

Infrastructure Committee

23 February 2023

Report for Agenda Item | Rīpoata moto e Rāraki take [1]

Department: Property & Infrastructure

Title | Taitara : Proposed Traffic Restrictions on Coronet Peak Road

Purpose of the Report | Te Take mō te Pūroko

1. The purpose of this report is to recommend that delegation is granted to the General Manager - Property and Infrastructure to implement traffic restrictions under the Council's Traffic and Parking Bylaw 12018 (The Bylaw) for a section of Coronet Peak Road to mitigate the risk of damage to new seal (programmed for construction in late February 2023) in the event of exceptional heavy vehicle movements.

Recommendation | Kā Tūtohuka

2. That Infrastructure Committee:
 1. **Note** the contents of this report.
 2. **Delegate** to the General Manager Property and Infrastructure authority to implement the recommended restrictions as required, under Clause 14.1(a) of the Traffic and Parking Bylaw 2018 (The Bylaw) and approve the exemption process to allow limited Heavy Motor Vehicle movements (HMV) during the period of restriction at Council officer's discretion.

Prepared by:



Name: Ben Greenwood
Title: Roading Operations and Contracts Manager
3 February 2023

Reviewed and Authorised by:



Name: Tony Avery
Title: General Manager, Planning & Development
3 February 2023

Context | Horopaki

1. A Temporary Speed Limit (TSL) has been in place over the first 2500m of Coronet Peak Rd since 2019 due to a flush surface texture. The TSL was installed to mitigate skid resistance concerns, after premature failure of a reseal. Investigation and planning for a pavement renewal commenced, and funding was secured for QLDC's 2021-24LTP, attracting a 51% funding assistance rate from Waka Kotahi under the 2021-24 NLTP. This section of road is the last remaining section of original 1980's pavement, with the rest having been renewed around a decade ago.
2. The project involves stabilisation of the pavement with foamed bitumen, and first coat sealing between route position 0 and 2500m. A contract has been awarded to Fulton Hogan for the construction works with the relevant pavement construction and sealing programmed to occur mid-February 2023.
3. QLDC officers are aware of a development within the project extents being completed by Treespace Queenstown Limited (Company Number 6540255), which has commenced construction early 2023. The Treespace development involves carting a significant volume of material to fill a gully, in the order of 20,000m³, and then ongoing works such as hauling aggregate for road construction.
4. The high volume of Heavy Motor Vehicle movements (HMV) expected to occur as a result of such a development could cause stress to the new seal and subsequent damage to the roading asset. Hot summer weather and the steep windy nature of the road are aggravating factors when considering the impact of heavy vehicle movements on the new seal. A particular point of concern is often such works occur during the summer construction season, where the risk of damage to the seal is greater.
5. The option to defer the Council project to another year was not considered appropriate, due to:-
 - QLDC having no control over the nature and timing of development works (eg Treespace) which could stop or start at any time and could continue for a number of years,
 - The current baseline of traffic on the road still poses a risk, and will exist regardless of timing of the Council project, and the public should be able to expect the Council road to be fit for purpose and take a certain amount of heavy traffic,
 - There being an immediate need to repair the pavement to rectify the existing safety issue and to avoid incurring further expense on costly interim repairs,
 - Availability of Waka Kotahi co-funding.
6. The powers to restrict HMV sit with Council and the Infrastructure Committee under the Queenstown Lakes District Council Traffic and Parking Bylaw 2018 (the Bylaw), clause 14.1(a)
7. This report looks at the option of utilising the Bylaw to restrict HMV and mitigate the risk of damage to the new seal in situations where the risk factors indicate that this would be worth doing. Should restrictions be imposed for heavy vehicles, an Application for an Exemption process would also be established to allow for HMV where the risk to the new seal is considered acceptable. This process would consider factors such as the weather and timing, the nature, class and specific numbers of vehicle movements, along with any mitigation measures proposed by the applicant.
8. QLDC officers are most concerned about the effects of high volumes of additional HMV during periods of hot weather. Technical advice is being sought, but has not yet been received, relating to the relationship between HMV, and the air temperature / softening point of bitumen. It is anticipated that should restrictions be posted, applicants to the Exemption Process could propose reasonably effective mitigation based on such factors.

Analysis and Advice | Tatāritaka me kā Tohutohu

Option 1 Do not apply any restrictions

Advantages:

- Road remains open for use for all HMV.

Disadvantages:

- Increased risk of damage to the road, which could compromise public safety or access and lead to financial and reputational loss for Council due to a requirement for immediate rework. The potential damage and repairs are difficult to estimate and could vary in nature and extent. For context the value of the contract awarded for the current pavement renewal is approximately \$1.5 million, and the value of a reseal across the site is approximately \$150k. If damage was significant enough to affect access during winter, there could also be losses incurred by the ski field operator.

Option 2 Apply a restriction to all heavy vehicles if determined to be required via installation of a sign, and manage an Exemptions Process

Advantages:

- Mitigates risk of damage to the new road by HMV.
- Would provide a means via an Exemption Process for case by case assessment of proposed HMV movements and enable activities that pose a lower risk to continue.

Disadvantages:

- Unquantifiable effects on the affected parties, such as the Treespace development, including delay and potentially additional cost. Uncertainty would exist for affected parties and Council while any potential exemption process is negotiated.
- The Bylaw has not previously been used in this manner to mitigate damage to roading assets.
- The process of reviewing the appropriateness of any exemptions sought, including the assessment of any proposed mitigations, would not be an exact science. These assessments would be based on reasonable assumptions and engineering advice, and as such could be open to challenge.
- No prior consultation has occurred with potentially affected parties other than Treespace who have been issued advance notice in August 2022 of potential restrictions. QLDC has also sought confirmation from Coronet Peak Skifield and confirmed that there are no major scheduled works outside of their usual operations.
- Loss of reputation for Council and public backlash if the restriction was ultimately installed due to increased risk factors, people could reasonably expect that the road is fit for purpose immediately post construction.

9. This report recommends Option 2 for addressing the matter because it allows for an approach to manage the risk identified in order to protect the new road early in its life.

10. At this time the exact manner in how the exemption would operate is still being developed, however is important to consider now because of timing of the sealing contract. Based on assessment of factors such as current HMV movements, engineering advice on seal properties and monitoring of the road's

performance, QLDC officers may determine that the restriction (proposed to be delegated to officers as per Option 2) be installed via a sign on site banning HVM on Coronet Peak Road.

11. This would enable Officers to work with known parties operating HVM on the road such as Treespace and encourage others to contact us, to commence assessments of the nature and number of HVM movements proposed alongside any mitigation offered, so that an Exemption can be considered.
12. At this stage, it is envisaged that the exemption process would require submission to Council no later than one month in advance of the requested movements detailing the following:
 - The proposed dates for HVM movements.
 - The total and daily number of movements.
 - The planned activities or purpose to which the movements apply.
 - The proposed class of vehicle and gross mass (loaded).

The process would note that:

- Council will consider an Exemption Request but reserves all rights under the The Bylaw to decline a request or impose further restrictions on a case-by-case basis.
- Council officers will respond as soon as reasonably practicable with its decision on an Exemption Request by email.
- Council makes no representations or warranties that an Exemption Request will be granted.
- The above timeframes would need to be relaxed initially if the sign was to be put up with less than the one month notice period.

Consultation Process | Hātepe Matapaki

Significance and Engagement | Te Whakamahi I kā Whakaaro Hiraka

13. This matter is of **low** significance, as determined by reference to the Council's Significance and Engagement Policy because the matter has minimal impact on the community and there is no financial consequence to Council of adopting the recommended option.
14. Although the restriction may adversely impact persons who are operating HVM on the road, the Exemption Process provides a means for this to be reasonably considered and assessed.
15. Officers have been in contact with Coronet Peak Ski field and Treespace, to inform them of the proposal.

Māori Consultation | Iwi Rūnaka

16. The Council has not consulted with iwi on this matter.

Risk and Mitigations | Kā Raru Tūpono me kā Whakamaurutaka

17. This matter relates to the Community Risk Category. It is associated with RISK00010 Operational Asset failure results in damage to private property and/or loss of community services within the QLDC Risk Register. This risk has been assessed as having a moderate inherent risk rating.
18. The approval of the recommended option will support the Council by providing an opportunity to implement restrictions to HMV and minimise the risk of damage to the new seal.

Financial Implications | Kā Riteka ā-Pūtea

19. If the recommended option is selected, the risk is able to be managed by operational staff under the existing project budgets.

Council Effects and Views | Kā Whakaaweawe me kā Tirohaka a te Kaunihera

20. The following Council policies, strategies and bylaws were considered:
 - Traffic and Parking Bylaw 2018

Legal Considerations and Statutory Responsibilities | Ka Ture Whaiwhakaaro me kā Takohaka Waeture

21. Legal advice has been provided that The Bylaw can be used to restrict HMV as proposed.

Local Government Act 2002 Purpose Provisions | Te Whakaturetū 2002 o te Kāwanataka ā-Kiaka

22. The recommended option:

- Section 10 of the Local Government Act 2002 states the purpose of local government is:
 - (a) to enable democratic local decision-making and action by, and on behalf of, communities; and
 - (b) to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future.

As such, the recommendation in this report is appropriate and within the ambit of Section 10 of the Act.

The recommended option:

- Can be implemented through current funding under the Ten-Year Plan and Annual Plan.
 - Is consistent with the Council's plans and policies; and
 - Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council or transfer the ownership or control of a strategic asset to or from the Council.
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