

## 4. User Issues

### 4.1 Introduction

Part 3 of the Streetscape Strategy assessed issues associated with the different towns of the Gore District. Each area has particular circumstances and issues that require consideration. This part of the strategy is intended to focus on the needs of various users groups, being those in vehicles, the pedestrians and the cyclists. With the Gore District having a significant role as providing centres for people to retire to, particular issues arise with regard to the use of mobility scooters, and as a consequence they are considered separately.

The Council recognises that people riding horses are a common activity, particularly on the edge of towns where grazing is available. At this time there appears to be no notable issues arising that require separate consideration of this activity. Those riding horses within urban areas show care for other users and in return expect consideration from other road users, especially drivers of vehicles. That is considered a road safety matter that is better dealt with outside of this strategy.

The use of skateboards, roller blades and scooters is a notable activity by the youth of the District, where road and footpath conditions allow. These activities do not occur at a level that requires consideration in this Streetscape Strategy, other than to recognise that within the main commercial areas of Gore and Mataura they are considered incompatible with the dominance that the Council wishes to provide for pedestrian use of those areas.

### 4.2 Vehicles

The driver and any associated passengers, as well as the persons who send and receive goods and services are all users of vehicles. Vehicles utilise public roads and can be privately owned, operated to provide public transport, or designed for the cartage of goods, materials or produce. Roads provide for:

- (i) **Mobility**, enabling the movement of people, stock and goods to desired destinations as efficiently as practicable; and
- (ii) **Access**, to adjoining properties by a range of transport modes, including walking, cycling or vehicles.

Roads also provide for:

- The location of public facilities and amenities, for example, public toilets, telephone booths, drinking fountains, benches, etc.
- The parking of vehicles.
- Meeting of people and social interaction.
- Leisure and cultural activities.
- Economic activities, including outdoor dining and busking.
- Street parades and other special events such as market days.

*Streets are used in many ways*



The functions chosen for a street will determine what type of vehicles, how many vehicles and the types of trip the street will be used for. The choice will be also between the street being the destination or part of the journey. Traditionally the combination of functions chosen for a street determines its place in a hierarchy. In the Gore District the following categories comprise the roading hierarchy:

- **Arterial roads** have as their main function mobility, being the movement of through traffic from one point to another. They are the most heavily trafficked roads and include state highways and the main routes within urban areas. For example, in Gore, Charlton Road and the heavy traffic bypass roads serve as arterial routes providing important links through the town and from one part to another. In Maitua, Forth Street is an arterial road used by traffic heading towards Tuturau.

Arterial routes also provide access to adjoining land and care is required to ensure that the movement of vehicles to and from land adjoining an arterial route is carried out in a safe manner and without disruption to the flow of traffic on the arterial route. In some cases, such as the State Highway south of Gore, a separate road is provided to ensure safe access to the adjoining land. The Council has rules in its District Plan requiring vehicles to enter and leave an arterial route in a forward direction. In Maitua, Forth Street is an arterial road used by traffic heading towards Tuturau.

- **Collector roads** provide a frame, similar to the bones in a body, which hold together the road network. These roads provide for moderate levels of traffic and connect the various parts of towns. They are the main routes (excluding the arterials) along which people travel to and from school, work and leisure activities. Coutts Road and Broughton Street in Gore and Oakland Street in

Mataura function as collector roads. In addition to this connecting role, collector roads also serve adjoining properties. However, as traffic flows are not as high as on arterial roads the need to regulate movement of vehicles to and from collector roads is reduced.

- **Local Roads** are primarily intended for access, to serve the needs of the people or businesses within them. While some local roads connect to other local roads the volume of traffic is not high, and characteristically there is little traffic on them after 10:00 pm. Many local roads are a “dead-end” or cul-de-sac.

New or upgraded streets need to be designed to ensure that the street performs its intended function. Infrequent but critical traffic such as rapid response emergency service traffic needs to be suitably accommodated. The Council’s Subdivision and Land Development Bylaw 2011 sets out the standards required to be provided with any new or upgraded roads.

The current roading hierarchy for the towns of the Gore District is set out in Appendix 1. The Council considers that changes are required to the hierarchy and details of those changes are described in Part 6.2 of this Streetscape Strategy.

**Policy 12 The Council will:**

- (a) **Classify roads having regard to the future role of that road in its roading hierarchy and the needs of its users.**
- (b) **Require any new roads constructed, or roads upgraded as a consequence of any development, to meet the standards for its classification as set out in the Council Subdivision and Land Development Bylaw 2011.**
- (c) **Manage activities adjoining roads through the provisions of the District Plan.**
- (d) **Review its roading hierarchy at least once every three years to ensure that roads are appropriately classified.**
- (e) **Promote and facilitate the construction and use of service lanes adjacent to, and separate from, state highways as a means of access to adjoining land.**

### 4.3 Pedestrians

Pedestrians are a diverse group with characteristics reflecting the general population. While many pedestrians are fit and healthy, have satisfactory eyesight and hearing, pay attention and are not physically hindered, this is not the case for all pedestrians. Facilities should, wherever possible, be designed for pedestrians with the least level of ability. The concept of universal access removes barriers for those with special needs and ensures pleasant, convenient routes that are beneficial for all pedestrians.<sup>3</sup>

Some pedestrians are at greater risk than others of being involved in a crash, or are more susceptible to serious injury. Four types of pedestrians that are particularly vulnerable in the traffic environment include:

<sup>3</sup> Source: Land Transport NZ Pedestrian Network Planning and Facilities Design Guide.

- **Elderly** - diminished vision, hearing, slower walking speeds and slower reaction times are factors which affect the ability of older pedestrians to cross the roads safely. Those over the age of 80 are significantly at risk. It is significant that in the Gore District 16.8% of the population is aged 65 years and over, compared with 12.3% of the total New Zealand population. As a consequence, the needs of this group require particular attention.
- **Children** - children are impulsive and can have little or no sense of danger. Children 5 – 9 are the most at risk group.<sup>4</sup>
- **Disabled Persons** - it is estimated that approximately 20% of the population has some form of disability, and approximately 3% of the total adult population is blind or vision-impaired.<sup>5</sup>
- **Intoxicated Persons** - intoxicated pedestrians accounted for 47 fatalities (26% of all pedestrian fatalities), 126 serious injuries (10%) and 236 minor injuries (8%) out of the 4,806 police reported pedestrian incidents in 2005-2009. (Source: Ministry of Transport Pedestrian Crash Fact Sheet 2010).



Recreational walking for leisure and exercise purposes on roads has increased in popularity over the past ten years. Given the level nature of much of the urban areas, with a nearby presence of rising land onto low hills, walking is available for a range of ages and levels of fitness. The compact nature of Matakana and Gore also facilitates walking to and from work, school, shopping and recreation activities.

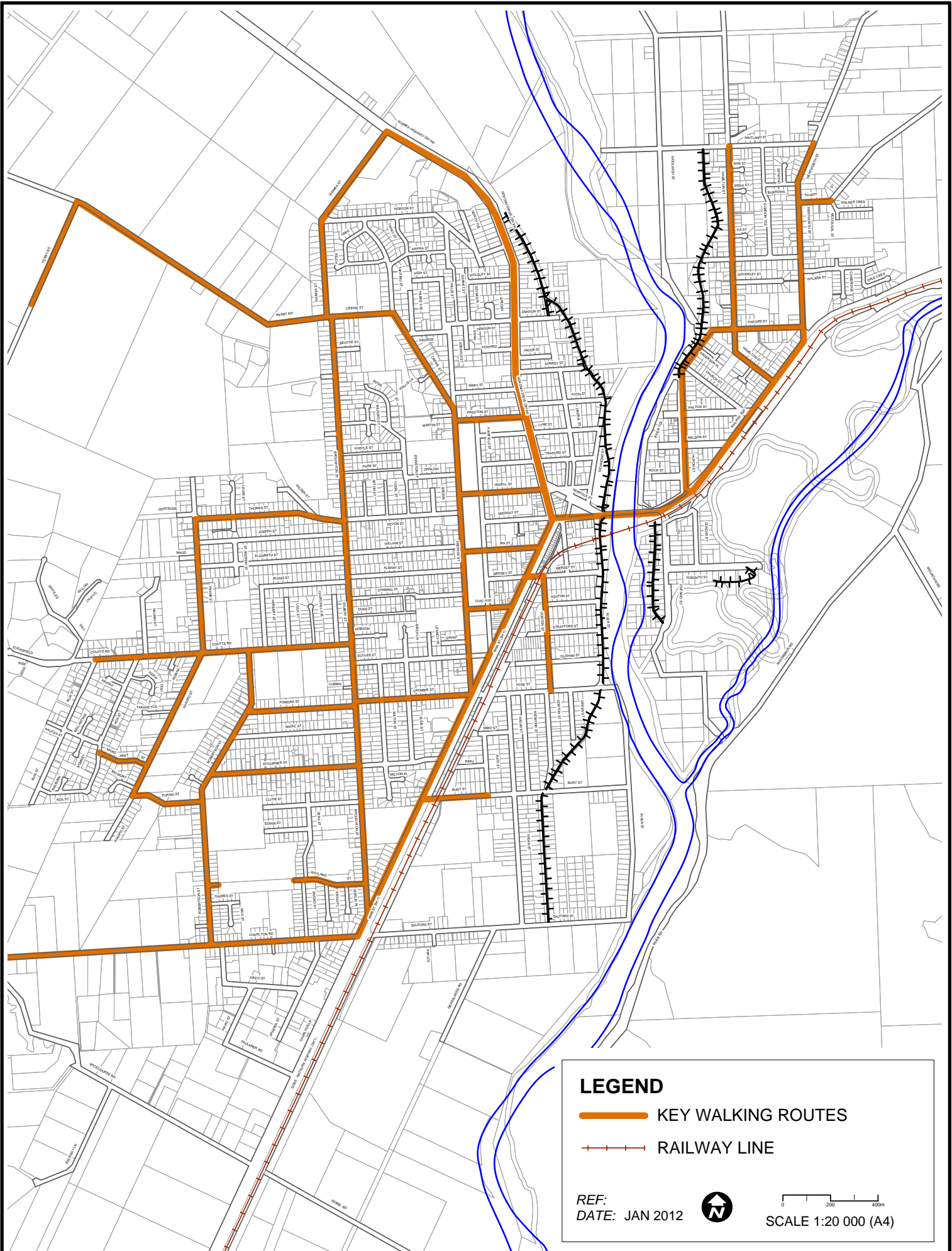
Key walking routes within Gore and Matakana are shown on Figures 6 and 7.

Issues raised by pedestrians and those that walk include:

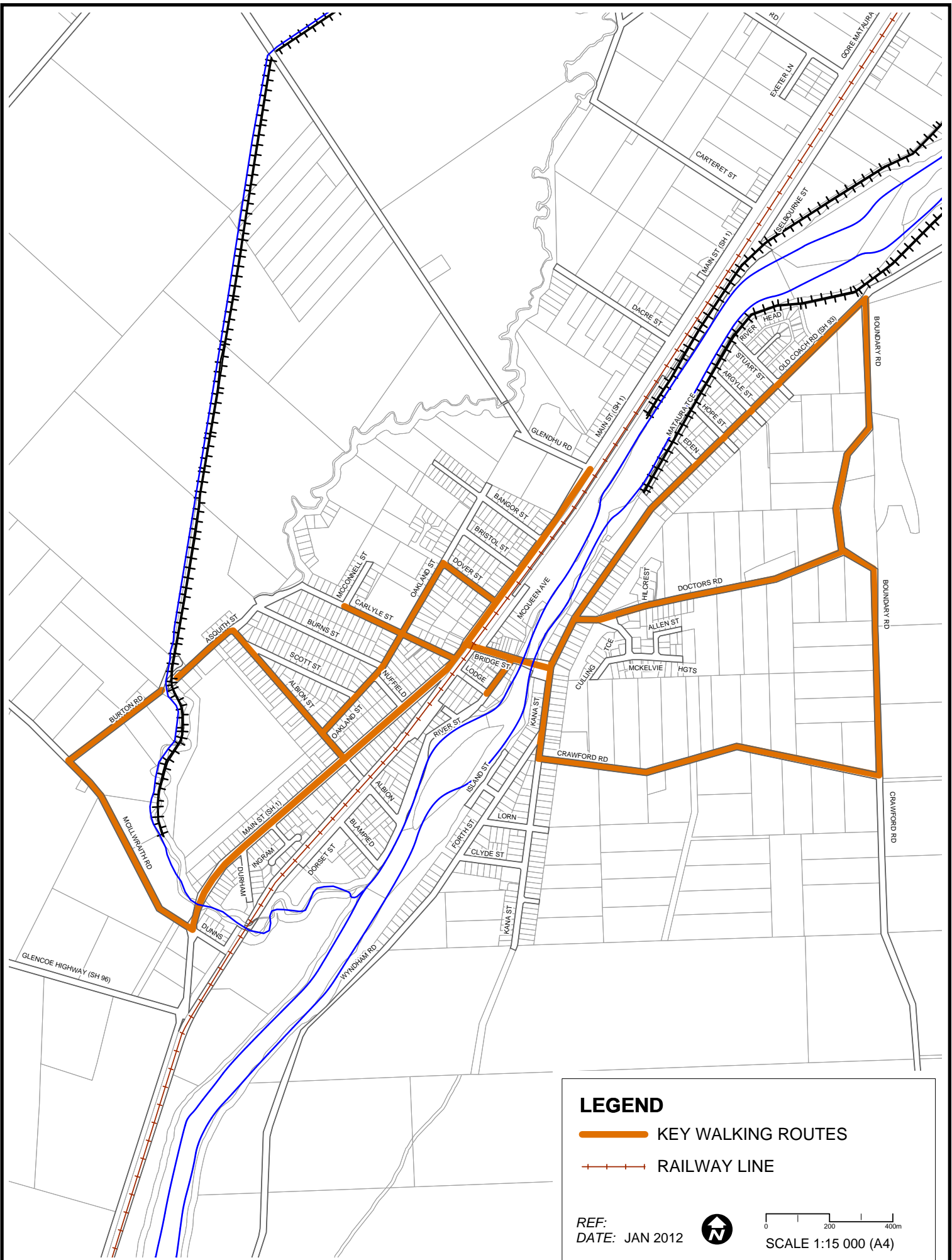
- A need to provide for the safe crossing of arterial roads.
- A need to maintain and repair damage to footpaths.
- A lack of facilities at workplaces for changing.

<sup>4</sup> Source: Ministry of Transport Pedestrian Crash Fact Sheet 2010

<sup>5</sup> Source: 2001 Disability Snapshot, Statistics New Zealand



**GORE DISTRICT STREETSCAPE POLICY 2011**  
**FIGURE 6: KEY WALKING ROUTES: GORE**



**GORE DISTRICT STREETSCAPE POLICY 2011**  
**FIGURE 7: KEY WALKING ROUTES: MATAURA**

- A lack of shelter along some key routes, particularly in the centre of towns.
- A lack of riverside tracks suitable for walking.
- A lack of areas where there is encouragement to walk a dog.
- Vegetation and trees overgrowing and overhanging footpaths.
- Vehicles parking on or across footpaths.
- Gravel spilling out onto the footpath from some driveways.
- An absence of footpaths on parts of some streets.

**Policy 13 The Council will enhance pedestrian activity and walking by:**

- Identifying key pedestrian and walking routes (including those used by school children, the elderly, shoppers, commuters, people walking the dog, those exercising etc) and providing a level of amenity (including footpath width and street furniture) on those routes appropriate to their purpose and use.**
- Using bylaw provisions to require sealing of vehicle accesses for a distance of five metres back from legal road boundaries**
- Investigating the construction of a riverside walk and cycle track along the western side of the Mataura River from Surrey Street to Hyde Street, utilising the existing stop bank and passing beneath the road and rail bridges.**
- Investigating, and where practical promoting options for the safe movement of pedestrians across the Waimumu Stream at the State Highway 1 bridge.**

#### 4.4 Cyclists



Cycling generally has two main purposes:

- (1) Utility cycling** involves making a journey for the main purpose of doing an activity at the journey's end, such as work, education or shopping. Time, directness and perceived safety are important considerations for utility purpose trips.

- (2) **Leisure cycling** is done for enjoyment and exercise. It usually takes place at off-peak periods. Leisure cyclists include sports training cyclists, recreation riders and cycle tourists. It also includes children playing on their bikes near their homes. Sports cyclists training tend to be fitter and travel at faster speeds and longer distances than others, frequently into rural areas along frequently used routes.

To assist those learning to ride a bike the Gore Lions Club has constructed a learning road layout on Clyde Park adjacent to Richmond Street.



Along routes of high cycling use it is appropriate to separate cyclists from motor vehicles. Traditionally this has taken the form of creating cycle lanes on roadways. In areas of high use and where traffic is fast moving or there is an elevated risk to cyclists (such as on bridges that cross rivers and streams) a higher degree of safety can be achieved by:

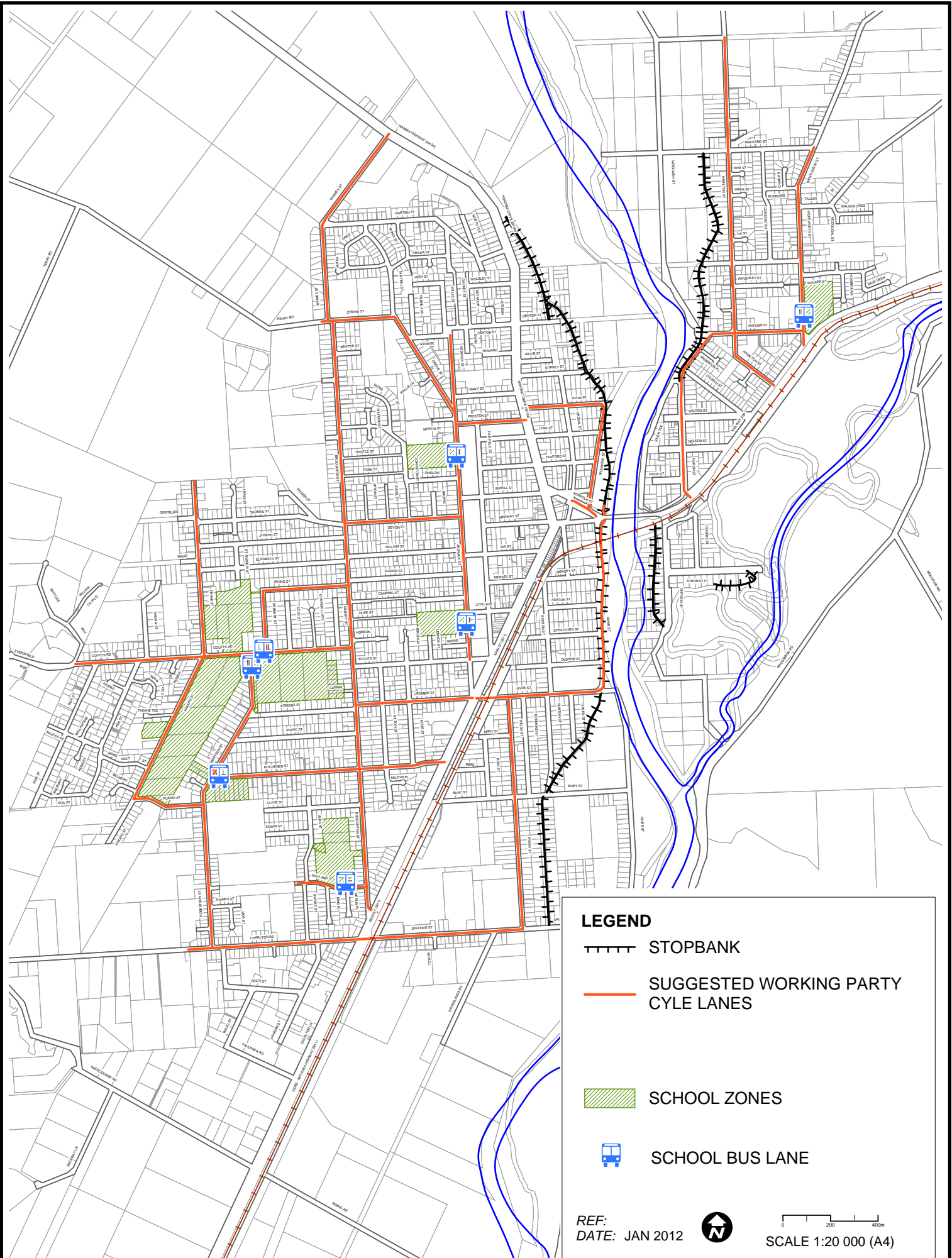
- Use of rumble edge to delineate the division between traffic and cycle lanes.
- Adopting different road surfaces or colours to highlight priority for cyclists.
- Constructing formed cycleways separated from traffic, as could be undertaken on the road edge between Gore and Mataura and the Mataura River bank.
- Cyclists and pedestrians sharing footpaths.

Key existing and proposed cycling routes are shown on Figure 8 for Gore and Figure 9 for Mataura.

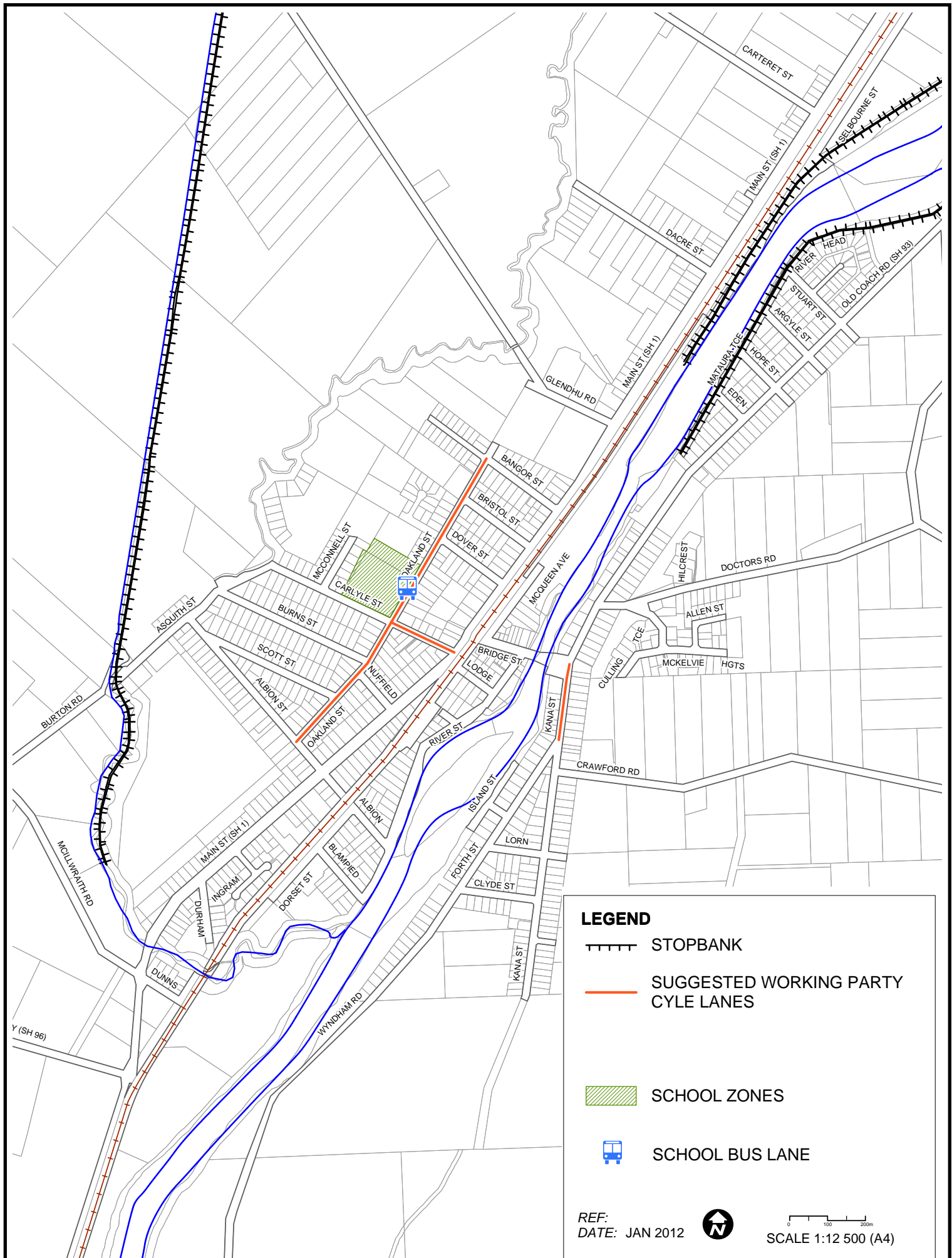
Issues raised by cyclists are similar to those raised by pedestrians and those who walk, and include:

- A need to provide for the safe crossing of arterial roads.
- A need to maintain and repair damage to the edges of roads.





**GORE DISTRICT STREETSCAPE POLICY 2011**  
**FIGURE 8: KEY EXISTING AND PROPOSED CYCLE ROUTES: GORE**



**GORE DISTRICT STREETScape POLICY 2011**  
**FIGURE 9: KEY EXISTING AND PROPOSED CYCLE ROUTES: MATAURA**

- A lack of facilities at workplaces for changing.
- A lack of a riverside track suitable for cycling.
- Safety concerns at traffic islands and across bridges.
- A lack of courtesy by motorists.
- Insufficient facilities for the secure and sheltered parking of cycles.

**Policy 14 The Council will enhance cycling within the District by:**

- (a) Implementing safety enhancements on key cycling routes (including those used by school children, commuters, those exercising etc).
- (b) Allowing the use of footpaths, where these are available, by cyclists across road bridges.
- (c) Investigating, and where practical implementing, options for the safe movement of cyclists:
  - (i) Across the Waimumu Stream bridge on State Highway 1.
  - (ii) Between Kana Street (State Highway 93) and Main Street (State Highway 1) at Matura.
  - (iii) Along State Highway 1 between Huron Street and Hokonui Drive/Main Street, including through roundabouts.
  - (iv) At the southern end of Ardwick Street connecting to and across Main Street (State Highway 1).
  - (v) At the intersection of Broughton Street and Coutts Road.
- (d) Undertaking education programmes in conjunction with other agencies promoting a sharing of the road by all road users.
- (e) Supporting the principle of the construction of a cycleway from Gore to Matura separated from vehicular traffic.
- (f) Providing cycle racks within town centres and at Council recreational facilities.
- (g) Encouraging businesses to provide cycle racks for staff and, where appropriate, for clients and customers.
- (h) Working with education institutions to promote cycling.
- (i) Investigating the construction of a riverside walk and cycleway along the western side of the Matura River from Surrey Street to Hyde Street, utilising the existing stop bank and passing beneath the road and rail bridges.

## 4.5 Mobility Scooters

The Gore District, at 16.8%, has a larger proportion of its population over the age of 65 than the New Zealand average of 11.4%. The Gore township has a key role as a retirement centre. A high number of elderly people live on the flat ground near the town centre. This area is very suitable for use of mobility scooters.

Mobility scooters are motorised vehicles which provide a means of transport, mainly on footpaths, for those that have difficulty walking. The majority of users are elderly, however there are also some younger users who are unable to walk significant distances and would otherwise be severely restricted in their activities.



Mobility scooters are a relatively new form of transport and although they provide significant improvements to the lives of their users, they are also increasingly causing issues for others, including:

- There is little regulation of the machines or their use. In the absence of rules drivers can act unpredictably creating a hazard.
- There is no standardisation of machine components such as wheel size and as a result in some situations obtaining repairs can be a problem.
- Footpaths and other infrastructure on which scooters travel, cross or park were mostly designed and constructed long before scooters came on the scene. As a result difficulty can arise when vehicles cross streets on drop crossings. Footpath cambers and gradients may not be appropriate, and the design of existing pram crossing at intersections may not be appropriate for mobility scooters.
- Footpaths are generally too narrow for scooters to coexist satisfactorily with pedestrians. A minimum footpath width of 2 metres is needed to accommodate mobility scooters, while the current Gore District Council standard footpath width is 1.4 metres.
- There may be potential conflict between the design requirements for mobility scooter users and other footpath users such as the visually impaired. Mobility scooter speeds can be excessive and create a hazard for such other users and motorists exiting properties.

- Relatively small user groups may require large amounts of infrastructure expenditure to upgrade infrastructure.
- Railway crossings can potentially trap wheels of mobility scooters.
- Provision of mobility scooter parking facilities may need to be considered at existing facilities or proposed facilities where scooter users are likely to congregate.
- Training in scooter use and possibly in the choice of a suitable scooter needs to be undertaken.
- Identification of routes most likely to be travelled by scooters is needed.
- Upgrading of primary scooter route infrastructure needs to take place.

These issues are becoming increasingly significant. National crash records for the period from 2005 to 2009 show that 10 wheeled pedestrians (description used by the Ministry of Transport) were killed. During the same period 123 wheeled pedestrians were injured.

Local customer service requests from mobility scooter users regarding problems they have with the existing infrastructure are also becoming more common. With the aging of our population these issues will increase unless they are appropriately addressed.

**Policy 15 In responding to the needs of mobility scooter users the Council will:**

- (a) Encourage mobility scooter users to:**
  - (i) Undertake appropriate training on the safe use of the scooter.**
  - (ii) Seek advice on the models that are suitable within the Gore District.**
- (b) Advocate the introduction of standards and regulation at a national level applying to the production and operation of mobility scooters within public areas, and the infrastructure associated with their use.**
- (c) Assess and consult with users of mobility scooters:**
  - (i) On how best to provide for their use within the Gore District.**
  - (ii) As to the design of pathways and other infrastructure associated with their use.**
  - (iii) To identify routes most likely to be used by mobility scooters.**
  - (iv) To assess undertaking appropriate works to facilitate the use of mobility scooters.**