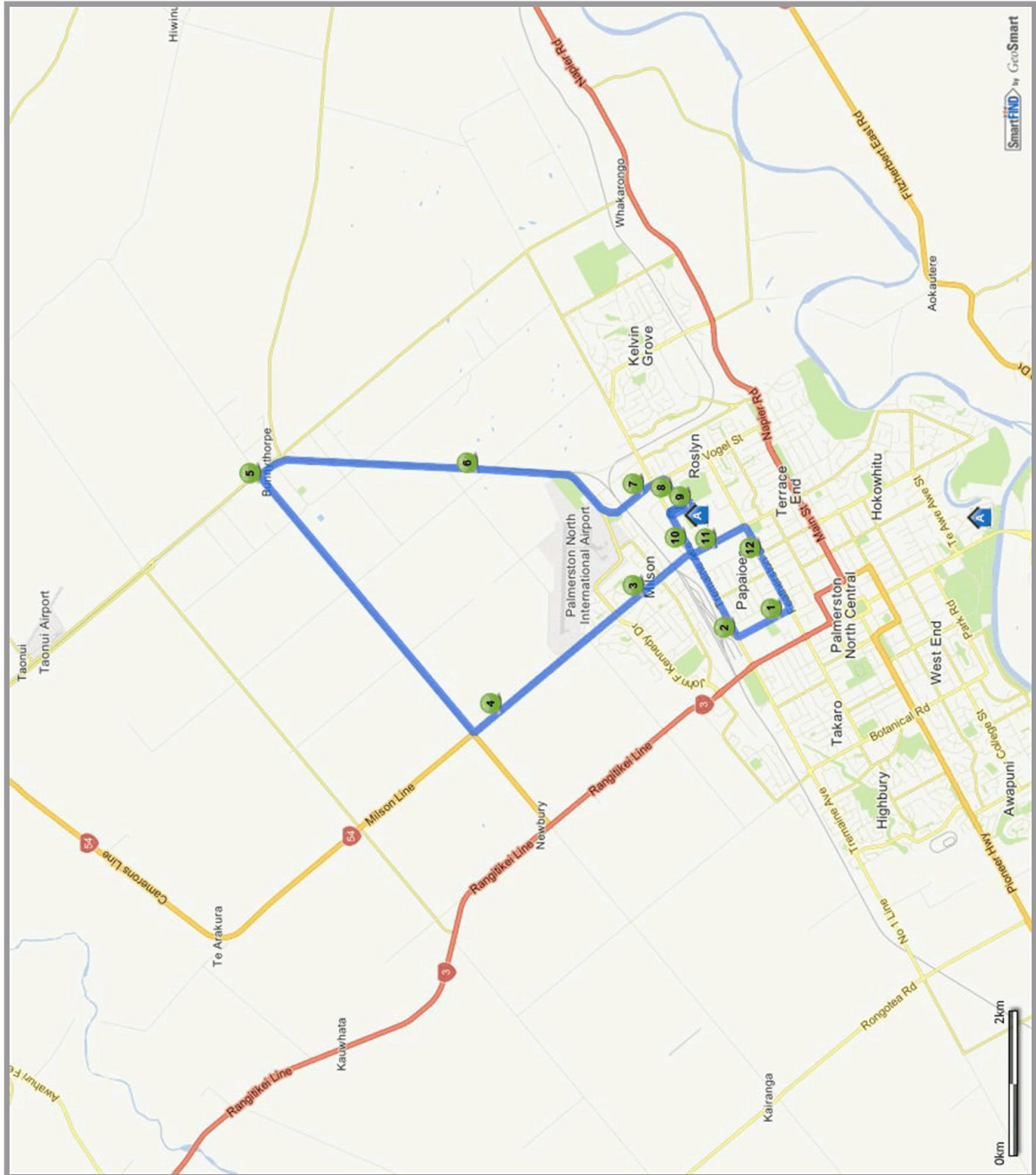




|                       |                    |
|-----------------------|--------------------|
| <b>Route No.</b>      | 4042_2017          |
| <b>Route Name</b>     | Freyberg High 2017 |
| <b>Route Distance</b> | 20.88 Km           |
| <b>Route Duration</b> | 29 minutes         |
| <b>Route Type</b>     | Daily              |
| <b>Route Group</b>    | Palmerston North   |
|                       | Rural              |
| <b>Last Modified</b>  | 8 Nov 2017         |

#### Schools

A. Freyberg High School



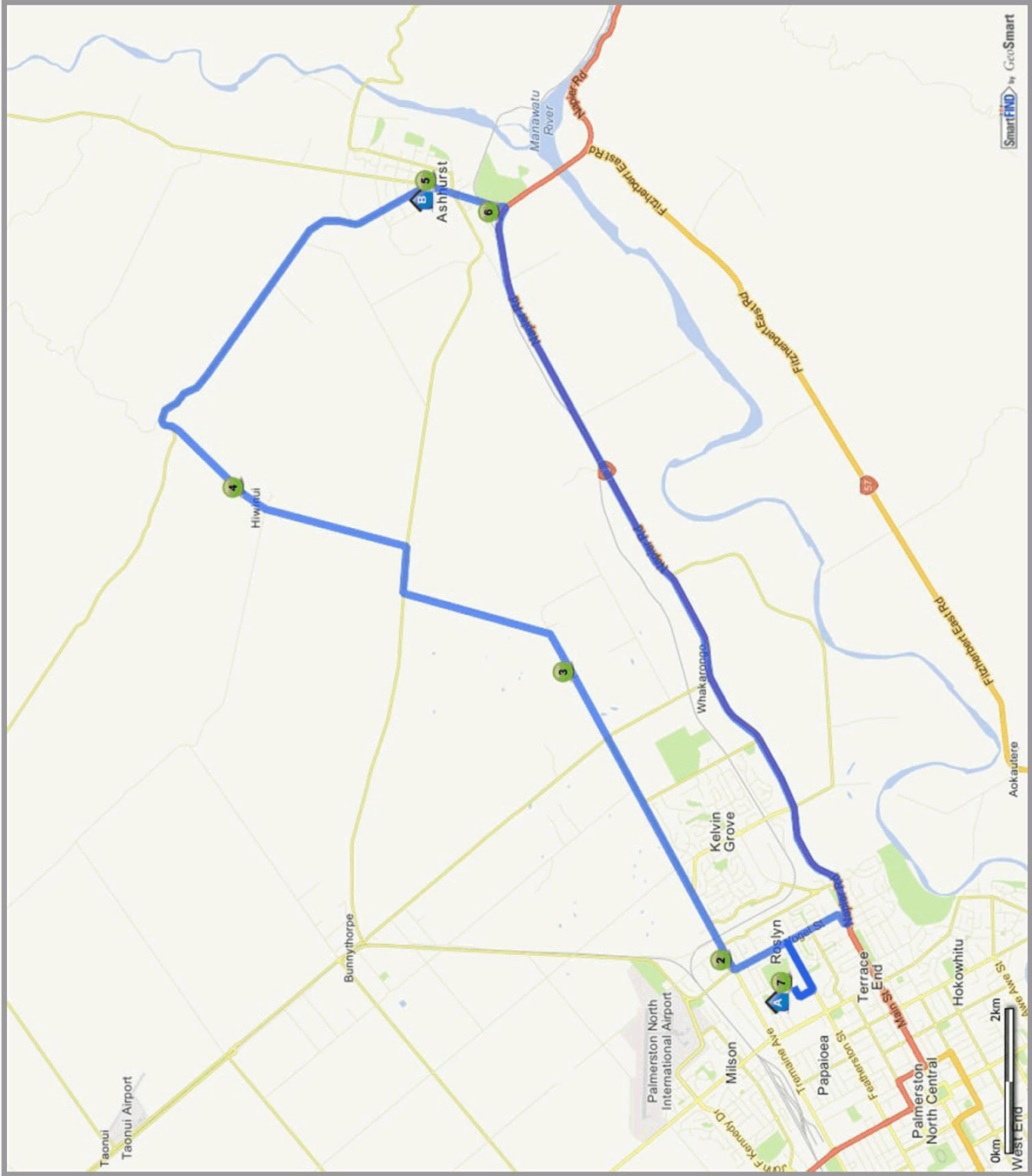
Printed: 28 May 2018



ITEM 13 - ATTACHMENT 1

|                   |                  |
|-------------------|------------------|
| Route No.         | 4043             |
| Route Name        | Freyberg High    |
| Route Distance    | 33.49 Km         |
| Route Duration    | 38 minutes       |
| Route Type        | Daily            |
| Route Group       | Palmerston North |
|                   | Rural            |
| Total Daily Dist. | 67.15 Km         |
| Last Modified     | 1 Jul 2009       |

|                         |
|-------------------------|
| Schools                 |
| A. Freyberg High School |
| B. Ashhurst School      |



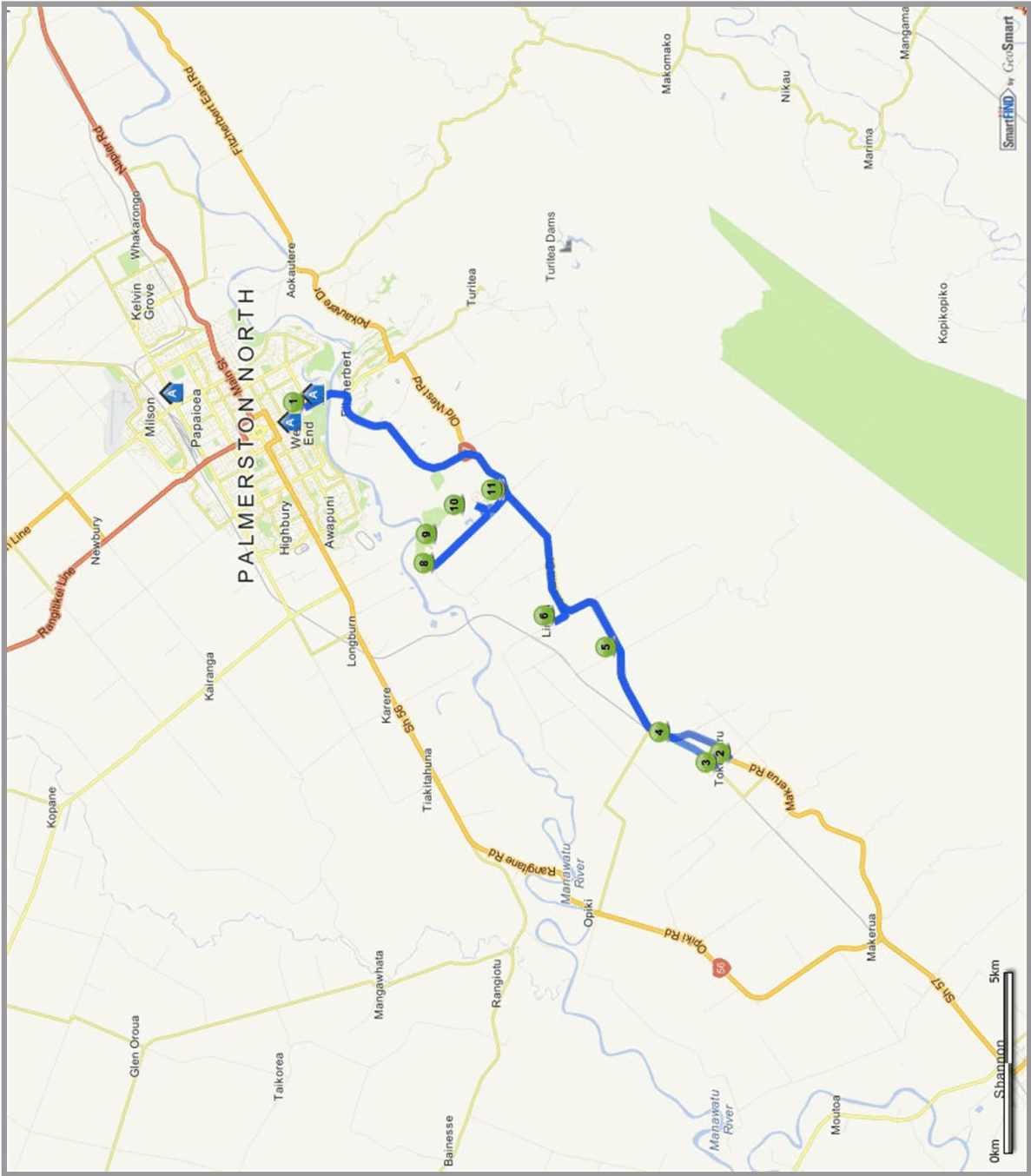
Printed: 28 May 2018



|                          |                              |
|--------------------------|------------------------------|
| <b>Route No.</b>         | 4044                         |
| <b>Route Name</b>        | Palmerston North Girls' High |
| <b>Route Distance</b>    | 46.5 Km                      |
| <b>Route Duration</b>    | 50 minutes                   |
| <b>Route Type</b>        | Daily                        |
| <b>Route Group</b>       | Palmerston North Rural       |
| <b>Total Daily Dist.</b> | 92.09 Km                     |
| <b>Last Modified</b>     | 1 Jul 2009                   |

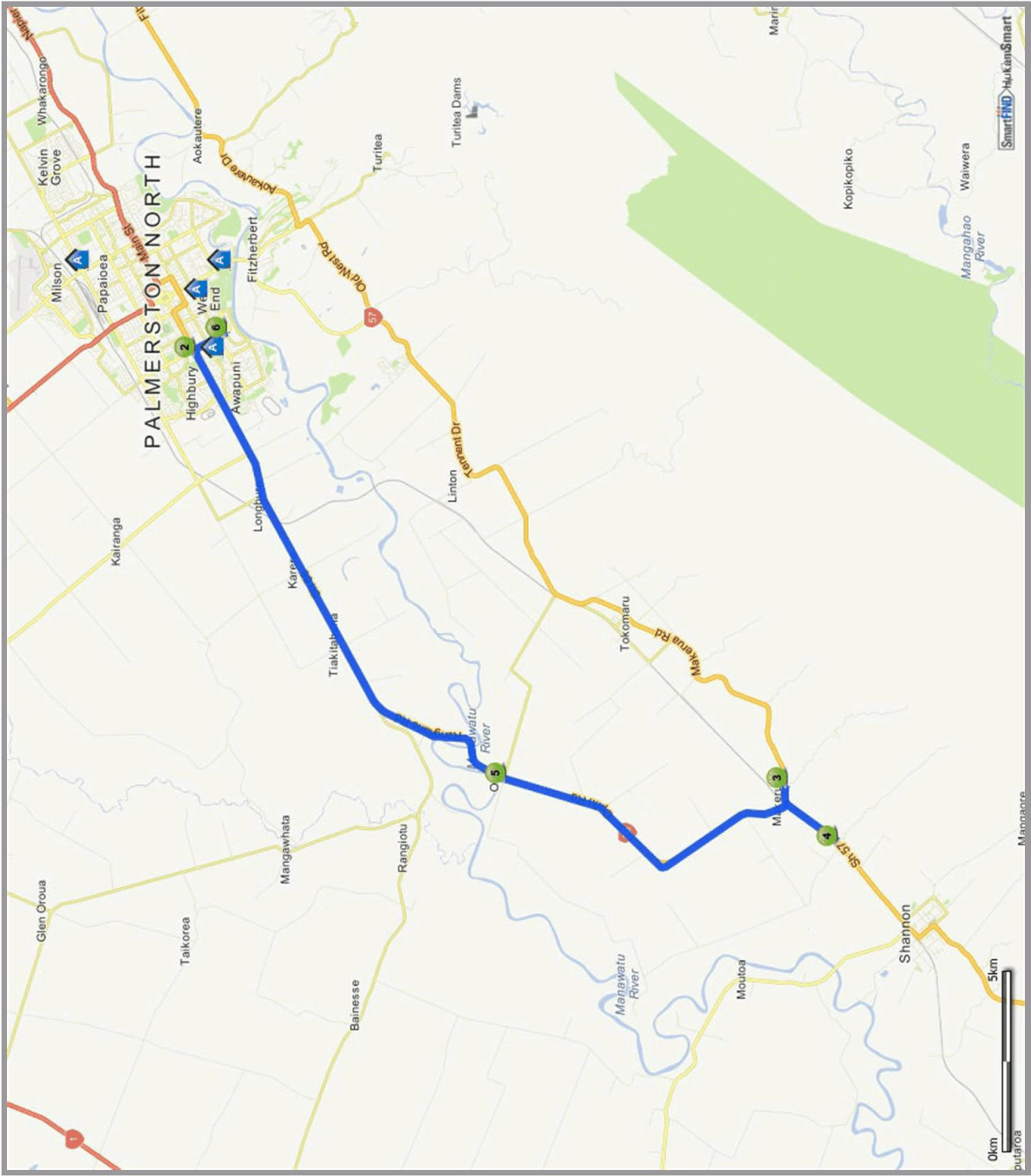
|  |
|--|
| <b>Schools</b>                         |
| A. Palmerston North Girls' High School |

Printed: 28 May 2018





|                   |                    |
|-------------------|--------------------|
| Route No.         | 4045               |
| Route Name        | Awatapu College    |
| Route Distance    | 55.73 Km           |
| Route Duration    | 54.01 minutes      |
| Route Type        | Daily              |
| Route Group       | Palmerston North   |
|                   | Rural              |
| Total Daily Dist. | 135.74 Km          |
| Last Modified     | 1 Jul 2009         |
| Schools           |                    |
|                   | A. Awatapu College |



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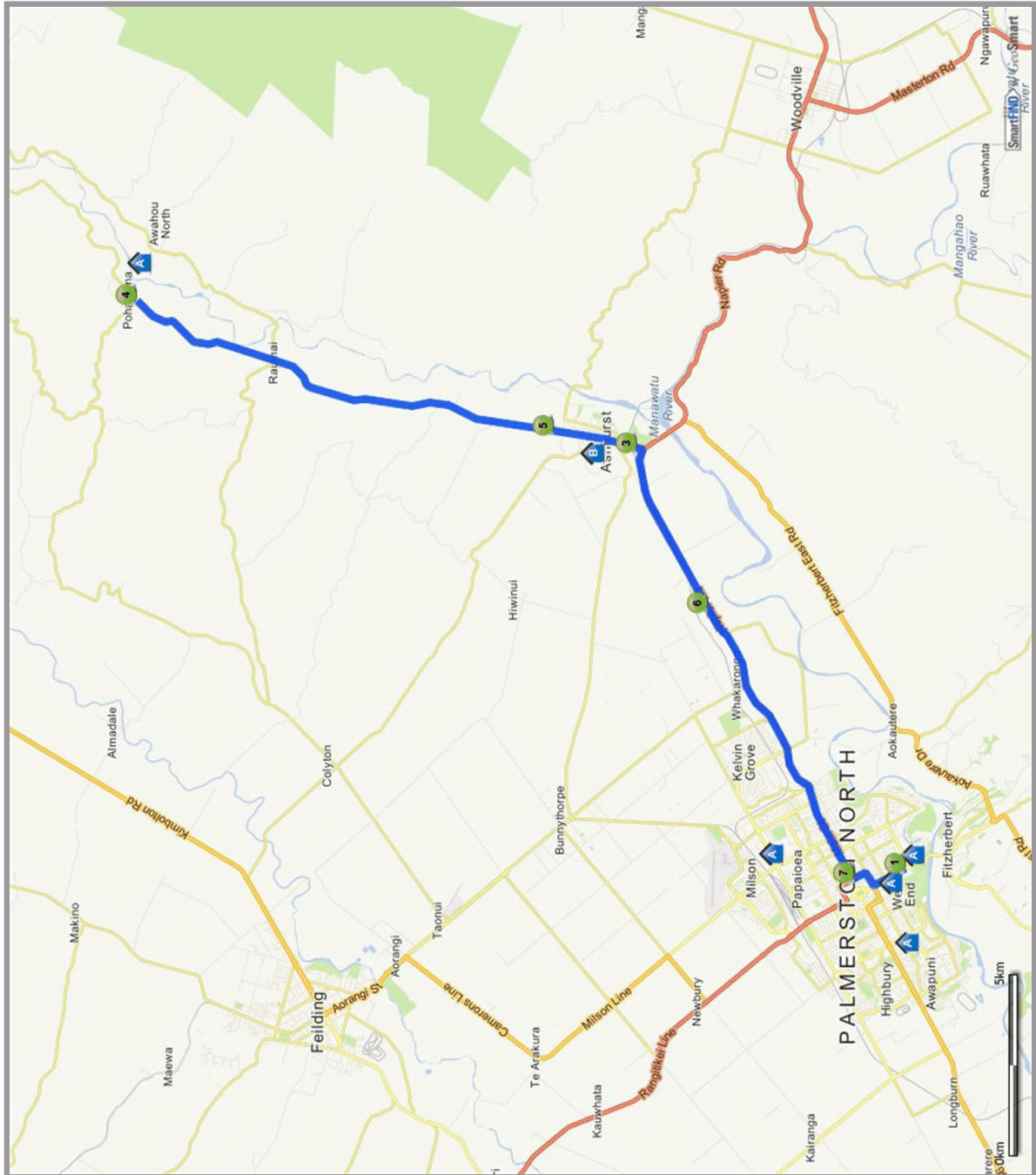


|                       |                        |
|-----------------------|------------------------|
| <b>Route No.</b>      | 4046_2017              |
| <b>Route Name</b>     | Palmerston north Girls |
|                       | high 20                |
| <b>Route Distance</b> | 60.72 Km               |
| <b>Route Duration</b> | 58 minutes             |
| <b>Route Type</b>     | Daily                  |
| <b>Route Group</b>    | Palmerston North       |
|                       | Rural                  |
| <b>Last Modified</b>  | 8 Nov 2017             |

#### Schools

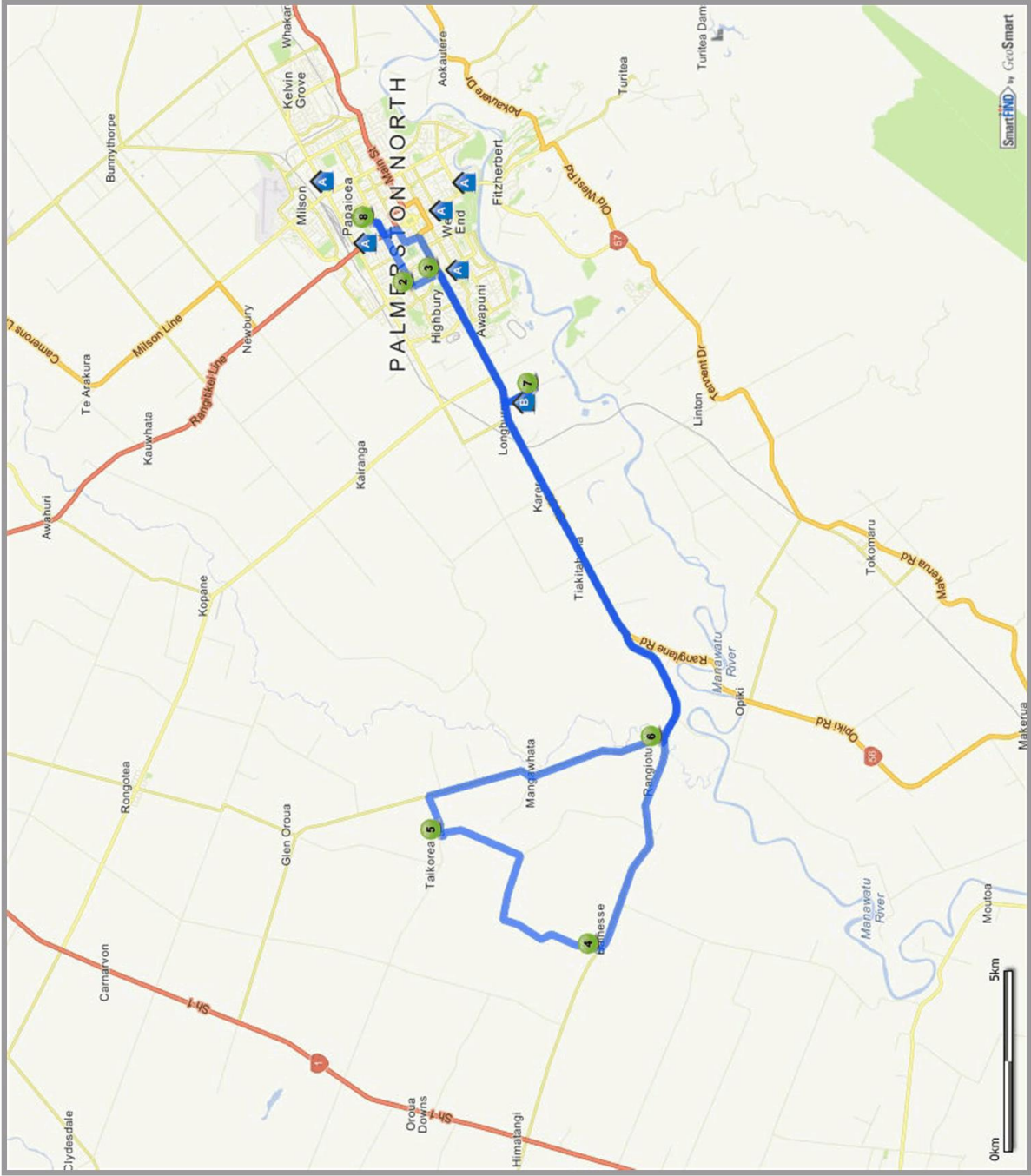
|  |
|--|
| A. Palmerston North Girls' High School |
|--|

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|                   |                             |
|-------------------|-----------------------------|
| Route No.         | 4047                        |
| Route Name        | Palmerston North Boys' High |
| Route Distance    | 59.18 Km                    |
| Route Duration    | 73.78 minutes               |
| Route Type        | Daily                       |
| Route Group       | Palmerston North Rural      |
| Total Daily Dist. | 119.26 Km                   |
| Last Modified     | 1 Jul 2009                  |

|         |                                    |
|---------|------------------------------------|
| Schools |                                    |
| A.      | Palmerston North Boys' High School |
| B.      | Longburn Adventist College         |



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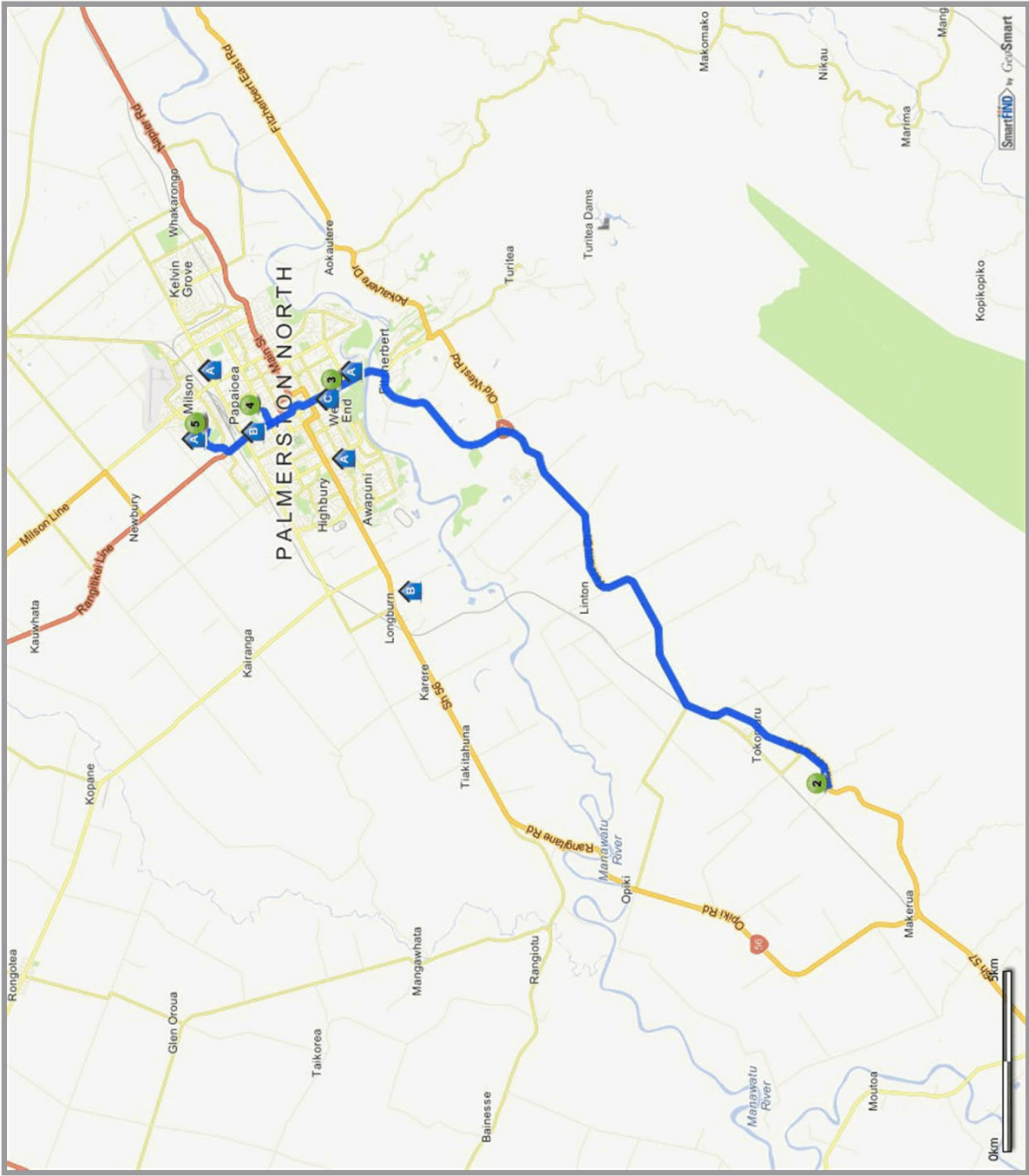


|                          |                   |
|--------------------------|-------------------|
| <b>Route No.</b>         | 4048              |
| <b>Route Name</b>        | St Peters College |
| <b>Route Distance</b>    | 52.84 Km          |
| <b>Route Duration</b>    | 59.67 minutes     |
| <b>Route Type</b>        | Daily             |
| <b>Route Group</b>       | Palmerston North  |
|                          | Rural             |
| <b>Total Daily Dist.</b> | 106.30 Km         |
| <b>Last Modified</b>     | 1 Jul 2009        |

#### Schools

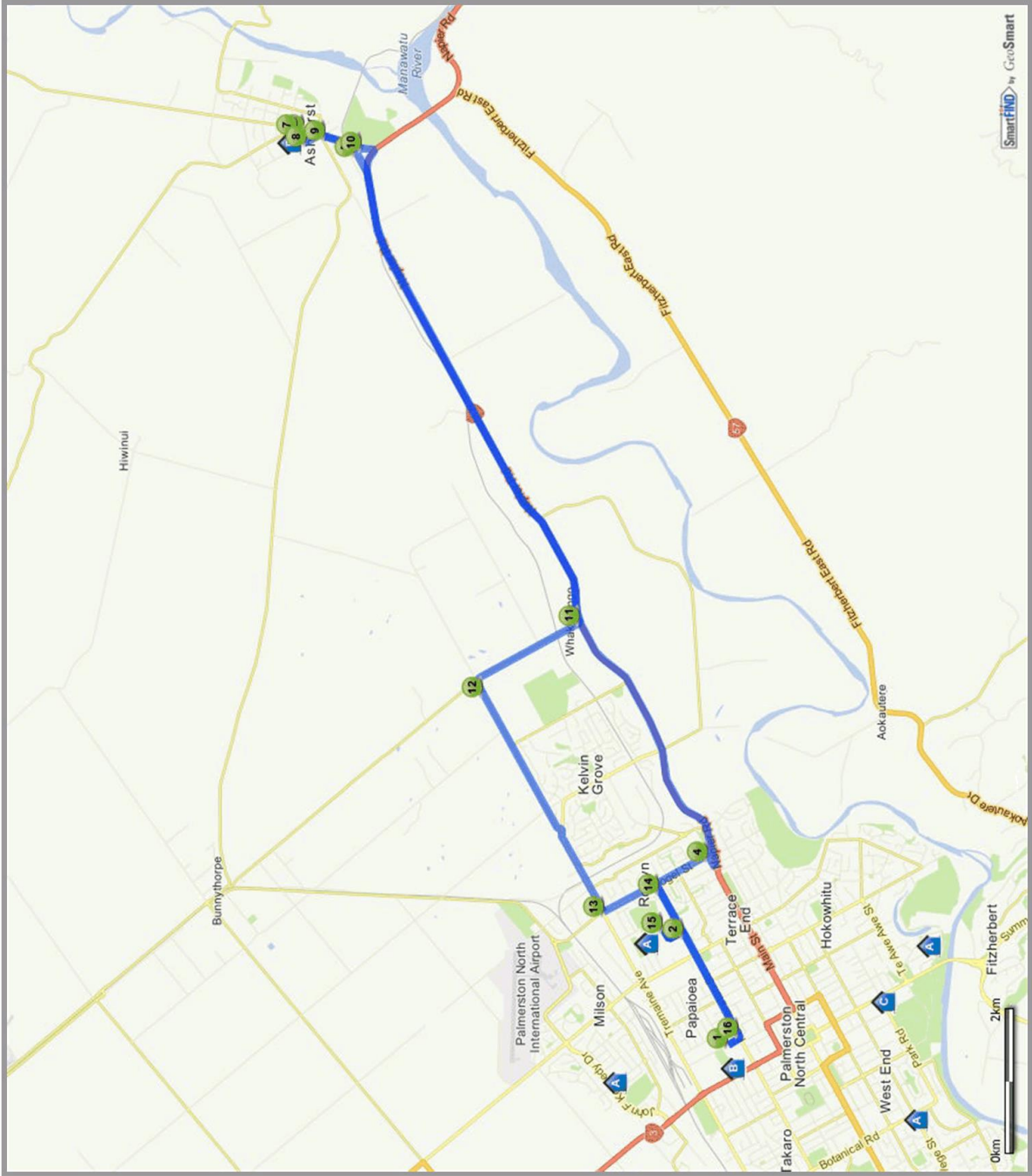
|    |                                     |
|----|-------------------------------------|
| A. | St Peter's College                  |
| B. | Palmerston North Boys' High School  |
| C. | Palmerston North Girls' High School |

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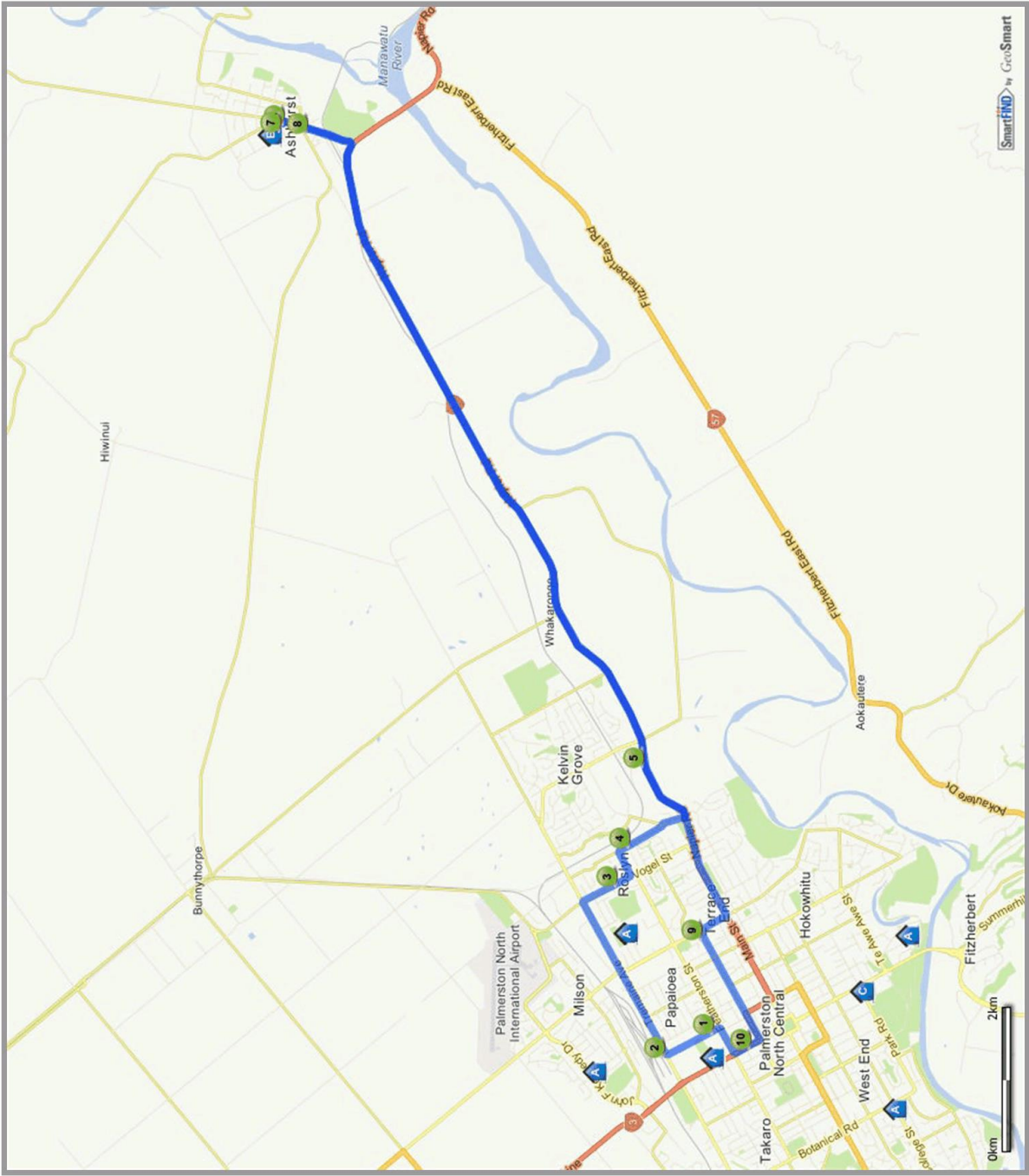
|                |                         |
|----------------|-------------------------|
| Route No.      | 4049_2017               |
| Route Name     | Freyberg High 2017      |
| Route Distance | 34.44 Km                |
| Route Duration | 39 minutes              |
| Route Type     | Daily                   |
| Route Group    | Palmerston North        |
|                | Rural                   |
| Last Modified  | 8 Nov 2017              |
| Schools        |                         |
|                | A. Freyberg High School |



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|                          |                            |
|--------------------------|----------------------------|
| <b>Route No.</b>         | 4066                       |
| <b>Route Name</b>        | Palmerston North Boys High |
| <b>Route Distance</b>    | 33.58 Km                   |
| <b>Route Duration</b>    | 43.63 minutes              |
| <b>Route Type</b>        | Daily                      |
| <b>Route Group</b>       | Palmerston North Rural     |
| <b>Total Daily Dist.</b> | 57.65 Km                   |
| <b>Last Modified</b>     | 21 Dec 2010                |

|                |                                    |
|----------------|------------------------------------|
| <b>Schools</b> |                                    |
| A.             | Palmerston North Boys' High School |
| B.             | Ashurst School                     |

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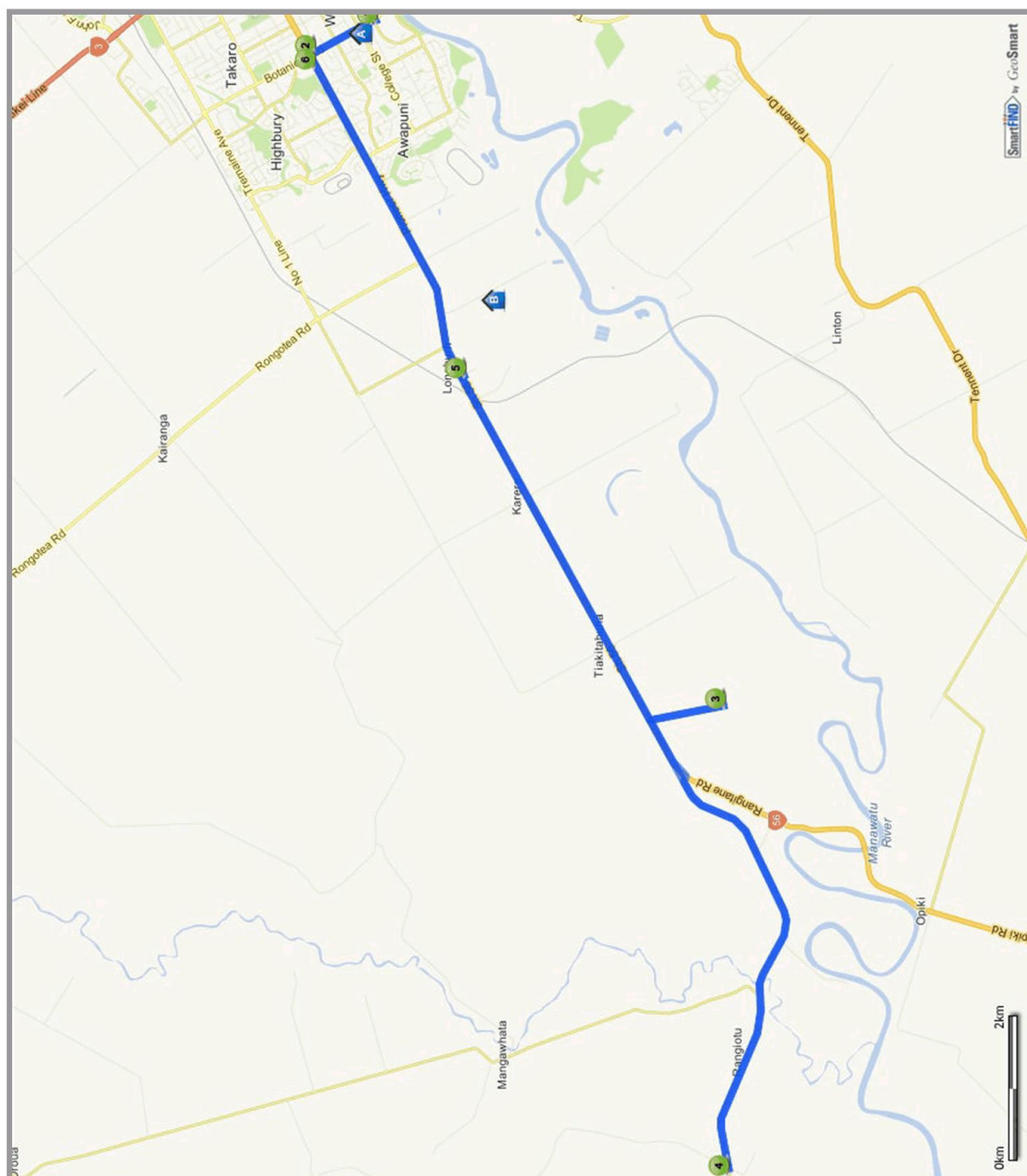
**ITEM 13 - ATTACHMENT 1**

|                       |                  |      |
|-----------------------|------------------|------|
| <b>Route No.</b>      | 4068             | 2017 |
| <b>Route Name</b>     | 4068             | 2017 |
| <b>Route Distance</b> | 39.38 Km         |      |
| <b>Route Duration</b> | 37 minutes       |      |
| <b>Route Type</b>     | Daily            |      |
| <b>Route Group</b>    | Palmerston North |      |
|                       | Rural            |      |
| <b>Last Modified</b>  | 8 Nov 2017       |      |

**Schools**

A. Awatapu College

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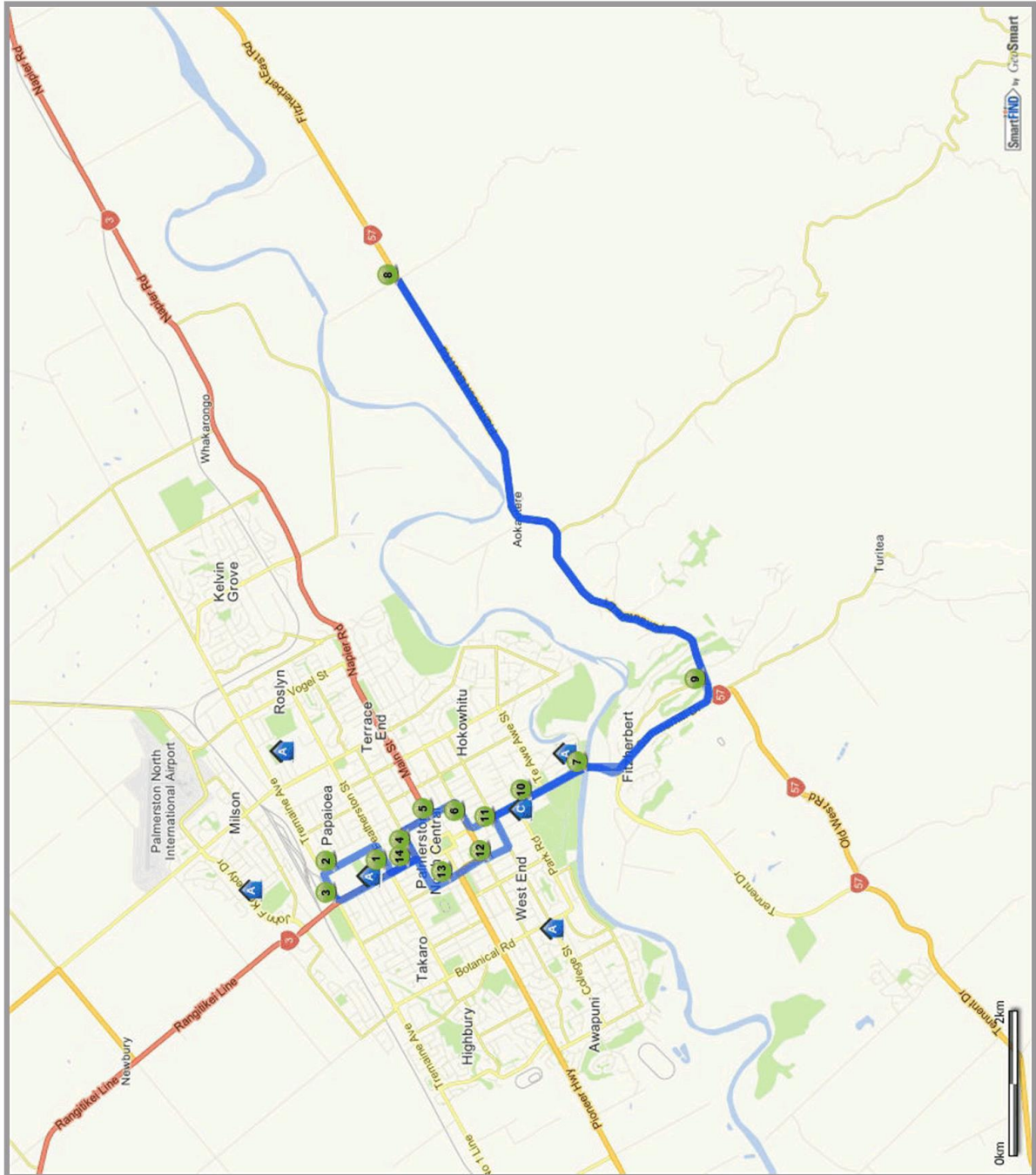


**Route No.** 4081\_2017  
**Route Name** PN Boys High  
 Akautere  
**Route Distance** 30.05 Km  
**Route Duration** 35 minutes  
**Route Type** Daily  
**Route Group** Palmerston North  
 Rural  
**Last Modified** 10 Nov 2017

**Schools**

A. Palmerston North Boys' High School

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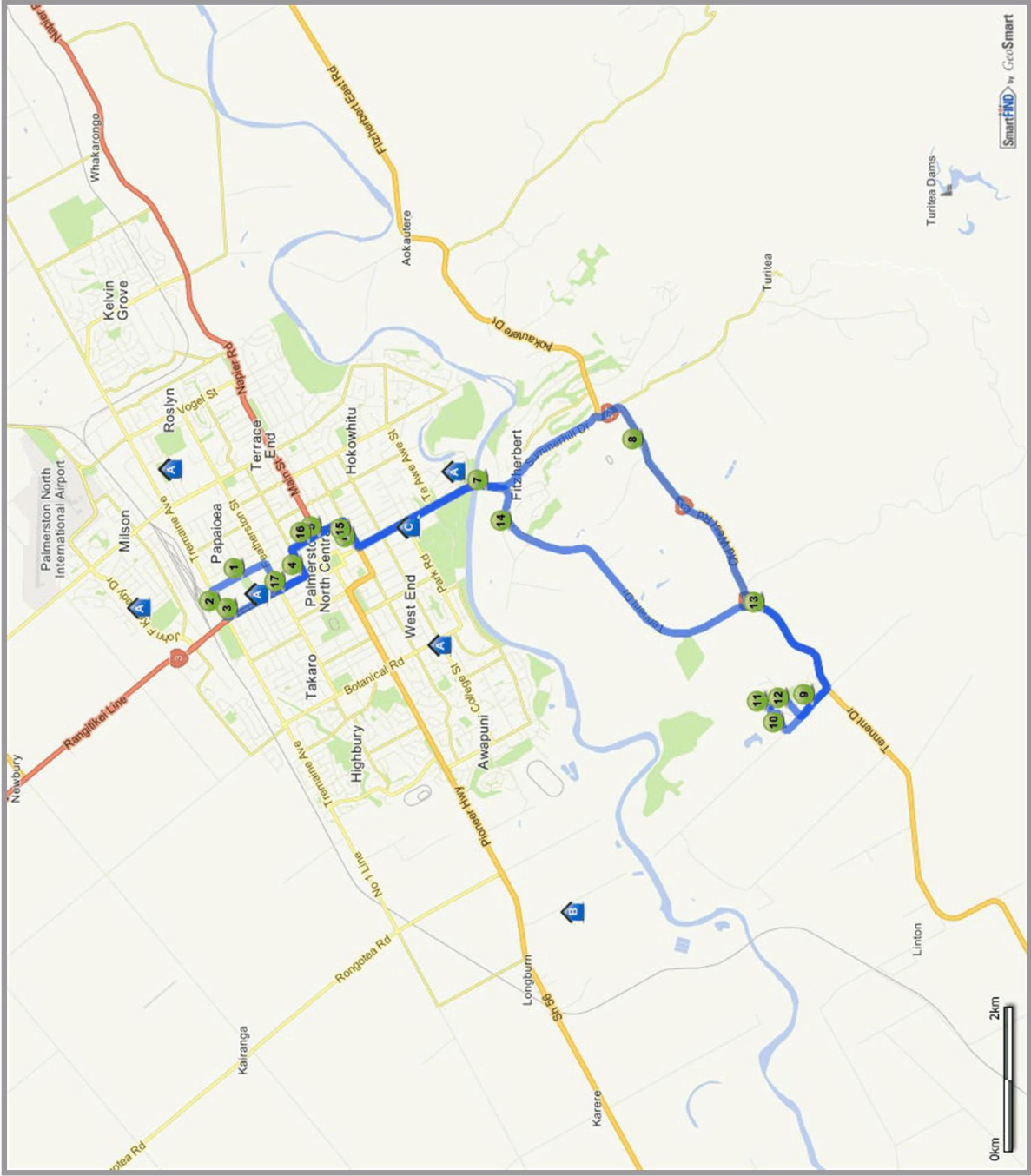




|                |                     |
|----------------|---------------------|
| Route No.      | 4082_2017           |
| Route Name     | PN Boys High School |
|                | Linton              |
| Route Distance | 26.84 Km            |
| Route Duration | 36 minutes          |
| Route Type     | Daily               |
| Route Group    | Palmerston North    |
|                | Rural               |
| Last Modified  | 10 Nov 2017         |

Schools

|                                       |
|---------------------------------------|
| A. Palmerston North Boys' High School |
|---------------------------------------|



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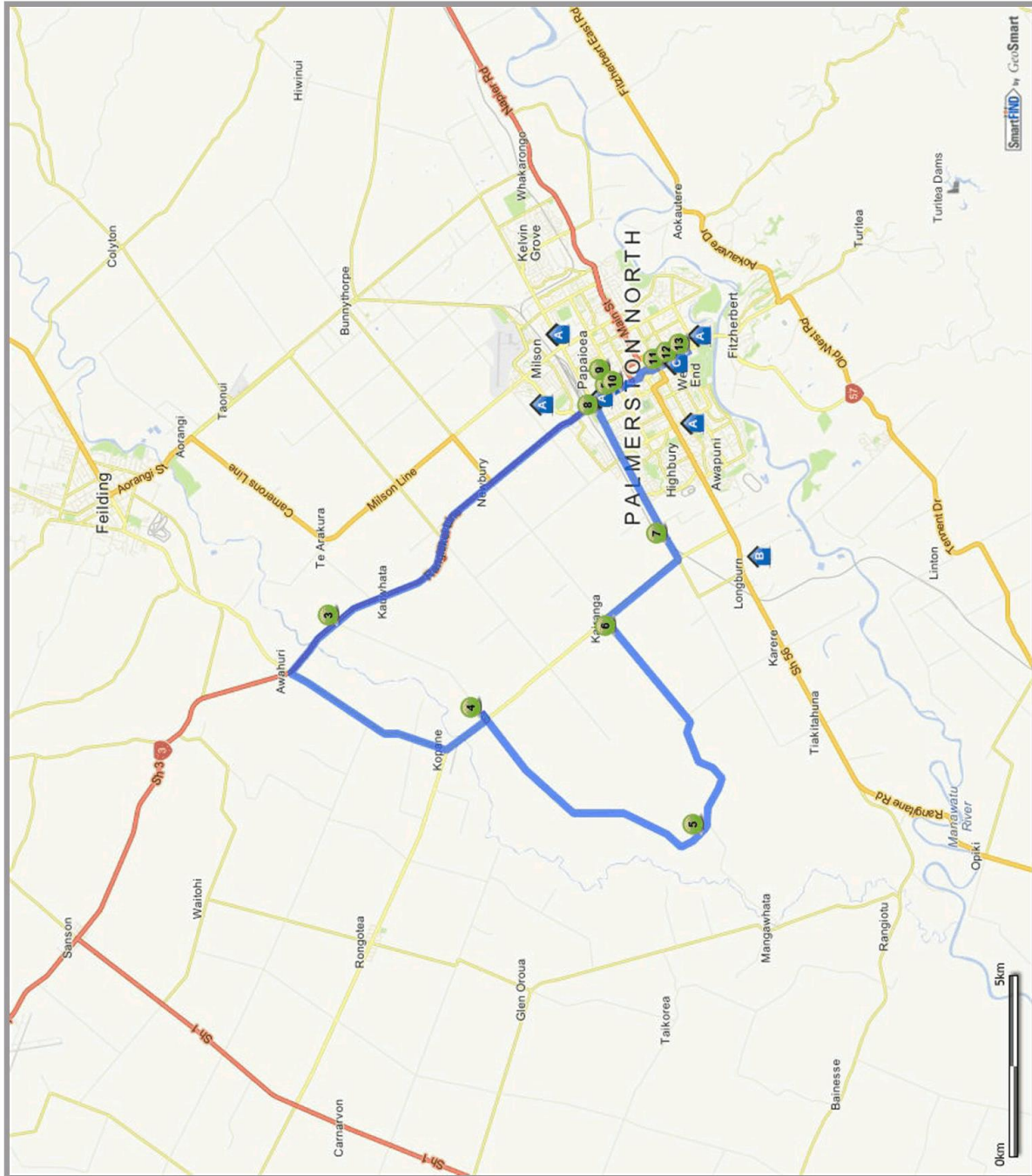


|                       |                             |
|-----------------------|-----------------------------|
| <b>Route No.</b>      | 4083_2017                   |
| <b>Route Name</b>     | Palmerston North Boys' High |
| <b>Route Distance</b> | 45.9 Km                     |
| <b>Route Duration</b> | 53 minutes                  |
| <b>Route Type</b>     | Daily                       |
| <b>Route Group</b>    | Palmerston North Rural      |
| <b>Last Modified</b>  | 8 Nov 2017                  |

#### Schools

|                                       |
|---------------------------------------|
| A. Palmerston North Boys' High School |
|---------------------------------------|

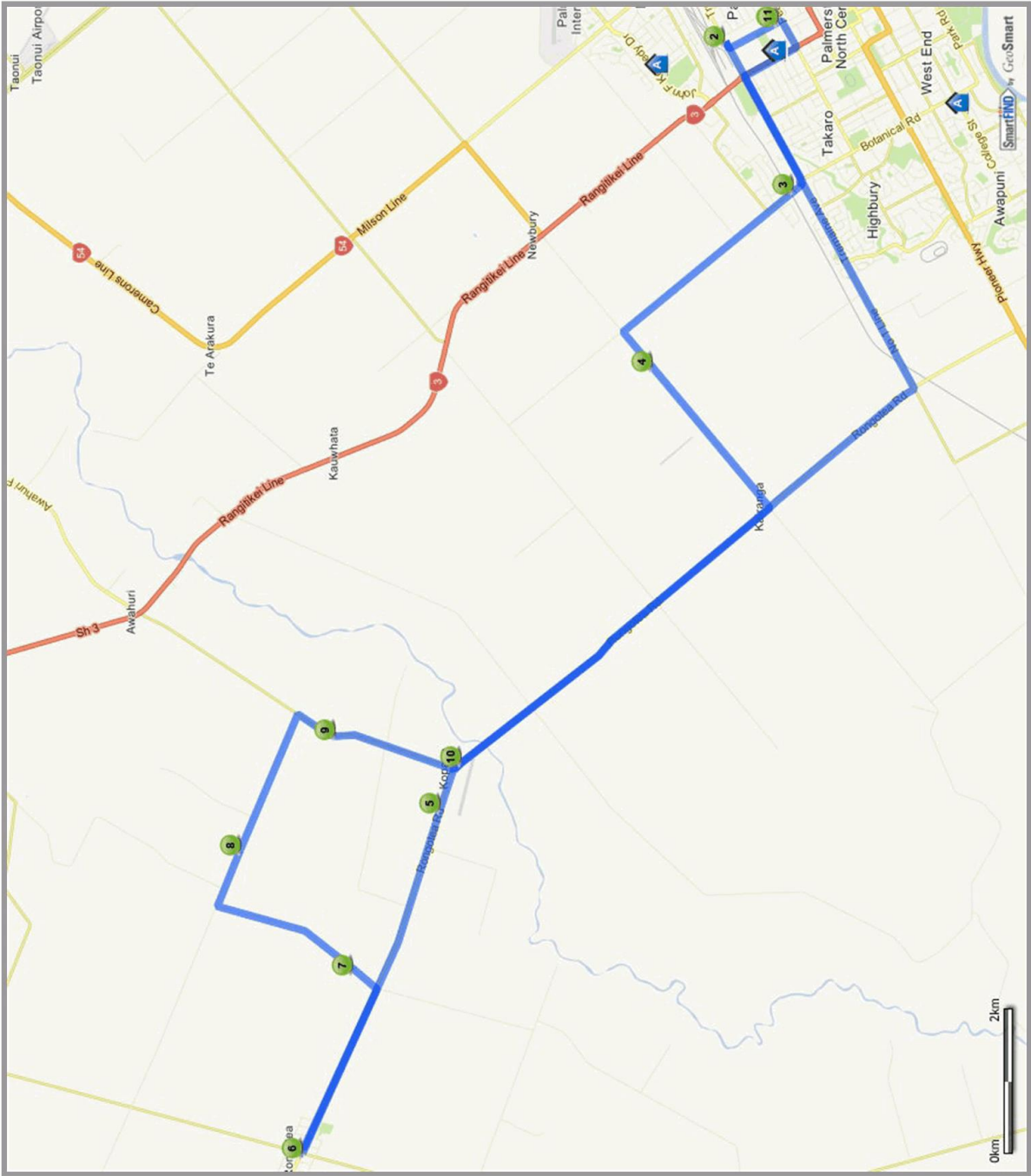
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|                   |                       |
|-------------------|-----------------------|
| Route No.         | 4084                  |
| Route Name        | Palmerston North boys |
|                   | High                  |
| Route Distance    | 45.36 Km              |
| Route Duration    | 50 minutes            |
| Route Type        | Daily                 |
| Route Group       | Palmerston North      |
|                   | Rural                 |
| Total Daily Dist. | 90.19 Km              |
| Last Modified     | 2 Jul 2009            |

|                                       |
|---------------------------------------|
| Schools                               |
| A. Palmerston North Boys' High School |

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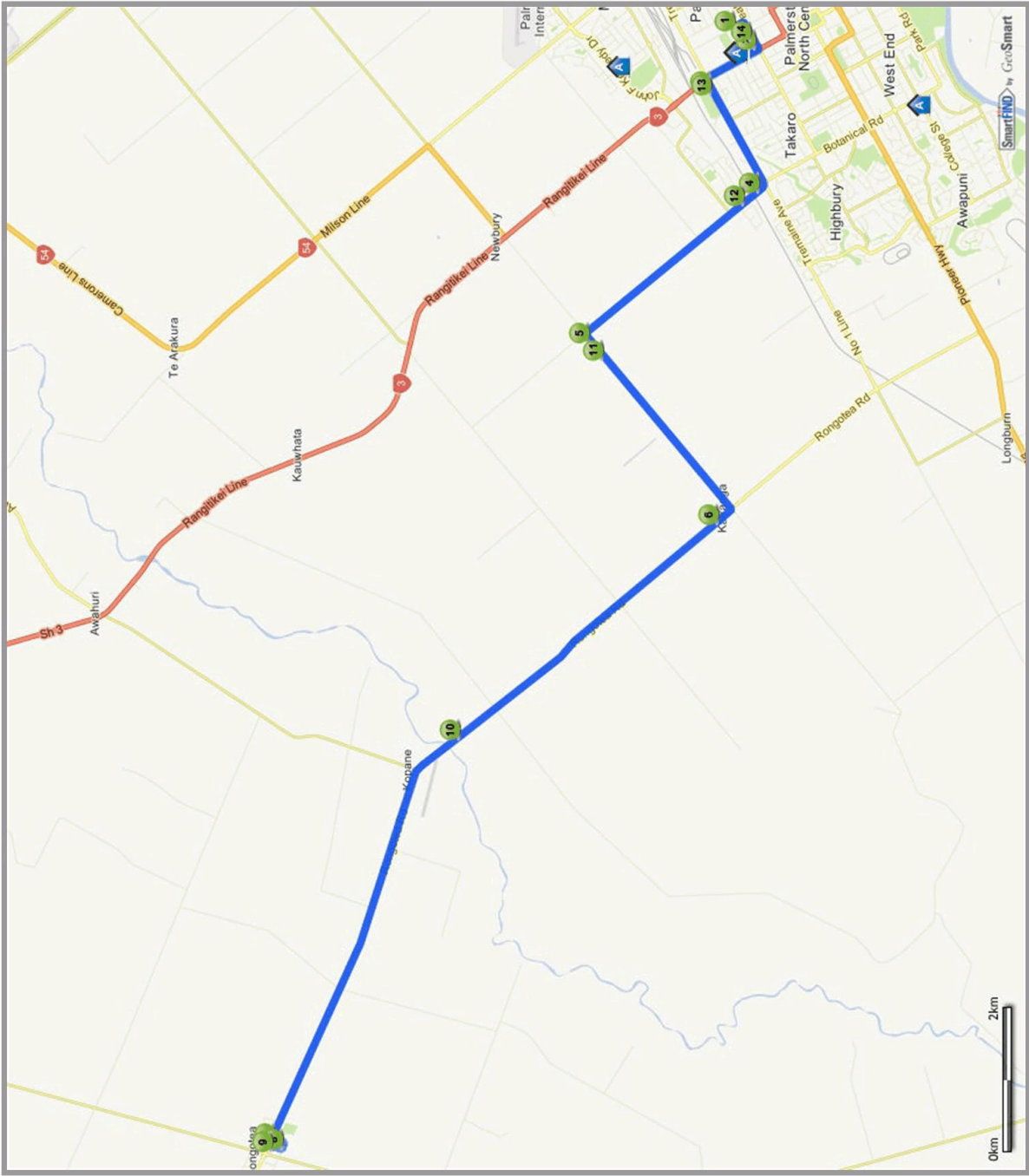


|                       |                            |
|-----------------------|----------------------------|
| <b>Route No.</b>      | 4085_2017                  |
| <b>Route Name</b>     | Palmerston north Boys High |
| <b>Route Distance</b> | 41.59 Km                   |
| <b>Route Duration</b> | 49 minutes                 |
| <b>Route Type</b>     | Daily                      |
| <b>Route Group</b>    | Palmerston North Rural     |
| <b>Last Modified</b>  | 8 Nov 2017                 |

#### Schools

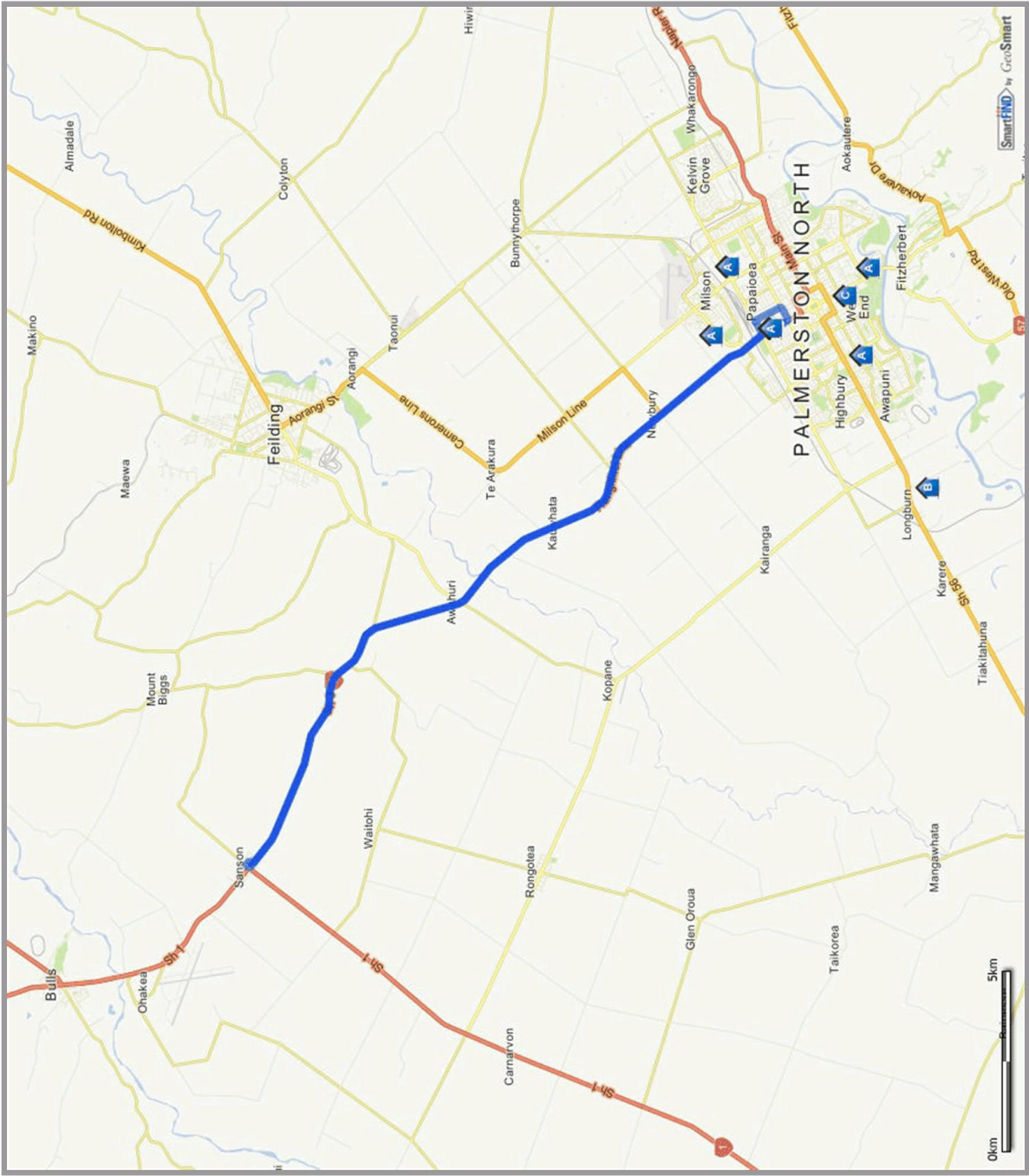
|                                       |
|---------------------------------------|
| A. Palmerston North Boys' High School |
|---------------------------------------|

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|                |                       |
|----------------|-----------------------|
| Route No.      | 4086_2017             |
| Route Name     | Palmerston North Boys |
|                | High                  |
| Route Distance | 45.97 Km              |
| Route Duration | 38 minutes            |
| Route Type     | Daily                 |
| Route Group    | Palmerston North      |
|                | Rural                 |
| Last Modified  | 8 Nov 2017            |

|                                       |
|---------------------------------------|
| Schools                               |
| A. Palmerston North Boys' High School |



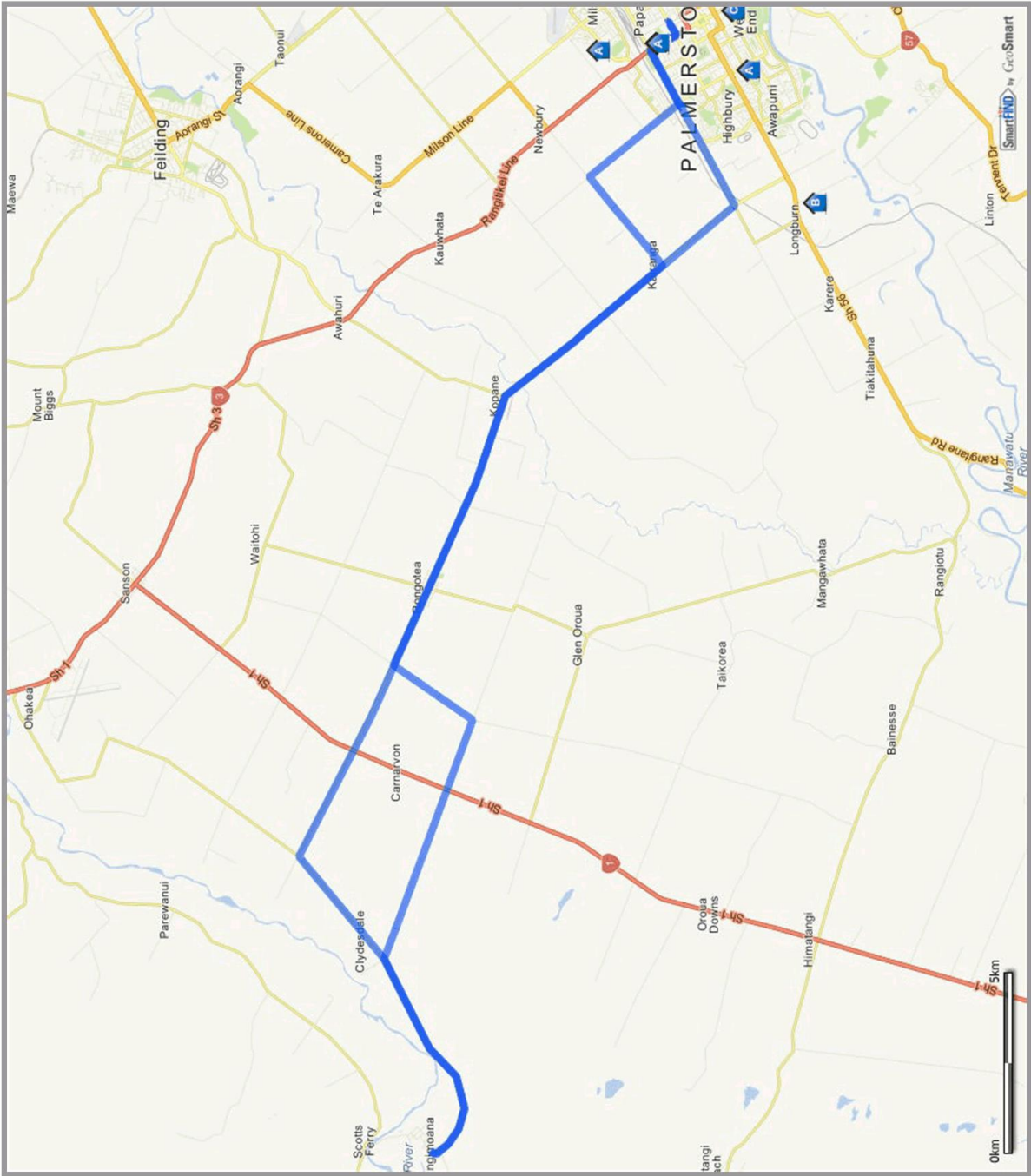
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|                          |                             |
|--------------------------|-----------------------------|
| <b>Route No.</b>         | 4087                        |
| <b>Route Name</b>        | Palmerston North Boys' High |
| <b>Route Distance</b>    | 77.99 Km                    |
| <b>Route Duration</b>    | 83 minutes                  |
| <b>Route Type</b>        | Daily                       |
| <b>Route Group</b>       | Palmerston North Rural      |
| <b>Total Daily Dist.</b> | 155.85 Km                   |
| <b>Last Modified</b>     | 3 Jul 2009                  |

|                |                                       |
|----------------|---------------------------------------|
| <b>Schools</b> | A. Palmerston North Boys' High School |
|----------------|---------------------------------------|

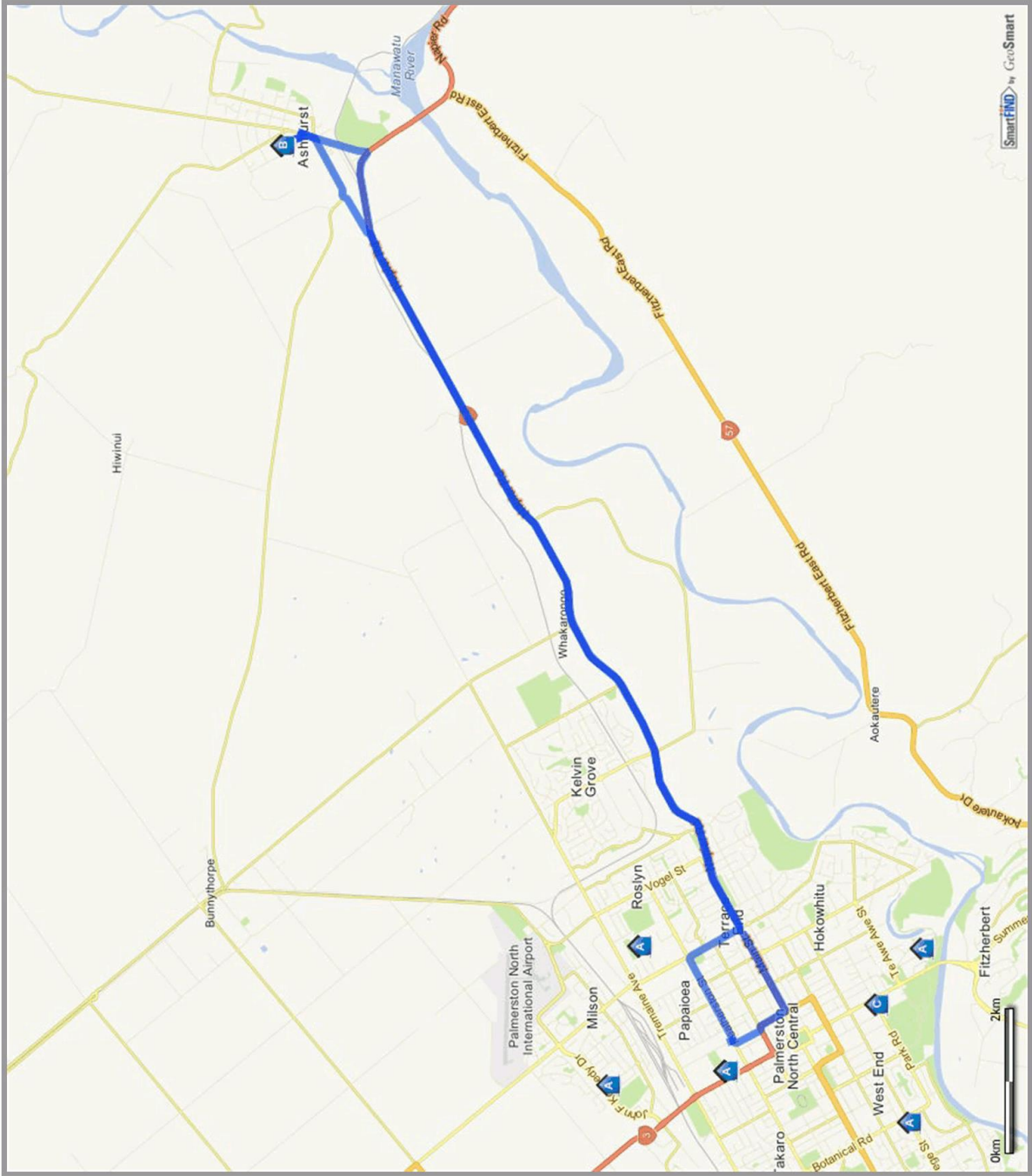
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|                   |                             |
|-------------------|-----------------------------|
| Route No.         | 4088                        |
| Route Name        | Palmerston North Boys' High |
| Route Distance    | 30.77 Km                    |
| Route Duration    | 34.57 minutes               |
| Route Type        | Daily                       |
| Route Group       | Palmerston North            |
|                   | Rural                       |
| Total Daily Dist. | 70.88 New Kms Less          |
|                   | St Peters Km                |
| Last Modified     | 3 Jul 2009                  |

|                                       |
|---------------------------------------|
| Schools                               |
| A. Palmerston North Boys' High School |
| B. Ashhurst School                    |

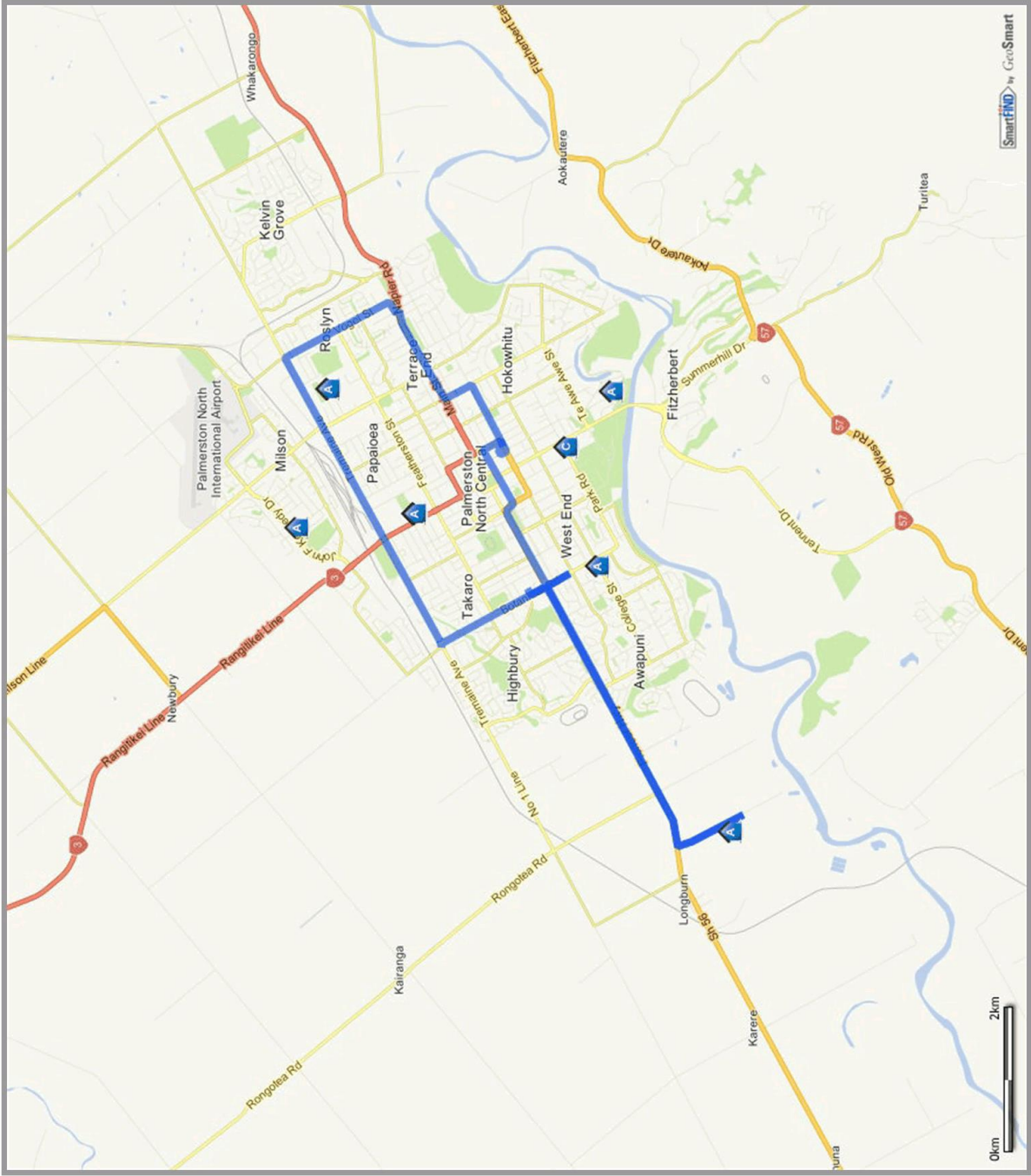


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|                          |                               |
|--------------------------|-------------------------------|
| <b>Route No.</b>         | 4122                          |
| <b>Route Name</b>        | Longburn Adventist College    |
| <b>Route Distance</b>    | 24.97 Km                      |
| <b>Route Duration</b>    | 35 minutes                    |
| <b>Route Type</b>        | Daily                         |
| <b>Route Group</b>       | Palmerston North              |
| <b>Total Daily Dist.</b> | 46.12 Km                      |
| <b>Last Modified</b>     | 3 Jul 2009                    |
| <b>Schools</b>           | A. Longburn Adventist College |

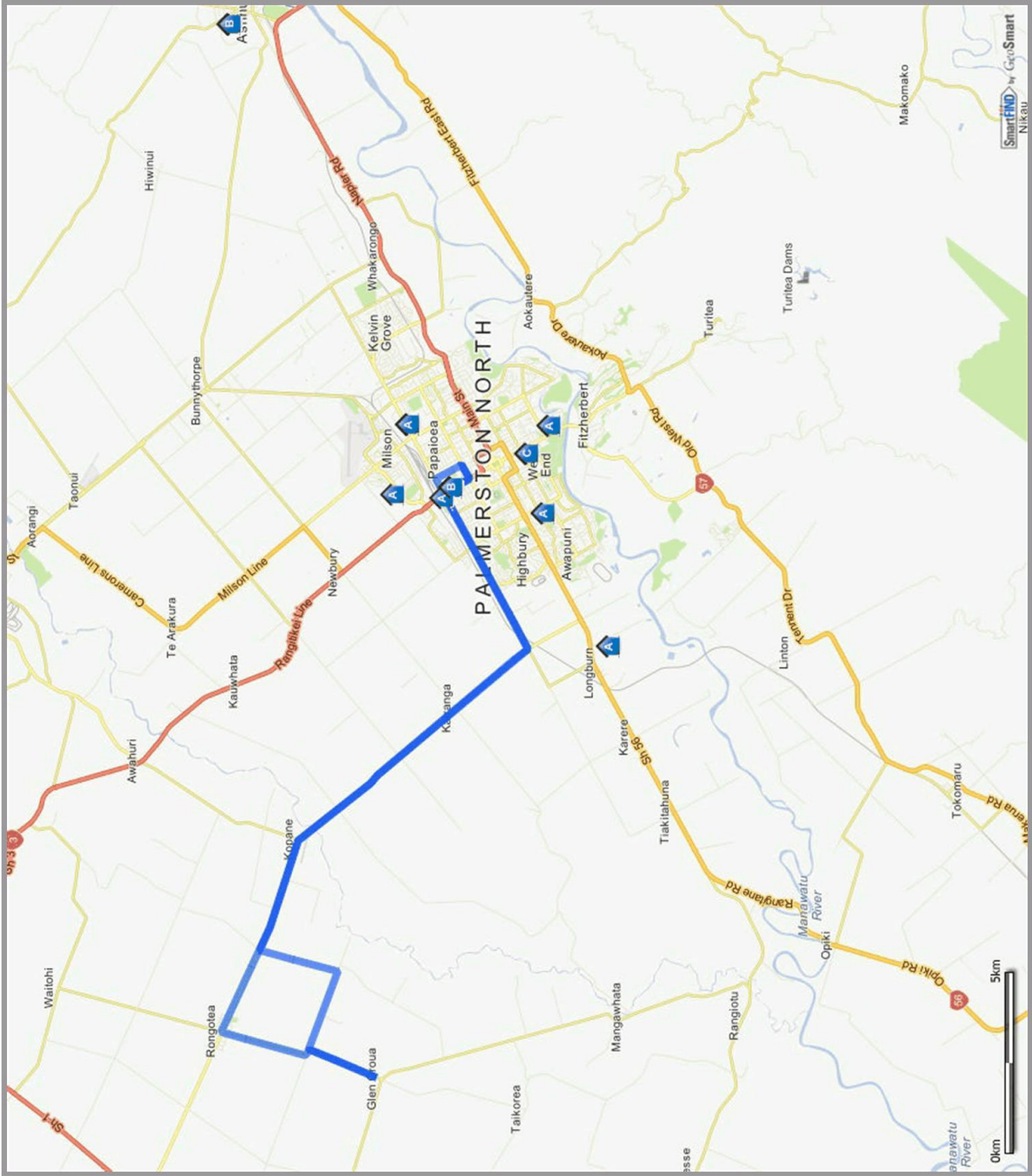
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|                   |                         |
|-------------------|-------------------------|
| Route No.         | 4123                    |
| Route Name        | Queen Elizabeth College |
| Route Distance    | 49.74 Km                |
| Route Duration    | 58.59 minutes           |
| Route Type        | Daily                   |
| Route Group       | Palmerston North Rural  |
| Total Daily Dist. | 97.85 Km                |
| Last Modified     | 5 Sep 2012              |

|                                       |
|---------------------------------------|
| Schools                               |
| A. Queen Elizabeth College            |
| B. Palmerston North Boys' High School |



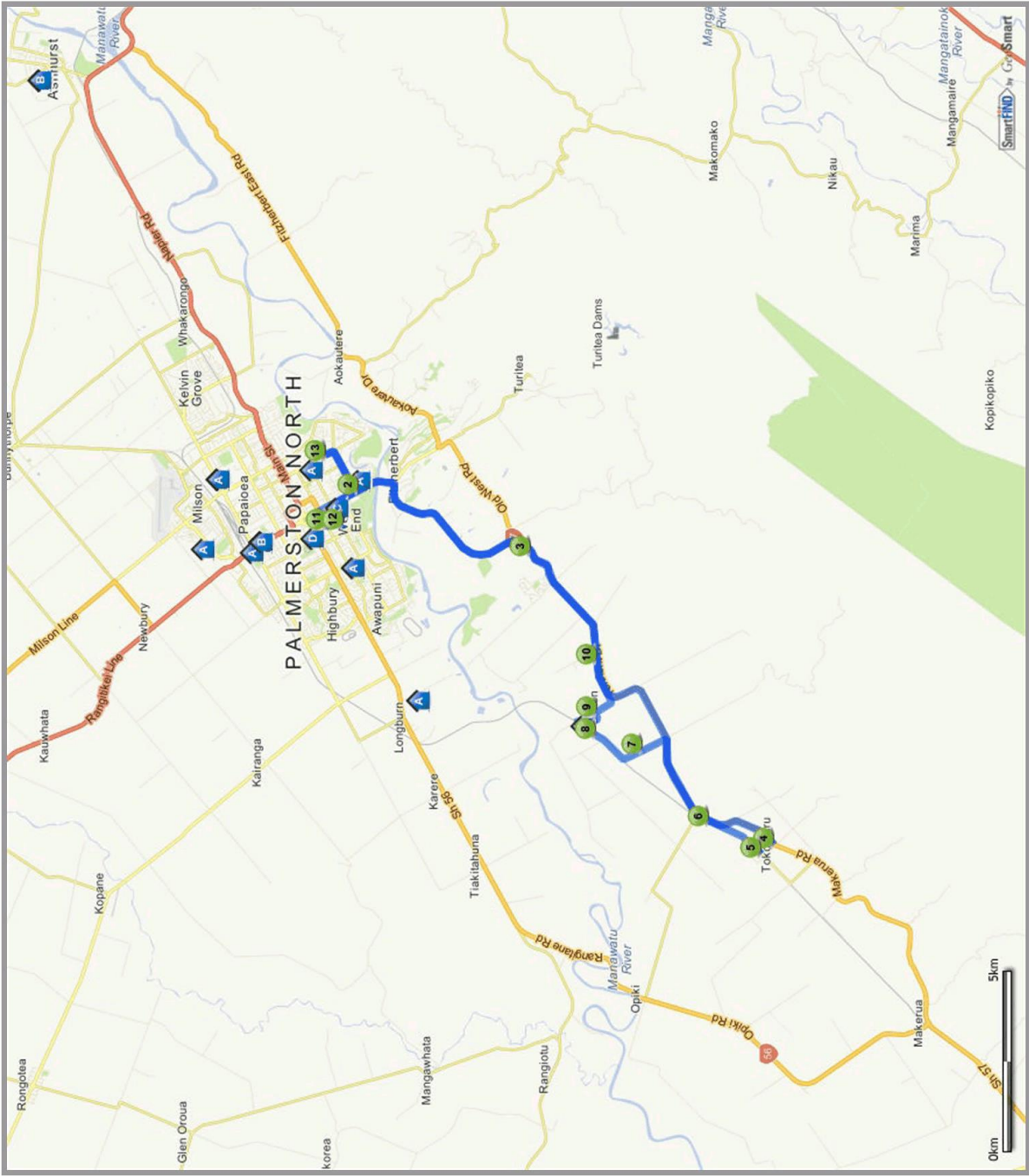
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|                          |                  |
|--------------------------|------------------|
| <b>Route No.</b>         | 4124             |
| <b>Route Name</b>        | St James         |
| <b>Route Distance</b>    | 45.86 Km         |
| <b>Route Duration</b>    | 56.88 minutes    |
| <b>Route Type</b>        | Daily            |
| <b>Route Group</b>       | Palmerston North |
|                          | Rural            |
| <b>Total Daily Dist.</b> | 92.00 Km         |
| <b>Last Modified</b>     | 3 Jul 2009       |

#### Schools

|                                  |
|----------------------------------|
| A. St James School               |
| B. St James Kindergarten         |
| C. Linton Country School         |
| D. Palmerston North Intermediate |

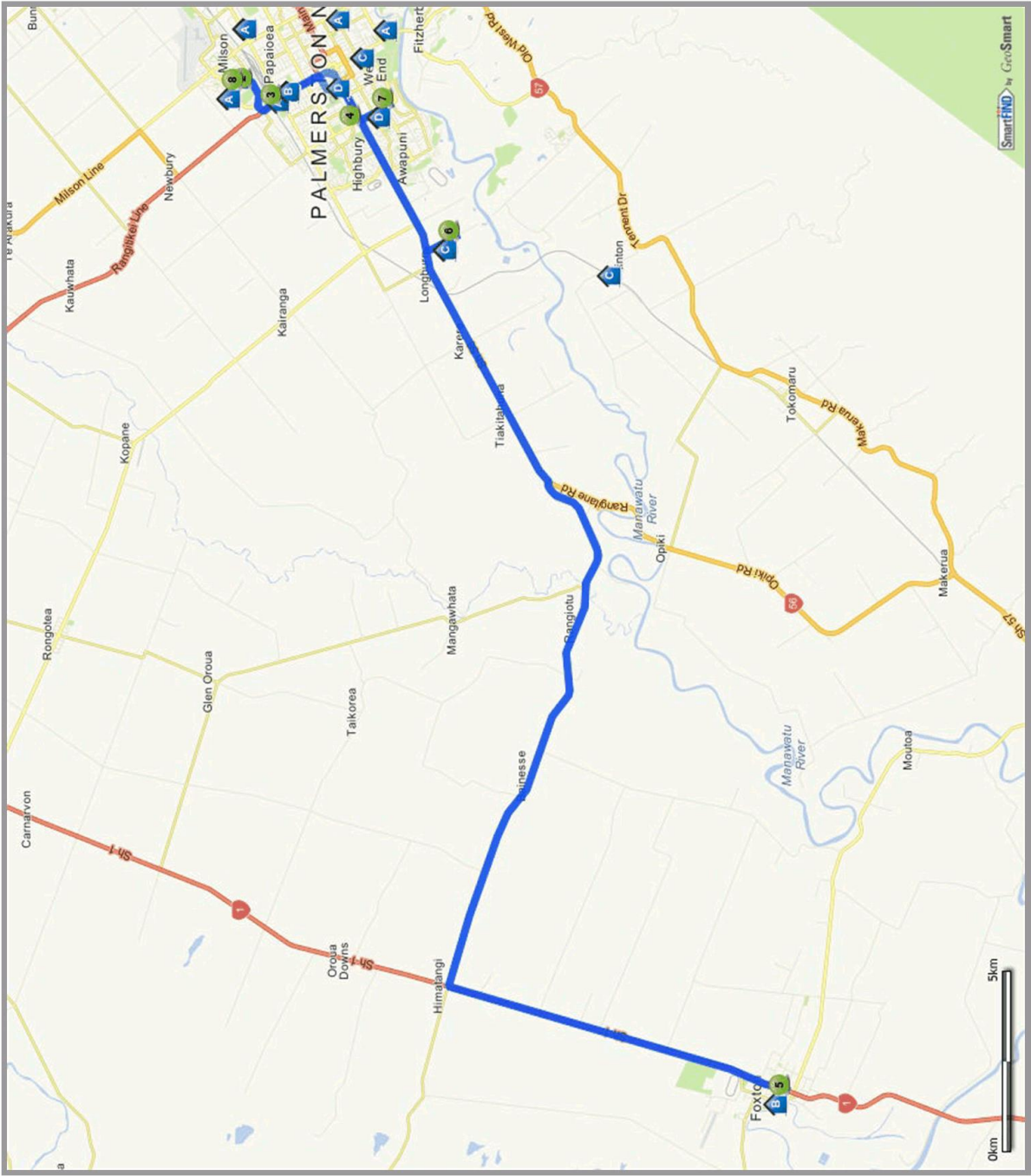
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|                   |                    |
|-------------------|--------------------|
| Route No.         | 4140               |
| Route Name        | St Peter's College |
| Route Distance    | 87.46 Km           |
| Route Duration    | 102.99 minutes     |
| Route Type        | Daily              |
| Route Group       | Foxton             |
| Total Daily Dist. | 173.40 Km          |
| Last Modified     | 3 Jul 2009         |

|                               |
|-------------------------------|
| Schools                       |
| A. St Peter's College         |
| B. St Mary's School           |
| C. Longburn Adventist College |
| D. Awatapu College            |



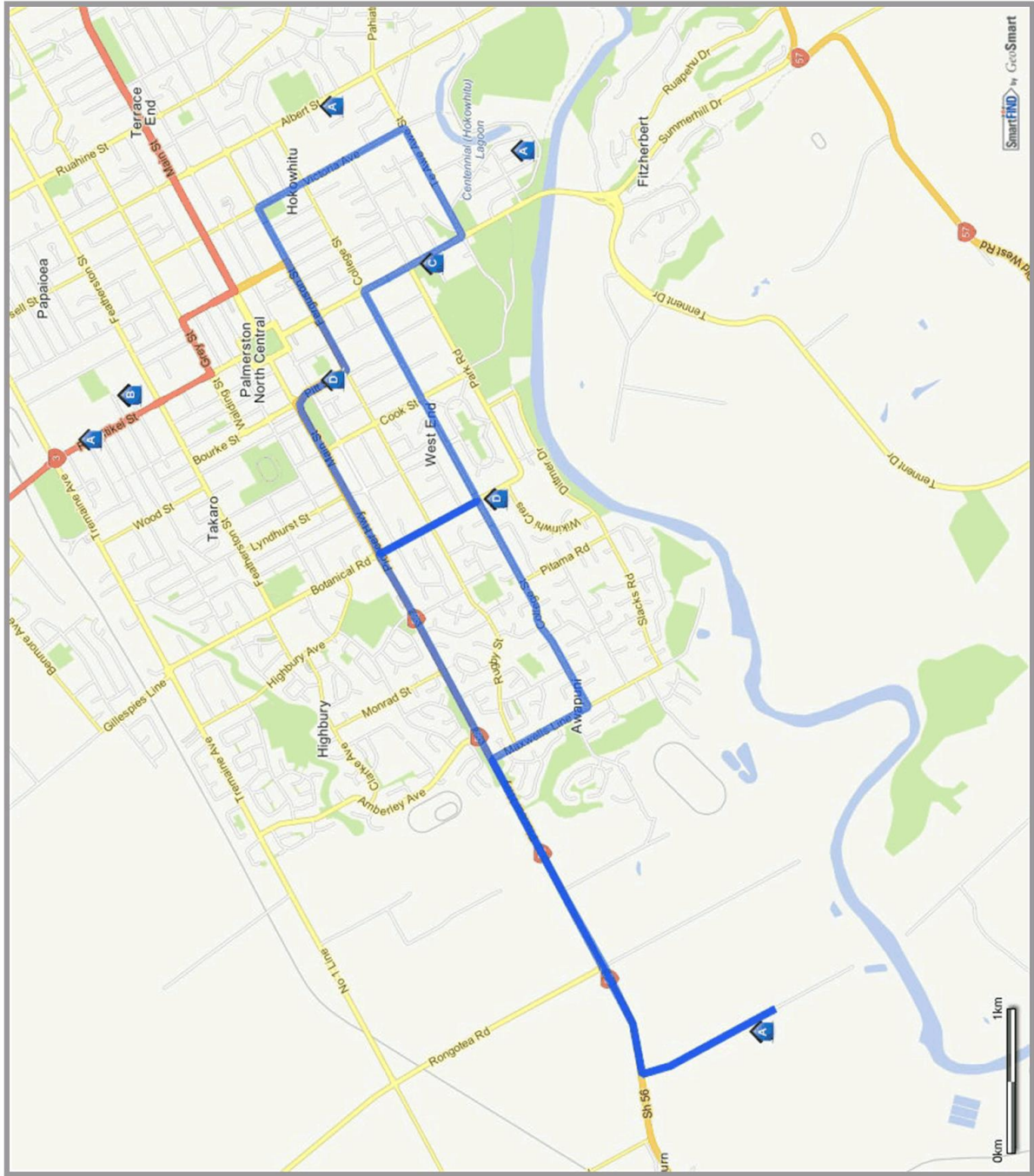
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|                       |                  |
|-----------------------|------------------|
| <b>Route No.</b>      | 4142_2017        |
| <b>Route Name</b>     | SDA College      |
| <b>Route Distance</b> | 19.66 Km         |
| <b>Route Duration</b> | 26 minutes       |
| <b>Route Type</b>     | Daily            |
| <b>Route Group</b>    | Palmerston North |
|                       | Rural            |
| <b>Last Modified</b>  | 10 Nov 2017      |

|                               |
|-------------------------------|
| <b>Schools</b>                |
| A. Longburn Adventist College |

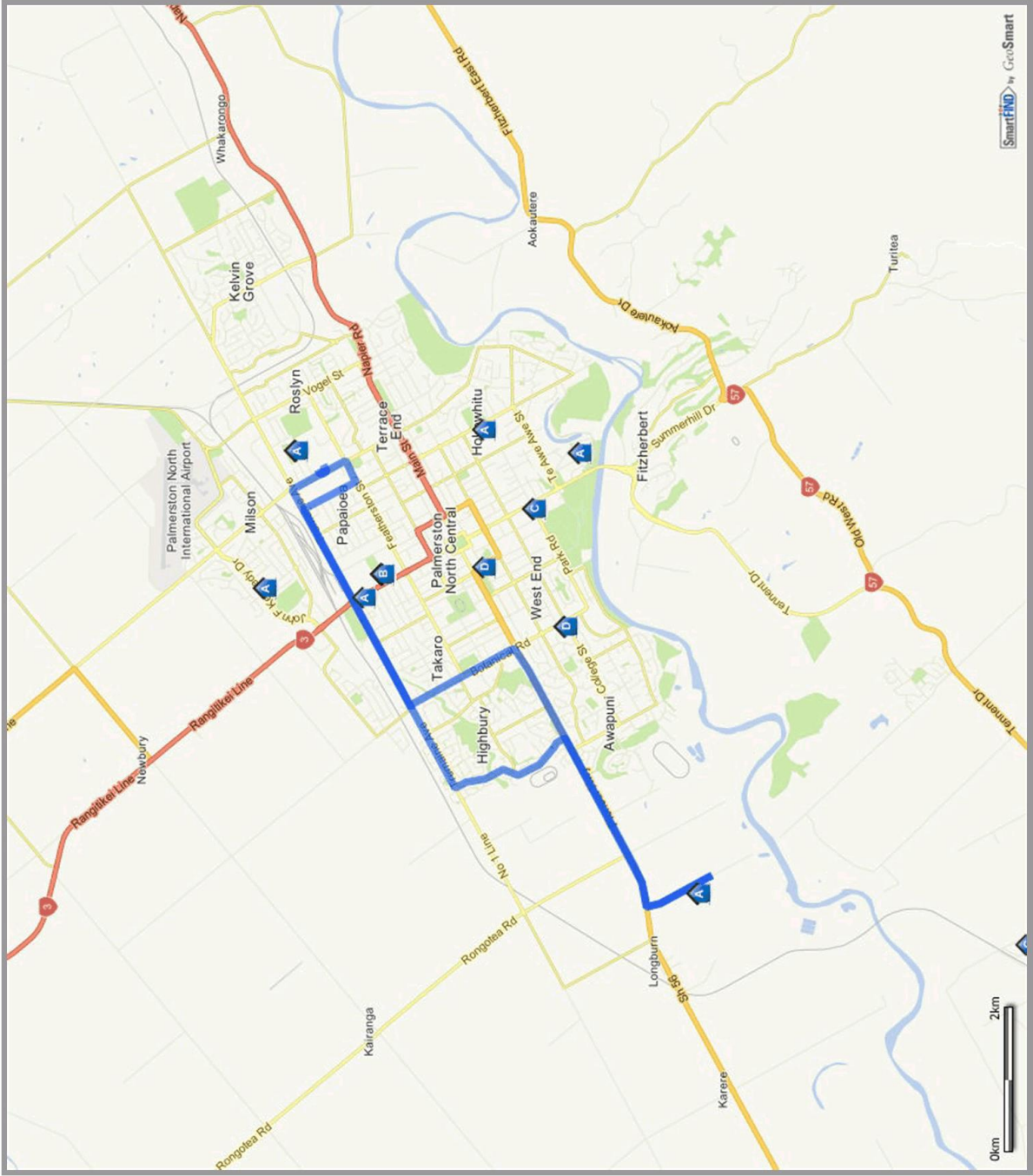


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|                |                               |
|----------------|-------------------------------|
| Route No.      | 4147_2017                     |
| Route Name     | Cloverlea/Longburn            |
| Route Distance | 22.32 Km                      |
| Route Duration | 30 minutes                    |
| Route Type     | Daily                         |
| Route Group    | Palmerston North              |
|                | Rural                         |
| Last Modified  | 10 Nov 2017                   |
| Schools        |                               |
|                | A. Longburn Adventist College |



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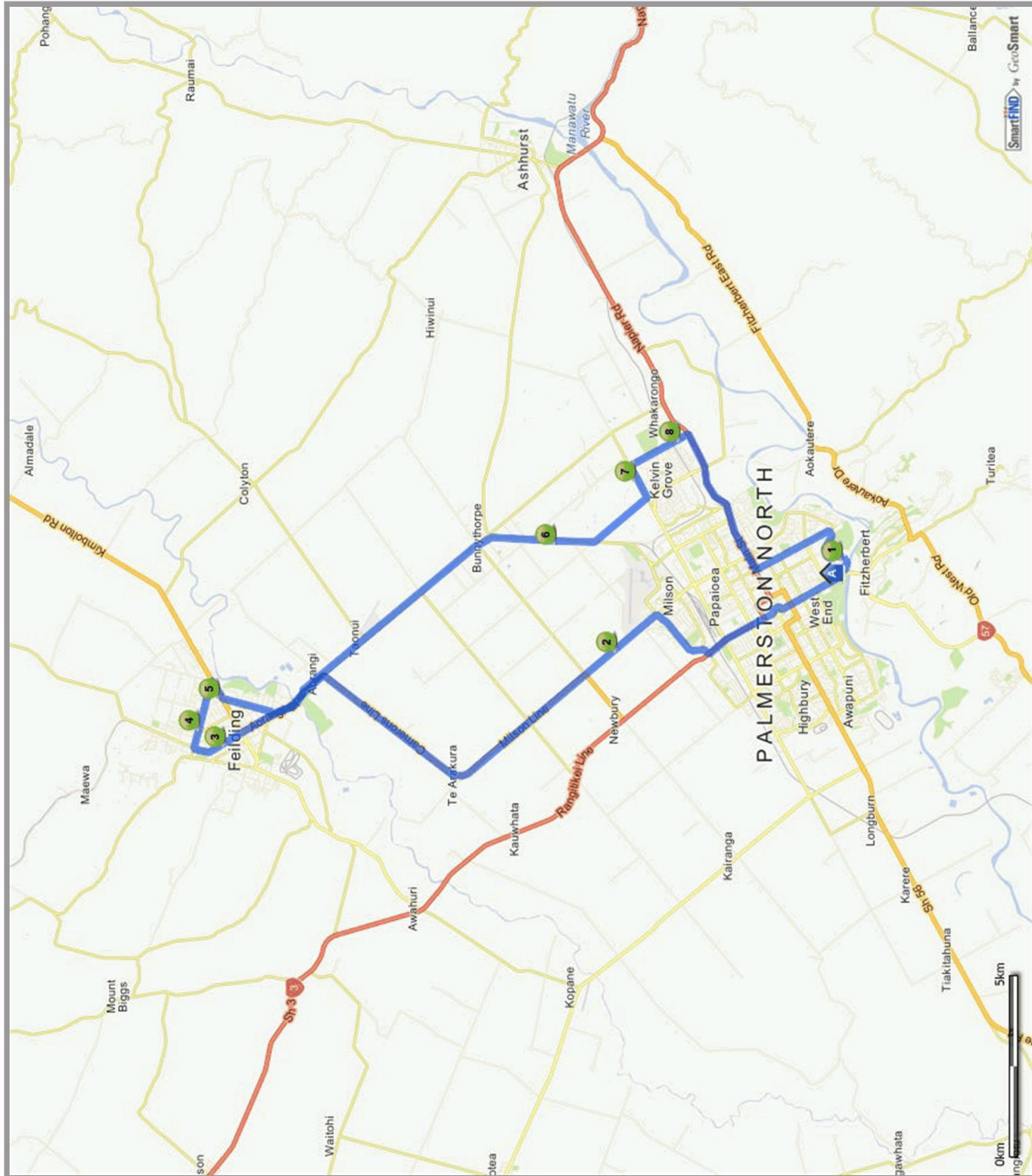


**Route No.** 4149\_2016  
**Route Name** Manukura Feilding DR  
**Route Distance** 50.2 Km  
**Route Duration** 59 minutes  
**Route Type** DR Funded  
**Route Group** Palmerston North  
**Total Daily Dist.** 100.4 Km  
**Last Modified** 14 Apr 2016

**Schools**

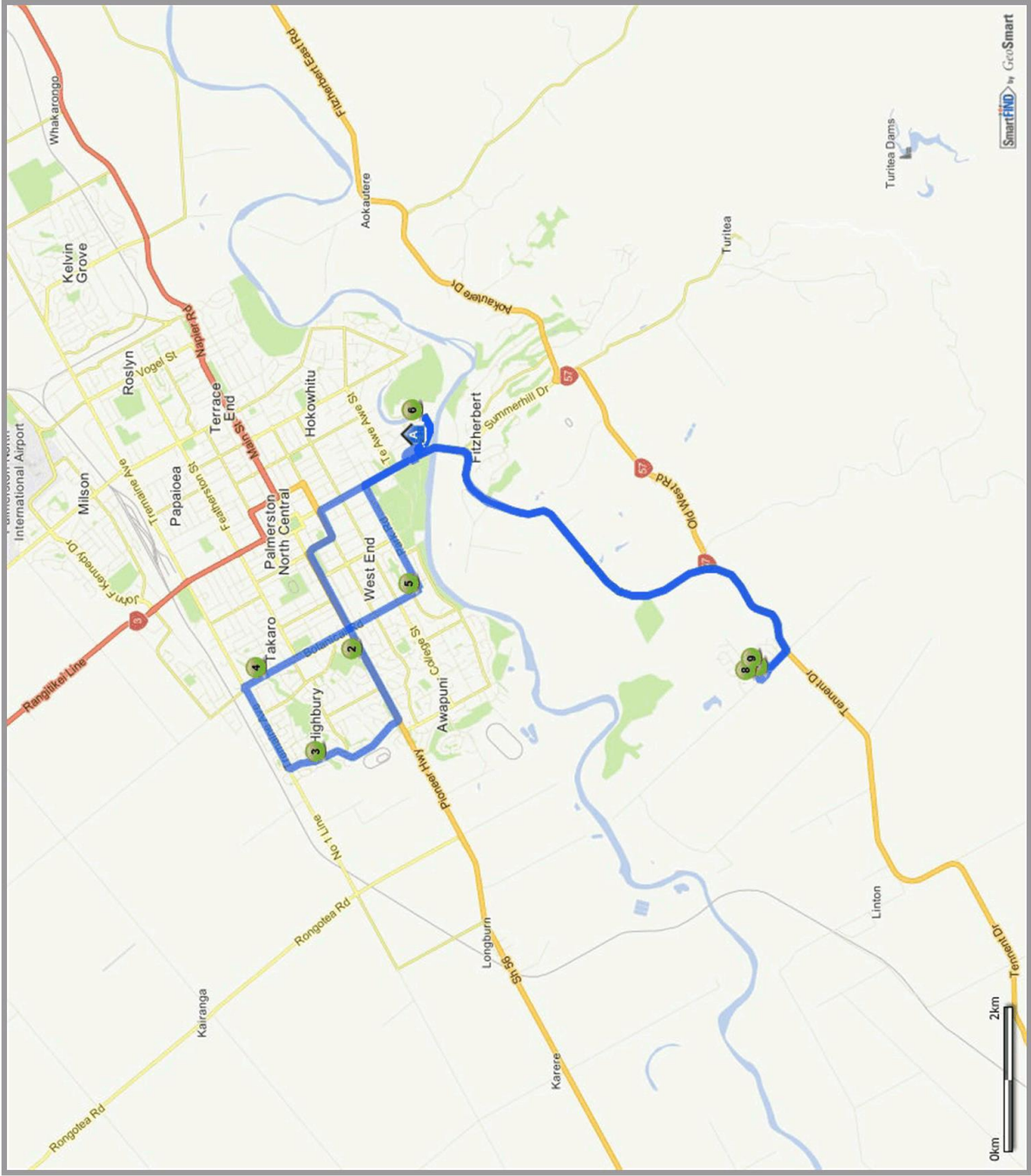
A. Manukura

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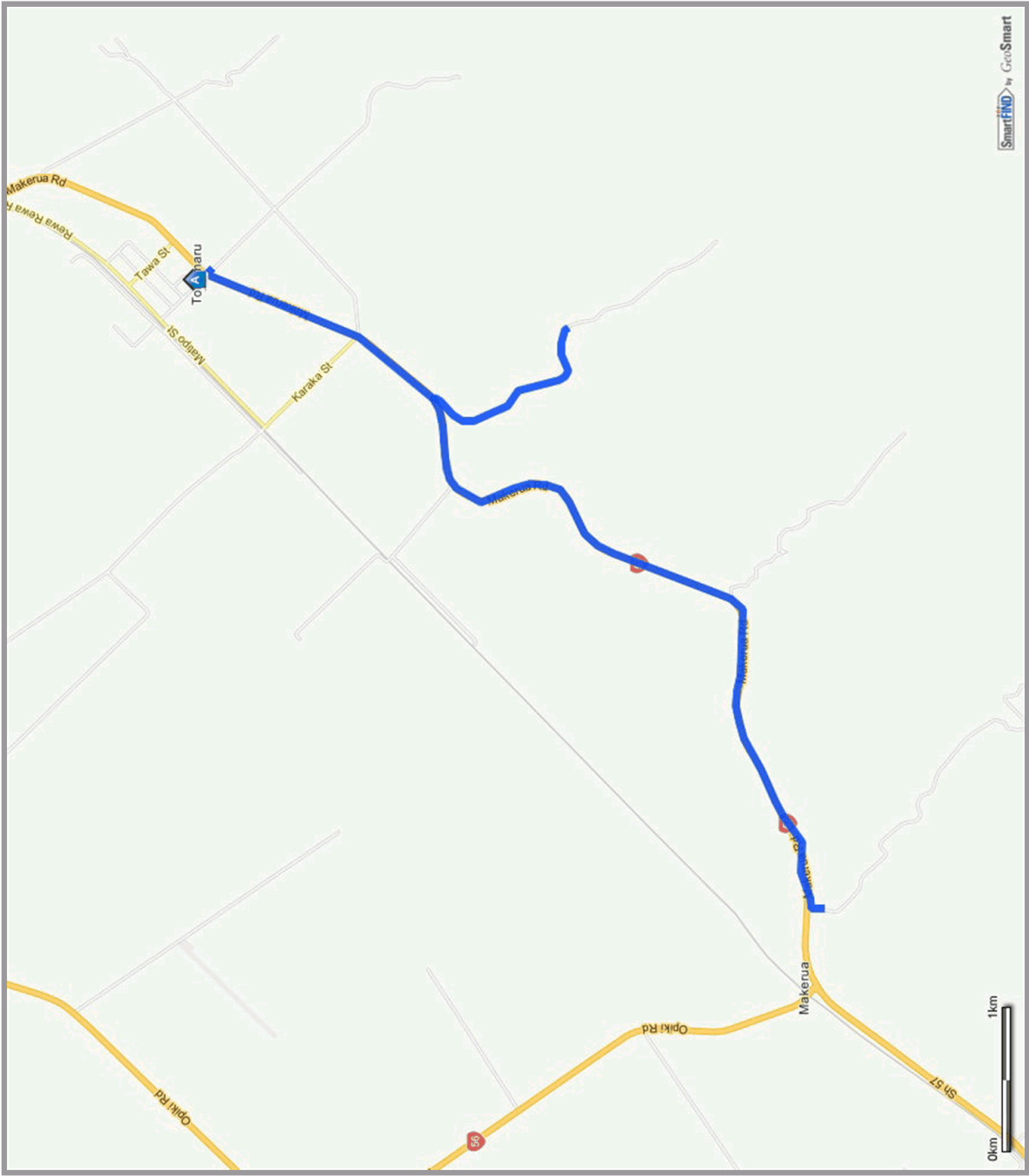
ITEM 13 - ATTACHMENT 1

|                   |                               |
|-------------------|-------------------------------|
| Route No.         | 4150_2016                     |
| Route Name        | Manukura Takaro - Linton Camp |
| Route Distance    | 31.33 Km                      |
| Route Duration    | 42 minutes                    |
| Route Type        | DR Funded                     |
| Route Group       | Palmerston North              |
| Total Daily Dist. | 62.66 Km                      |
| Last Modified     | 14 Apr 2016                   |
| Schools           | A. Manukura                   |



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**Route No.** 6035  
**Route Name** Tokomaru  
**Route Distance** 17.1 Km  
**Route Duration** 18.27 minutes  
**Route Type** Daily  
**Route Group** Palmerston North  
**Rural**  
**Total Daily Dist.** 34.28 Km  
**Last Modified** 1 Apr 2010

**Schools**

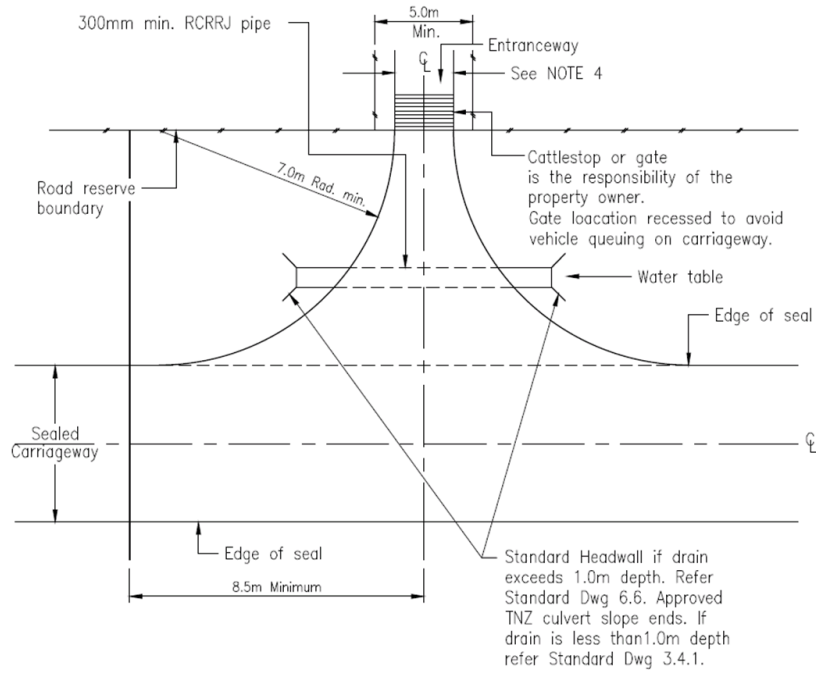
A. Tokomaru School

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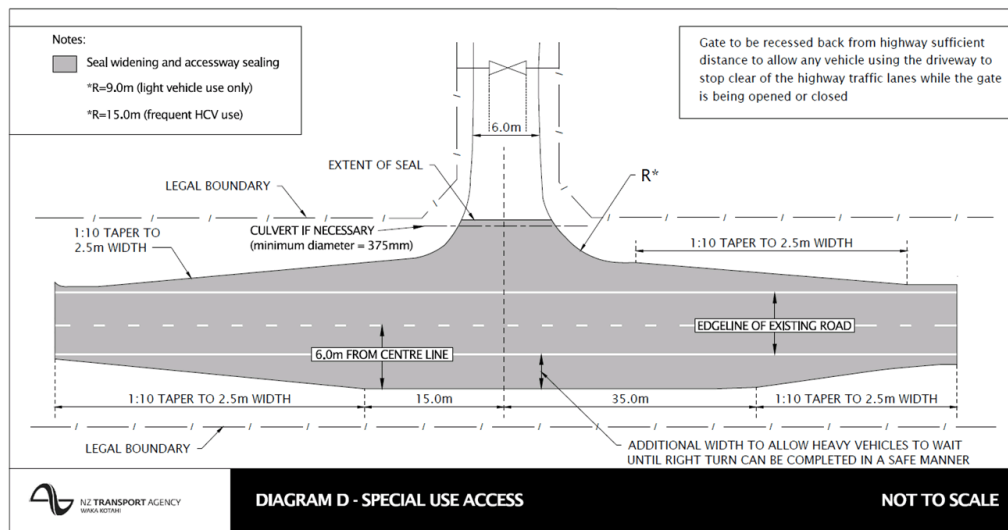


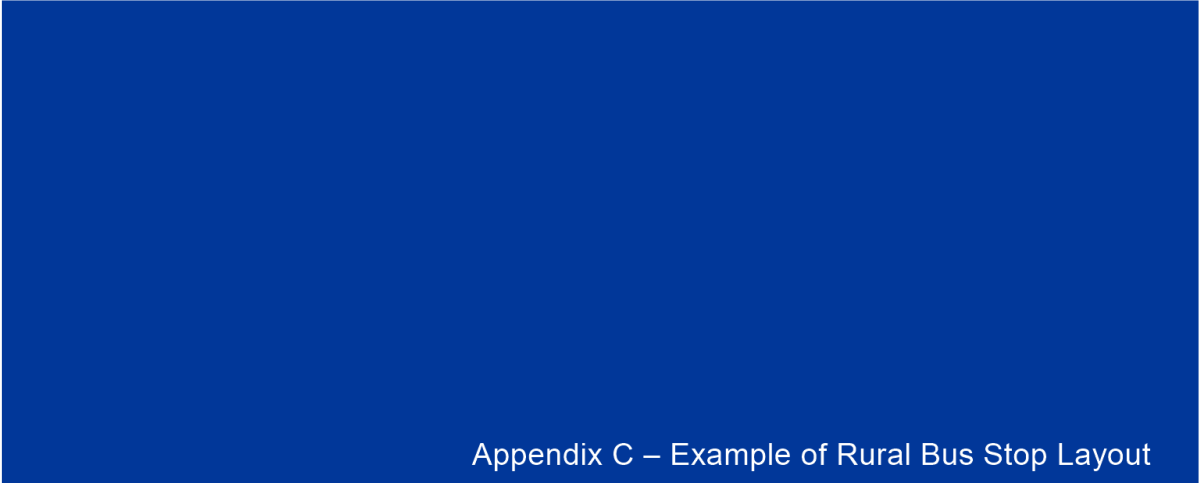


PNCC Engineering Standard for Land Development – Fig 3.22



NZTA Planning Policy Manual – Diagram D



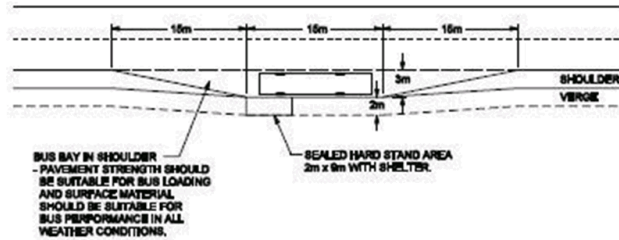


Appendix C – Example of Rural Bus Stop Layout

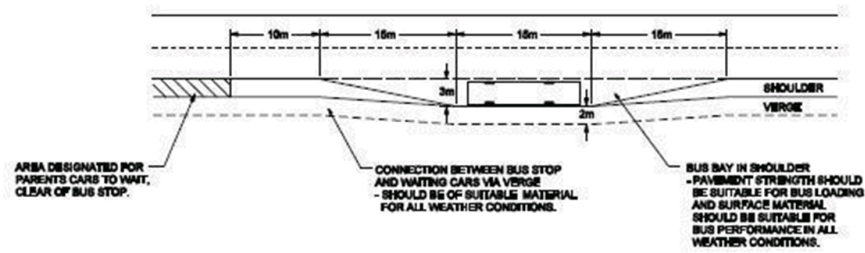
School bus safety - September 2010. NZ Transport Agency research report 408

Figure A3 Typical treatments for roadside school bus stop unconstrained midblock location

AM STOP LOCATION



PM STOP LOCATION



NOTES:

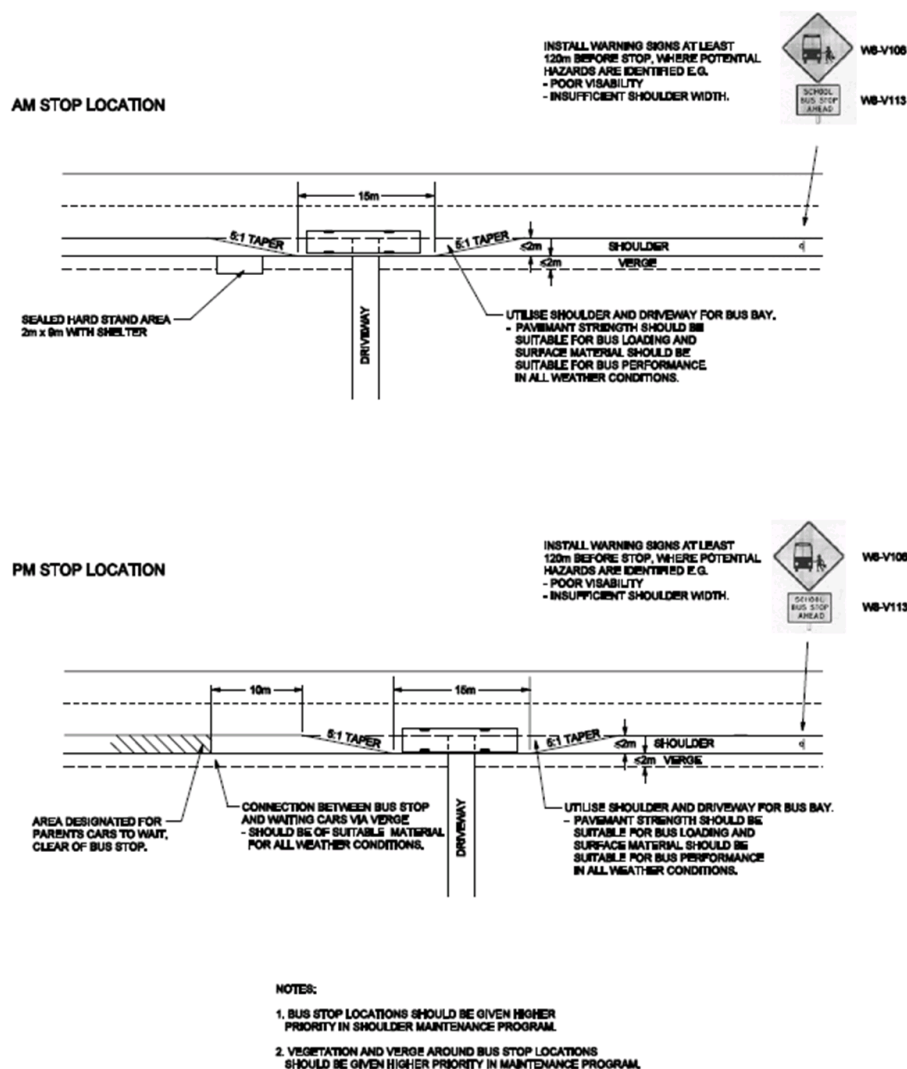
1. BUS STOP LOCATIONS SHOULD BE GIVEN HIGHER PRIORITY IN SHOULDER MAINTENANCE PROGRAM.
2. VEGETATION AND VERGE AROUND BUS STOP LOCATIONS SHOULD BE GIVEN HIGHER PRIORITY IN MAINTENANCE PROGRAM.

UNCONSTRAINED MIDBLOCK LOCATION



School bus safety - September 2010. NZ Transport Agency research report 408

Figure A4 Typical treatment for roadside school bus stop at a constrained location



CONSTRAINED MIDBLOCK LOCATION

## COMMITTEE WORK SCHEDULE

**TO:** Planning and Strategy Committee

**MEETING DATE:** 6 May 2019

**TITLE:** Committee Work Schedule

---

### RECOMMENDATION(S) TO PLANNING AND STRATEGY COMMITTEE

1. That the Planning and Strategy Committee receive its Work Schedule dated May 2019.

### ATTACHMENTS

1. Committee Work Schedule [↓](#) 

## PLANNING & STRATEGY COMMITTEE

### COMMITTEE WORK SCHEDULE – MAY 2019

| Item No. | Estimated Report Date  | Subject   | Officer Responsible                                | Current Position   | Date of Instruction/ Point of Origin                                     |
|----------|--|---|--|--|--|
| 1.       | <del>November</del><br><del>December 2018</del><br><del>March 2019</del> <del>April</del><br><del>2019</del> | <del>Master Plan for Cultural/Civic Precinct</del>                                    | <del>General Manager, Strategy and Planning</del>  | <del>Workshop held in mid-November</del>   | <del>Transferred from Council work-schedule 27 August 2018</del>         |
| 2.       | <del>April 2019</del>  | <del>Draft Waste Management and Minimisation Plan 2019 – hearing of submissions</del> | <del>Chief Infrastructure Officer</del>            |  |  |
| 3.       | <del>TBA March</del> April 2019<br><del>May 2019</del>   | <del>Pedestrian Safety Action Plan</del>  | <del>Chief Infrastructure Officer</del>            | <del>Clarification of consultant recommendations being undertaken</del>                  | <del>21 November 2016 clause 76.2<br/>3 September 2018 clause 56.2</del> |
| 4.       | <del>March 2019</del> April May<br><del>2019</del>   | <del>Housing Steering Group</del>   | <del>General Manager, Strategy and Planning</del>  | <del>Left to lie on the table at 4 March 2019 meeting. Clarification being sought.</del> | <del>Council 10 December 2018 clause 187.1</del>                         |
| 5.       | <del>TBA April</del> May 2019  | <del>Report back on Emissions Management and Reduction Plan</del>                     | <del>General Manager – Strategy and Planning</del> | <del>Referred to May meeting at April meeting</del>                                      | <del>3 December 2018 clause 83.5<br/>1 April 2019 clause 17.1</del>      |

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| 6.  | April May 2019 | Cost benefit analysis of pressure sewer systems   | Chief Infrastructure Officer            |   | 3 December 2018 clause 78.2                  |
| 7.  | May 2019       | Progress on Review of City Signs report   | General Manager – Strategy and Planning | On track  | 13 December 2018 clause 81.2                 |
| 8.  | May 2019       | Dog Control status of the CBD   | General Manager, Strategy and Planning  | On track  | 4 March 2019 clause 6.2                      |
| 9.  | May 2019       | Rural School Bus Safety   | Chief Infrastructure Officer            |   | 1 April 2019 clause 18.1                     |
| 10. | May June 2019  | Draft Waste Management and Minimisation Plan 2019 – deliberation on submissions   | Chief Infrastructure Officer            | Moved to June due to amount of submissions received       |  |
| 11. | June 2019      | Concept plan regarding the play activity in The Square  | General Manager, Strategy and Planning  | Some overlap with Master Plan for Cultural/Civic Precinct | Committee of Council 28 May 2018 clause 3.10 |
| 12. | August 2019    | Policy for use of public space  | General Manager, Strategy and Planning  | Preparing consultation                                    | 3 December 2018 clause 79.3                  |
| 13. | TBA            | Priority intersections and safety treatments across City  | Chief Infrastructure Officer            |   | 4 March 2019 clause 7.4                      |
| 14. | TBA            | Report on Council's environmental sustainability plans and progress including reducing transport emissions and plastic waste. | General Manager, Strategy and Planning  |   | Council 25 March 2019 clause 22.2            |
| 15. | TBA            | Palmerston North Civic and Cultural Precinct Masterplan – timeline and costings including library options                     | General Manager, Strategy and Planning  |   | 1 April 2019 clause 16.1                     |