



PALMERSTON NORTH CITY COUNCIL

AGENDA
PLANNING & STRATEGY
COMMITTEE

9AM, WEDNESDAY 9 DECEMBER 2020
COUNCIL CHAMBER, FIRST FLOOR, CIVIC ADMINISTRATION BUILDING
32 THE SQUARE, PALMERSTON NORTH



MEMBERSHIP

Aleisha Rutherford (Chairperson)
Patrick Handcock ONZM (Deputy Chairperson)
Grant Smith (The Mayor)

Brent Barrett	Leonie Hapeta
Rachel Bowen	Lorna Johnson
Zulfiqar Butt	Billy Meehan
Renee Dingwall	Bruno Petrenas

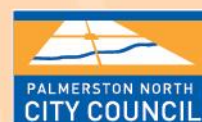
Agenda items, if not attached, can be viewed at:

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

Heather Shotter
Chief Executive, Palmerston North City Council

Palmerston North City Council

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Private Bag 11034, 32 The Square, Palmerston North



PLANNING & STRATEGY COMMITTEE MEETING

9 December 2020

ORDER OF BUSINESS

NOTE: The Planning & Strategy Committee meeting coincides with the ordinary meeting of the Environmental Sustainability Committee meeting. The Committees will conduct business in the following order:

- Environmental Sustainability Committee
- Planning & Strategy 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. Confirmation of Minutes

Page 7

“That the minutes of the extraordinary Planning & Strategy Committee meeting of 3 November 2020 Part I Public be confirmed as a true and correct record.”

6. Whenua reserve proposal

Page 13

Memorandum, presented by Todd Taiepa.

7. Draft Speed Limits Bylaw - deliberations on submissions

Page 19

Memorandum, presented by Julie Macdonald - Strategy and Policy Manager.

8. Deliberations - Proposed Auahi Kore Smokefree and Vapefree Policy 2020

Page 71

Memorandum, presented by Lili Kato Policy Analyst.

9. Committee Work Schedule

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10. 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.

[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].

PALMERSTON NORTH CITY COUNCIL

Minutes of the Extraordinary Planning & Strategy Committee Meeting Part I Public, held in the Council Chamber, First Floor, Civic Administration Building, 32 The Square, Palmerston North on 03 November 2020, commencing at 1.00pm.

Members Present: Deputy Mayor Aleisha Rutherford (in the Chair), and Councillors Brent Barrett, Rachel Bowen, Zulfiqar Butt, Renee Dingwall, Patrick Handcock ONZM, Lorna Johnson and Bruno Petrenas.

Non Members: Councillors Susan Baty, Vaughan Dennison, Lew Findlay QSM and Karen Naylor.

Apologies: The Mayor (Grant Smith) (early departure on Council business), Councillors Rachel Bowen (early departure), Leonie Hapeta, Billy Meehan (late arrival).

The Mayor (Grant Smith) entered the meeting at 1.17pm during consideration of clause 46. He left the meeting at 2.30pm during consideration of clause 46. He was not present for clauses 45 to 48 inclusive.

Councillor Billy Meehan entered the meeting at 1.24pm during consideration of clause 46. He was not present for clauses 45 and 46.

Councillor Rachel Bowen left the meeting at 2.40pm during consideration of clause 46. She was not present for clauses 47 and 48.

45-20 Apologies

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The COMMITTEE RESOLVED

1. That the Committee receive the apologies.

Clause 45-20 above was carried 12 votes to 0, the voting being as follows:

For:

Councillors Aleisha Rutherford (in the Chair), Brent Barrett, Susan Baty, Rachel Bowen, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Karen Naylor and Bruno Petrenas.

46-20 Hearing of Submissions - Speed Limits Bylaw 2020

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

Christina Havill (128)

Christina Havill spoke to her submission and made the following additional comments:

Ashhurst

- Road is dangerous with fences obstructing view and no footpath so unable to walk safely from old to new subdivision.
- Requested speed bumps and to slow speed down North Street, with footpath on both sides of road.
- Suggested more police presence and speed camera to monitor speed.

The Mayor (Grant Smith) entered the meeting at 1.17pm.

Murray Guy (101)

Murray Guy spoke to his submission and made the following additional comments:

Tennent Drive

- Maintenance of narrow roads is an issue. Potholes and unsafe roads do not support the initiative of encouraging more people to cycle.
- Supports reduction of speed to 60km or even 50km per hour.
- Westward Drive is also poorly maintained.
- The new residential-lifestyle development on Tennent Drive will add to traffic concerns in the future.

Chris Teo-Sherrell (183)

Chris Teo-Sherrell spoke to his submission and made the following additional comments:

- If Palmerston North City Council is encouraging more cycling, then roads need to be maintained and cycleways improved.

Tennent Drive

- Supports a consistent speed limit rather than changing limits on the same road.
- Concerned about cats eyes being placed on the inner part of the cycleway closest to the pavement rather than the outer edge. This means by the time a car has reached the cats eyes they are already in the cycleway leaving little room for cyclists.

- The proposed NZTA accessible streets package, if adopted next year, will have road rule changes in regards to cycleways. These changes will require a 1 metre space between bicycles and traffic travelling at less than 60km and 1.5 metre space between bicycles and traffic travelling 60km or higher.

Councillor Billy Meehan entered the meeting at 1.24pm.

Zaneta Park (190)

Zaneta Park spoke to her submission and made the following additional comments:

Bunnythorpe

- Reducing the speed limit would make the road safer as the undulations in the road make it difficult to see other road users.
- Linklater Reserve's second entrance is becoming busier; a footpath would make it safer for pedestrians, eg parents with prams.

Roberts Line

- Supports closing off Roberts Line where it meets the Railway Road intersection to create a T-junction/cul-de-sac and eliminate the intersection completely.

TIL Freight (198)

Representing TIL Freight, Nigel Shaw (Palmerston North Branch Manager) spoke to the submission and made the following additional comments:

- Mr Shaw previously drove these roads frequently and knows the roads well.
- For anyone using the roads for business, a few extra minutes each trip adds to time and costs over the week.

Milson/Bunnythorpe

- Does not support stopping access to Railway Road from Roberts Line.
- He would prefer to see the road realigned to make it safer for all road users, as it currently looks like a straight through road.

Pahiatua-Aokautere

- Concerned that changes will cut off the regional town.
- Road is not wide enough for traffic and cyclists. Speed reduction is not the

only way to solve the issue; would support a better road design to improve safety.

First Union (218)

Representing First Union Dion Martin (Palmerston North representative) spoke to the submission and made the following additional comments:

Milson/Bunnythorpe

- El Prado Drive has more cars and transport vehicles coming in and out of distribution centres including construction vehicles.
- The new Countdown development will significantly increase the number of staff and vehicles travelling to work.
- Recommends a consistent speed limit for the entire road.

Arshad Javed (254)

Arshad Javed spoke to his submission and made the following additional comments:

- A cycle-friendly city is a great image for Palmerston North, road speeds need to be looked at as cyclists are reluctant to use some roads due to traffic speed.

Darcelle Nesser (232)

Darcelle Nesser spoke to her submission and made no additional comment.

Shiva Kalyanasundaram (230)

Shiva Kalyanasundaram spoke to her submission and made the following additional comments:

Railway Road/Roberts Line Intersection

- Very confusing intersection for all travellers, especially those new to the road. The line of sight from the top of the railway line makes the road appear like a straight line rather than a T junction.
- Suggests signage notifying drivers that it's a High Crash Zone.

Tim Parkinson (207)

Tim Parkinson spoke to his submission and made no additional comment.

Johannes Erkens (210)

Johannes Erkens spoke to his submission and made no additional comment.

The Mayor (Grant Smith) left the meeting at 2.30pm.

Caitlin Pemberton (199)

Craig Pemberton spoke on behalf of Caitlin Pemberton and made the following additional comments:

- Old West Road is a busy road – consisting of walkers, parked cars, traffic from Massey University and driveways.
- The entrance to Turitea School is on a sweeping bend with little or no parking; adults and children are forced to cross the road to the school on a blind corner and there is also a bus stop where college children wait for their bus, which adds to the congestion.
- He asked if the speed limit could be reduced to 80km from the school to Summerhill.
- Mr Pemberton has tried to contact the NZTA for 25 to 30 years including offering to pay for local signage and also asking for maintenance of overhanging trees in the area.

The meeting adjourned at 2.40pm.

The meeting resumed at 2.50pm.

Councillor Rachel Bowen left the meeting at 2.40pm.

Chandula Wijeweera (217)

Chandula Wijeweera spoke to his submission and made no additional comment.

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The COMMITTEE RECOMMENDS

1. That the Planning & 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 46-20 above was carried 12 votes to 0, the voting being as follows:

For:

Councillors Aleisha Rutherford, Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Karen Naylor and Bruno Petrenas.

47-20 Draft Speed Limits Bylaw - Summary of Submissions

Memorandum, presented by Julie Macdonald, Strategy and Policy Manager.

Moved Aleisha Rutherford, seconded Patrick Handcock ONZM.

The **COMMITTEE RESOLVED**

1. That the memorandum entitled 'Draft Speed Limits Bylaw - Summary of Submissions' presented to the Planning and Strategy Committee on 3 November 2020 be received.

Clause 47-20 above was carried 12 votes to 0, the voting being as follows:

For:

Councillors Aleisha Rutherford, Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Lew Findlay QSM, Patrick Handcock ONZM, Lorna Johnson, Billy Meehan, Karen Naylor and Bruno Petrenas.

48-20 Confirmation of Minutes

Moved Aleisha Rutherford, seconded Bruno Petrenas.

The **COMMITTEE RESOLVED**

1. That the minutes of the Planning & Strategy Committee meeting of 14 October 2020 Part I Public and Part II Confidential be confirmed as a true and correct record.

Clause 48-20 above was carried 10 votes to 1, with 1 abstention, the voting being as follows:

For:

Councillors Aleisha Rutherford, Brent Barrett, Susan Baty, Zulfiqar Butt, Vaughan Dennison, Renee Dingwall, Patrick Handcock ONZM, Billy Meehan, Karen Naylor and Bruno Petrenas.

Against:

Councillor Lorna Johnson.

Abstained:

Councillor Lew Findlay QSM.

The meeting finished at 3.08pm

Confirmed 9 December 2020

Chairperson

MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 9 December 2020

TITLE: Whenua reserve proposal

PRESENTED BY: Todd Taiepa

APPROVED BY: David Murphy, Acting General Manager - Strategy and Planning

RECOMMENDATION TO PLANNING & STRATEGY COMMITTEE

1. That the Chief Executive continue to update Council with the progress of the health sector in identifying and responding to the aspirations of whānau in regard to managing their whenua.

1. ISSUE

- 1.1 Council has asked officers to engage with Rangitāne over the establishment of a dedicated public site where the whānau / families can bury whenua (placenta) with associated plantings.

2. BACKGROUND

- 1.2 Following a notice of motion presented to the 23 September Council meeting, Council passed the following resolution: "That the Chief Executive investigate whenua planting options in partnership with local Iwi".
- 1.3 The issue had been raised by local midwives with several councillors, who subsequently put the motion on their behalf.
- 1.4 The proposal was that the Council engage with Rangitāne o Manawatū to look at whether the Council might provide a specific place on public/reserve land for families in the Manawatū to bury their babies' placenta (whenua). The Notice of Motion outlined that the idea of burying whenua is a Māori cultural practice where the whenua (placenta) and pito (umbilical cord) of newborn babies are returned to the land at a significant place.

3. CULTURAL AND HISTORICAL CONTEXT

- 1.5 The burial of the whenua (placenta) in the whenua (ancestral land), and the fact the same term is used, is a powerful linguistic, physiological, spiritual and physical affirmation of both the placenta's role in nourishing the baby, and the nourishment they then receive in the physical world from Papatūānuku, the Earth Mother. The purposeful burial of the baby's whenua, in specific places that are often designated for this purpose over generations, affirms whakapapa connections and associated rights, a sense of identity and belonging, as well as the mutual responsibilities on that person, that as they grow into adulthood they commit to maintaining that land for future next generations.
- 1.6 The disruption of connections between indigenous peoples and their whenua is a core dynamic for any nation where colonisation is a part of the history. Māori people have literally been removed from their lands and pushed to the margins of both their customary territories and beyond, until relatively recently, and as we go through processes of decolonisation, relationships and the role of Māori values and tikanga, are being examined and reframed to reflect our approach to decolonisation. This reframing is not isolated to the Māori community as there is now a very diverse range of cultural and ethnic backgrounds that call Aotearoa home.
- 1.7 The impacts of the disruption of this connection to whenua are profound and extensive and affect everyone resident in this country. In terms of impacts on Māori, and as presented by the midwives who have raised the issue with Council, for many the separation from whenua has been persistent across multiple generations. Importantly, while tikanga around whenua does reaffirm a connection, Māori do not lose their connection if this is not undertaken.
- 1.8 It is encouraging to see that whānau are being inspired to reaffirm and recover those tikanga, within a very different contemporary context. Many whānau do live at a physical distance from their ancestral lands, and some may not have relationships where they find it easy to enact these traditional protocols, they may not know who to ask, or where these special places may be.

4. CONTEMPORARY IMPLICATIONS FOR WHĀNAU

- 1.9 The midwives shared with Council staff that their experience is they are working alongside whānau who have many diverse aspirations and needs. With around 38% of the babies birthed in the region being of Māori descent, there is a growing opportunity to assist those whānau to reinforce those whenua connections should they wish to. While many whānau understand and continue to plan for their custodianship over baby's whenua, some choose not to, or are not aware of this opportunity.
- 1.10 Of those that do want to have their whenua returned to them there is a tremendous range of understandings and questions. It is recognised that there are challenges for

some whānau in being able to fully actualise their aspirations for returning whenua to the places that represent the ancestral lineage of those pēpi.

5. RECOVERY OF WHENUA

- 1.11 The Palmerston North Hospital has a process whereby if a whānau communicates this aspiration they will keep the whenua and enable it to be returned to the whānau, either on leaving hospital or in a relatively short time afterwards. These processes were affected by the Covid-19 lockdown, but new procedures are now in place. There is a commitment in the health system to ensure that whenua do return. There is also an acknowledgement that there is more work to go in strengthening the process to be as relational and culturally sensitive as possible.
- 1.12 The concerns behind the Notice of Motion were more particularly for a subset of those who are wanting to enact this cultural practice but are struggling to. Lead Maternity Carers (LMC) are also beginning to get an even greater appreciation for the value of these practices and keen to assist whānau in any way they can. Challenges include recovering the whenua in the first place, that some were not easily contactable by the hospital, stay for less time at the hospital, or living at a distance from Palmerston North and not always able to return to recover baby's whenua.

6. WHĀNAU CENTRED PROCESSES AND SOLUTIONS

- 1.13 It is critical then for councillors to appreciate that these issues are a priority for the Māori community and for the lead groups and roles within the Māori health space. The proposal recognises that there is frustration around how some of these issues are managed and certainly a concern for those whānau who are struggling to enact these tikanga or have not been given the opportunity to understand how it works and what range of responses they can have as a whānau to manifest these connections.
- 1.14 The great news is that many whānau are reaffirming these tikanga and sharing their experiences within their wider whānau and community. In discussing this matter with health representatives it was very positive to hear about the great work that is happening and there is currently significant focused work in the hauora/health space regarding these issues.
- 1.15 The approach from Māori leadership at the moment has a whanau-centred lens, with a focus on developing messaging and resources for whānau and the support around them, being made aware of the cultural opportunities and implications, clarifying their rights, ensuring that there is information that empowers them to take responsibility over managing their whenua and pito, and guidance as to how they can do this. This leadership includes Rangitāne o Manawatū and Māori health leaders including from the District Health Board, the Pae Ora cultural responsiveness team and Mokopuna Ora community advocates. It has been quite an ongoing

challenge for them to bring together all of the mainstream health elements and their resources, to understand the issues and challenges in a connected strategic approach that is whānau centred and whānau led.

- 1.16 From this approach, initial areas of focus include more purposeful information and engagement with whānau and those who are alongside them such as LMC's. Better targeted information would be codesigned to empower whānau to make decisions around how the tikanga relates to the relationship of their whānau to the lineage of their pēpi. There are many options for managing whenua that do not involve immediate burial.

7. RANGITĀNE O MANAWATŪ

- 1.17 Rangitāne o Manawatū were engaged through the bimonthly forum with staff. They agreed that there were significant matters to progress in the health space before looking formally at the solution of a reserve as proposed. For Rangitāne to endorse a dedicated community space to enact these tikanga in this very new way, for non-Māori and Māori from outside of the region, would need careful consideration. Iwi leaders fully appreciate that at the moment there are a wide range of practices that are emerging in the community in terms of wanting to authentically value the taonga that whenua are, but not necessarily having all the knowledge, tools, and relationships to enact this as whānau might wish to.

- 1.18 However, wide spread informal practice is very distinctive from mana whenua endorsing a space for this purpose within their customary lands, for a community who do not whakapapa to this land, and who, with respect, are unlikely to hold an inherent responsibility through this action. It was important from Rangitāne's perspective that this was managed in a holistic way and the ongoing focus of the hauora (health) sector in facilitating these issues seem to be the appropriate place for this.

8. CONCLUDING COMMENTS

- 1.19 Māori cultural health matters are now managed collectively to ensure issues such as this are integrated across sectors, driven by a Māori responsiveness framework, and are whānau centred. Māori health leadership spaces such as Pae Ora and Te Tihi o Ruahine Whānau Ora Alliance, avoid fragmented and unintended consequences that historically have come out of the conventional health system. Recommendations for any Council actions with Māori cultural health at their centre, would typically come from these networks, or be a direction from mana whenua, rather than from mainstream health professionals. Because whenua is an indigenous cultural issue, appropriate cultural expertise ought to be at the centre of both framing the issues and identifying solution pathways. Rangitāne have representation in these networks and they do see the views and voices of LMC's to be a critical in finding a mana enhancing solution for everyone working with whānau.

- 1.20 When a clear way forward is agreed, if it did recommend use of public space, it would likely arrive at Council being represented by Rangitāne and other partners.

9. NEXT STEPS

- 1.21 The Council remains updated with progress of the health sector in identifying and responding to the aspirations of whānau in regard to managing their whenua and pito.
- 1.22 The Council, while acknowledging that a wider community aspiration is emerging where other parts of our community are inspired by the tikanga approach to whenua (placenta and land), support mana whenua Rangitāne o Manawatū as kaitiaki to provide leadership in this space, and acknowledge that the Partnership Agreement allows direct engagement on this and other matters at any time.

10. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual	Yes
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?	No
Are the recommendations inconsistent with any of Council's policies or plans?	No
The recommendations contribute to Goal 3: A Connected and Safe Community	
The recommendations contribute to the outcomes of the Connected Community Strategy	
<p>The recommendations contribute to the achievement of action/actions in the Healthy Community Plan</p> <p>The action is: Work with Māori and other partners to promote the achievement of the Whānau Ora outcome goal 'Toi te kupu, te mana, te ora – Māori living longer, fuller and culturally rewarding lives'.</p> <p>Collaborate with Rangitāne o Manawatū to provide positive Māori outcomes in the city and region.</p> <p>Seek input from Iwi and Māori health providers to ensure health related policy measures are appropriate for the specific issues and community that are the focus of the policy.</p> <p>Work alongside the Te Tihi o Ruahine Whānau Ora Alliance, community and agency</p>	

partners on the Ora Kōnnect programme.	
Contribution to strategic direction and to social, economic, environmental and cultural well-being	The recommendations align with our commitments to work alongside iwi Māori partners and associated agencies to ensure responses are aligned, mutually reinforcing and culturally appropriate.

ATTACHMENTS

Nil

MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 9 December 2020

TITLE: Draft Speed Limits Bylaw - deliberations on submissions

PRESENTED BY: Julie Macdonald - Strategy and Policy Manager

APPROVED BY: David Murphy, Acting General Manager - Strategy and Planning

RECOMMENDATIONS TO COUNCIL

1. That the Palmerston North Speed Limits Bylaw 2020, included as attachment one to this memorandum, is adopted.
2. That the Palmerston North Speed Limits Bylaw 2013 is revoked when the Palmerston North Speed Limits Bylaw 2020 comes into effect.

1. ISSUE

- 1.1 The Council has undertaken consultation on the draft Speed Limits Bylaw and received 255 written submissions. While submitters generally supported speed limit reductions on the roads identified in the proposal, there were many different views and suggestions on what speed limits should be. A detailed analysis is provided in attachment two, with recommendations for the speed limit on each of the roads that were included in the consultation document.
- 1.2 This memo recommends that the Council adopt the draft Speed Limits Bylaw included as attachment one. The Bylaw incorporates all the recommended changes discussed in the analysis document in attachment two.
- 1.3 The recommended commencement date for the draft Speed Limits Bylaw is 1 April 2021. This will allow enough time for appropriate signage and materials to be procured and installed, and public notice of the new speed limits to be given before they come into effect.

2. BACKGROUND

- 2.1 The current Speed Limits Bylaw was adopted in September 2013, representing a city-wide review of speed limits. The notable changes were the introduction of variable speed limits for 17 schools and the extension of the Urban Traffic Area in Palmerston

North (where the default speed limit is 50 km/h) to the east and west (reflecting urban growth in those areas). Urban Traffic Areas were created for Longburn and Bunnythorpe, following the boundary change with Manawātū District Council. Speed limit changes for several specific roads were also included in the 2013 bylaw.

- 2.2 The current review of speed limits began in 2019 with the first stage of a multi-staged approach. Initial community engagement was conducted in June-July 2019 on a suite of suggested speed limit changes in four areas of the city – Ashhurst, Milson/Bunnythorpe, Tennent Drive, and along Pahiatua-Aokautere Road. The initial stage was focussed on urgent speed limit changes, either identified by Waka Kotahi/NZTA as being in the top 10% of roads for deaths and serious injuries or identified by Council officers as responding to development within the city. The initial engagement process also offered an opportunity for the community to identify additional roads to be considered for inclusion in subsequent stages of the speed limits review. The feedback from this initial engagement process was used to refine the speed limit proposals and to shape the draft Speed Limits Bylaw.
- 2.3 The Council approved the draft Speed Limits Bylaw for public consultation in March 2020. However, consultation was delayed due to the restrictions on public gatherings imposed by the Government during the first Covid-19 lockdown. Public consultation began in August 2020, with written submissions received between 1 August and 4 September 2020. Hearings for oral submissions were held on 3 November.
- 2.4 In addition to the consultation document, which was made available on the Council's website and sent directly to identified stakeholders, two drop-in community sessions were held – in Ashhurst Library and at the Central Library – where people could come to learn more about the proposals, to ask questions, and to make a submission. Attendance at these drop-in sessions was strong, on a similar level to the sessions held in 2019. Officers also attended the Bunnythorpe Community Meeting where the proposals were presented, and discussions held with community members. Concerns about the recent fatalities at the Roberts Line/Railway Road intersection were key for many in attendance, with interest in how Council planned to respond to the safety concerns and whether the proposed speed limit changes for that area would be revised.
- 2.5 The opportunity to make a submission was promoted through social media advertising, with five posts on Facebook highlighting the four areas where changes were proposed, and a general post outlining the speed limits review. Supporting this was a campaign of radio advertising, flyers distributed to households in the affected areas, and poster advertising. The consultation was publicly notified in the Manawātū Standard and the Guardian newspapers.

3. ANALYSIS

- 3.1 The Council received 255 written submissions and heard 13 oral submissions. The general sentiment across all submissions was broad support for Council's proposals to reduce speed limits. Some submitters disagreed, favouring instead retention of the current speed limit on some roads, or suggesting improvements to the road instead of reducing the speed limit. In many instances, submitters supporting speed limit reductions suggested speed limits lower than the limits proposed by the Council.
- 3.2 A full analysis of the submissions is provided in attachment two. The analysis looks at the submissions that commented on each road and makes a recommendation for whether the proposed speed limit should be confirmed or changed. The analysis also discusses comments received on social media, and briefly addresses roads or other issues suggested by submitters that are out of scope, such as infrastructural changes or road treatments, or roads that are controlled by other road controlling authorities such as Waka Kotahi/NZTA.

4. OPTIONS ANALYSIS AND RECOMMENDATIONS

- 4.1 Alternative options were considered for almost every single road in the proposal. The shape of the options was largely determined by the suggestions of submitters, though in some cases (for instance, Tennent Drive) the options that were considered were shaped by the requirements of road engineering and compliance with Waka Kotahi/NZTA's Speed Management Guidelines.
- 4.2 The analysis document (attachment two) discusses the options that were considered for each road, but some general comments about options analysis are provided here:
- Most submitters favoured speed reductions, and many suggested lower speed limits than were proposed by the Council. This included Hillcrest Road, Pohangina Road, Tennent Drive interchange, Tennent Drive/Tennent Drive West, Roberts Line, Pahiatua-Aokautere Road, and all of the side roads off Pahiatua-Aokautere Road. The option of a slower speed limit was considered in these cases but was only found to be justified for Roberts Line, as part of a larger programme of urgent safety improvements to the intersection of Roberts Line and Railway Road. An assessment was also made of the suggestion for a lower speed limit for parts of Tennent Drive and the interchange. However, a lower speed limit could only be supported with extensive modification to the existing road layout to reduce speeds in line with the suggested speed limit. Without an existing budget or works programme officers are unable to recommend that lower speed limit.
 - Some submitters suggested extensions to the length of road that a proposed speed limit change would apply. This included Colyton Road and Bunnythorpe Road. These

suggestions were considered, but it was concluded that longer sections at a lower speed limit could not be justified based on the level of roadside development. The intention of these speed limit reductions is to slow traffic before entering an urban area, and the proposed length of road for the lower speed limit is appropriate.

- In some cases, submitters suggested leaving speed limits unchanged. This included Campbell Road, Ashhurst Road, and Tennent Drive (from Prendergast Road to SH57), where submitters suggested that the speed limit should remain at 100km/h. Officers considered this option, but the arguments put forward by submitters were not persuasive, and so the recommendation is to continue with the proposed speed limit reductions for those roads.

4.3 Of the 32 roads where a speed limit change was proposed, the officer recommendation is to confirm the proposal for 28 roads. The following tables summarise the officer recommendations for the proposed speed limit changes (reflecting the analysis document in attachment two).

Ashhurst

	Proposal	Recommendation
Hillcrest Road	From SH3 to Mulgrave Street, reduce the speed limit from 100 km/h to 60km/h	<u>Confirm the proposal</u> - from SH3 to Mulgrave Street, reduce the speed limit from 100 km/h to 60km/h
Mulgrave Street	From Hillcrest Road to the existing 50/100km/h transition, reduce the speed limit from 100 km/h to 50 km/h	<u>Confirm the proposal</u> – from Hillcrest Road to the existing 50/100km/h transition, reduce the speed limit from 100 km/h to 50 km/h
Pohangina Road	From North Street to the District boundary, reduce the speed limit from 100 km/h to 80 km/h	<u>Amend the proposal</u> – from the existing 50/100km/h transition sign to the District boundary, reduce the speed limit from 100km/h to 80km/h
North Street	From Oxford Street to Cambridge Avenue, reduce the speed limit from 70 km/h to 50 km/h	<u>Confirm the proposal</u> - from Oxford Street to Cambridge Avenue, reduce the speed limit from 70 km/h to 50 km/h
Oxford Street	From North Street to Wyndham Street, reduce the speed limit from 70 km/h to 50 km/h	<u>Confirm the proposal</u> - from North Street to Wyndham Street, reduce the speed limit from 70 km/h to 50 km/h

	Proposal	Recommendation
Colyton Road	For 150 metres (more or less) from the intersection with North and Oxford Streets, reduce the speed limit from 70km/h to 50km/h	<u>Confirm the proposal</u> – for 150 metres (more or less) from the intersection with North and Oxford Streets, reduce the speed limit from 70km/h to 50km/h
Bunnythorpe Road	For 150 metres (more or less) from the intersection with Mulgrave Street, reduce the speed limit from 100km/h to 50km/h	<u>Confirm the proposal</u> – for 150 metres (more or less) from the intersection with Mulgrave Street, reduce the speed limit from 100km/h to 50km/h

Tennent Drive

	Proposal	Recommendation
Bypass Road	From Atawhai Road to Tennent Off Lane East Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Atawhai Road to Tennent Off Lane East Drive, reduce the speed limit from 70km/h to 60km/h
Tennent On Lane West Drive	From Atawhai Road to Tennent Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Atawhai Road to Tennent Drive, reduce the speed limit from 70km/h to 60km/h
Tennent Off Lane East Drive	From Tennent Drive to Summerhill Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Tennent Drive to Summerhill Drive, reduce the speed limit from 70km/h to 60km/h
Summerhill Drive	From the intersection with Tennent Off Lane East Drive to Tennent Drive and Tennent West Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from the intersection with Tennent Off Lane East Drive to Tennent Drive and Tennent West Drive, reduce the speed limit from 70km/h to 60km/h
Tennent Drive	From Fitzherbert Bridge to Prendergast Road, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Fitzherbert Bridge to Prendergast Road, reduce the speed limit from 70km/h to 60km/h

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	Proposal	Recommendation
Tennent Drive West	For the whole western side of the dual carriageway section, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the whole western side of the dual carriageway section, reduce the speed limit from 70km/h to 60km/h
Tennent Drive (from State Highway 57 to Prendergast Road)	From Prendergast Road to State Highway 57, reduce the speed limit from 100km/h to 80km/h	<u>Confirm the proposal</u> – from Prendergast Road to State Highway 57, reduce the speed limit from 100km/h to 80km/h

Milson/Bunnythorpe

	Proposal	Recommendation
Roberts Line North (Kelvin Grove Road end)	From Kelvin Grove Road to Railway Road, reduce the speed limit from 100km/h to 80km/h	<u>Amend the proposal</u> – from Kelvin Grove Road to Railway Road, reduce the speed limit from 100km/h to 60km/h
Roberts Line North (Richardsons Line end)	From Railway Road to Richardsons Line, reduce the speed limit from 100km/h to 80km/h	<u>Amend the proposal</u> – from Railway Road to Richardsons Line, reduce the speed limit from 100km/h to 60km/h
Railway Road	From Airport Drive to Roberts Line, change the speed limit from 100/70/50km/h to 60km/h	<u>Amend the proposal</u> – from the current 50/70km/h transition to 150 metres (more or less) north of the intersection with Roberts Line, reduce the speed limit from 70/100km/h to 60km/h
Kairanga-Bunnythorpe Road	From the existing 100/50km/h transition for 170 metres (more or less), reduce the speed limit from 100km/h to 50km/h	<u>Confirm the proposal</u> – from the existing 100/50km/h transition for 170 metres (more or less), reduce the speed limit from 100km/h to 50km/h
Campbell Road	From the existing 100/50km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h	<u>Confirm the proposal</u> – from the existing 100/50km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h
Ashhurst Road	From the existing 100/50km/h transition for	<u>Confirm the proposal</u> – from the existing 100/50km/h transition

	Proposal	Recommendation
	400 metres (more or less), reduce the speed limit from 100km/h to 50km/h	for 400 metres (more or less), reduce the speed limit from 100km/h to 50km/h

Pahiatua-Aokautere

	Proposal	Recommendation
Pahiatua-Aokautere Road	From the existing 100/80km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h	<u>Confirm the proposal</u> – from the existing 100/80km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h
County Heights Drive	For the entire length, reduce the speed limit from 100km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 100km/h to 60km/h
Harrison Hill Road	For the entire length, reduce the speed limit from 100km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 100km/h to 60km/h
Ridgeview Road	For the entire length, reduce the speed limit from 100km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 100km/h to 60km/h
Kingsdale Park Drive	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h
Westwood Drive	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h
The Bush Track	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h
Polson Hill Drive	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h
Wake Place	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

	Proposal	Recommendation
Branksome Place	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h
Moonshine Valley Road	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h
Whisky Way	For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

4.4 In addition to the proposed speed limit changes, some additional changes to the draft Speed Limits Bylaw are proposed by officers.

- The proposed commencement date has been amended to 1 April 2021. This is to allow sufficient time for the new signage to be procured, a works programme developed to replace existing signage, and public notification of the new speed limits before they come into effect.
- The removal of Westmount Exclusive Brethren School from the list of schools to which a variable speed limit applies, and the consequent amendment of maps which showed this variable speed limit. Several submitters noted that the school has closed and no longer operates at the location shown on the maps in the Bylaw. Officers have verified that the school has closed and recommend the removal of this variable speed limit.
- Amending the speed limit shown for the section of Saddle Road controlled by the Council. This speed limit was legally amended by Waka Kotahi/NZTA under section 2.10(6) of the Setting of Speed Limits Rule 2017 and was included in the NZ Gazette (Notice Number 2019-au353) on 25 January 2019. The Speed Limits Bylaw does not reflect this changed speed limit because it was set via a different process. The proposal is to update the map in our Speed Limits Bylaw to reflect the current legal speed limit for this section of Saddle Road.

5. NEXT STEPS

- 5.1 If the Committee recommends to the Council that the draft Speed Limits Bylaw 2020 should be adopted, then Council officers will prepare plans to implement the speed limit changes. New speed limit signs will need to be procured, though approximately one third of existing signs can be re-used.

- 5.2 Some minor treatment works will be required at six locations, where the speed limit threshold (for example, the entrances to Bunnythorpe on Kairanga-Bunnythorpe Road and Ashhurst Road) needs to be modified. These threshold treatments cannot be completed in the current financial year because there is insufficient budget. However, the work can be completed with planned budgets in the 2021/22 financial year. All speed limit changes will be made effective with signage installed by the commencement date of 1 April 2021, with threshold treatment works to be completed as soon as practical in the 2021/22 financial year. A public notice will be placed advising the commencement date for the new speed limits.
- 5.3 Work on stage two of the speed limits review has been delayed by staff resourcing and capacity. A new timeframe is being developed and will be reported to the Committee in February 2021.



6. COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual	No
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?	No
Are the recommendations inconsistent with any of Council's policies or plans?	No
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 Strategic Transport Plan The action is: Review speed limits under proposed new national rules for setting speed limits.	
Contribution to strategic direction	The "new national rules" identified in the action are the revised Setting of Speed Limits Rule 2017, and the speed limit changes

PALMERSTON NORTH CITY COUNCIL

and to social, economic, environmental and cultural well-being	proposed in the draft Speed Limits Bylaw 2020 are made in accordance with those rules.
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ATTACHMENTS

1. Draft Palmerston North Speed Limits Bylaw 2020 [↓](#) 
2. Analysis of Submissions - Draft Speed Limits Bylaw 2020 [↓](#) 



PALMERSTON NORTH SPEED LIMITS BYLAW 2020

DRAFT FOR ADOPTION

PALMERSTON NORTH SPEED LIMITS BYLAW 2020

This Bylaw is made under section 22AB of the Land Transport Act 1998.

1. TITLE

- 1.1 The title of this Bylaw is the 'PALMERSTON NORTH SPEED LIMITS BYLAW 2020.

2. PURPOSE

- 2.1 The purpose of this Bylaw is to set speed limits on any road within the jurisdiction of the Palmerston North City Council other than State Highways controlled by the New Zealand Transport Agency.

3. COMMENCEMENT AND APPLICATION

- 3.1 This Bylaw comes into force on 1 April 2021, and the Palmerston North City Council Speed Limits Bylaw 2013 is revoked at the commencement of this Bylaw.
- 3.2 This Bylaw applies to all roads under the control of the Palmerston North City Council.

4. DEFINITIONS

4.1. In this Bylaw:

Council	means the Palmerston North City Council
Road	<p>(a) includes:</p> <ul style="list-style-type: none"> (i) a street; and (ii) a motorway; and (iii) a beach; and (iv) a place to which the public have access, whether as of right or not; and (v) all bridges, culverts, ferries and fords forming part of a road or street or motorway, or a place referred to in (iv); and (vi) all sites at which vehicles may be weighed for the purposes of the Land Transport Act 1998 or any other enactment; and <p>(b) includes a section of a road.</p>
Road Controlling Authority	<p>in relation to a road:</p> <p>(a) means the authority, body or person having control of the road; and</p> <p>(b) includes a person acting under and within the terms of a delegation or authorisation given by the controlling authority.</p>
Speed Limit	<p>(a) means—</p> <ul style="list-style-type: none"> (i) an urban, rural, permanent, holiday, temporary, emergency, or variable speed limit; and (ii) the maximum speed at which a vehicle may legally be operated on a particular road; but <p>(b) does not mean the maximum permitted operating speed for classes or types of vehicle specified in any Act, regulation, or rule.</p>
Urban Traffic Area	means an area designated under the Land Transport Rule: Setting of Speed Limits 2017 that consists of one or more specified roads or a specified geographical area, to which the urban speed limit generally applies.

5. SPEED LIMITS

- 5.1. The roads or areas described in the attached schedules or as shown on a map referenced in the schedules are declared to have the speed limits specified in the schedules and maps, which are part of this Bylaw.
- 5.2. The areas bounded by the green dotted lines on the maps in Schedule 1 are the urban traffic areas in Palmerston North. All roads within the urban traffic areas are deemed to have a speed limit of 50 km/h unless otherwise specified in the schedules to this Bylaw.

6. LIST OF SCHEDULES AND MAPS

Schedule 1: Palmerston North Speed Limits Maps showing:
 Roads with a speed limit of 100 km/h
 Roads with a speed limit of 80 km/h
 Roads with a speed limit of 70 km/h
 Roads with a speed limit of 60 km/h
 Roads within an urban traffic area which have a speed limit of 50 km/h
 Road with a speed limit of 50 km/h
 Roads within an urban traffic area which have a speed limit of 30 km/h
 Roads with a speed limit of 30 km/h

Map 1 Map showing speed limits in Palmerston North
 Map 1A Detailed map showing speed limits in Palmerston North villages
 Map 2 Detailed maps showing variable speed limits (refer to Schedule 2 for descriptions)

Schedule 2: Table showing schools and applicable roads to which a variable 40 km/h speed limit applies.

Explanatory Note

1. Offences, penalties, fines and fees relating to infringement of speed limits are provided for in the relevant provisions of the Land Transport Act 1998, the Land Transport (Road User) Rule 2004 and the Land Transport (Offences and Penalties) Regulation 1999.

Schedule 2 Palmerston North City Council Speed Limits Bylaw 2020: Schools with a variable speed limit

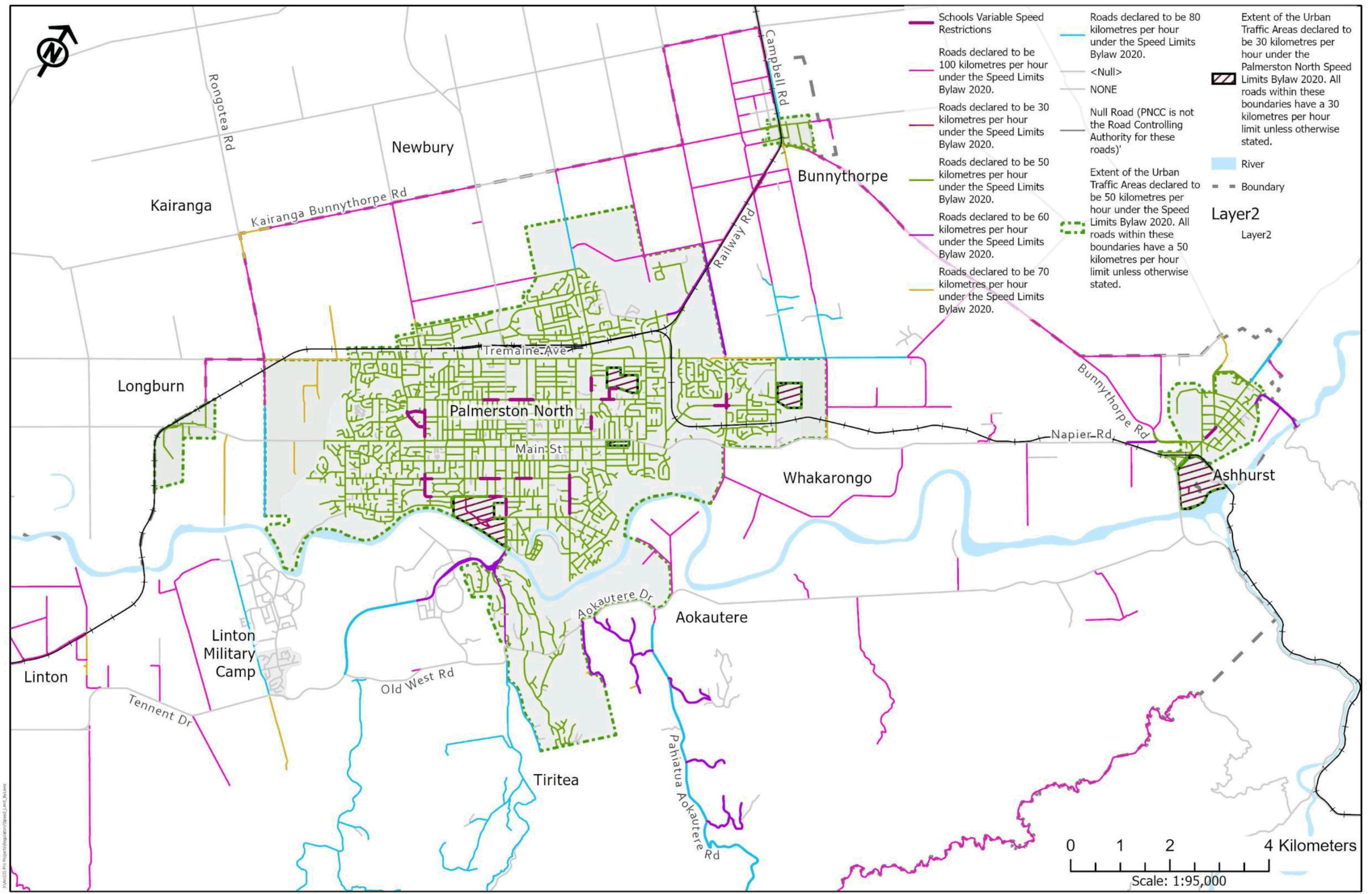
Ashhurst School
Awatapu School
Central Normal School
College St School
Cornerstone Christian School
Freyberg High School
Hokowhitu School
Monrad Intermediate School
Palmerston North Boys High School
Palmerston North Girls High School
Palmerston North Intermediate Normal School
Ross Intermediate School
St James School
St Mary's School
Takaro School
Terrace End School
West End School

Schedule 2 Palmerston North City Council Speed Limits Bylaw 2020: Roads with variable speed limits

The variable speed limits will only apply at the times when children usually travel to or from school. The roads or areas described in this Schedule and shown on Map 2 of Schedule 1 are declared to have a variable speed limit of 40 km/h as specified in this Schedule.

40/50 km/h VARIABLE SPEED LIMIT	
Road Name	Description
Cambridge Avenue	Ashhurst School Cambridge Ave, from a point 20 metres north of Oxford Street to a point 10 metres north of Petes Way.
Featherston Street	Central Normal School Featherston Street from a point 10 metres east of Bourke Street to a point 10 metres east of Taonui Street.
College Street	College Street Normal School College Street, from a point 20 metres east of Morris Street to a point 10 metres east of Union Street.
Roberts Line, Mihaere Drive, Fernlea Avenue	Cornerstone Christian School Roberts Line, from a point 40 metres south of Mihaere Drive to a point 80 metres north of Daniel Place. Mihaere Drive, from a point 230 metres west of Roberts Line to its intersection with Roberts Line. Fernlea Avenue, from a point 40 metres east of Roberts Line to its intersection with Roberts Line.
Featherston Street Freyberg Street	Freyberg High School and Ross Intermediate School Featherston Street, from a point 20 metres west of Rangiora Avenue to a point 80 metres east of Freyberg Street Freyberg Street, in its entirety.
Albert Street	Hokowhitu School Albert Street, from a point 40 metres north of Churchill Avenue to a point 30 metres north of Wallace Place.

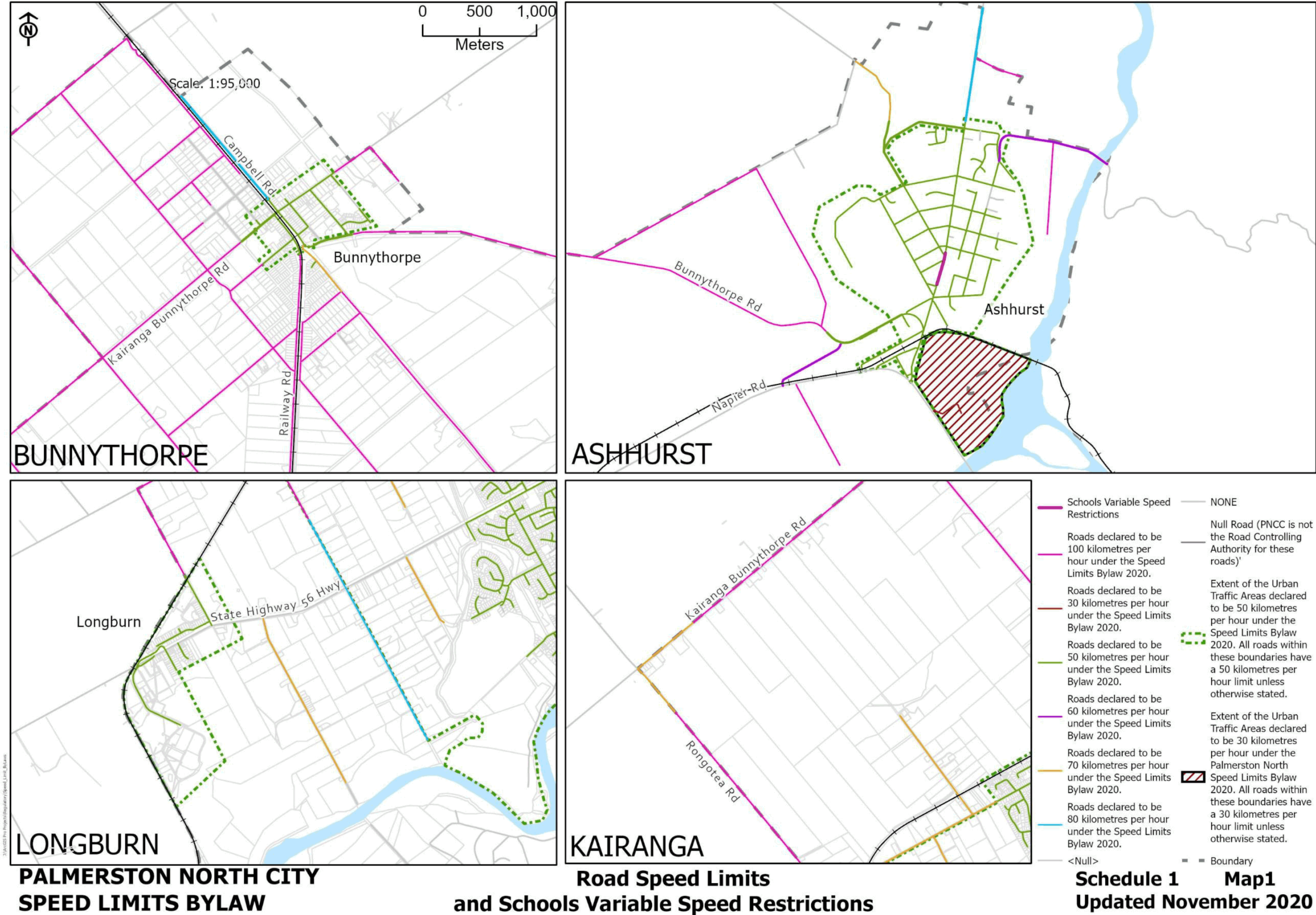
Botanical Road, Brighton Crescent and Highbury Avenue.	Monrad Intermediate and Takaro School Botanical Road, from a point 50 metres north of Pioneer Highway to a point 50 metres north of Brighton Crescent; Brighton Crescent, in its entirety; Highbury Avenue, from a point 30 metres north of Brighton Crescent to its intersection with Botanical Road.
Featherston Street	Palmerston North Boys High School Featherston Street, from a point 20 metres west of Pirie Street to a point 55 metres east of Rangitikei Street.
Fitzherbert Avenue Park Road	Palmerston North Girls High School Fitzherbert Avenue, from a point 40 metres north of Te Awe Awe Street to a point 40 metres north of Palm Avenue.
College Street	Park Road, from a point 40 metres east of Batt Street to a point 90 metres east of Linton Street. Palmerston North Intermediate Normal School College Street, from a point 40 metres west of South Street to a point 80 metres east of Linton Street.
Albert Street	St James School Albert Street, from a point 30 metres north of Wallace Place to a point 50 metres north of Te Awe Awe Street.
Ruahine Street	St Mary's School Ruahine Street from a point 30 metres south of Newhaven Place to a point 160 metres north of Featherston Street
Ruahine Street	Terrace End School Ruahine Street from a point 40 metres north of Grey Street to a point 30 metres south of Innes Place
Botanical Road College Street Park Road Wikiriwhi Crescent	Westend School and Awatapu College Botanical Road, from a point 80 metres north of College Street to its intersection with Park Road. Park Road, from a point 10 metres east of Katene Street to its intersection with Botanical Road. College Street, from a point 50 metres west of Botanical Road to a point 130 metres east of Botanical Road.



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

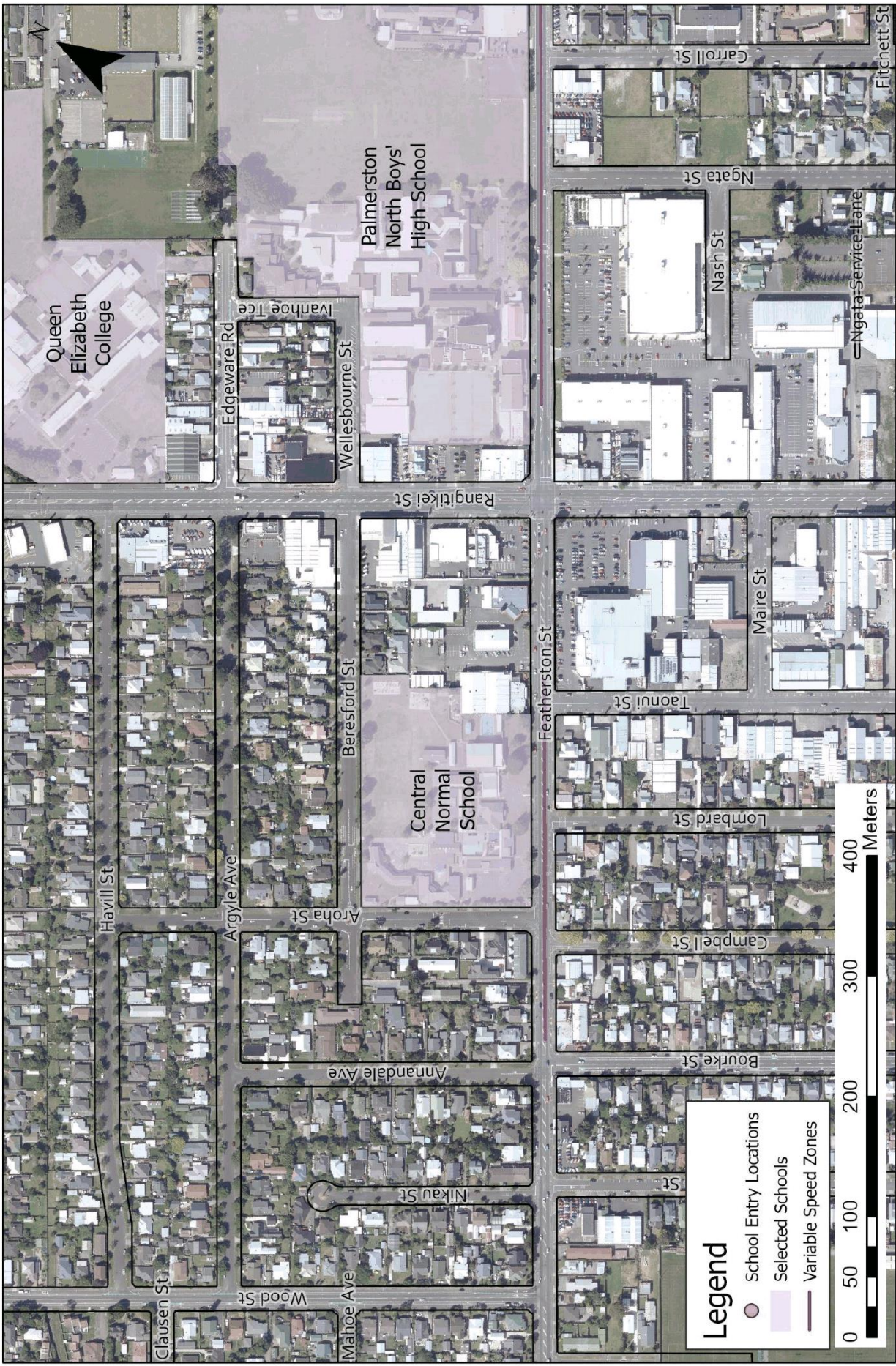
**Road Speed Limits
and Schools Variable Speed Restrictions**

**Schedule 1 Map1
Updated November 2020**





Schedule 1 Map2
 With Effect 01/12/2014



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
Central Normal School**

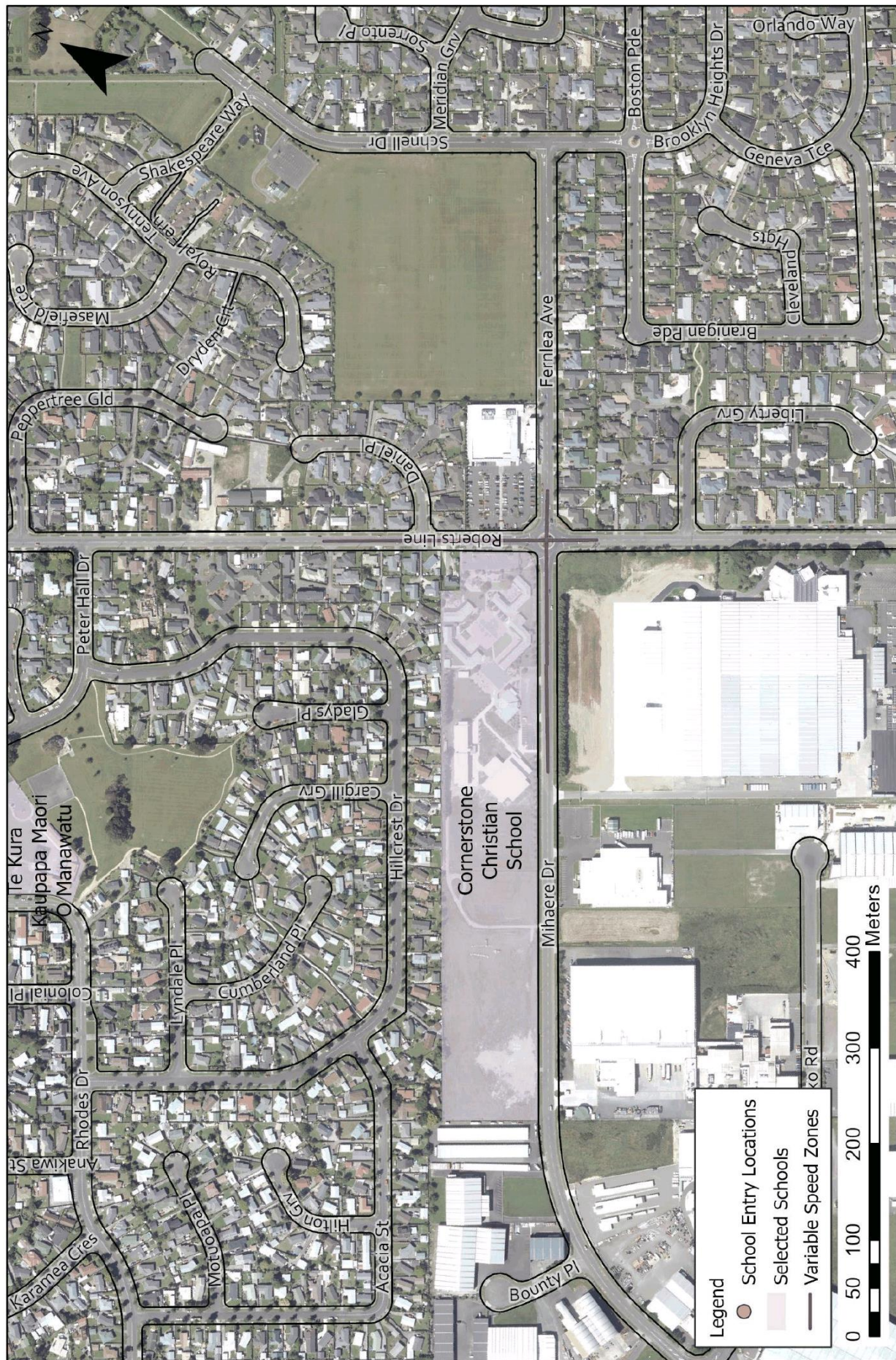
**Schedule 1 Map2
With Effect 01/12/2014**



Schedule 1 **Map2**
With Effect 01/12/2014

Schools with a variable speed restriction
College Street Normal School

PALMERSTON NORTH CITY
SPEED LIMITS BYLAW



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
Cornerstone Christian School**

**Schedule 1 Map2
With Effect 01/12/2014**



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
Hokowhitu School joins with St James School**

**Schedule 1 Map2A
With Effect 01/12/2014**



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
Monrad Intermediate & Takaro School**

**Schedule 1 Map2
With Effect 01/12/2014**



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
Palmerston North Girls' High School**

**Schedule 1 Map2
With Effect 01/12/2014**

Map2





Schedule 1 Map2
With Effect 01/12/2014

Schools with a variable speed restriction
Ross Intermediate & Freyberg High School

PALMERSTON NORTH CITY
SPEED LIMITS BYLAW



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
St James School joins with Hokowhitu School**

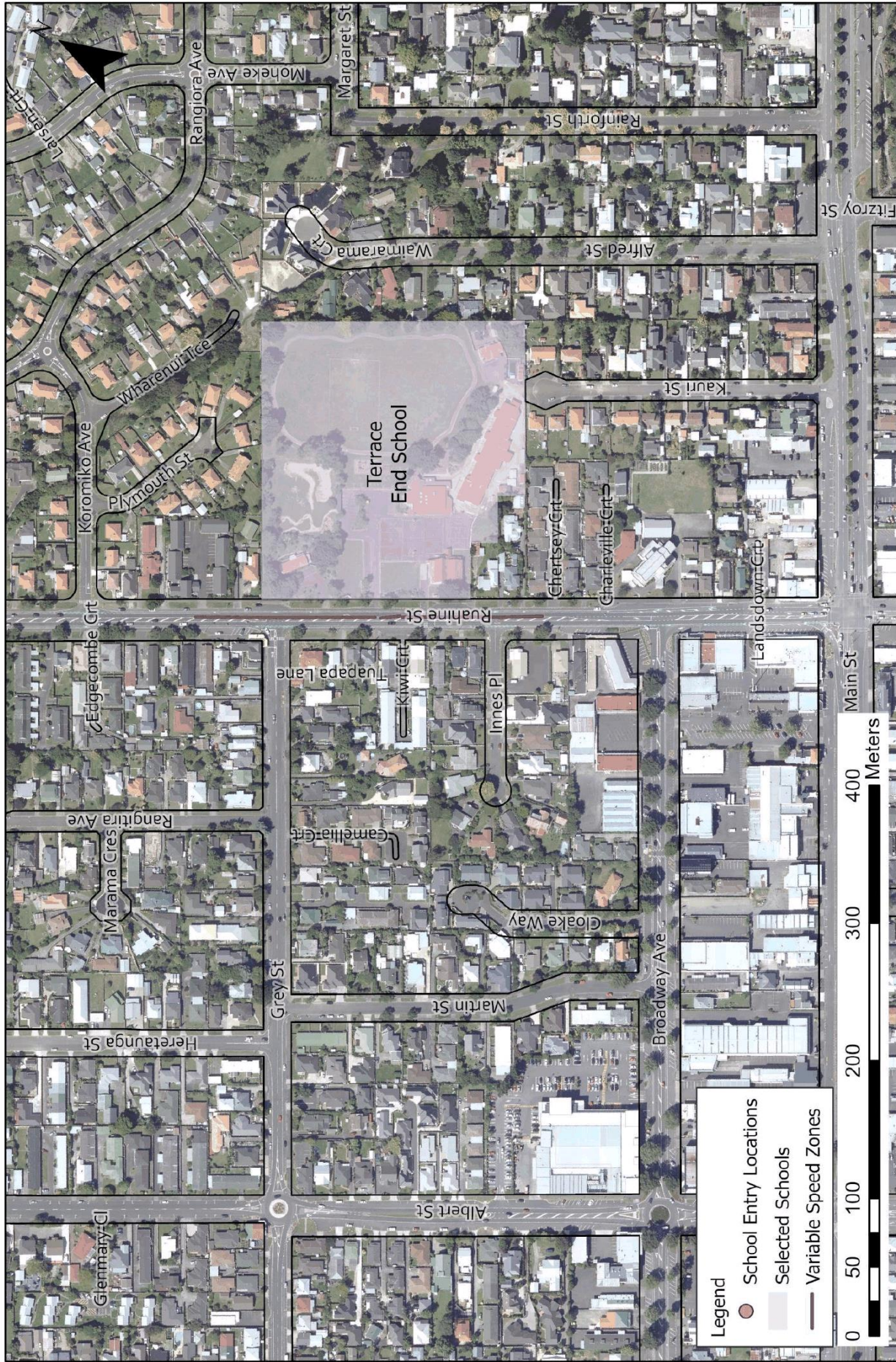
**Schedule 1 Map2
With Effect 01/12/2014**



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
St Mary's School**

**Schedule 1 Map2
With Effect 01/12/2014**



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
Terrace End School**

**Schedule 1 Map2
With Effect 01/12/2014**



**PALMERSTON NORTH CITY
SPEED LIMITS BYLAW**

**Schools with a variable speed restriction
West End School & Awatapu College**

**Schedule 1 Map2
With Effect 01/12/2014**

Speed Limits Review – Stage One

Analysis of submissions December 2020

The following sections provide an analysis of the comments made and issues raised for each of the roads where a speed limit change has been proposed by the Council.

Ashhurst

Hillcrest Road

Proposal	Recommendation
From SH3 to Mulgrave Street, reduce the speed limit from 100 km/h to 60km/h	<u>Confirm the proposal</u> - from SH3 to Mulgrave Street, reduce the speed limit from 100 km/h to 60km/h

Analysis

There were 75 submissions in support of the proposal with 10 opposed. Five submitters were not sure. There were few comments made specifically on Hillcrest Road, with most submitters supporting the reduction in the speed limit. A few noted that the current posted speed limit is 50km/h, even though the current legal speed limit is 100km/h. The proposal therefore appears to be an increase in the posted speed limit. Some submitters argued in favour of reducing the speed limit further than was proposed, to 50km/h. They believe that 50km/h is more consistent with the proposed speed limit for Mulgrave Street, would deter people from using the road as a shortcut to the state highway, and would make it generally safer.

The proposed 60km/h speed limit remains the recommended speed limit. A slower 50km/h speed limit was initially suggested during the early engagement process, but the comments from the community suggested that 50km/h was too drastic and that it remained a rural road. On balance, the proposed speed of 60km/h seems appropriate and is generally supported.

Mulgrave Street

Proposal	Recommendation
From Hillcrest Road to the existing 50/100km/h transition, reduce the speed limit from 100 km/h to 50 km/h	<u>Confirm the proposal</u> – from Hillcrest Road to the existing 50/100km/h transition, reduce the speed limit from 100 km/h to 50 km/h

Analysis

There were 66 submissions in support of the proposal with 11 opposed. Three submitters were not sure. Very few submitters commented directly on Mulgrave Street, however one submitter suggested the speed limit should be 70km/h, based on the small number of entries/exits on the road.

The proposed 50km/h speed limit for Mulgrave Street remains the recommendation. It conforms to the nature and use of the road, as traffic moves through an industrial area into a more built-up urban area.

Pohangina Road

Proposal	Recommendation
From North Street to the District boundary, reduce the speed limit from 100 km/h to 80 km/h	<u>Amend the proposal</u> – from the existing 50/100km/h transition sign to the District boundary, reduce the speed limit from 100km/h to 80km/h

Analysis

There were 59 submissions in support of the proposal with 21 opposed. Eight submitters were not sure. A number of submitters commented on the proposed reduction of the speed limit. One suggested reducing the speed limit further, to 70km/h, noting that people already travel at 80km/h or faster when entering Ashhurst from Pohangina Road. Others suggested the speed limit reduction should be extended beyond the District boundary (effectively into the Manawātū District). A few submitters suggested a better approach would be to have the 50km/h limit apply earlier, by moving the threshold back by up to 200 metres, with either 80km/h or 100km/h applying for the remainder of the road.

A closer inspection of the existing speed limit shows that for 65m from the intersection with North Street and Cambridge Avenue the speed limit is 50km/h. Confirming the initial proposal would therefore effectively increase the speed limit for that small section at the end of Pohangina Road to 80km/h. Therefore officers recommend modifying the proposal to have the 80km/h speed limit applying from the existing 100/50km/h transition.

North Street

Proposal	Recommendation
From Oxford Street to Cambridge Avenue, reduce the speed limit from 70 km/h to 50 km/h	<u>Confirm the proposal</u> - from Oxford Street to Cambridge Avenue, reduce the speed limit from 70 km/h to 50 km/h

Oxford Street

Proposal	Recommendation
From North Street to Wyndham Street, reduce the speed limit from 70 km/h to 50 km/h	<u>Confirm the proposal</u> - from North Street to Wyndham Street, reduce the speed limit from 70 km/h to 50 km/h

Analysis

There were 74 submissions in support of these combined proposals with 13 opposed. Three submitters were not sure. There were no specific comments about either of these proposals. It is recommended that both these proposals are confirmed.

Colyton Road

Proposal	Recommendation
For 150 metres (more or less) from the intersection with North and Oxford Streets, reduce the speed limit from 70km/h to 50km/h	<u>Confirm the proposal</u> – for 150 metres (more or less) from the intersection with North and Oxford Streets, reduce the speed limit from 70km/h to 50km/h

Analysis

There were 70 submissions in support with 16 opposed. Five submitters were not sure. Very few submitters commented directly on Colyton Road. Those that did supported a lower speed limit along a greater length of the road – either extended beyond the proposed 150 metres, or for the entire length controlled by Council (back to the intersection with Grove Road).

A lower speed limit along the length is unlikely to be justified, given the minimal number of vehicle accessways to property along the road. While the length of road could be extended beyond 150 metres, the distance proposed is intended to act as an appropriate speed buffer for vehicles approaching the urban area. The proposed speed limit change for Colyton Road remains the recommendation.

Bunnythorpe Road

Proposal	Recommendation
For 150 metres (more or less) from the intersection with Mulgrave Street, reduce the speed limit from 100km/h to 50km/h	<u>Confirm the proposal</u> – for 150 metres (more or less) from the intersection with Mulgrave Street, reduce the speed limit from 100km/h to 50km/h

Analysis

There were 70 submissions in support with 12 opposed. Five submitters were not sure. There were very few comments made about Bunnythorpe Road. One person suggested the proposed reduction to 50km/h for the 150 metre section leading to the intersection with Mulgrave Street was too low, and that 70km/h or 80km/h was more appropriate. The other submitters suggested that the 50km/h section should be extended to the intersection with Grove Road. The rationale remained the same as for the Council's proposal – to slow down traffic coming into a more urban area. However, it is unlikely that a 50km/h speed limit would be justified for such a long section of Bunnythorpe Road (approximately 2.3km), with very few entrances or exits along that section of the road. Therefore, the proposed speed limit change for Bunnythorpe Road remains the recommendation.

Tennent Drive**Tennent Drive “interchange”**

The Tennent Drive “interchange” incorporates a number of smaller sections of roads, with legal names that may not be clear or apparent to most road users. Given the proposed speed limit

change applied to these roads as a package, the Consultation Document sought feedback on that package of changes, rather than on specific roads.

Bypass Road

Proposal	Recommendation
From Atawhai Road to Tennent Off Lane East Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Atawhai Road to Tennent Off Lane East Drive, reduce the speed limit from 70km/h to 60km/h

Tennent On lane West Drive

Proposal	Recommendation
From Atawhai Road to Tennent Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Atawhai Road to Tennent Drive, reduce the speed limit from 70km/h to 60km/h

Tennent Off Lane East Drive

Proposal	Recommendation
From Tennent Drive to Summerhill Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Tennent Drive to Summerhill Drive, reduce the speed limit from 70km/h to 60km/h

Summerhill Drive

Proposal	Recommendation
From the intersection with Tennent Off Lane East Drive to Tennent Drive and Tennent West Drive, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from the intersection with Tennent Off Lane East Drive to Tennent Drive and Tennent West Drive, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 94 submissions in support with 25 opposed. Six submitters were not sure. This proposal attracted the greatest number of responses. While most submitters commented in support of the changes along Tennent Drive, few commented about the proposed speed limits for the interchange. One submitter suggested an alternative speed limit arrangement, with 50km/h speed limits applying for the “on/off ramp” sections – Bypass Road, Tennent On Lane West Drive, Tennent Off Lane East Drive, and the lower section of Summerhill Drive (intersecting with Tennent Drive – and 60km/h applying to the remainder of Tennent Drive and Tennent West Drive, as originally proposed. Another submitter argued that the speed limit on Summerhill Drive should be increased to match the existing speed limit of the interchange (70km/h) as a less complicated approach.

Officers recommend that the proposed speed limit for the Tennent Drive interchange is 60km/h. While there is some attraction in a lower speed limit of 50km/h around the interchange, given the interaction of vehicles and cyclists, a 50km/h speed limit in this area would need to be supported with treatments to the road to lower vehicle speeds. This would involve removing a traffic lane and narrowing the remaining lanes, with leftover space reallocated to landscaping and cycleways.

However, such changes to the interchange alone would be disconnected from the rest of the Tennent Drive corridor unless the changes were sustained along the length of that corridor. The current design for the main section of Tennent Drive past Massey University and Food HQ is a separated dual-lane carriageway, which looks and feels like a high speed road with very low numbers of accesses or intersections (aside from the entrances to Massey University and Food HQ). The interventions required to support a slower speed limit along Tennent Drive would include:

- upgrading the intersections of Dairy Farm Road, Main Drive, Prendergast Road, and Batchelar Road
- enabling and encouraging development of FoodHQ
- enabling and encouraging vehicle access to occur for adjacent properties
- reallocating road space and reducing the number of traffic lanes, including creating on-road separated cycle ways
- enabling pedestrian crossing points along the length of the corridor
- removal of the guardrails/central median divider.

While these treatments may be desirable in a lower speed area, they are beyond the scope of the current proposal, and the Council does not have existing budget to fund a comprehensive redesign and implementation of a revised road layout for Tennent Drive. If Council does support a slower speed limit of 50km/h for Tennent Drive, then it would be recommended to include in the 2021/31 Long Term Plan a programme to design and redevelop Tennent Drive to support a 50km/h speed limit.

In the absence of an existing funded programme to support a 50km/h speed limit along Tennent Drive, the recommendation is to confirm the proposal to lower the speed limit for the Tennent Drive interchange to 60km/h. This speed limit can be supported without additional treatments to the existing road but will signal a slowing of the route to improve road safety.

Tennent Drive/Tennent Drive West

These two roads are legally separate, but were consulted on together for simplicity, as the proposed speed limit of 60km/h operates as package for both sides of the dual carriageway.

Proposal	Recommendation
From Fitzherbert Bridge to Prendergast Road, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – from Fitzherbert Bridge to Prendergast Road, reduce the speed limit from 70km/h to 60km/h

Proposal	Recommendation
For the whole western side of the dual carriageway section, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the whole western side of the dual carriageway section, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 81 submissions in support of these proposals with 32 opposed. Four submitters were not sure. Most submitters included comments supportive of the reduction of the speed limit, though some favoured an even lower speed limit of 50km/h. One submitter at the submission

hearings proposed an alternative approach involving the creation of a large roundabout along Tennent Drive encompassing entrance and exit points for Massey University and Food HQ. While an infrastructural approach is beyond the scope of the proposed Speed Limits Bylaw, this suggestion has been forwarded to the Infrastructure Unit for further consideration.

Those who opposed the proposal expressed concerns about the impact of slower speeds, suggesting that reducing the speed limit could slow commuting traffic and increase frustration for drivers, cause congestion or backlogs of traffic for Massey University, or that the current speed limit was already too low for a wide multilane road. Others felt the current speed limits were adequate and were not dangerous, and that the road is well engineered for the current speed limit.

Concerns about the impact of slower speeds on travel times or congestion are likely to be unfounded. Under free flow conditions for Tennent Drive, a change of 10km/h from 70km/h to 60km/h will see a difference of approximately 17 seconds over the 2.2km length of Tennent Drive. When there is more traffic and congestion, the impact of a reduced speed limit on travel time is minimal as it is more dependent on other factors/capacities within the traffic network, for example signalised intersections.

Tennent Drive (from State Highway 57 to Prendergast Road)

Proposal	Recommendation
From Prendergast Road to State Highway 57, reduce the speed limit from 100km/h to 80km/h	<u>Confirm the proposal</u> – from Prendergast Road to State Highway 57, reduce the speed limit from 100km/h to 80km/h

Analysis

There were 59 submissions in support with 35 opposed. Five submitters were not sure. This proposal had the largest number of submitters in opposition, and many submitters commented that the rationale for reducing the speed limit was not sound. As with the rest of Tennent Drive, submitters were concerned that slower speed limits would affect commuters and travel times, and cause frustration with drivers who did not perceive the need to drive slower. Some observed that the slower speed along Tennent Drive could encourage drivers to use Old West Road, which is controlled by Waka Kotahi/NZTA and remains 100km/h. The concern was that drivers using the higher speed road on Old West Road could exacerbate safety concerns on that road.

Other submitters believed the road was well-suited for higher speeds, being a rural road, and that lowering the limit to 80km/h would create confusion with the speed limit increasing to 100km/h past SH57 (the section controlled by Waka Kotahi/NZTA), before dropping down to 80km/h at the intersection with Camp Road/Hewitts Road, and then increasing again to 100km/h past the intersection heading south.

The recommendation is to confirm the proposal to lower the speed limit to 80km/h. Despite concerns about the impact of slower speed limits on travel times, the reduction will result in an increase of just 23 seconds (from 90 seconds to 113 seconds) along the length of road affected. However, crash statistics from Waka Kotahi/NZTA show that between 2015 and 2019 there were 11 crashes (including 2 minor and 2 severe). At the intersection with SH57, another nine crashes were reported over the same period, including six minor injuries. This supports the proposal to lower the speed limit.

In response to concerns about the higher speed limit on the section of Tennent Drive controlled by Waka Kotahi/NZTA (between SH57 and the intersection with Camp Road and Hewitts Road), officers have contacted Waka Kotahi/NZTA. They advise that they are aware of the issue and have plans to review the speed limit.

Milson/Bunnythorpe

Roberts Line North (Kelvin Grove Road end)/ Roberts Line North (Richardsons Line end)/Railway Road

While these roads were consulted on individually, the submissions on them are being assessed together as they represent a package, principally focussed on the intersection of these road.

Proposal	Recommendation
From Kelvin Grove Road to Railway Road, reduce the speed limit from 100km/h to 80km/h	<u>Amend the proposal</u> – from Kelvin Grove Road to Railway Road, reduce the speed limit from 100km/h to 60km/h

Proposal	Recommendation
From Railway Road to Richardsons Line, reduce the speed limit from 100km/h to 80km/h	<u>Amend the proposal</u> – from Railway Road to Richardsons Line, reduce the speed limit from 100km/h to 60km/h

Proposal	Recommendation
From Airport Drive to Roberts Line, change the speed limit from 100/70/50km/h to 60km/h	<u>Amend the proposal</u> – from the current 50/70km/h transition to 150 metres (more or less) north of the intersection with Roberts Line, reduce the speed limit from 70/100km/h to 60km/h

Analysis

For Roberts Line North (Kelvin Grove Road end) there were 87 submissions in support, with 15 opposed and one submitter not sure. For Roberts Line North (Richardsons Line end) there were 82 submissions in support, with 15 opposed and one submitter not sure. For Railway Road there were 81 submissions in support, with 22 opposed and 5 submitters were not sure.

During the consultation period a double fatality crash occurred at the intersection of Roberts Line and Railway Road. This crash increased scrutiny of the safety of the intersection, and the proposed speed limit reduction for both roads. A large number of submissions were made which referred to this crash, expressing support for even lower speed limits along the roads leading to this intersection, and for roading improvements to improve the safety of the intersection.

Some immediate improvements have already been made, including the installation of rumble strips and relocating some signage, and a temporary speed limit of 50km/h has been imposed while those works have taken place. Further work is being progressed, including a proposal for closing Roberts Line at the intersection with Railway Road by the railway crossing. This proposal, if confirmed following engagement with stakeholders and completion of the legal processes, will make the section of Roberts Line from Kelvin Grove Road to Railway Road a cul-de-sac, inaccessible from

Railway Road. This proposal would drastically reduce the complexity of the intersection, by removing a railway crossing and promoting through traffic along Railway Road. Combined with the proposal to reduce the speed limit to 60km/h along Railway Road from The Cutting Way through to a point 150 metres north of the intersection with Roberts Line, vehicle speeds should be significantly reduced at this intersection.

In addition to concerns arising from the recent crash at the intersection of Roberts Line and Railway Road, many submitters referred to the increasing number of cyclists using this route, and concerns about their safety on a narrow road with many blind dips, and heavy vehicles travelling at high speeds. The development of Linklater Reserve was also noted, with the second entrance seeing an increasing number of people parking vehicles off Roberts Line to access the reserve, further adding to safety concerns about the speed of vehicles travelling along this section of the road.

While the vast majority of submitters were supportive of reducing the speed limit along Railway Road, a few submitters were opposed, particularly around the North East Industrial Zone. One submitter argued that a better approach was to redesign the roading network in the area, connecting Alderson Drive and El Prado Drive to Richardsons Line, and replacing the intersection of El Prado Drive and Railway Road with a roundabout. Another submitter noted that most of the side roads and private entrances have filter lanes or flush medians to facilitate turning movements. There are also separate footpaths and cycle ways, which they argue make the current speed limit appropriate.

Several submitters also expressed confusion at why the speed limit on Railway Road (from Airport Drive to The Cutting Way) was being increased from 50km/h to 60km/h. They argued that increasing the speed limit along this section was contrary to the overall goal for reducing speed limits in the area, and that retaining the 50km/h speed limit for this section would not preclude setting a 60km/h speed limit for the rest of Railway Road.

Officers recommend a number of revisions to the speed limits proposed for Roberts Line and Railway Road. Rather than operating independently, they are best treated as a package that recognises the concerns about the safety of the intersection, and the impact of vehicle speeds on the roads approaching the intersection.

Firstly, the recommendation for Railway Road is for the 50km/h speed limit between Airport Drive and The Cutting Way to be retained, with the section of Railway Road from The Cutting Way to a point 150 metres north of the intersection with Roberts Line to be 60km/h. This is broadly consistent with the original proposal, but it extends the 60km/h beyond the intersection so that vehicles approaching the city on Railway Road are slowing to the same speed as the rest of the intersection. Officers agree with submitters that the existing 50km/h speed limit for the section of Railway Road from Airport Drive continues to be appropriate, and therefore recommend that the proposal reflect this. Officers also acknowledge the submitter's suggestion of substantial changes to El Prado Drive and Alderson Drive. However, such work is neither programmed nor budgeted for. If Councillors desired to undertake such work, it would require a programme and budget in the 2021/31 Long Term Plan and take considerable time to develop design plans and undertake extensive infrastructural works. The speed limit as it currently stands is not safe or appropriate, and therefore it is recommended that the speed limit for this section of the road is reduced to 60km/h.

Secondly, the recommendation for the two sections of Roberts Line is to set the speed limit at 60km/h, rather than 80km/h as originally proposed. The slower speed supports the proposal to lower the speed limit on Railway Road to 60km/h. Having different speed limits on roads that feed

into the same intersection would be dangerous, especially where the current intersection layout is already complicated and difficult to safely navigate. The slower speed limit will also signal to road users that the intersection needs to be navigated more carefully.

Kairanga-Bunnythorpe Road

Proposal	Recommendation
From the existing 100/50km/h transition for 170 metres (more or less), reduce the speed limit from 100km/h to 50km/h	<u>Confirm the proposal</u> – from the existing 100/50km/h transition for 170 metres (more or less), reduce the speed limit from 100km/h to 50km/h

Analysis

There were 84 submissions in support with 11 opposed. Five submitters were not sure. While most submitters were generally in favour of the proposed reductions around Milson/Bunnythorpe, a few were in favour of reducing the speed limit along the whole of Kairanga-Bunnythorpe Road. One submitter suggested expanding the “buffer” approach proposed for Kairanga-Bunnythorpe Road to all the entrance roads around the village.

Despite this feedback, the recommendation for Kairanga-Bunnythorpe road is unchanged. The proposal was not intended to make substantial change to roads around Bunnythorpe, given the uncertainty around the future of the Kiwirail development and the regional freight ring road. However, with recent decisions now making planning clear, any further changes to roads bordering Bunnythorpe can be considered as part of the next stage of the speed limits review.

Campbell Road

Proposal	Recommendation
From the existing 100/50km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h	<u>Confirm the proposal</u> – from the existing 100/50km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h

Analysis

There were 74 submissions in support with 15 opposed. Six submitters were not sure. Few comments were made directly on Campbell Road. One submitter observed that reducing the speed limit would reduce the amount of unnecessary or dangerous passing by vehicles trying to pass slower trucks leaving Bunnythorpe. However, two other submitters felt there was little need to reduce the speed limit, suggesting that there was little roadside development to warrant a reduction in the speed limit.

The recommendation is to confirm the proposal. The rationale is unchanged, responding to concerns from the community during the initial community engagement exercise in 2019 about high speeds along this road. Coupled with an identified infrastructure risk rating by Waka Kotahi/NZTA of medium-high, there is a clear justification for reducing the speed limit on Campbell Road.

Ashhurst Road

Proposal	Recommendation
From the existing 100/50km/h transition for 400 metres (more or less), reduce the speed limit from 100km/h to 50km/h	<u>Confirm the proposal</u> – from the existing 100/50km/h transition for 400 metres (more or less), reduce the speed limit from 100km/h to 50km/h

Analysis

There were 74 submissions in support with 15 opposed. Four submitters were not sure. There were few comments directly on Ashhurst Road. One submitter argued in support of the proposed speed limit reduction, that it would reduce the noise impact of engine braking by requiring trucks to slow earlier before entering the village. Another submitter argued against the proposal, stating that the sharp corner as Ashhurst Road entered the village slowed vehicles anyway, and that a speed limit reduction was unnecessary.

The recommendation is to confirm the proposal. This is largely in response to concerns identified during the initial community engagement exercise in 2019, where residents were concerned about the speed of vehicles entering the built-up area of the village. As with Kairanga-Bunnythorpe Road, the proposed reduction for Ashhurst Road intends to signal to drivers that they are entering a slow speed area.

Pahiatua-Aokautere**Pahiatua-Aokautere Road**

Proposal	Recommendation
From the existing 100/80km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h	<u>Confirm the proposal</u> – from the existing 100/80km/h transition to the District boundary, reduce the speed limit from 100km/h to 80km/h

Analysis

There were 81 submissions in support with 28 opposed. Three submitters were not sure. There were a mix of views amongst those who commented. Those who supported a speed reduction observed that it was not safe to drive at the current posted speed limit of 100km/h, with some suggesting a speed limit of 60km/h as suggested by the Waka Kotahi/NZTA Risk Assessment Tool. Comments also included the condition of the Pahiatua-Aokautere Road, with calls for safety improvements alongside the proposed speed limit reduction. The slower speed limit was identified as having benefits for a range of road users, including cyclists. The increasing development on adjacent roads was also noted as a factor in the increasing volume of traffic, with submitters suggesting that a slower speed supports the increasingly residential nature of the area (while noting that it is also quite rural in outlook in many places). Some submitters proposed alternative speed limit arrangements rather than a single speed limit applied for the length of the road, recognising that parts of the road are more difficult to navigate than others. One suggestion was to retain the 100km/h limit until Harrison Hill Road, with the speed limit reducing to 80km/h from that point.

Another suggestion was to lower the speed limit to 60km/h from the start of Pahiatua-Aokautere Road until Kingsdale Park Drive, after which the speed limit would be 80km/h.

There were many comments opposed to the proposed 80km/h speed limit for Pahiatua-Aokautere Road. Some were less concerned with the speed limit and were more concerned that money should be spent on improving the road first. However, some felt that the recent improvements had made it much safer and that 100km/h was now an appropriate speed limit. Several submitters observed that accidents tend to occur on bends and corners where there are advisory signs for 70km/h, suggesting that an overall 80km/h speed would therefore be ineffective. Others were opposed because the road had become an important alternative route since the Manawatū Gorge road was closed, and did not want to see the speed of this route slowed.

Some were opposed because they could not see a clear case for reducing the speed limit, citing the 72 km/h free flow average vehicle speed reported in the consultation document as evidence that the road is already self-limiting, and therefore a speed limit reduction was unnecessary. Another argument given in opposition to a reduced speed limit was the possibility of traffic backlogs. Many also observed that they did not feel unsafe when travelling at 100km/h, suggesting that those who did may be poor drivers. Extending this argument, some submitters suggested that reducing the speed limit would frustrate drivers who felt they could travel faster, and this could lead to more dangerous overtaking manoeuvres. Some advocated for more or better warning signs, or for improved driver training, as an alternative to reducing the speed limits.

The number of alternative speed limit solutions suggested by submitters reflects the complexity of addressing concerns with this road. The increasing development in the area is placing pressure on the road corridor, with local access traffic competing with commuting traffic since the closure of the Gorge route. While 100km/h is clearly not a safe or appropriate speed limit, a 60km/h speed limit is too slow for many sections along this route. The alternative – imposing a slower 60km/h speed limit for one section with 80km/h for another – risks creating a confusing mix of speed limits for drivers. The recommendation is to maintain a consistent 80km/h speed limit for the length of this road.

County Heights Drive

Proposal	Recommendation
For the entire length, reduce the speed limit from 100km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 100km/h to 60km/h

Analysis

There were 64 submissions in support with nine opposed. Eight submitters were not sure. There were no comments specifically about the proposed speed limit for County Heights Drive. Comments about the speed limits on the roads that come off the Pahiatua-Aokautere Road were generally supportive of speed limit reductions. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Harrison Hill Road

Proposal	Recommendation
For the entire length, reduce the speed limit from 100km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 100km/h to 60km/h

Analysis

There were 64 submissions in support with nine opposed. Seven submitters were not sure. There were no comments specifically about the proposed speed limit for Harrison Hill Road. Comments about the speed limits on the roads that come off the Pahiatua-Aokautere Road were generally supportive of speed limit reductions, though some suggested that the speed limit should be set lower, at 50km/h.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Ridgeview Road

Proposal	Recommendation
For the entire length, reduce the speed limit from 100km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 100km/h to 60km/h

Analysis

There were 64 submissions in support with nine opposed. Seven submitters were not sure. There was one comment specifically about the proposed speed limit for Ridgeview Road, supporting a reduction in the speed limit but favouring 50km/h.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Kingsdale Park Drive

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 65 submissions in support with 13 opposed. Five submitters were not sure. Most submitters supported reducing the speed limit to 60km/h or even lower to 50km/h. Most were

concerned about the risk to an increasing number of pedestrians and cyclists using the road, in the absence of a footpath or cycleway, when vehicles travelled at higher speeds.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Westwood Drive

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 61 submissions in support with ten opposed. Four submitters were not sure. Many of the comments on Westwood Drive echoed the comments for Kingsdale Park Drive, with submitters noting the increasing residential nature of the area as more sections are developed, bringing more pedestrians and cyclists. The suggestion from some submitters is to lower the speed limit further to 50km/h, which they feel is safer and more suitable.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

The Bush Track

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 66 submissions in support with 11 opposed. Six submitters were not sure. Most comments were supportive of a lower speed, with concerns about the impacts of high speeds on the increasing numbers of pedestrians and cyclists as the area has become more residential, especially with the lack of sealed footpaths. Many submitters favoured an even lower speed limit of 50km/h, which it was argued could also discourage people from using The Bush Track and Polson Hill Drive as a shortcut from Pahiatua-Aokautere Road.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Polson Hill Drive

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 68 submissions in support with 13 opposed. Seven submitters were not sure. Most submitters supported the proposed speed limit reduction for Polson Hill Drive, but preferred to see an even lower limit of 50km/h. Submitters pointed to the increasingly residential nature of the area, and the increased traffic from vehicles using The Bush Track and Polson Hill Drive as a shortcut away from the Pahiatua-Aokautere Road through to Aokautere Drive. One submitter also argued for additional measures, including restricting the road to access for residents only, and introducing traffic calming measures such as speed bumps.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Wake Place

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 66 submissions in support with ten opposed. Six submitters were not sure. There were no comments specifically about the proposed speed limit for Wake Place. Comments about the speed limits on side roads in this area were generally supportive of speed limit reductions. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Branksome Place

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 64 submissions in support with nine opposed. Seven submitters were not sure. There was one comment specifically about the proposed speed limit for Branksome Place, suggesting the speed limit should be reduced further to 50km/h.

Despite the increasingly residential nature of this and similar roads in the area, the location remains rural (with a rural-residential overlay), and Waka Kotahi/NZTA's Speed Management Guidelines do

not support a speed limit lower than 60km/h in rural areas. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Moonshine Valley Road

Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 65 submissions in support with 12 opposed. Eight submitters were not sure. There was one comment specifically about the proposed speed limit for Moonshine Valley Road, supportive of the proposed speed limit reduction on account of the number of walkers and cyclists using the road. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Whisky Way


Proposal	Recommendation
For the entire length, reduce the speed limit from 70km/h to 60km/h	<u>Confirm the proposal</u> – for the entire length, reduce the speed limit from 70km/h to 60km/h

Analysis

There were 60 submissions in support with ten opposed. Seven submitters were not sure. There were no comments specifically about the proposed speed limit for Whisky Way. Comments about the speed limits on the side roads in this area were generally supportive of speed limit reductions. Therefore, the recommendation is to confirm the proposed speed limit of 60km/h.

Social media comments

There were five posts on Facebook throughout the consultation period. The posts included screenshots of the proposals taken from the consultation document, raising awareness of the key changes being proposed and encouraging people to make a submission.



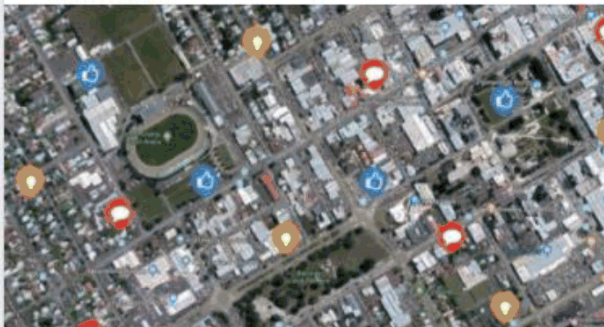
Palmerston North City Council
Published by Sprout Social [?] · 3 August ·


Last year we asked for your feedback on some changes we were considering to speed limits around the city.

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You left us more than 700 comments on our map! We've now taken your feedback and created a new proposal, which includes some of the roads we previously looked at and some new ones.

We're looking at roads in... See more





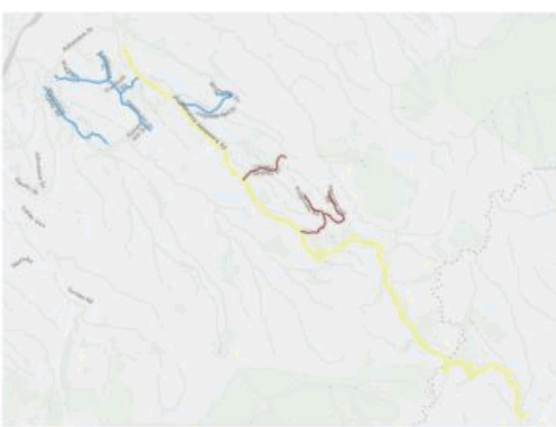
Palmerston North City Council
Published by Sprout Social [?] · 17 August ·


You might have heard that we're proposing to make some changes to speed limits around the city as part of our review.

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11 Last year, we asked for your thoughts on some changes we were considering, as a result, we're now proposing changes to the following roads around Pahiatua-Aokautere:

- Pahiatua-Aokautere Road
- County Heights Drive... See more





Palmerston North City Council
Published by Sprout Social [?] · 31 August ·

Last year when we were considering some changes to speed limits around the city, residents in Milson and Bunnythorpe told us that they had some safety concerns about heavy vehicle traffic in the area.

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We're proposing some changes to speed limits in the area to help with the increased development. The road we're looking at are:


- Roberts Line North (Kelvin Grove Rd to Railway Rd)
- Roberts Line North (Railway Rd to Richardsons Line)... See more

Roberts Line North (Kelvin Grove end)

From Kelvin Grove Road to Railway Road

The safe and appropriate speed for this section of road is calculated by NZTA's Risk Assessment Tool as 80 km/h. The road carriage is narrow and uncomfortable to travel at the current 100 km/h speed limit. The intersection with Railway Road has recorded 10 crashes between 2014 and 2018, including one fatality.

Current speed limit: 100km/h




Roberts Line North (Richardsons Line end)

From Railway Road to Richardsons Line

Development within the North East Industrial Zone (NEIZ) is increasing the number of heavy vehicles turning off Roberts Line North. The slower speed limit is designed to make it safer for vehicles travelling along Roberts Line and accessing the NEIZ.

Current speed limit: 100km/h




Railway Road

From Airport Drive to Roberts Line

The mix of speed limits along a relatively short section of road creates uncertainty and confusion for drivers, and a single consistent speed from Airport Drive through to Roberts Line is preferred. The number of side roads increases the number of potential vehicle conflicts along its length, making 60 km/h an appropriate speed limit for Railway Road.

Current speed limit: 100km/h, 70km/h, 50km/h




Kairanga-Bunnythorpe Road

From the existing 100/50 km/h transition for 170 metres (more or less)

This change arose from the community engagement exercise conducted in 2019. Concerns were raised about the speed of traffic entering the Bunnythorpe village along Kairanga-Bunnythorpe Road. Moving the speed limit transition back by approximately 170 metres sets the 50 km/h speed limit earlier, to try and reduce the speed of vehicles prior to approaching the village, rather than as they enter it.

Current speed limit: 100km/h




Campbell Road

From the existing 100/50 km/h transition to the District boundary

This section of Campbell Road was not included in the earlier community engagement exercise in 2019, but a speed limit reduction is proposed here in response to community feedback. The road has a medium-high Infrastructure Risk Rating (IRR). NZTA's Risk Assessment Tool calculated the safe and appropriate speed as 60 km/h. However, the rural nature of the road frontage, and the generally straight carriageway suggests that 80 km/h is the appropriate speed limit.

Current speed limit: 100km/h




Ashhurst Road

From existing 100/50 km/h for 400 metres (more or less)

Though not included in the 2019 community engagement exercise, feedback encouraged reducing the speed limit on Ashhurst Road near the Bunnythorpe Village to reduce the impact of vehicles entering the village at high speed. Moving the speed limit transition back along Ashhurst Road by about 400 metres effectively reduces the speed limit from 100 km/h to 50 km/h to reduce the speed of vehicles prior to approaching the village.

Current speed limit: 100km/h



Get more likes, comments and shares
When you boost this post, you'll show it to more people.

19,814 2,101

Boost post

Get more likes, comments and shares
When you boost this post, you'll show it to more people.

7,607 479

People reached Engagements

Boost post

Figure 1 - examples of social media posts used during consultation

The following table shows the reach and impact of these posts, broken down by post:

2020	People reached	Reactions	Comments	Shares	Post click
3 August General promotion	11,968	34	64	11	1,831
14 August Ashhurst	4,219	16	2	1	137
17 August Pahiatua-Aokautere	7,607	18	8	1	452
26 August Tennent Drive	11,617	21	43	7	912
31 August Milson/Bunnythorpe	19,814	48	29	9	2,015

The vast majority of comments were out of scope in relation to the proposals in the consultation document – for instance, seeking changes to speed limits on other roads, commenting generally on their experiences and other drivers, reporting potholes and other road issues for repair, or just generally discussing the issue of speeding and speed management. Comments on the proposals were slightly more positive than negative in general terms, but broadly echoed the arguments put forward in written submissions.

Other roads identified/issues raised

A number of issues were raised which are generally outside the scope of the bylaw-making process, but which are related to the general issue of speed and speed management. For instance, many submitters suggested roads should be improved or otherwise modified to reduce speeding. Without addressing these issues individually, where suggestions for roading changes or improvements have been made, these have been forwarded to the Infrastructure Unit for assessing as part of the road treatments programme.

Some roads were identified by submitters as either being of a higher priority, or suggested for inclusion in this current proposal. Including speed limit changes for additional roads is not recommended at this late stage, as other people have not had the opportunity to make comment on any such changes. Where other roads have been identified by submitters, these will be noted for consideration in the next stage of the speed limits review.

Some other roads were identified by submitters that are not under the control of the Council. Many of these are state highways controlled by Waka Kotahi/NZTA (for instance, Aokautere Drive), or are controlled by adjoining road controlling authorities (such as Manawātū District Council). In these instances, we will forward the suggestions on to the appropriate road controlling authority for further consideration.

MEMORANDUM

TO: Planning & Strategy Committee

MEETING DATE: 9 December 2020

TITLE: Deliberations - Proposed Auahi Kore Smokefree and Vapefree Policy 2020

PRESENTED BY: Lili Kato Policy Analyst

APPROVED BY: David Murphy, Acting General Manager - Strategy and Planning

RECOMMENDATIONS TO COUNCIL

1. That the Auahi Kore Smokefree and Vapefree Policy 2020, included as attachment 1 to this memorandum, is adopted.
2. That the Smokefree Outdoor Areas Policy 2013 is revoked.
3. That the Chief Executive be given delegated authority to make minor corrections to the proposed policy.

1. ISSUE

- 1.1 Council is reviewing the Smokefree Outdoor Areas Policy 2013. The policy responds to central government's efforts to make Aotearoa smokefree by 2025 and contributes to Council's vision to be a connected community.
- 1.2 The current policy is silent on vaping as it was not an identified issue when the policy was first introduced. However, vaping within the community has become more prevalent. Additionally, the Government has introduced regulations limiting the sale of vaping products to people over the age of 18, the type of premises that can sell vaping products, and clarified that vaping will be treated on the same basis as smoking for the Smokefree Environments Act 1990.
- 1.3 The draft Auahi Kore Smokefree and Vapefree Policy 2020 proposed extending the provisions of the policy to include vaping as well as smoking.

2. BACKGROUND AND PREVIOUS COUNCIL DECISIONS

- 2.1 Council introduced the Smokefree Outdoor Areas Policy in 2013 and it was reviewed and amended in 2015. It was due to be reviewed in the 2019/2020 financial year, and the review began in 2019.

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2.2 On 24 June 2020 Council approved the proposed Auahi Kore Smokefree and Vapefree Policy 2020 for consultation. The submission period was open from Saturday 4 July until Friday 31 July 2020.

2.3 By close of the submission period, 223 submissions were received, and 14 people indicated they wished to be heard. A summary of submissions along with all written submissions was received by the Planning & Strategy Committee on 14 October 2020. Two submitters also spoke to the Committee in support of their submission on the proposed policy.

3. ANALYSIS OF SUBMISSIONS

3.1 An extensive consultation process on the proposed policy was undertaken by officers and the memorandum received by the Planning & Strategy Committee on 14 October 2020 described this process in more detail.

3.2 The proposed policy attracted a lot of interest as evidenced by the number of submissions and feedback from online engagement. During this time vaping was highly topical as the review was being conducted at the same time that central government was considering regulations for vaping.

Extending smokefree spaces to be vapefree

3.3 Around 80% of the 223 submitters indicated support to make smokefree areas vapefree also. The justifications offered for these views revealed the complexity of these issues, as was described in detail in the attachments to the memorandum to the Strategy and Planning meeting in October. The key themes identified in the submissions are discussed below.

Nuisance:

3.4 Nuisance issues raised by submitters were in relation to the smell and the vapour discharged from vaping, and the impact it has on the level of enjoyment in public outdoor areas.

3.5 The large volume of vapour discharged from vaping was a common complaint. Some submitters were more tolerant of cigarette smoke due to a smaller volume of smoke being created. Others think that some vapers feel more justified to vape in outdoor spaces because to them the discharge is mere vapour and not smoke. Strong views were also expressed about the unpleasantness of discharge being released from a person's body into the air which can potentially make contact with others.

3.6 Submitters were also divided on the smell of vaping, with some noting that they find the perfumed odour from vaping more tolerable than cigarette odour. Others find the odours from vaping equally, if not more, distasteful as smoking odour.

- 3.7 Other submitters noted that the presence of vaping in public outdoor areas would limit the amount of time they spend in those spaces. But some vapers said they would be less inclined to spend time in spaces where they could not vape.
- 3.8 Submissions raising nuisance issues reveal that it is unrealistic for Council to try and cater for all preferences because tolerance levels are personal. Any policy for a public space will require compromise. Given the invasive nature of vaping, particularly in situations where people are in close proximity, it is reasonable to encourage vape-free spaces as Council has a responsibility to manage these spaces in a way that is accessible for all.

Environmental effects:

- 3.9 Some submitters believe that vaping produces pollution because of the visible “vape clouds”. Others were sceptical of vaping contributing to air pollution, particularly in comparison to the presence of more damaging substances, for example diesel particulate matter. Other submitters pointed out that vaping produces less pollution as there are no cigarette butts to deal with.
- 3.10 Cigarette butts are known pollutants and according to the Office of the Prime Minister’s Chief Science Advisor, *“Cigarette butts account for 78% of all items littered in Aotearoa New Zealand and these are the most commonly found item in beach litter clean ups”*. Council does not collect data on cigarette butt litter therefore it is unknown whether it is particularly problematic in Palmerston North. Vaping is a legal activity and therefore any arguments regarding environmental effects are potentially better dealt with by central government.

Health and wellbeing:

- 3.11 Submitters made comparisons to smoking and to the harmful effects of second-hand smoke. Some argued there is no evidence that passive vaping is harmful, or at least not to the scale of evidence currently available on passive smoking. Some submitters, who suffer from asthma or other health conditions, say that encountering discharged vapour is problematic for them. Submitters also noted that in a public space it is difficult to know who has a health condition. Other submitters noted that smoking or vaping can be an addiction for some people.
- 3.12 Submitters noted that restricting vaping in outdoor public areas seems inconsistent with central government’s goal to become smoke-free by 2025. They also argued that research proves that vaping has been successful in helping people to quit smoking and is a tool promoted by central government as a method to quit smoking. Strong views were expressed against making a distinction between smoking and vaping, with the justification that it may deter those who seek to quit smoking.
- 3.13 However, other submitters did not see any distinction between vaping and smoking and argued that both modes create nicotine addiction. These submitters, therefore,

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expressed a strong preference about treating vaping and smoking the same, for fear of creating a perception that vaping is less harmful or harmless.

- 3.14 Submissions were divided between those who were cautious due to a lack of research about the long-term effects of vaping. These submitters suggested restrictions in outdoor areas are sensible for this reason. This contrasted with other submitters who believe what is currently known about vaping, and particularly its success in helping people to quit smoking, is enough to prevent restrictions on vaping in outdoor areas.
- 3.15 There is no evidence on how perception of vaping harm will be influenced by Council either distinguishing vaping from smoking or treating them the same. Current research is inconclusive on the effect of vaping on bystanders, and it may be years before conclusive knowledge is produced. According to the 'Health Navigator website' (a non-profit community initiative providing one place to find reliable and trustworthy health information, supported by health professionals and District Health Boards across New Zealand) one in six New Zealanders live with a respiratory condition and these rates are worsening. Therefore, staff recommend Council takes a precautionary approach to guiding behaviour in public spaces, by encouraging the community to make these spaces vape-free.

Normalisation:

- 3.16 Some submitters were of the view that when impressionable young people see people vape in public, they may be encouraged to imitate this behaviour. Some noted the different vape flavours and the amount of vapour produced by vapes are attractive features to young people. Other submitters think there is no evidence that there are a lot of young people vaping.
- 3.17 There are conflicting perceptions of youth vaping. An article by Professor Janet Hoek et al from Otago University titled 'Is Youth Vaping a Problem in New Zealand?' provided explanations on why media reports in 2019 presented conflicting evidence on youth vaping in New Zealand. According to the article school principals made media statements claiming that vaping prevalence in their schools was rapidly growing based on their observations. These statements conflicted with an ASH 2018 survey that found vaping prevalence amongst high school students was low. The article noted that it was unknown how the principals collected their data, and whether it was representative for all New Zealand or concentrated on a particular school or region. The article noted that a limitation of the ASH survey is that participants were aged 14-15 years, which may be below the age where vaping (and smoking) uptake typically occurs. According to the article smoking prevalence in New Zealand rises quickly among older age groups and is currently 20% among 18-24 year olds.

- 3.18 It is unknown what the prevalence of youth vaping is in Palmerston North however some submissions did note anecdotal evidence of high prevalence amongst some youth. Representatives from five high schools' in Palmerston North submitted in support of the proposed policy, but no observations or opinions on vaping prevalence were provided.

Rights and freedoms:

- 3.19 There were a number of submissions that noted the importance of personal rights and freedoms, given that vaping is a legal activity. Submissions contrasted exerting one's right to vape in public outdoor areas on the one hand, and on the other hand exerting one's right to enjoy public outdoor areas without intrusion of discharged vapour.
- 3.20 Submitters also noted that the policy should not be used to try and control or impinge on a personal choice to vape in the first place. This contrasts with some other comments which supported the policy on moral grounds, justifying the restrictions on vaping in outdoor areas as being "good for vapers".
- 3.21 Officers consider that there are valid arguments made on both sides of this issue and noted that there are many instances where people's personal behaviour are affected by consideration for others. Staff note that inclusion of vaping in the proposed policy is not a regulation, but rather a statement of desirable behaviour.

Designated smokefree and vapefree areas

- 3.22 Around 72% of 223 submitters indicated support of the areas that the proposed policy designated as smokefree and vapefree.
- 3.23 Some submitters were supportive of the clarity that the proposed policy provides, in terms of knowing which areas are covered under the proposed policy. Others seemed to be uncertain of the intention of the policy and concluded that the policy does not seem to work in terms of eliminating smoking. Some submitters also seemed to suggest that the proposed policy should clarify the areas where smokers and vapers are able to smoke and vape. Concern was raised in terms of unreasonably trying to control a group of people, as well as being accommodating to the needs of all people.
- 3.24 There was appetite among some submitters to expand the criteria for designated smokefree and vapefree areas. Some submitters supported a blanket ban on all public space. However, others thought that the current list of designated areas are already extensive. Some submitters requested walkways to be included, stating that there is possibility for people to come into close proximity to each other on walkway paths. Others thought that public parks are large enough to accommodate smokers.

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- 3.25 There is appetite for enforceability of the policy, as some submitters were disappointed with its lack of enforceability, and therefore the policy, in their opinion, has no credibility. Other submitters noted that enforcement should be done in a sensitive way that takes the addictive nature of the habit into account and is not used to shame or ostracise people.
- 3.26 Some strong views were expressed about people who did not comply with the policy and this failure being imputed to a character flaw. Other submitters noted that Council needs to be more trusting that people are able to act responsibly in their communities.
- 3.27 The proposed designated areas have not changed as a result of submissions. Extending the areas further seems to be a step too far, particularly as under the current policy the smokefree areas are not widely known. Clearly demarcated smokefree and vapefree areas are not necessary for this policy to be effective, as the goal is to create awareness and understanding rather than compliance. Māori and Pacific Island peoples are more likely to be smokers compared to other ethnicities, and therefore punitive measures would unfairly target these groups. Council has indicated no desire to be punitive in 'enforcement' and this would not be an appropriate response to underlying social issues that manifest in smoking or vaping.

Proposed changes to the Policy as a result of consultation.

- 3.28 As a result of consultation changes in the wording of the policy are proposed as follows.

Introduction

Officers proposed a modification to the introduction to actively reflect the importance of Council having a policy response to vaping issues in recognition of the strong views expressed by submitters. There continues to be uncertainty about the effects of vaping, and the concerns are not limited to de-normalising vaping behaviour for youth. Submissions show that the issue is complex. The intention of the policy remains one of minimising harm to the community. The following highlighted modification is proposed:

The uptake of vaping is rising but there is a lack of research understanding the long-term effects it has on users, and passive users. Council has a responsibility to show leadership on this complex issue. A precautionary policy to ensure physical and emotional harm is minimised is a sensible approach, given the many uncertainties.

Smokefree and Vapefree Promoters

Under this section there was a typo correction made to c) which did not include 'vapefree'.

4. NEXT STEPS

- 4.1 If the policy is adopted then the smokefree reference group will begin implementation with the design and roll out of vape-free signs.
- 4.2 There is currently a budget allocation for the implementation of the smokefree policy. It is likely this budget will be fully expended with the design and installation of new signage.

COMPLIANCE AND ADMINISTRATION

Does the Committee have delegated authority to decide? If Yes quote relevant clause(s) from Delegations Manual		No
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 3: A Connected and Safe Community		
The recommendations contribute to the outcomes of the Connected Community Strategy		
The recommendations contribute to the achievement of action/actions in the Healthy Community Plan		
The action is: Review the Smokefree Outdoor Areas Policy		
Contribution to strategic direction and to social, economic, environmental and cultural well-being	Ensuring council policies are relevant and responding to issues raised by community.	

ATTACHMENTS

1. Proposed Auahi Kore Smokefree and Vapefree Policy 2020 [↓](#) 

Palmerston North Auahi Kore Smokefree and Vapefree Policy 2020

Introduction

Health outcomes are determined by the social and economic environment, the physical environment, and a person's individual characteristics and behaviours. The Palmerston North City Council (Council) has shared interests with other government and non-government agencies in improving health outcomes for people in Palmerston North. While Council has no formal role in health service delivery, it does have an important role by creating and encouraging conditions that help build healthy communities.

This policy has been developed largely in response to central government's stated policy to make New Zealand smokefree by 2025. The Government defines 'smokefree' as less than 5% of the population regularly smoking. According to census data in 2018 the percentage of regular smokers in Palmerston North dropped to 12.6% compared to 20.4% in 2006. However, Māori are more likely to smoke than non-Māori. People in the Manawatū-Whanganui region who identified as Māori in the 2018 census had the highest proportion of regular smokers (29.8%) compared to all other ethnic groups.

Concerns about the risks of smoking have been central to health policy in New Zealand for decades. Countless studies have examined the links between smoking and a range of diseases including cancer and cardiovascular disease. The rationale for smokefree policies is largely driven by the desire to de-normalise smoking and reduce the uptake of smoking by young people who are likely to imitate adult smokers. The uptake of vaping is rising but there is a lack of research understanding the long-term effects it has on users, and passive users. Council has a responsibility to show leadership on this complex issue. A precautionary policy to ensure physical and emotional harm is minimised is a sensible approach, given the many uncertainties.

Strategic Context

The Council's vision for Palmerston North is *small city benefits, big city ambition*. Council's goals are to be:

- An innovative and growing city
- A creative and exciting city
- A connected and safe community
- An eco city
- A driven and enabling Council

This policy contributes to Palmerston North becoming a city that is connected and safe.

Policy Objectives and Goals

The purpose of this policy is to encourage residents and visitors to Palmerston North to be smokefree and vape-free in public spaces.

Because the role of local government on smoking is limited, the policy focuses on positive actions to promote the policy outcomes, such as education and signage.

The Council, in partnership with partner organisations, will work towards achieving the following objectives:

- Fewer people smoke and vape in public places;
- Businesses and other organisations designate their premises “Smokefree and Vapefree”;
- Palmerston North is recognised both locally and nationally as a “Smoke-free and Vape-free City”;
- The prevalence of smoking and vaping in Palmerston North decreases.

Policy guidelines

1. Smokefree and vapefree areas

- a) The following Council-administered areas in Palmerston North are designated smokefree and vapefree:
 - I. Playgrounds
 - II. Parks, including The Square
 - III. Sports grounds, including Central Energy Trust Arena
 - IV. Skate parks
- b) The outdoor areas of the following Council facilities are designated smokefree and vapefree:
 - I. the Civic Administration Building
 - II. the Council Customer Services Centre
 - III. the Palmerston North City Library and Library branches
 - IV. Square Edge
 - V. Regent Theatre
 - VI. Te Manawa
 - VII. Globe Theatre
 - VIII. Central Energy Trust Wildbase Recovery Centre
 - IX. The Stomach
 - X. Caccia Birch
 - XI. Council’s permanent depot sites and all recycling centres
 - XII. Council-owned community centres
 - XIII. Bus terminals and bus stops
 - XIV. Palmerston North Conference and Function Centre
 - XV. Lido and Freyberg Aquatic Centres

- c) Council funded events and functions are designated smokefree and vapefree, by requiring the display and announcement of smokefree and vapefree messages when advertising the event or function as well as during the event or function.

2. Smokefree and vapefree promoters

- a) The Council will work with the Smokefree and Vapefree Reference Group (see Implementation, below) to promote Palmerston North as a smokefree and vapefree city, focussing on the benefits of encouraging people to be smokefree and vapefree in public places.
- b) The Council will partner with members of the Smokefree and Vapefree Reference Group to encourage and support businesses or organisations to designate their premises as smokefree and vapefree.
- c) Council will provide Smokefree/ Auahi kore and vapefree signage for all places designated 'smokefree' and 'vapefree' under this policy.

3. Smokefree and vapefree education

- a) The Council will work with partner organisations to provide information for smokers and vapers who wish to quit, and to raise awareness about this policy.

4. Implementation

- a) Council will coordinate the Smokefree and Vapefree Reference Group to guide the implementation of this Policy.
- b) Members of the reference group may include relevant staff from the following organisations and agencies including but not limited to:
 - i. Palmerston North City Council
 - ii. Horizons Regional Council
 - iii. Midcentral District Health Board
 - iv. central government agencies
 - v. non-government health agencies
- c) Members of the Smokefree and Vapefree Reference Group will meet at least three times a year to monitor policy implementation and to develop projects that will contribute to achieving the objectives and goals of this policy.
- d) The following measures of success will be used as the basis of the review of the Policy:

Measure	Method
Awareness of, and public support for, Palmerston North Smokefree and Vapefree Outdoor Areas Policy increases	Email panel survey
The proportion of non-smokers and/or non-vapers identified at specified public places increases	Observational study
The population rate of smoking and/or vaping decreases	Census data

5. Review

The policy will be reviewed after one year, and thereafter every three years, or earlier if requested by Council.

COMMITTEE WORK SCHEDULE

TO: Planning & Strategy Committee

MEETING DATE: 9 December 2020

TITLE: Committee Work Schedule

RECOMMENDATION TO PLANNING & STRATEGY COMMITTEE

1. That the Planning & Strategy Committee receive its Work Schedule dated December 2020.

ATTACHMENTS

1. Committee Work Schedule - December 2020 [↓](#) 

PLANNING & STRATEGY COMMITTEE

COMMITTEE WORK SCHEDULE – DECEMBER 2020

Item No.	Estimated Date	Report	Subject	Person Responsible	Current Position	Date of Instruction/ Point of Origin
1.	November 2020 February 2021		Draft Procurement Policy targeting social and environmental impact	Chief Financial Officer	Policy with senior management	19 August 2019 Clause 54.3
2.	December 2020		Draft Auhahi Kore-Smokefree and Vapefree Policy—Final Consideration			
3.	December 2020		Draft Speed Limits Bylaw—Final Consideration	General Manager, Strategy & Planning		
4.	December 2020/ February March/April 2021		Draft Trade Waste Bylaw	General Manager, Strategy & Planning	In progress	12 August 2020 Clause 27-20
5.	2021		Report re consultation on the future of the Summerhays Street bowling green site	General Manager, Strategy & Planning, Chief Infrastructure Officer		Play, Recreation & Sport 18 March 2020 Clause 4.5
6.	June 2021		Palmerston North Civic and Cultural Precinct Masterplan – options	General Manager, Strategy & Planning	Seeking expressions of interest to progress report	1 April 2019 clause 16.1
7.	TBA		Transport Portfolio	Councillor Brent Barrett		