

Riccarton Road Decision

20 May, 2010

Background

The section of Riccarton Road between Gladstone Road South and SH87 has numerous safety issues for vehicles, cyclists and pedestrians and has been identified for upgrading in the Council's Long Term Council Community Plan.

Funding was set aside in the Plan for 2012/13 and 2013/14 for construction to fix the identified issues.

The Council, in 2009, decided on a construction plan called Option 4B, which included a separate shared path and which required a wider road corridor and, therefore, the use of parts of some properties adjoining Riccarton Road.

A Notice of Requirement (NoR) was lodged in December 2009 to allow the Council to place a designation over the relevant sections of land. An NoR hearing was held in March 2010, which resulted in the Commissioners releasing an interim decision that concluded that the Notice should be modified by the removal of the shared path as they did not consider it "reasonably necessary" to achieve the overall objectives being sought.

The Commissioners gave the Council until the end of May to develop a new plan to achieve the safety outcomes sought, given the significant impact on the road design.

Decision

The Council decided at its meeting on 17 May 2010 meeting, to withdraw the Notice of Requirement completely. (The report considered by the Council, and the ISCOM confidential report considered on 19 April 2010, are attached as the Council has decided to release both reports.)

Two things prompted the Council's decision: the first was the interim decision by the hearings Commissioners, as outlined above, which indicated that a separate walking/cycling path was not likely to be approved; the second was an indication by the NZTA that neither Option 4B, nor a revised option, Option 7, which had been developed in response to the Commissioners' interim decision with a lesser land requirement, would meet current funding rules and priorities.

When the Riccarton Road work was first mooted, it met the existing NZTA rules and priorities and was expected to be funded. However, the change of Government has meant a change in funding priorities, which means neither the original option 4B nor the modified Option 7 would now meet funding requirements.

Not having NZTA funding means the project fails to meet Council's own requirements, as set down by the Council resolution in June 2009 when it approved the project subject to a number of conditions including NZTA funding.

Next...

The Council remains committed to addressing the road safety issues associated with Riccarton Road. While work has been done to address some of the safety issues identified in a road safety audit, the proposed road upgrade was to have addressed many of the remaining issues.

The Council has decided to keep the Riccarton Road funding in the 2012/2013, 2013/2014 years as at present, while further work is done on options for addressing the road safety issues.

Staff have been asked by the Council to revisit the design options for Riccarton Road with a focus on safety improvements and to report back to the Council for consideration as part of the Council's 2011/12 Annual Plan process.

EXTRACT FROM THE NON PUBLIC MINUTES OF THE INFRASTRUCTURE SERVICES COMMITTEE MEETING HELD ON 19 APRIL 2010

Please take the necessary action or note, as indicated below:

**TO: GENERAL MANAGER CITY ENVIRONMENT (TONY AVERY) - to action
CHIEF EXECUTIVE OFFICER (JIM HARLAND) - to withdraw the notice of motion**

PART C (B):

11 RICCARTON ROAD SAFETY UPGRADE - REVISED DESIGN AND PROJECT COSTS

Crs Brown and Weatherall withdrew from discussion on this item. The Manager Governance, Sandy Graham took over the roll of Governance Support Officer for this item.

A report from the Projects Engineer (Evan Matheson) noted that a report was presented to the Infrastructure Services Committee on 16 June 2009 by the Manager, Transportation Planning, promoting a significant road upgrade on Riccarton Road to address safety concerns. The recommended option was known as Option 4B and was presented to a Hearings Committee in March 2010 to gain a Notice of Requirement to allow the Council to gain designation over the adjacent land to allow for the road upgrade.

The Hearings Committee issued an interim decision that rejected Option 4B and had given the Council until 23 April to present an alternative design that had less impact on adjacent land owners.

The report was intended to give the Committee an update on the alternative design, known as Option 7, and to seek approval to present the option to the Notice of Requirement Hearing Committee on 23 April 2010.

It was noted that the construction costs for the project had increased. The General Manager City Environment advised that NZTA were not prepared to commit to subsidise option 7.

In discussing the report, members referred to the increased construction costs; the reasons for the proposed upgrade and that should the Notice of Requirement be granted the Council will have an obligation to buy the land. Discussion took place on the request by the Commissioners and it was suggested that the whole project should be reviewed.

It was moved (Cull/Staynes)

"That the Council withdraw the Notice of Requirement application with a view to reassessing all the needs and merits of alternative options and their costings."

It was noted that the Commissioners had requested a copy of the alternative design by 23 April. It was agreed that should the motion be carried then the Commissioners will be advised that the Council is required to approve the recommendation of the Committee and the decision will not be available prior to the 17 May 2010.

The motion was **put and carried** on a division 7:5

For: Crs Butcher, Cull, Guest, Staynes, Stevenson, Walls and Wilson

Against: Crs Acklin, Collins, Hudson, Noone and Mayor Chin

Confidential Report

TO: Infrastructure Services Committee

FROM: Projects Engineer, Transportation Operations

MEETING DATE: 19 April 2010

SUBJECT: **RICCARTON ROAD SAFETY UPGRADE - REVISED DESIGN AND PROJECT COSTS**

SUMMARY

A report was presented to the Infrastructure Services Committee on 16 June 2009 by the Manager, Transportation Planning, promoting a significant road upgrade on Riccarton Road to address safety concerns. The recommended option was known as Option 4B and this option was presented to a Hearings Committee in March 2010 to gain a Notice of Requirement to allow the Council to gain designation over the adjacent land to allow for the road upgrade.

The Hearings Committee issued an interim decision that rejected Option 4B and has given the Council until 23 April to present an alternative design that has less impact on adjacent land owners.

This report is intended to give the Committee an update on the alternative design, known as Option 7, and to seek approval to present this option to the Notice of Requirement Hearing Committee on 23 April 2010.

IMPLICATIONS FOR:

- | | |
|--|---|
| (i) Policy: | No. |
| (ii) Approved Annual Budget: | No. Approved annual budget for next financial year is sufficient for planned design work. |
| (iii) LTCCP/ Funding Policy: | Yes. Current approved budgets will need to be increased due to the construction costs associated with the revised design and to better reflect land purchase costs. |
| (iv) Activity Management Plans: | No. |
| (v) Community Boards: | Yes. Agreement will need to be sought from the Mosgiel-Taieri Community Board regarding the revised design, pending the outcome of the NoR Hearing. |

RECOMMENDATIONS

1. That the report "Riccarton Road Safety Upgrade - Revised Design and Project Costs" be received.
2. That the committee notes that the interim decision from the Commissioners on the Notice of Requirement for Riccarton Road was "That the DCC submits an alternative design to address the safety issues on Riccarton Road that has less impact on the adjacent property owner and that the alternative design and any supporting information be delivered to the Commissioners by 23 April 2010."
3. That the Committee approves, in principle, the revised road design for Riccarton Road of a 9m overall seal width plus a relatively flat 2m unsealed shoulder suitable for pedestrians known as Option 7.
4. That the Committee approves in principal to increasing the project budget from \$5.4m to \$7m to allow for the increased construction and land costs.

INTRODUCTION

The section of Riccarton Road between Gladstone Road South and SH87 has numerous safety issues for vehicles, cyclists and pedestrians and has been identified for upgrading in the Council's LTCCP. Construction is currently planned for 2012/13 and 2013/14.

The existing road corridor width is uncharacteristically narrow, so the project requires land acquisition from most properties that front this section of Riccarton Road to provide sufficient road corridor width to allow for the upgrade. The report presented to the Infrastructure Services Committee by the Manager, Transportation Planning, on 16 June 2009 is attached for reference. This report led the Council to adopt Option 4B.

A Notice of Requirement (NoR) was lodged in December 2009 to allow the Council to place a designation over the relevant sections of land prior to the project being handed over from Transportation Planning to Transportation Operations. The hearing was held in March 2010. The outcome of the hearing was that the Commissioners believed that the Option 4B design submitted by the Council was inappropriate and instructed the Council to submit a revised design that had less impact on the adjacent properties. The Council has until 23 April 2010 to either:

- (a) Submit a revised design as requested.
- (b) Challenge the decision, via the Environment Court, that the original Option 4B design submitted is appropriate.
- (c) Withdraw the NoR application completely.

It is considered that option (a), submit a revised design, is the appropriate decision and staff have proceeded along this path, accordingly.

DISCUSSION

1. Design

MWH Ltd are currently finalising a revised design that lessens the impact on adjacent properties. This revised design is known as Option 7. The two main changes are the removal of the off road walkway (replaced by utilising the unsealed road shoulder as a walking area) and a reduction in the clear zone (distance between the road edge and the nearest roadside hazard) from 5m to 3m. The difference between the original preferred Option 4B and this revised Option 7 is summarised below. Typical cross section drawings are also attached for reference.

	Traffic Lane Width	Cycle Lane Width	Pedestrian Path	Clear Zone	Overall Width
Option 4B	2 X 3.5m	2 X 0.75m	1 X 3.0m	5.0m	16.5m
Option 7	2 X 3.5m	2 X 1.0m	1 X 2.0m	3.0m	14.0m

As a further comparison, the land take for Option 4B was 36,340 m² while Option 7 is currently estimated at 24,000 m², but subject to confirmation.

Staff are satisfied that Option 7 will address the safety issues identified and provide a good balance between recommended design guidelines and site constraints while reducing impact on adjacent land owners.

2. Project Costs

While costs for Option 7 are still being finalised it is clear that the budget for Option 4B was inadequate to cover land purchase. Based on information available at the time of this report, the following table summarises the two options.

	Design (\$000)	Land Purchase (\$000)	Construction (\$000)	Total (\$000)
Option 4B	300	225	4902	5,427
Option 7	300	1200	5500	7000

Work is ongoing on refining the design and construction costs as well as the anticipated land costs and should be finalised by 17 April. The costs in the table above will be updated where necessary at the Committee meeting.

The Benefit Cost Ratio for Option 7 is currently 2.3 versus the BCR for Option 4B of 2.6.

3. Funding

Staff have approached NZTA regarding the likelihood of receiving a subsidy for this project based on the total costs and BCR of Option 7. NZTA have advised that, subject to their normal reviews, the project has merit and that they would, in principle, support the Council in its application for NZTA funding.

It should be noted, however, that this is not a guarantee, but it is encouraging nevertheless.

The Council would need to allow for its share of the funding and amend the LTCCP to suit.

4. Notice of Requirement Obligation

We have sought advice from Anderson Lloyd lawyers regarding the Council's obligations should the Notice of Requirement for Option 7 be granted and the new road designation becomes effective.

Their advice was that while the Council would become the Requiring Authority, it was under no obligation to purchase any land until such time as it determines the project should proceed. Alternatively, the Council could withdraw or lift the designation at any time it saw fit.

This advice suggests that the Council would be wise to complete this Notice of Requirement application.

CONCLUSION

It is unlikely that the original preferred Option 4B submitted for the Notice of Requirement for the Riccarton Road Safety Upgrade will be approved by the Hearing Commissioners. It is recommended that the revised design option, Option 7, be promoted as a design with a better balance between land requirements and road safety needs.

At this stage the project costs, while increased over those put forward and approved for Option 4B, still provide a strong BCR at 2.3 and the project has the support of the local office of NZTA.

It is unfortunate that the land costs for option 4B were significantly under-estimated as this has put the Council in a difficult position now that we are attempting to progress the project.

While there is a reasonable degree of risk remaining with this project, it is requested that approval be given by the Committee to proceed with the lodging of the revised design for Option 7 to the Notice of Requirement Hearing Commissioners by 23 April.

Prepared by:



Evan Matheson
**Projects Engineer, Transportation
Operations**

Approved for submission by:



Graeme Hamilton
Manager, Transportation Operations



Approved by: Tony Avery
Rating **General Manager City Environment**

Date report prepared: 13 April 2010

Attachments

- Report to the Infrastructure Services Committee by Transportation Planning Manager, dated 16 June 2009
- Typical Cross Section Drawing for Option 4B
- Typical Cross Section Drawing for Option 7

11-6

TO: Infrastructure Services Committee
FROM: Transportation Planning Manager
MEETING DATE: 16 June 2009
SUBJECT: **RICCARTON ROAD PROJECT REVIEWS**

COPY

SUMMARY

Following representations made by a small number of residents, the Council requested that a safety audit be carried out of Riccarton Road West. At its 20 April 2009 meeting, the Infrastructure Services Committee considered a report on the safety audit and subsequently arrangements have been made to make safety improvements identified by the audit.

The Committee also asked for a review of the design, timing and funding for the overall Riccarton Road project. MWH have now completed this review and have recommended a preferred option which involves widening and strengthening of the carriageway and provision of an off-road path for pedestrians and cyclists. This reports further on this matter.

IMPLICATIONS FOR:

- | | |
|--|---|
| (i) Policy: | No |
| (ii) Approved Annual Budget: | No |
| (iii) LTCCP/ Funding Policy: | Potentially, as adoption will require additional funding for the project. |
| (iv) Activity Management Plans: | No |
| (v) Community Boards: | Yes, as the project lies within the Mosgiel-Taieri Community Board area. |

RECOMMENDATIONS

1. That Option 4B is adopted as the Council's preferred option for upgrading Riccarton Road.
2. That the additional funding required to implement Option 4B be added to the LTCCP during the 2010/11 Annual Plan round.

INTRODUCTION

The Council's Transportation Strategy includes a proposal to upgrade Riccarton Road as an arterial route. The preferred option for this upgrading included widening of the carriage way and provision of an off-road facility for pedestrians, cyclists and horse riders.

Early in the year a group of residents raised concerns regarding safety and questioned the need for the proposed upgrade. As a consequence, an independent safety audit was undertaken of Riccarton Road West.

A report on the safety audit was considered by the Committee at its meeting on 20 April last, and the Committee moved:

1. *That the Riccarton Road Safety Audit report be received.*
2. *That due to the safety issues identified in the report, staff be asked to review the design, timing and funding of the overall project for Riccarton Road.*
3. *That staff be asked to implement the safety improvements identified within current budgets.*
4. *That the audit and report be referred to the Mosgiel-Taieri Community Board for comment.*
5. *That the audit be made public and circulated to interested parties."*

BACKGROUND

With respect to items 3 and 5 above, these have been actioned. With respect to item 4 the Mosgiel-Taieri Community Board received and noted the safety audit and report. Also in their submission on the LTCCP the Mosgiel-Taieri Community Board asked that any upgrade be undertaken as one project rather than in parts over a 10 year period.

As a consequence of item 2, staff met with MWH and engaged them to undertake the review of design, timing and funding. A copy of their report is attached and a copy of their full report, with appendices, is in the Councilor Room on Floor 2.

The review considered two basic options with a sub-option for each. The basic options are known as 4B and 5 while the sub-options are labelled 4C and 6.

Option 4B will provide:

- i. an 8.5m wide sealed surface (2 x 3.5m wide lanes with a 750mm wide sealed shoulder on each side);
- ii. a 3m wide shared path on the western side of the road separated from the carriageway.

While Option 5 will provide:

- i. A 10 m wide sealed surface (2 x 3.5m wide lanes with 1.5m wide sealed shoulders on each side).

Both options allow for ditches and power poles to be relocated behind a 5m wide "clear zone" where the work necessitates changes to these features. A "clear zone" provides an obstruction free area so a vehicle running off the road has reduced risk. "Clear zones" will only be provided where physical works are taking place. In areas where work is confined to one side of the road no clear zone has been allowed for on the opposite side of the road. Option 4C and 6 allow for guardrails to be installed where "clear zones" are not being provided.

As both options allow for all the full widening, cycling and pedestrian features and pavement strengthening to be undertaken as one project they satisfy the request of the Mosgiel Taieri Community Board for all the work to be undertaken at one time.

The report summarises the costs and BCR's of the options as follows:

Option	Cost	BCR
4B	\$5,427,000	2.6
4C	\$6,002,000	2.3
5	\$6,350,000	1.6
6	\$8,878,000	1.1

It should be noted these costs and benefits are for the work in Riccarton Road only and exclude the components in Dukes Road included in the original scheme.

The principal reason for the cost difference between option 4B and 5 is the additional road pavement area in option 5 (6,300 m²) which is much more expensive to construct than the pedestrian and cycling path.

DISCUSSION

Financial assistance will be dependent on the project category and economics. As Option 4B is primarily a walking and cycling project, and has a BCR of 2.6, it is likely to receive financial assistance, particularly as the project is included in the draft Regional Land Transport Plan.

Option 5 is primarily a road safety project and with a BCR of 1.6, is unlikely to receive financial assistance.

MWH's report recommends that the Council adopt Option 4B as their preferred option and proceed on that basis.

Doing this would confirm the approach allowed for in the LTCCP with funding being provided in 2009/10 and 2010/11 to gain a designation and purchase land required for the work.

Design and construction would then proceed over 2011/12 and 2012/13. Additional funding will need to be introduced into the LTCCP during the 2010/11 Annual Plan round as the current budgets do not allow for full pavement construction to proceed in conjunction with construction of the off-road pedestrian and cycle facilities.

With regard to Dukes Road a suggestion has been made that it may be better to develop a walking and cycling route along the banks of the Silverstream which runs parallel to Dukes Road. This has merit and will be examined to determine its feasibility and costs so any budgetary requirements can be considered during the 2010/11 Annual Plan round.

CONCLUSION

The work undertaken to review the project design timing and funding has identified an option which will provide a fundable solution and it is considered this option, which is 4B should proceed.

Prepared by:

Agreed by:

Don Hill
Transportation Planning Manager

Graeme Hamilton
Transportation Operations Manager

Approved by:

Kate Styles
General Manager Strategy and Development

Tony Avery
General Manager City Environment

Date report prepared: 29 May 2009

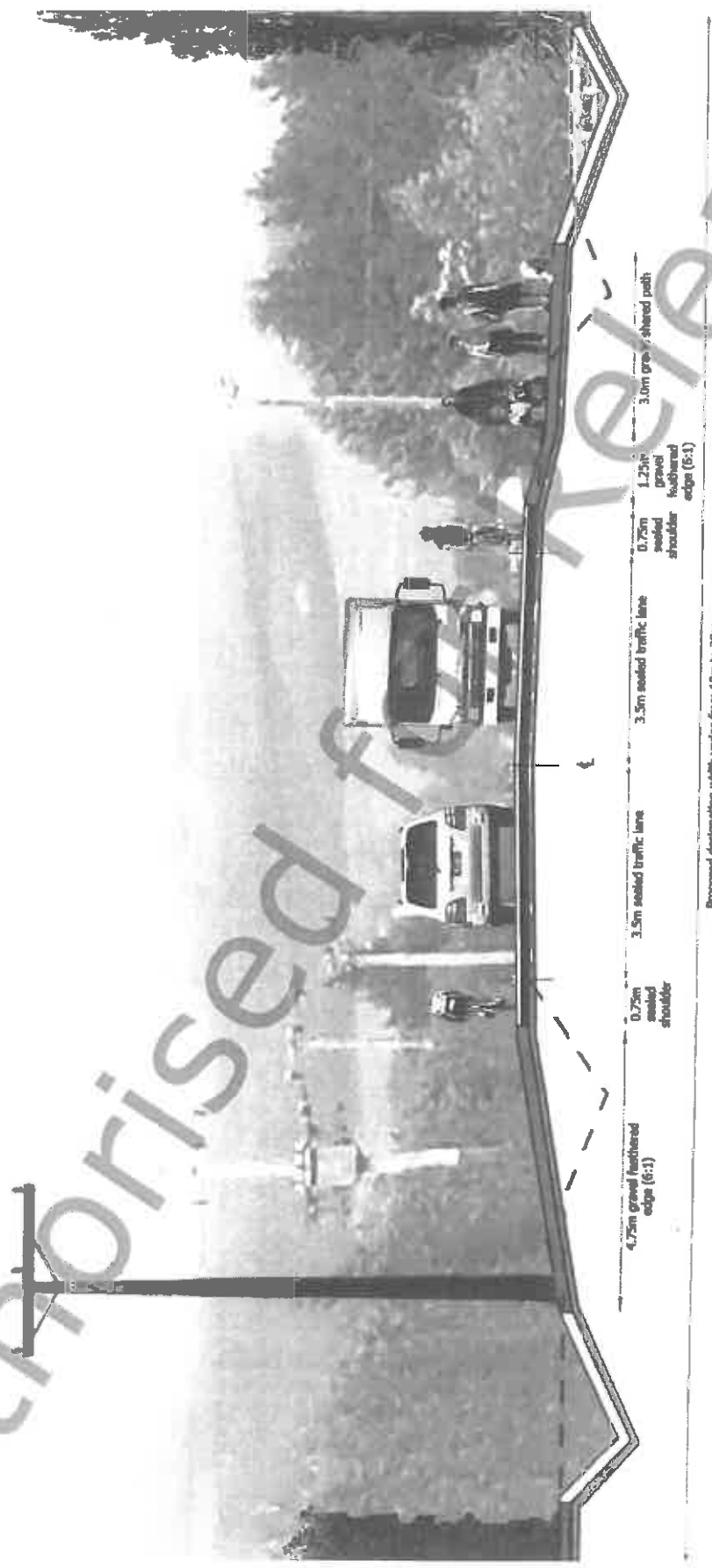
Attachments

MWH Report



RICCARTON ROAD : OPTION 4B
WIDENING ON EASTERN SIDE OF EXISTING ROAD
TYPICAL CROSS SECTIONS

DUNEDIN CITY
 DATE 28MAY 2009
 DRAWN BY DCM
 JOB NO.20811298



Authorised for release



2.0m gravel shoulder
1.0m sealed shoulder
3.5m sealed traffic lane
3.5m sealed traffic lane
1.0m sealed shoulder

Proposed designation width varies from m to m



RICCARTON ROAD : OPTION 7 TYPICAL CROSS SECTIONS

DATE: 14/03/2010
DRAWN BY: DCIA
JOB NO: Z061126

DUNEDIN CITY
COUNCIL

**EXTRACT FROM THE NON-PUBLIC PART OF THE MINUTES OF A COUNCIL MEETING
HELD ON 17 MAY 2010**

Please take the necessary action or note, as indicated below:

TO: GENERAL MANAGER CITY ENVIRONMENT (TONY AVERY) - to note

25 INFRASTRUCTURE SERVICES COMMITTEE – 19 APRIL 2010

It was moved (Noone/Acklin):

"That the following Part C item of the minutes of the Infrastructure Services Committee meeting held on 19 April 2010 be approved:

Item 10: Landfill Operation Review Phase 1 Update."

Motion carried

Councillor Wilson returned to the meeting at 1.33 pm. Councillors Brown and Weatherall withdrew from the meeting at 1.38 pm and Councillor Weatherall left the room.

Following questions it was moved (Noone/Acklin):

"That the following Part C item of the minutes of the Infrastructure Services Committee meeting held on 19 April 2010 be approved:

Item 11: Riccarton Road Safety Upgrade – Revised Design and Project Costs."

Councillor Collins left the meeting during the course of discussion from 2.02 pm to 2.12 pm.

Following additional discussion the motion was **put and carried**.

It was here agreed to take the 'Riccartern Road Safety Upgrade – Update' Report at this point in the agenda.

26 RICCARTON ROAD SAFETY UPGRADE - UPDATE

A report from the General Manager City Environment (Tony Avery) noted that a report was presented to the Infrastructure Services Committee on 19 April 2010 providing an update on the Riccarton Road Safety Upgrade, including a revised design and project cost estimate. The report was in response to the interim decision issued by the Riccarton Road Notice of Requirement Hearings Committee which had indicated that the preferred option, Option 4B was not likely to be accepted and inviting the Council to present an alternative design that had less impact on adjacent landowners.

The 19 April 2010 report included a new option, Option 7, for the Committee's consideration which required a third less land with similar total costs. Due to concerns about cost escalations and the indications from the Hearings Panel, the Committee resolved to withdraw the Notice of Requirement application.

The report provided additional information on the Riccarton Road applications and the implications of the resolution to withdraw the Notice of Requirement, for the Council's consideration.

Following discussion it was moved (Noone/Acklin):

"1 That the report "Riccartern Road Safety Upgrade – Update" be received.

- 2 That the Council note that there are road safety issues to be addressed on Riccarton Road as identified in the Riccarton Road safety audit.**
- 3 That as the Council has confirmed the resolution of the Infrastructure Services Committee to withdraw the application for the Riccarton Road Notice of Requirement, that staff be instructed, through the General Manager City Environment, to:**
 - a) revisit the design options for Riccarton Road with a focus on safety improvements; and**
 - b) report back to the Infrastructure Services Committee on the findings of that investigation and the funding implications of the various options, in time for consideration as part of the 2011/12 Annual Plan process."**

Motion carried

Councillor Brown returned to the meeting at 2.26 pm, and Councillor Weatherall at 2.27 pm.

The Council **agreed** that the Chair of the Infrastructure Services Committee and General Manager City Environment should be authorised to release to the public appropriate parts of the reports and recommendations.

Confidential Report

TO: The Council

FROM: General Manager City Environment

MEETING DATE: 17 May 2010

SUBJECT: **RICCARTON ROAD SAFETY UPGRADE – UPDATE**

SUMMARY

A report was presented to the Infrastructure Services Committee on 19 April 2010 providing an update on the Riccarton Road Safety Upgrade including a revised design and project cost estimate. The report was in response to the interim decision issued by the Riccarton Road Notice of Requirement Hearings Committee who had indicated that the preferred option, Option 4B was not likely to be accepted and inviting the Council to present an alternative design that has less impact on adjacent landowners.

The 19 April 2010 report included a new option, Option 7 for the Committee's consideration which required a third less land with similar total costs. Due to concerns about cost escalations and the indications from the Hearings Panel, the Committee resolved to withdraw the Notice of Requirement application.

This report provides additional information on the Riccarton Road applications and the implications of the resolution to withdraw the Notice of Requirement, for the Council's consideration.

IMPLICATIONS FOR:

- | | |
|--|---|
| (i) Policy: | No |
| (ii) Approved Annual Budget: | No |
| (iii) LTCCP/ Funding Policy: | Yes – depending on the decision made by the Council. |
| (iv) Activity Management Plans: | No |
| (v) Community Boards: | Yes – depending on the outcome of the Council decision. |
| (vi) Sustainability: | No |

RECOMMENDATIONS

- 1 That the report "Riccarton Road Safety Upgrade – Update" be received.
- 2 That the Council note that there are road safety issues to be addressed on Riccarton Road as identified in the Riccarton Road safety audit.
- 3 That should the Council confirm the resolution of the Infrastructure Services Committee and withdraw the application for the Riccarton Road Notice of Requirement, that staff be instructed, through the General Manager City Environment, to:
 - a) Investigate safety improvement options for Riccarton Road with a focus on a minimal improvement option that would move to address the significant safety concerns; and
 - b) To report back to the Infrastructure Services Committee on the findings of that investigation and the funding implications of the various options, in time for consideration as part of the 2011/12 Annual Plan process.

BACKGROUND

The Infrastructure Services Committee received a report entitled "Riccarton Road Safety Upgrade – Revised Design and Project Costs" at its 19 April 2010 meeting. The report noted that the Council approved Option 4B for the upgrade of Riccarton Road on 16 June 2009 and that a Notice of Requirement Hearing was held in March 2010. The outcome of that hearing was that the Commissioners believed that the Option 4B design submitted by the Council was inappropriate and they asked the Council to submit a revised design that had less impact on the adjacent properties. The report noted that the Council had a number of options to consider by the Hearing Panel's 23 April 2010 deadline:

- a Submit a revised design as requested;
- b Challenge the decision, via the Environment Court that the original Option 4B design submitted is appropriate; or
- c Withdraw the Notice of Requirement application completely.

The report recommended the adoption of a new option, Option 7 which had a narrower footprint requirement.

The report also provided an update on project costs. An allocation of \$5.4 million had been allowed in the Council's LTCCP to fund the costs associated with the Riccarton Road upgrade. The new estimates, which were updated verbally at the meeting, are as follows:

	Design (\$000)	Land purchase (\$000)	Construction (\$000)	Total (\$000)
Current Budget				
Option 4B (LTCCP)	300	225	4,902	5,427
Revised estimates				
Option 4B	300	1,800	6,000	8,100
Option 7	300	1,200	6,400	7,900

It should be noted that the majority of this expenditure would be in the 2012/13 and 2013/14 years and that there would be no immediate impact on the 2010/11 or 2011/12 budgets.

19 APRIL 2010 INFRASTRUCTURE SERVICES COMMITTEE MEETING

The Infrastructure Services Committee resolved, on 19 April 2010 as follows:

"That the Council withdraw the Notice of Requirement application with a view to reassessing all the needs and merits of alternative options and their costings."

The Commissioners were advised that the Council would not be responding to the 23 April deadline for the submitting of a new proposal and that the Infrastructure Services Committee had considered the matter but the decision of the Committee could not be released until it was confirmed by the Council meeting on the 17 May 2010. The Hearing Commissioner subsequently granted an extension of time to the end of May for a response from the Council.

NZTA FUNDING

Previously the Infrastructure Services Committee had considered the issue of the Riccarton Road upgrade at its meeting on 15 June 2009. At that meeting, the Committee resolved:

- "1. That option 4B is the Committee's preferred option for upgrading Riccarton Road, noting that it would be subject to inclusion in the 2010/2011 Annual Plan."***
- 2. That confirmation of option 4B would depend on:***
 - a Referral to the Mosgiel/Taieri Community Board***
 - b NZTA funding***
 - c The outcome of the notice of requirement***
 - d The updated district plan roading hierarchy schedule.***
- 3. That a report be presented to the 2010/2011 Annual Plan LTCCP process."***

At the time of writing the 19 April 2010 report, and as recorded in the report to the Infrastructure Services Committee meeting on 19 April 2010, the New Zealand Transport Agency (NZTA) had indicated that, subject to their normal reviews, the project had merit and that they would, in principle, support the Council in its application for funding.

However, by the time of the Infrastructure Services Committee meeting itself, further advice had been received, and Councillors were verbally advised, that staff had received subsequent verbal advice from NZTA that the Council may not receive NZTA subsidy for the work that had been undertaken to date on the Riccarton Road design and Notice of Requirement hearing and that the Riccarton Road upgrade project may not receive subsidy for the physical construction. Such an outcome would be in breach of condition 2(b) above, with the effect that the Council would therefore not proceed with the upgrade even if all other conditions were met.

Further discussions were held with the NZTA after the 19 April 2009 2010 meeting and we can now confirm that subsidy has been obtained for design and Notice of Requirement fees for the approximately \$300,000 expended to date.

However it became clear during the discussion that the NZTA expectation is that at least 50% of the Riccarton Road upgrade benefits should come from safety improvements because this is how the project is being promoted, and it is from this funding category that the upgrade would be funded. However neither Option 4B nor Option 7 provide anywhere near this level of safety derived benefits given that the bulk of the benefits derive from the cycling and walking improvements. The walking and cycling category has a much higher benchmark for strategic fit and because Riccarton Road is not an inner city site, it does not rank highly for this category and consequently would be ranked below current funding parameters.

Based on the above profile, the Riccarton Road upgrade has a "Low" rating for strategic fit and a likely overall rating of LMM and the proposed upgrade would not be recommended for funding assistance by NZTA.

Based on those discussions, the proposed upgrading of Riccarton Road is unlikely to receive NZTA funding assistance.

It should be noted that the funding emphasis of the Government has changed since the original plans for the upgrade of Riccarton Road were developed. With the change in Government and the subsequent release of the Government Policy Statement, which set out the Government's strategic direction, the funding focus and criteria changed with one impact being a limit to available funding and a change in focus for cycling related projects. So although the project had and continues to have a good BCR, the funding rules changed part way through the project which is one reason why the project is unlikely to receive funding assistance from the NZTA for any further phases.

Currently the Riccarton Road upgrade is funded from R-funds under the Regional Land Transport Strategy. With the NZTA stance, there is a significant risk that the R-funds will be lost to the Dunedin City Council projects as other projects on the Regional Transport Strategy seek to make use of those funds. Given that, the Council may find that there is no NZTA subsidy that it will be able to make use of to upgrade Riccarton Road in the future as a capital project.

CURRENT SITUATION

The safety issues associated with Riccarton Road remain. Previous reports had noted that a safety audit had been done on Riccarton Road. The attached spreadsheet identifies the safety improvements that were recommended as part of that safety audit and what progress has been made on those safety improvements. It should be noted that some of the safety improvements identified can be remedied only by physically widening the road which may require moving the ditches on either side further out in some locations. The current proposal to upgrade Riccarton Road would have achieved this.

The ongoing maintenance of the road will continue to receive NZTA funding and the road width can be increased by up to 20% at the time that any major maintenance works are done. However the timeframe for reconstructing all of Riccarton Road is 10-15 years and there are limits on how much wider the road can be made at the time of that work due to the narrow road reserve. In addition and as already noted, it is likely that some areas of land will be required in order to meet minimum safety standards.

OPTIONS

There are a number of options available to the Council at this time. All of the options potentially will result in the Council having to go back to relook at the Riccarton Road upgrade to see if there is another viable option that both minimises the requirement to obtain land and which can be done in a way to obtain NZTA subsidy. The options are as follows:

- 1 Confirm the 19 April 2010 Infrastructure Services Committee recommendation and withdraw the designation.
- 2 Either retain Option 4B as the Council's preferred option or put forward the amended Option 7 for consideration.

Option 1 Confirm the 19 April 2010 Infrastructure Services Committee recommendation and withdraw the designation

Under this Option, the Council would advise the Hearing Committees Commissioners that it has withdrawn the designation application. The implications of this option are:

- The Riccarton Road safety concerns in their totality will not be addressed.
- Uncertainty would remain for residents on Riccarton Road.
- The withdrawal would in part be as a result of the NZTA indication that funding for the current proposal would not receive NZTA subsidy.

- The message from the Council would be clear that it now considers the proposed Option 4B can not be justified.
- It would be seen as the DCC withdrawing from the process and there may be a perception that the Council does not see that there is a safety issue on Riccarton Road sufficient to be dealt with at this time.
- This is likely to result in the loss of the R funding which may not be available for any future upgrade of the road.

Option 2 Either retain Option 4B as the Council's preferred option or put forward the amended Option 7 for consideration

Under this option, the Council would respond to the Hearing Commissioners that either Option 4B or the revised Option 7 was the preferred option. The implications of this option are:

- The Commissioners may decline the Notice of Requirement application as they appear to believe that the extra width is not justified.
- Option 7 while retaining a shared path, has a narrower footprint and therefore lesser requirement for land, which may address the concerns of the Commissioners and therefore be approved.
- The Council would be seen as still being focused on addressing the safety issue.
- This is unlikely to receive NZTA funding and increased funding would need to be provided by the Council.
- If the Commissioners did decide to approve Option 4B or the revised Option 7, then it would still be subject to the Council decision as to funding.

DISCUSSION

It seems unlikely at this stage that Option 4B for Riccarton Road would be approved by the Hearing Commissioners. It is unknown whether the revised Option 7 would be approved although the land required for that option has been reduced by one third.

However it has also become clear that neither of the current upgrade options (Option 4B or 7) would be funded by the NZTA.

The options before the Council at this stage therefore relate to whether the Council wishes to withdraw the Notice of Requirement (in accordance with the resolution of the Infrastructure Services Committee) or to complete the current process with the Hearings Committee and the NZTA to work through their processes to determine whether there is an option that would both get approved and get funded.

In the event that the current approach is overturned, then the Council would have to relook at the overall Riccarton Road situation, particularly given the road safety audit that was done.

Staff and the consultants would relook at the overall design with a view to undertaking a minimal improvement option that would address the significant safety concerns but which may leave other safety issues unaddressed. Under this scenario, the focus would be on taking no land or at least minimising the amount of adjacent land required for an upgrade. While this would not result in the optimal safety upgrade, it would provide for some improvement in safety. However it is likely that, given the narrowness of some parts of Riccarton Road, that adjacent land would still be required in some areas in order to provide for the minimum acceptable improvements that might be sought. This would possibly require a future Notice of Requirement process to secure the necessary Roding corridor for any such widening although this could require lesser land than either of Option 4B or Option 7.

As already noted it is also possible to widen the road slightly in parts as the roading surface is rehabilitated. Such an approach does attract subsidy from NZTA but the timeframe for reconstructing all of Riccarton Road is in the 10-15 year timeframe. There are limits on how

much wider the road can be made at the time of that work and as noted above, it is likely that some additional land will be required in order to meet minimum safety standards.

It is recommended that at this stage the existing funding for the Riccarton Road upgrade be retained in the Annual Plan as it is. Further work will be required on the future options for the road depending on the outcome of the Council consideration and it is not possible at this time to determine what funding may be required to address the Riccarton Road safety issues. A fuller report will be provided to the Infrastructure Services Committee once the approach to be taken is known which would then provide a basis for funding consideration in the 2011/12 Annual Plan.

CONCLUSION

The 19 April 2010 Infrastructure Services Committee recommended that the Notice of Requirement designation be withdrawn for Riccarton Road. This report outlines some of the implications of withdrawing the application at this stage and offers a number of other options for consideration. It is likely that the original proposal for upgrade will not be approved by the Hearing Commissioners. However it is also likely that the present options would not get funding from NZTA. Should the current Riccarton Road widening approach not be supported, either by the Council, the Hearings Commissioners or the NZTA, then an alternative approach of relooking at the overall design with a view to undertaking a minimal improvement option that would address the significant safety concerns is recommended.

Prepared and approved by:

Graeme Hamilton
**MANAGER TRANSPORTATION
OPERATIONS**

Tony Avery
GENERAL MANAGER CITY ENVIRONMENT

Date report prepared: 4 May 2010

Attachments

- 1: Riccarton Road safety audit spreadsheet
- 2: Aerial photo of Riccarton Road

ATTACHMENT 1

Ref	Recommendation	Ranking	Recommended Urgency of Treatment	Identified as Implemented	Items implemented?	Reasons not implemented
3.1	Provide a continuous edge line along both sides of Riccarton Road throughout its length.	Serious	Urgent	No	N/A	To be done in the Minor Safety Works programme in the 2010/2011 financial year if the upgrade does not proceed.
3.1	Review the need for no overtaking lines along Riccarton Road, particularly on the approaches to the Silverstream Bridge and rail crossing.	Significant	Action required	Yes	Done at the Silverstream Bridge.	Markings at railway level crossing to be included in comprehensive review of the Riccarton Road and Gladstone Road South intersection.
3.2	Install PW 9 Intersection Ahead signs on Riccarton Road on both approaches to the Dukes Road intersection.	Significant	Action required	Yes	Yes	Completed
3.2	Install PW 9 Intersection Ahead sign on Riccarton Road on the southbound approach to the Gladstone Road South intersection. Consider PW 9 sign on the northbound approach.	Significant	Action required	Yes	Only on southbound approach.	Northbound approach clearly visible and has advance intersection warning sign.
3.2	Relocate Width Markers on north side of Silverstream Bridge and south side of Mill Stream to the correct position.	Serious	Urgent	Yes	Last one in wrong position on north side of Silverstream bridge. West one missing on Mill Stream.	Forwarded for action as maintenance items.
3.2	Review and replace faded Width Markers along the full route.	Minor	Action Desirable	Yes	Yes	Completed
3.2	All non frangible poles, structures and solid hazards adjacent to the carriageway should be marked with hazard markers in accordance with MOTSAM.	Serious	Urgent	No	N/A	This will be assessed to determine the level of risk given the location of the hazard. However, the Riccarton Road Upgrade will address many of these issues.
3.3	Undertake a hazard risk assessment analysis of the combined impact of narrow verges, deep, non recoverable ditches and headwall structures in order to influence an effective programme of hazard removal, modification, protection or identification.	Significant	Action required	No	N/A	Will be fixed as part of Riccarton Road Upgrade
3.5	Install transition guardrail on both approaches to the Silverstream Bridge.	Significant	Action required	No	N/A	Will be fixed as part of Riccarton Road Upgrade
3.5	Install retro reflective edge marker posts to highlight driveways and vehicle accesses.	Significant	Action required	Yes	Yes	Completed
3.5	Localised widening on the inside of bends should be provided to cater for turning movements of large vehicles.	Minor	Action Desirable	No	N/A	Will be fixed as part of Riccarton Road Upgrade
3.5	As recommendation in 3.3			No	N/A	Will be fixed as part of Riccarton Road Upgrade

Ref	Recommendation	Ranking	Recommended Urgency of Treatment	Identified as Implemented	Items implemented?	Reasons not implemented
3.6	Consideration should be given to additional warning signs along Riccarton Road to warn motorists of the presence of pedestrians and/or cyclists if their volumes are such that their safety becomes an issue.	Significant	Action required	Yes	Yes	Completed
3.7	Skid resistance tests of the carriageway surface should be undertaken throughout Riccarton Road and within 50 metres from the key side road approaches, with remedial action taken to address any identified deficiencies.	Serious	Urgent	No	N/A	Understood that some locations will be included in the next round of skid resistance testing. Overall issue would be addressed with the Riccarton Road Upgrade.
3.10	Relocate RG 6 Give Way signs on Gladstone Road South to be closer to a driver's line of sight. Replace with larger signs.	Significant	Action required	Yes	No	Currently being monitored as sign is visible
3.10	Consider installation of splitter islands on Gladstone Road to provide area to position secondary give way signs.	Significant	Action required	No	N/A	To be included as part of Riccarton Road Upgrade
3.10	Replace PW 13 sign on Gladstone Road with correct version showing priority on Riccarton Road.	Significant	Action required	Yes	Yes	Completed
3.10	Install PW 2 Give Way Ahead signs on both Gladstone Road approaches and consider use of advanced road markings.	Significant	Action required	Yes	Only on east side only and intersection markings in poor condition	Completed
3.10	Consider installation of combination sign on Riccarton Road warning of both the Gladstone Road intersection and rail crossing.	Significant	Action required	Yes	Only on north side	Being investigated
3.10	Carry out a comprehensive review of the intersection of Riccarton Road and Gladstone Road South.	Significant	Action required	No	N/A	Signs at railway level crossing to be included in comprehensive review of the Riccarton Road and Gladstone Road South intersection.
3.10	Trim or remove vegetation on the south west and north east corners of intersection to improve visibility for traffic turning from Bush Road.	Significant	Action required	Yes	Yes but not sufficiently to improve sight distance - needs trimming on top as well as further along the fenceline	Completed
3.10	Consider installation of splitter islands on Bush Road to provide area to position secondary stop signs.	Significant	Action required	No	N/A	To be included as part of Riccarton Road Upgrade

Ref	Recommendation	Ranking	Recommended Urgency of Treatment	Identified as implemented	Items implemented?	Reasons not implemented
3.10	Monitor the effect of the non standard approach markings on Bush Road to ensure they do not contribute to any crashes.	Comment	For further consideration	No	N/A	Noted and will be monitored in terms of driver behaviour.
3.10	Relocate RG 5 Stop signs to be closer to the edge of Dukes Road seal.	Significant	Action required	Yes	Yes	Completed
3.10	Install PW 1 Stop Ahead signs on both Dukes Road approaches and consider use of advanced road markings on sealed approach.	Significant	Action required	Yes	Signs done but unsure about markings	Signs done. Markings will not be done as it is envisaged that splitter islands will be installed with the Riccarton Road upgrade.

