

Notice is given that an ordinary meeting of the Strategy and Policy Committee will be held on:

**Date:** Thursday 27 February 2020  
**Time:** 9.30 am  
**Meeting Room:** Tasman Council Chamber  
**Venue:** 189 Queen Street  
Richmond

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## **Strategy and Policy Committee**

### **LATE ITEMS AGENDA**

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## LATE ITEMS

**5 LATE ITEMS**

**9 REPORTS**

9.13 Submission on Arataki (New Zealand Transport Agency's 10 year view on transport priorities) ..... 5



## 9 REPORTS

### 9.13 SUBMISSION ON ARATAKI (NEW ZEALAND TRANSPORT AGENCY'S 10 YEAR VIEW ON TRANSPORT PRIORITIES)

Decision Required

<b>Report To:</b>	Strategy and Policy Committee
<b>Meeting Date:</b>	27 February 2020
<b>Report Author:</b>	Dwayne Fletcher, Activity Planning Manager; Jamie McPherson, Transportation Manager; Drew Bryant, Activity Planning Advisor - Engineering Services
<b>Report Number:</b>	RSAPCC20-02-13

#### 1 Summary

- 1.1 Arataki is the New Zealand Transport Agency's (NZTA) 10-year view of what is needed to deliver on the government's current priorities and long-term objectives for the land transport system.
- 1.2 It includes a high level view of NZTA's strategic priorities for investment regionally – in this case in the top of the south. This will later inform NZTA's programme.
- 1.3 NZTA have developed an initial draft of Arataki for comment. Their national summary is contained in attachment one and the regional (top of the south) summary is contained in attached two.
- 1.4 A draft submission is attached for consideration and approval by the committee (attachment three).

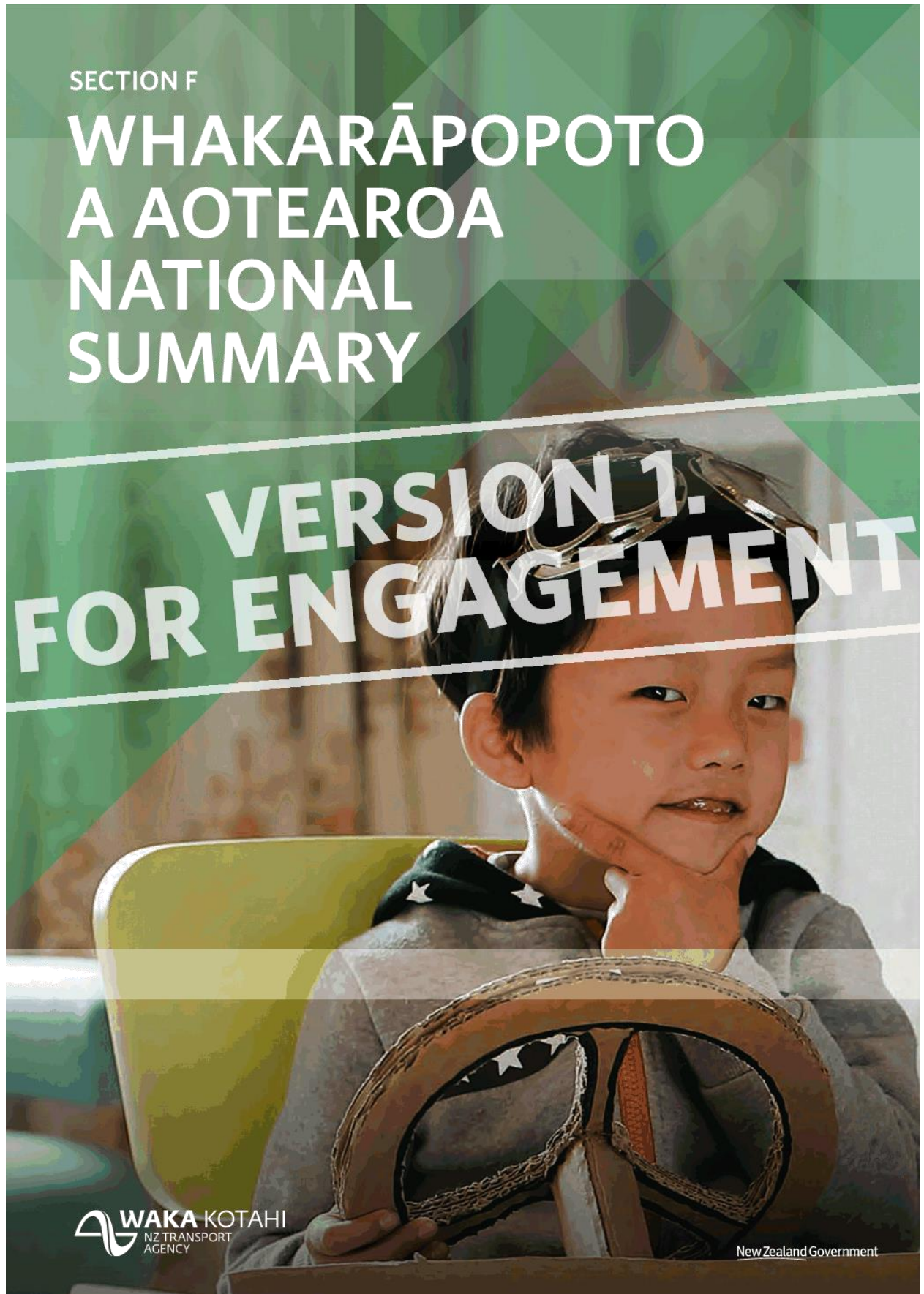
#### 2 Draft Resolution

##### That the Strategy and Policy Committee

1. receives the Submission on Arataki (New Zealand Transport Agency's 10 Year Review on Transport Priorities) report RSAPCC20-02-13 ; and
2. notes that a draft submission on Arataki for consideration will be circulated prior to the committee meeting;
3. approves the submission (attachment three);
4. approves the Engineering Services Manager and the Chair of the Strategy and Policy Committee to make minor edits to the submission and any other changes sought by the committee.

<b>3 Attachments</b>
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- |    |   |    |
|----|---|----|
| 1. | National Picture Arataki                                    | 7  |
| 2. | Regional Picture Arataki                                    | 27 |
| 3. | Draft Tasman District Council Submission to NZTA on Arataki | 33 |



# WHAKARĀPOPOTO A AOTEAROA NATIONAL SUMMARY

THE TRANSPORT AGENCY ARATAKI SECTION F

**VERSION 1.  
FOR ENGAGEMENT**

The **national summary** identifies the types of activities at a national 'system-wide' level that the Transport Agency considers are needed to deliver on the government's objectives for the land transport system and the step changes. It looks across the range of levers that we can use directly, or in partnership with others, to contribute to the future land transport system.

This section sets out:

- an overview of the land transport system from a national perspective
- national responses that the Transport Agency will lead, or partner on with others, to contribute to the step changes at the national 'system-wide' level.

This section should be read alongside the regional summaries, as the responses identified in the national summary will support step changes and desired outcomes in all regions.

## OVERVIEW OF THE LAND TRANSPORT SYSTEM

A safe, well connected and accessible land transport system is critical for the health and wellbeing of New Zealanders and underpins our economy. It supports our communities by connecting them to employment, education and essential services, at the same time getting goods to market.

A great land transport system offers choice in the way people move around, including walking and cycling and public transport, and connects road, rail and coastal shipping.

Roads are currently the backbone of New Zealand's domestic transport system. They support many different modes of transport such as cycling, private vehicles and public transport.

By contrast, most of the rail network is used for freight and is effective at moving heavy goods over longer distances. There are some inter-regional passenger services and commuter services in Auckland and Wellington, with light rail being planned currently.

Coastal shipping also provides an important way of moving large items (such as oil, logs, cement and fertiliser) on longer inter-regional journeys within New Zealand.

At a national level, our transport system is vital for the movement of visitors and freight between regions and islands. New Zealand's economy is dependent on getting its goods to international markets and supporting tourism which is the country's largest service export.

Freight volumes are forecast to increase in future, consistent with our population growth and economic trends.<sup>8</sup> The transition to a lower-emissions economy is expected to have an impact.

Development of the land transport system has, at times, been more focused on managing growth by building roads to increase capacity. This has led to widespread urban growth and a dependency on private car travel to move around.

**The next 10 years will need to see a move towards more integrated land-use and transport planning. This will help shift us away from our reliance on single occupancy private vehicles and the dominance of roads to move freight. The Future of Rail project plans to integrate rail into the land transport system, ensuring it is planned, funded and maintained as part of this system.**



A safe, well connected and accessible land transport system is critical for the health and wellbeing of New Zealanders and underpins our economy



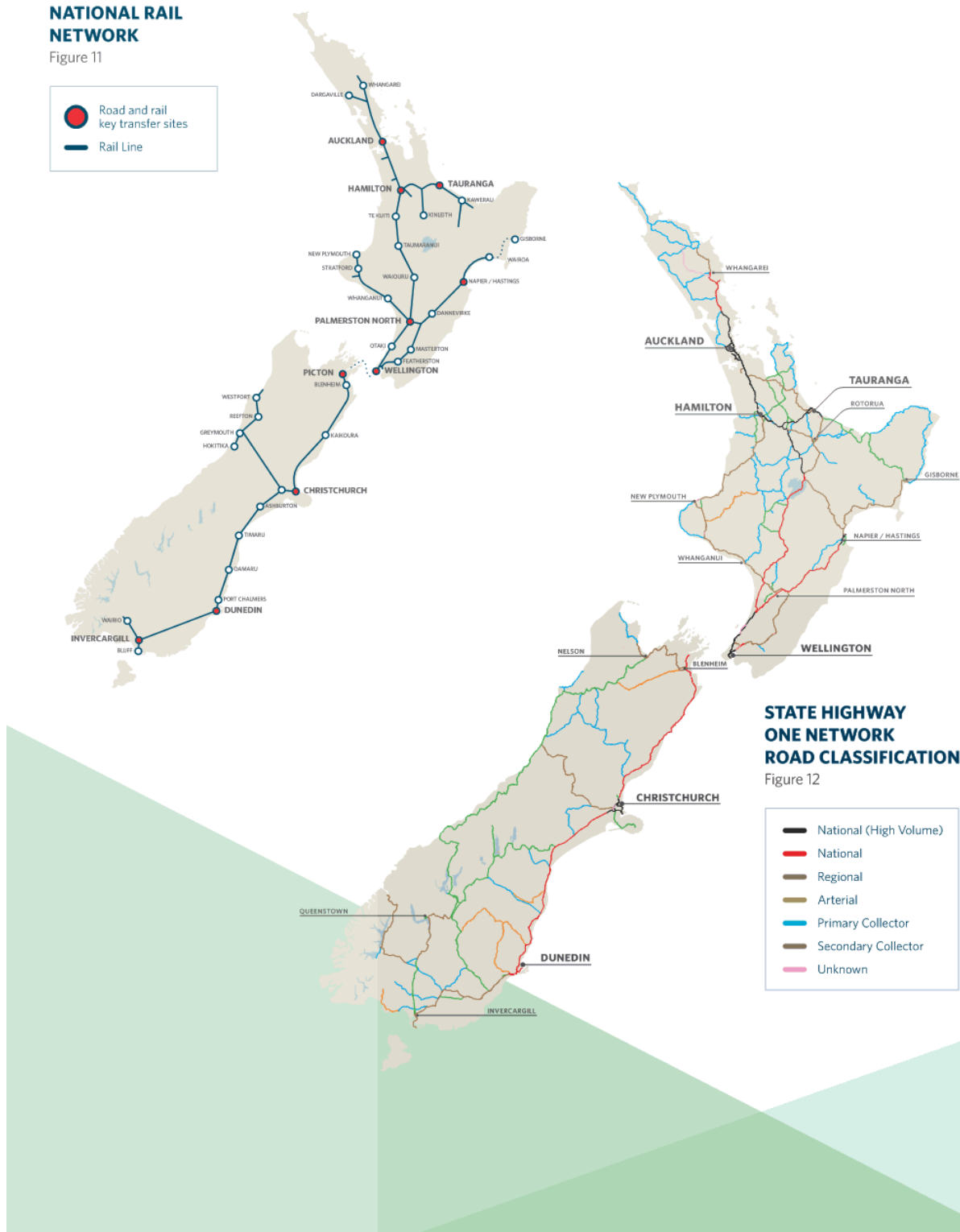
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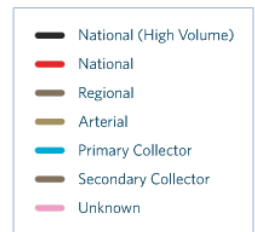
**NATIONAL RAIL NETWORK**

Figure 11



**STATE HIGHWAY ONE NETWORK ROAD CLASSIFICATION**

Figure 12



**VERSION 1.  
FOR ENGAGEMENT**

# NGĀ WHAKAUTU Ā-MOTU NATIONAL RESPONSES

The Transport Agency has a key role to play at the national or 'system-wide' level in supporting the government's objectives for the land transport system, and the step changes that we see are needed to achieve those objectives over the longer-term.

We already have work underway to support all the step changes but we are only in the early stages of developing targeted implementation plans for them. We will progress this work as a priority in coming years so that we can transparent about the role we are playing and the benefits we are delivering nationally and for the regions.

We outline below some of the actions underway to support each of the five step changes, and where we see the need for further work to be targeted.



## VERSION 1. FOR ENGAGEMENT

### IMPROVE URBAN FORM

By encouraging good quality, compact, mixed-use urban development, we can make our towns and cities safer, healthier and more attractive places for people to move around. Good urban form also underpins efficient transport of goods to market.

Transport and land-use are interdependent and it is vital that land-use and transport infrastructure planning is integrated.

In the Government Policy Statement on Land Transport (2018/19 – 2027/28, p.41), the Minister of Transport set out his expectation that:

“The NZ Transport Agency will take a lead role in securing integrated planning of the land transport system”, including that we

“encourage consistent, good practice planning so that the integration between transport use and land-use is well managed ...”

This requires us to take a more active role in working with our partners to develop land-use, have input to statutory processes, directly deliver projects and provide standards and guidance.

Principles for integrated transport and land-use planning are set out in Waka Kotahi NZ Transport Agency’s **Good Practice Guide for Integrating Land-Use and the Transport System**, which is under development.

Key activities that the Transport Agency will **lead**, or **partner** on, to **improve urban form** include:

- complete the Good Practice Guide and embed it through the sector to ensure that we have clear direction on how transport can best support liveable communities (eg integrated ticketing, on-demand public transport, mobility as a service)
- support the preparation of guidance on better and more widespread use of development contribution tools under the Local Government Act
- evolve the One Network Road Classification to a One Network Framework to better reflect place aspirations and wider transport outcomes. This will include balancing the movement and place functions on different categories of road
- work with the Ministries of Health and Education and other partners to develop relationship agreements to address location and transport planning for high trip generating activities, including new schools and major hospitals
- enable the trialling of innovative traffic control measures
- support and implement the **Accessible Streets** regulatory package
- support development of a **Roads and Street Framework** to guide best practise in delivering urban transport infrastructure, placemaking and the treatment of street edges and adjacent public spaces
- support local government to implement **Innovative Streets**, to enable quick and cost-effective trialling of changes to street environments to improve liveability and placemaking
- ensure that urban development outcomes are addressed in the Investment Decision Making Framework and related instruments
- encourage the review of existing subdivision and road development standards (eg NZS4404) to ensure they deliver liveable communities
- provide evidence of the whole of life costs of servicing different land-use development patterns, and metrics to measure the effectiveness of interventions to improve liveability.



### IMPROVE URBAN FORM

## VERSION 1. FOR ENGAGEMENT

### TRANSFORM URBAN MOBILITY

Transforming urban mobility means addressing the causes of car dependency and growing the share of travel by public transport, walking and cycling. Traditionally we have played a largely reactive role on this issue. We are well placed to have a more proactive role in accelerating the increased use of public transport, walking and cycling given our national scale and size of operation.

We can do this in three ways:

- **Shaping urban form** (see Improve urban form, on previous page)
- **Making shared and active modes of transport more attractive:** improving the quality, quantity and performance of public transport facilities/services and walking and cycling facilities so more people use them
- **Influencing travel demand and transport choices:** changing behaviour may also require a mix of incentives and disincentive to either discourage use of private vehicles or by making people more aware of their options and incentivising them to try something new. A wide variety of interventions can influence a shift in transport modes. As we do not directly have responsibility for all these levers, for example road pricing and parking policy, partnership, integrated planning and decision-making, and co-investment with others will be key to our success.

Further direction is provided in Waka Kotahi NZ Transport Agency's ten-year plan for mode shift, **Keeping Cities Moving, 2019**.

Key activities that the Transport Agency will **lead**, or **partner** on, to **transform urban mobility** include:

- partner to develop and deliver regional mode shift plans in Auckland (completed), Wellington, Christchurch, Hamilton, Tauranga and Queenstown, in partnership with local government
- play a greater role in land-use planning processes to better align growth patterns and transport investment
- work with local partners and develop best practice guidance to help streets become great urban places where people want to walk and cycle more
- focus network optimisation and operation activities on delivering mode shift
- enable rapid delivery of small-scale street changes that support mode shift, especially where they also help improve safety
- support mode shift through investment decision-making processes
- plan and deliver key strategic rapid transit, walking and cycling projects
- apply economic tools (pricing and incentives) to encourage people to change the way they travel
- partner with local government to deliver the national ticketing programme
- update parking, travel planning and street changes guidance to ensure they are aligned with best practice approaches that support mode shift
- take a greater leadership role in public conversations relating to mode shift and reducing car dependency
- track progress through a mode shift evaluation framework.



**TRANSFORM  
URBAN  
MOBILITY**

## VERSION 1. FOR ENGAGEMENT

### SIGNIFICANTLY REDUCE HARMS

#### SAFETY

The Road to Zero – Road Safety Strategy for New Zealand (2020-30) has a vision of a New Zealand where no one is killed or seriously injured in road crashes. This means that **no death or serious injury while travelling on our land transport system is acceptable.**

Adopting this vision means we need to build a land transport system that protects everyone from land transport trauma. We will help achieve this by embedding road safety principles and harm reduction in our transport design, regulation, planning, operation and funding.

A 40% reduction in deaths and serious injuries by 2030 will be achieved through action in five key areas:

1. Improve the safety of our cities and regions through infrastructure improvements and speed management
2. Significantly improve the safety performance of the vehicle fleet
3. Treat road safety as a critical health and safety at work issue
4. Encourage safer choices and behaviour on roads
5. Drive action through effective system management.

Public transport is the safest mode. Increasing use of public transport therefore plays a key role in reducing harm, along with urban design that includes separated walking and cycling facilities or safe shared-use pathways, clear lighting, and roading design which encourages slower speeds.

Measures to shift the freight task from road to rail (and potentially also to coastal shipping) also have a role to play in increasing the safety of road users.

Further direction is provided in the Ministry of Transport's **Road to Zero: A New Road Safety Strategy for NZ** released for consultation in 2019.

Key activities that the Transport Agency will **lead**, or **partner** on, to **significantly improve safety** are contained in the Road to Zero strategy. Other work in relation to our regulatory function includes:

- rail safety
- speed management and safety rules
- strengthening operational coordination and intelligence sharing between agencies through the Road Safety Partnership
- addressing data and research gaps through the new Transport Evidence Base Strategy and new intervention modelling
- ongoing engagement activities to build public understanding and support for a Vision Zero approach to road safety.



**SIGNIFICANTLY  
REDUCE  
HARMS**

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FOR ENGAGEMENT**



**SIGNIFICANTLY  
REDUCE  
HARMS**

**HEALTH**

In the short-term, our approach to delivering better health outcomes, particularly from harmful air and noise pollution and poor physical activity levels, will be through initiatives that target other step changes, such as improved urban form, increasing access to and the use of public transport, walking and cycling, and efforts to reduce carbon emissions. We will also continue to work to manage the noise impacts of transport through a mix of land-use planning and mitigation works.

Further direction is provided in Waka Kotahi NZ Transport Agency's **Sustainability Action Plan** which is under development.

Key activities that we will **partner** on, to **improve public health** include:

- emissions reduction interventions, specifically:
  - accelerating mode shift innovations, pilots and demonstrations that showcase the environmental and public health benefits of reducing emissions (eg low emission zones, healthy streets and other land-use management actions, described above under improve urban form and transform urban mobility)
  - identifying new partnerships to co-design and deliver low emission, shared, safe and active transport initiatives (eg Ministry of Health) see Tackle climate change over page.

## VERSION 1. FOR ENGAGEMENT

### TACKLE CLIMATE CHANGE

#### ADAPTATION

We have been managing resilience of the land transport system for some time. This step change calls for us to think about the impacts of climate change explicitly in our planning, design and maintenance of assets and decision-making when working with communities.

This step change will follow an adaptive approach, as climate change impacts will increase and need adapting to regardless of any mitigation actions to minimise their extent. Decisions we all make now will have long-lasting consequences either positively or negatively. Some decisions will need to be made ahead of when all the impacts are fully understood or felt so we minimise the costs of adjusting and maximise our chances of supporting resilient communities.

We will need to explore approaches such as blue-green asset planning, design and management to effectively manage the impacts of climate change.

We require different forms of engagement with communities as they make decisions about adapting or recovering from significant damage and disruption. We will need to work with others to better understand the impacts of sea level rise, more extreme weather on communities and the land transport system.

For more information, refer to the **Resilience Framework** adopted by the Waka Kotahi NZ Transport Agency Board in April 2018.

Key activities that the Transport Agency will **lead**, or **partner** on, to **support adaptation to climate change** are:

- develop risk profiles of infrastructure and communities within regions
- understand critical routes, their condition, pressures they will face, and investment needed
- engage in place-based planning to avoid location of development in high risk locations
- enable rapid recovery following disruption to state highway networks eg following landslips, flooding
- undertake continuous improvement in network resilience through maintenance, operations and renewals and agree process and timing for longer-term managed retreat
- engage in local processes to support community adaptation to impacts of climate change, especially sea level rise.



**TACKLE  
CLIMATE  
CHANGE**



## VERSION 1. FOR ENGAGEMENT



**TACKLE  
CLIMATE  
CHANGE**

### MITIGATION

Reducing emissions from the land transport system requires a combination of interventions to:

- 1. Avoid/Reduce:** Help people avoid or reduce reliance on private motor vehicles through integrated land-use and transport planning
- 2. Shift** the travel of people and freight to low-emission modes, public transport, active and/or shared transport modes
- 3. Improve** the energy efficiency of the vehicle fleet, through things like fuel standards and incentives to support the uptake of low/no emissions vehicles.

All interventions will be required to meet the government and New Zealand's commitment to reducing carbon emissions.

There is a whole of government approach to improve the energy efficiency of the vehicle fleet. We are playing a supporting role but will have a significant role in administering the Government's Clean Car Standard and Clean Car Discount.

We are better placed to play a leading role in helping people **avoid or reduce** their reliance on private motor vehicles, and/or **shift** to more efficient modes such as rail. Our strongest levers for change include planning and investment, partnering and capability, focused on the urban mobility interventions for shaping land-use, making shared and active transport modes more attractive, and influencing travel demand and choices.

Our initial focus will be to transform urban mobility in Auckland, Wellington and Christchurch. Reducing land transport carbon emissions in our largest urban areas will improve safety, public health and access outcomes.

Further direction is provided in Waka Kotahi NZ Transport Agency's **Sustainability Action Plan** which is under development.

Key activities that the Transport Agency will **lead**, or **partner** on, to **reduce greenhouse gas emissions from transport** are:

- ensure greenhouse gas emission reduction is embedded in all decision making, strategic assessments, and planning
- develop programmes that are designed to deliver across multiple outcomes at the same time
- ensure planning for urban growth and intensification manages transport demand to reduce emissions
- optimise urban networks to manage demand and reduce emissions
- invest in low-carbon transport modes, infrastructure and services in high growth urban areas to support mode shift from cars to low emission public transport, active and/or shared modes
- support road pricing in high growth urban areas to manage demand, support mode shift and reduce emissions
- provide ongoing parking management guidance and leadership
- support variable public transport pricing to manage demand, support mode shift and reduce emissions
- establish and support education and engagement partnerships around climate change mitigation and adaptation.



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**SUPPORT REGIONAL DEVELOPMENT**

There is a need to support increased job opportunities, long-term economic development and better social inclusion in parts of the country that are lagging in a number of socio-economic areas.

This step change focuses on working with our partners to understand how land transport can support existing industry strengths and harness new opportunities for economic growth, for example by helping to attract and retain key employers and supporting communities in both lagging regions and deprived parts of urban centres.

We already contribute to initiatives, such as through the Provincial Growth Fund, that improve access and socio-economic outcomes in the surge regions and areas in Auckland and Wellington. During the next 10 years, we will adopt a clearer understanding of the role of both transport and the Transport Agency in supporting regional development. We will be more proactive in supporting change that will make a positive impact. To do this we will need to better understand the nature and scale of all costs and benefits. We will also focus our spending on agreed projects that directly benefit communities.

Key activities that the Transport Agency will **lead**, or **partner** with others on, to **support regional development** are:

- continue to ensure goods can get to market and businesses have access to labour markets
- support initiatives to increase access to employment, essential services and other opportunities in urban centres
- continue to contribute to a national network of cycle and walking trails connected to towns and cities and providing safe links between the New Zealand Cycle Trail Great Rides, Heartland Rides and other cycle trails, Te Araroa and other walking trails
- contribute to the development of regeneration plans for towns and villages to deliver improved amenity and accessible transport
- contribute to a national network of stopping places that support safety and journey experience and other functions, providing essential roadside facilities/infrastructure, services, amenities and access to attractions
- continue to support driver training and licensing for people not in employment, education or training, particularly in remote communities
- explore opportunities to support the mobile delivery of education and essential services in remote communities
- explore opportunities to support on-demand/shared transport between remote communities and larger centres to improve access to education, employment and essential services.



**SUPPORT  
REGIONAL  
DEVELOPMENT**



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**DELIVERING BASE LEVELS OF SERVICE**

While Arataki focuses on delivery of the step changes, we also recognise there is a need to maintain appropriate base levels of service across the land transport system. This is particularly relevant around maintaining the network, system resilience, journey reliability and customer convenience.

We are guided by the One Network Road Classification (ONRC) for the levels of service needed on different parts of the road network. Work is currently underway to expand the ONRC to better reflect appropriate levels of service for public transport and recognise the need for roads to balance traffic flow and city development.

We will continue to work with KiwiRail to understand the base levels of service required to support an effective rail system.



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**SUPPORTING THE SECTOR**

The Transport Agency is responsible for several activities that benefit, and are on behalf of, the land transport sector. Many of these activities contribute to the five step changes and support ongoing delivery of base levels of service.

Some examples of these activities are:

<b>Integrated Planning</b>	contributing to local government’s planning processes and strategic documents; setting policies and investing in public transport services delivered by local government; working with KiwiRail to plan integrated road-rail networks
<b>Optimise the System</b>	managing networks to prioritise the movement of freight and public transport; enabling a continuous programme of trials and innovations including Intelligent Transport Systems, high occupancy vehicles and active modes
<b>Manage and Operate System</b>	data, information, models and analytical tools; national operational policy; standards, rules and guidelines for vehicles, networks and road users
<b>Significant New Infrastructure</b>	joint-planning with council partners, communications and programming of infrastructure improvements between the Transport Agency and councils.

We do these things well but the government, Infrastructure Commission and our co-investment partners have different expectations of us, each other and how we work together. To play our part effectively and support the sector to deliver the step changes, the Transport Agency will need to improve the way we do some things. We will look to:

- better align our planning, delivery, evidence and resources to contribute to integrated national planning that supports the outcomes being sought by the government and communities
- improve some of our relationships across the sector, eg with Māori and the health sector
- take a systems-based approach (across all levers and modes) to identify performance gaps
- partner with others to develop packaged responses for an outcome or place
- apply the intervention hierarchy at both programme and project levels to ensure that we are optimising interventions and investment
- engage more effectively in planning for urban form that reduces travel demand
- improve our analytical capability to model a range of options, impacts and responses to system needs
- improve our operational policies to maintain technical standards
- increase our commitment to innovation
- significantly increase our emphasis on behaviour change, travel demand management and transport operations.
- ensure that planning and investment decisions are based on achieving an appropriate balance of transport options, so that each mode plays an appropriate role in moving people and goods
- increase investment in digital infrastructure.



## VERSION 1. FOR ENGAGEMENT

### ARATAKI - GLOSSARY OF KEY TERMS

**Access:**

enabling all people to participate in society through access to social and economic opportunities, such as work, education and healthcare.

**Active modes:**

walking, cycling, skating, skateboarding and other methods of travel that require physical activity for movement.

**Autonomous vehicle:**

a vehicle capable of travelling without the need for human input, by using a combination of sensors and software to control, navigate and drive the vehicle.

**Base Levels of Service:**

the essential benefits that the land transport system provides to customers, including safety, resilience, reliability and access across land transport modes. The appropriate base level of service varies in different corridors according to the nature and level of demand on each corridor. Base levels of service are maintained through the interventions we make to plan, maintain, manage, operate and regulate use of the land transport system. Levels of service for different types of corridor are defined in the One Network Road Classification. Work is underway to update this classification to better reflect urban settings and define levels of service for modes other than roads.

**Blue-green asset management:**

combining the design and management of transport infrastructure, water and green spaces to better complement each other, reducing the need for more expensively built infrastructure, while improving local environmental conditions and better preparing towns, cities and transport networks to adapt to the challenges of climate change.

**Committed activity:**

money has been allocated for delivery of an intervention and contracts have been signed to undertake the work.

**Corridor:**

a linear transport connection that enables the movement of people and goods, using one or more modes.

**Demand management:**

refers to interventions which change the demand for transport. These interventions may seek to influence how, when and where people travel and freight is transported. The purpose of demand management is to ensure the transport system is utilised efficiently and effectively and to reduce the negative impacts of travel and freight movement.

**Emissions budget:**

the quantity of greenhouse gases that are permitted to be emitted (in total) over a specified budget period. In New Zealand emissions budgets are five yearly milestones which will set out a pathway to zero carbon by 2050.

**Intervention:**

the specific actions or integrated programmes of actions that result from the application of one or more levers.

**Intervention hierarchy:**

a hierarchy to guide the identification of transport responses, particularly when considering issues around growth management, network capacity and journey reliability. The hierarchy directs that alternative and option selection should start with the lowest cost alternatives and options before considering higher cost alternatives and options. The hierarchy considers integrated planning first, followed by demand management, then best use of existing network and lastly new infrastructure.

**Lever:**

the ways that the Transport Agency can influence or apply pressure to the transport system, working individually or in partnership with others.

**Liveability:**

is the sum of the factors that add up to a community's quality of life. Fundamental aspects of great, liveable cities include; robust and complete neighborhoods, accessibility and sustainable mobility, a diverse and resilient local economy, vibrant public spaces, affordable and diverse housing, and residents feeling safe, socially connected and included.

**Mode shift:**

increasing the share of travel by public transport, walking and cycling in towns and cities, in order to deliver a more accessible, safe and sustainable transport system.

**Nationally significant connection:**

connections that are critical to supporting the social and economic wellbeing of New Zealand. They link the largest population centres, major ports and airports, and provide the primary land-based connections between the Upper North Island, Lower North Island and South Island. They often carry high volumes of heavy vehicles and general traffic.

**National Land Transport Programme**

**(NLTP) investment performance measures:**

the measures that will be used by the Transport Agency and our investment partners to determine whether an investment has achieved its intended benefits.

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**Optimisation:**

extracting maximum utility from the land transport system including through the active management of networks, allocation of space within transport corridors and delivery of services.

**Outcome:**

the result of a change (action or intervention).

**Place-based:**

a general approach to urban and transport planning that focuses on place. It emphasises the look and feel of places and their form and character as a fundamental starting point for planning and development.

**Placemaking:**

an approach to improving neighbourhoods, towns or cities through enhancements to the quality of public spaces. The approach has community-based participation at its centre, and builds on a community's assets, inspiration and potential to deliver public spaces that contribute to people's happiness and wellbeing

**Rapid transit:**

public transport capable of moving a large number of people, for example light rail and dedicated bus routes. Common characteristics of rapid transit include frequent services, fast loading and unloading capability, and largely dedicated or exclusive right-of-way routes.

**Regionally significant connection:**

connections that are critical to supporting the social and economic wellbeing of a region. They link regionally significant places, industries, ports and airports, and provide the primary land-based connections between regions (sometimes including a lifeline function).

**Reliability:**

the consistency or dependability of a particular trip's travel time measured from day to day and/or across different times of day. Reliability is important to supporting economic activity by enabling the efficient movement of people and products via local, regional and international connections.

**Resilience:**

is the transport system's ability to enable communities to withstand and absorb impacts of unplanned disruptive events, perform effectively during disruptions, and respond and recover functionality quickly. It requires minimising and managing the likelihood and consequences of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disruptive events, caused by natural or other hazards.

**Safety:**

protecting people from land transport-related injuries and death.

**Spatial planning:**

the process of giving geographical expression to a communities economic, social, cultural and ecological ambitions. Spatial planning incorporates evidence based analysis with a wider more inclusive approach with a range of stakeholders. This helps to ensure that the development and use of land can support desired community outcomes.

**Step change:**

the areas where the Transport Agency considers a step change is required over the next decade, in order to deliver on the Government's priorities and ensure a fit for purpose land transport system.

**Tool:**

a mechanism or process used to assess, prioritise and deliver the interventions. Examples include the Economic Evaluation Manual and Investment Assessment Framework

**Vehicle kilometres travelled:**

the total annual vehicle kilometres travelled in an area.

## VERSION 1. FOR ENGAGEMENT

### REFERENCES – SOURCES

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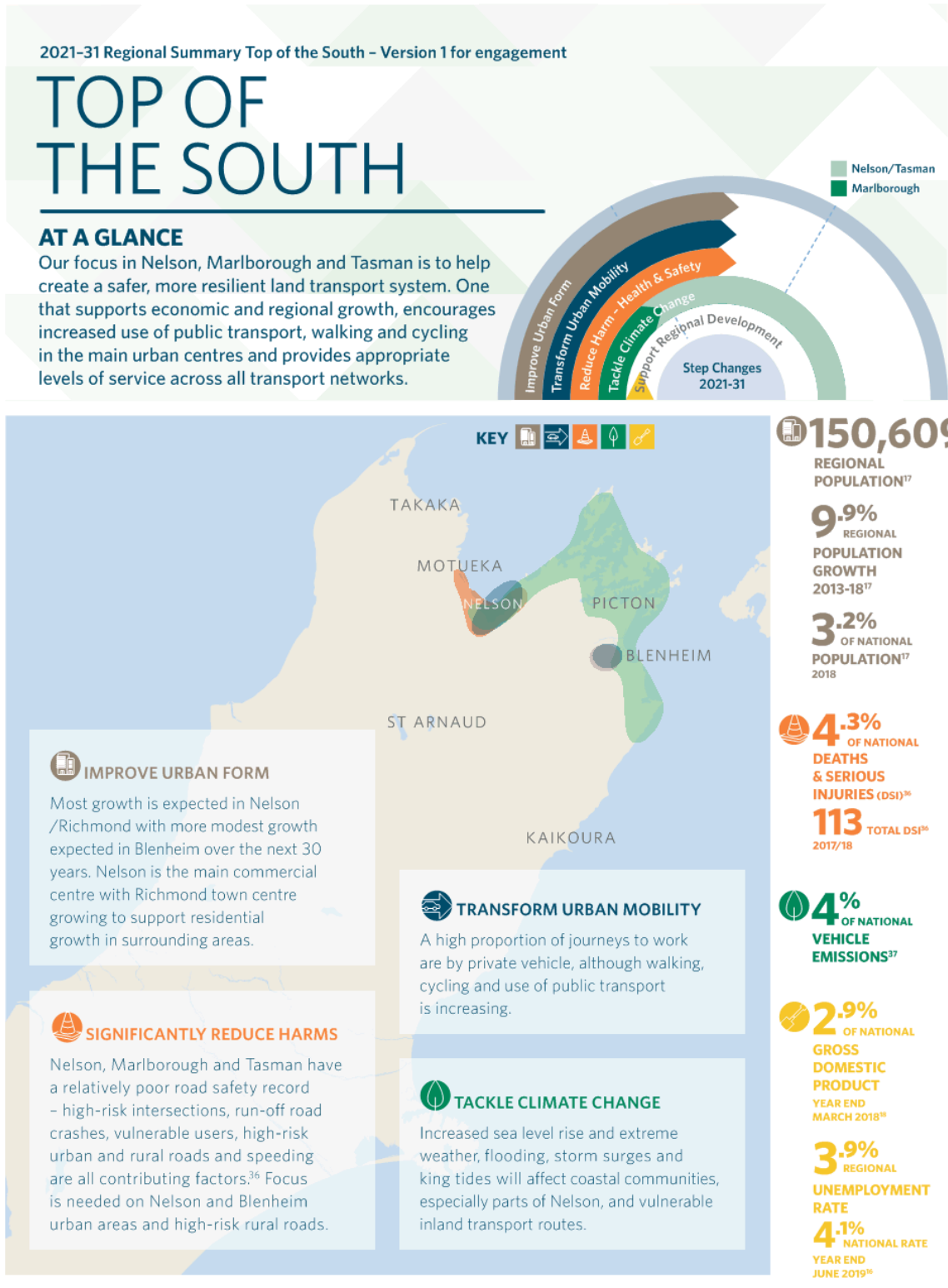
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New Zealand Government

THE TRANSPORT AGENCY 2021-31 REGIONAL SUMMARY VERSION 1

**TOP OF THE SOUTH TODAY**

**THE TOP OF THE SOUTH (TOTS) COVERS THE TASMAN, NELSON AND MARLBOROUGH REGIONS. THESE REGIONS ARE PROSPEROUS AND GROWING WITH A COMBINED POPULATION OF 150,609.<sup>17</sup>**

The Nelson/Richmond (Nelson) urban centre straddles the border of the Nelson and Tasman regions and is home to 63,300 residents. Blenheim, the second largest, has a population of just over 30,000.<sup>2</sup>

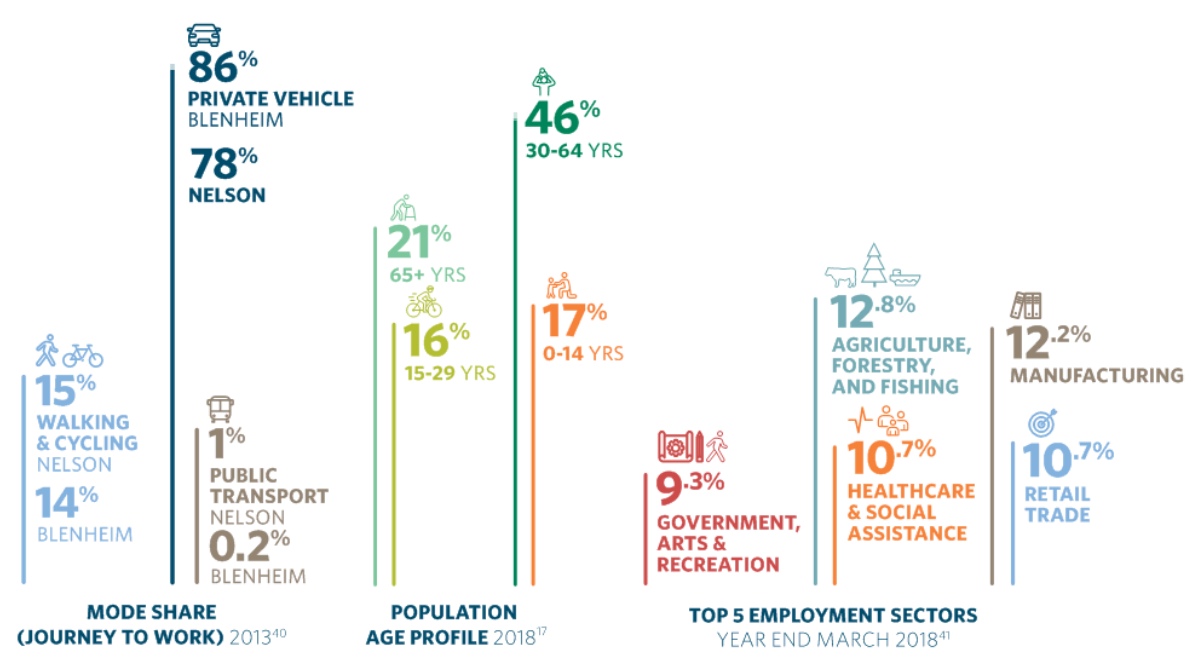
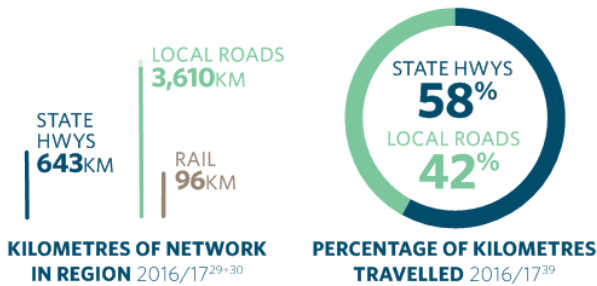
The economies and communities of the three regions are highly interdependent. The Nelson central business district is the main commercial centre across the TOTS. The Nelson and Tasman economies focus on horticulture, forestry, seafood exports, pastoral farming and tourism. The Marlborough district is the largest grape growing region in New Zealand. Viticulture attracts high vehicle movements because of the number of workers and visitors. The area attracts strong tourism, which is expected to grow further. Upcoming forestry harvests across the area are projected to increase transport demand.

The South Island Main Trunk Line and SH1 provide the key connections for freight and tourism between Picton and Christchurch. Along the Kaikōura coastline both transport corridors are located between high mountain ranges and the sea. Although both corridors have re-opened following a major earthquake in 2016, ongoing disruption from land slips and rock fall, and flooding from coastal storms is expected. Network resilience is becoming a significant issue across the TOTS, with increases in disruptions and costly repairs from significant weather events becoming more frequent.

Other key connections are the state highway links between Richmond and Motueka, Nelson and Blenheim, and SH6 to the West Coast. The ports in Nelson and Marlborough (Picton) play an important role in getting the regions' goods to market. The majority of land-based freight travels via road, as rail opportunities are limited to the South Island main trunk line.

The urban link between Richmond and Nelson has been identified as a key connection to access employment, goods and services. Population growth and the associated demands for improved accessibility, combined with increasing freight movements, are placing the Nelson/Richmond urban transport system under increasing strain.

Communities in the TOTS rely on private vehicles to make trips, but less than most other regions. Nelson in particular has a higher share of walking and cycling, reflecting substantial investment in cycling networks over the last 15 years.



## TOP OF THE SOUTH TOMORROW

The area's population is projected to increase by approximately 13% to 161,000 in 2043.<sup>1</sup> Growth is expected across the area, but most of it is expected in Nelson/Richmond, which is projected to reach 75,000.<sup>2</sup> Most residential growth will be in existing areas to the west and south of Richmond, while most commercial growth is expected in Richmond. Blenheim is forecast to grow, but at a relatively modest level.

The TOTS population is aging faster than the national average, with almost 35% projected to be aged 65-years and over in 2043, compared to 24% nationally.<sup>3</sup> With the region's aging population, a greater range of transport options will be needed, supported by new technologies, to ensure good access to essential services and recreational activities.

Economic drivers are expected to remain consistent with employment in the service sector concentrated in the larger urban centres. Fisheries, horticulture, viticulture and forestry will continue to be important along with manufacturing and health. Domestic and international tourism is forecast to grow in the short-term. The passenger and freight gateway at Port Marlborough (Picton) and Port Nelson will continue to play an important role linking freight and tourism between the North and South Islands and beyond.

Increased rainfall, coastal erosion, sea level rise, storm surges, flooding, slips, soil erosion and storms are predicted to intensify over the next 30 years increasing risk to communities and the road and rail network. This will add to existing resilience issues in the area. Tasman, along with Canterbury and Otago, have the highest estimated value of roading infrastructure exposed to the risk of sea level rise. Seismic risks associated with the Alpine Fault are also significant.

Rural and remote communities will look for improved connections to the Nelson/Richmond and Blenheim urban areas for their young people to access education and work, and for senior residents to access health and social services. Improved access to high-quality data and information will enable better management of the existing transport system to get the most out of existing infrastructure. Younger people living in these urban areas will have a growing expectation to plan, book and pay for transport across a range of modes on one digital platform.

The aging population on fixed incomes and the increasing impacts of climate change will place even greater pressure on councils' ability to maintain networks and fund new infrastructure and services.

### KEY INSIGHTS

- Nelson/Richmond is forecast to receive the majority of population growth. This growth, combined with forecast increases in freight transport is placing the Nelson/Richmond urban transport system under increasing strain, especially the corridor through Richmond.
- Modest population growth is forecast for Blenheim. However, significant growth in viticulture is expected, with associated impacts on the location of employment opportunities, and the movement of workers and heavy vehicles during harvest periods.
- The population is aging faster than the national average across all three regions.
- A high proportion of journeys to work are by private vehicle with a limited number of bus services available for work travel in Blenheim. Nelson-Richmond has the highest share of people walking and cycling in the country and public transport use in that area has doubled in the past five years.
- Road and rail links down the East Coast are critical for the movement of freight and tourism between Picton and Christchurch, while the Nelson and Picton ports play an important role in getting the regions' goods to market.
- Coastal communities and transport networks are expected to be increasingly impacted by climate change, particularly sea level rise, and the impact of more severe weather patterns on infrastructure located in unstable terrain. Seismic risks associated with the Alpine Fault are also significant.
- The safety record for the TOTS is poor particularly in the urban areas and on high-risk rural roads.

**FOCUS OF EFFORT: 2018-21**

We will focus on progressing the Nelson Future Access project through a detailed business case and supporting the Richmond Network Operating Framework. The Future Access project will look at the Rocks Road and Waimea Road corridors and access across all transport options to get people and freight, safely and efficiently, in and out of Nelson. The business case will also look to better link the land transport network with Nelson Port, ensure there are safe and accessible walking and cycling facilities, and review public transport improvements.

Other key activities include:

- investment in public transport in Nelson and Richmond to improve services both within and between the areas
- consideration of further extension of the Nelson cycleway network and completing a key link between Annesbrook and the beach at Tahunanui providing better access
- construction of the Ōpaoa River Bridge (SH1, Blenheim) to provide better access for high productivity motor vehicles travelling from Picton to Christchurch.

**LEGEND**

- Safety project
- Walking and cycling project
- Resilience project
- Public transport project
- Port

**Key routes**

- Key routes
- Project underway
- Project in pipeline

[Link to Larger Map](#)



## AREAS OF FOCUS: TOP OF THE SOUTH 2021-31

THE TRANSPORT AGENCY 2021-31 REGIONAL SUMMARY VERSION 1

### TACKLE CLIMATE CHANGE (HIGH: NELSON, TASMAN, LOW: MARLBOROUGH)

We will continue to work to understand the opportunities to support climate change adaptation and mitigation.

#### ADAPTATION

We will focus on:

- engaging locally in area and climate change planning to discourage the location of development and infrastructure in high-risk locations eg Atawhai, Tahuna Beach and Mapua
- enabling continuous improvement in network resilience through maintenance and renewals
- enabling quick recovery following disruption to the land transport system.

#### MITIGATION

We will focus on:

- ensuring planning for growth supports reduced carbon emissions by reducing the need to travel, and average trip length
- ensuring network design makes the best use of existing systems to manage demand and reduce emissions by prioritising the movement of public transport and low emission options, and actively managing speed, urban freight and congestion
- challenging transport and urban development proposals, including investment for infrastructure and services, that are projected to increase emissions in the long-term.

### IMPROVE URBAN FORM (MEDIUM)

While our focus is on multi-agency partnerships in major urban centres, we recognise the potential for growth in and around Nelson and Blenheim to support safe and thriving cities, with increased access to public transport, walking and cycling options and reduced carbon emissions. We will engage in planning processes to support a well-integrated and well-designed land-use and transport system that:

- enhances existing communities, making them a better place to work, live and play
- supports an increase in active modes, including trips by foot, bike and e-scooter etc
- reduces the need to travel long distances to access employment and services
- results in lower emissions per capita
- maintains or improves the safety and efficiency of the transport system.

### TRANSFORM URBAN MOBILITY (MEDIUM)

In Nelson and Blenheim, we will support efforts to increase transport choice and reduce reliance on travel by private motor vehicles. Our focus will be on:

- improvements to walking and cycling networks, with a focus on providing safe and efficient access to and within activity centres, and to schools, and linking existing infrastructure to provide connected networks
- public transport options, including on-demand services, where they give access to employment and essential services, are a more affordable transport option and help shape a more thriving city
- proposals and services to improve mobility for senior residents
- development and implementation of the Nelson Future Access Project
- optimising the network to maximise efficiency when justified by increasing transport demand.

### SIGNIFICANTLY REDUCE HARMS (MEDIUM)

#### SAFETY

Support implementation of the Road to Zero Safety Strategy for New Zealand and regional safety strategies, with a particular emphasis on:

- Nelson and Blenheim urban areas, SH6 between Blenheim and Nelson, SH1 south of Blenheim and high-risk rural roads
- safety treatments targeting high-risk intersections, and run-off road crashes on high-risk rural roads
- separated facilities for vulnerable users, in areas with significant vulnerable usage
- target road policing and behaviour change programmes with a focus on speeding, with increased use of safety cameras in some areas
- speed management to provide safe and appropriate speeds on high-risk rural roads.

#### HEALTH

Our approach to delivering better health outcomes, particularly the reduction of harmful emissions, will primarily be through initiatives that target other step changes, including improved urban form, increasing access to and use of public transport, walking and cycling, and efforts to reduce carbon emissions. We will also continue to work to ensure that the noise impacts of transport are appropriately managed through a mix of land-use planning and mitigation works.

Arataki: Version 1 for engagement





Waka Kotahi NZ Transport Agency  
Victoria Arcade  
50 Victoria Street  
Wellington

To whom it may concern.

**Submission from Tasman District Council on the 'Version 1, for engagement' Waka Kotahi 10 year view 'Arataki'**

Thank you for the opportunity to be involved and provide feedback on Waka Kotahi 10 year view (Arataki). We broadly support Arataki and its desire for Waka Kotahi NZ Transport Agency (The Agency) to have a national view of transportation, as well as the challenges and opportunities that face each region. In summary, Tasman District Council:

- Supports the development of Waka Kotahi's 10 year view 'Arataki' as providing greater transparency about the transportation problems that the country as a whole faces and how these problems affect different regions.
- Broadly agrees with the national change framework to improve urban form, transform urban mobility, reduce harm, tackle climate change and support regional development.
- Agrees that tackling climate change is a high priority for Tasman District.
- Agrees that freight routes and high private vehicle use is increasing the strain on the urban transport system through Richmond.
- Submits that Arataki does not adequately acknowledge the severance and related community issues in Motueka and Richmond caused by high and growing traffic volumes on the state highways. This cuts across our shared aspiration to connect our communities better and encourage walking and cycling.
- Submits that development of Māpua has already been planned for areas that have reduced natural hazard risk and there are areas of greater concern within the ten year timeframe of Arataki.
- Submits that Arataki focuses too much on the longer term impacts of climate change on sea levels, and fails to recognise the main climate change issues being experienced today - namely more severe and intense storms and their impact on the roading networks.
- Submits that Arataki fails to recognise the high current and recent growth in Tasman District, or forecasts for the future via the Future development strategy.
- Submits that Arataki fails to recognise the increases in commercial activity expected from the Waimea Plains, or that much of the Nelson / Tasman future industrial land base for development is located in Richmond West and Motueka.
- Submits that Arataki fails to recognise the impact that having an urban port with no rail connections has on urban mobility.

Further details on these points is below.

**Introduction**

Tasman District Council is one of the three unitary Councils in the north of the South Island, which makes up the wider area often referred to as 'the Top of the South'. The Tasman District is located in the north-west of the South Island. It covers the area from the boundary of Nelson City in the east, to Murchison and the West Coast in the south, Golden Bay in the north-west and Marlborough to the east. At the time of the 2018 census Tasman District had a total resident population of 54,157. The main population of the Tasman District is centred in Richmond which is the largest and fastest growing town in the District with over 15,000 residents. Motueka is the next largest town with around 8,000 residents.

The Tasman District is known for the natural beauty of its landscape. Fifty-eight percent of the Tasman District is national park – Nelson Lakes, Kahurangi and Abel Tasman National Parks. There are a range of other forests and reserves in the area, including the Mount Richmond State Forest Park and Moturoa/Rabbit Island. Tasman District covers 14,812 square kilometres of mountains, parks, waterways, territorial sea and includes 812km of coastline. The primary sector is the main economic driver for Tasman but the processing and manufacturing of these primary products to provide added value has become a significant part of our economy.

This submission mainly addresses issues specific to the Tasman District, but recognises the interdependency with Nelson and Marlborough. As such, we have not limited our comments to issues within Tasman District.

#### **Arataki in General**

Broadly speaking, Tasman supports the introduction of a document that endeavours to make transparent The Agency's view of the factors affecting the transportation network. This allows opportunities like this, where The Agency and the regions can share ideas and feedback prior to formalising the investment proposals. Additionally Tasman supports the five national responses of:

- improve urban form;
- transform urban mobility;
- reduce harm;
- tackle climate change; and
- support regional development.

#### **Tasman District Growth**

Tasman District's population growth has been faster than predicted by Statistics New Zealand. Based on Statistics New Zealand's predictions, the Ministry of the Environment forecast Tasman's growth at 9.95% over 10 years (2013-2023) categorising the district as medium growth and falling 0.05% short of the high urban growth threshold. In 2019, Nelson and Tasman undertook a joint Future Development Strategy based firmly on the understanding that Nelson and Tasman are high growth areas.

Information in the 2018 census data shows that Tasman has had growth of 2.1%pa since 2013 – twice the rate of per annum growth needed to be considered high growth. This is a similar rate to that experienced by 'High growth urban areas' like Auckland and Hamilton and certainly faster than Christchurch and Wellington. While we don't have the detail from the census data yet, commissioned external analysis indicates that the district will continue to grow at the same rate if not stronger. Tasman is forecast to grow from our current population of 54,000 in 2018 to 72,000 by 2043. There are expected to be some areas of higher growth, in and around Richmond and Motueka. The Nelson Urban Area is forecast to grow from 70,000 in 2018 to 89,000 in 2043 – significantly more than the 75,000 estimate noted in Arataki.

Arataki is endeavouring to be evidence-led, an approach we support. However it is not clear what evidence has been used to define the high growth urban centres specifically identified in Arataki (Auckland, Hamilton, Tauranga, Wellington, Christchurch and Queenstown). We consider this lack of definition to be a problem for fast-growing areas like Tasman that have not been recognized adequately in Arataki. As noted below, there is now compelling evidence to suggest this growth will catapult already existing issues into major problems for severance, urban connectivity and access, and economic development within just a few years.

#### **Richmond and its place as part of the Nelson Urban Area**

Tasman welcomes the recognition in Arataki that Richmond (whilst a town in Tasman) is broadly recognised by the community as part of wider Nelson City (referred to from now on as the Nelson Urban Area). However, from an administration point, Nelson City and Tasman District (which incorporates the town of Richmond) are separate, with different territorial authorities and even different regional Councils. This misunderstanding has previously led to Nelson City receiving funding that was intended for Richmond issues.

It is generally recognised that Richmond is providing a lot of the growth for the Nelson Urban Area with:

- Significant residential developments in the North, East, South and West of Richmond;
- A new school possible within Richmond and rapidly growing rolls in existing schools; and
- Multiple new commercial and industrial premises to be constructed in the next few years.

As the benefits of the Waimea Community Dam (currently under construction) start being realised, this is expected to sustain even more development on the Waimea plains and surrounding areas in the future. Council already are aware of several new Richmond enterprises proposed to take advantage of the economic spin off and water security provided by the dam.

In addition to the growth in Richmond and the wider Nelson Urban Area, as highlighted above, Tasman District is also growing. The Nelson Urban Area serves as a commercial centre for the rural and rural residential growth. The two main corridors from Tasman into the Nelson Urban Area are along State Highway 60 and State Highway 6 - which converge at Richmond. The regional economy is largely dependent on exports from Port Nelson, and most freight heading to the Port needs to pass through Richmond. The current network is not capable of accommodating expected growth. The key issues this will cause include:

- Severance between Richmond West and the rest of Richmond, with particularly poor access active modes.
- Poor connectivity between Richmond West and the State highway network, particularly for commercial and industrial developments.
- Unrealised economic development – Recent Saturn future modelling of the Nelson Urban Area shows that the current state highway network cannot provide the access needed for expected economic development. The network drops to a level of service F by 2028. While growing, Tasman has one of the lowest median incomes in New Zealand due to reliance on tourism and primary industries. We wish to leverage off investment in the Waimea Community Dam and Te Taihu 2077 to drive more jobs in higher paid industries, for example in food technology, processing and manufacturing. These opportunities won't be fully realised without network improvements.
- Poor urban connectivity and access – The same modelling shows that the local network will become overwhelmed by overflows from the state highway network, because it cannot provide the capacity needed. The main traffic corridors in Richmond will also be at a level of service F in 2028 and by 2048 almost every road that has a through route (not cul-de-sacs) will have a level of service F. Instead of providing quality safe routes for walking, cycling and public transport, all of our routes will be dominated and congested by private motor vehicles.

Tasman and The Agency staff have just had a Programme Business Case point of entry accepted to undertake this work for inclusion of projects in the 2021 Regional Land Transport Plan. We would like to see greater acknowledgement in Arataki of the need to address these issues within 10 years, and the obvious links with the Nelson Future Access programme.

### **Motueka traffic**

Motueka is Tasman's second largest town with a population of around 8,000 permanent residents. The number of inhabitants in Motueka significantly increase in the five months around summer due to:

- Domestic and international tourism using Motueka as a gateway to Golden Bay, Kaiteriteri and the Abel Tasman National Parks;
- Harvesting of apples/pears, hops, berries, stone fruit and grapes;
- Aquaculture harvesting and processing of mussels and other shellfish.

During the same five months, traffic along State Highway 60 (High Street) is significant for all transport users. For those that are travelling through, there is significant delay, as traffic regularly stops and crawls due to:

- Vehicles parallel parking;
- Vehicles turning right into side roads;
- Pedestrian (zebra) crossings.

This same traffic is causing access issues for the township, as vehicles are unable to make right hand turns onto the road nor go directly across the road. This is leading to unsafe decisions or taking a longer routes to enable easy turning. It significantly impacts residents' abilities to access social and economic opportunities as well as the safety of all road users.

These problems have been considered by The Agency for over the last 15 years with early reports recommending short term actions for making changes to High Street. In 2019, The Agency completed a business case which was started under the previous government's GPS prompted by the issues of through road timeliness. However, the business case identified safety due to delays exiting side roads as being the principal issue. If the business case was undertaken now, access issues for the community would be

prominent. There is sufficient evidence in the completed business case to warrant implementation of the identified programme of works, and this is expected to be a high priority for the region in the 2021 Regional Land Transport Plan.

The through route delays and the severance that High Street creates for the community is significant enough to be included in the Arataki document.

#### District Wide Climate Issues

Nelson and Tasman have a number of populated low lying areas that are potentially vulnerable to future sea level rise. These areas (including Atawhai, Tahunanui and Māpua) have been clearly identified in the Nelson/Tasman Future Development Strategy as being at risk and not suitable for development (or not suitable for development without a mitigation plan).

However, the District has areas that are subject to natural hazard events which are occurring more frequently due to climate change and will likely be impacted within the 10 year timeframe of the document. These include:

- Takaka
- Takaka Hill and Marahau
- Brooklyn, Riwaka and Motueka
- Ruby Bay
- The Brook

#### Freight

The Arataki correctly identifies that much of Tasman’s economy is focused on primary industries. What Arataki fails to recognise however, is the amount of processing or ‘value added’ manufacturing that is happening in the regions based on the primary industries. Much of this product is exported internationally using the Port in Nelson. Port Nelson is the only port in New Zealand that doesn’t have rail linkage. This means that Port Nelson cannot establish ‘inland ports’ on the outskirts of urban areas to limit the wharfside land required and limit the truck movements through urban areas. Nor is the region able to utilise rail to other ports if one of these road routes are severed. This means that the port and exporters are totally reliant on the northern and southern corridors (SH6) for timely and reliable transit of freight to meet shipping schedules. In the Nelson Urban Area, this goes against the goals of improving urban form, mode neutral access and reducing harm.

#### Other points of clarification

Page 34, Regional Summary:

The map show the rail network which identifies ports. Port Nelson has been left off this map. This may be because there is no rail network connected to the port which also highlights the issues that Nelson and Tasman face with regards to increasing freight volumes. Without rail or a commitment from central government to utilise the existing rail corridor, Nelson/Tasman have no options to utilise inland ports to reduce freight volumes on the road.

Line 2, Paragraph 4, Page 2, Te Waipounamu South Island Pan Regional Summary:

This line should include Richmond as having a capacity pressure point based on current capacity and future modelling.

Table at bottom of the page, Page 3, Te Waipounamu South Island Pan Regional Summary:

This table should include a strategic focus area of Nelson Urban Area (Multi modal) due to the airport, the port and no viable alternative freight route with growing population, growing tourism and a limited public transport service that currently only supports the Urban Area.

Rainbow Diagram, Page 1, Top of the South Regional Summary:

Based on the information supplied in the sections above, Tasman believes that ‘Rainbow’ diagram should be updated to show ‘Improve Urban Form’ and ‘Transform Urban Mobility’ at ~66% rather than 50%. The ‘Support Regional Development’ should be updated to around 33% rather than 0% that it is now.

Map, Page 1, Top of the South Regional Summary:

The maps shows Tasman as having a high health and safety risk, but the text box refers to Nelson and Blenheim. The text on page 4 also refers the SH6 between Nelson and Blenheim.

Whole page diagram, Page 1, Top of the South Regional Summary:

The map shows coastal areas in Marlborough having climate change issues, but the text box refers to Nelson, the 'rainbow' graph refers to Nelson/Tasman and the text on page 4 refers to different communities in Nelson and Tasman.

Line 1, Paragraph 2, Page 2, Top of the South Regional Summary:

The statistic used here indicates that the Nelson Urban Area population is 63,300, but the recent census indicates that the population is approximately 70,000.

Line 1, Paragraph 1, Page 3, Top of the South Regional Summary:

The statistic used here indicates that the Top of the South population will increase to 161,000, whereas our own analysis and Stats NZ population estimates put the population at 192,000. Likewise, the Nelson Urban Area will reach 89,000 rather than the 75,000 indicated in Arataki.

Once again we would like to thank you for the opportunity to make a submission to this key national document. We are happy to discuss any of the points we have made in this submission.

Yours sincerely

Richard Kirby  
Engineering Services Manager  
Tasman District Council