



YOUR PLAN OUR FUTURE
TIMARU DISTRICT PLAN REVIEW
LAND USE PLAN

Timaru District Plan Review

Topic 10 Transport

Discussion Document, November 2016



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1.0 Introduction

1.1 Purpose

Timaru District Council has commissioned this report to identify the 'issues' with how the Timaru District Plan 2005 manages transport. The report subsequently identifies the potential 'options' to address these issues and the strengths and weaknesses of each option.

Transport plays a vital role in linking communities within the District and on a wider basis through regional and national links. As a physical resource of strategic importance, the transport system needs to be managed, and protected from adverse effects that may arise from other land uses (reverse sensitivity). Adverse environmental effects resulting from the land transport system on other land uses also need to be managed. The District Plan plays an important role in the management of both types of transport related effects.

Please note that the recognition of land use intensification effects on the roading network are dealt with under this topic, while possible management options of effects on rural roads are being dealt with in Topic 12: Rural Zones Discussion Document.

The report is intended to inform and provide a basis for public consultation on this matter and to some degree stimulate debate. The report forms part of a suite of public consultation measures that may be used to inform a potential change to the District Plan.

1.2 Report Format

The remainder of the report has been set out as follows:

- Section 2** identifies and describes the issue.
- Section 3** summarises the relevant statutory matters.
- Section 4** briefly explains the current Timaru District Plan approach to transport.
- Section 5** discusses some potential options to deal with transport.

This document outlines the issues our district faces in relation to transport.

We welcome your feedback on this topic.

Kerry Stevens
Geraldine Ward Councillor

2.0 Issue Identification

Issue 1

Does the District Plan need to recognise and provide for a wider range of transport modes other than motorised vehicles?

For the purposes of this paper the term 'transport' incorporates a range of transportation modes. These include motorised vehicles (car, bus, truck, motorbike, rail, mobility scooters and electric bikes) along with more passive forms of transportation (walking, cycling, scooters and skateboarding) amongst others. The term also incorporates the physical infrastructure that enables transportation in the District including roads, the port, railways, footpaths, cycle paths and the airport. This transport related infrastructure forms part of the District's physical environment. It is important that the District Plan recognise multi modal transport provisions and that land use is integrated with transport provisions to ensure effective, efficient and safe movement of goods and people. The District Plan should adopt a broad interpretation of transport reflecting the range of transport infrastructure present in the District. The policy framework for transport can then be utilised if and when activities that have transport related effects go through the resource consent process.

Walking and cycling initiatives, whether on a local neighbourhood, district or regional scale can have a number of social, economic and health benefits and the District Plan could recognise this through transport related objectives and policies. Cycling and walking track development could be 'encouraged' or 'provided for' under transport objectives and policies. These policies would then be considered, if or when new cycling or walking developments are progressed through the resource consent process. The current District Plan does broadly link to these issues but it could be consolidated in a specific transport chapter. The new District Plan's policy approach could also cover any commercial development proposals relating to these forms of transport; for example, mountain bike parks or rides / walks across private land. The District Plan as the key planning document regulating land use in the District can indirectly address environmental health issues relating to transport. The health advantages of cycling and walking for example could be recognised through policies in the District Plan that recognise the benefits of these transport modes.

Electric cars will become more common in time. The development of self-driving or autonomous cars appears to be progressing and other new forms of transportation may emerge in the near future. Alternative and emerging modes of transport can be addressed in the objectives and policies of the District Plan. Traffic safety issues associated with driverless cars for example will be a policy matter for Central Government. Provision for electric car recharging stations could be addressed much the same way as petrol stations are currently under the zone rules of the District Plan. However it appears that many electric cars will be recharged at homes and businesses. There is not likely to be the same need for the commercial property and infrastructure that petrol stations require.

Additionally, the transport chapter of the District Plan should reflect the high level strategic direction of the Council in relation to growth and development. The Timaru District 2045 Growth Management Strategy has been drafted to inform the District Plan review process and is a key strategic document in this regard. If the District Plan zones for industrial development in a specific area, ideally the transport infrastructure in that locality has capacity for any new development that may occur there. Alternatively, the Council can choose to adopt a user pays approach whereby the developers are required to meet the costs of necessary upgrades in these areas, or Council can use a mix of both options. The zone rules of the District Plan should provide for necessary transport (and other infrastructure) upgrades or new infrastructure construction through the resource consent process.

Issue 2

Should developers be required to provide on-site car parking for new development proposals?

The current District Plan requires developers to provide on-site car parking for new development proposals. It also provides developers the option of paying a cash contribution to the Council's Parking Development Fund instead of providing the number of car parking spaces required under the District Plan. This contribution can then be used to develop or maintain Council car parks in the area of the development. The new District Plan could retain this approach to parking, or the parking requirements could be reviewed to ensure they are consistent with best practice, reflect the zoning approach of the new District Plan and will achieve any new policy direction. This should ensure that the ratio of car parks required for specific types of development is appropriate in terms of location and sufficient on-site car parking is provided as new development occurs.

Issue 3

Should the transport policies of the District Plan recognise the environmental effects of land use intensification on the roading network?

The effects of heavy vehicles on the road network is an issue that most Councils want to address, particularly in relation to land use intensification. With this intensification, for example dry-stock to dairy, there is an increase in the number of heavy vehicles and often an increase in mass of these vehicles. The heavy vehicle increase consumes the asset at a greater rate and can have adverse environmental effects on the roading network such as road damage. Many roads were not designed or constructed at an appropriate standard for the number or mass of heavy vehicles using them. In terms of options available under the District Plan, these land uses could potentially be regulated. The zone provisions of the new District Plan will need to link to any higher level transport related policies that seek to address the effects of land use intensification in the District.

The air quality effects of vehicle emissions are a Regional Council and Central Government issue and in our opinion is not a matter the District Plan needs to deal with directly.



3.0 Statutory Matters

A District Plan is required to have regard to management plans and strategies prepared under a range of different Acts. The District Plan can address and if necessary regulate a number of transport related issues but it is only 'one piece of the puzzle'. Transport related investment decisions sit outside the District Plan in terms of the Council's Annual and Long-term Plan processes as do any Central Government funding and related decisions. Other plans and strategies listed in Appendix 1 cover a wide range of transport related issues. This section therefore focuses on the key Resource Management Act documents, directly relevant to transport.

Resource Management Act 1991

Sustainable management is the 'high level' purpose of the Resource Management Act 1991 under which the transport topic needs to be framed. In relation to sustainable management the transport topic has two dimensions. Firstly it is about how the District Plan provides for and / or regulates transport related activities to enable people and communities to provide for their social, economic, and cultural well-being and for their health and safety. Secondly it is about ensuring that this is done in a manner that sustains the potential of natural and physical resources (including the transport network) to meet the reasonably foreseeable needs of future generations while avoiding, remedying or mitigating potential adverse environmental effects.

Generally, district plan provisions relating to transport provide high level policy direction for transport infrastructure and transport related activities. This includes a focus on parking, manoeuvring and provision for loading / unloading private and commercial vehicles. District plans also regulate and focus on the installation and upgrading of infrastructure through subdivision and land use resource consent approval processes. This includes a wide range of measures aimed at ensuring the roading network operates safely and is 'fit for purpose'. The cost of transport installation or upgrade work associated with land development is generally borne by the developer with ongoing maintenance then passing to the Council as it becomes part of the roading network. While the roading represents only one transportation network in the District it is the most relevant to the subdivision and land use development activities regulated under the district plan.

Land Transport Act 2003

The Land Transport Act 2003 provides the legal framework for managing and funding land transport activities. The purpose of the Act is to contribute to the aim of achieving an affordable, integrated, safe, responsive and sustainable land transport system. It is the guiding legislation for land transport planning and funding, and includes requirements for regional planning that drives the Canterbury Regional Policy Statement 2013.

National Policy Statement – New Zealand Coastal Policy Statement 2010

The New Zealand Coastal Policy Statement 2010 has policy recognition for the presence of infrastructure (including transport infrastructure) in the coastal environment and the importance it plays in providing for the social, cultural and wellbeing of people and communities.

Canterbury Regional Policy Statement 2013

The Canterbury Regional Policy Statement 2013 seeks to avoid development which adversely effects the safe, efficient and effective functioning of the land transport network. It also seeks to avoid development which forecloses the opportunity for the development of the network and its ability to meet future strategic transport requirements (Policy 5.3.7). The Regional Policy Statement also seeks integration of land use and transport planning in a way that promotes use of transport modes that have low adverse effects, promotes safe efficient and effective use of transport infrastructure, avoids conflict (reverse sensitivity) and avoids remedies or mitigates the adverse effects of development, operation and expansion of the transport system (Policy 5.3.8). The Regional Policy Statement methods that sit under these two policies provide specific direction to the District Council in relation to matters that will be addressed in the new District Plan.

Canterbury Regional Land Transport Plan 2015 – 2025

The Canterbury Regional Land Transport Plan 2015 – 2025 sets the strategic direction for land transport within the Canterbury Region over a 10 year period. The Plan is a matter that the Council needs to have regard to in developing the District Plan provisions that guide where urban growth areas are located and how access to the regional transport network is managed through the subdivision and land use consent process. The Canterbury Regional Land Transport Strategy 2012 – 2042 sits behind this Plan and will be superseded in the near future.

4.0 Timaru District Plan

The District Plan includes roading issues, objectives, policies and non-regulatory methods in Chapter 8 of Part B. The rules relating to transport are then contained within Part D of the District Plan along with the District's Roading Hierarchy. The rules include performance standards relating to parking, vehicle loading, driveway formation, vehicle access, vehicle turning, vehicle manoeuvring, road widening, intersection works, roadside sales activity, financial contributions and work place travel plans. This part of the District Plan provides a relatively extensive list of regulatory matters of relevance to transport.

There are a number of transport related standards in the District Plan including parking design, access way design and construction, loading space requirements, road width requirements, industrial access standards.

General Rule 6.11.2 of the District Plan states that all roads in the District are designated.



5.0 Options

The main options to manage transport are summarised as:

- Status quo (i.e. retain the current District Plan approach).
- Amend (i.e. current District Plan approach requires amendment to align it with current best practice and to give effect to national and regional planning documents).

These options are briefly described in turn below, followed by a brief assessment of their strengths and weaknesses. Please note other options exist for the identified issues that have not been reflected here to keep the document concise.

Option 1 – Status quo

The following strategic approach in the current District Plan is still relevant and should be included in the next District Plan:

- Permitted rules for roading infrastructure incorporated into the utilities and infrastructure chapter of the District Plan. The District Plan should continue to provide for existing transport infrastructure. Upgrade and maintenance works on the existing roading network should generally be permitted activities under the new District Plan as they are under the current District Plan.

<p>Strengths</p>	<ul style="list-style-type: none"> ▪ Enabling rules through a utilities and infrastructure chapter is a positive. The transport network should be managed in an efficient and effective manner. ▪ Roothing is the most common and dominant form of transport and roading infrastructure has prominence. ▪ Some other relevant Council policies and strategies use the term 'transportation' while the District Plan use of 'transport' is consistent with the Regional Policy Statement.
<p>Weaknesses</p>	<ul style="list-style-type: none"> ▪ Despite the importance of motorised vehicles, the District Plan does not recognise and provide for other (non-motorised vehicles) forms of transport effectively. ▪ Roothing related issues, objectives and policies are incorporated into zone provisions. ▪ Inclusion of transport related policy throughout the District Plan is inefficient. ▪ The transport issues, objectives and policies of the current District Plan have a 'narrow' focus on roading. ▪ The number of roading provisions and text could be reduced. ▪ Road classifications could be moved to an Appendix in the District Plan and do not need to be included as part of the transport objectives and policies chapter. ▪ Positive economic and social benefits of transport and transport infrastructure should be recognised and provided for. ▪ The car parking requirements of the District Plan should be reviewed to ensure they are consistent with best practice.

Option 2 – Amend

The intent of the strategic approach in the current District Plan is still valid but the approach requires amendment to align it with current best practice and to give effect to national and regional planning documents as follows:

- Amend the District Plan to recognise the benefits of the motorised vehicles (social and economic) and the benefits of other transport modes (non-motorised vehicles) in the District.
- Amend and update car parking requirements to ensure they are consistent with best practice, reflect the zoning approach of the new District Plan and will achieve any new policy direction. This could ensure that the ratio of car parks required for specific types of development are appropriate and sufficient on-site car parking is provided as new development occurs.
- Amend the District Plan to specifically recognise the effects of land use intensification on transport infrastructure, particularly roading.
- Widen the focus of the transport chapter of the District Plan to recognise all transport infrastructure in the District, including roading, rail, the airports and seaport.
- Include high level objectives and policies for all transport modes in the District Plan.
- Remove references of water and air quality issues relating to roading activity within the District Plan. Water and air quality issues are regulated by Canterbury Regional Council under relevant regional plans and do not need to be included as a District Plan method.

Strengths	<ul style="list-style-type: none"> ▪ Provides clearer direction to Council staff and developers around key transport related issues. ▪ Better provision of transport infrastructure leading to positive effects on a key part of the physical environment of the District. ▪ A broader definition of transport is consistent with the Regional Policy Statement policy direction. ▪ Recognition of other modes of transport (non-motorised vehicles) is consistent with the Council's transportation vision. ▪ The District Plan amendments ensure the environmental effects of activities are addressed. ▪ Removal of District Plan provisions that relate to Regional Plan issues is an effective approach given the District Plan is not the relevant document in which to address these matters.
Weaknesses	<ul style="list-style-type: none"> ▪ Costs to developers to meet required standards for car parking requirements, or contribution to maintenance of roading in response to land use intensification. ▪ Costs to ratepayers to provide off street car parking if developers do not provide for them. ▪ Changes to roading provisions to reflect a broader interpretation of what transport is needs to be done in a manner that ensures the importance of roading is still provided for.

Appendix 1

Plans and strategies relevant to the issue of transport in the Timaru District include the following:

- The New Zealand Transport Strategy
- New Zealand's Road Safety Strategy
- Canterbury Regional Land Transport Strategy 2012 – 2042
- Roading Provisions of the Consolidated Timaru District Council Bylaw 2013
- Transportation Vision 2006
- Timaru Transportation Strategy Summary 2014
- Timaru District Active Transport Strategy July 2011
- Land Transport Unit Maintenance Strategy 2013
- TDC Land Transport Lifecycle Management Strategy October 2008
- Timaru Metro Strategy 2010 – 2020
- Activity Management Plan 2012 – 2022
- Timaru Pedestrian Wayfinding Plan 2007
- Draft Timaru District 2045 Growth Management Strategy



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