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**ORDINARY MEETING**

**OF**

**CITY STRATEGY COMMITTEE**

**MINUTE ITEM ATTACHMENTS**

**Time:** 9:30am  
**Date:** Thursday, 15 August 2019  
**Venue:** Ngake (16.09)  
Level 16, Tahiwī  
113 The Terrace  
Wellington

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**Business**

**Page No.**

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**Confirmation of Minutes City Strategy Committee - 15/08/2019**

- |                             |    |
|-----------------------------|----|
| 1. Petition with signatures | 2  |
| 2. Petition as presented    | 22 |

## Request to change recent chipseal upgrades back to use of Asphaltic Concrete along the Esplanade

### What we want and Why

We, the residents and wider community who enjoy coming to the South Coast are not happy by the latest upgrades along the Esplanade using chipseal. It has tripled the noise level. The continuous rumble is stressful and severely impacts on the quality of life along the coast.

We demand that WCC resurfaces the chipseal sections with smooth asphaltic surface and maintains the use of Asphaltic smooth seal as is currently the case for rest of The Esplanade towards Kilbirnie and all along Happy valley road to Brooklyn.

### Background Information

The WCC pamphlet on 'Why Chipseal', deposited in our letterboxes, states the following:

1) *"We use Asphaltic concrete extensively in the inner city and in shopping area because of traffic volumes and high pedestrian flows."*  
There is an increasingly high volume of traffic on The Esplanade, and an increasing number of pedestrians as the South Coast becomes more and more popular. For these reasons asphaltic concrete seal needs to be used all along The Esplanade in Island Bay in order to reduce the noise level for residents, walkers and cyclists.

2) *"While it's true that chipseal in suburban streets can cause some inconvenience, if it were to use smoother asphaltic concrete seal the cost would be more than three to five times as much- none of which in the present climate, would be likely to be subsidised by NZTA."*

We point out that the Esplanade is not a suburban street: It is a major traffic route. Furthermore, the noise level is not just an inconvenience: It constantly mars the quality of life along the South Coast.

### Present Action

If we want a change in policy from Transport Assets at the Wellington City Council, we will need the wider community to give feedback on latest practice of putting in chipseal mainly to reduce costs.

We will send the signed forms and a letter of complaint to the Southern Ward councillor Ms Fleur Fitzsimons on behalf of those of us who want to maintain as much quality of life as possible along the south coast. We are requesting that Ms Fitzsimons supports our request to reduce the noise level of cars that use this route along The Esplanade and Happy Valley road in order to avoid busy bottle necks at the Basin Reserve and Miramar Peninsula.



Request to change recent chipseal upgrades back to use of Asphaltic Concrete along the Esplanade

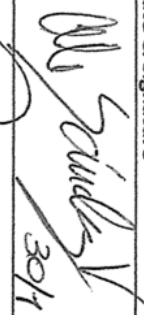

Contact details of Coordinator: Francesca Pouwer, 188 The Esplanade, Island Bay, pouwerf@gmail.com 022 096 1691

Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
Francesca Pouwer	Riverford@gmail.com 122 The Esplanade	- Put music on in front room to block out noise. Heard it back in the garden. - Wakes me up at night. Need to keep windows closed, - need to yell when talking or reading conversations	30/1/2019 Francesca Pouwer
Jan Rye	190 The Esplanade pouwerj@gmail.com	constant irritating noise day & night Loud noise for 9-10 hours in the house and car	Jan Rye 30.1.2019
Kinda Gibson	192 The Esplanade kinda.smiles@life.gibson@gmail.com	constant noise and also poor quality surfacing causing for damage walked through house for 4hrs.	30.1.19 Kinda Gibson
Poko Daniels	142 THE ESPANADE poko.daniels@gmail.com	Noisy & messy. AND SPEED RESTRICTIONS	30.01.2019 Poko Daniels
Jennifer Pika	espikelets@gmail.com	regular with going to gym and trip.	30/1/2019 Jennifer Pika
Brent <del>Ellis</del>	Brentandbren@gmail.com 184 The Esplanade	- Noise increased - poor quality surface - paint chips etc to cars - tar bitumen sticking to shoes - brought in noise	31/1/19 Brent Ellis
Katherine Dale	196 The Esplanade foliage4chennai.com	- much noisier on this busy road - road dips end up into garage & too inside, - ends up on the drive & my young son steps on it	31/1/19 Katherine Dale



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Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
Alexandra Sanchez	alesami@gmail.com	Frequent visitor since 2014. The noise has increased a lot.	 30/1/19
CRISTHINA ARANCIBIA	CRISTHINA.ARANCIBIA@gmail.com	As a frequent visitor I can say that the noise is disturbing from early in the morning till late at night	 30/1/19



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Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
Sophia Grace.	Sy grace281@gmail.com	High volume noise of traffic going past. New road surface has increased noise & stress.	31 Jan 2019. Sophia Grace
Storm STRUKED	204 THE ESPLANADE 15 CAND BAY - STORMKING@AFTER.COM	V.HIGH volume of noise chip failure tar cracking - poor surface - must replace with asphalt.	31 Jan 2019 Storm King
BRENT SMITEN	202 The Esplanade Island Bay	Increased noise with the chip. Loose chips are always coming off the road. Does not wear well in a high flow area.	31 Jan 2019 BRENT
David Turney	206 The Esplanade david.turney@kwhmail.co.nz	Very high volume of traffic noise (Engines & surface not engine noise) surface need re-sealing back to what it was	31 Jan 2019 David Turney
Courtell Jean van Heensbergen	206 The Esplanade. tella.jvr@hotmail.com.	Refer to Why we chipseal your road The Esplanade is not a suburban road. It's a major traffic route.	31 Jan 2019. Courtell
James Holley	186 The Esplanade James.holley@live.com	Huge traffic volume + noisy seal - have had stone chips in cars and tar sprayed up onto vehicles. - Road on hot days has turned into tar puddles. - Noise on hot days has turned into tar puddles. - Environment pollution. Marine reserve + boat harbour covered in chip. Council council.	02 Feb 2019 James Holley
Samantha Erickstad	186 The Esplanade samantharerickstad@hotmail.co.nz	There is high volume of traffic causing a lot of road noise due to loose road seal. Also flicks up from cars driving fast dangerous to pedestrians and the marine environment. Very hazardous to cyclists as well.	02 Feb 2019 Samantha Erickstad





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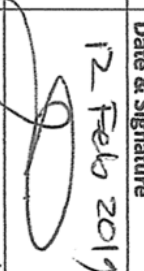
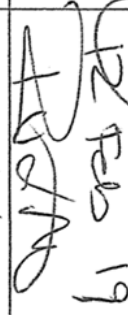
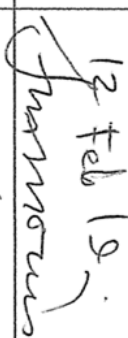
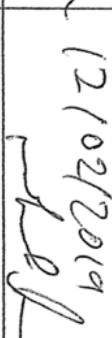
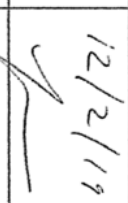
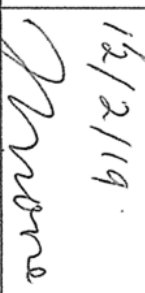
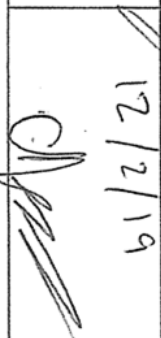
Contact details of Coordinator: Francesca Pouwer, 188 The Esplanade, Island Bay, [fpouwer@gmail.com](mailto:fpouwer@gmail.com) 022 096 1691

Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
Traveler Hauptman	174 The Esplanade Island Bay	Tar gets tracked into the house Quality of the road is poor	9 Feb 2019 
Gray - Greener, Meredith	102 the Esplanade	The worse road is very loud, the tar spores get into the lawn, and the quality is poor.	9 Feb. 2019 
Chris Delaney	160 The Esplanade	The noise has increased significantly. In this hot weather the melted tar is creating a mess for cars + pedestrians.	
SIMON LYNN	156 The Esplanade	It's trying the noise of the traffic making life difficult for residents	
John Lynn	156 the Esplanade	Very noisy traffic noise on Road has become unpleasant to sit on on balcony	
CAROL WILKINSON	158 THE ESPLANADE	NOISE! IT AFFECTS OUR CONVERSATION LEVEL INSIDE THE HOUSE.	



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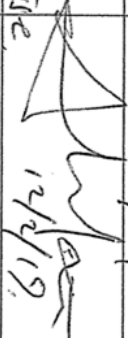
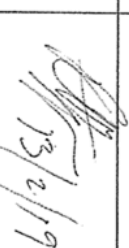
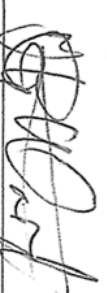
Contact details of Coordinator: Francesca Pouwer, 188 The Esplanade, Island Bay. pouwerf@gmail.com 022 096 1691

Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
Jonathan Delich	182 The Esplanade Island Bay.	Increased road noise recent chipseal job is melting	12 Feb 2019 
Resina Van der Aa	178 The Esplanade Island Bay	increased noise, unpaved tar that was not set.	12 Feb 19 
Sarah Morris	176 The Esplanade Island Bay.	Difficult to converse while walking	12 Feb 19 
Robert Linn	172 The Esplanade	Increased noise from new seal.	12/02/2019 
Shana Miller	154 The Esplanade	Noise - dangerous gravel when cycling and footpath	12/2/19 
Sam Moore	148 The Esplanade	Noisy, lot of loose seal continually blown into the grass/brake. Far too noisy and fast - would like to see speed controlled.	12/2/19 
Cedric Horner + Jennifer Kizzi	146 The Esplanade	A heap of road noise. This is a thorough part "Sharon street" as quoted in your chipseal pamphlet.	12/2/19 



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Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
Liam Beck	146 The Esplanade	It's too noisy	 12/2/19
N. Poulopoulos	144 The Esplanade	too noisy / patch up job not successful	N. Poulopoulos 12/2/19
Dolf van Asbeck	188 the Esplanade	too noisy, loose chips & melting seal. Can't talk to people outside your front door. Very expensive noise	 12/2/19
Maree Green.	140 The Esplanade	needs too much repatching done well	McGreen
Carole Forgan	134B The Esplanade	More noisy, flying stones	 13/2/19
Forayre.	136 The Esplanade	noisy - traffic, walkers are affected	15/3/19
GUNARD	128 THE ESPANADE	I agree it is too noisy 	13-2-9



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Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
MARIANO GARCIA	126 THE ESPLANADE ISLAND BAY WELLINGTON.	4 LANE HIGHWAY ON 2 LANE (BAY. WELLINGTON) 2 LANE ROAD.	13/2/2019. M Garcia
Tom Follan	124 ESPL.	TOO BUSY! SPEED DANGER	[Signature] 15/2/19
Don Gilling	122 The Esplanade	Too Busy speed danger Freedom Campers! parked opposite house!	[Signature] 15/2/19
Janet Turner	134 The Esplanade, Houghton Bay.	Agree with proposal - very noisy road out the time could keep them time road open - for rising. Houghton Bay	13 Feb 19. Jan Turner
Anna Doherty	194 The Esplanade Island Bay	Totally agree	14/2/19. [Signature]
Ashling M'Carthy	198 The Esplanade Island Bay	Agree with the proposal.	14/02/19 [Signature]





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Full name	Address / email	How use of chipseal on Esplanade affects you	Date & Signature
ADDIANS VEERSE VEERSE	210 THE ESPLANADE ISLAND BAY WELLINGTON 6023	MICKY NOISE EXCESSIVE SPEED	ADJ. Williams
KARAY SREBO	212 The Esplanade Island Bay Wellington 6023	Speed, Noise loose material	Approved



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Full name	Address /email	How use of chipseal on Esplanade affects you	Date & Signature
Sue BARKER	beachhousewellington@gmail.com	Affects our business for into the restaurant.	20/2/2019



**Petition:** That Residents along the Esplanade from Houghton Bay to Island Bay and on to Owhiro Road deserve Asphaltic Smooth Seal in order to reduce the excessive noise level on this very busy thoroughfare that is classed as a Principal Road, but which has been sealed using chipseal.

**Introduction and background information**

I, Francesca Pouwer, have lived along the Esplanade since 1986. In that time the traffic has ten-folded and it is now a busy route that is used to avoid bottlenecks at Mirramar and traffic lights through Newtown to the Basin Reserve. I myself go along the Esplanade and Qwhiro Road through Brooklyn to get to the motor way. At Peak times it is up to 15 minutes faster and a more pleasant route.

We can probably not change the fact that it has become a busy thoroughfare but we can control the noise level by the type of seal that is used.

Originally The Esplanade was smooth seal and this is still the case further along in the direction to Lyall Bay. However the road along the residential area has chipseal. Please note that the houses are right along the road and have a cliff face behind providing an echo effect.

I am here argue the case that

The use of the heavy chip along the Esplanade is unacceptable and the wrong kind of surface for such a busy road creating excessive noise for residents and all those who use the South Coast for recreation purposes.

Initially we contacted Fleur Fitzsimons and through her a meeting was set up with the Engineers at Council end of 8 April to hear our concerns. My neighbour James Worley and I represented the residents at this meeting.

As was to be expected the main argument for the use of Chipseal comes down to cost That the cost of Asphaltic seal was \$40 m2 with a life of 15 years while chipseal cost \$6-8 with a life of 1-12 years.

It was also argued to be more effective for extreme weather and road surface conditions. We were also informed that **The Esplanade is not a mayor route** and that noise we hear is the car engines and not the tyres hitting the chipseal and that **chipseal does not make that much extra noisy**. Finally that it was not in their power to make any changes to how the road was sealed.

**Our Perspective**

My neighbour James Woreley who could not be present today notes the following

"Please find attached the road hierarchy page from my council LIM report.

The council states that The Esplanade is classed as a principal road, it is also a residential road... so surface material should be seriously considered by the council.

The NZTA has several studies out about traffic noise levels and the annoyance value to the public. It is an environmental issue that needs to be managed. Resident Dolf van Asbeck talks briefly about its findings.

"..in order to produce guidelines for road controlling authorities to best use lower noise surfaces (as these are usually more expensive either as a capital cost, e.g. asphaltic concrete, or increased maintenance, e.g. finer chip), the effect of the road surface on the total traffic stream needs to be identified. Together with this, it is necessary to identify where the improvement in noise environment will be effective." (reference 1)

Page 1 of 6

The summary of this report states that annoyance values are a real issue. ( see copy attached)

From a noise perspective we argue that the wrong kind of seal has been used for The Esplanade.

However, the traffic noise level is being downplayed by Council because of the costs involved. The engineers were doing this during the meeting. The “ Why we chipseal your road“ pamphlet deposited in our letterbox about the resurfacing, the noise level is not specifically mentioned. Presumably it is hidden in the statement: Chipseal... can cause some inconvenience,...” and it basically argues that the cost is prohibitive. In the letter to Simon Lynn Mr Nuku from the Council states:

“Relating to the noise, we are aware that the installation on new chip seal can generate some **minor additional traffic noise**, this is an unfortunate by-product of ensuring that our roads are sealed in the most appropriate and cost effective manner

Appropriate to whom?

Cost effective at a cost to the community

Minor noise? According to whom?

This petition shows otherwise: It is not a minor noise based on the majority of residents who signed this petition. They report on as being very noisy and intrusive. Intrusive.

**Refer to the attached petition to read what residents feel about the traffic noise.**

**Relate this to the Community Assesment of Road Noise survey put together by OPUS for NZTA research on noise perception of traffic noise. Use a Question and Answer routine to show we can say yes to most of these questions.**  
Please note that we did not know about this survey when the petition was done.

The annoyance level at The Esplanade in Island Bay is so high because there is a fairly constant flow of traffic. There are peak period ofcourse but you can hear cars from about 5 in the morning to 11 o'clock at night and even later in the weekend.

It takes 8 seconds of rumble for a car to come by my house. At the rate of 7 cars a minute there is 4 seconds of silence per minute. And there are 300 to 500 cars per hour during the week including trucks, buses and service vehicles. And in the weekend there are even more cars. It can take up to 3 minutes to try to cross the road safely, especially on sunny days. On sunny days it becomes a highway and the noise is way up.

Yet this pamphlet Why we chipseal your road implies we are a suburban road.

*“While it’s true that chipseal in suburban streets can cause some inconvenience, if it were to use smoother asphaltic concrete seal the cost would be more than three to five times as much- none of which in the present climate, would be likely to be subsidised by NZTA.”*

So Cost is the Key criteria .

Yet the following criteria isalso mentioned:

*We use Asphaltic concrete extensively in the inner city and in shopping area because of traffic volumes and high pedestrian flows.”*

If you were to use this criteria : Asphaltic concrete seal needs to be used along The Esplanade here in Island Bay for the same reasons – high traffic volumes and high pedestrian (and cycling) flows at various times. Walkers divers and the like. So it also has an amenity value being the south coast and a marine reserve.

So what are the criteria? and How are they applied?

Refer to criteria outlined in letter (attached) from Mr Nuku at the council in answer to Queries by Mr Simon Lynn.

Dolf van Asbeck talks to how these criteria could be applied to The Esplanade and why smooth seal is used in certain sections due to stresses and strains caused by sharp bends or roundabouts in the road. He concludes that **cost factors** and **technical guidelines** are main criteria but that **traffic noise level** as a criteria is not highly weighted.

So the Esplanade stretch of road along houses from Houghton Bay to Island Bay gets chipseal despite the noise level issue and the high cost and lack of funding from NZTA are key.

Yet the criteria based on cost effectiveness can be brought into question if we consider other areas where asphaltic concrete has been used.

In Island Bay: Mersey street has a beautiful smooth road despite being a more quiet suburban road.

Owhiro Road has Asphaltic concrete seal . Please note that this is the continuation of the thoroughfare from Miramar/Kilbrnie way via The Esplanade. So why is chipseal being used in one part and not the other along this route?

In Karori: Friend street also has smooth seal

Simon Lynn asks:

This (Friend Street) is just a regular suburban little street in an affluent suburb whereas the Esplanade in Island bay is not. So why can they afford to use asphalt in affluent suburbs?

From an outsiders perspective the rules seem rather inconsistently applied if you compare situations across different parts of Wellington. It also highlights that such



inconsistencies can lead to the politics of dissatisfaction and a distrust of the WCC decisions. This is not helpful.

The following example further emphasises this apparent inconsistency: At the Engineer's meeting on 8 April a story was told by one engineer who related it as if it was a joke.

A resident of Johnsonville had chipseal put in front of his house and he could not stand the noise. So he decided to sell up to another area in Johnsonville where the road was smooth. But after 6 months, chipseal was put in here too. And you know what? The street he originally lived on was redone in smooth seal. Haha ha?

Not that funny I don't think. It really makes me wonder how decisions are made?

This is a real worry.

Firstly, your decisions on road surface affect us in significant ways. I myself am considering shifting. But I decided to put up a case to make a change to the road when I talked to my neighbours and realised they too were stressed by the constant rumble.

Secondly, the apparent inconsistencies and the way the cost criteria overrides other criteria are a real cause for concern from the point of view of the community. We along the Esplanade believe it was the wrong decision to use chipseal. We are being subjected to noise pollution every day.

The Wellington City Council has a duty of care to its citizens. It needs to apply the criteria in a consistent manner and manage traffic noise by giving it sufficient weighting despite the cost.

This is an issue all over the world and it is the reason for concrete walls and tree planting along motor ways. **Motor ways overseas and in New Zealand tend to have asphaltic seal but in New Zealand highways and secondary roads as well as suburban roads have chipseal.**

**In summary:**

The Esplanade is not a suburban street, it has high traffic flow, it is also an amenity area for recreational purposes and it has residential houses right along side the road. So why is Asphaltic seal not used in this case? Asphaltic seal is less noisy and harder wearing but it is more costly.

The 292 paper is quoted to be a guideline for engineers to make the right decisions when resurfacing roads.

This begs the question: who makes the decisions on what roads have amenity value. A roading engineer operating on council/NZTA prescribed tight budgets

doesn't seem like the best person to define what areas have amenity value, especially when the council has its own urban design and development teams.

The letter from mr Nuku also points out that "The council has reasonably advanced plans in place for all its roading assets.."

**There fore our call to Action is this:**

We ask that such teams reconsider resurfacing in a holistic manner and that an environmental issue such as managing traffic noise be taken into account and given a more serious weighting.

I hope my presentation will lead to a thorough overhaul on how decisions are made on the way we seal our roads in the Wellington area and alter the extent to which cost effective measures are key

I am arguing the case of The Esplanade in Island Bay. The use of the heavy chip along the Esplanade is unacceptable and the wrong kind of surface for such a busy road creating excessive noise for residents and all those who use the South Coast for recreation purposes.

We would like it to be resealed with Asphaltic cement.

## References

**1) Road Traffic Noise :  
Determining the Influence of  
New Zealand Road Surfaces on  
Noise Levels and Community  
Annoyance**

Vince Dravitzki, D.K. Walton and C.W.B. Wood,  
Opus International Consultants Ltd, Lower Hutt,  
New Zealand  
Land

Land Transport New Zealand Research Report 292, 2006

<https://www.nzta.govt.nz/resources/research/reports/292>

2)<https://www.nzta.govt.nz/assets/resources/research/reports/292/docs/292-Road-traffic-noise-determining-the-influence-of-New-Zealand-road-surfaces-on-noise-levels-and-community-annoyance.pdf>