



## Otorohanga Community Board

# AGENDA

27 April 2017

**4.00pm**

A Walkover will take place of Rotary Park at 2pm, please meet at Kiwi House carpark.

Members of the Otorohanga Community Board

Mr Alan Buckman  
Mrs Katrina Christison  
Mrs Liz Cowan  
Mr Neville Gadd  
Mr Paul McConnell  
Mr Peter Coventry

Minutes Secretary: Mr CA Tutty (Governance Supervisor)

# OTOROHANGA COMMUNITY BOARD

27 April 2017

Notice is hereby given that an Ordinary meeting of the Otorohanga Community Board will be held in the Council Chambers, 17 Maniapoto Street, Otorohanga on 27 April 2017 commencing at 4pm.

19 April 2017

**DC Clibbery**  
**CHIEF EXECUTIVE**

## AGENDA

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**PRESENT**

**IN ATTENDANCE**

**APOLOGIES**

**ITEMS TO BE CONSIDERED IN GENERAL BUSINESS**

**CONFIRMATION OF MINUTES – 23 March 2017**

**DECLARATION OF INTEREST**

**ITEM 19                    PROPOSED AMENDMENT OF STRUCTURES AND WORKS IN PUBLIC PLACES BYLAW**

**To:**                    **Chairperson and Members**  
**Otorohanga Community Board**

**From:**              **Chief Executive**

**Date:**                **27 April 2017**

**Relevant Community Outcomes**

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- The Otorohanga District is a safe place to live
  - Ensure services and facilities meet the needs of the Community
  - Promote the local economy and opportunities for sustainable economic development
- 

**Executive Summary**

A recent request from a business to remove the deteriorating verandah from their premises on Maniapoto Street has led to consideration of potential changes to relevant Council regulations.

**Staff Recommendation**

It is recommended:

That it be recommended to Council that amendments be made to the Structures and Works in Public Places Bylaw that permits the use of post-supported verandahs in the pedestrian precinct areas of the Otorohanga District.

**Report Discussion**

A request has been received from the owner of a business premises on Maniapoto Street for permission to remove the verandah from their building. The existing verandah has deteriorated and was considered by Council's Building Control staff to be at risk of collapsing, and in response to this additional temporary supports have been installed.

The request may upon first inspection appear to be a relatively straightforward one, but in reality this matter cannot be viewed in isolation and a broader understanding of the scale and scope of the issue and long term implications of any policy position is believed to be necessary before a response is provided to this property owner.

Whilst the premises in question are at the end of a section of Maniapoto Street that has verandahs, and as such its removal would not create a gap within a currently unbroken section of covered walkway, granting permission for removal would still seem to strengthen precedents for further removals of 'end of section' verandahs, and as such does not seem appropriate.

**Otorohanga Main Street Streetscape**

For the purpose of this report the area of shops and street frontage under consideration will be referred to as the pedestrian precinct which is a defined policy area in the District Plan. A survey of this area reveals that along Maniapoto Street there are 43 commercial buildings with verandahs and five without. Some buildings and verandahs contain more than one shop or

business. There are an additional eight buildings with verandahs on Balance Street and Tuhoro Street.

Using Council's GIS mapping tool suggests that the pedestrian precinct provides a total length of 820 metres of verandah. The average span of the structures is in the range of 2.5m to 3.0m giving a total area under cover of approximately 2300m<sup>2</sup>.

Verandahs are a vital component of a streetscape. They provide shelter for the public, protect shop fittings and goods from sunlight and weather, enhance the appearance of the central business area, allow street dining, provide lighting at night and support decorations and advertising. Historically business owners and councils have worked to provide continuous cover by effectively joining verandahs along streets. This work maximises the benefits of these structures and any action or demolition that creates gaps in this connectivity causes a loss of amenity and benefit that is disproportionate to the length of structure removed.

### **Roads, Streets and Legislation**

Maniapoto Street is part of the State Highway network, designated as State Highway 3. The road reserve from shop front to shop front is owned by the crown and managed by the Government roading authority, NZ Transport Agency (NZTA). Under agreement with NZTA, Otorohanga District Council owns and manages the footpath area and is responsible for and manages council services laid within the road reserve. Side streets such as Balance Street and Tuhoro Street are local roads controlled by Otorohanga District Council as the roading authority. A verandah is the property of the owner of the building to which it is attached. It is a structure covered by the provisions of the Building Act 2004, which sets the standards for new construction, repairs and upgrades and enforcement measures for dangerous buildings.

The Otorohanga District Plan has a provision that requires newly constructed buildings in the pedestrian precinct to provide a verandah. This provision enshrines previously mentioned community values about the value and need for footpath shelter in the main business and retail area.

Concerns about the condition of many verandahs in the community led to the adoption of a new local bylaw in 2015. The *Structures and Works in Public Places Bylaw* provides Council with a compliance and enforcement tool to require maintenance and upgrades of existing verandahs. It is under the provisions of this bylaw that a decision can be made to allow the removal of an existing verandah or require it to be upgraded and repaired.

The decision to adopt a bylaw was also driven by the need to have regulatory tools available to compliment the provisions and regulations approved by the *Building (Earthquake Prone Buildings) Amendment Act*. This new act defines 'unreinforced concrete masonry parapets' as potentially earthquake prone buildings. Many of the older shopfronts in Otorohanga will fall into this category.

Otorohanga District is listed as being a medium seismic risk area, and within a medium risk area the Territorial Authority must identify all potentially earthquake prone buildings within 10 years and serve notice on the owners of those buildings. Once notice has been served on a building owner the owner must strengthen or demolish the building within 25 years (of the notice). However where sufficient vehicle and pedestrian traffic could be affected unreinforced buildings could be assessed as being 'priority' buildings. Such an assessment would reduce the previous timeframes to 5 years and 15 years.

Council would be required to conduct community consultation before deciding if buildings in Maniapoto Street were 'priority' buildings and thus subject to the tighter timeframes. Regardless of timeframes, the effect on building owners is twofold:- public notification of risk and the cost of remediation.

The earthquake prone notices would be public documents, affixed to the building in a visible place and disclosed on LIMs. Such visual indications of earthquake susceptibility are likely to

affect the value and the rent-ability of the property. Owners will be faced with upgrading or demolishing as demand for their property decreases.

As such whilst there is potential for Council to shorten the timeframe in which achieving compliance is required, there are good reasons to be cautious about doing so.

Consideration of the earthquake prone risks of parapets is integral to the matter of verandahs as many of the verandahs along the main street of Otorohanga are not freestanding but are in fact are suspended off parapets. In most cases the verandahs depend solely on the mass of the concrete within the parapet to support them but with little if any structural integrity available to withstand a sudden shock (earthquake or wind) or excessive load (hail storm, work party).



### **Verandah Types**

Shop front verandahs generally fall into two main types, post supported or suspended.

#### **Post Supported Verandahs**

An example of this type is shown to the left.

This type of verandah tends to be an older-style, typically with a timber or steel frame and corrugated iron cladding

The gutter is generally on the verandah's street edge with downpipes secured to (or within) the posts and discharging to the street gutter.

The earliest verandahs were typically of this type, but over time the trend has been towards-suspended structures.

#### **Suspended Verandahs**

This type is, as the name suggests suspended from the building. This suspension can take two basic forms, either through structures in tension that are tied back to the building, or – typically found in more modern

buildings substantial cantilevered beams that provide support through flexural strength.

Most suspended verandahs have an internal gutter where the building and verandah join, with either concealed or surface-mounted downpipes which discharge through a pipe in the footpath to the street gutter.

Relative advantages of the two verandah types are as follows:

#### **Post Supported - Advantages**

- Places least structural demands on building; supporting elements in compression.
- Reduced potential for catastrophic failure.
- Drainage arrangements are simple, easily maintained and have less potential for adverse effects on structure.
- Can be complementary to style of some older buildings
- Lower overall cost

### **Suspended Verandahs - Advantages**

- Least interference/hazard with pedestrians, vehicle doors etc
- Less visually intrusive
- Greater potential for visual continuity of streetscape
- Less exposed to damage by vehicles etc.

All of the permanent verandahs in Otorohanga are of the suspended type, with a large majority of these reliant on steel rods tied back to the building. That our verandahs are of this form is considered to be primarily due to issues of fashion that have prevailed at the time of building construction.

Whilst there is a requirement in Council's District Plan for all new buildings in the 'Pedestrian Precinct of Otorohanga to be provided with verandahs, the Plan does not stipulate the type of verandah that must be constructed. Section 3.5 of Council's Structures and Works in Public Places Bylaw does however state that requirements for verandahs includes that '*Every verandah, balcony or awning extending over a public place shall be of the suspended type*'.

This provision was included primarily with intention of maintaining streetscape consistency.

On reflection it does however appear that insufficient consideration may have been given to the potential approval of post-supported verandahs, and this is discussed later in this report.

### **Structure Diversity**

Issues regarding verandahs, parapets and the buildings which support them would be simpler if these structures had a high level of uniformity in respect of form, construction, age and condition, but in practice they do not, and as such it would appear extremely difficult to make valid generalisations regarding the works required and associated costs for particular premises.

Council does not at this time have a reliable estimate of the likely cost of replacing the existing verandah at the premises requesting removal with a new, structurally sound replacement of a similar suspended type. It is however not considered that having such a cost would significantly assist in guiding Council decision making on the response to the request, because this cost may not be reflective of what will be required for other premises, and any decision made must integrate with a strategy that can be applied to the whole street.

It is believed that to obtain a meaningful picture of such costs estimates would have to be prepared for a variety of different building on the street, and to do so would not be inexpensive and would also be subject to a significant degree of uncertainty, as the nature of the work and the willingness of builders to undertake this work are likely to be quite variable.

### **Indicative Costs – Verandah Replacement**

The total verandah stock in the pedestrian precinct represents a large capital investment. Elemental costs (i.e. value of 1m<sup>2</sup> of verandah) vary greatly with old and new, architectural and basic structures all present.

A previous enquiry to a large commercial builder for indicative prices for wholesale replacement of all verandahs in Otorohanga with free standing (not attached to the building) suspended (cantilevered) steel structures has yielded figures of between \$7 million and \$10 million.

This equates to unit prices ranging from \$5,500 per m<sup>2</sup> (architectural, with extensive glazing) to \$3,000 per m<sup>2</sup> (basic steel covered).

Superficial investigation suggests that unit cost of simple post supported verandahs may be substantially lower than this figure, potentially around \$1,500 per m<sup>2</sup>.

It is however also important to note than none of the costs above include any provision for undertaking other works to the building to address earthquake prone issues, such as the removal

or reinforcement of parapets, and as described previously it is extremely difficult to derive reliable figures for this.

Furthermore if extensive verandah replacements are to be undertaken – option 2 in the following section – it seems likely that it may also be appropriate to undertake correspondingly extensive replacements of other Council assets in the CBD areas, including pavers (which are likely to be severely disturbed by the works).

For these reasons the likely total costs of undertaking verandah replacements and associated works are potentially well above the figures indicated above.

### **Verandah Replacement Options**

Although only one shop front is known to currently be in failure mode many of the main street verandahs are near the end of their life span. The two most likely scenarios for the future replacement of these verandahs are believed to be as follows:

#### **Option 1: Shop by Shop Replacement:**

Under this approach as shopfronts and verandahs fall into disrepair or are assessed as being earthquake prone, the owner would be requisitioned by Council to effect repairs or replacement. Where the response is unsatisfactory enforcement action would be taken either under the provisions of the local Bylaw or the Building Act.

Where a suspended verandah requires replacement there is a likelihood that some broader earthquake prone issues relating to the building will also need to be addressed, even if the legislation did not yet require those earthquake prone issues to be addressed in isolation.

This is because in such a circumstance where a new verandah is proposed to be hung from an existing potentially earthquake prone façade, the property owner is likely to be required, through the building control process, to have a Registered Engineer certify the works, and such an engineer is unlikely to do so if he or she believes that the façade is earthquake prone or not otherwise structurally sound.

Furthermore there will almost always be some less direct connection between the replacement of a verandah and other structural issues of the building, for example where the verandah is post supported. In this case the replacement of the verandah might be undertaken without addressing other earthquake prone aspects of the building, the act of renewing the verandah may complicate future works such as a need to remove parapets.

Whilst a shop by shop verandah renewal approach might be simplest, the likely coupling of works on the verandah with a need to address parapets and other associated earthquake prone issues will raise the cost of the works to a level that may be challenging for some property owners. As such there is a strong likelihood of some buildings being demolished in response, and that we a disconnected main street could develop with accompany loss of amenity and function.

#### **Option 2: Coordinated Wholesale Renewal:**

The second option is Council adopting and leading an urban renewal project to protect and enhance the main street area, addressing all verandah and associated issues within one coordinated project. The benefit of this approach would be creation of a long lasting fit-for - purpose business area that will function well for the next two generations.

Such a project would however be extremely ambitious. The cost would be very substantial and the funding of it would be challenging. Many of the associated businesses will not be very profitable, and there is likely to be significant inability and/or unwillingness of property owners to fund the works in a coordinated way, particularly if their own verandah has not yet substantially deteriorated.

Recent experience of Council in seeking the participation of private properties in a proposed wastewater system for the main street of Kawhia has highlighted how difficult it is for struggling businesses to take a forward looking approach that requires additional expenditure on their part.

Applying substantial public funding toward such a project would however also be likely to be challenging, because of the very clear association of this funding with particular private properties and the value of those properties. The fact that in many cases the replacement of verandahs would have to be integrated with other works to reduce earthquake prone risks (such as the removal of parapets) would elevate costs and there is likely to be significant variances between the costs (and if publically funded, the benefits) for particular properties.

As such not only would public funding of these works face likely opposition from general ratepayers, there could also be dissatisfaction amongst the business premises if some were receiving much more substantial subsidies than others.

A funding strategy that capped the public contribution to any particular property would to some degree address such issues of fairness and consistency, but leaving a dependency on the property owners for the residual portion of the funding leaves the possibility that some properties would not be willing to contribute, and that undesirable gaps along the street could result.

Whilst Council will at some point be able to use mandatory compliance with earthquake prone building requirements as a lever, the fact remains that you can't get blood out of a stone, and circumstances may arise where property owners simply can't afford to pay for the works required.

Regardless of how a wholesale renewal project is approached, the issues would be complicated and interconnected. The verandahs vary by age and design and many will remain serviceable for decades to come with just normal care and maintenance. The parapets are problematic and in many cases the verandahs and parapets are integral and must be addressed as one.

In addition any work will require disturbance to the street paving, the storm water system will require an upgrade and a project of this scale is also an ideal time to assess and replace water services and possibly lay down conduit for Fibre Broadband. Any building work would have to be well managed and planned to ensure disruption to traffic flow is minimised and safety risks are mitigated.

Though the visionary nature of a possible Council coordinated strategy of wholesale verandah renewal is appreciated, it is not considered a realistic proposition, and as such it is believed that shop-by-shop replacements will have to be undertaken as the need arises.

## **Other Districts**

At this point little useful information has been found from other Councils regarding how to comprehensively address verandah deterioration issues.

A few Councils have adopted bylaws similar to that of ODC which require existing verandahs to be properly maintained, but no Councils appear to have yet given detailed consideration to broader strategies of how these requirements might integrate with other earthquake prone elements of the building or limited abilities to pay.

That such broader consideration has not occurred almost certainly reflects the complexity of doing so.

Even in those centres where extensive verandah replacements have been precipitated by earthquakes – most notably Christchurch – no attempts seem have been made to establish new strategies regarding verandahs and associated structural features. This is perhaps understandable as in the chaos that follows such an event there is considerable urgency to restore communities to a functional state, and it is unlikely to be practical to attempt develop new policies at that time.

The Council that appears to have done most in these regards is that of Wanganui, which in 2013/14 amended their District Plan to enable broader use of post-supported verandahs as an

alternative to the suspended type, for reasons that included the perceived lesser earthquake risks of the post-supported type.

Most recently, and in response to the Christchurch and Hurunui/Kaikoura earthquakes, the government has made amendments to the Building Act to address a perceived continuing elevated risk of earthquakes in central NZ, and the Ministry of Business Innovation and Employment (MBIE) has issued guidelines on securing parapets and facades on unreinforced masonry buildings.

Whilst these amendments and guidelines are not immediately applicable to the Otorohanga District, it seems reasonable to expect that a very similar framework could become applicable if there was a major earthquake nearby, and hence should be considered as we develop our own strategy for managing verandah and earthquake prone building issues.

The MBIE guidance provides a number of relatively straightforward concept designs for securing building parapets and facades, but makes limited reference to the securing of attachments such as suspended verandahs, and hence it appears that ensuring the stability of these elements may add a further level of complexity and cost.

In this light there is considered to be a need to explore potential options to simplify and reduce obligations on property owners.

### **Proposed Next Steps**

To agree to the particular request to remove the verandah has the potential to create (or reinforce) unhelpful precedents.

Whilst there are regulatory provisions requiring verandahs to be provided on new buildings in the pedestrian precinct, and for existing verandahs to be repaired or replaced, there is no existing rules that could require a verandah to be added to an existing building for which approval had previously been given for the verandah to be removed. As such under the existing regulatory framework the approved removal of a verandah should be considered a one-way process; once it is gone, it is gone forever.

The loss of verandahs from particular buildings will create adverse issue that include:

- Gaps will leave pedestrians exposed to weather
- Visual continuity of the street frontage will be broken; not just by the absence of the verandahs themselves, but also from loss of cosmetic attachments such as hanging baskets and signage.
- Others building owners will expect to receive similar permission

To require the premises to replace the existing verandah with a new similar structurally sound suspended replacement is however also recognised to be challenging, since it is likely to also require structural strengthening to address earthquake risks that may extend beyond the façade and parapet. Whilst such strengthening will have to be undertaken at some point, linking it to a suspended verandah replacement has the potential to bring forward the timing of this work by as much as 20 years.

The suggested approach to the request, and other similar issues, is an intermediate one, which is to permit a new post-supported verandah to be installed.

To do this would not require other earthquake prone aspects of the building to be immediately addressed and would therefore enable a short or medium term solution to be provided at moderate cost.

For such installation of a post-supported structure a change would however have to be made to the Structures and Works in Public Places Bylaw to permit this.

Consideration has also been given to whether an amendment of the bylaw should go further than just permitting the installation of post-supported verandahs, and instead encouraging or requiring this type of structure where a suspended (tied back) verandah is being replaced.

The benefit of such approach might be a greater degree of consistency in the streetscape, but in practice there will inevitably be limits on the level of consistency that can be achieved because of the presence of a number of newer buildings that have cantilever supported verandahs , for which replacement with a post supported type is never likely to be necessary or practical.

It also needs to be appreciated that the shop-by-shop renewal of verandahs is likely to be a progressive process that extends over many years, and during this period there will inevitably be a mixture of verandah types in the town, which residents will become comfortable with.

It is therefore believed that the most appropriate position for Council to take would be limited to permitting post-supported verandahs, provided that the form of such verandahs followed one of a number of standard designs (or made use of certain standard components, such as supporting posts) approved by Council so as to retain as much consistency as is reasonably achievable.

Council could position itself to provide a design and advisory service to individual premises, providing a cost effective modular post supported verandah design that could be replicated (perhaps with design variations) along our pedestrian precinct. Such an approach could provide savings for building owners, but they would still be left to address the cost of removing masonry facades and parapets.

It is appreciated that such an approach would not produce the dramatic enhancement of the CBD that was envisaged as being achievable from a coordinated approach, but it is strongly believed that pragmatism has to prevail.

It is also recognised that the proposed approach does not address issues of earthquake prone building compliance head-on, and that the strategy is instead something of a 'holding pattern' until the need to address such compliance becomes mandatory at some time in the future. Again' this is considered the pragmatic approach.

### **Proposed Bylaw Change**

The proposed change to the Structures and Works in Public Places bylaw is relatively minor, being limited to the inclusion of the new underlined words below at the beginning of Clause 3.5 of the bylaw:

*Every verandah, balcony or awning extending over a public place shall be either of the suspended type, or a free standing post supported type constructed in accordance with one of the standard design specifications approved by Council.*

At this time these design specifications (or specifications of approved components) have not yet been developed, and are not considered necessary at this point, but will be needed before the proposed bylaw amendment can be given effect, and Council's Building Control team will be requested to develop these specifications in the near future.

Because only Council has the power to make or amend bylaws the next step would be to recommend such a change to Council. If Council accepts that recommendation, public consultation would be required as part of the bylaw amendment process.

Dave Clibbery  
**CHIEF EXECUTIVE**

**ITEM 20 OTOROHANGA COMMUNITY FOOTPATH CONSTRUCTION PROGRAMME**

**To: Chairperson & Members  
Otorohanga Community Board**

**From: Roding Manager**

**Date: 27<sup>th</sup> April 2017**

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**Relevant Community Outcomes**

- The Otorohanga District is a safe place to live
  - Ensure services and facilities meet the needs of the Community
- 

**Executive Summary**

This report reviews the current footpath construction programme and the prioritised list of footpaths for construction, updating the programme previously established in 2008.

The factors affecting priority for construction have been validated in the field, and the calculation of the priority has been reviewed and updated as required to confirm which footpaths should be constructed first, and which footpaths should not be included on the construction list. Data from recent customer satisfaction surveys and safety records has been considered but the information does not suggest that there is a serious need or desire for footpaths in the community.

The existing desire to provide a footpath on both sides of every street, which will take another 74 years to implement (\$3.7 million) at the current level of funding, has been reconsidered with a more appropriate extent of footpaths able to be completed over the next 40 years at a cost of \$1.96 million

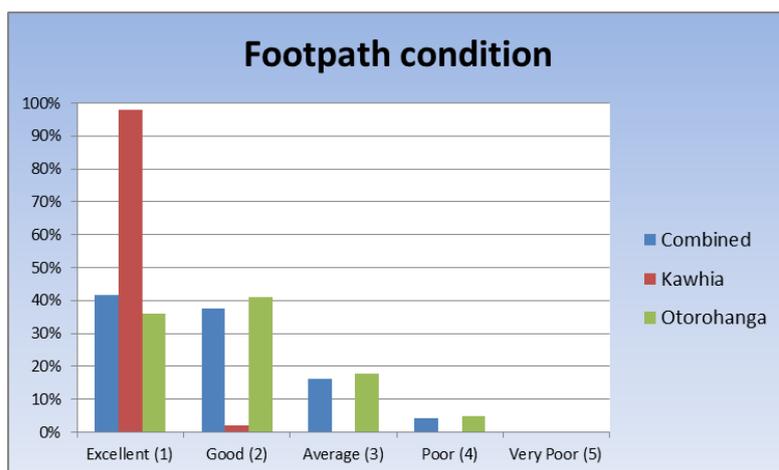
**Staff Recommendation**

It is recommended:

That the proposed construction programme is reviewed by the board to confirm the construction order, and adopts the construction plan for implementation commencing in 2017/18.

**Report Discussion**

It is a long held ambition of the Community Board to provide a footpath on both sides of each road within the Otorohanga Community, and an annual budget of \$50,000 has traditionally been provided for new footpath construction, in addition to \$50,000 per annum for footpath maintenance. Currently there is a total length of 19.03km of footpath in the Otorohanga community, mostly in solid concrete (17.05km), and generally in good serviceable condition.



### Current programme to construct footpaths

To achieve a single footpath on every urban Otorohanga township road a total length of 2.3km of additional footpath is required, and to provide a footpath on both sides of all roads in the community will require a further 17.6km of path.

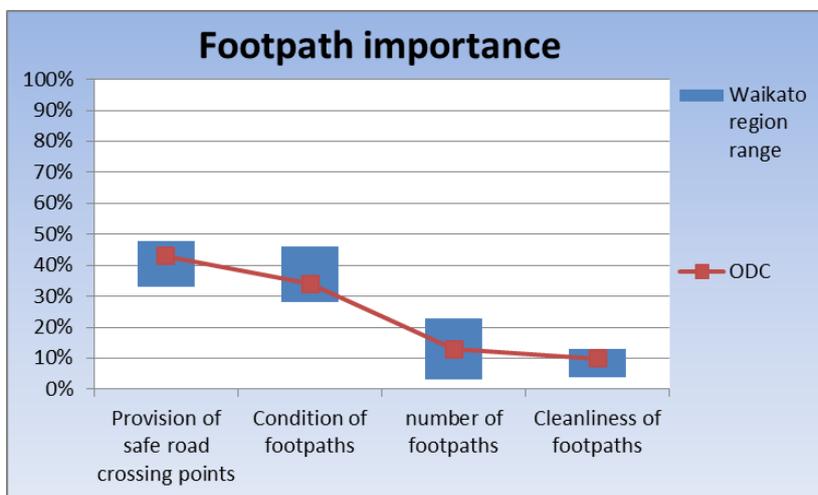
The construction costs for this total of 19.9km of footpath is estimated to be \$3.7 million, and to achieve the final aim of full network provision at the current investment rate of \$50,000 per annum will take 74 years to complete.

With some of the footpath network indicating as being in poor condition, it is expected that full renewal of sections of the existing footpath network will need to commence in the next ten to twenty years, and the budget costs for this will start to be shown in the 10 year forward planning.

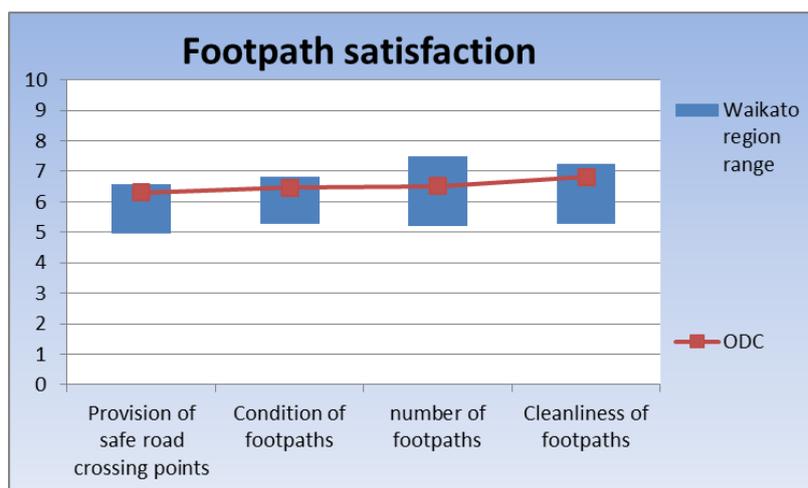
Based on the current prioritised construction list the next footpath due to be constructed is the second footpath on Main North Road

### Current customer satisfaction and demand

In a 2015 customer service satisfaction survey undertaken by Road Asset Technical Accord (RATA), Otorohanga District compared very well with the other Councils in the Waikato region. Survey participants were asked what they felt was important to be provided in a footpath, choosing between provision of safe road crossing points, condition of footpaths, number of footpaths and cleanliness of footpaths. Only 11% of the respondents reported there were not enough footpaths, with 77% of respondents being satisfied, or very satisfied with the current footpaths in the Otorohanga District (combined Kawhia and Otorohanga townships) The current customer level of satisfaction with those factors was also surveyed, results are as shown below.



The survey indicates that it is more important to our community for footpaths to be safe and in good condition, than for there to be more footpaths (1 being not satisfied and 10 being completely satisfied) as shown below.



The survey indicates our community is generally satisfied with the footpath network, and the level of satisfaction with footpaths compared well to the other districts within the Waikato Region for footpath satisfaction.

Staff are not aware of a level of desire from ratepayers and residents for additional footpaths, with few if any requests for paths or complaints about a lack of footpaths.

#### Works required to complete Otorohanga township footpaths

The roads currently without a footpath, or which currently have only a single footpath are shown on appendix A & B attached. Based on current estimates for construction, the value of these works is \$3.7 million.

This length of future footpath construction on roads currently without a footpath (appendix A) includes some footpaths which could be considered to be not warranted, discussed as follows.

- SH 31/39, McCready Road to Waitomo Valley Road. This road is outside the community boundary, and there are very few dwellings or businesses to be served by the footpath. Unless the possible future commercial development on Redland Road is completed, it may not be warranted to consider this path.
- Factory Drive. The sealed formation currently extends from boundary to boundary with commercial entranceway locations not well defined. A footpath will be difficult to construct with any level of pedestrian safety.
- Waipa Esplanade. It is thought there is very little pedestrian activity on this road, although if well utilised the new motorhome park site may generate additional need.
- Far Vue Lane. This roadway operates much more like a Right of Way and has only a narrow formation, with limited space between the seal and the railway.

In addition there are some roads on the construction list for a second footpath (Appendix B) where the second path will be difficult, considerably more expensive or completely impractical to undertake, notably Main North Road where there are significant obstructions in several places along the berm, as well as unfavourable existing driveway gradients. Similarly Karaka Road, Gradara Ave and Longview Roads have high or low level access formations, making footpath construction impractical.

#### History of injuries as a result of no footpath.

Information from the crash database has been checked to determine the numbers of recorded crashes involving cyclists, skateboarders and pedestrians.

In the period between 1980 and 2016, 11 cyclists have been recorded as having involved in a crash, 9 of those where the cyclist was at fault (82%). Generally the crash was a result of the cyclist failing to give way while on the roadway, or the vehicle failing to give way to a cyclist. A number of the cyclists involved were school age or younger, and riding on the footpath may have prevented the crash, but it is still illegal for cyclists of any age to ride on the footpath. Cyclist safety is difficult to include as evidence for construction of footpaths.

In the period from 1980 to 2016 18 pedestrians have been recorded as having been involved in a road crash.

- 12 of those (67%) of those crashes record the pedestrian as being at fault for crossing heedless of traffic.
- Four of the “at fault” pedestrians are recorded as being alcohol “impaired”.
- Five of the “at fault” pedestrians are recorded as being below the age of 10
- Of the 6 crashes where the pedestrian was not at fault, most are for a vehicle failing to give way at an intersection, or the driver making significant error.
- The existence or use of a footpath is not thought to have contributed to the crash, or changed the extent of any potential injuries.

A lone skateboarder is recorded in the statistics, struck by a vehicle while crossing heedlessly.

The crash data does not support construction of additional footpaths for pure road safety improvements, although the clear risk to pedestrians using a live traffic lane remains.

## Main North Road

Of the 18 recorded incidents of a pedestrian being involved in a road crash, 14 were on State Highways, 6 on Main North Road, (including two fatalities), and 8 on Maniapoto Street. While the State Highways are managed by NZTA, the footpaths are a Council managed and funded asset. The footpaths on Maniapoto Street are fully developed, with good provision for crossing, a lower speed environment and little in the way of physical works are likely to be able to be undertaken to improve pedestrian safety. Main North Road however has a higher speed environment, limited safe crossing points and only a footpath on one side of the road.

The upcoming district speed management plan may result in works being undertaken to “encourage” a lower speed environment of 50km/hr, but it is possible that any change in the speed environment or limit is some time off in the future. The number of pedestrians and the high traffic volumes on Main North Road put the construction of a second footpath high on the priority ranking (see detail below) but the existing built environment makes this difficult to achieve. In places the existing roadside kerb is located right at the top of a very steep bank leaving no room to build a traditional slab on ground footpath. A suspended walkway is likely to be possible, but would be extremely expensive. In other locations existing walls leave insufficient room for a footpath, or existing steep driveways make construction a level path quite difficult while maintaining access to private properties.

There are also issues on Main North Road around existing vehicular access to a number of properties, relating to overly steep driveways, and maintenance of shared access driveways. It is the opinion of the Roding Manager that a safe, appropriate and self explaining speed environment, private property access and shared private access lanes are issues which should be considered together, and construction of a likely very expensive and logistically difficult footpath should be deferred until a plan to address all the issues is considered.

## The One Network Road Classification

The NZTA are strongly promoting the adoption of the ONRC for use in setting levels of service for Council transport facilities. While the NZTA fund neither footpath construction or footpath maintenance, the principals of the ONRC apply well to where a footpath may be required.

The higher the ONRC hierarchy classification the higher the vehicle / freight movement is considered to be of importance and priority. Conversely the lower the ONRC hierarchy classification the lower the priority for vehicle movements and the greater the importance given to alternative mode travel including bicycles and pedestrians. On a high ONRC level road, vehicles can expect to move smoothly and efficiently along a road without needing to make allowance for the slower and more vulnerable road users, and so provision of good footpaths to cater for pedestrians and cyclists is appropriate. On low level roads (with generally considerably lower traffic volumes) vehicles can expect to share the environment with other road users, traveling more slowly with a higher level of awareness of the vulnerable road user.

The roads within the Otorohanga township are all within the lower half of ONRC hierarchy, and following the ONRC principals, the very lowest hierarchy roads may not justify capital expenditure for a second or even any footpaths.

It is appropriate that consideration is given to limiting footpath construction to a single footpath on Access roads and Low Volume roads.

### Possible limiting of footpath construction

It is the opinion of the Roothing Manager that the Board target of construction a footpath on both sides of every road can with justification be revised. The following criteria for construction of a new (urban) footpath are presented for consideration by the Board;

- A footpath on both sides of Collector roads and above,
- A footpath on both sides of all (urban) roads within 500m of schools
- A single footpath in Access and Low Volume roads,
- No footpath planned for the following roads
  - i. SH31/39 – McCreedy Road to Waitomo Valley Road
  - ii. Factory Drive
  - iii. Far Vue Lane
  - iv. Waipa Esplanade
- Second footpath for Main North Road on hold until speed management plan resolved

Based on these guidelines, the revised total cost to complete the footpath programme becomes \$1.3million, with a period of 25 years required to complete at an annual provision of \$50,000. (Note that this excludes the works to complete Main North Road second footpath)

### Prioritisation of Construction

There is an existing approved mechanism used by Council to determine a priority for individual footpath construction.

Priority Index value =  
(Daily Vehicle number x  $\text{Log}_{10}$ ) x (Pedestrian obstructions + Visibility + Vehicle speed + Youth & Elderly) x Existing path

It is considered that this methodology takes into account all relevant factors and it is proposed to continue with this system unchanged. All the factors for individual roads have recently been confirmed through site inspection to ensure the prioritisation is as accurate as practical.

The prioritised list for footpath construction as proposed is as follows, although it is noted that this prioritisation is to provide guidance to the board, and adjustments to meet the construction order as the board sees fit is able to be undertaken.

| Street / Road     | Section                                      | Path length (m) | Estimated construction cost (\$1,000's) | ONRC                | Calculated Priority Index Value |
|-------------------|--|-----------------|---|---------------------|---------------------------------|
| Huiputea Drive    | Phillips Ave to Progress Drive               | 333             | 57                                      | Primary Collector   | 14.85                           |
| Huiputea Drive    | Progress Drive to SH 31                      | 711             | 121                                     | Primary Collector   | 14.85                           |
| Hinewai Street    | William Street to Kakamutu Road              | 323             | 55                                      | Secondary Collector | 11.88                           |
| Kakamutu Road     | Maniapoto St to Turongo St Intersection      | 190             | 32                                      | Secondary Collector | 11.88                           |
| Kakamutu Road     | Domain Drive to Alex Telfer Drive            | 140             | 24                                      | Secondary Collector | 11.88                           |
| Kakamutu Road     | Alex Telfer Drive to Hinewai St Intersection | 242             | 41                                      | Secondary Collector | 11.88                           |
| Kakamutu Road     | Mountain View Rd to Ouruwhero Rd             | 92              | 16                                      | Secondary Collector | 11.88                           |
| Phillips Ave      | 72 Phillips Ave to Rangiatea Road            | 429             | 73                                      | Secondary Collector | 11.88                           |
| Phillips Ave      | Phillips Ave to Karaka Road                  | 603             | 103                                     | Secondary Collector | 8.91                            |
| Old Te Kuiti Road | Old Te Kuiti Road to 52 Old Te Kuiti Road    | 548             | 93                                      | Secondary Collector | 7.92                            |
| Otewa Road        | Opposite Fare Vue Lane to 100KM Sign         | 1006            | 171                                     | Secondary Collector | 7.92                            |
| Progress Drive    | Start of Progress Drive to 23 Progress Drive | 300             | 51                                      | Secondary Collector | 6.00                            |
| Progress Drive    | 23 Progress Drive to No Exit                 | 270             | 46                                      | Access              | 6.00                            |
| Trapski Drive     | Trapski Drive No Exit                        | 280             | 48                                      | Low Volume          | 6.00                            |
| Karaka Road       | Phillips Ave to SH3 Otorohanga Rd            | 388             | 66                                      | Access              | 5.28                            |
| Haerehuka Street  | Winsdor Court to Te Kawa Intersection        | 177             | 30                                      | Access              | 3.96                            |
| Te Kawa Street    | Kakamutu Road to Hinewai Street              | 204             | 35                                      | Access              | 3.96                            |
| William Street    | Hinewai Street to Kakamutu Road              | 200             | 34                                      | Low Volume          | 2.97                            |
| Kihikihi Road     | Kihikihi Road No Exit                        | 110             | 19                                      | Low Volume          | 2.00                            |
| Progress Drive    | Start of Progress Drive to 23 Progress Drive | 300             | 51                                      | Secondary Collector | 1.98                            |
| Hillcrest Ave     | Hillcrest Ave No Exit                        | 132             | 22                                      | Low Volume          | 1.00                            |
| Cruden Ave        | Cruden Ave No Exit                           | 74              | 13                                      | Low Volume          | 0.00                            |
| Te Waireka Road   | Te Waireka Road No Exit                      | 155             | 26                                      | Low Volume          | 0.00                            |

Note that main North Road is missing from this prioritised list, and is shown below for reference.

| Street / Road   | Section                                    | Path length (m) | Estimated construction cost (\$1,000's) | ONRC          | Calculated Priority Index Value |
|-----------------|--|-----------------|---|---------------|---------------------------------|
| Main North Road | Thompson Ave to Opposite 122 Main North Rd | 205             | 57                                      | Regional Road | 11.88                           |
| Main North Road | 116 Main North to 100 KM Sign              | 840             | 235                                     | Regional Road | 11.88                           |
| Main North Road | Maniapoto St to Harpers Ave                | 630             | 176                                     | Regional Road | 8.91                            |
| Main North Road | Harpers Ave to Thompson Ave                | 956             | 268                                     | Regional Road | 8.91                            |

### Contract for footpath maintenance and Construction

Previous Council practice for footpath construction and maintenance works was for an annual contract to be awarded, with a value of \$50,000 for maintenance and \$50,000 for construction. Footpath works are unfortunately not supported with NZTA funding assistance. It has recently been decided that for management efficiencies that a single contract every three years, for a total value of \$300,000 (\$150,000 for maintenance and \$150,000 for construction) was adopted. This allows for more substantial sections of footpath to be completed at any one time, and the scale of the work is likely to result in reduced tender values, and reduced contract administration costs.

It is proposed to change from the practice of budgeting a set annual recurring value, to budgeting around logical footpath groupings generally following the \$50,000 per annum, this to prevent needing complete footpath sections over several years.

### Draft Construction programme

A draft footpath construction programme for Otorohanga community, based on the details presented in this report, is attached as appendix C for the Boards consideration. This programme assumes that a cohesive plan for Main North Road is agreed within the next few years and so is included in the programme.

### Consultation and communication

It is proposed that a prioritised footpath construction plan is published on the Council website to communicate the programme to the wider community.

Prepared by

**Martin Gould**  
**ROADING MANAGER**

### **Attachments**

- a. Appendix A: roads currently without any footpath
- b. Appendix B: roads currently without a second footpath
- c. Appendix C: draft footpath construction programme

## Appendix A: Roads currently without a footpath

| Street / Road   | Section                                      | Path length (m) | Estimated construction cost (\$1,000's) | ONRC                | Daily Vehicles |
|-----------------|--|-----------------|---|---------------------|----------------|
| SH 31 / SH 39   | McCready Road to Waitomo Valley Rd           | 500             | 98                                      | Regional Road       | 4783           |
| Cruden Ave      | Cruden Ave No Exit                           | 74              | 13                                      | Low Volume          | 78             |
| Factory Drive   | Factory Drive No Exit                        | 56              | 10                                      | Low Volume          | 100            |
| Fare Vue Lane   | Fare Vue Lane No Exit                        | 263             | 45                                      | Low Volume          | 30             |
| Hillcrest Ave   | Hillcrest Ave No Exit                        | 132             | 22                                      | Low Volume          | 95             |
| Kihikihi Road   | Kihikihi Road No Exit                        | 110             | 19                                      | Low Volume          | 10             |
| Progress Drive  | Start of Progress Drive to 23 Progress Drive | 300             | 51                                      | Secondary Collector | 1443           |
| Progress Drive  | 23 Progress Drive to No Exit                 | 270             | 46                                      | Access              | 1443           |
| Te Waireka Road | Te Waireka Road No Exit                      | 155             | 26                                      | Low Volume          | 21             |
| Trapski Drive   | Trapski Drive No Exit                        | 280             | 48                                      | Low Volume          | 50             |
| Waipa Esp       | Waipa Esp No Exit                            | 188             | 32                                      | Low Volume          | 2              |

## Appendix B: Roads requiring a second footpath

| Street / Road      | Section                                      | Path length (m) | Estimated construction cost (\$1,000's) | ONRC                | Daily Vehicles |
|--------------------|--|-----------------|---|---------------------|----------------|
| Alex Telfer Drive  | Alex Telfer Drive to Soccer Club Room        | 116             | 20                                      | Access              | 230            |
| Alex Telfer Drive  | Soccer Club Room to Domain Drive             | 255             | 43                                      | Low Volume          | 230            |
| Blucks Road        | Blucks Road No Exit                          | 310             | 53                                      | Access              | 270            |
| Clarke Street      | Clarke Street to Orahiri Terrace             | 70              | 12                                      | Access              | 635            |
| Cruden Ave         | Cruden Ave No Exit                           | 74              | 13                                      | Low Volume          | 78             |
| Domain Drive       | Domain Drive to Alex Telfer Drive            | 418             | 71                                      | Access              | 476            |
| Factory Drive      | Factory Drive No Exit                        | 56              | 10                                      | Low Volume          | 100            |
| Fare Vue Lane      | Fare Vue Lane No Exit                        | 263             | 45                                      | Low Volume          | 30             |
| Frederick Street   | Frederick Street No Exit                     | 174             | 30                                      | Low Volume          | 105            |
| Glen View Ave      | Glen View Ave No Exit                        | 172             | 29                                      | Low Volume          | 88             |
| Gradara Ave        | Gradara Ave to Mountain View Road            | 1083            | 184                                     | Access              | 889            |
| Haerehuka Street   | Winsdor Court to Te Kawa Intersection        | 177             | 30                                      | Access              | 951            |
| Harper Ave         | Harper Ave No Exit                           | 446             | 76                                      | Access              | 295            |
| Hillcrest Ave      | Hillcrest Ave No Exit                        | 132             | 22                                      | Low Volume          | 95             |
| Hinewai Street     | William Street to Kakamutu Road              | 323             | 55                                      | Secondary Collector | 1322           |
| Huiputea Drive     | Phillips Ave to Progress Drive               | 333             | 57                                      | Primary Collector   | 3359           |
| Huiputea Drive     | Progress Drive to SH 31                      | 711             | 121                                     | Primary Collector   | 3359           |
| Kakamutu Road      | Maniapoto St to Turongo St Intersection      | 190             | 32                                      | Secondary Collector | 1766           |
| Kakamutu Road      | Domain Drive to Alex Telfer Drive            | 140             | 24                                      | Secondary Collector | 1766           |
| Kakamutu Road      | Alex Telfer Drive to Hinewai St Intersection | 242             | 41                                      | Secondary Collector | 1766           |
| Kakamutu Road      | Mountain View Rd to Ouruwhero Rd             | 92              | 16                                      | Secondary Collector | 1766           |
| Karaka Road        | Phillips Ave to SH3 Otorohanga Rd            | 388             | 66                                      | Access              | 450            |
| Kihikihi Road      | Kihikihi Road No Exit                        | 110             | 19                                      | Low Volume          | 10             |
| Limestone Drive    | Limestone Drive No Exit                      | 100             | 17                                      | Low Volume          | 142            |
| Long View Crescent | Long View Crescent No Exit                   | 144             | 24                                      | Low Volume          | 112            |
| Main North Road    | Maniapoto St to Harpers Ave                  | 630             | 176                                     | Regional Road       | 6000           |
| Main North Road    | Harpers Ave to Thompson Ave                  | 956             | 268                                     | Regional Road       | 6000           |
| Main North Road    | Thompson Ave to Opposite 122 Main North Rd   | 205             | 57                                      | Regional Road       | 6000           |
| Main North Road    | 116 Main North to 100 KM Sign                | 840             | 235                                     | Regional Road       | 6000           |
| Mair Street        | Mair Street to Te Kawa Street                | 322             | 55                                      | Access              | 317            |
| McKenzie Ave       | McKenzie Ave No Exit                         | 207             | 35                                      | Low Volume          | 121            |
| Merrin Ave         | Merrin Ave No Exit                           | 284             | 48                                      | Low Volume          | 149            |
| Mountain View      | Gradara Ave to Kakamutu Road                 | 1030            | 175                                     | Access              | 465            |
| Old Te Kuiti Road  | Old Te Kuiti Road to 52 Old Te Kuiti Road    | 548             | 93                                      | Secondary Collector | 1137           |
| Orahiri Terrace    | Orahiri Terrace to Rangipare Street          | 634             | 108                                     | Low Volume          | 125            |
| Ormsby Crescent    | Ormsby Crescent No Exit                      | 238             | 40                                      | Low Volume          | 154            |
| Otewa Road         | Opposite Fare Vue Lane to 100KM Sign         | 1006            | 171                                     | Secondary Collector | 2186           |
| Phillips Ave       | Phillips Ave to Karaka Road                  | 603             | 103                                     | Secondary Collector | 1445           |
| Phillips Ave       | 72 Phillips Ave to Rangiatea Road            | 429             | 73                                      | Secondary Collector | 1445           |
| Progress Drive     | Start of Progress Drive to 23 Progress Drive | 300             | 51                                      | Secondary Collector | 1443           |
| Progress Drive     | 23 Progress Drive to No Exit                 | 270             | 46                                      | Access              | 1443           |
| Ranfurlly Street   | Turongo Street To Maniapoto Street           | 154             | 26                                      | Access              | 509            |
| Rangipare Street   | South School to No Exit                      | 212             | 36                                      | Access              | 333            |
| Rangitahi Street   | Te Kawa Street to Te Kanawa Street           | 480             | 82                                      | Access              | 728            |
| Sangro Crescent    | Sangro Crescent No Exit                      | 88              | 15                                      | Low Volume          | 52             |
| Te Kawa Street     | Kakamutu Road to Hinewai Street              | 204             | 35                                      | Access              | 341            |
| Te Kawa Street     | Kakamutu Road to Hinewai Street              | 335             | 57                                      | Access              | 341            |
| Te Waireka Road    | Te Waireka Road No Exit                      | 155             | 26                                      | Low Volume          | 21             |
| Thompson Ave       | Main North Road to 9 Thompson Ave            | 210             | 36                                      | Access              | 323            |
| Trapski Drive      | Trapski Drive No Exit                        | 280             | 48                                      | Low Volume          | 50             |
| Wagonline Road     | Wagonline Road No Exit                       | 62              | 11                                      | Low Volume          | 19             |
| Waipa Esp          | Waipa Esp No Exit                            | 188             | 32                                      | Low Volume          | 2              |
| William Street     | Hinewai Street to Kakamutu Road              | 200             | 34                                      | Low Volume          | 300            |

Appendix C: Otorohanga Community footpath construction programme (for discussion)

Please see separate attachment.

## **ITEM 21            HOUSING FOR THE ELDERLY REVIEW OF RENTAL**

**To:                    Chairperson & Members**

**From:                Governance Supervisor**

**Date:                 27 April 2017**

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### **Relevant Community Outcomes**

- Ensure services and facilities meet the needs of the Community
- 

### **Executive Summary**

A review of Housing for the Elderly rentals in Elizabeth Place and Windsor Court, Otorohanga is proposed.

### **Staff Recommendation**

It is recommended:

That rental charged for units in Elizabeth Place and Windsor Court, Otorohanga be increased as follows –

Single unit -        \$103.00 per week (3% increase )

Double unit -       \$135.00 per week (4% increase )

**effective from    1 July 2017**

### **Report Discussion**

The rentals for units in Elizabeth Place and Windsor Court were reviewed in April 2016 at which time it was resolved that the rental charged for the single units be increased by approximately 11% and double units by 5% effective from 1 July 2016 to –

Single unit -    \$100.00 per week

Double unit -   \$130.00 per week.

Should a carport be available, the Tenant will be required to pay an extra \$6.00 per week for this. As members will be aware it is necessary to give Tenants not less than 60 days notice of any proposed increase in rental and ideally to take into account pension dates. Council is free to set whatever rental it feels appropriate and should any Tenant experience hardship because of this assistance is available through Work and Income New Zealand, Accommodation Supplement.

The net weekly New Zealand Super Income rates, which came into effect from 1 April 2017 are –

Single    - living alone    \$390.20

            - sharing            \$360.18

Double   -one qualifies    \$285.28

            - One partner qualifies \$ other partner included - \$570.56

            - both qualify     \$600.30

### **MAINTENANCE**

At this point it is indicated that the estimated budget figure of \$17336 for maintenance for the year ending 30 June 2017 will be utilised.

### **CAPITAL WORKS FOR 2016/17**

Estimated at \$12,300 for refurbishment of units, estimated actual \$12,300

Estimated at \$19,000 for Bathroom refurbishment, estimated actual \$19,000

## **INCOME 2016/17**

Based on current occupancy the estimated income of \$122,000 will be under the budget estimate of \$130,688.

The estimated balance in the account, as at 30 June 2017 will be \$51,633 overdrawn, a decrease of \$8,583.

Following an inspection of the units late last year with Council's Community Facilities Officer it was agreed that the following work should be allowed for in the 2017/18 year.

### **Activities operation**

|                                      |          |
|--------------------------------------|----------|
| A Lawn mowing                        | \$9293   |
| B Other services – Refuse collection | \$4,172  |
|                                      | \$13,465 |

### **Asset Maintenance**

|                      |                |
|----------------------|----------------|
| A Other services     | \$9909         |
| B Engineering Admin. | \$7573         |
|                      | \$17482        |
| <b>TOTAL</b>         | <b>\$30947</b> |

### **Capital expenditure for 2017/18**

|                        |                |
|------------------------|----------------|
| Refurbishment of units | \$12516        |
| Bathroom refurbishment | \$19296        |
| <b>TOTAL</b>           | <b>\$31812</b> |

**Note – Insulation required half cost \$7,500 (2017/18) \$7500 (2018/19)**

### **Setting rentals for 2017/18**

I have spoken to a local Real Estate Company and they advise that the market rental for similar units has increased slightly to –

Bedsitter - \$160-\$170 per week  
One Bedroom \$180- \$190 per week  
Our neighbouring Council's charge as follows –

#### **Waitomo District Council**

Bedsitter \$100 per week  
One Bedroom (small) \$107 per week  
One Bedroom (large) \$120 per week

#### **Waipa District Council**

Bedsitter \$150 per week  
One Bedroom – Palmer St, includes Washing machine \$160-\$175 per week  
- Churchill & Mangapiko Sts attached garage \$120 per week.  
-

**Colin Tutty**

**GOVERNANCE SUPERVISOR**

**ITEM 22           OCB MATTERS REFFERED FROM 23 MARCH 2017**

**To:               Chairperson & Members**

**From:           Governance Supervisor**

**Date:           27 April 2017**

---

**Executive Summary**

**CHAIR**

**23 February 2017**

- i) To make contact with Mrs F Rawlings/Mr C Payne regarding freedom parking in Otorohanga.

**23 March 2017**

- i) To email members of a suitable date in the second week of April 2017 to meet with representatives of the Project Kiwiana Committee.

**COMMUNITY FACILITIES OFFICER**

**23 February 2017**

- ii) To give consideration to replacing the existing lights in the Edmund Hillary Walkway with LED lighting in the future.

**ENGINEERING MANAGER/COMMUNITY FACILITIES OFFICER**

**23 February 2017**

- i) To arrange a suitable date for members/staff to walk over Rotary Park - inform members via email.

**ENGINEERING MANAGER**

**23 March 2017**

- i) To arrange for staff to give consideration to installing painted arrows in Waitomo Valley Road and Kakamutu Road to encourage tourists to remain on the left hand side of the road.

**CA Tutty**

**GOVERNANCE SUPERVISOR**

**GENERAL**