



Southland District Council

ROADING POLICY

MAY 2008



1.	INTRODUCTION.....	2
1.1	Purpose	2
1.2	Scope	2
1.3	Our Way	3
1.3.1	Outcomes	3
1.3.2	Objectives.....	3
1.3.3	Levels of Service Agreed	3
1.4	Other Strategies and Plans	3
1.4.1	Land Transport Strategies	3
1.4.2	New Zealand Land Transport Strategy	4
1.4.3	National Road Safety Strategy to 2010	4
1.4.4	Southland District Council Safety Management Plan	4
1.4.5	Other Documentation	4
2.	SOUTHLAND DISTRICT COUNCIL ROADING POLICY	5
2.1.	Key Roading Policy Statement.....	5
2.2.	Roading: Safety Policy	7
2.3.	Roading: Accessibility Policy	8
2.4.	Roading: Management Policy.....	10
2.5.	Roading: Levels of Service.....	13
2.6.	Roading: Environmental Effects	14
2.7.	Roading: Community Effects	16
3.	APPENDICES	17
3.1	Roading Groups	20
3.2	District Roading Guidelines	21
3.3	Definitions.....	23
3.4	Southland Regional Land Transport Strategy Policies	25
3.5	Diagram of Roading Policy Within Council Structure	32
3.6	LTP Levels of Service	33
3.7	Typical Road Cross Section	38

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Approved by	R Hawkes	May 2008
Adopted by Council	Meeting of	

1. INTRODUCTION

This Policy shall be known as the Southland District Council Rooding Policy.

This Policy is made with regard for the powers, duties and obligations of the Council under the appropriate parts of the Local Government Acts 1974 and 2002, Land Transport Management Act 2003, Transport Act 1962, Land Act 1948, Southland Land Drainage Act 1935, Public Works Act 1981 and Transit New Zealand Act 1989, Traffic Regulations 1976 and the relevant Southland District Council Bylaws in respect to all roads under the control of the Council.

1.1 Purpose

The purpose of this Policy is to define Southland District Council's current and future role for one of the largest, most diverse and finest rooding networks within New Zealand.

The Rooding Policy provides a means by which the goals and objectives from the LTP below can be met by:

- (a) Identifying the requirements of Council in relation to the use and occupation of roads within its District
AND
- (b) Establishing the framework within which Council will exercise its powers in respect of the roads under its control
AND
- (c) Enhancing the control and management of the rooding network within the District
AND
- (d) Meeting the Levels of Service statements within the LTP through enabling governance of Council's rooding assets.

1.2 Scope

This Policy is to provide the road users of Southland a means to address the economic and community outcomes from the Regional Land Transport Strategies.

Our roads form an integrated rural and urban network linking to the State Highways. Our network, which includes formed and unformed roads, provides:

- Connections between communities
- Network within urban areas
- Forms of access for:
 - Farming
 - Forestry
 - Mining
 - Industry
 - Commercial

- General agriculture
- National Parks
- Tourist Scenic Route and sites
- Recreational sites and activities
- Utility corridors

1.3 Our Way

Our Way Southland was a joint project between the Southland District Council, Gore District Council, Invercargill City Council and Environment Southland, adopted in 2005, to identify outcomes the community wants to maintain and improve lifestyle within Southland.

The 'Our Way Southland' project identified the following key foundations:

1.3.1 Outcomes

The key outcomes Roading are allied to within the LTP are:

- Economy and Employment (primary).
- Law and Order (primary).
- Health and Wellbeing (secondary).

1.3.2 Objectives

- We have a quality and sustainable infrastructure with the potential for growth
- We have safe roads

and meeting

- Cultural
- Environment

elements within our Wellbeing indicators.

1.3.3 Levels of Service Agreed

The detailed Levels of Service pertinent to Roading are to be found within Council's LTP, under "Roading and Transport Activity".

These are to be found duplicated in Appendix 3.6.1 - LTP Levels of Service.

1.4 Other Strategies and Plans

1.4.1 Land Transport Strategies

The Southland Regional Land Transport Strategy has been prepared by Environment Southland following extensive consultation with TLA's and community groups throughout greater Southland as an overview of transportation issues within Southland for the next 10 to 20 years with the strategic vision of:

"A safe and affordable transport network that meets the present day and future social, economic, cultural and environmental needs of the people of Southland".

The Land Transport Strategy has identified six factors that encompass policies giving a means to stated outcomes:

Safety, Efficiency, Accessibility for People, Needs of People and Communities, Transport and the Environment and Travel Demand Management.

Council's roading policies support this approach and provide a consistent means of implementing this strategic vision.

1.4.2 New Zealand Land Transport Strategy

The Southland District Council's role within the New Zealand Land Transport Strategy is to identify local and regional issues and trends; comparative analyses and reporting.

1.4.3 National Road Safety Strategy – Safer Journeys

Safer Journeys, is the Government's strategy to guide improvements in road safety over the period 2010–2020.

The strategy envisions a safe road system increasingly free of death and serious injury and introduces the Safe System approach to New Zealand.

The Southland District Council is committed to the aims of this strategy to achieve the progressive reduction of the number of crashes on all Southland roads that contribute to the number of deaths, injuries and hospitalisations in our region.

1.4.4 Southland District Council Safety Management Plan

The Southland District Council has adopted the Safety Management Plan as an administrative tool to manage the roading network within the framework of Council's guiding principle of *"People First Serving Communities Together"*.

1.4.5 Other Documentation

A detailed list of relevant Acts, Regulations and Bylaws, Plans and Strategies and Standards can be found in Appendix 3.3.2.

2. SOUTHLAND DISTRICT COUNCIL ROADING POLICY

2.1. Key Roading Policy Statement

Southland District Council is committed towards providing a quality roading network and infrastructure to serve the Southland communities in a responsive and affordable manner; effecting Council's vision of a:

“Thriving, healthy communities whose economic, cultural, and social wellbeing and opportunities are supported by excellent infrastructure, services and amenities within a high quality environment”.

2.1.1 Principal Policy Functions

Southland District Council's Roading Policy is derived from the principal functions from the Southland Regional Land Transport Strategies of:

- 2.2 Safety,
- 2.3 Accessibility,
- 2.4 Road management,
- 2.5 Levels of service,
- 2.6 Environmental effects,
- 2.7 Community effects.

Each principal function includes a number of procedures or activities that put into effect that function. These procedures or activities are referred to as Policy Procedures (PP). Policy Procedures form part of the Roading Policy.

2.1.2 Policy Procedures

The purpose of the Policy Procedures (PP) is to define the methods to meet the objectives of the parent principle functions within the scope of that function. The Policy Procedures also include any administrative function where applicable for the use within the roading network. Administrative functions include procedures for compliance and the purpose and process for establishing bonds.

2.1.2.1 Applications and Approvals

Council requires prior notification by way of applications for permits of certain activities that affect the roading infrastructure. The PP defines the appropriate application and permit to be submitted to Council.

2.1.2.2 Compliance

Council is committed to fairness and equity in meeting its obligations and legislative responsibilities as the Road Controlling Authority. A key function in this process is the need for compliance with the policies, rules and bylaws set by Council to protect the infrastructure. Compliance is managed through the Local Government Act and the Resource Management Act, providing Council with the powers for compliance, or enforcement, where an activity presents a potential or direct risk to the roading asset or road user.

2.1.2.3 Bonds

Council recognises that works that can affect the roading infrastructure need to be managed. This is to limit Council's exposure to unbudgeted costs.

Council requires a cash bond or bank surety to be provided to the value of 1.5 times the estimated cost of the works to ensure works are completed in an agreed timeframe and to an agreed quality.

2.1.3 Referencing and Relationships of Procedures

A matrix table is provided within Part 3 as a guide to cross reference roading functions within policy, procedures, bylaws and other council activities.

2.2. Rooding: Safety Policy

Southland District Council is committed to providing a safe rooding environment for domestic, social, economic and recreational users. This is achieved by meeting the objectives of the Safety Management Plan.

2.2.1 Safety Management Plan

Council administers and maintains the local rooding network in accordance with the principles of the Safety Management Plan. The Safety Management Plan comprises of three parts:

- ❖ **Safety Management Strategy:** This Strategy provides a comprehensive, systematic approach to road safety, with the aim to “Utilise appropriate best practice to provide a safe road network”, and to focus on the issues of crash studies and targeted outcomes. The methods to achieve this strategy are derived from the Safety Management System.
- ❖ **Safety Management System:** This has six goals to achieve the Plan’s outcomes:
 - Consistency of road environment.
 - Consideration of safety at all stages of the rooding programme.
 - Identify and investigate all deficiencies and programme remedial works.
 - To consider special groups.
 - Safety culture developed.
 - Maintain effective information management systems.
- ❖ **Safety Management Operations:** This comprises of a number of stand-alone policies, plans, databases, performance measures, outcomes, and deliverables. Some of these elements are yet to be completed.

2.2.2 Safe Road Working Practices

Council is committed towards safe working practices in all activities, including those of its suppliers (eg professional services and contractors). Safety audits are routine and form a significant part of all engagements.

2.2.3 Other Agencies:

Council is committed to working with other external agencies eg Police, NZTA, Local Authorities, to promote road safety throughout Southland under the auspices of the Safety Administration Programme through education (Road Safety Southland Co-ordinator) and engineering (minor improvements programmes).

Rooding Safety Policy: Reference Documents

Policy Procedure

PP 1-5
PP 7
PP 10-11
PP 13-14
PP 20-26, PP 31, PP 33

Other

Rooding Bylaw
RB 6
District Plan
TRAN.6, TRAN.7
Rule TRAN.2-5, 9

2.3. Rooding: Accessibility Policy

Council is committed to providing reasonable access to the formed and maintained roading network for users.

2.3.1 General Accessibility to the Network

All properties that are served by the formed and maintained network shall have practical, formed vehicular access from the property boundary to a formed road. The access to dwellings shall be a properly constructed safe, private vehicle crossing. The land use shall determine the standard of access.

Where subdivision or development creates new accesses, or requires existing accesses to be upgraded then, to meet the change in use all roading works pertaining to the subdivision or development shall be undertaken in accordance with and conform to Council's bylaws, rules and standards.

The rules and standards applied shall be cognisant with the location, the appropriate roading group and be best practice in safe and environmentally responsible design. The rules and standards shall be consistently applied across the District.

2.3.2 Access Standards

Council is committed to improving the safety of intersections and accessways (commercial and private). New Zealand Transport Agency's accessway safety and intersection design standards are to be applied where relevant to achieve consistency within Southland. Council has established design requirements for accessways within its Subdivision and Land Development Bylaw 2012. Variation to these standards will be at the discretion of Council.

2.3.3 Availability of Network

Council is committed to maintaining uninterrupted availability of the roading network, excepting closures for special events and/or emergencies. This is put into effect by contracts with service providers and monitored by internal reporting procedures.

Potential disruptions to the roading network and utilities corridor arising from significant external events are under examination by Council's Engineering Lifelines Project. This project is providing a means of identifying issues and developing prioritised response plans to an event that may affect access.

2.3.4 Road Corridor

Use of the roading network as a shared utilities corridor is accepted by Council; however Council, as the Road Controlling Authority, shall plan, manage and coordinate use of the network by differing utilities in accordance with the existing bylaws and other best practice documents. All costs attributed to utilities usage of the roading network shall remain with those utilities.

2.3.5 Other Activities

Council is committed through its Active Land Transport Plan to providing and improving safe access to the roading network for cycling and walking activities where appropriate.

Roading Accessibility Policy: Reference Documents

Policy Procedure

PP 1-2
PP 4-7
PP 10
PP 15-18
PP 22-24, 26
PP 30, 31, PP 33

Other

Roading Bylaw
RB 6, 9, 10
District Plan
TRAN.1a, b
Rule TRAN.5

2.4. Rooding: Management Policy

Southland District Council is committed to managing a well balanced and affordable roading network that promotes efficient and sustainable movement of people and goods throughout Southland.

2.4.1 Rooding Hierarchy and Groups

Council has adopted roading groups to determine the appropriate service level for each road, matching use and relevant standards for each group.

The Land Transport Activity Management Plan separates the roading network into 10 groups:

- Groups 1 to 5 for sealed roads
- Group 6 unallocated
- Groups 7 to 10 for unsealed roads
(see 3.1.1 for definitions)

2.4.2 Network Management Functions

Council's core functions for the network's sustainability are:

- ❖ Financial systems being comprehensive and responsive.
- ❖ Asset data bases being comprehensive and maintained.
- ❖ Contracts and procedures being regularly monitored for effectiveness and reviewed for improvements.
- ❖ Projected use of the roading network for planning and programming for maintenance purposes developed from consultation with industry sector groups
- ❖ Planning for development that improves the characteristics of the network and enhances community involvement.
- ❖ Costs being recovered from developer contributions and land use changes for upgrading the network to meet the increased usage.

2.4.3 Network Standards

Council is committed to applying consistent standards across the roading network to provide optimum outcomes. These include:

- ❖ Vegetation controlled so as not to create a nuisance for road users from shading, obscuring travel sight, and or create debris on the road surface from falling limbs.
- ❖ Signage being controlled to ensure it remains effective, advisory in nature, does not obscure, safely erected and the ownership and responsibilities defined.
- ❖ Speed limits applied uniformly across the District, appropriate to the roading and general environment. The processes for applying Speed limits are defined within NZTA procedures which are incorporated into Council's Speed Limit Bylaw.
- ❖ Planned reduction of the number of weight limited bridge structures to minimise restrictions to traffic accessing the roading network.
- ❖ Consistency between road groups with appropriate service levels.

2.4.4 Extent of Network Maintenance

Council is committed to maintaining the roading network for all Type 3 roads to meet the agreed levels of service that provide access for road users within the following criteria:

- ❖ The section of road is believed to be on road reserve
And
- ❖ The section of road provides the only reasonable access to more than one property owner
Or
 - The section of road provides the only reasonable access to an existing residence and is over 200m long
- Or
 - The section of road provides the only reasonable access to a popular recreational site
- Or
 - The section of road provides the only reasonable access to a historical, cultural or tourist site

Note:

Council will only maintain a section of road which is not believed to be on a road reserve if it is subsidised, and if the road provides access to a recreational or cultural area.

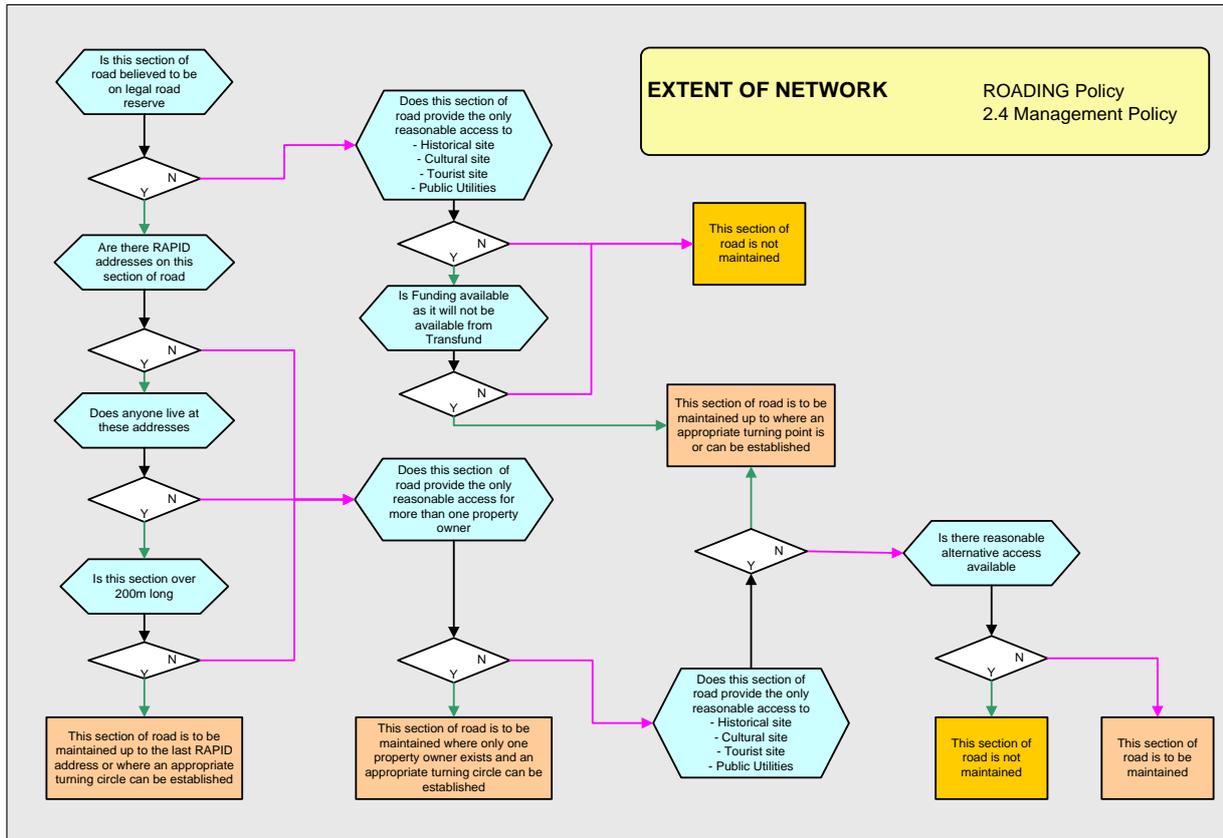
This policy is applicable to Type 3 roads; however a significant change in land use conditions to any type of road may move that road to a different type.

Maintenance on any road will stop at the point where the above criteria are no longer applicable and a turning point can be established. A sign is to be erected and maintained by Council advising that Council's maintenance ends at this point.

Maintenance will stop where an adjacent land owner has installed a permanent fence and/or installed a permanent gate across the road.

Council may grant an exception to the above criteria where a specific circumstance is outside the criteria. Any application would need to take into account the following:

- ❖ The degree of access already provided to the property.
- ❖ The proposed level of service.
- ❖ The impact on the remaining network.



Roading Management Policy: Reference Documents	
Policy Procedure	Other
PP 4-6	Roading Bylaw
PP 8	RB 7, 8, 10
PP 10	District Plan
PP 15-18	TRAN.1, TRAN.2
PP 22-24	Subdivision and Land Development Bylaw
PP 26	Regional Pest Plan
Pp 30 - 32	Management Strategy

2.5. Rooding: Levels of Service

Southland District Council is committed to enhancing the economic wellbeing and connectivity of Southland's communities by setting Levels of Service through community consultation processes.

2.5.1 Long Term Plan

The Long Term Plan (LTP) describes the community's expectations in the form of Levels of Service defining how Council is to provide an integrated, safe, responsive and sustainable land transport network system.

2.5.2 Key Outcomes

The key Rooding Levels of Service qualities adopted are to be found within the LTP, include:

- ❖ Rooding network provides a smooth and comfortable ride quality.
- ❖ Roads maintained to an appropriate standard.
- ❖ Roads should be kept clean and free from rubbish and dirt.
- ❖ Roads are wide enough to handle traffic on them.
- ❖ Roads and bridges provide a safe rooding network for all road users.
- ❖ Footpaths are provided where needed and are wide enough to carry the users, maintained to a good standard appropriate for the number of people using them and free of overhanging obstructions.
- ❖ Roadside noxious plants are kept under control.
- ❖ To provide a level of streetlighting that is consistent and sufficient for safe and efficient movement of vehicles, cyclists and pedestrians.
- ❖ Programmed upgrading of deficient roads.
- ❖ Queries and faults dealt with in a timely fashion.

These Levels of Service are measured through key performance indicators set out within the LTP.

Additional factors to those above include:

- ❖ Develop a clean roads principle to minimise stock effluent discharge onto the rooding network for reasons of safety, hygiene and aesthetics.

Rooding Levels of Service Policy: Reference Documents	
Policy Procedure	Other
PP 4	Rooding Bylaw
PP 12	RB 6
PP 27-29	District Plan
	TRAN.1-5, TRAN.2
	Rule TRAN.3-4, 6-7

2.6. Rooding: Environmental Effects

Council is committed to the sustainability of Southland communities and environment. The management of the roading network is to comply with the recognised principles of sustainable environmental practices as transport is a key economic factor of land use.

2.6.1 Environmental Effects

Council promotes the management of adverse environmental effects on and to the roading network and adjacent properties by.

- ❖ Mitigating adverse effects on the roading network from land use activities.
- ❖ Mitigating adverse environmental effects on activities adjacent to the road.
- ❖ Mitigate against discharges of waste and effluent on the roading network.
- ❖ Controlled use of dust suppressants on road surfaces.
- ❖ Source construction materials from environmentally acceptable locations.
- ❖ Minimise any adverse effects of spraying roadside vegetation in compliance with Environment Southland rules.

2.6.2 Resource Management Act

The Resource Management Act 1991 promotes the sustainable management of the District's physical resources by managing the use, development and protection of them in a way or at a rate which enables people and communities to provide for their social economic and cultural well being and for their health and safety while:

- ❖ Sustaining the potential of the physical resources to meet the reasonably foreseeable needs of future generations; and
- ❖ Safeguarding the life supporting capacity of air, water, soil and ecosystems; and
- ❖ avoiding, remedying or mitigating any adverse effects of activities on the environment.

As far as Council's roading network is concerned, the sustainable management will be effected through the resource consent process, bylaws, best practices and meeting contract objectives. Key outcomes are identified as:

- ❖ A safe and efficient transportation system throughout the District.
- ❖ A reduction in the effects that heavy vehicles have on the District's roading resource.
- ❖ A reduction in the adverse effects of land use activities on the transportation system.
- ❖ A reduction in the adverse effects on the transportation system on the environment.
- ❖ A reduction in the emission of CO₂ and other greenhouse gasses.

Roading Environmental Effects: Reference Documents

Policy Procedure

PP 1
PP 3
PP 11
PP 14-15
PP 25, 31

Other

District Plan 3.2 Transportation

2.7. Roothing: Community Effects

Southland District Council is committed to permitting the use of its Roothing Network by communities for private and public purposes. Council also recognises the importance to the wider communities of the rooothing network as a means of social communication and connectivity.

2.7.1 Community Use

Examples of use by the community of the rooothing network include:

- ❖ Roadside stalls: to permit the operation of temporary roadside stall within the road corridor at safe locations.
- ❖ Livestock: to permit the grazing and movement of livestock within the rooothing corridor in a planned and safe manner for road users, operators, stock and the road itself. Council promotes the construction of stock underpasses to remove stock crossings and improve general safety.
- ❖ Utilities corridor: to permit the use of the road corridor by utility providers without compromising future use and safety of the roadway.
- ❖ Events: to permit the use of the roadway for special events in a manner that disrupts the road user to a minimum and complies with best practice as adopted for such activities.
- ❖ Provide for all travel modes, including walkways and cycleways, where practical within the network and for new development.

Roothing Community Effects: Reference Documents

Policy Procedure

PP 8
PP 12
PP 16
PP 18-20
PP 27-29, 32

Other

District Plan
TRAN.1a, b, TRAN.3
Rule TRAN.1
3.4.4 Built Heritage

3. APPENDICES

Matrix Table for Policies/Functions.

3.1 Rooding Groups

3.2 Rooding Guidelines

- 3.2.1 Strategic Rooding Plans
- 3.2.2 Management of Formed and Unformed Roods
- 3.2.3 Public/Private Share
- 3.2.4 Stewart Island
- 3.2.5 Special Link Roods

3.3 Definitions

- 3.3.1 Definitions
- 3.3.2 Associated Acts and Documents
- 3.3.3 Road Controlling Authority

3.4 Land Transport Strategies

- 3.4.1 Safety
- 3.4.2 Efficiency
- 3.4.3 Accessibility for People
- 3.4.4 Needs of People and Communities
- 3.4.5 Transport and the Environment
- 3.4.6 Travel Demand Management

3.5 Flow Diagram of Rooding Policy within Council Structure

3.6 LTP Levels of Service

3.7 Typical Road Cross Section Nomenclature

SOUTHLAND DISTRICT COUNCIL: ROAD POLICY FUNCTIONS MATRIX

Roading Policy May 2008		Functions					
PP#	Title	Safety	Access	Road Mgmt	Levels of Service	Enviro.	Community
	Introduction						
	Approvals						
	Definitions						
	Compliance						
	Bonds						
A	Administration						
1	Stock Crossing at Grade	✓	✓			✓	
2	Stock Races	✓	✓				
3	Stock Underpasses	✓				✓	
4	Debris on Road	✓		✓	✓		
5	Operating on the Road	✓	✓	✓			
6	Lower a Road Culvert		✓	✓			
7	Drainage on Roadsides	✓	✓				
8	Public Works and Network Utilities on Roadsides			✓			✓
9	Private Utilities and Services on Roadsides						
10	Vehicle Accessways	✓	✓	✓			
11	Dust Suppression on Roads	✓				✓	
12	Signs on Roads				✓		✓
13	Grazing the Road Margin	✓					
14	Road Margin Planting	✓				✓	
15	Cultivation of Road Margin		✓	✓		✓	
16	User of Roads and Road Licences		✓	✓			✓
17	Gates across Roads		✓	✓			
18	Requests to Physically Form Roads		✓	✓			✓
19	Stopping of Roads						✓
20	Temporary Closure of	✓					✓

	Roads for Public Events						
21	Temporary Closure of Roads for Roading Purposes	✓					
22	Storage on the Road Margin	✓	✓	✓			
23	Structures on the Road Margin	✓	✓	✓			
24	Whitebait Huts	✓	✓	✓			
25	Trees on Roads						✓
26	Permanent Fencing in the Road Margin	✓	✓	✓			
27	R.A.P.I.D. Numbering					✓	✓
28	Road Naming					✓	✓
29	"I" Centre Motor Service Signs					✓	✓
30	Changes to Road Types		✓	✓			
31	Stock Droving	✓	✓	✓			✓
32	Property Numbering					✓	✓
33	Rural Accessway (Commercial)	✓	✓				
Roading Bylaw 2008							
1	Short Title and Commencement						
2	Application of Bylaw						
3	Revocations						
4	Definitions						
5	Offences						
6	Stock Management	✓	✓	✓			✓
7	Parking Restrictions					✓	
8	One-Way Roads					✓	
9	Vehicular Accessways		✓				
10	Heavy Traffic Prohibitions		✓	✓			

District Plan							
Policies		S	A	RM	LoS	E	C
TRAN 1(a)	Roading Hierarchy		✓	✓			✓
TRAN 1(b)	Heavy Transport Network		✓	✓	✓		✓

TRAN 2	Construction Standards			✓	✓		
TRAN 3	Transportation Projects				✓		✓
TRAN 4	Loading and Manoeuvring				✓		
TRAN 5	Parking				✓		
TRAN 6	Roadside Vegetation	✓					
TRAN 7	Sight Line Protection: Railways	✓					
TRAN 8	Airports						
TRAN 9	Transport and Energy Efficiency						
Methods and Rules							
Rule TRAN 1	Roading Hierarchy			✓			✓
Rule TRAN 2	Road Construction	✓					
Rule TRAN 3	Road Realignment	✓		✓	✓		
Rule TRAN 4	Road Maintenance	✓		✓	✓		
Rule TRAN 5	Access Standards from a Public Road	✓	✓				
Rule TRAN 6	Loading and Manoeuvring				✓		
Rule TRAN 7	Parking				✓		
Rule TRAN 8	Railway Construction and Maintenance						
Rule TRAN 9	Sight Line Protection: Railway	✓					
Rule TRAN 10	Existing Airports						
Rule TRAN 11	Commercial Airports						
Rule TRAN 12	Rural Airstrips						
Subdivision and Land Development Bylaw Section 6: Roading							
6.1	Scope						
6.2	Relevant Legislation						
6.3	Performance Standards						✓
6.4	Means of Compliance			✓			
6.5	Road Network Layout			✓	✓		
6.6	Road Reserve Widths				✓		✓

6.7	Road Names			✓			
6.8	Carriageway Widths			✓			
6.9	Carriageway Surfacing			✓			
6.10	Widths of Shoulders			✓			
6.11	Turning Circles			✓	✓		
6.12	Services Positioning		✓	✓			✓
6.13	Provision for Landscape Planting						✓
6.14	Streetscaping						✓
6.15	Kerbs and Channels				✓		✓
6.16	Dish Channels			✓			
6.17	Footpaths				✓		✓
6.18	Cycle Ways		✓				✓
6.19	Pram/Wheelchair Crossings		✓				✓
6.20	Vehicular Crossings		✓				
6.21	Allotment Access		✓				
6.22	Geometric Design			✓	✓		
6.23	Formation Design and Construction			✓			
6.24	Surface Design and Construction			✓			

3.1 Roothing Groups

3.1.1 Group Description:

Group 1 (95 km, 1.9%)

Group 1 roads are sealed roads that primarily form the main traffic routes through and between the urban zones of the District, and provide connections to adjacent Districts.

These roads are primarily rural arterial roads being of District or Regional significance.

The average daily traffic on a Group 1 road is generally in excess of 800 vehicles per day.

Group 2 (378 km, 7.6%)

Group 2 roads are sealed roads that form the secondary framework of roads, which collect and distribute traffic to and from the Group 1 roads.

These roads are a mix of rural arterial, collector and local roads with average daily traffic generally between 400 and 800 vehicles per day.

Group 3 (442 km, 8.9%)

Group 3 roads are sealed roads that have a more local function and ensure that the traffic and access functions are in balance.

Group 3 roads are primarily a mix of urban and rural local roads carrying between 200 and 400 vehicles per day.

Their role is to connect traffic-generating activities with the Group 1 and 2 networks.

Group 4 (966 km, 19.5%)

Group 4 roads are sealed roads that are generally residential streets in urban or rural zones, with connections at each end, but mostly used as access providers.

The pedestrian and residential amenity functions of these roads predominates in residential areas and they are not intended to provide access for high traffic-generating non-residential activities.

They are generally local roads with less than 20 properties, carrying between 50 and 200 vehicles per day.

Group 5 (54 km, 1.1%)

Group 5 roads are minor sealed local roads that include the less popular sections of busier sealed roads and sealed sections of gravel roads.

These roads generally provide access to less than five properties, and have an average daily traffic of less than 50 vehicles per day.

Group 6

This category is currently not used.

Group 7 (185 km, 3.7%)

Group 7 roads are the highest demand unsealed roads within the network that form the secondary framework of roads, which primarily collect and distribute traffic to and from Group 1 and 2 roads.

All urban unsealed roads and the unsealed sections of the Southern Scenic Route and the Catlins Heritage Trail are part of this category.

These roads are primarily local roads with at least a portion of the road carrying greater than 80 vehicles per day.

Group 8 (1,744 km, 35.2%)

Group 8 roads are unsealed rural roads that provide both direct access to abutting properties in rural areas and a through traffic function.

The unsealed accesses to the attractions along the Southern Scenic Route and the Catlins Heritage Trail are part of this category.

These roads are primarily local roads carrying between 20 and 80 vehicles per day.

Group 9 (1,072 km, 21.6%)

Group 9 roads are minor unsealed roads that provide direct access to no more than two or three residences and have no noted through traffic function.

Significant proportions are no exit roads and / or have no residencies.

These roads are local roads carrying less than 20 vehicles per day.

Group 10 (17 km, 0.3%)

Group 10 roads are unsealed rural roads that have been categorised as 'dirt roads'. They are without residences and are mainly used as seasonal recreational access to recreational activities.

These roads are not categorised by traffic volume and are included in the maintained roading network on a case specific basis.

3.2 District Roding Guidelines

3.2.1 Strategic Roding Plans

Southland District Council recognises the long term impact of development on a number of communities. Council has outlined nodal areas for prospective development for Te Anau, Te Anau basin, Riverton and Winton. Further development nodes may require new areas to be included into the Strategic Roding Plan as and when they arise.

The introduction of walking and cycling strategies are a derivative to these strategic roading plans and they shall be considered in future reviews.

3.2.2 Management of Formed and Unformed Roads

Southland District has a significant length and number of formed and unformed legal roads within its jurisdiction. Council has no responsibility to form or maintain any unformed road and has no responsibility to effect repairs where an unformed road may have been interrupted through natural, or any other cause.

A condition of the occupation of an unformed road by any person is that Council may require the occupier to make safe any portion of the unformed road occupied by repairing it or erecting permanent fencing.

3.2.3 Public/Private Share

The Council may require the beneficiaries from a road to contribute to repairs in accordance with their usage of that road or structure where repairs to a road or structure are required to maintain that road or structure for safety and ongoing effectiveness and the beneficiaries are the primary users of the road.

Where structures are necessary for access to private property the owner of that property shall be responsible for the maintenance, upgrading or replacement of that structure.

3.2.4 Stewart Island

Council recognises that roading on Stewart Island in the vicinity of Oban is to a lesser standard and which differs from that found within the remainder of Council's mainland roading network.

This lesser standard reflects the peculiar environment of Stewart Island; however Council cannot accept the deficiencies as they exist to be perpetuated and signals that future works shall tend towards compliance with current Council standards. Where environmental factors constrain the adoption of those standards to such an extent that it significantly interferes with the Council's ability to meet the outcomes defined within the LTP, then Council may at its own discretion modify the appropriate standard accordingly.

The Stewart Island Roding Strategy Programme document reflects existing practices only and does not purport to represent compliant standards.

3.2.5 Special Link Roads:

Additional to the Strategic Roding Plans above Council recognizes that the network includes Special Link Roads, which comprises of all roading groups, that exists to service the forestry, tourist and dairy industries. It may also be extended to include mining and other special groups.

3.3 Definitions

3.3.1 Definitions:

In this Policy, except where inconsistent with the context, the following definitions shall apply.

“Council” means the Southland District Council.

“Cultural site” means where customs and civilisation of a particular time or people happened

“Debris” means any refuse, rubbish, animal remains, glass, metal, garbage, dirt, filth, rubble, ballast, stones, earth, hedge trimmings or waste matter, or any other thing of a like nature.

“End Point” means where the maintenance of Type 3 roads ceases.

“Historical site” means a site or location where events have occurred in fact - not legend or rumour.

“Hours of Darkness” means:

- (a) Any period of time between half an hour after sunset on one day and half an hour before sunrise on the next day; or
- (b) Any other time when there is not sufficient daylight to render clearly visible a person or vehicle at a distance of 100 metres.

“NZTA” means New Zealand Transport Agency. NZTA is the statutory authority set by Government to manage the State Highway network.

“Livestock” means horses, cattle, sheep, pigs, deer or other farmed animals.

“Maintained network” means all roads identified as being maintained by the Council in Council’s Road Asset and Maintenance Management System (RAMM) database.

“Property owner” means legal owner or owners.

“Public Utilities and Services on Roads” has the same meaning as given to those terms in the Southland District Plan

“Publicly Notified” means a notice published in a daily newspaper circulating throughout the Southland District.

“Race” means that part of any road margin fenced off and used specifically for the purpose of shifting and moving livestock.

“Road” means all roadways, road margins and all bridges, culverts, drains, fords forming part of any roadway or road margin which are under the control and/or ownership of the Council or to which control has been delegated from the controlling authority for specific purposes.

“Road Controlling Authority” (RCA) means in respect of all roads under its control, the Council with the statutory responsibility for the roads under its control. This means in respect of all roads within Southland District, excluding State Highways and private roads.

“Road margin” means any margin of a road adjacent to but not forming part of either the roadway or a footpath (if any).

“Road reserve” means that which is legally defined as road.

“Roadway” means that portion of the road used or reasonably useable for the time being for vehicular traffic in general and includes any cycle track used by the public or footpath.

“Special Link Roads” means those roads described in Rule TRANS.1 (f) and Schedule 6.4 of the Southland District Plan.

“Stock Crossing,” means that part of any roadway and associated drainage system used for the purpose of shifting and moving livestock across any roadway.

“Stock Crossings at Grade” means stock crossings where the crossing and the road are at the same level.

“Tourist site” means a place that has been publicly notified by means of signage, brochures etc.

“Turning point” means where a vehicle can negotiate a three point turn to return the way it came.

“Type 1 Road” means all unformed roads, both fenced and unfenced, under the control and management of the Council. These are known as ‘paper roads’.

“Type 2 Road” means all formed roads outside the maintained network, under the control and management of Council.

“Type 3 Road” means all formed roads under the control and management of Council and within the maintained network.

“Urban Area” means any “urban resource area” specified in the Southland District Plan.

“Working Day” means a calendar day other than a Saturday or Sunday, public holiday or any day falling within the period from 24 December to 5 January both inclusive irrespective of the days on which work is actually carried out.

3.3.2 Associated Acts and Documents:

The following documents shall be read in conjunction with this Policy:

- i. Local Government Acts 1974 and 2002
- ii. Public Works Act 1981
- iii. Southland Land Drainage Act 1935
- iv. Transit New Zealand Act 1989
- v. Transport Act 1962
- vi. Traffic Regulations 1976
- vii. Land Transport Management Act 2003
- viii. The Resource Management Act 1991
- ix. Building Act 2004
- x. Health and Safety in Employment Act 1992
- xi. Litter Act 1979
- xii. Telecommunications Act 2001

- xiii. Telecommunications (Residual Provisions) Act 1987
- xiv. Electricity Act 1992
- xv. Electricity Regulations 1993
- xvi. Animal Law Reform Act 1989
- xvii. Property Law Act 2007
- xviii. Fencing Act 1978
- xix. Southland District Council District Plan
- xx. Southland District Council Roding Bylaw 2001
- xxi. Southland District Council Clear Zone Standard
- xxii. Trenching Bylaw 2002
- xxiii. Land Transport Act 1998 and its Regulations
- xxiv. NZTA - Code of Practice for Temporary Traffic Management (COPTTM) and approved supplements
- xxv. Regional Water Plan
- xxvi. Subdivision and Land Development Bylaw
- xxvii. Austroads Safety Guidelines
- xxviii. Manual of Traffic Signs and Markings (MOTSAM)
- xxix. Pest Management Strategy - Environment Southland
- xxx. A/NZ Draft Standard - Geographic Information Rural and Urban Addressing
- xxxi. Southland District Council Safety Management Plan
- xxxii. Southland Regional Land Transport Strategy
- xxxiii. Stewart Island Roding Strategy
- xxxiv. Southland District Council Long Term Plan
- xxxv. Schedule of Fees and Charges

And any relevant amendments to the above.

3.3.3 Road Controlling Authority

“Road controlling authority” means that for all roads within Southland District excluding State Highways, Southland District Council is the road controlling authority. For State Highways, New Zealand Transport Agency is the road controlling authority and all inquiries relating to State Highways shall be directed to that authority.

3.4 Southland Regional Land Transport Strategy Policies

The Southland Regional Land Transport Strategy has the future role for road transport as

- “1. To provide for local, regional and inter-regional movement of people and freight in an efficient, convenient and safe manner, with the capacity and standard of individual roads being consistent with its category in the regional and local hierarchies.”
- “2. To facilitate the development of the natural and physical resources of the Southland Region, while ensuring that any adverse effects on roading infrastructure are appropriately managed.”

The Southland Regional Land Transportation Strategy comprises of six components:

3.4.1 Safety

Standard of Land Transport Network

Policy 1

Ensure the standard of roads is appropriate for anticipated traffic volumes, the purpose of the road, and the type of vehicle using it.

Policy 2

Create a forgiving road environment with no surprises for road users.

Policy 3

Undertake appropriate maintenance in order to provide for the safe and efficient functioning of the land transport network.

Crashes

Policy 1

Collect data on all road crashes that occur in Southland.

Policy 2

Implement improvements to the transport network in response to crashes or where there is a high risk of a crash occurring, when such improvements are warranted.

Heavy Vehicles

Policy 1

Minimise conflicts between heavy vehicles and other road users and associated traffic flow problems.

Policy 2

Support an increase in the legal size of large vehicles, and the loads they carry, where the benefits of the increase have been demonstrated and funding mechanisms have been put in place to compensate for the damage created by the heavier vehicles.

Policy 3

Promote vehicle design practices and road surfaces that reduce spray caused by heavy vehicles when roads are wet.

Schools

Policy 1

Take all practicable action to provide for the safe movement of children to and from school.

Livestock

Policy 1

Minimise the effects of wandering stock and the movement of livestock on and across public roads.

Visitors and Tourists

Policy 1

Provide information to visitors to Southland that assists their travel around the region and enhances their safety.

Policy 2

Provide facilities to visitors in appropriate locations.

Conflict between Modes

Policy 1

Have regard to the needs of different modes of transport in the design, construction and management of transportation routes.

Policy 2

Design railways and roads to minimise conflict between the modes and maximise safety to users.

Driver Behaviours

Policy 1

Promote safe attitudes by all persons using the transportation network.

Policy 2

Support and facilitate the use of education and enforcement in order to promote safer roads for all users.

Co-ordination

Policy 1

Provide integration and co-ordination of road safety efforts.

3.4.2 Efficiency

Road Hierarchy

Policy 1

Operate and manage roads having regard to their status in the roading hierarchy.

Emergency Systems

Policy 1

Minimise the impact of natural hazards on the strategic transport network.

Alternatives to Roads

Policy 1

Support and promote the use of other modes of transport where this will improve the efficiency of the strategic roading network.

Maximising Available Capacity

Policy 1

Promote the efficient use of road vehicles.

Providing Passing Opportunities

Policy 1

Promote the development of passing lanes at regular intervals on strategic roads where:

- (i) traffic volumes exceed 4,000 vehicles per day;*
- (ii) traffic volumes are between 2,000 - 4,000 vehicles per day and there are inadequate passing opportunities;*
- (iii) heavy vehicle volumes result in significant impediments to the flow of other traffic.*

3.4.3 Accessibility for People

Pedestrians

Policy 1

Provide for the safe movement of pedestrians and other people using pedestrian facilities throughout Southland.

Policy 2

Create attractive pedestrian environments.

Policy 3

Expand the opportunity for people to walk.

Cycling

Policy 1

Provide for the safe movement of cyclists throughout Southland.

Policy 2

Expand the opportunity for people to cycle.

Public Transport

Policy 1

Support the use of public transport.

Policy 2

Support the retention of passenger transport services within Invercargill City.

Policy 3

Recognise and provide for the needs of people with disabilities in the planning, funding and implementation of the Regional Passenger Transport Plan.

Policy 4

Encourage initiatives that will reduce costs to users of public transport, particularly for those services where government subsidies are not available.

Travel by the Disabled

Policy 1

Provide for representation of disabled persons on the Regional Land Transport Committee.

Policy 2

Implement, in a timely manner, any National Accessibility Design Performance Standards for Public Land Transport prepared by government.

Policy 3

Require training in disability awareness and disability competency for all public land transport personnel.

Policy 4

Enforce stopping and parking restrictions for areas set aside for use by public land transport modes and disabled drivers.

3.4.4 Needs of People and Communities

Maintaining the Network

Policy 1

Maintain the region's transport network to a standard that meets the needs of the people and communities of Southland and visitors to the region.

Tourist Routes

Policy 1

Recognise the importance of tourist routes to the national and local economy.

Policy 2

Facilitate the safe and efficient movement of people on tourist routes.

Policy 3

Support continued actions to improve traveller safety on that part of the Milford Road between Hollyford Road and Milford/Piopiota.

Policy 4

Require consideration of national, regional and local effects in determining whether any new transport links should be provided to the Milford Road.

Consultation

Policy 1

Take into account the wishes and needs of the people and communities of Southland when considering changes to the transport network.

Support Community Efforts

Policy 1

Support communities and groups "adopting" links in the transport network.

Recognising Southland's National Setting

Policy 1

Consult with people and organisations outside of Southland where decisions made within the region impact upon their interests.

Policy 2

Advocate to statutory agencies making decisions on issues beyond Southland that could impact upon the interests of Southlanders.

3.4.5 Transport and the Environment

Network Effects

Policy 1

Promote the mitigation of adverse effects associated with the transport network through both regulatory and non-regulatory means.

Policy 2

Promote the mitigation of adverse environmental effects of adjacent activities on the transport network.

Waste Discharges

Policy 1

Minimise the adverse effects of waste discharges from stock being carried or driven along roads.

Policy 2

Minimise the adverse effects of waste discharges from vehicles.

Fuel Use and Vehicle Emissions

Policy 1

Advocate and promote measures to reduce vehicle emissions.

Policy 2

Promote energy conservation and efficiency.

Used Oil

Policy 1

Advocate and promote measures to manage used oil.

Policy 2

Control the application of used oil as a dust suppressant.

Construction and Maintenance Material

Policy 1

Obtain construction and maintenance materials from environmentally appropriate locations.

Vegetation Control

Policy 1

Minimise the adverse effects of chemical vegetation control including the use, where practicable, of alternative vegetation control methods.

3.4.6 Travel Demand Management

Reducing the Need to Travel

Policy 1

Enable activities to be located so as to minimise the distance travelled between activities.

Providing for Travel Choices

Policy 1

Provide, to the extent that is practical, for all travel modes (vehicular, walking, cycling etc) as part of any land developments, new roads and road improvements.

Policy 2

Encourage businesses and educational institutes to provide suitable facilities and/or services to enable users of those places, including employees, to travel by a range of travel modes.

Influencing Travel Choices

Policy 1

Provide information to enable people to make informed choices on travel options and means to reduce travel.

Policy 2

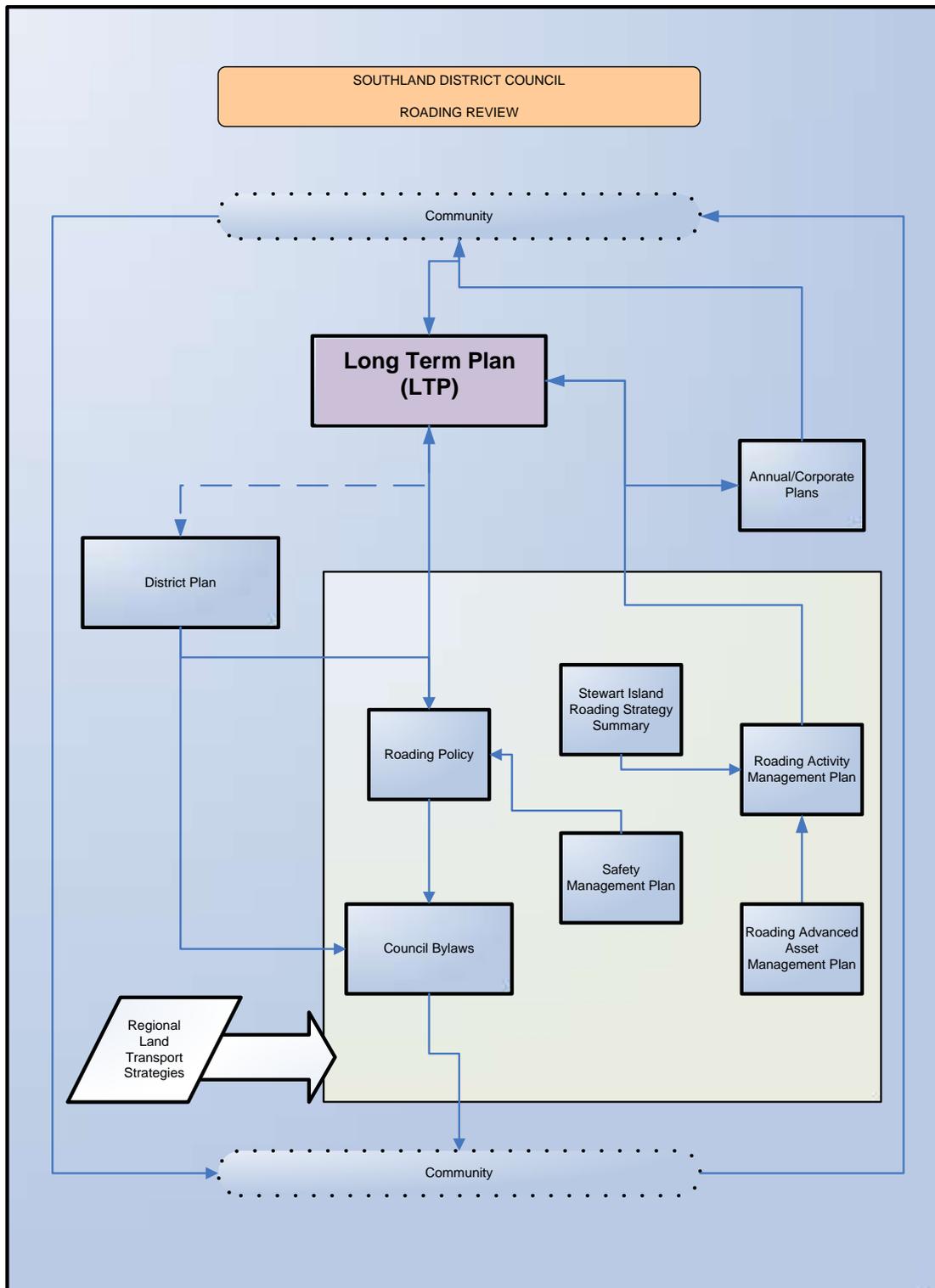
To the extent that is practical, give priority to facilities for pedestrians, cyclists and public passenger transport in managing traffic.

Pricing

Policy 1

Enable the use of road pricing, but only under strict conditions.

3.5 Diagram of Roading Policy Within Council Structure



3.6 LTP Levels of Service

Roading and transport

What we do

The Southland District Council is responsible for the administration and maintenance of the District's entire roading and bridging network, excluding State Highways, which are operated and maintained by New Zealand Transport Agency. The Council also provides other infrastructure such as footpaths, car parks and streetlights and ensures that roadside pest plants are controlled.

Primary Outcome(s)	
▶	A diverse economy built from our strengths for growth and prosperity (2) Safe places in a caring society that is free from crime (3)
	<i>We have a quality infrastructure with potential for growth (2.1)</i> <i>We have safe roads (3.1)</i>

The Council also contributes to the Total Mobility scheme which helps to ensure that transportation is available for all members of our community, including those with limited mobility. The road network is maintained to a standard that provides safe and comfortable road transport, within the limit of available funds. The Council has prepared an Activity Management Plan, which sets out the basis and standard to which roads will be managed and maintained while under Council's control. In addition, the Council operates a Safety Management Plan for roading that is designed to improve safety through better engineering, collecting better crash information and changing driver behaviour. The Council also participates in the Land Transport New Zealand Safety Administration Programme and Community Road Safety programmes.

Why we do it

Council provides roading and transport infrastructure because the provision of an integrated, safe, responsive and sustainable land transport system is a fundamental requirement for every District and a basic need to support the economic and social wellbeing of residents. The Council has a statutory responsibility as the road controlling authority with responsibility for all of the local roads in the area.

Wellbeing Indicator	
▶	Social
	Cultural
▶	Economic
	Environment

What level of service will Council provide?

The information below sets out what level of service Council will provide. These service levels were defined using the Council's legislative and policy requirements as well as feedback from the community which was gathered in 2005.

What Council will provide		How Council will measure the service provided			
Category	Level of Service	Key Performance Indicator	04/05 Actual	Our Target	Source
Roading					
Quality	Roading network provides a smooth and comfortable ride quality.	Percentage of sealed roads providing a smooth and comfortable ride. ¹	New Measure	95%	Condition Rating Survey - RAMM Database
Quality		Percentage reduction in the number of customer requests related to road (gravel and sealed) surface defects.	New Measure	10%	Quarterly Report
Quality		Percentage of requests to fix roading surface faults are completed within the timeframe specified in contracts. ²	New Measure	100%	GEAC Pathway
Quality	Roads maintained to an appropriate standard.	Percentage of residents that agree that sealed roads are adequately maintained.	New Measure	75%	Survey - Resident
Quality		Percentage of residents that agree that gravel roads are adequately maintained.	New Measure	60%	Survey - Resident
Quality		Percentage of sealed roads that are maintained in accordance with contractual standards.	New Measure	90%	Audit Inspections - Staff
Quality		Percentage of gravel roads that are maintained in accordance with contractual standards.	New Measure	90%	Audit Inspections - Staff
Quality	Roads should be kept clean and free of rubbish and dirt.	Number of customer requests related to debris on roads.	30	Less than 40	GEAC Pathway
Quality		Percentage of requests regarding debris on roads responded to within the timeframe specified in contracts. ²	New Measure	100%	GEAC Pathway
Quantity	Roads are wide enough to handle traffic on them.	Percentage of roads under the design width by more than 1 metre. ³	New Measure	5%	Condition Rating Survey - RAMM

What Council will provide		How Council will measure the service provided			
Category	Level of Service	Key Performance Indicator	04/05 Actual	Our Target	Source
Quantity	Roads and bridges provide a safe roading network for all road users.	Reducing number of loss of control crashes (on straights and on bends). ⁴	37 ⁴	Less than 40 ⁴	Land Transport NZ Reports
Quantity		Reducing number of total injury crashes (average). ⁵	169.3 ⁵	Less than 169	Land Transport NZ Reports
<p>“Smooth and comfortable” means roads that achieve a level 3 or 4 inspection rating, where 4 is very good and 1 is non-complying. These inspections are carried out every month.</p> <p>Response times as set out in contracts vary from two working days to several weeks depending on the type of fault and the type of road. Council intends on reporting on road width for both gravel and sealed roads. However, for the 06/07 year, data will only be collected for sealed roads.</p> <p>The NZTA use a five year rolling average target that the number of loss of control crashes should reduce below. While this target will be reported on annually, the indicator is best looked at over a five year average.</p> <p>The target is set as the average of the previous four years (for example in 2006, the target is an average over 2001-2004).</p>					
Footpaths					
Quantity	Footpaths are provided where needed, which are wide enough to carry the users, and free of overhanging obstructions.	Percentage increase in resident satisfaction with footpaths over the previous year.	-1.8% ⁶	2%	Survey - Resident
		Percentage of identified township footpath projects for the year completed.	New Measure	90%	Quarterly Report
Quality	Footpaths maintained to a good standard appropriate for the number of people using them.	Percentage of footpaths that are maintained in accordance with contractual standards.	New Measure	90%	Audit Inspections - Staff
Quality		Number of complaints about footpath hazards.	30	0	Quarterly Report
Satisfaction decreased from 76.2% in 03/04 to 74.4% in 04/05.					

What Council will provide		How Council will measure the service provided			
Category	Level of Service	Key Performance Indicator	04/05 Actual	Our Target	Source
Roadside Pest Plants					
Quality	Roadside noxious plants are kept under control.	Percentage of roads free of noxious plants. ⁷	New Measure	90%	Audit Inspections - Staff
"Free of noxious plants" means roads that achieve a level 3 or 4 inspection rating. Noxious plants refers to broom, gorse, ragwort and hemlock.					
Street lighting					
Access	To provide a level of street lighting that is sufficient for safe and efficient movement of vehicles, cyclists and pedestrians.	Percentage of residents satisfied with basic lighting levels in urban streets.	New Measure	90%	Survey - Resident
Reliability	Consistent areas lit to a reasonable standard.	Percentage of streetlights that are maintained in accordance with contractual standards.	New Measure	90%	Audit Inspections - Staff
Responsiveness	Lighting issues, queries and faults dealt with in a timely fashion.	Percentage of requests to fix street lights are completed within timeframes specified in the contract. ⁸	New Measure	100%	Quarterly Report
Contract maintenance standards require that single streetlight outages must be fixed within 14 working days, outages of 2-3 streetlights must be fixed within 3 working days and outages of 3 or more lights must be fixed within 24 hours. This does not include faults which are found to be circuit fault which are the responsibility of the electricity provider.					

What significant negative effects could the activity have?

While there are potential negative effects of this activity shown in the table below, none of these are considered to be significant.

Potential Negative Effect (on community wellbeing)	
Social	Road deaths and injuries - mitigated by road safety strategy and action plan as well as renewals and maintenance projects which address potentially unsafe road surfaces (especially blackspots). Dissection of communities by road corridors - mitigated by ensuring adequate public consultation and proper attention is given to the compatibility of main roads and the adjoining neighbourhood when carrying out future planning.
Economic	Travel delays caused by road construction or upgrading works - mitigated by ensuring proper attention is paid to the preparation of, and adherence to, traffic management plans when carrying out upgrading or new roadworks. Vehicle damage caused by rough roads - mitigated by appropriate timely maintenance.
Environmental	Excessive Noise - mitigated through the use of noise barriers where appropriate, speed limits and surfacing on busy roads in residential areas. Contamination of waterways by stormwater discharged from road surfaces - mitigated by settlement ponds, allowance for water run-off / sediment control management when carrying out work on the roads and policing the discharge of effluent onto the roads from stock trucks. Environmental degradation from road construction or upgrading works - mitigated by consents and ensuring proper attention is paid to the environmental aspects when designing, upgrading, or new roadworks.

3.7 Typical Road Cross Section

