



Infrastructure and Community Services Committee Meeting

Agenda – 1 February 2023

NOTICE OF MEETING

This meeting will be held in the Supper Room, Waihinga Centre, 62 Texas Street, Martinborough and via audio-visual conference, commencing at 10.00am. The meeting will be held in public and will be live-streamed and will be available to view on our [YouTube channel](#).

Open Section

A1. Mihi / Karakia Timatanga - Opening

A2. Apologies

A3. Conflicts of interest

A4. Public participation

As per standing order 14.17 no debate or decisions will be made at the meeting on issues raised during the forum unless related to items already on the agenda.

A5. Actions from public participation

A6. Extraordinary business

B Decision Reports from Chief Executive and Staff

B1. Lighting in Martinborough Memorial Square

Pages 1-9

C Chairperson's Report

C1. Report from Councillor Ellims, Committee Chair

Pages 10-11

D. Karakia Whakamutunga - Closing

Lighting in Martinborough Memorial Square

1. Purpose

To consider options to improve lighting on pedestrian crossings in the Martinborough Memorial Square and wider district.

2. Recommendations

Officers recommend that the Committee:

1. Receive the '*Lighting in Martinborough Memorial Square*' Report.
2. Resolve to recommend Option 1 to Council to install pedestrian lighting on all non-compliant pedestrian crossings in the SW District, beginning with the ones in the Martinborough Square and Jellicoe/Venice Street corner. Pedestrian lighting in Martinborough to be funded from the Infrastructure Reserve Fund at a cost of up to \$200,000 and work to commence in FY 2023/24. Pedestrian lighting in the other Wards to be included in the next Land Transport Plan 2024-2027 at a cost of up to \$300,000 and, if our application is successful, work to commence in FY 2024/25. Council Officers to produce a costed project plan for the work as soon as possible.
3. Resolve to recommend to Council that implementation of pedestrian lighting in the Martinborough Square is completed without public consultation on the basis that the current pedestrian lighting is a risk to public safety and is not compliant with current requirements.
4. Resolve to recommend to Council to identify that the decision not to consult is inconsistent with the Martinborough Square Management Plan, and that this requirement of the Management Plan will be reviewed as part of the global review of all of Council's reserve management plans.

3. Executive Summary

Inadequate lighting in the Martinborough Memorial Square (the Square) has been regularly raised by the Martinborough Community Board and has been the subject of occasional public inquiry. The key concern is the assertion that the lack of lighting on the pedestrian crossings in the Square constitutes a danger to public safety. Existing lighting in the Square is partly inoperative owing to a fault in the underground electrical cabling. We expect a resolution to that problem in the next few months, with investigative work beginning 18 January 2023. As reported to Council in February 2022, many of the pedestrian crossings in the South Wairarapa region are not yet

compliant with current regulations, including the lack of lighting on the crossings in question in the Square.

If additional lighting is considered necessary, there are several options available to Council:

- 1) Install pedestrian lighting on all non-compliant pedestrian crossings in the SW District, beginning with Martinborough pedestrian crossings. Pedestrian lighting in the Square and at the corner of Jellicoe/Venice Street could be funded from the Infrastructure Reserve Fund, allowing work to commence in FY 2023/24. Pedestrian lighting in the other Wards could be applied for in the next Land Transport Plan 2024-2027 and if the application was successful work could commence in FY 2024/25. **(Preferred option)**
- 2) Install some form of standalone lights in the Square at the pedestrian crossings.
- 3) Include all pedestrian lighting installation across the SW District in our Land Transport funding request to Waka Kotahi for the 2024-2027 Land Transport Plan. If successful, that would mean a 51% subsidy for the entire programme of work.
- 4) Wait until the existing lighting is fixed and then assess the quality of the lighting in the Square, before making any further decisions.

4. Background

Lighting around the pedestrian crossings in the Square has been raised as an issue by the Martinborough Community Board for several years. In addition to this Council occasionally receives inquiries from the public asking for improved lighting on pedestrian crossings across the three Wards. To our knowledge there has not been an incident on the pedestrian crossings in the Square that has been reported to Police, however, we are told that there have been some unreported incidents and near-misses. We have not taken any light readings, compared the lighting in the Square with other pedestrian crossings in the region, or undertaken any other investigation to quantify the situation.

A contributing issue is the fact that half the existing lighting in the grassed reserve isn't working owing to what we believe is an underground electrical fault. A specialist company has been commissioned to do some investigative work to identify the problem and this work began on 18 January 2023. We suspect the underground electrical cabling is very old and fragile in parts. The contractor will be carefully hand digging into a selection of sites in the Square to test the system. We expect the results of the preliminary investigation shortly, and we have been able to meet the cost of this from existing OPEX budgets.

Once we identify the problem, a resource consent will be required to undertake a larger excavation to potentially repair the cables, mainly because of the proximity of several notable trees. We would engage a specialist contractor with known expertise to estimate the cost of this work. It is impossible to know the extent of the issues and

the costs at this stage. This later stage of the work is unbudgeted and will require approvals.

After the underground power supply is repaired and operating, we can reactivate the park lighting. At that point we could also install the 4 x benches and associated lights that we have already purchased. We are unable to do that now, as there is no power. We can then assess the square in full light and better understand the light limitation. Some limited tree pruning might improve visibility.

Management most recently reported on the state of pedestrian crossings in the District to Assets and Services Committee in February 2022. As noted in that report, there are currently 15 pedestrian crossings within the SW District inclusive of school crossings. This figure does not include pedestrian crossings on the State Highway network.

Pedestrian and vehicle movements on and adjacent to the crossings would be low compared to national counts. Data extracted from Waka Kotahi Crash Analysis System showed 11 pedestrian injury accidents on the Council roading network over the last 20 years with zero happening on pedestrian crossings.

Pedestrian crossings across the SW District do not meet current lighting standards and if we want to attract a subsidy for costs then funding requests for upgrades would need to be included in Waka Kotahi funding applications under Low-Cost Low Risk and Road to Zero Work Categories from FY 2024/25. The installation of pedestrian crossing lighting at a district level is not currently budgeted for in the Annual Plan or Long-Term Plan.

The Square and the surrounding roads are subject to the Martinborough Square Management Plan so decisions on infrastructure need to be made with reference to this plan. In addition, the Square is part of a Heritage Precinct under the Combined District Plan. Both the management plan and the district plan emphasise maintaining the Square's historic character.

5. Discussion

Our view is that there is an opportunity to take a sequenced approach to bringing all pedestrian crossings in the District into compliance. Use of the Infrastructure Fund would allow prompt action to be taken on the situation in Martinborough and then we would address other Wards' needs in the 2024/25 Financial Year. We think this is preferable to taking an ad-hoc approach by installing some form of standalone lighting.

We note that this paper only deals with the installation/cost of lighting at the pedestrian crossings. We have not canvassed other safety improvements that could be made – pedestrian refuges, island build outs, raised platforms etc. That said, we could consider some other useful changes at the same time as consulting on the lighting. For example, it might be beneficial to improve the road markings to current standards (the pedestrian bars are presently 400mm but the standard has changed to 600mm) and also to consider enforcing the 12 metre exclusionary zone on each side of

the pedestrian crossings to improve visibility (which would mean removing a few car parks).

The following four options have been considered and their merits are reviewed in full below:

- Option 1: Install pedestrian lighting on all non-compliant pedestrian crossings in the SW District, beginning with Martinborough pedestrian crossings.
- Option 2: Install some form of standalone lights in the Square at the pedestrian crossings.
- Option 3: Include all pedestrian lighting installation across the District in our Land Transport funding request to Waka Kotahi for the 2024-2027 Land Transport Plan
- Option 4: Wait until the existing lighting is fixed and then assess the quality of the lighting in the Square, before making any further decisions.

5.1 Option 1: Install pedestrian lighting on all non-compliant pedestrian crossings across the SW District, beginning with those in the Square. Martinborough Square pedestrian lighting would be prioritised, and work funded from the Infrastructure Reserve Fund with work commencing in FY 2023/24 or earlier. Pedestrian lighting in other Wards to be applied for in the 2024-27 Waka Kotahi LTP funding request and if successful the work to commence in FY 2024/25.

A recent audit of our pedestrian crossings identified several areas of non-compliance, including lighting requirements. We have summarised the relevant section of our February 2022 report to the Assets and Services Committee that dealt with lighting below:

Under current regulations, pedestrian crossings (zebra) must be illuminated during the hours of darkness and when the streetlights are operating in the vicinity, unless a particular crossing will generally not be used at night. Lighting for pedestrian crossings should meet the requirements of AS/NZS 1158.4: 2009 Lighting of Pedestrian Crossings.

The table below outlines the findings. The observations are that the older type flashing Belisha lights have been replaced with orange Belisha discs.

Town	Location	Lighting	
		Belisha	Street light
Greytown			
East Street	McMaster St	No	No
East Street	Greytown School	No	No
Kuratawhiti St	Greytown Pools	No	Yes x1
Featherston			
Birdwood Street	Clifford Square	No	Yes x1
Bell Street	St Teresas School	No	no
Martinborough			
Martinborough Square	Cambridge St	No	No
Martinborough Square	Oxford St	No	No
Martinborough Square	Jellicoe St	No	No
Martinborough Square	Kitchner St	No	No
Cambridge St	Martinborough Square	No	Yes x1
Oxford Street	Martinborough Square	No	Yes x1
Jellicoe Street Street	Martinborough Square	No	Yes x1
Texas Street	Martinborough Square	No	Yes x1
Jellicoe Street	Venice St	No	No
Dublin Street	Martinborough School	No	No

Council could decide to approve a district-wide upgrade, commencing with the pedestrian crossings in the Square, given the risks to public safety that have been raised. This work would be added to the Roading Services work programme. The advantages to this course of action are:

- Results in a district level solution for all Wards.
- Provides a consistent level of service to all modes of transport within the district.
- Is more efficient from a resourcing perspective as it means that considerations such as communications, compliance with the combined district plan, options analysis etcetera, can be done once as part of one district wide project, rather than once for Martinborough square and again for the remaining non-compliant pedestrian lights.

The approximate cost to upgrade lighting on all crossings is roughly estimated to be \$500,000. Some limited project management costs would have to be included to oversee the Reserve Management Plan, District Plan and communication plan aspects.

Additional information required on this option includes understanding the wider public desire for this issue to be prioritised against other pressures, capacity of the Roading Services work programme to undertake the work, and confirmation of availability of materials and costs.

5.2 Option 2: Install standalone lights at some or all of the pedestrian crossings in the Square.

A suggestion has been received from the Martinborough Community Board that standalone solar powered lights be installed to improve pedestrian safety in the Square. There will be other standalone lighting options available, potentially including heritage or classic style lights, which may align better with the heritage status of the Square.

We note this solution is not yet fully understood. Support for this option would need to be confirmed with all stakeholders with an interest in the Square, including importantly mana whenua, the Royal NZ RSA, local businesses, and the Dark Sky Association. The type of solar lights being suggested, their standards and performance, and specificity on purchase and maintenance costs would be needed.

In pursuing this option Council would need to be satisfied that the situation in Martinborough was a priority over any other pedestrian crossings in Martinborough and other Wards that require a similar lighting upgrade, including school crossings.

The potential advantages of this option are:

- It is relatively affordable
- It can be done quickly
- If solar power is used that means no reliance on the (currently) compromised electrical power supply

The disadvantage of this approach is that there will still be non-compliant pedestrian crossings in the district and many of the same considerations and process requirements will need to be considered again in the future when upgrading the other non-compliant crossings resulting in inefficiencies.

5.3 Option 3: Include all pedestrian lighting installation across the SW District in the 2024-2027 Waka Kotahi Land Transport Plan funding request in the Low Cost Low Risk category. If successful, the request will attract a subsidy for the whole programme of work via the Financial Assistance Rate of 51%.

The advantage of this option is that if successful we halve our costs. However, the downside is that the work would not start until FY 2024/25, probably meaning an interim solution will be required.

5.4 Option 4: Wait until the existing lighting is fixed and then assess the lighting situation in the Square, before making any further decisions.

This option allows further investigation to quantify the problem, avoids any immediate unbudgeted expense, and leaves room for a solution to be identified and costed into

the Annual Plan or Long-Term Plan. The downside is that we further delay acting on a public safety issue of high interest to Martinborough communities.

6. Strategic Drivers and Legislative Requirements

6.1 Martinborough Square Management Plan

Placement of structures in the Martinborough Square or surrounding footpaths and streets is covered by the [Martinborough Square Management Plan](#) ("Management Plan"). The Management Plan has a strong emphasis on maintenance of historic character, it provides that:

- "Any maintenance or upgrade of grounds, buildings or structures must protect the historic values associated with the reserve" (Clause 3.2.5)
- "Structures and furniture will be of a design that is consistent with the existing character of Martinborough, will be cohesive throughout the Square, and will be designed and implemented to enhance the amenity and recreational values of the area" (clause 5.2.1)

Accordingly, the placement of pedestrian lighting solutions around the Martinborough square must be considered against these policy statements.

Clause 2.2.3 of the Management Plan provides that "If a project is proposed that was not anticipated by the Development Plan, the Council will consult with the community and determine whether the project should proceed. In deciding whether to approve the proposal the Council will consider whether it contributes to and is in keeping with the objectives and policies of the Management Plan and also the potential impact on the ongoing implementation of the Development Plan."

The Management Plan provides that consultation is undertaken within the process and timeframes of the Local Government Act. Whether consultation is necessary or appropriate is considered further below.

6.2 District Plan

All pedestrian lighting implemented across the region will need to be compliant with the Dark Skies requirements of the Combined District Plan.

Martinborough Square and its surrounding footpaths and streets are a Historic Heritage Precinct and accordingly the compatibility of the chosen pedestrian lighting with the heritage character of the area will be a further consideration.

Consideration of these elements may need to be the subject of an application for Resource Consent. Further discussions are required with the Planning Team to understand whether this is necessary.

7. Consultation

7.1 Significance and engagement

Given the pedestrian lighting on the Martinborough square is believed to be a risk to public safety and is not compliant with current requirements, full consultation on the project is not considered appropriate.

The [Significance and Engagement Policy](#) provides that there may be occasions when it is not necessary or appropriate to engage with our communities on a particular matter. Several of the outlined occasions apply to the proposed pedestrian lighting, including:

- the likely costs of the consultation are not in proportion to the benefits
- there is a threat to public health and safety or significant damage to property
- an urgent response is required, and it is not reasonably practicable to engage

As outlined above, deciding not to consult is inconsistent with the current Management Plan. Section 80 of the Local Government Act 2002 provides that:

If a decision of a local authority is significantly inconsistent with, or is anticipated to have consequences that will be significantly inconsistent with, any policy adopted by the local authority or any plan required by this Act or any other enactment, the local authority must, when making the decision, clearly identify-

- a) the inconsistency; and*
- b) the reasons for the inconsistency; and*
- c) any intention of the local authority to amend the policy or plan to accommodate the decision.*

In compliance with Section 80 of the Local Government Act 2002 it is recommended that the decision not to consult is coupled with an acknowledgement that:

- The decision not to consult is inconsistent with the Martinborough Square Management Plan.
- The reason for this inconsistency is that the pedestrian lighting on the square does not meet current requirements and poses a risk to members of the public so consultation is not appropriate.
- The requirement in the Management Plan to consult on all projects not contemplated by the Development Plan will be reviewed as part of the global review of all of Council's reserve management plans.

7.2 Communications

Despite the recommendation not to consult, we anticipate strong interest from our community and sectors of interest including Mana Whenua, NZ RSA, Martinborough Community Board, schools, local businesses, Waka Kotahi, the Dark Sky Society, and the general public of South Wairarapa who value and regularly visit the Square.

The interests of these stakeholders will need to be managed via a rigorous communications plan. Once decisions are made, we can advise on key dates, key stakeholders, responsible people, messages and delivery mechanisms for our communications.

8. Financial Considerations

Costs for any of the options listed in this report are not budgeted. Additional lighting costs would have to be approved as additional expense or accounted for in the forthcoming Annual Plan or Long-Term Plan process.

Our recommended option proposes using Infrastructure Contributions to install lighting on Martinborough pedestrian crossings. These contributions are designed to be used for “to provide for the safe and convenient movement on roads of vehicular, bicycles and pedestrians within and throughout the Wairarapa.” There is currently \$3.8m available in Infrastructure Contributions.

Under current delegation rules a decision to upgrade lighting on all crossings (circa \$500,000) would have to be made by a full Council Committee. A decision to place standalone lighting in the Square (circa \$60,000-\$120,000) could be made by the Infrastructure and Community Services Committee once a budget source was identified.

Contact Officer: Stefan Corbett, Group Manager Partnerships and Operations

Reviewed By: Harry Wilson, Chief Executive Officer

Chairperson's Report

1. Purpose

To update the Infrastructure and Community Services Committee on activities and issues.

2. Recommendations

The Chairperson recommends that the Infrastructure and Community Services Committee:

1. Receive the Chairperson's Report.

3. Introduction

Firstly, I'd like to welcome all members to the first Infrastructure and Community Services Committee for this triennium. I will be Co-Chairing the Committee with Deputy Mayor Councillor Melissa Sadler-Futter so there will be times where we will be sharing the workload and duties.

There will be a lot of significant issues and decisions which we will need to make over this triennium and I hope that we can all work together to find solutions for our residents, ratepayers and communities across the district.

4. January Updates

During January, we were impacted by Cyclone Hale and thankfully the South Wairarapa eastern hill country didn't receive the same heavy rainfall that hill country areas east of Masterton or further afield north of Gisborne received. However, our rural residents were still impacted again with flooding, roads slumping and slips closing roads.

While Council staff, roading contractors and sub-contractors all worked to open up access to our rural residents, access on the Tora Road was opened by locals earlier and ahead of contractors arriving. This has occurred many other times in the past where locals have helped locals and shows how resilient and capable our rural and isolated residents are.

During this event, Council staff initiated an emergency planning process to oversee and respond to any issues occurring during the Cyclone. Council has never before

managed events in this way, so while we didn't suffer the damage other areas of the country faced, the lessons learnt by Council will benefit us in the future.

I'd like to thank our rural residents, all our Council staff and contractors for the efforts they have made in the last month to keep our roads open for families, businesses and tourists alike.

5. Weather Events

During the weather events which we are regularly having, contractors are travelling with machinery including trucks, trailers, diggers etc from Masterton to the work sites on our roads east of Martinborough and then returning to Masterton driving their trucks, trailers etc each day. This transit time has an impact in that it is costly in terms of fuel, driver time, wear and tear on machinery, as well as roads and there will be an environmental cost as well.

I would like to see if it possible for the contractor's machinery to be left overnight close to the worksite so that transit time is reduced and more time is spent on site clearing slips and reopening our roads. The contractors would then travel from Masterton to the worksite in smaller 4WD vehicles. Surely this would be more economic for our Council and communities.

Prepared By: Councillor Aidan Ellims – Chairperson, Infrastructure and
Community Services