

## 8 ROADING

### ISSUES

- (1) The provision of roading and the use of roads by cyclists, pedestrians, and motor vehicles may produce adverse environmental effects.
- (2) The safe and efficient use of roads is reduced where access to sites is sought from roads with high traffic volumes.
- (3) Loading of vehicles on roads can reduce the safe and efficient use of roads.
- (4) Where insufficient on site parking is available, vehicles are parked on roads. This can reduce the capacity of the road network and can reduce the amenity and safety of the road network for all road users.

#### *Explanation*

*The current climate of rising car usage, coupled with an increasing awareness of people's responsibilities to the local and global environment, means the need for sustainable management of the District's transportation system is of immediate concern.*

*Transportation, in its role as both an activity and as an effect of other activities, can impact adversely on the environment of the District. The use of the transportation resource can incur noise and air quality levels above those normally accepted. The construction of the transportation system can impact adversely on existing communities and ecological habitats. Road traffic as a prime component of transportation and as an effect of land use activities can impact adversely on the amenities of an area in terms of noise, dust, dirt, fumes, visual intrusion and traffic congestion. The Plan must adopt a transportation management approach which adequately protects and encourages the enhancement of the environment*

### OBJECTIVES

- (1) A safe and efficient roading network which recognises and provides for different users.

#### *Principal Reason*

*A major resource management objective facing the district is the production of a transportation strategy which recognises the need to provide access, and the safe and efficient movement of vehicles and people, in a way that minimises the adverse effects on the*

*environment of the District and does not compromise the needs of future generations.*

*In the urban areas of the District sustainable management, in the context of transportation, centres on the safe and efficient use of the existing infrastructure and the need to avoid or reduce any adverse effects of vehicle use on the environment and the District.*

*Inherent in these objectives is the need for energy efficiency. A local level this can be promoted by encouraging increased public transport patronage and a reduction in travel distances, reducing need for cars to travel between activities.*

*The provision of good accessibility between the various activities in the District is also an important issue the Plan must address. The vitality and viability of the District as an area for business activity and growth, for residential location, and for recreation and entertainment activities, depends largely on the ability of people to obtain efficient access between different activities, and different areas of the District.*

- (2) Avoid, reduce, or mitigate any adverse effects on the environment occurring in association with the roading network.

*Principal Reason*

*Use of the roading network produces environmental effects that may adversely impact on natural systems, e.g. stormwater contaminated with heavy metals may degrade a waterway, and traffic noise may affect other sensitive land uses.*

- (3) Minimise conflicts between land use and the roading network, while still providing for mobility, and safe and efficient ingress and egress to roads.

*Principal Reason*

*To achieve a balance between providing safe and efficient roading and avoiding or mitigating environmental effects on adjacent land use activities.*

- (4) Ensure that the parking impact of activities on the capacity and safety of the roading system is adequately catered for so as to avoid adverse effects on the environment.

*Principal Reason*

*Reduces congestion of roads and improves the safety and efficiency of the roading network for the public.*

### **POLICIES**

- (1) To encourage the efficient use of the existing road infrastructure.

*Explanation and Principal Reason*

*To provide for different but compatible users in some areas. May be more appropriate to separate users in some situations, e.g. to direct heavy traffic to use specific routes.*

- (2) To classify roads in the District according to their proposed function in the road network.

### **Primary Roads**

#### **1 National Routes**

These are roads that make up routes of national strategic importance. They form part of the State Highway network (State Highways 1 and 2) and their prime function is to provide for through traffic while providing access to significant urban areas.

#### **2 Regional Arterials**

These are roads of strategic importance to the region and are a significant element in the regional economy. In Timaru District, these are State Highways 79, 78 and route 72. These roads are under the control of Transit New Zealand or the Timaru District Council and their form is consistent with the goals of the national land transport strategy.

#### **3 District Arterials**

District arterial roads are those which are of strategic importance to the District and are controlled by the Timaru District Council. They predominantly carry through traffic and are urban.

Flush medians and right turn bays may be elements of these roads. Some degree of access and/or on-street parking control may be needed. Cycle lanes are generally marked if the cycle volumes warrant them.

#### **4 Principal Roads**

These roads primarily cater for traffic movement between the major areas of the District. They may be either urban or rural. Principal roads are essential to sustain overall travel within the

District. Principal Roads are usually 2 lanes wide. The road reserve width is generally 19 or 20 metres and most facilities can be accommodated in this width. Intersections may require local widening where traffic demands are such that specific design is needed. If the road is a significant cycle route, a cycle lane would be marked. If not, a wider parking lane may be used by cyclists. Some parking restrictions may be required where additional facilities such as flush medians are needed.

### **Secondary Roads**

#### **1 Collector Roads**

These roads collect and distribute traffic to and from the primary road network and link with the local road network. Although a lower traffic volume is expected than for a road in the primary road network, there is a high proportion of through traffic. They may be either urban or rural.

#### **2 Local Roads**

These roads provide direct access to abutting properties. They form the road network within the neighbourhood and may be subject to Local Area Traffic Management schemes to reduce speed and through traffic. The proportion of through traffic on local roads should be very low.

#### **3 Service Lanes**

Service lanes are for the purpose of providing side or rear access for vehicles to any land from district arterials or collector roads in business areas. With increasing traffic flows and congestion along main roads, servicing premises from the road is becoming increasingly difficult. The provision of service lanes may be necessary to reduce traffic conflict between service vehicles, pedestrians and other vehicle traffic. Therefore proposed service lanes have been designated where it is necessary and practicable to provide them.

### *Explanation and Principal Reason*

*Roads throughout the District are classified according to their intended function in the form of a hierarchy. The hierarchy comprises primary roads (principal and arterial roads), which carry traffic around the District and secondary roads (collector roads and local roads) which distribute traffic.*

*The classification of roads determines their elements and controls, their width, street lighting, road signs, parking restrictions, activities*

*etc. A result of designing a road according to its classification is to make the roading pattern clearer to the motoring public.*

*The “higher” the classification, the more priority is afforded to the movement of through traffic and, conversely, the “lower” the road is in the order, the more priority given to access (pedestrian, servicing and parking). The higher order roads can also be expected to cater for higher traffic flows, although this is not a universal rule. Higher intensity use should not however impair the operational efficiency or safety of the arterial road concerned. To ensure this does not occur, direct access to arterial roads is controlled and alternative access, via a side or parallel road should be used wherever feasible. A limited increase in traffic generation may be tolerated without alternative access, provided the number of direct access points to the arterial is reduced.*

- (3) To encourage or require access functions to be provided from minor roads wherever possible.

*Principal Reason*

*Aims to reduce conflict between road users on major roads and road users accessing properties.*

- (4) Discourage direct private property access onto and off major roads, otherwise ensure the access is designed to a high standard.

*Explanation and Principal Reason*

*Aims to reduce conflict between “access only” and “through” traffic and to avoid or minimise access conflicts along major traffic routes.*

- (5) To provide a roading system that allows safe and efficient access to and from adjoining private property, and to ensure loading and unloading activity is carried out off the road.

*Explanation and Principal Reason*

*Provides for access to roads from adjoining sites and the on loading and off loading of goods so that the community can provide for its social and economic well being. Short duration activities include fairs, or competitive recreational events which occur infrequently.*

- (6) To discourage traffic in areas where it would have significant adverse environmental effects.

*Explanation and Principal Reason*

*It is envisaged that traffic will be discouraged in some residential areas e.g. adjacent to schools, and natural areas, where traffic volumes reduce local amenity values and the safety of road users including pedestrians.*

- (7) To have regard to sound traffic planning and design, through appropriate standards including:
- Guidelines for Establishing Rural Selling Places (RTS 3; 1992)
  - Guidelines for Visibility at Driveways (RTS 6; 1993);
  - Advertising Signs and Road Safety: Design and Location Guidelines (RTS 7 1993);
  - Transit New Zealand guidelines.

*Explanation and Principal Reason*

*Ensures recognised roading and land use guidelines are considered when planning for roading or addressing road issues.*

- (8) To avoid, remedy or mitigate the adverse local environmental effects of proposed new roads and other additions to the District's transportation network.

*Explanation and Principal Reason*

*This policy recognises there will be some adverse effects, however it proposes to minimise such effects.*

- (9) To provide new roads or other facilities where these are considered essential.

*Explanation and Principal Reason*

*Makes provisions for additional roading and associated facilities in situations approved of by Council.*

- (10) To control access and the intensity of use along some roads, ensuring both vehicle and pedestrian safety and to acknowledge the needs of people with disabilities.

*Explanation and Principal Reason*

*There may be safety and efficiency issues associated with proposed access points. Optimum use is to be made of the District's existing road network for the safe and efficient movement of people and goods.*

- (11) To improve the capacity and safety of existing facilities through the use of appropriate traffic management techniques.

*Explanation and Principal Reason*

*Acknowledges there are improvements that can be made to the existing roading network where there are issues of safety and efficiency. The Council will continue to implement low cost traffic management techniques on a route by route basis, aimed at making more efficient and safer use of the available road space while improving pedestrian safety (eg painted median strips, kerbed central islands, bulbous kerbs, pedestrian refuges). Priority is given to vehicle movements on the arterial network. Where there is conflict between on-street parking and vehicle movement, priority will be given to vehicle movement. At certain times and locations, on-street parking may be restricted.*

- (12) To advocate an efficient public transport network which provides an integrated system, with appropriate levels of convenience and service.

*Explanation and Principal Reason*

*The Council supports the provision of public transportation by other authorities or companies.*

- (13) To reduce traffic speeds, thus improving perceived safety levels and reducing “intimidation” of residents by traffic.

*Explanation and Principal Reason*

*Where appropriate, techniques will be used to discourage traffic in areas where it would have adverse environmental effects. Such techniques are implemented outside of the District Plan, and include narrowing of carriageways, turn restrictions, one-way road restrictions, and other bylaw based controls.*

- (14) To reduce traffic volumes by diverting extraneous or through traffic to other streets.

*Explanation and Principal Reason*

*On non-arterial roads, residential density is unlikely to be constrained by capacity, but will be influenced by safety issues and the acceptability of increased flows to existing residents. Safety issues will be influenced principally by carriageway width, alignment visibility and traffic speed.*

- (15) To encourage cycling as a means of travel and recreation, and to improve road safety for cyclists.

*Explanation and Principal Reason*

*It is recognised that there are a number of groups of cyclists with differing problems and needs. Cycling can be subdivided into three main types or purposes: commuter trips, school trips and recreational trips. Commuter cyclists (including tertiary students) are typically adults, often with several years experience in cycling. Arterial roads often provide the shortest and fastest route between home and place of work. School cycle trips mainly use lower volume roads, but frequently must cross or use short sections of busy main roads. Recreational cycling is primarily for fitness, sport and relaxation. Directness of route to a destination is frequently of minor importance.*

*Separate cycleways may be feasible and appropriate in certain locations. However, in a largely built up area it must be recognised that the opportunities for separate cycleways will be limited.*

- (16) Private roads shall not be taken over by Council unless they are constructed to the standards of a public road.

*Explanation and Principal Reason*

*The roading system is provided for in a planned and integrated manner. Where private roads are accepted to be included as part of the public roading network, they must meet the same construction standards in order to avoid high costs of reconstruction falling on all ratepayers.*

- (17) To provide for the loading of goods, materials and stock associated with a site.

*Principal Reason*

*Addresses safety and efficiency concerns associated with on and off loading of goods on public roads.*

- (18) To require land use activities to provide adequate parking and loading facilities on site.

*Principal Reason*

*Where inadequate parking and loading facilities are provided, the safety and efficiency of the road network become compromised by the manoeuvring of vehicles into and from on-street parking spaces.*



*It is considered that the provision of parking is primarily the responsibility of the property owner or occupier.*

- (19) To allow developers to provide a cash contribution in lieu of on site parking where they are unable to comply with Policy (18) because of rules in the District Plan or other site constraints.

This option may be exercised only at the discretion of the Council unless the development is in an area where private parking is not permitted. Factors to be considered by the Council are:

- the availability of land nearby for the Council to develop
- the relative efficiency of the site if it provided parking
- the impact on the efficiency of the roading network if on site parking is not provided
- any effect on heritage or townscape values from parking
- any conflicts with pedestrian or vehicle traffic safety

*Principal Reason*

*In order to minimise the adverse effects of vehicles crossing main retail frontages or busy footpaths, or if a small or unusual shaped site is being developed, the developer may pay a cash contribution to the Council's Parking Development fund instead of providing the required parking spaces. This contribution would then be used to develop or maintain Council car parks in the area of the development.*

- (20) To allow developers to share private car parking to meet their District Plan requirements.

*Principal Reason*

*This will promote the efficient use of the land available for car parking where the peak parking demand for the developments do not coincide. When considering an application to share parking, the Council will take account of the following factors:*

- *the proximity of all developments to the car parking area*
- *the legal agreement to use the car parking*
- *the combined parking demand (not to exceed the capacity of the car park at any time)*
- *the operating and peak operating hours of developments*

- (21) To manage the adverse environmental effects associated with the provision of private access to allotments and household units by establishing thresholds below which allotments and/or household units shall be served by private access of a minimum width. Proposals that exceed these thresholds shall provide for vehicle access by way of a road.

When considering applications for resource consent, the Council shall consider the following:

- What are the anticipated numbers of vehicles, cyclists and pedestrians that will use the access/road?
- Will the access/road be no-exit or allow through traffic?
- Is there potential to become more than a local no-exit road?
- What is the proposed speed restriction if it is to be a public road?
- What are the anticipated parking requirements on the access/road?
- What are the anticipated traffic enforcement requirements if it is to be a public road?
- Will emergency and other services vehicles such as postal and rubbish collection use the access/road?
- Is there potential for further subdivision and/or building development?
- What is the standard of existing adjoining roads?
- Will upgrading of adjoining roads will be needed?
- What are the traffic volumes on adjoining roads?
- Are there intersections in the vicinity?
- Is there any potential for increased traffic volumes?
- Are there urban areas in the vicinity, and adjoining properties with household units?
- Are there any potential impacts on ecosystems, drainage patterns, and/or the amenities of adjoining properties?
- Should a sign be established identifying that the access way is "Private"?

### *Explanation and Principal Reason*

*Thresholds or limits to the number of household units and/or allotments served by private accesses have been developed in part on the basis of the Council's experience over many years of roading and traffic management, and to provide consistency with subdivision and land use rules. In the past where thresholds have been exceeded management issues have arisen over time.*

*Allotments unable to achieve a frontage to a legal road at the time of subdivision must provide vehicle access by way of a private access or road. Some provision is made for sharing of private accesses but once thresholds are exceeded roads must be established unless the adverse effects of such a proposal can be adequately avoided, remedied or mitigated.*

See Policy (3) in Part B, 9 Services and Other Physical Resources for a provision requiring financial contributions be taken for the roading network.

### METHODS

- (1) Requiring resource consents where roads are proposed outside of existing road reserves.

*Principal Reason*

*Ensures an adequate assessment of all potential effects on the environment and requires compliance with conditions to avoid or minimise adverse environmental effects.*

- (2) Use the road classification system to ensure that the roading network is planned for and operates at maximum safety and efficiency.

*Principal Reason*

*Reduces conflict between different road users and gives recognition to environmental quality and the amenity of adjacent activities. High traffic generating activities will require resource consents so that traffic effects can be assessed.*

- (3) Providing for land use controls where they are necessary to reduce conflicts between access or through traffic needs and the capacity of the roading network (see General Rule 6.7).

*Principal Reason*

*Avoids vehicle congestion and associated safety concerns for other road users at places of high density vehicle movement*

- (4) Limiting the incidence of signs alongside major routes outside of commercial areas (see General Rule 6.15).

*Principal Reason*

*Reducing clutter in the landscape as well as visual distraction to motorists from too many signs.*

- (5) Adapting the roading network to best suit community needs through the Long Term Council Community Plan process.

*Principal Reason*

*The road network will be steadily upgraded to enable it to deal with traffic demands. Road widening and intersection improvements will be required at some critical intersections along some lengths of road experiencing heavy traffic flows. This ensures recognition of community concerns for roading development at the time of annual funding allocation.*

- (6) Using of traffic control measures to ensure safe and efficient use of the roading network outside of the District Plan process.

*Principal Reason*

*To achieve an integrated approach to roading management in the District.*

- (7) Liaising with the Canterbury Regional Council in seeking to avoid or minimise the adverse environmental effects of road use.

*Principal Reason*

*Some of the most significant environmental effects of road use are the degradation of water and air quality - both Canterbury Regional Council functions.*

- (8) Designating land which will be required for road widening in the foreseeable future (see General Rule 6.11).

*Principal Reason*

*The main purposes of designation are to control further development expenditure on land which may later have to be removed and to obtain land use consent. The intention is to acquire land designated for proposed road widening where hardship or undue difficulty is caused by the designation. The Council may purchase the whole of a site if the severance of land required for road widening makes the balance of the site incapable of reasonable use. Where land designated for proposed road widening is subdivided, the Council will generally enter into an agreement with the owner to vest the designated land as road (see section 86 of the Act).*

- (9) Adopting techniques to discourage traffic in areas where it would have adverse environmental effects, e.g. local area traffic management schemes.

*Principal Reason*

*Local area traffic management (LATM) schemes range from speed humps introduced on individual streets to major area-wide schemes.*

*LATM schemes should only be considered on collector or local roads where traffic speeds or the accident rate is significantly higher than the average for the class of road, or where through traffic volumes are relatively high and form a high proportion of the total traffic flow. The surrounding arterial road network must be capable of absorbing any traffic diverted to it.*

*The selection of the appropriate LATM measure or measures will depend on a number of factors, including the nature of the problem, the general street environment, abutting land uses, traffic flow, and cost considerations. It should be noted that speed humps or angle slow points are not considered appropriate on roads carrying more than 3,000 vehicles a day.*

*A proposed LATM scheme must meet the approval of a significant majority of residents. They must not simply transfer problems from one residential road or area to another. They must also be affordable.*

- (10) Providing cycle lanes on some roads.

*Principal Reason*

*In allocating available road space to cyclists, a balance between overall safety, traffic pressures and public transport considerations as well as cycling needs must be achieved. On two-lane arterial roads, improving conditions for cyclists may be achievable through altered lane marking. In some cases it may be possible to widen the carriageway to provide a kerbside cycle lane or a wider kerbside lane.*

*It must be accepted that the large majority of cycle trips use, and will continue to use existing roads. The use of quiet residential roads will continue to be encouraged, particularly for school cyclists. Traffic calming measures can offer substantial advantages to cyclists and should be considered where appropriate. Where recognised cycle routes cross heavily used roads, new or improved crossing facilities may be warranted.*

- (11) Requiring compliance with rules for ingress and egress to off-street car parks and sites and for loading spaces (see General Rules 6.7 and 6.8).

*Principal Reason*

*Where the constraints placed upon access to the car park due to road conditions cause concern for the safety of motorists and/or pedestrians, or may reduce the capacity of the road, the Council may accept an alternative access design. Large car parks may also require specific design to improve their capacity since they may carry more traffic than many side roads.*

- (12) Requiring developers to provide a cash contribution when the development is in an area where private parking is not permitted (see General Rule 6.8).

### *Principal Reason*

*Along main retail frontages, where there is a high level of pedestrian movement, vehicle crossings giving access to car parks and loading areas undermine pedestrian safety.*

*The Council has undertaken to provide a good level of off-street parking for all users of these commercial areas and access to these parking areas can be strictly controlled. The cash contributions from developers may be used to purchase new properties, for parking or to upgrade or maintain existing car parks.*

*The Council undertakes to provide a suitable level of off-street parking to meet the needs of all new and existing developments in the zones where vehicle crossings or parking are not permitted.*

### **ANTICIPATED ENVIRONMENTAL OUTCOMES**

- (1) Confine conflicts between high noise levels and other amenity and landscape values to streets at top of roading hierarchy, i.e. major roads.
- (2) A relatively safe and efficient roading network.

### **MONITORING**

- (1) Evaluate the effectiveness of objectives and policies and General Rules within nine years of the Plan becoming operative.
- (2) Monitor the conditions on resource consents relating to roading/traffic effects and evaluate where improvements may be made.