Network Access Coordination Guidelines

Version 1.1

November 2025

Contents

Document Control

Disclaimer

This guidance document has been prepared with all reasonable care and consideration, drawing on the expertise of professionals within the field of temporary traffic management and the wider transport sector. It incorporates relevant legislation, standards, and industry best practices applicable at the time of its development.

While Auckland Transport has made every effort to ensure the accuracy of this guidance, it is intended as a resource to assist in understanding the Road Controlling Authority's responsibilities under the New Zealand Guide to Temporary Traffic Management. This document does not override applicable legislation or statutory requirements. Users of this guidance must apply their own professional judgment and consider other relevant resources and advice when implementing its recommendations.

Auckland Transport cannot guarantee that the measures outlined will be suitable for every scenario. It is the responsibility of individuals to determine the appropriateness and adequacy of the guidance for their specific sites and conditions. The responsibility for ensuring safety and compliance with legal obligations remains with those conducting the work.

Nothing in this guidance document should be taken to mean that AT has responsibilities to manage the health and safety of any person affected by the implementation of temporary traffic management. AT does not take responsibility for or control over the implementation of temporary traffic management and nothing in these Guidelines should be read as AT doing so.

Version History

Version	Date	Author	Description
1.0	17 October 2025	Auckland Transport	Finalised for issue.
1.1	12 November 2025	Auckland Transport	Reference error updated.

Table 1 - Document control

1 Introduction

1.1 Purpose

This document provides guidance for Auckland Transport (AT) in its role as a Road Controlling Authority (RCA) to transition its Network Access Coordination (NAC) responsibilities from the Code of Practice for Temporary Traffic Management (CoPTTM) based framework to the New Zealand Guide to Temporary Traffic Management (NZGTTM) and its principles.

The objective is to clarify the legal foundations, core responsibilities, and operational expectations associated with NAC under the NZGTTM, and to ensure AT coordinates safe, efficient, and managed access to the AT road corridor.

1.2 Audience

This guidance applies to:

- All AT staff involved in the CAR and NAC review process.
- AT network planners, operations teams, and reviewers engaged in TTM peer risk review.
- External PCBUs interacting with AT for corridor access.

This document does **not** provide a detailed process manual, but rather outlines the roles, responsibilities, and principal guidance underpinning the NAC function during and after the NZGTTM transition.

1.3 Fit with the AT NZGTTM framework

Table 2 below includes each of the tasks related to ATs NAC responsibilities that are covered by this guidance document.

No	Task	Competency description
8	Understand, interpret, and explain AT's organisational risk appetite to applicants and other PCBUs in the system.	This requires a thorough grasp of AT's risk management framework and its defined organisational risk appetites. A skilled team member can interpret these appetites in the context of specific work activities and locations, ensuring they align with AT's principles while being relevant to the operational environment. They effectively communicate this interpretation to PCBUs, articulating how AT's risk appetite influences expectations and decision-making. Additionally, they understand the extent to which AT's risk appetite can influence applicants and other PCBUs and

		approach discussions with respect for differing risk appetites. By navigating potential conflicts constructively and promoting mutual understanding, they foster collaboration and alignment with AT's safety objectives while maintaining positive working relationships with all stakeholders.
9	Keep accurate and thorough records of conversations with applicants and other PCBUs.	This task involves maintaining accurate, detailed, and well-organised documentation of interactions with applicants and other PCBUs. Records should be kept electronically in a format that is accessible and understandable to other team members, ensuring consistency and transparency. They must be precise and detailed, capturing key points of discussion, decisions made, and any agreed actions. Competent record-keeping requires timely documentation, ensuring that information remains current and relevant. Additionally, records should clearly differentiate between opinions, other perspectives, and formal decisions, enabling clarity for all stakeholders and supporting accountability and collaboration within the organisation.
10	Meeting with applicants to discuss their proposed projects and provide input into the risk assessment process (when invited into consultation conversations).	This involves effectively engaging with applicants through empathetic, risk-focused, and collaborative conversations to achieve shared safety outcomes. A skilled team member demonstrates emotional intelligence, builds trust, and fosters mutual respect by valuing diverse perspectives. They balance structured, evidence-based decision-making with flexible, risk-based thinking while upholding ethical responsibilities and ensuring transparency in communication.
11	Reviewing and understanding risk assessment documentation supplied by applicants and other PCBU's.	This involves the ability to identify and evaluate various risk assessment methods, such as bow tie analysis, fault tree analysis, and risk matrices, understanding their applications and limitations. A skilled team member can thoroughly comprehend the content and context of a risk assessment, ensuring all relevant information is accurately interpreted. They have a deep understanding of all existing TTM practice notes available within the industry and are able to understand and apply those principles while reviewing documentation.

		They maintain an unbiased perspective, suspending personal preferences or assumptions to objectively assess the findings. This includes identifying gaps or overlooked areas of risk, questioning unaddressed hazards, and evaluating whether the proposed controls effectively mitigate the identified risks and contribute to overall reduction in risk for the site.
12	Conduct a high-level assessment of the contractor PCBUs risk management approaches to ensure appropriate levels of risk have been identified and treated in the TMP	This task involves scanning for obvious gaps or omissions in the submitted risk documentation to support AT's risk and peer review, including NAC review obligations under the NZGTTM. The team member is able to apply a structured, risk-informed lens to check whether foreseeable network impacts or public safety concerns have been addressed on a surface level enabling a proportionate and defensible peer review. The team member understands that it is not intended to replicate the contractor PCBUs risk assessment process, it is used to provide clarity and comprehension of the contractor PCBUs risk management outputs and allow for recommendations and suggested improvements through a consultative process.
13	Liaise with the applicant and other PCBUs when they have specific questions and be able to provide succinct and accurate responses.	This requires a combination of availability, clear communication, and technical expertise. A skilled team member ensures they are accessible and responsive to PCBUs, fostering open and timely communication. They are able to articulate their views with clarity and precision, avoiding ambiguity and ensuring their messages are easily understood. Their knowledge of relevant processes, standards, and safety considerations enables them to provide accurate, well-informed answers to questions, building trust and credibility. By combining approachability with effective communication and expertise, they contribute to productive collaboration and the resolution of complex issues in a professional and efficient manner.
14	Provide feedback to the applicant and other PCBUs in the system following review of supplied content (including TMPs, risk assessments, for example).	This involves delivering clear, constructive, and comprehensive feedback that respects the principles of consultation, coordination, and cooperation. A skilled team member ensures feedback is specific, actionable, and provided in full rather than piecemeal, facilitating a clear understanding of required improvements.

		They use their expertise to suggest potential alternative solutions where gaps are identified, while recognising that ownership of the solutions—and associated risks—remains with the applicant. The team member fosters collaboration by being prepared for follow-up discussions and consulting with PCBUs to address unresolved risks effectively, ensuring alignment with safety obligations and regulatory standards.
25	Understand what TTM is being proposed in a TMP and what the potential impact is on the AT network.	This involves accurately interpreting the proposed temporary traffic management measures and assessing their potential impact. This includes the ability to read and analyse a TMP to determine the nature of the work activity, its specific location within the AT network, and the scheduled dates and times for implementation. Additionally, it requires evaluating the proposed traffic management setup to understand how it will affect road users, including pedestrians, cyclists, and public transport services. This means that team members can anticipate potential disruptions, support effective coordination, and ensure alignment with AT's safety and network efficiency risk appetites.
26	Proposing reasonable conditions to be used as part of the approval of a WAP.	This involves applying sound judgement to ensure that the proposed TMP is consistent with the objective of traffic and worksite safety while maintaining network efficiency. This requires the ability to distinguish between conditions that should already be addressed within the TMP and those that need to be explicitly stated as part of the WAP approval. It involves effectively utilising Auckland Transport's pre-existing conditions by selecting and applying them appropriately to relevant situations. It also includes recognising when a new condition is necessary, formulating it in clear and adaptable language, and structuring it to be broadly applicable across multiple CAR applications. This approach supports consistency in decision-making and contributes to the continuous improvement of AT's condition framework.
27	To be able to assess the priority order of CAR applications and administer to them	This requires strong time management and organisational skills.

	within the established timeframes.	This includes understanding AT's processing timeframes as well as estimating the size and complexity of applications (and their consequent time allocation) and ensuring personal workload is effectively managed to meet these deadlines. The role involves assessing daily workload, planning tasks efficiently, and prioritising CAR applications based on urgency and impact to ensure timely approvals. Proactive decision-making, attention to deadlines, and the ability to balance multiple applications are essential to maintaining an efficient and responsive CAR approval process.

Table 2 - Covered tasks and competencies related to NAC duties

1.4 How to use this document

The initial sections of this document outline the overall principles of network access coordination and the legal requirements and expectations for it in respect to AT's RCA role.

It then describes the communication and reporting expectations for conducting the NAC function. Then it delves into the details of the NAC review process.

Where text is highlighted blue, this indicates content of particular importance and readers should take note of this.

Footnotes are utilised to reference specific sections of documents where information has been extracted from. It is recommended that readers familiarise themselves with the broader content of the NZGTTM and any legal documents referenced to help them understand their duties better.

There are two sets of appendices which contain A3 versions of the process flow chart which should be read in conjunction with the process content to help the reader understand where the content sits in the process.

1.5 Definitions

These definitions in Table 3 provide reference throughout the document

Word/acronym	Definition
AT	Auckland Transport
CAR	Corridor Access Request
WAP	Work Access Permit
CoPTTM	Code of Practice for Temporary Traffic Management
NZGTTM	New Zealand Guide to Temporary Traffic Management
Contracting PCBU	Person Conducting Business or Undertaking in a contracting capacity
Contractor PCBU	Person Conducting Business or Undertaking in a contractor capacity

Word/acronym	Definition
Applicant	The party submitting a CAR application in MWS
MWS	My WorkSites
SD	Service disruptions
PT	Public transport
TAO	Transport Authority Organisations
HSWA 2015	Health and Safety at Work Act 2015
RCA	Road Controlling Authority
TTM	Temporary Traffic Management
Activity	This is not limited to just construction work, but includes any activity on the AT network that requires a CAR application
Risk-based approach	The concept behind the NZGTTM (often used interchangeably with NZGTTM)
3C's	Consult, coordinate, and cooperate
NZTA	New Zealand Transport Agency (or Waka Kotahi)
TCD	Traffic control devices
LGA	Local Government Act
ATOC	Auckland Transport Operation Centre
National Code	National Code of Practice for Utility Operators' Access to Transport Corridors
CAR manager	The person managing the overall processing of CAR applications and TMP process
NAC reviewer	The person responsible for completing network access coordination for the TMP
Lead agency	A lead agency would be NZ Police, FENZ, Civil Defence

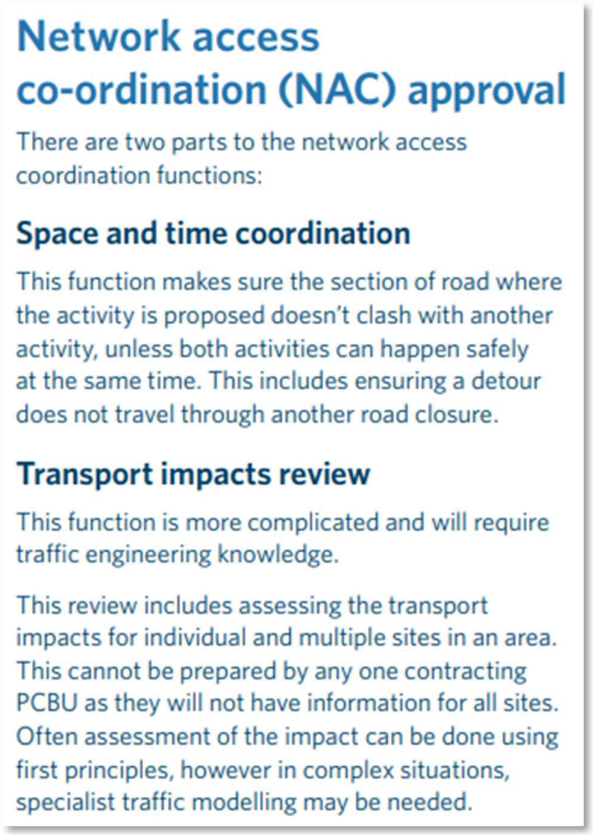
Table 3 - Definitions

2 General

2.1 Overview of the RCA NAC duties under the NZGTTM

AT, as an RCA, has responsibilities to require forward works planning, review risk assessments, coordinate the combination of contracting PCBUs wanting to occupy the network and ensure regulatory duties are complied with (such as authorising the use of traffic control devices, temporary speed limits, road closures etc). Rather than focusing solely on individual worksites or Traffic Management Plans (TMPs), NAC emphasises proactive and reactive risk management across the transport network, stakeholder collaboration and minimising the overall impact of activities on network performance and functionality.

The NZGTTM identifies 'space and time coordination' and 'transport impacts review'[1] as the two primary considerations for NAC review, approval or acceptance, which are coordinated and executed by the AT NAC reviewers and/or CAR managers. This is undertaken as part of the planning review stage of the NZGTTM's peer review system (Figure 1).



Network access co-ordination (NAC) approval

There are two parts to the network access coordination functions:

Space and time coordination

This function makes sure the section of road where the activity is proposed doesn't clash with another activity, unless both activities can happen safely at the same time. This includes ensuring a detour does not travel through another road closure.

Transport impacts review

This function is more complicated and will require traffic engineering knowledge.

This review includes assessing the transport impacts for individual and multiple sites in an area. This cannot be prepared by any one contracting PCBU as they will not have information for all sites. Often assessment of the impact can be done using first principles, however in complex situations, specialist traffic modelling may be needed.

Figure 1 – Extract of network access co-ordination (NAC) approval from NZGTTM

2.2 Intended outcomes of AT NAC management

The purpose of network access coordination is to manage activities on the transport network, and deliver measurable, positive outcomes. These outcomes reflect the intent of the NZGTTM to support a safer, more efficient, and user-focused system. The following points outline the key benefits expected from effective NAC management:

- Improved identification and sequencing of infrastructure delivery – reducing the frequency and duration of future work activity.
- Safe, coordinated access to the road network for all activities.
- Minimised disruption to road users through time and space management.
- Proactive identification and mitigation of network risks.
- Stakeholders are informed, engaged, and aligned on network activity.
- Improved network performance through reduced delays and congestion.
- Continual improvement in coordination practices based on lessons learned.

2.3 Consultation, coordination and cooperation

As provided for in the NZGTTM, AT consults, cooperates, and coordinates with other parties who may have duties in relation to road corridor activities. The NZGTTM aligns with this role by embedding cooperation and shared responsibility into its approach to managing network access coordination.

Table 4 below, broadly defines what the 3C's mean in terms of the NAC process.

Principle	What it means in the NAC process	Why it matters
Communication	Ensuring clear, timely, and transparent exchange of information between AT, external PCBUs, and stakeholders throughout the NAC review process. This includes early notification of activities, hazard ID and associated risk discussions.	Prevents misunderstandings, delays, or unsafe assumptions. Supports alignment of all stakeholder expectations and effective coordination of complex or overlapping work.
Cooperation	Working constructively with other PCBUs and internal AT teams to jointly resolve issues, align risk controls, and develop proportionate mitigation strategies. This includes respecting differing risk appetites and working toward common safety and network outcomes.	Enables shared ownership of risk, helps resolve planning conflicts, and fosters a collaborative safety culture across all users of the road corridor.
Coordination	Aligning the timing, spatial occupation, and implementation of works to reduce cumulative impact. Involves scheduling with forward works planners, resolving conflicts between overlapping activities, and ensuring continuity of access for priority modes.	Prevents network overload, duplication of effort, or disruption to critical services. Supports efficient delivery, network resilience, and public trust in planned disruptions.

Table 4 - Network access coordination related to the 3C's

Specifically, the NZGTTM requires RCAs and other parties to work together to manage risks, coordinate forward works planning and work activities, and cooperate to deliver safe outcomes for road users and workers. The NZGTTM operational workflow identifies where NAC consultation may need to take place in relation to the risk management process.

2.3.1 Early 3Cs milestones prior to CAR submission

Early engagement is particularly critical in large or complex projects where design, procurement, contracting, and risk planning can occur months or even years before a Corridor Access Request (CAR) is submitted. To support improved industry practice, AT encourages 3Cs consultation to begin as early as feasible in project lifecycles, ideally during the planning or business case development stages.

Pre-CAR submission consultation should proactively address:

- Environment and activity contexts (as defined in Section 5.2)
- Strategic network sensitivities and modal priorities
- Procurement and delivery model implications (e.g. bundled work packages)
- Interface with other projects or known forward works
- Opportunities for early identification of potential access constraints or mitigations

Figure 2 below outlines a recommended sequence of early engagement milestones. This is not a rigid timeline, but a guidance tool to help project owners and delivery teams initiate appropriate conversations with AT, at the right time in the lifecycle, prior to CAR submission.

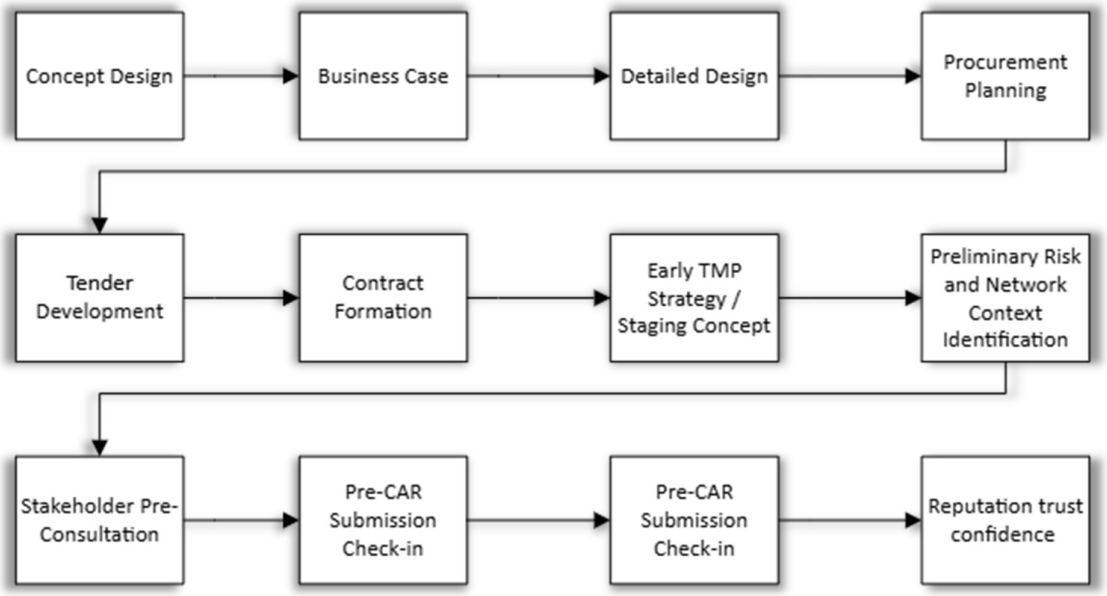


Figure 2 - Early 3Cs engagement milestones

2.3.2 NAC consultation in terms of the NZGTTM operational workflow

The principles of communication, cooperation, and coordination (often referred to as the 3Cs) are foundational to both the HSWA and the NZGTTM. These principles are also embedded within the ISO31000 Risk Management framework, forming a key pillar of how risks are identified, assessed, and treated, in dynamic environments such as the Auckland transport network.

In the context of NAC, the 3Cs are not one-off actions but continuous processes that underpin every stage of the risk management cycle. They support system-level thinking, promote transparency, and ensure that all parties with overlapping responsibilities engage meaningfully to protect both worker and public safety, as well as overall network performance.

Figure 3[2] Identifies the guidance operational workflow process for determining risk contexts, identification, treatment options and review, acceptance and approval.

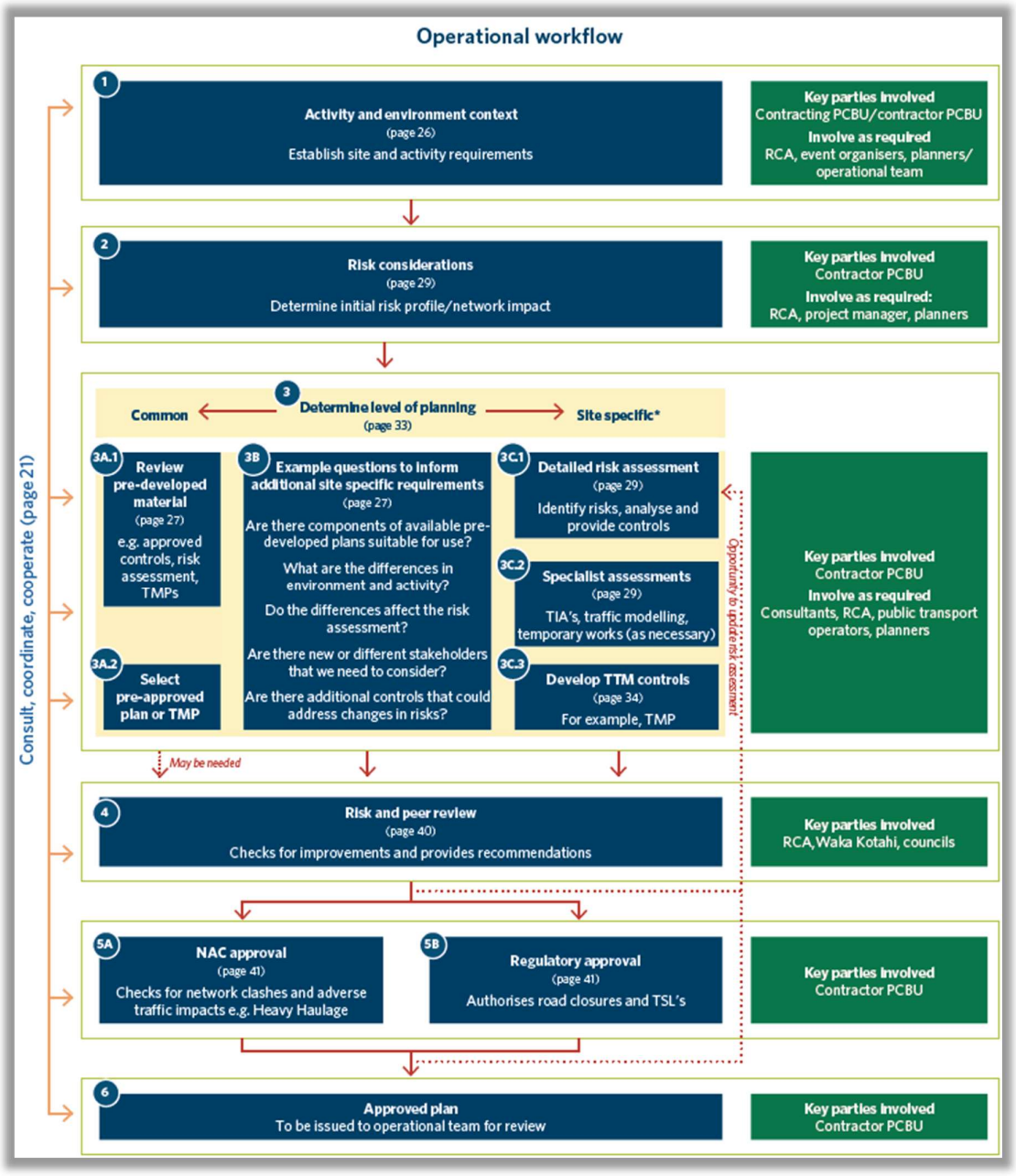


Figure 3 - NZGTTM operational workflow diagram

[2] NZGTTM Operational Workflow Diagram Page 25

Table 5 provides a further breakdown of the NZGTTM NAC consultation focus and key outcomes of each phase in the operational workflow process.

NZGTTM phase		NAC consultation focus	Key outcome
1	Activity and environment context	Early engagement with the contracting PCBU or contractor PCBU to understand the type, location, and scale of proposed activity.	Enables AT to anticipate impacts on modal priority routes, nearby sensitive locations, and identify cumulative network pressures.
2	Risk considerations	Share existing network risk data, modal priorities, event schedules, and forward works conflicts.	Helps define a realistic and location-sensitive risk profile early, reducing reactive plan changes later in the process.
3A/3B	Consult on appropriateness of generic or common pre-approved risk controls already approved under a current CAR	Consult on the proposed use of common or generic planned risk controls and their suitability across varied network environments the contractor intends to access. This includes evaluating if these controls adequately address common network risks to determine whether additional NAC conditions or stakeholder consultation is required.	Ensures that the selection of a common suite of risk controls in the TMP reflect actual network risk and that these generic risk controls are appropriate when considering higher risk network environments. Supports proportionate conditions and ensures potential impacts to the network are addressed where the contractor is operating under a current CAR.
3B/3C	Consult on appropriateness of site-specific risk controls	Consult on the proposed use of site-specific risk controls and their suitability across a specific network environment. This includes evaluating if these controls adequately address specific risks and determining whether additional NAC conditions or stakeholder consultation is required.	Supports development of specific risk-controls in the TMP that reflect actual corridor usage, timing pressures, and modal interfaces. Enables smarter staging, informed haulage routing, and adjustments to signal timings or lane controls to preserve network functionality while maintaining safety.
4	NAC risk and peer review	Identify any overlooked network access concerns and confirm assumptions used in risk analysis.	Enhances plan quality, ensures network pressures are addressed holistically before approval.

NZGTTM phase		NAC consultation focus	Key outcome
5A	NAC acceptance[3]	Final check against planned works in terms of space and time impacts and communication of NAC related conditions to the CAR team for WAP issuance.	Reduces network clashes, improves corridor resilience, and helps validate conditions or timing windows to reduce disruption.
6	Post TMP approval and implementation	Ongoing monitoring and feedback of the effectiveness of risk treatments in relation to network performance and functionality	Enables AT to review and revisit NAC conditions in real time to maintain network performance and collect qualitative and quantitative data for future CAR submissions.

Table 5 - NZGTTM phasing against NAC consultation focus

2.3.3 NAC consultation in terms of affected stakeholders

Table 6 below provides a general outline of who is responsible for consulting with specific stakeholders to identify potential network time and space impacts. The NAC reviewer will typically consult with internal and external stakeholders that might be impacted at a strategic level or where there are owners of multiple activities i.e., utility operators.

Stakeholder/PCBU		Consulted by	Considerations
1	Public transport operators	Joint and/or Contractor PCBU (evidence to AT)	Impacts on routes, stops, or schedules
2	Emergency services	Joint	Maintaining emergency access routes
3	Other RCAs or TAO's	Joint	Boundary coordination for network planning
4	Internal AT teams (e.g. signals, events, comms, public transport, traffic engineering)	Joint and/or Contractor PCBU and NAC Reviewer (AT)	Cross-team alignment within AT
5	Event organisers	Joint	High exposure, footprint and impact on network
6	Businesses / residents	Contractor PCBU (evidence to AT)	May require notification of access disruptions
7	Schools / hospitals / care facilities	Contractor PCBU (evidence to AT)	Critical for planning access disruptions i.e. pickup/drop off times
8	Utility providers	Contractor PCBU (evidence to AT)	For unhindered asset access or joint works

[3] NAC acceptance is defined as NAC approval in the NZGTTM

Stakeholder/PCBU		Consulted by	Considerations
9	Other contractors (working nearby)	Contractor PCBU (evidence to AT)	To avoid overlap or duplication
10	Subcontractors / TMP implementers	Contractor PCBU (evidence to AT)	To align on implementation timing and safety
11	Business Improvement Districts (BIDs)/business groups	Joint (AT initiates, PCBU follows up)	Often initial contact by AT, detail by PCBU
12	Major events or high-risk works	Joint	Shared consultation for larger-scale impacts
13	Complex utility coordination	Joint	May require multi-party coordination meetings

Table 6 - Where consultation occurs and by who

This consultation supports AT in managing cumulative, conflicting, or high-risk impacts early so that network access, acceptance, deferrals, declines and the setting of reasonable conditions in the CAR approval are identified and justified based on transparent risk analysis.

3 AT's NAC Role and Legal Duties

As an RCA/TAO, AT is legally empowered to manage access to the road corridor to ensure the safety, efficiency, and reliability of Auckland's transport network.

This section provides an overview of the legal framework, core responsibilities, and internal functions that define how AT exercises its NAC role. It brings together the enabling legislation, key duties, and practical application of NAC across regulatory and operational contexts.

3.1 Regulatory duties

AT's authority to perform the NAC function is grounded in several pieces of legislation that define its powers, responsibilities, and limits as an RCA.

This section identifies and explains the enabling legal instruments and responsibilities associated with NAC, and how these responsibilities are exercised through AT's internal processes, roles, and decision-making frameworks to manage safe and efficient access to the transport network.

3.1.1 Key enabling legislation and codes

Table 7 outlines key legislation and codes enabling AT to apply NAC review functions as part of its core responsibilities.

Document	Relevance to NAC	Details

LGA 1974 (s319, s342)	Provides AT authority to control road use and temporarily close roads	This Act still governs specific activities, especially transport-related powers, such as road corridors, roading works, and bylaws.
		Relevant parts include:
		Part XXI – Public Works and Other Matters
		• Sections 319–341 – Cover powers of councils as road-controlling authorities (RCAs), including:
		  ○ Section 319: General powers over roads (e.g. to construct, maintain, close).
		  ○ Section 334: Power to regulate the use of roads and road reserves.
		  ○ Section 342 and schedule 10: Enables councils to close roads and issue notices and conditions for road use.

LGACA 2009	Establishes AT as RCA with delegated powers over Auckland's roads	Establishes AT as a transport agency with delegated powers over Auckland's transport network (excluding State Highways). It confirms AT's legislative mandate to perform network coordination duties and empowers AT to operate with independent authority over access management within the Auckland region.

Document	Relevance to NAC	Details
Activities in the Road Corridor Bylaw 2022	Empowers AT to approve activities and set reasonable conditions	This is AT's key enabling bylaw, specifically created under the LGA 2002 and the Land Transport Act 1998, giving AT the legal ability to: • Control activities in the road corridor (e.g. works, events, maintenance). • Require Corridor Access Requests (CARs) for all third-party works. • Impose conditions on access. • Enforce compliance through penalties and stop-work powers. It grants AT formal authority to approve or deny access and impose timing/method conditions to protect network operation and reinforces AT's right to coordinate conflicting activities in space and time.
Utilities Access Act 2010 & National Code of Practice	Ensures utility access is coordinated and subject to fair RCA conditions	Gives utility operators legal rights to access transport corridors, but: • Access must still be coordinated through AT (as corridor manager), • Must follow the National Code of Practice, which also allows AT to set reasonable and fair conditions. This means that even though AT cannot deny access, it still holds authority to coordinate timing, method, and conditions for that access. It legally supports AT's ability to schedule and condition utility works (even if it can't refuse them outright) and enables fair coordination while protecting the operational integrity of ATs network.

Table 7 - Key enabling legislation for NAC duties

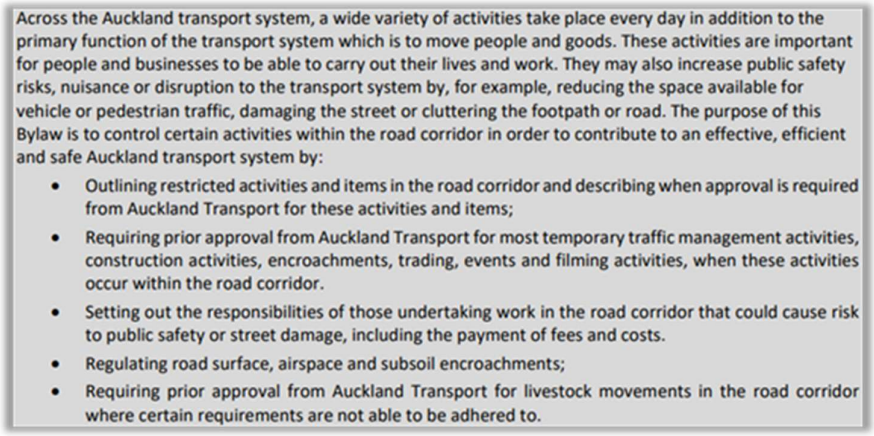
NOTE: The above Acts do **not** mean that councils, RCAs or TAOs assume another party's responsibilities — rather, it gives them administrative control over public infrastructure.

3.2 NAC Duties

3.2.1 The role and how it is exercised

This section outlines specific responsibilities of the NAC review role in the context of AT's transport network. Together, these duties form the foundation of effective network coordination and support a risk-based, outcome-focused approach.

Figure 4[4] below is an extract from the AT Activities in the Road Corridor Bylaw 2022 summary. Through this bylaw, AT exercises its role by applying oversight, approving or conditioning access, and ensuring activities align with network safety and performance objectives. It gives AT the tools to manage competing demands on road space in a coordinated, lawful, and safety-first manner.



Across the Auckland transport system, a wide variety of activities take place every day in addition to the primary function of the transport system which is to move people and goods. These activities are important for people and businesses to be able to carry out their lives and work. They may also increase public safety risks, nuisance or disruption to the transport system by, for example, reducing the space available for vehicle or pedestrian traffic, damaging the street or cluttering the footpath or road. The purpose of this Bylaw is to control certain activities within the road corridor in order to contribute to an effective, efficient and safe Auckland transport system by:

- Outlining restricted activities and items in the road corridor and describing when approval is required from Auckland Transport for these activities and items;
- Requiring prior approval from Auckland Transport for most temporary traffic management activities, construction activities, encroachments, trading, events and filming activities, when these activities occur within the road corridor.
- Setting out the responsibilities of those undertaking work in the road corridor that could cause risk to public safety or street damage, including the payment of fees and costs.
- Regulating road surface, airspace and subsoil encroachments;
- Requiring prior approval from Auckland Transport for livestock movements in the road corridor where certain requirements are not able to be adhered to.

Figure 4 - Extract from Activities in the Road Corridor Bylaw 2022 summary

3.2.2 Core duties for AT NAC management

As part of AT's duties, performed under the NAC role, a set of core duties and functions must be consistently carried out to support effective application of the NZGTTM principles.

These duties and functions provide the operational framework for managing access to the AT network, that ensures all activities are well-coordinated, risk-informed, and aligned with stakeholder needs. Table 8 outlines the key areas of responsibility that underpin day-to-day AT NAC practice.

Key areas		Duties
1	Planning and scheduling	• Coordinate space and time of works across multiple parties • Avoid overlapping or high impact works during peak periods
2	Risk management	• Identify, assess and manage cumulative and dynamic risks across the network • Support mitigated network access risk for multiple stakeholders
3	Stakeholder engagement	• Liaise with RCAs and other TAO's, emergency services, public transport, utilities, affected communities and AT internal stakeholders • Ensure timely, transparent communication of planned activities

[4] Activities in the Road Corridor Bylaw 2002 Summary Page 2

Key areas		Duties
4	Access approval and coordination	• Review and approve network access requests • Identify and resolve conflicts between proposed or concurrent works or events • Use mapping, dashboards, and coordination platforms to assess and visualise impacts • Support real-time planning and approval visibility
5	Decision-making and escalation	• Escalate complex or high-impact situations to appropriate stakeholders when required • Exercise delegated authority in approving, deferring or declining network access
6	Monitoring and continuous improvement	• Lead post-implementation reviews and feedback collection • Identify improvements to future planning and coordination
7	Competency requirements	• Apply skills in planning, coordination, risk-based decision making, and communication • Ensure consistent application of NZGTTM principles

Table 8 - Key areas of NAC responsibility and duties

3.3 NAC role qualifications

System-level responsibilities of the NAC role may require a combination of technical knowledge, regulatory understanding, and coordination experience. The following qualifications and competencies reflect the suggested skills and expertise needed to effectively manage network access in line with NZGTTM principles, legislative obligations, and stakeholder expectations.

3.3.1 Core areas of expertise

The following areas of expertise provide a strong foundation for individuals performing SME roles supporting NAC peer review roles (see Table 9 below). Each supports a specific aspect of the NAC function from risk assessment and stakeholder engagement to technical understanding of transport systems and regulatory compliance.

Areas of expertise	Description
Civil engineering/transportation engineering	Equips NAC professionals with a deep understanding of road design, transport systems, traffic flow dynamics, and safety principles. This background supports effective assessment of CARs, TMPs, and transport network disruption risk.
Infrastructure planning or asset management	Supports long-term thinking and system-wide coordination. Professionals with this background can better evaluate how access decisions affect asset lifecycle, maintenance schedules, and future

	infrastructure resilience — all critical to network performance.
Health and safety management	Provides foundational knowledge of risk management frameworks, PCBU responsibilities, and WorkSafe expectations under HSWA. This qualification ensures NAC reviewers can balance contractor controls with network-level safety .
Project or construction management	Enables better coordination and understanding of construction staging, contractor constraints, timeframes, and on-site realities. NAC reviewers with this background are well-placed to assess the practicality of proposed mitigations and ensure alignment with project delivery expectations.
Public administration or urban planning (for strategic NAC roles)	Supports broader system thinking, stakeholder engagement, and integration with land use and citywide planning initiatives. Strategic NAC roles benefit from this qualification by ensuring that road corridor access decisions align with public policy, regulatory frameworks, and urban mobility goals.

Table 9 - Recommended disciplines for NAC SMEs

3.3.2 Certifications and training

The following certifications and training courses, outlined in Table 10 below, are recommended for non-SME individuals involved in NAC peer review roles.

This training supports capability in temporary traffic management design, and general health and safety compliance at the network and organisational levels, essential to the effective and safe coordination of network activities in line with NZGTTM principles.

Training category or credential	Example course(s)	NZQA alignment	Relevance to NAC
Risk-based dynamic risk management	Risk-Based Foundations Workshop	Level 4 equivalent (not formally NZQA assessed)	Develops live site hazard recognition, dynamic risk adjustment, and decision documentation critical for reviewing TTM risks on site.
Project risk and procurement oversight	Risk-Based TTM for Project Managers Workshop	Level 6 equivalent	Builds capability to engage with procurement, contract conditions, and risk-based outcome setting for TTM in projects.
TTM risk identification and control	Risk Micro-Credential (NZQA US 33252 and 33253)	Level 4	Foundational skills in structured risk assessment and selecting risk controls for TTM planning and review.
General risk assessment skills	NZQA Unit Standard 30265	Level 3	Basic hazard identification and risk management skills to support risk review activities.
TMP development and stakeholder consultation	NZQA Unit Standard 33254	Level 4	Enables understanding of TMP development and consultation processes essential for evaluating CARs and TMP submissions.
Safety systems and auditing skills	Safe System Audit Training (Virtual Course)	Level 4 equivalent	Prepares staff to participate in formal Safe System-based audits during full project or CAR reviews.
TTM contract compliance auditing	Millpond Contract Management in NZ Construction	Level 5 equivalent	Builds the ability to audit TTM contract performance, monitor site delivery, and enforce TTM compliance in projects.

Training category or credential	Example course(s)	NZQA alignment	Relevance to NAC
Risk communication and collaborative risk review	In-house: Risk Communication and Collaborative Risk Review Workshop	Level 4 equivalent (internal training)	Develops skills to explain ATs TTM risk appetite to applicants and other PCBUs, give structured feedback, and participate in joint risk assessments.
CAR application processing and approval	In-house: CAR Application Review and Approval Workshop	Level 4 equivalent (internal training)	Teaches prioritisation, approval, condition setting, and decline decision-making for CARs within the MyWorksites system.

Table 10 - Proposed training expectations for the NAC reviewer role

4 Communication and Reporting

4.1 Introduction

Effective risk management depends on clear, timely, and purposeful communication and reporting. Throughout the NAC process, effective communication ensures that network risks are understood, shared, and appropriately managed between AT, contractor PCBUs, and affected stakeholders. The following guidance outlines who need to know what, when, and why, based on the level of risk, type of activity, and potential network impact and includes AT's NAC communications protocol as a key reference.

In the NAC context, this supports:

- Transparency in decision-making around NAC review outcomes and the associated CAR/WAP conditions
- Early warning systems for emerging or compounding network pressures
- Escalation of risk where activities diverge from expected network performance
- Alignment of responsibilities with other parties

4.2 NAC communications protocol guidance

This section provides AT's structured communication protocol for NAC, outlining how risks, responsibilities, and decisions should be communicated, recorded, and escalated throughout the NAC process. It complements the internal and external communication responsibilities described later in Sections 4.3 and 4.4.

4.2.1 Communication objectives

Having clear communication objectives establishes why communication is essential in NAC to ensure risks are shared, understood, and managed across all parties involved. These communication objectives include:

- Ensuring all relevant parties understand the NAC parameters of the approved works (CAR/WAP conditions)
- Supporting coordinated risk management as it relates to network functionality
- Enabling timely response to deviations, risk escalations, or network performance issues
- Documenting risk-related decisions to support transparency and defensibility

4.2.2 Communication phases and triggers

Table 11 outlines when and why communication should occur at key stages of the NAC process, from planning to post-activity review.

Phase	Purpose	Key recipients	Trigger or event
Pre-approval / risk evaluation	Clarify risk impacts, consult on mitigation options	AT internal teams, contractor PCBU, stakeholders	During CAR/NAC evaluation

Phase	Purpose	Key recipients	Trigger or event
CAR issuance	Confirm approval and conditions	Contractor PCBU, relevant AT teams, stakeholders	Following final NAC decision
Pre-start notification	Validate understanding of risk controls and conditions	AT monitoring staff, contractor crew, key stakeholders	24–72 hours before occupation
Live works monitoring	Communicate emerging risks, performance issues, or non-compliance	AT network ops, TMCs, contractor supervisors	During occupation; triggered by incident, delay, or breach
Escalation response	Alert relevant parties to significant change in network performance or risk control failure	AT leadership, RCA teams, contractor management	When risk level exceeds acceptable threshold
Post-activity review	Share lessons learned and support continuous improvement	AT NAC reviewers, RCA planners, network operations	After work completion or performance issues

Table 11 - Communications phases and triggers

4.2.3 Communication methods

Effective communication is central to the NAC assurance process, enabling timely coordination, shared understanding of risks, and informed decision-making across all parties involved. Table 12 outlines the key channels used to exchange information from formal notifications to real-time alerts and how they are applied based on the nature of the activity and level of risk.

While this section focuses on how communication occurs, the following section (4.2.4) complements it by detailing the types of records and documentation that should be retained to verify those communications and support transparency, auditability, and continuous improvement.

Channel type	Description
Formal written channels	Structured, documented communication used to record and convey key decisions or conditions.

Verbal check-ins	Informal, direct communication used for quick updates or clarification between parties that must be recorded and documented during the planning phase.
Real-time alerts	Escalation mechanisms used during live incidents or dynamic risk events i.e. an unplanned, evolving situation that arises during live operations that changes the anticipated risk profile.
Stakeholder briefings	Planned communication for activities with wider impact, often involving multiple parties.

Table 12 - Communication methods table

4.2.4 Documentation and evidence expectations

To support transparency, accountability, and continuous improvement, it is essential that key communications and decisions made throughout the NAC process are clearly documented and retained. This is particularly important for risk-related actions, as it allows decisions to be verified, reviewed, and used to inform future network access coordination.

Table 13 outlines the types of verifiable documentation that should be captured to formally record stakeholder communications and their outcomes. This applies to both RCA and contracting PCBU representatives and ensures that critical engagement, such as risk discussions, condition confirmations, and stakeholder coordination is traceable, defensible, and integrated into the overall assurance process.

Evidence type	Suggested use
Emails	Confirming risk evaluations, condition setting, or stakeholder responses
Formal letters or memos	Issuing official notices (e.g. stop work, non-compliance, approvals)
Meeting minutes or notes	Documenting multi-stakeholder discussions, decisions, and assigned responsibilities
Audit reports or site notes	Documenting observations, summarising audit findings, escalations, and corrective actions
Online meeting transcripts	Verifying key decisions or agreements from virtual meetings
Audio recordings	Supporting evidence for verbal agreements, especially during emergencies
Work management system exports	Text logs or status updates from systems like SAP, RAMM, or internal AT platforms
Photographs or screenshots	Visual evidence of site conditions, comms content, or system notifications

Evidence type	Suggested use
CAR/TMP system logs	Messages or condition acknowledgements within the corridor access system

Table 13 - Documentation and evidence expectations table

4.2.5 Escalation protocol

The escalation protocol provides a structured response process for situations where network risks exceed acceptable thresholds or where unforeseen issues arise that compromise safety, access, or network performance. It ensures that AT and relevant PCBUs can respond quickly, proportionately, and consistently to minimise further risk and network disruption.

This protocol may be triggered in situations such as:

- Network risk mitigations failing to perform as intended
- Emergency or time-critical access that bypassed full NAC review due to urgency
- Unplanned events or environmental changes (e.g. weather, signal failure, increased public exposure)
- Site behaviours or impacts not aligned with the approved conditions or risk profile

In these cases, the following steps should be taken (Table 14):

Step		Description
1	Notify AT NAC reviewer	Promptly report the issue to AT so the appropriate response pathway can be initiated.
2	Initiate internal risk assessment	Determine whether the observed conditions represent a material escalation in network risk and assess urgency and potential consequences.
3	Identify affected stakeholders and apply the 3Cs	Assess which internal and external stakeholders (e.g. public transport, emergency services, local businesses, utility providers) may be significantly impacted by the issue. Engage these parties using the principles of Communication, Cooperation, and Coordination to understand implications, align expectations, and mitigate further risk collaboratively.
4	Engage the contractor PCBU	Work with the contractor PCBU to explore immediate mitigation options and determine whether activity should be modified or temporarily held.
5	Decide on a course of action	In line with CAR conditions and stakeholder input, determine whether to: • Maintain the activity with additional controls • Modify the work (e.g. staging, timing, TTM adjustments)

Step		Description
		• Suspend or stop the activity until an acceptable level of control is re-established

Table 14 – Escalation protocol steps

This protocol ensures that network safety and performance remain protected when conditions deviate from the planned scenario, and that all parties with overlapping duties respond in a coordinated, risk-based manner.

4.3 Internal communication (within AT)

Internal communication is critical during the NAC review phase, particularly for higher-risk activities that may affect AT's ability to maintain network functionality and service reliability. It is essential that the appropriate AT teams are kept informed of approved works, associated risks, and any emerging issues that may require a coordinated response or operational adjustment. Effective internal communication ensures alignment across functions and supports proactive management of the network.

4.3.1 Defining high risk

As outlined in Section 5.3, and AT's risk appetite statement, high-risk scenarios typically involve:

- Disruption to key modes (public transport, freight, emergency services)
- Access constraints to critical destinations (e.g. hospitals, schools, transport hubs)
- Cumulative impact from overlapping works
- Situations where existing controls are no longer adequate or where risks are almost certain[5] to occur

4.3.2 Key internal stakeholders

AT stakeholders should be engaged during the NAC review phase, particularly when high-risk scenarios are identified. Effective internal communication is essential to support a robust risk management process and ensure coordinated planning and response.

Key stakeholders include RCA and network access teams, including NAC reviewers and risk SMEs, asset and operations teams, such as traffic signals, forward works, and assurance, ATOC, especially for live monitoring, signal adjustments, and real-time traffic management.

Additional internal stakeholders may also need to be involved depending on the activity type, location, and level of risk, such as communications, events, safety, or legal teams. Clear engagement across these functions ensures alignment, proactive mitigation, and a system-aware approach to managing network access. AT to supply other key internal stakeholders here

4.3.3 What needs to be communicated

The following Table 15 outlines the key internal AT stakeholders involved in the NAC process and the specific types of information that should be communicated to each. This ensures appropriate visibility, coordination, and alignment across the organisation when managing network access and associated risks.

AT stakeholder	What needs to be communicated
RCA and network access teams	High-risk CARs, site-specific risks, stakeholder engagement status, escalation triggers
NAC reviewers and risk SMEs	Risk rationale, activity context, deviations from TMP, requests for further review

[5] "Almost certain" means the event is highly likely to occur under current conditions and is expected in most cases without further control.

AT stakeholder	What needs to be communicated
Asset and operations teams	Asset access impacts, delivery constraints, infrastructure condition considerations
Public transport disruption team	Details of service diversions, temporary stop relocations, schedule changes, and passenger communication plans.
Traffic signals team	Signal phasing changes, temporary adjustments, coordination of signal-dependent activities
Forward works planning	Schedule adjustments, overlaps with other works, conflicts with long-term plans
Assurance and quality teams	Audit requirements, assurance resourcing, factors affecting audit scope or timing
Auckland Transport Operations Centre (ATOC)	Real-time incident updates, unplanned impacts, emergency response needs, signal coordination

Table 15 - Internal stakeholder communication requirements table

This internal communication guidance supports timely action, risk-informed decision-making, and alignment across AT functions during the NAC review process.

4.4 External communication

While contractor PCBUs are responsible for undertaking most day-to-day stakeholder engagement and must demonstrate that CAR and WAP conditions have been embedded into their planning, AT has a specific role to communicate directly or jointly with stakeholders where the risk, scale, or strategic importance of the activity warrants it.

Referring to Table 6, AT is expected to initiate or participate in communication, cooperation, and coordination with the following stakeholder groups:

- Emergency services, where coordination is led by controlling agencies
- Other RCAs/(TAO), especially for works near network or transport corridor boundaries
- Event organisers, for high-profile or large-scale events with significant network impact
- Business Improvement District (BID) representatives and other business groups where strategic engagement is needed
- Other contractor PCBUs, particularly where overlapping high-risk or multi-party work is involved
- Utility providers, in cases of complex utility coordination that may require multi-agency planning

For high-risk or large-scale activities, AT should ensure communication begins well in advance of works commencing and is maintained throughout the life of the activity. This helps to manage public expectations, align stakeholders on access constraints, and ensure mitigation strategies are understood and supported.

4.5 Reporting requirements

Reporting forms a key part of the NAC assurance process by capturing critical information at defined stages of the activity lifecycle. It provides visibility over how risks are being managed, supports timely coordination across AT functions, and ensures there is a record of key events, decisions, and outcomes.

This section outlines the core reporting expectations before, during, and after network access has occurred, with a focus on activities that carry elevated risk, complexity, or system-wide impact. Each reporting stage supports AT's broader responsibilities for oversight, transparency, and continuous improvement.

4.5.1 Pre-start reporting

Reporting at this stage confirms that the contractor PCBU understands and is prepared to implement approved risk controls, and that AT is aware of any planned changes or potential complications prior to occupation. Table 16 outlines the key pre-start reporting types and the relevant AT recipients responsible for reviewing this information.

Reporting area	Purpose	Recipients
Pre-start notification	Confirms when and where work will begin, aligned with approved CAR/WAP conditions	Forward works, ATOC
Condition acknowledgement	Confirms the contractor PCBU has received and understood risk controls and constraints	NAC reviewers, assurance/audit teams
Stakeholders contact verification	Evidence that required stakeholders (e.g. schools, PT, businesses) have been notified	NAC/CAR team
Access readiness checklists	Internal checklist confirming physical and procedural readiness (if required by risk level)	CAR/NAC, assurance/audit team

Table 16 - Pre-start network access reporting table

4.5.2 Live Works Reporting

During the active period of work, reporting supports early detection of risks, escalation of deviations, and real-time coordination with AT. Table 17 outlines the key live works reporting types and the AT recipients responsible for monitoring and responding during active network access.

Reporting area	Purpose	Recipients
Emerging risk alerts	Escalation of unplanned hazards, near misses, or condition breaches	TOC, NAC reviewers, risk SMEs

Reporting area	Purpose	Recipients
Condition control reporting	Updates on control effectiveness and any temporary modifications needed	Assurance/audit team, contractor PCBU
Stakeholder impact notifications	If unplanned delays or modal disruptions occur, relevant stakeholders are notified	Affected stakeholders, NAC reviewers
Mid-activity coordination updates	Used for longer-term or high-risk works to update AT on progress and any pending changes	Forward works, asset managers, TOC

Table 17 - Live works network access reporting table

4.5.3 Post network access reporting

Once network access has been authorised and the activity completed, AT must ensure that post-activity reporting is undertaken to support performance tracking, and continuous improvement.

These reports help close the loop on the NAC process by capturing how well risks were managed, whether the network performed as expected, and whether any residual risks or issues emerged that require follow-up. Table 18 outlines the key types of post-activity reporting and the relevant AT recipients responsible for reviewing this information.

Report area	Purpose	Recipient
Post-activity summary	Confirms whether the activity proceeded in line with approved NAC conditions and summarises any deviations, issues, or escalations that occurred.	NAC reviewers, assurance/audit teams, RCA risk SMEs
Residual risk notes	Identifies any ongoing NAC impacts, unresolved issues, or learnings for future access planning.	Network risk SMEs, asset managers, forward works planners
Performance observations	Captures insights on network access functionality in terms of, network risk mitigations, stakeholder impacts, or public complaints.	Assurance/audit teams, forward works, communications, and service planning teams
Audit or assurance findings	If an audit was completed, this includes the outcome, evidence collected, and any follow-up actions in terms of NAC.	Assurance leads, contract managers, RCA governance, and procurement (if applicable)

Table 18 - Post-work network access reporting table

5 NAC Risk Management

5.1 Introduction

Effective NAC depends on consistently identifying, evaluating, and treating risks in a way that supports safe, efficient, and equitable use of the transport network.

This process is especially critical given the potential for corridor access activities to affect network performance, public transport reliability, and community safety. The risk management cycle outlined in this section applies to all types of access from routine maintenance to complex multi-party projects—and provides a shared language and method for all parties involved.

The structure of this section follows the key phases of the risk management process identified in The NZGTTM operational workflow in Figure 3[6] which is modelled on the ISO 31000 risk process illustrated in Figure 5[7].

A flow chart showing how the network access coordination function fits into the overall CAR application process is included in the Appendix and should be read in conjunction with the following section.

Table 19 below outlines the risk assessment process for NAC review and what part of this guidance document covers it.

Document section	Name	Description
Section 5.2	Identifying risk management contexts	Outlines the importance of understanding organisational goals, environmental factors, and activity-specific characteristics before assessing risk.
Section 5.3	Identifying network access risk	Focuses on recognising hazards and conditions that could negatively affect the transport network or compromise AT's service obligations.
Section 5.4	Analysing network access risk	Describes how risks might be analysed to understand their likelihood, severity, and potential impacts.
Section 5.5	Evaluating network access risk	Explains how AT determines whether proposed risks are acceptable or require further treatment, based on its defined thresholds, tolerances and stakeholder objectives.

[6] NZGTTM Operational Workflow Page 25
[7] ISO 31000:2018 Risk Management – Guidelines, Section 6.3 – Risk Assessment Process

Document section	Name	Description
Section 5.6	Identifying NAC risk mitigations	Covers the selection and application of treatments to reduce risk, including condition setting and coordination strategies.
Section 5.7	Monitoring and review	Ensure treatments remain effective, and risk levels stay within acceptable bounds over time.
Section 4	Communication and reporting	Outlines how timely communication and structured reporting support risk transparency, coordination, and accountability across all phases of the NAC process.

Table 19 - Outline of NAC process for risk assessment

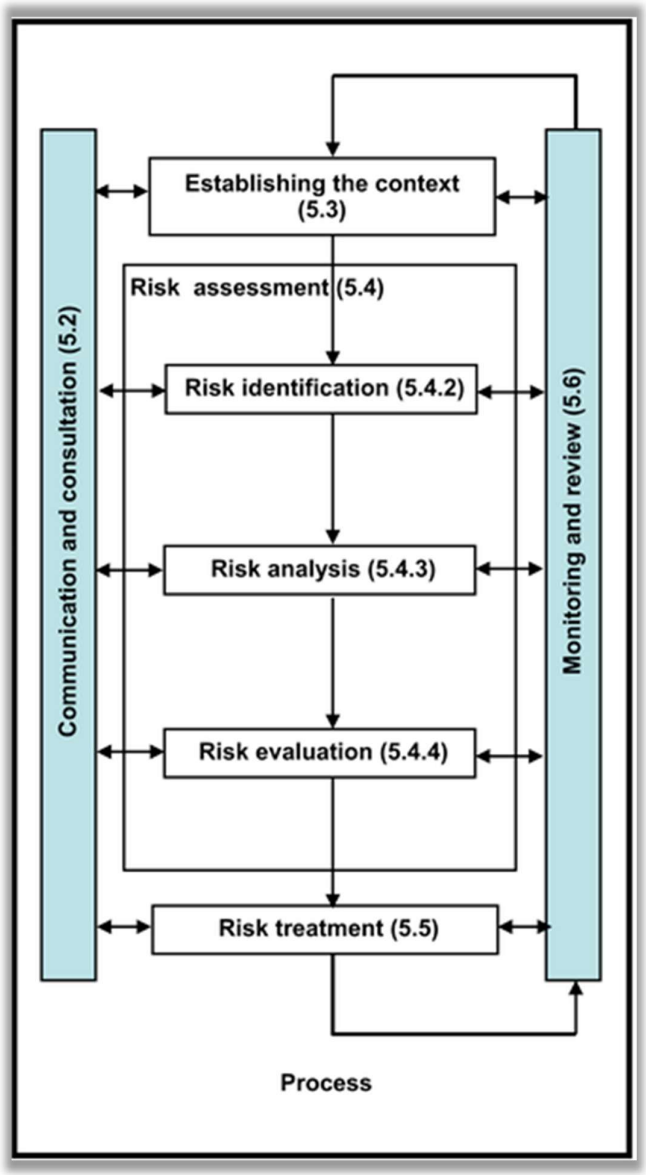


Figure 5 - Extract from ISO31000 risk management process

Together the NZGTTM principles and ISO 31000 processes provide a practical foundation for AT to embed structured risk thinking into its NAC functions, supporting better decisions, safer outcomes, and more efficient coordination across the network.

These steps emphasise:

1. A risk-based rather than prescription-based approach
2. Early engagement and shared responsibility
3. Dynamic and real-time assessment of impacts
4. System-level thinking over site-specific compliance

5.2 Identifying risk management contexts

A critical first step in the NAC review process is establishing the context in which transport network risk is being assessed.

This aligns with the “Establishing the Context” phase of the ISO 31000 risk management process and is echoed in the NZGTTM operational workflow, which calls for an understanding of both activity and environmental context before detailed risk analysis is undertaken.

Context in NAC goes beyond simply identifying *where* the activity is taking place. It also includes how the activity interacts with the immediate and wider transport network. Factors including access duration, spatial footprint, and its potential to disrupt the movement of people, goods, and services across key transport modes such as walking, cycling, public transport, and freight should be identified in this stage.

Crucially, context-setting must also consider how the proposed activity aligns with AT’s strategic goals and the impacts on external stakeholders who depend on reliable transport network performance.

5.2.1 Organisational goals and objectives context

This part of the context-setting process focuses on the broader organisational drivers that shape how AT approaches NAC. These include AT’s strategic goals, its defined network risk appetite and tolerance levels.

This context provides the foundation for proportionate, outcome-focused, and system-aware decision-making across the NAC process, particularly during the risk evaluation phase, and should be understood before assessing environmental or activity-specific considerations.

5.2.1.1 Alignment with AT’s strategic objectives

AT’s goal and organisational contexts in terms of its approach to NAC are grounded in its commitment to delivering a transport system that meets the needs of all Aucklanders. This includes enabling reliable movement of people and goods, reducing congestion and delays, and supporting a safe and accessible multimodal network. NAC decision-making must therefore uphold these key strategic objectives:

1. Minimise journey time variability and congestion
2. Reduce the overall impact of roadworks on transport system users
3. Maintain safe and reliable public transport operations
4. Support walking, cycling, and mode shift objectives
5. Preserve network efficiency and resilience
6. Promote safety and accessibility, particularly for vulnerable users
7. Enable economic productivity through coordinated freight and utility access

These objectives are guided by planning documents such as the Auckland Transport Alignment Project (ATAP), the Regional Land Transport Plan (RLTP), the Future Connect framework, and AT’s Vision Zero strategy.

5.2.1.2 AT Risk appetite and network disruption thresholds

AT's organisational risk appetite[8] defines the level of transport network disruption or performance degradation it is willing to tolerate in order to balance access requirements against its own objectives.

Disruption refers to any planned or unplanned activity, event, or condition that alters the normal functioning of the transport network and results in reduced performance, accessibility, safety, or user experience for one or more modes of transport.

Disruptions are assessed by identifying extent, duration, sensitivity of location, and impacted users. Consideration of direct and indirect (such as cumulative) impacts are evaluated against AT's strategic goals and wider stakeholder expectations in terms of transport network functionality and reliability.

AT's acceptable risk tolerance levels in terms of disruption may vary across the network and is influenced by two main disruption factors reflected in Table 20 below:

Disruption factor	Contributing causes	Potential outcomes
Increased journey times	• Congestion • Speed reductions • Mandatory stops • Detours	• Reduced safety for road users or workers • Reduced service level reliability (e.g. public transport, emergency response) • Reduced commercial activity - Cumulative increases in disruption • Reputational impact due to negative customer experience
Restricted access	• Queuing blocking access • Isolation of different areas of the road corridor • Restricted access to or from private, commercial, or public property	• Reduced safety for road users or workers • Reduced service level reliability (e.g. public transport, emergency response) • Reduced commercial activity • Cumulative increases in disruption

Table 20 - Disruption factors and associated outcomes

Consideration of these factors ensures proportionate decision-making where conditions, or access constraints are aligned with the level of risk and the importance of maintaining service levels for AT road users.

[8] See the Risk Appetite and Tolerance Guidelines document created as part of the technical transition project

5.2.1.3 Stakeholder goals and shared objectives

Many stakeholders interacting with AT have their own objectives and obligations. NAC reviewers should also consider these external objectives when reviewing network access risk to support network access conditions. Typical stakeholder goals are included in Table 21 below:

Stakeholder	Goals/objectives
Public transport operators	Maintain on-time performance and stop accessibility
Freight operators	Ensure predictable travel times and reliable delivery access
Emergency services	Maintain unimpeded access to critical locations
Contracting PCBUs	Secure timely and coordinated network access
Education centres	Preserve safe and reliable access during sensitive periods
Commercial transport operators	Ensure predictable travel times and maintain access
Businesses and Business Improvement Districts (BIDS)	Minimise disruption to customer access and deliveries
Event organisers	Maintain high-volume pedestrian flows and access

Table 21 - Stakeholder goals and shared objectives

These objectives are often interdependent with AT's responsibilities and should be acknowledged through early consultation and shared mitigation planning – refer to *Section 2.3.1*.

5.2.2 Environmental considerations and context

This part of the context-setting process focuses on the characteristics of the surrounding network and land use. It considers how location-specific factors such as movement function, modal priorities, and access needs may influence the potential impact of the proposed activity on the network and inform the level of consultation, coordination and cooperation required.

The considerations in Table 22 below, are not designed as hard rules but as prompts for proportionate, context-aware decision-making that supports AT's wider transport objectives.

Environmental consideration	Description
Corridor function and movement priority	Includes the strategic role of the route for commuter flows, public transport, freight, or active modes.
Modal impact	Whether the activity affects priority modes such as public transport, freight and delivery, walking and cycling, or private vehicle access and network efficiency.
Local place context and adjacent land use	Includes commercial areas, residential zones, retail hubs, or school precincts where disruption may affect access or safety.

Environmental consideration	Description
Access-critical locations	Areas that rely on uninterrupted, time-sensitive access to function effectively (e.g. emergency services, hospitals, transport hubs). Disruption may have serious consequences for safety or network performance.
Timing and duration	Considers overlap with peak travel periods, school hours, event windows, or extended closures.
Extent of impact on movement	Includes full or partial lane closures, intersection controls, or pedestrian rerouting.
Potential for displacement	Likelihood that traffic or users will divert to nearby lower-capacity streets, creating secondary impacts like congestion or safety concerns.

Table 22 - Network environment impact considerations

5.2.3 Activity considerations and context

In parallel with understanding the environment in which work is proposed, it is equally important for NAC reviewers to identify the nature of the activity itself, and its associated impact on network functionality This ensures that decisions are proportionate to the scale and impact of the work, rather than solely the location.

A small-scale intervention in a high network sensitivity area may be relatively low risk, while a large or complex activity in a network sensitivity area could have significant consequences for access, safety, or network performance.

For example, a complex, multi-stage project spanning several intersections in a residential area close to an arterial route may require extensive coordination due to cumulative impacts. Conversely, a short-duration shoulder closure on a high traffic volume route may have minimal impact, provided key network functions are maintained.

The considerations in Table 23 below, are not designed as hard rules but as prompts for proportionate, context-aware decision-making.

Activity context	Considerations
Scale and complexity of the activity	Short-term vs long-term; single-stage vs multi-stage; number of zones, shifts, or locations involved.
Method of delivery	Type of equipment and crews required to implement maintain and remove TTM for the activity
Extent of network occupation	Nature and extent of closures or restrictions (e.g., full road, lane, shoulder, or footpath).
Duration	How long the activity will occupy or affect the network and whether that duration is fixed or flexible.
Time of day or schedule	Whether the activity is planned during peak hours, overnight, weekends, or during special events.
Cumulative or overlapping works	Potential conflicts or compounding effects due to nearby works or events.
Interface with the live network	Impacts of vehicle access/egress, increased heavy truck frequency due to required haulage routes.

Table 23 - Activity impact considerations

5.3 Identifying network access risk

Once the environmental and activity contexts are clearly understood, the next step is to identify the specific ways in which the proposed works may create risks to the safe and efficient functioning of the transport network.

This includes potential disruptions to key modes, delays to critical services, or reductions in network capacity or reliability.

The goal at this stage is not to evaluate or treat the risks, but simply to identify and describe them in relation to the location, nature, and timing of the activity.

Table 24 provides a structured lens for identifying potential NAC-relevant risk types. They are not exhaustive but are designed to prompt deeper thinking about how the environment and activity may influence access, reliability, and efficiency across the transport system.

NAC network risk category	Description
Traffic congestion and flow disruption	Impacts on vehicle flow rates, signal coordination, queuing, and corridor saturation.
Journey time delays	Reduced travel speed, increased stopping time, detours, and loss of predictability.
Pressure on alternate routes	Effects on surrounding streets used as voluntary or mandatory detours, including residential and collector roads.

NAC network risk category	Description
Disruption to time-sensitive destinations	Risks to access for emergency services, healthcare, freight terminals, transport hubs or event venues.
Commercial corridor impacts	Consequences for access to business districts, deliveries, or high-footfall areas.
Cumulative and domino effects	How multiple activities, signal changes, or disruptions may interact and reduce resilience across the network.
Multimodal access disruption	Impacts on pedestrian and cycling flows, crossings, or access routes shared with vehicles or public transport.

Table 24 - NAC risk categories

Example

A short-term shoulder closure on a key arterial bus route may not create significant vehicle flow disruption, but it could still trigger a "Multimodal access disruption" risk due to reduced space for cyclists or interference with bus stop boarding. Identifying this risk early would allow for targeted mitigation (e.g. temporary bus stop relocation or cycle detour).

Once potential network access risks have been identified and documented, the NAC reviewer must consider the likelihood and consequence of each, this forms the basis of the risk analysis phase.

5.4 Analysing network access risk

Once network access risks have been identified, the next step is to analyse the likelihood of a risk event and the potential consequences of that risk event if it occurred. This step enables NAC reviewers to distinguish between minor, tolerable disruptions and those that may require specific NAC conditions.

In line with ISO31000, risk analysis for NAC should consider:

- Likelihood: How probable is the risk, given the activity's context, location, and delivery method?
- Consequence: If the risk occurs, how significantly will it impact the performance of the transport network?
- Exposure and network sensitivity: How critical or sensitive is the affected part of the network (e.g. low redundancy, high mode priority, time-sensitive locations)?

These factors work together to form a holistic picture of the risk's potential network impact. For example, a moderately likely risk occurring in a highly sensitive part of the network (e.g. hospital access route or regional public transport corridor) may still warrant a high-priority response, even if the activity is relatively short in duration.

Risk analysis at this stage is intended to:

- Inform the level of network sensitivity and likely impact

- Support decisions on timing, staging, or access restrictions
- Help identify whether further consultation or escalation is needed
- Promote consistent evaluation across similar activities and environments

This process helps AT apply a consistent, proportionate approach to managing network access and supports better decisions around CAR acceptance and NAC related time and space considerations that inform the CAR/WAP conditions for the proposed works.

5.4.1 Qualitative risk analysis

Qualitative risk analysis uses descriptive assessment methods to assess the relative likelihood and consequence of identified risks. It relies on expert judgement, structured prompts, and contextual insight rather than numerical data to evaluate the likelihood and consequence of potential disruptions.

This is the most common and accessible method for NAC decision-making and may support the need for the application of higher or more complex risk analysis methods.

It relies on informed judgment supported by:

- Contextual prompts and qualitative matrices (e.g. high-medium-low indicators across corridor type, timing, occupation)
- Scenario comparisons based on past works or known locations
- Stakeholder insight gathered during CAR pre-consultation meetings

This approach allows AT to:

- Quickly identify network profiles and stakeholders impacted
- Identify where contractor PCBU's common or generic risk control approaches may not be fit for purpose
- Identify where a quantitative risk analysis may be required i.e. the need for delay calculations or traffic impact assessments
- Apply consistent expectations to similar locations and activity types across the network

Some example tools that could be used by AT to conduct qualitative risk analysis include the following:

- Qualitative NAC risk matrix (see Table 25)
- High-medium-low impact prompts per contextual factor
- Risk category tags (e.g. "Access-critical", "Modal Disruption")

Contextual factor	Low risk indicator	Moderate risk indicator	High risk indicator
Corridor function and movement priority	Local access street with low daily traffic volumes.	Collector road with some public transport or freight use.	Arterial, freight, PT corridor or strategic route.
Modal impact	No impact to priority modes or modal separation maintained.	Some impact to one or more transport modes but mitigated.	Direct disruption to buses, freight, cyclists or key access.

Contextual factor	Low risk indicator	Moderate risk indicator	High risk indicator
Local place and land use context	Residential area with low pedestrian or business activity.	Mixed-use area with school or commercial activity nearby.	Retail precincts, schools, or town centres heavily affected.
Access-critical locations	No critical facilities nearby; redundancy available.	Important services in the area with partial access risk.	Hospitals, ports, emergency routes likely impacted.
Scale and complexity	Single-stage, short duration with limited footprint.	Two-stage or medium duration works on a corridor.	Multi-staged, large-scale projects spanning intersections.
Method of delivery	Standard equipment and static layout in place.	Semi-static worksite or medium-size plant/machinery.	Frequent large vehicle movement, mobile or changing sites.
Extent of network occupation	Minor shoulder work, no lane or path closures.	Partial lane closures or rerouting of footpaths required.	Full closures or major lane/path restrictions across corridors.
Duration and timing	Off-peak, short-term, easily rescheduled if needed.	Shoulder or lane closures during moderate-use periods.	Works during peak, school hours or major event windows.
Cumulative or overlapping works	Isolated work zone with no overlapping activities.	Works in corridor also impacted by low-level activities.	Stacked projects causing corridor saturation or overload.
Interface with live network	No access required across live lanes; low interaction.	Occasional construction traffic interacts with live traffic.	High ingress/egress activity at uncontrolled locations.
Extent of movement impact	Minimal signal/pedestrian impact; low demand area.	Temporary rephasing of signals or minor path rerouting.	Major detours at intersections or signal network disruption.
Displacement potential	Traffic remains on main routes with minimal diversion.	Some increase in traffic volumes on nearby streets.	Residential rat-runs, low-capacity or no detour alternatives.

Table 25 - Example network impact qualitative risk matrix

Advantages of qualitative risk analysis:

- Fast and easy to apply across a range of activities
- Encourages holistic, experience-based thinking
- Promotes consistency using visual prompts or reference tables
- Well-suited to early-stage assessments and pre-consultation discussions
- Flexible and scalable for routine works or minor impacts

Disadvantages of qualitative risk analysis:

- Dependent on the experience and local knowledge of the reviewer

- Less precise for assessing cumulative or systemic risks
- Can be subjective without structured tools or prompts
- May overlook subtler impacts without data support
- Less defensible for high-profile or contested decisions

While qualitative risk analysis is the most accessible and widely used method, there are instances where a more structured and less subjective approach may be necessary. This includes situations where risks are contested, involve multiple stakeholders, or where greater transparency and defensibility are required to justify proposed NAC conditions. In such cases, the use of comparative case analysis, matrix scoring, or escalation to quantitative methods should be considered.

5.4.2 Quantitative risk analysis

Quantitative risk analysis involves the use of measurable, objective data to assess the likelihood and consequence of network impacts. It provides a numerical, evidence-based approach to evaluating how proposed activities may disrupt transport flows, modal operations, or system efficiency.

This method relies on the availability of high-quality, reliable data sources and is best suited to high-impact, high-complexity, or high-sensitivity activities where the scale of work, location, and potential for disruption demand more intensive forecasting, justification, or defensibility.

While not required for every network access request, it should be considered whenever a higher level of certainty or technical insight is needed to support risk-based decision-making. This is especially relevant when:

- NAC conditions are likely to be restrictive or complex, and supporting data is required to justify the impact thresholds or access limitations.
- Multiple layers of network impact must be assessed, such as when activities affect multiple modes (e.g. pedestrians, cyclists, PT), signal phasing, or corridor staging.
- There is an expectation of high levels of disruption to the road network, either due to scale, duration, timing, or a location's critical function.
- Activities are proposed at major intersections, signalised corridors, or high-volume AT-managed roads, where minor disruptions may have disproportionately severe effects.
- Public or stakeholder pressure is expected, and a data-informed risk case may improve transparency, engagement, and coordination.
- Overlap with other planned or emergency works is likely, and traffic modelling or scenario testing may be required to determine cumulative or domino impacts.

Examples of quantitative data used in NAC risk analysis may include:

- Traffic volume counts (daily, hourly, directional splits)
- Public transport headway and reliability metrics
- Queue length or intersection delay modelling
- Origin-destination data from GPS or mobile sources
- Pedestrian and cyclist volume counts at crossings

- Signal phasing and cycle time saturation modelling
- Trip generation data from adjacent land uses or developments
- Historical journey time reliability on affected corridors
- Heavy vehicle movement estimates (haulage volumes)
- Historical location-based crash analysis data

One of the most common forms of quantitative risk analysis in the NAC context is a Transport Impact Assessment (TIA). A TIA provides a structured review of traffic conditions before, during, and after an activity, typically supported by traffic modelling, volume projections, and capacity assessments.

Advantages of quantitative risk analysis:

- Supports evidence-based decision-making
- Helps justify NAC conditions for high-risk or complex works
- Useful for multi-stakeholder coordination or public accountability
- Enables clearer assessment of cumulative or long-term effects
- Can feed into mitigation design (e.g. signal re-timing, detour sizing)

Disadvantages of quantitative risk analysis:

- Requires time, specialised tools, or consultancy input
- May not be justified for low-impact or short-duration activities
- Risk of overreliance on models that simplify real-world behaviour
- Dependent on the quality and recency of input data in some cases

While not necessary for every NAC review, quantitative analysis adds value when proportional to the complexity and context of the proposed activity. It should be considered a tool to support and enhance, not replace, the professional judgement of NAC reviewers.

5.5 Evaluating network access risk

Once the likelihood and consequences of network access risks have been analysed, the next step is to evaluate the findings to identify an appropriate range of NAC risk mitigations.

These mitigations should be tailored based on mitigating network access risk where it cannot be completely eliminated. The evaluation process should also consider the diverse goals, objectives, and considerations of both internal and external stakeholders when selecting network access risk controls.

This process involves assessing whether the network access and any preliminary controls align with:

- AT internal priorities, such as network risk appetite and risk tolerance, and the functional capacity of the transport system.
- The objectives of external parties, including other RCA/TAOs, utility providers, and event organisers.
- Wider public and commercial interests, including continuity of access, disruption minimisation, and reputational or economic impacts.

The goal of this step is to ensure that the network access risk mitigations are proportionate, effective, and balanced against transport network disruption levels or thresholds, providing an appropriate level of network access control while also enabling access to proceed in a way that supports and balances all stakeholder interests across the network.

5.5.1 Key risk evaluation considerations

In the NAC context, the network risk evaluation process should consider a range of factors to ensure network access risk mitigation decisions are proportionate, informed, and aligned with the needs of all affected parties. These key considerations are detailed in Table 26 below.

Key area	Consideration
Which access risk mitigations align with AT's internal goals and objectives including	• Journey time reliability • Modal continuity • Network resilience and efficiency • Public safety
Which access risk mitigations align with contracting PCBU goals and objectives	• Does the proposed access support the delivery of contracted outcomes? • Do network risk mitigations impose undue constraints or undermine safety?
Which access risk mitigations align with contractor PCBU goals and objectives	• Are the proposed work methods and timelines feasible given the constraints? • Have practical on-site realities been considered (e.g. staging, haul routes, delivery schedules)?
Which access risk mitigations align with other RCA/TAO goals and objectives	• Are boundary effects considered where network risk mitigations may affect neighbouring networks?
Which access risk mitigations align with commercial entities and corridor users	• Will network access risk mitigations impact access to businesses, loading zones, or logistics operations? • Will key services (e.g. retail, freight, delivery networks) disrupted beyond acceptable limits?
Which network access risk mitigations balance general public and road users	• Will network access risk mitigations create unreasonable or avoidable delays or detours for everyday users?

Table 26 - Key risk evaluation considerations

5.5.2 Condition development and stakeholder engagement

Preliminary risk evaluation findings should inform early engagement with the applicant and other relevant stakeholders, enabling a collaborative discussion about what is achievable on site, what constraints exist, and how risks can be managed in a way that aligns with both network expectations and delivery needs. Conditions related to things like lane occupation, operating windows, or detour complexity are more likely to be effective and accepted if they have been discussed with the contractor PCBU prior to formal approval.

To support transparency and defensible decision-making, NAC reviewers should also document the rationale for the conditions they propose, including how specific mitigations were selected, what alternatives were considered, and how stakeholder expectations and risk tolerances were balanced. This helps create a shared understanding of risk, supports consistency across decisions, and ensures that future reviews or challenges can reference a clear line of reasoning.

5.6 Identifying NAC risk mitigations

Following the risk evaluation phase, the NAC reviewer advises on the network-level risk mitigations required to ensure the proposed activity can proceed in a way that aligns with AT's operational requirements and protects the interests of wider stakeholders. These mitigations typically relate to timing, location, staging, modal access, and coordination requirements — rather than site-level traffic management controls, which remain the responsibility of the contractor PCBU and TMP planner.

Within the NAC process, this risk treatment step is guided by AT's risk appetite, performance thresholds, and service obligations. The outcomes of this step directly inform the conditions applied to the CAR approval, ensuring the network continues to function safely and reliably during the activity.

Just as the contractor PCBU is responsible for managing workplace health and safety risks through their TMP and site controls, the NAC process ensures that AT's system-level risks are also addressed, reinforcing shared responsibility, coordination, and system-wide risk management.

Table 27 outlines typical network access risk categories and associated treatment options that may be applied as part of the NAC review process. These treatments inform the development of CAR/WAP conditions, ensuring that network impacts are proportionate, risk-based, and aligned with AT's risk tolerance and stakeholder expectations.

Risk category	Possible treatment options
Traffic congestion and flow disruption	Restrict work to off-peak hours; restrict TTM footprint; avoid blocking turning bays, bus stops, or cycle lanes; stage works to maintain lane capacity; implement real-time monitoring or contingency TTM plans.
Journey time delays	Shorten work duration; implement dynamic signal timing; schedule work during low-demand periods.
Pressure on alternate routes	Assess and manage detour load capacity; use signage to prevent rat-running; time-limit detours during sensitive periods.
Disruption to time-sensitive destinations	Enforce blackout periods; mandate continuous access; implement emergency corridors or standby traffic control.

Risk category	Possible treatment options
Commercial corridor impacts	Avoid full closures; preserve parking/loading access; require advance public/business notification; limit haulage volumes during sensitive periods.
Cumulative and domino effects	Require work scheduling coordination; delay start until prior works end; apply corridor capacity thresholds; stage works to reduce cumulative network pressure.
Multimodal access disruption	Preserve continuous access for public transport, pedestrians, cyclists, and freight; provide safe, separated detours; maintain stops or crossings where feasible.
Vehicle and haulage impacts	Set vehicle routes, entry/egress patterns; limit heavy vehicle volumes during sensitive times or near critical areas.
Unresolved or emerging risks	Issue conditional or time-bound approvals; defer access until risk treatments are clarified or conditions are met.

Table 27 - NAC risk treatment guidance table

The selected treatments establish the operating parameters that the contractor PCBU must consider when delivering their activity. These parameters help ensure that works are carried out while maintaining minimum network performance levels and safety for all users.

This process reflects the principles of the NZGTTM, including shared responsibility, system thinking, and proportional risk management.

5.7 Monitoring and review of network access risk

Monitoring and review are a critical phase in the risk management process. In the context of NAC, it ensures that both the contractor PCBU's implemented risk controls and the conditions imposed through the CAR/WAP are delivering the intended outcomes, specifically, maintaining safe, reliable, and efficient network performance throughout the duration of the works or event.

This step supports continuous assurance and provides AT with the ability to:

- Track the real-time impacts of activities on the transport system
- Respond to unexpected disruptions or failures in risk control
- Learn from actual outcomes to refine future NAC decision-making

5.7.1 What is monitored

Monitoring focuses on whether the activity is proceeding as planned and whether the risk controls remain effective in maintaining network performance. AT's monitoring activities include observing traffic flow and modal performance during the course of the works, particularly in relation to key modes such as public transport, freight, walking, and cycling.

Another key aspect is monitoring for compliance with the NAC conditions outlined in the approved CAR and any associated WAP. These conditions are set to protect safety, reduce disruption, and preserve network functionality.

AT also monitors for signs of system strain or degradation in network resilience—such as congestion spreading beyond expected bounds, detour routes becoming overwhelmed, or modal priority being compromised.

In addition to operational data, AT may also consider direct feedback from stakeholders, including the public, emergency services, or transport operators. These insights help identify issues that may not be visible through standard monitoring tools but have a material impact on how the network is functioning. Table 28 below summarises the key focus areas AT monitors to assess ongoing network performance and the effectiveness of implemented risk controls.

Monitoring focus area	Description
Traffic flow and modal performance	Observing how well traffic and priority modes (e.g. PT, freight, walking, cycling) are moving during the activity.
Compliance with CAR/WAP conditions	Ensuring the contractor PCBU is adhering to the approved network access risk controls and access conditions.
Network resilience	Assessing how the network is absorbing pressures, including the ability to manage detours or overlapping activities.
Stakeholder and public feedback	Considering input from transport operators, emergency services, businesses, and the public to identify unanticipated issues.

Table 28 - NAC risk treatment guidance

5.7.2 When actual risk levels exceed expectations

Even with thorough risk evaluation and planning, real-world conditions can result in greater disruption than initially anticipated. In the context of NAC, this can occur when unexpected factors—such as unplanned modal conflicts, traffic surges, or delays in implementation—affect how the network responds to a given activity. In some cases, the contractor PCBU's risk controls may not be as effective as intended once deployed in a dynamic environment. External risk modifiers such as adverse weather, emergency incidents, or concurrent nearby activities can also intensify impacts.

When actual conditions deviate significantly from the expected risk profile, AT must be prepared to respond. The first step is to reassess the risk level in real time using available monitoring data and stakeholder input. If the situation warrants, AT may escalate the issue internally or directly engage the contractor PCBU to discuss immediate risk treatments.

In certain cases, previously planned review points may be triggered earlier than scheduled, or AT may need to modify the access conditions defined in the CAR or WAP. This could include changes to timing, staging, or the traffic management methodology. Where necessary, AT also retains the authority to issue formal warnings or directive instructions to

adjust, suspend, or stop works if the activity presents an unacceptable risk to safety or network performance[9].

This responsive approach ensures that NAC decisions remain dynamic and proportionate, adapting to actual network behaviour and emerging risks rather than relying solely on initial assumptions.

5.7.3 Limitations on reactive change during active works to alleviate network impacts

In cases where the activity has already commenced, making immediate changes to work methods or traffic controls may compromise safety, especially if risk controls have been designed around specific spatial, temporal, or flow conditions.

In such situations, AT may need to:

- Balance network performance degradation with the integrity of safety measures
- Negotiate adaptive risk management options that preserve essential controls while mitigating unacceptable network impacts
- Initiate enhanced monitoring, possibly including additional site visits, stakeholder communication, or live traffic management support
- Capture and document lessons learned for post-activity review

Monitoring is not only about enforcement but also a feedback mechanism that helps AT continually improve its dynamic, risk-based approach to corridor management.

[9] See the CAR Processing Guidelines and Assurance Guidelines documents prepared as part of the technical transition project

6 Time Critical or Emergency Network Occupation Guidance

While most network occupations are subject to preceding NAC risk management processes, certain emergency or time-critical scenarios may require these processes to be de-prioritised to enable an immediate response that protects public safety or critical infrastructure.

The AT Activities in the Road Corridor Bylaw 2022[10] provides guidance on situations where standard procedures, such as CARs and the associated NAC risk reviews, may be bypassed to allow network occupations outside of the standard review and approval process.

In such cases, where normal review, planning, and setting of NAC related conditions would cause unacceptable delays, AT NAC reviewers should:

- Support an accelerated consultative review process with key stakeholders by providing NAC recommendations where an external stakeholder has requested urgent or time-critical network access, and where adherence to standard procedures would delay response times, potentially exacerbating risks to public safety or delaying essential asset or infrastructure repairs.
- Support any retrospective processes by contributing NAC recommendations where network access **have already been established** without prior review, due to the urgent nature of the situation.

The flow chart shown in Figure 6 below shows the overall process of managing NAC during an emergency. A larger version of this can be found in *Appendix* and should be read in conjunction with the following content.

[10] AT Activities in the Road Corridor Bylaw 2022, Clause 6(1)(b): Activities not requiring approval

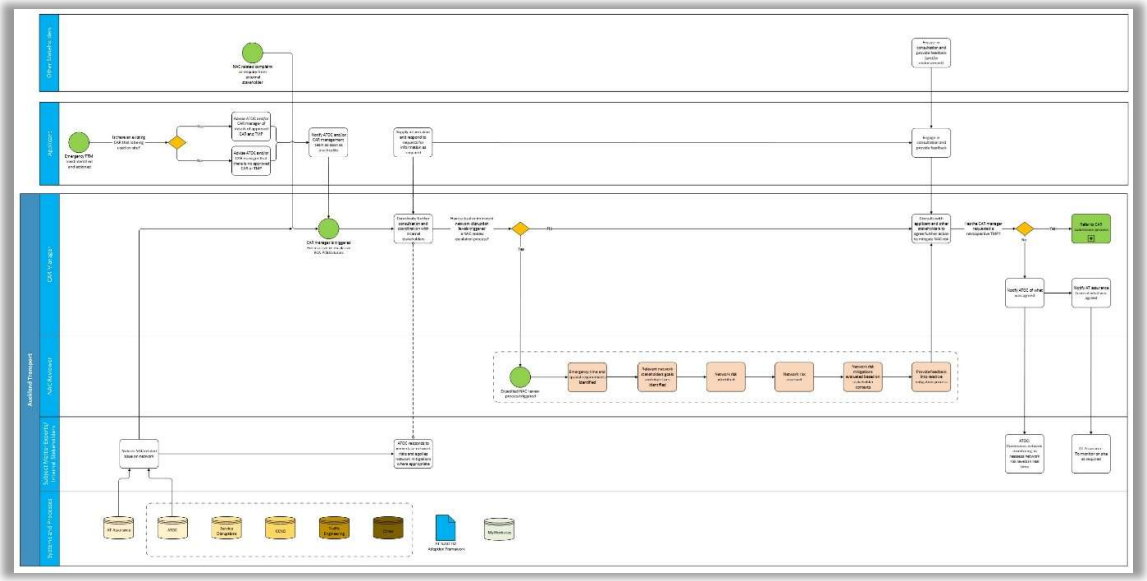


Figure 6 - Flowchart showing emergency NAC procedures

6.1 Criteria for bypassing normal NAC review processes

The criteria for expediting the immediate access or accelerated CAR and associated NAC risk reviews, would generally fall under the category of an emergency situation. There are several definitions for an emergency as outlined in Table 29 below:

Agency/source	Definition of emergency	Reference
Civil Defence Emergency Management Act 2002	An emergency includes any situation that causes or may cause loss of life, injury, illness, distress, or in any way endangers public safety or property.	CDEM Act 2002, s4
Fire and Emergency New Zealand Act 2017	Fire and Emergency New Zealand (FENZ) can respond to emergencies involving fires, hazardous substances, rescues, or natural disasters as defined in the Act.	FENZ Act 2017, s11-12
Policing Act 2008	While not specifically defined, police respond to incidents involving serious crime, crashes, or public safety threats under the general duties and powers to protect life and property.	Policing Act 2008, s9
National Code of Practice for Utility Operators' Access to Transport Corridors 2024	Works that require an immediate response to restore the integrity of the Utility Structure or secure the situation for the safety of the Public and relates to:	Utilities Access Act 2010, specifically Section 12 – Code of practice for access to transport

Agency/source	Definition of emergency	Reference
	• restoration of supply following an unplanned outage or interruption of supply. • rectification of a dangerous situation including support requested by an emergency service; or • unplanned events that have a significant impact on a Road, a Railway, a bridge, public health, public safety or the security of supply to a network.	corridors – Definitions. Government Roading Powers Act 1989 – Section 77(5)
AT Activities in the Road Corridor Bylaw 2022	Emergency means a situation requiring immediate action to avoid risk to public safety or serious damage to property.	AT Bylaw 2022, cl 6(1)(b)

Table 29 - Emergency definitions by agency

When taking the emergency definitions by agency into account, the context of de-prioritising CAR and the associated NAC risk reviews can be summarised in the following statement:

"An emergency refers to any unplanned or time-critical situation that requires immediate occupation of the road corridor where there is imminent threat to life, health, property, public safety, or critical infrastructure."

This includes (but is not limited to):

- Civil defence emergencies involving large-scale natural or man-made events
- Urgent responses by fire, police, or emergency services under statutory authority
- Incidents requiring rapid access or network closures due to public danger, criminal activity, or traffic crashes
- Critical utility failures (or imminent failures) where network access is essential to restore essential services or prevent wider infrastructure disruption

6.2 Non-CAR emergency response network access

6.2.1 Short-term emergency network access

Where a lead agency[11] with lawful powers to act in the public interest, has already accessed the network due to an emergency or time critical situation without an approved CAR/WAP and associated NAC review, the lead agency should, as soon as reasonably practicable notify the Auckland Transport Operations Centre (ATOC) as the first point of engagement, followed by notification to the Corridor Manager[12].

[11] A Lead Agency would be NZ Police, FENZ, Civil Defense.
[12] The Lead Agency may need to contact other RCA/TAOs i.e. KiwiRail before accessing the railway corridor

This notification should include:

- The location and scope of the activity.
- The nature and urgency of the event.
- The agencies or stakeholders involved.
- Any known or expected network impacts.

Further, they should notify other stakeholders including owners of adjacent residential, retail and other business premises (as appropriate)

And finally, notify any other utility operator whose structures are likely to be affected as soon as possible

6.2.2 ATOC's Role and Responsibilities

When ATOC becomes aware of non-CAR emergency access they should provide operational support to the lead agency to enable a safe and effective response.

Where the needs of the lead agency temporarily conflict with AT's network priorities, AT should:

- Maintain open communication with the lead agency in control.
- Advocate for the least disruptive safe solution.
- Escalate internally where unresolved impacts require higher-level coordination.

The corridor manager and network coordination team should be contacted and updated as soon as reasonably practicable.

6.2.3 Corridor manager and network coordination team responsibilities

When the Corridor Manager becomes aware of non-CAR emergency access they should support the Lead Agency in identifying and consulting with external stakeholders to mitigate immediate conflicts.

They should also provide support in managing unresolved impacts with ATOC and other internal stakeholders to mitigate broader network disruptions or safety risks to other road users.

6.2.4 Stabilised emergency requiring ongoing network access

Where the emergency occupation is ongoing beyond the initial response phase where immediate threats have been managed but are ongoing, the corridor manager and network coordination team must initiate a structured response to ensure continued oversight and network access risk mitigation.

Table 30 below details the steps that should be taken.

Step	Description
1	Conduct a full NAC risk review to assess wider network impacts, including: • Conflicts with scheduled or high priority works • Safety risks to road users, pedestrians, or responders • Impacts on critical services (e.g., hospitals, airports, rail corridors) • Disruptions to public transport services or arterial routes

Step	Description
	• Access issues for utility structures, commercial or residential properties • Conflicts with utility services or previously planned work
2	Engage internal and external stakeholders. Consult with all relevant AT teams and external stakeholders potentially affected by the ongoing occupation to identify: • Additional risk considerations • Operational constraints • Contingency plans and control measures
3	Employ an internal criterion to decide if a CAR is required
4	In the event that a CAR is required: • Work collaboratively with the lead agency to support the production of a TMP[13] that reflects the adjusted scope and duration of occupation, ensuring it aligns with the current network risk profile and AT standards. • Support the lead agency in formalising their emergency occupation by submitting a retrospective CAR application[14], including supporting documentation and the agreed TMP within two working days.
5	Issue a retrospective CAR/WAP which includes conditions to mitigate ongoing network access impacts.

Table 30 - Outline of steps for ongoing network access for stabilised emergencies

This staged response ensures that AT supports emergency efforts in real time while maintaining the ability to retrospectively apply appropriate controls, assess impacts, and protect network performance.

6.3 Where there is already an existing approved CAR/TMP

In certain time-critical situations, an applicant, such as a utility provider, may already hold an approved CAR/WAP but find that the urgent nature of the works requires immediate access to the network. This access may exceed the approved CAR/WAP conditions, particularly in relation to NAC requirements and constraints.

[13] When AT is a contracting PCBU for the maintenance of the road corridor, it may be required to arrange production of a fit for purpose TMP (through their maintenance contractor) on behalf of the lead agency
[14] When AT is a contracting PCBU for the maintenance of the road corridor, it may be required to lodge a TMP (through their maintenance contractor) on behalf of the lead agency

This could occur, for example, when responding to a critical infrastructure failure or imminent risk to public safety, where delaying access to comply with AT's normal review time frames may further compromise network integrity, asset condition, or public safety.

6.3.1 Applicant requirements

Where this is the case, the below Table 31 outlines the step that the applicant must take to notify and work with the RCA.

Step	Description
1	Immediately notify the Corridor Manager and network coordination team and clearly advise that immediate provisional authorisation to access the site due to: • The urgent need to respond to a critical infrastructure or safety issue • The fact that access requirements may exceed existing CAR time, spatial or reviewed risk control parameters • Acknowledgement of how this may temporarily impact network functionality
2	Consult with the Corridor Manager to determine if time critical or emergency access meets with the agreed reactive time critical criteria which may deprioritise or excuse written access notification requirements
3	Where reactive time critical access is agreed: • Coordinate access with the Corridor Manager and network coordination team • Notify other stakeholders including owners of adjacent residential, retail and other business premises (as appropriate) • Notify any other utility operator whose structures are likely to be affected as soon as possible
4	Where the Corridor Manager requests a CAR, lodge a retrospective CAR or CAR update and supporting documentation as soon as practicable, to formally record: • The extended scope of access • Impacts managed • Duration and outcomes of the activity • Additional risk controls required

Table 31 - Outline of steps for applicant to undertake for emergencies

6.3.2 Corridor manager and network coordination team requirements

When an applicant contacts the corridor manager and network coordination team, with a request for immediate access to the road corridor including requests that may exceed CAR/WAP conditions, AT must respond with a clear and transparent process that enables swift, risk-informed decision-making, while ensuring continued oversight of network safety and performance.

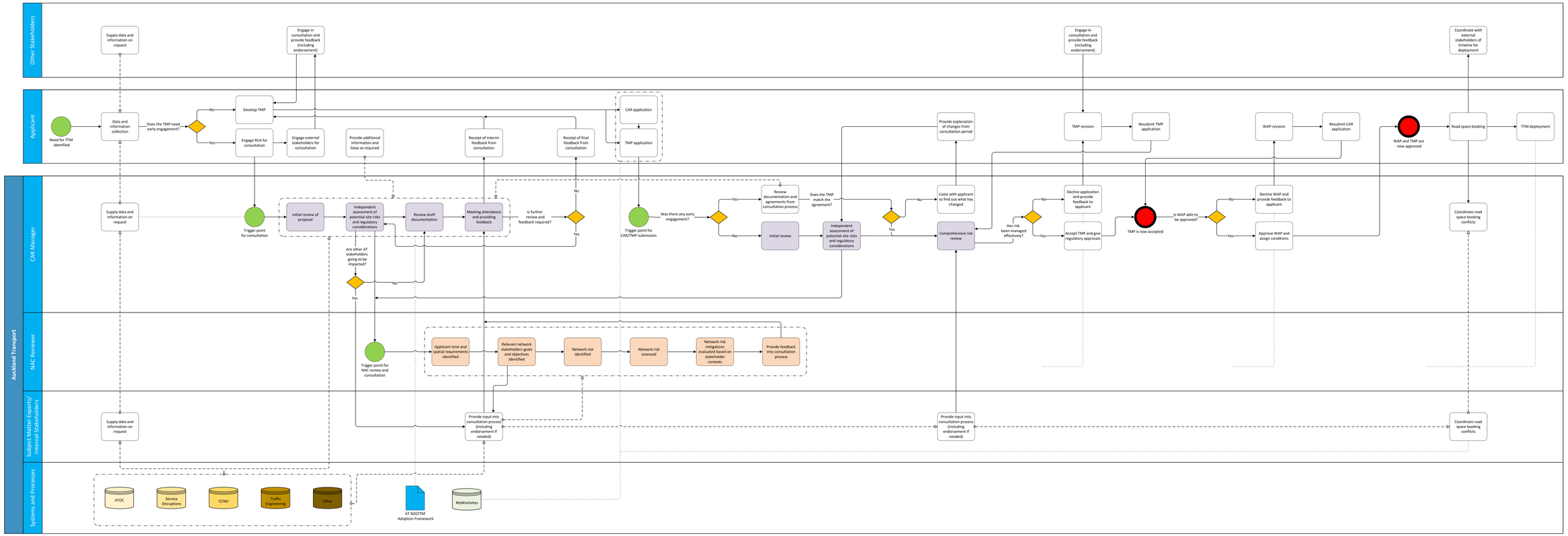
In these situations, the corridor manager should take the steps outlined in Table 32 below.

Step	Description
1	Receive and record the applicant's notification, including key details such as: • Requesting organisation • The location and scope of the activity • The nature and urgency of the event • The agencies or stakeholders involved

Step	Description
	• Any known or expected network impacts • Relevant CAR/WAP identification number, • Specific ways in which the requested access exceeds current CAR/WAP conditions (where appropriate).
2	Immediately assign the request to the appropriate NAC reviewer, who will support network impact assessments and the decision-making processes.
3	Engage with relevant internal stakeholders without delay, ATOC, Public Transport Operations, and relevant asset or programme leads depending on the nature and location of the request.
4	Engage with relevant external stakeholders including other TAO's that might be affected.
5	Apply a defined set of reactive time critical access threshold criterion to assess whether the request qualifies for provisional authorisation. This criterion should confirm that: • The situation involves critical infrastructure, urgent asset repair, or a public safety risk. • The requesting party has clearly demonstrated that delaying access would escalate risk or disruption. • There is evidence of accountability and commitment to submit a retrospective CAR update. • Temporary access can be reasonably managed or mitigated in the short term. • The proposed access will not significantly conflict with other high-priority or sensitive network activities without proper mitigations.
6	Where the reactive time critical access threshold is met, the NAC reviewer should consult and support the Corridor Manager in the development of conditional, provisional authorisation to access the network.
7	Where the reactive time critical access threshold is not met, the NAC reviewer should consult and support the Corridor Manager in advising the applicant that formal variation of their existing CAR/WAP is required before network access can be granted.
8	Once resolved, AT must ensure the critical access request details and decisions are logged, any retrospective CARs or TMPs are reviewed and accepted, and any lessons learned are captured and shared with relevant internal teams.

Table 32 - Outline of steps for Corridor manager and network coordination team to undertake for emergencies

This process ensures AT remains responsive in urgent situations while retaining oversight of the network, minimising disruption to other users, and upholding transparent, defensible decision-making practice


Auckland Transport
Other Stakeholders
Applicant
CAR Manager
NAC Reviewer
Subject Matter Experts/ Internal Stakeholders
Systems and Processes
Supply data and information on request
Engage in consultation and provide feedback (including endorsement)
Engage in consultation and provide feedback (including endorsement)
Coordinate with external stakeholders of timeline for deployment
Need for TTM identified
Data and information collection
Does the TMP need early engagement?
No
Yes
Develop TMP
Engage RCA for consultation
Engage external stakeholders for consultation
Provide additional information and liaise as required
Receipt of interim feedback from consultation
Receipt of final feedback from consultation
CAR application
TMP application
Provide explanation of changes from consultation period
TMP revision
Resubmit TMP application
WAP revision
Resubmit CAR application
WAP and TMP are now approved
Road space booking
TTM deployment
Supply data and information on request
Trigger point for consultation
Initial review of proposal
Independent assessment of potential site risks and regulatory considerations
Review draft documentation
Meeting attendance and providing feedback
Is further review and feedback required?
No
Yes
Are other AT stakeholders going to be impacted?
No
Yes
Trigger point for CAR/TMP submission
Was there any early engagement?
Yes
No
Review documentation and agreements from consultation process
Initial review
Does the TMP match the agreement?
No
Yes
Liaise with applicant to find out what has changed
Independent assessment of potential site risks and regulatory considerations
Comprehensive risk review
Has risk been managed effectively?
No
Yes
Decline application and provide feedback to applicant
Accept TMP and give regulatory approvals
TMP is now accepted
Is WAP able to be approved?
No
Yes
Decline WAP and provide feedback to applicant
Approve WAP and assign conditions
Coordinate road space booking conflicts
Trigger point for NAC review and consultation
Applicant time and spatial requirements identified
Relevant network stakeholders goals and objectives identified
Network risk identified
Network risk assessed
Network risk mitigations evaluated based on stakeholder contexts
Provide feedback into consultation process
Supply data and information on request
Provide input into consultation process (including endorsement if needed)
Provide input into consultation process (including endorsement if needed)
Coordinate road space booking conflicts
ATOC
Service Disruptions
CCNO
Traffic Engineering
Other
AT NZQTTM Adoption Framework
MyWorksites

Other Stakeholders

Applicant

Auckland Transport

CAR Manager

NAC Reviewer

Subject Matter Experts/ Internal Stakeholders

Systems and Processes

NAC related complaint or enquiry from external stakeholder

Engage in consultation and provide feedback (and/or endorsement)

Emergency TTM need identified and actioned

Is there an existing CAR that is being used on site?

Yes

No

Advise ATOC and/or CAR manager of details of approved CAR and TMP

Advise ATOC and/or CAR manager that there is no approved CAR or TMP

Notify ATOC and/or CAR management team as soon as practicable

Supply information and respond to requests for information as required

Engage in consultation and provide feedback

CAR manager is triggered For reactive or escalative RCA functions

Coordinate further consultation and coordination with internal stakeholders

Have actual or imminent network disruption levels triggered a NAC review escalation process?

Yes

No

Consults with applicant and other stakeholders to agree further action to mitigate NAC risk

Has the CAR manager requested a retrospective TMP?

Yes

Refer to CAR submission process

No

Notify ATOC of what was agreed

Notify AT assurance team of what was agreed

Expedited NAC review process triggered

Emergency time and spatial requirements identified

Relevant network stakeholders goals and objectives identified

Network risk identified

Network risk assessed

Network risk mitigations evaluated based on stakeholder contexts

Provide feedback into reactive mitigation process

Notices NAC related issue on network

ATOC responds to immediate network risks and applies network mitigations where appropriate

ATOC: Continuous network monitoring to reassess network risk levels in real time

AT Assurance: To monitor on site as required

AT Assurance

ATOC

Service Disruptions

CCNO

Traffic Engineering

Other

AT NZGTTM Adoption Framework

MyWorksites