
Appendix 6
Summary of PPM policies

Integrated Planning Policy (IPP)

State highways play a significant role in the development and functioning of urban, rural and peri-urban areas. For Transit, as the steward of the state highway system, integrated planning is about ensuring land use and transport decisions are made and implemented together. This helps ensure growth, development and land use are supported by sustainable transport infrastructure.

Policy

Transit is committed to working with others to ensure integrated land use and transport planning helps deliver an affordable, multi-modal transport system that supports a growing economy, vibrant communities and a healthy environment, now and in the future.

A Transit seeks planning outcomes that ensure state highways:

1. Provide safe, efficient and pleasant links between cities, towns, airports, ports, transport hubs and places of interest.
2. Balance the needs of national productivity and through traffic with the needs and aspirations of surrounding communities and local economies.
3. Support well planned local transport networks that in turn service sustainable land use patterns.
4. Support the provision of travel choices and accessibility while encouraging low impact travel behaviours.
5. Are a legacy we can all be proud of.

B Transit will fulfil its commitment to integrated planning by:

1. **Undertaking long-term multi-modal planning in partnership** with local authorities, transport providers, utility companies, developers and local communities, covering periods of 30 years or more.
2. **Adopting a context-sensitive approach** to planning, designing and managing the state highway network within the wider transport system, through the use of state highway categorisation.
3. **Maximising benefits from existing investment in state highways** by improving their efficiency and maintaining their strategic function.
4. **Taking account of the transport needs of growth identified in statutory planning documents**, alongside the wider transport needs of a growing economy, in the development of the State Highway Forecast.
5. **Designing and delivering new and improved state highways** that contribute to sustainable outcomes while being prudent and affordable.
6. **Addressing local planning issues that involve state highways** in a proactive and timely manner.

C Transit looks to planning and development stakeholders to:

1. Plan for the transport implications of growth and development and, where appropriate, share the transport costs of growth.
2. Pursue affordable, multi-modal transport solutions that offer communities transport choices.
3. Recognise and provide for existing and proposed state highways by sharing the responsibility for land use and transport integration.
4. Involve Transit early and fully in all planning matters that involve or may affect state highways.

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Network integration policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Road hierarchies	Transit supports the application of road hierarchies to assist the planning and management of road networks where these recognise the <i>national</i> , <i>regional</i> and <i>sub-regional</i> functions of different state highways.
Local road networks	Transit supports local road controlling authorities in developing local road networks that avoid the need for short local trips on state highways, especially <i>national</i> and <i>regional</i> state highways in <i>urban</i> and <i>peri-urban</i> areas.
Motorways	<p>Transit aims to ensure new <i>national</i> state highways are declared as motorway upon opening, including where the road is not constructed to “traditional” motorway engineering standards, and that existing expressways are declared as motorway at the most appropriate opportunity. In pursuing and prioritising motorway declaration, Transit considers the long term, strategic importance of a route as set out in the National State Highway Strategy, the access needs of adjacent land, the needs and safety of all road users and the cost effectiveness of the proposed declaration.</p> <p>Transit may seek declaration of other <i>national</i> state highways as motorway, particularly if they are under pressure for new accessways or intersections or are likely to be so in the future.</p>
Expressways	Transit manages other new or existing state highways as expressways to reflect their strategic importance and as a step towards motorway status in the future.
State Highway Review	Transit will review the composition of the state highway network at regular intervals to identify those roads that should be state highway and those that should be local roads.

Walking and cycling policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Transit is committed to providing and maintaining appropriate, safe and cost-effective walking and cycling facilities and traffic information and management techniques aimed at cyclists and pedestrians on state highways, especially where specific safety concerns exist and/or where state highways form part of the most appropriate route for these modes of travel.

Transit will fulfil this commitment by:

1. Working with local authorities, Land Transport NZ, other transport providers and representatives of cyclists, pedestrians and the disability sector to facilitate an integrated and affordable network approach to planning, providing and maintaining walking and cycling facilities, including provision for cycling and walking on and across state highways where appropriate.
2. Addressing walking and cycling requirements in its strategic transport planning, in its establishment of funding priorities, in its involvement in local and regional land use planning and at the outset of developing each state highway improvement project.
3. Seeking consistency between local and regional cycling strategies, the relevant provisions of regional land transport strategies and Transit's State Highway Forecast.
4. Delivering facilities for cyclists and pedestrians that represent engineering best practice, high quality urban design and value for money.
5. Recognising the particular requirements of different types of journeys such as commuting, school travel, short urban trips, recreational, tourist and racing. Recognising also that cyclists and pedestrians need to travel both along and across state highways.
6. Gathering data on the numbers of cyclists and pedestrians using the state highway network to enable targeted treatments to be implemented.
7. Maintaining an active network of walking and cycling champions in all Transit regional offices to consult with cycling and walking stakeholders and ensure the needs of these road users are addressed.

Freight policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Transit is committed to ensuring the state highway network supports and provides for the cost-effective and sustainable movement of freight within New Zealand by:

- participating in a comprehensive multi-agency approach to develop a national freight strategy that takes account of the impact of projected freight movements on the state highway network;
- contributing to land use planning processes and decisions that affect state highways and freight movement and growth;
- working with local authorities and other agencies in the development and delivery of multi-modal regional freight strategies;
- taking into account freight movements and regional freight strategies in the identification, planning, prioritisation and design of state highway projects including bypasses, passing and overtaking measures, rest areas, motorway service centres, weigh stations, effluent disposal sites and travel demand management measures (e.g. heavy commercial vehicle-only lanes);
- participating in discussions and joint projects with other freight carriers including rail and coastal shipping;
- emphasising safety in relation to heavy commercial vehicles and state highways;
- managing the impact of heavy commercial vehicles, increased mass limits and oversized vehicles on existing infrastructure; and
- collecting, monitoring and improving heavy commercial vehicle movement information and working collaboratively to forecast freight growth.

Public transport policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Transit aims to deliver a state highway network that contributes to reliable, integrated, safe and attractive public transport services. Transit will work with others to:

- help develop and deliver regional passenger transport plans and other public transport initiatives;
- increase priority for public transport on the state highway network by implementing bus priority lanes and other bus priority measures where appropriate; and
- facilitate safe pedestrian access to public transport services on or in the vicinity of state highways.

Project identification, scoping, programme development and prioritisation policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Project identification	<p>Transit is committed to ensuring the state highway network is continually improved in a way that fulfils the objectives of the Land Transport Management Act, the New Zealand Transport Strategy and the National State Highway Strategy.</p>
Project scoping and high-level design	<p>Transit identifies potential improvement projects from a number of sources including land use planning processes, such as regional growth strategies and structure plans and network performance and safety data. For larger projects, Transit generally undertakes strategic studies to evaluate network deficiencies, the transport implications of land use change, the potential for a package of measures including projects undertaken by other parties, the feasibility of specific components of the package and broad design parameters for potential state highway projects.</p> <p>When scoping specific improvement projects and undertaking high-level design, Transit will:</p> <ul style="list-style-type: none"> • consider a range of options for addressing the transport issue, including travel demand management, network optimisation and multi-modal solutions; • seek to ensure stakeholders’ issues and expectations are clearly understood at an early stage; • consider a range of environmental and social mitigation measures; • take into account long term maintenance implications; and • where consistent with legislation and the National State Highway Strategy and where affordable and reasonable, reflect stakeholder expectations in project design.
Programme development	<p>When developing the list of state highway projects to be included in the State Highway Forecast, Transit will:</p> <ul style="list-style-type: none"> • balance investment in the state highway network to address all elements of Transit’s statutory objective and the objectives of the New Zealand Transport Strategy and National State Highway Strategy; • take into account relevant regional land transport strategies and the National Energy Efficiency and Conservation Strategy; • consider projects that improve the efficiency of the existing state highway network, including those that create additional multi-modal capacity; and • take into account network investment needs identified in regional policy statements and district plans that have been developed in collaboration with Transit.
Prioritisation	<p>Prioritisation of projects within the State Highway Forecast is undertaken in accordance with Land Transport New Zealand’s prioritisation process.</p>

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Network development policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

New state highways	<p>Transit aims to improve the efficiency, capacity and safety of the state highway network, in a cost effective way, by:</p> <ul style="list-style-type: none"> • constructing new sections of state highway; • four-laning key sections of existing state highway; and • improving passing and overtaking opportunities on two-lane state highways in <i>rural</i> and <i>peri-urban</i> areas with a posted speed of 100km/h, up to the point when four-laning is likely to be required.
Four-laning	<p>Transit considers all proposals for bypasses and other sections of new state highways on a case by case basis. Indicative concepts for the next 30 years are identified in the National State Highway Strategy.</p> <p>The capacity of new sections of state highway will take into account factors including:</p> <ul style="list-style-type: none"> • safety; • projected demand; • the expected outcomes of travel demand management initiatives; • the state highway category; • cost effectiveness and affordability; and • Transit's Draft State Highway Geometric Design Manual (which suggests a design capacity that achieves level of service C in 25 years).
Passing and overtaking	<p>Transit considers all proposals for four-laning projects on a case by case basis. Indicative concepts for the next 30 years are identified in the National State Highway Strategy.</p>
Passing and overtaking	<p>On two-lane state highways in <i>rural</i> and <i>peri-urban</i> areas, up to the point when four-laning is likely to be required, Transit will:</p> <ul style="list-style-type: none"> • retain and enhance overtaking opportunities at low traffic flows and in conjunction with passing facilities; • optimise the use of existing and proposed passing facilities in terms of design and location; • provide an intermediate treatment (e.g. 2+1 lanes known as continuous alternating passing lanes on flat and rolling road gradients) between passing lanes in series and four-laning; and • apply supporting treatments and measures that assist or act as alternatives to passing and overtaking treatments (e.g. resource planning, enforcement, education).

Urban design policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy, which relates to the contribution made by state highways to urban and rural form and amenity. Transit's policy on seeking to influence land use planning as part of an urban design approach is set out in Chapter 4.

	<p>As a signatory to the New Zealand Urban Design Protocol Transit plans and design state highways in a way that supports good urban design and value for money. In particular, Transit aims to:</p> <ul style="list-style-type: none"> • ensure state highways contribute to vibrant, attractive and safe urban and rural areas; and • achieve integration between state highways, local roads, public transport, cycling and walking networks and the land uses they serve.
Urban design implementation principles	<p>Transit will apply its Urban Design Implementation Principles to all state highway activities:</p> <ol style="list-style-type: none"> 1. Appropriate urban design needs to be determined on a case-by-case basis for state highway improvement activities. Each activity is different and should not be assumed to be a precedent for the next. 2. Urban design elements need to be incorporated into the activity at the outset. This will help ensure the project design addresses urban design in an efficient and cost effective manner. 3. Urban design will not represent an extravagant use of public funds. Urban design initiatives should not attempt to 'disguise' a road, rather they should enhance its integration with the surrounding environment. 4. Early collaboration with local stakeholders will occur to promote alignment between urban design initiatives of Transit and the views of affected communities. 5. Co-funding of urban design initiatives with local stakeholders will always be considered. Where a local community desires a higher level of urban design than Transit provides, Transit will seek the cost of the higher level outcomes from local stakeholders. 6. Urban design will be consistent with the operational requirements of state highways, while recognising the needs of motorists, pedestrians, cyclists and surrounding communities. State highway categorisation has a key role to play. 7. All components of urban design will be considered when incorporating urban design into state highway activities. Urban design can contribute to: <ul style="list-style-type: none"> • assisting economic development; • improving safety and personal security for all state highway users; • improving access and mobility for motorists, pedestrians, cyclists and passenger transport; • protecting and promoting public health through the state highway being appropriately integrated with an interconnected road network; and • ensuring environmental sustainability through appropriate use of materials and influencing surrounding land use development.

Route and alignment policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

The design of state highway improvements will consider route choice and vertical and horizontal alignment options in relation to state highway categorisation and other issues including:

1. **physical parameters** including topography, surface water and groundwater, geophysical conditions, natural hazards and land use;
2. **environmental and social considerations** including effects on land use in the vicinity, effects on employment opportunities and patterns, community cohesion, noise, vehicle emissions, heritage buildings and landforms, culturally significant locations, visual quality, ecologically sensitive areas and cut and fill balance;
3. **economics** including potential project benefits, property acquisition and construction costs, utility impacts, operating and maintenance costs;
4. **safety** including clear zones, sight distances and consistency of alignment; and
5. **other design factors** including level of service, design speed, design standards, expected vehicle mix and whether median strips will be required.

Speed policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Influencing operational speed	<p>Transit influences the operational speed of state highways by:</p> <ul style="list-style-type: none"> • setting posted speed limits; • selecting a design speed for new and improved state highway projects; • implementing traffic calming measures; • implementing accessway controls (refer section 5.2); and • working with other agencies to influence surrounding land use, enforce speed limits and educate drivers and other road users.
Setting posted speed	<p>Transit sets the posted speed limits for state highways in accordance with the New Zealand Land Transport Rule: Setting of Speed Limits 2003.</p>
Design speed	<p>Once the posted speed limit for a new state highway has been set in accordance with the above process, Transit will normally use a design speed that is the same as the posted speed limit. However, there may be factors that justify a design speed that is lower than, or up to 10% above, the posted speed limit, including:</p> <ul style="list-style-type: none"> • for projects to improve existing roads, where the 85th percentile operational speed is lower than the posted speed limit, design speed may be based on the 85th percentile operational speed; • topographical or other factors may indicate that a lower design speed will reduce harm for users or be more cost effective; or • it may be necessary to harmonise design speed with adjacent sections of the state highway to achieve network continuity and avoid surprises for road users.

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Intersection spacing and design policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Intersection spacing	Transit will determine intersection spacing on state highways on a case-by-case basis, following an assessment of criteria including: <ul style="list-style-type: none">• key transport outcomes from growth strategies and Transit’s strategic studies;• the state highway category;• anticipated safety issues on the state highway and connecting local road(s); and• anticipated project costs, available funding options and affordability.
Intersection design	The design of intersections will be determined on a case by case basis following consideration of a number of criteria including: <ul style="list-style-type: none">• motorway intersections will normally be grade separated;• grade separated interchanges will also be considered on other <i>national</i> state highways in major <i>urban</i> areas;• traffic signals and roundabouts will normally be restricted to <i>urban</i> and <i>peri-urban</i> locations where posted speeds are 80 km/h or less; and• all intersections will be designed with particular regard to:<ul style="list-style-type: none">- safety;- cost;- capacity and network efficiency;- the needs of cyclists and pedestrians; and- environmental and social impacts.

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Land and route protection policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Recognition in planning documents	Transit seeks early identification of proposed new state highways or significant improvements to existing state highways in regional and district planning documents to identify and protect the land.
Designation	<p>All existing and new state highways are to be designated, unless there are exceptional circumstances that make it inappropriate to do so.</p> <p>Transit will obtain statutory authorisation for the land use element of proposed road projects from designations. Designations for limited purposes, such as “investigation” purposes only, will not be pursued.</p> <p>Transit will lodge a notice of requirement for a new designation or to amend an existing designation for the purposes of a proposed road project around five to seven years before the expected start of construction. However, where there is considered to be a significant risk that the land required may be compromised by new development before the project can be constructed, earlier designation will be considered.</p>
	<p>Transit seeks designation lapse periods long enough to cover the period from inclusion of the designation in the relevant district plan to the project becoming operational. Often this will be longer than the statutory default lapse period of five years.</p> <p>Designations will seek to accommodate foreseeable future improvements to the road as well as those that will be undertaken when the project is first constructed.</p> <p>At each district plan review Transit will review existing designations and seek to designate any part of the state highway network that is currently not designated.</p>
Advanced land acquisition	Transit will typically initiate land acquisition around two to four years before the expected start of construction. However, where the land is considered to be under significant threat from incompatible development earlier land acquisition will be considered.
Minimising uncertainty	Transit will generally only seek to protect land required for a road project where it is confident the project is reasonably likely to proceed to implementation.

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Policy on engagement in land use planning	
<i>Transit will give effect to the Integrated Planning Policy by implementing this supporting policy:</i>	
Early engagement	<p>Transit engages in statutory planning processes from the outset to ensure the transport consequences of growth and development are understood, managed and provided for. In particular, Transit seeks consistency with integrated planning and sustainable management objectives in statutory planning documents.</p> <p>Transit supports the preparation of regional growth strategies and structure plans as mechanisms for identifying integrated and sustainable patterns of land use change and infrastructure funding mechanisms. Transit will strongly advocate that these strategies and plans are recognised in and given effect to through the regional policy statement, regional land transport strategy, district plan(s) and long term council community plan(s) at the earliest opportunity.</p>
Outcomes	<p>Through this engagement, Transit advocates for and supports planning initiatives and decisions of local authorities and developers that result in land use changes that:</p> <ul style="list-style-type: none"> • improve road safety, minimise traffic congestion and reduce the adverse social and environmental effects of transport; and • encourage low impact travel behaviours by providing travel choice, <p>while supporting the community outcomes identified by local authorities.</p>

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Development and access policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

Shared responsibility	Managing the effects of development on the transport network is a shared responsibility between road controlling authorities including Transit, local authorities, landowners, developers and infrastructure providers. No one sector or agency can single-handedly achieve a strong interface between development and infrastructure.
Recognition of transport effects in land use planning	Transit advocates strongly for recognition of the effects of development on transport infrastructure, in particular on the state highway network, through the inclusion of appropriate objectives, policies and methods (including rules) in regional policy statements, regional and district plans, long term council community plans and other planning documents such as growth strategies and structure plans.
State highway categorisation	<p>Transit uses state highway categorisation to inform its responses to development proposals to achieve nationally consistent outcomes that also recognise local context such as:</p> <ul style="list-style-type: none"> • greater emphasis on promoting the through-traffic function of <i>national</i> state highways compared with <i>regional</i> and <i>sub-regional</i> state highways; • recognising that in many <i>rural</i> areas state highways perform both national and local road functions, particularly on <i>regional</i> and <i>sub-regional</i> state highways; • recognising that <i>urban</i> state highways that are not motorways or expressways often have a diverse range of transport functions; • encouraging the development of a local road network with agreed intersections with state highways, particularly in <i>peri-urban</i> areas, so property access is provided primarily via a local road network; and • avoiding direct access to motorways, expressways and bypasses.
Adverse effects	Transit aims to ensure the adverse effects of development on the state highway network, including reverse sensitivity and cumulative effects, are appropriately avoided, remedied or mitigated by the developer.
Safety	Transit requires all accessways to and from state highways, whether private accessways or intersections with local roads, to be safe, primarily by applying Transit's accessway safety and intersection design standards. Transit specifically seeks to ensure accessways do not compromise the future safety of state highways where additional lanes, central median barriers or other projects to improve safety or provide passing and overtaking opportunities are planned.
Access management	Transit uses access management tools, including those available under the Transit New Zealand Act 1989 and the RMA, in a co-ordinated manner. Transit encourages developers to seek all approvals concurrently.

Reverse sensitivity policy

Transit will implement the Integrated Planning Policy by giving effect to this supporting policy:

One of Transit's key planning aims is to reduce the potential for conflict between state highways and nearby land uses to:

- a) ensure state highways function in an optimal manner;
- b) ensure new developments near state highways protect future occupants from potential adverse effects such as traffic noise and vibration; and
- c) improve the amenity values of sensitive areas near state highways.

Transit will fulfil this aim by:

- a) taking a joint approach to managing reverse sensitivity issues with local authorities, developers and landowners, having regard to the following:
 - i. Transit is committed to avoiding adverse effects to the extent reasonable in the circumstances, in accordance with the Land Transport Management Act 2003, Resource Management Act 1991, Transit's Environmental Policy and the New Zealand Urban Design Protocol;
 - ii. local authorities have a key role to play in planning and enforcement as an integral part of their commitment to protecting the environment and achieving community wellbeing under the Resource Management Act and the Local Government Act 2002; and
 - iii. developers and landowners have important responsibilities under the Resource Management Act to manage reverse sensitivity effects associated with new developments near state highways. Careful and considered planning is pivotal, as is a sense of social responsibility towards the wellbeing of those who will live, work and play in the developments in the future.
- b) engaging early and regularly with local authorities, developers and landowners to ensure all parties understand the importance of taking responsibility for managing reverse sensitivity effects from the outset of planning and development processes.
- c) participating in and influencing:
 - i. district and regional planning processes, to ensure performance standards to address potential reverse sensitivity effects associated with state highways are included in all plans; and
 - ii. Resource Management Act approval processes for subdivision and land use activities that involve sensitive land uses adjoining, or in close proximity to, state highways.

Cost sharing policy

Transit will give effect to the Integrated Planning Policy by implementing this supporting policy:

Significant adverse effects of new development on the safety and/or function of the state highway network should be avoided in the first instance and if unable to be avoided should be remedied or mitigated. Transit will:

1. Seek sharing of the costs of state highway network improvements directly related to development through contributions of land, works or money from developers, local authorities and other relevant parties (if appropriate) to mitigate the adverse effects of development on the state highway network where:
 - the development will have a significant adverse effect on the safety and/or function of a state highway;
 - practical and economically justifiable solutions exist to mitigate the adverse effects directly attributable to the development; and
 - there is reasonable certainty through the cost sharing arrangement that the state highway works will be undertaken within a reasonable time period.
2. Negotiate with developers, local authorities and other relevant parties to agree the equitable sharing of costs, generally based on the proportion of the traffic generated by the development, whether the development significantly advances a project identified in Transit's State Highway Forecast or generates a new or amended project and the real cost to meet Transit's requirements to mitigate the effects on the state highway network.
3. Seek recognition of the importance of sharing the costs of state highway network improvements directly related to developments in regional policy statements, district plans, long term council community plans and other planning documents such as growth strategies and regional land transport strategies through the inclusion of objectives, policies and, where appropriate, rules.

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Policy on unofficial signs

Transit will give effect to the Integrated Planning Policy by implementing this supporting policy:

Signs within the state highway road reserve	<p>Transit will:</p> <ul style="list-style-type: none"> • generally not allow commercial advertising signs to be erected or maintained within the state highway reserve except where a state highway has a posted speed limit of 50km/h or below when Transit may allow commercial advertising signs to be erected on areas other than the carriageway or curb; • assess proposals to erect signs within the state highway reserve in accordance with the State Highway Control Manual; • require the removal of old, poorly maintained, inadequately secured or redundant signs that may present a safety hazard to state highway users; • consider proposals to erect and/or maintain temporary community signs within the state highway reserve at sites where no practical alternative exists and where traffic safety is not compromised on a case-by-case basis; and • not allow advertising on official signs or support structures.
Signs outside the state highway road reserve	<p>Transit will:</p> <ul style="list-style-type: none"> • advocate for prevention of the erection of signs outside but visible from the state highway that may adversely affect traffic safety; • advocate for appropriate structural construction standards for signs in the vicinity of a state highway that are equivalent to those required for official signage; and • encourage the removal or replacement of old, poorly maintained, inadequately secured or redundant signs located outside but visible from the state highway.
Amenity	<p>Control of the amenity effects of signage outside the state highway road reserve is primarily a local authority function. Transit will generally only seek to become involved in managing such amenity effects when state highway landscaping or other urban design outcomes may be compromised.</p>

Lighting policy

Transit will give effect to the Integrated Planning Policy by implementing this supporting policy:

Transit will manage artificial lighting potentially affecting state highways so that driver distraction and confusion is minimised.

Vegetation policy

Transit will give effect to the Integrated Planning Policy by implementing this supporting policy:

Transit will:

- undertake landscaping and planting within the state highway road reserve in accordance with the Guidelines for Highway Landscaping;
- seek to control the planting, growth and maintenance of vegetation in the vicinity of state highways to maintain safety standards including:
 - adequate visibility and clearance at accessways and road intersections;
 - the visibility of official signs; and
 - minimising vegetation as an accident hazard;
- control vegetation that is damaging road formation or roadside structures or impeding drainage;
- encourage vegetation planting, control and removal that enhances the operation and aesthetics of the state highway environment and does not compromise safety; and
- manage planting of vegetation on land in the vicinity of state highways in frost-prone areas to reduce the incidence of winter ice on those state highways.