



YOUR PLAN OUR FUTURE
TIMARU DISTRICT PLAN REVIEW

Transport S.32

June 2022



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LAND USE PLAN

Timaru District Council

Section 32 Report

Transport

June 2022

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1 Transport

1.1 Introduction

This report contains a section 32 evaluation of the objectives, policies, and methods relating to the Transport chapter in the Proposed Timaru District Plan. Supporting this evaluation is the Timaru District Plan Review – Transport Baseline Review prepared by traffic consultants Abley for the Timaru District Council¹.

The transport network is an essential physical resource that contributes to the social and economic wellbeing of the district. It includes all transport corridors and infrastructure, including state highways, roads, pedestrian and cycle pathways, rail corridors and flight paths at the Timaru Airport (note the airport/aerodrome has a designation, while the seaport will be covered by special purpose zone provisions).

The transport network enables the movement of goods, the provision of services and for people to travel between home, work, educational, recreational, cultural, commercial, and other activities, both within and beyond the district.

Therefore, the Proposed District Plan should recognise the critical ongoing function transport networks have within the district, and provide for their ongoing operation, maintenance, and upgrade while managing the adverse effects of transport networks on surrounding land-uses and the environment. It should also ensure that efficient operation, maintenance, repair or upgrading of transport networks is not constrained or compromised by other activities.

1.2 Community / Stakeholder / Iwi Engagement

Engagement with various groups and parties was undertaken as part of preliminary work carried out to inform the District Plan review. This included scoping with various parties such as Government Agencies and Te Runanga o Arowhenua. Drop-in sessions were held with the public. A draft discussion document was released, and public open days were held. Feedback from the public and stakeholders on the discussion documents was summarised and workshopped with the Council's Environmental Services Committee.

A summary document named Community Feedback and Initial Committee Direction on Discussion Documents (published in September 2017) was then prepared. This document summarised the feedback received and the Committee's initial direction. This document was publicised by way of public notices, and by sending letters to those who had made feedback on the discussion documents².

The Community Feedback document provides a good basis for the section 32 analysis. Topic 10 in the discussion document summarises matters for transport.

With regard to strategies that inform the Proposed District Plan, and have been through significant consultation in themselves, this includes the Timaru District 2045 Draft Growth Management Strategy (adopted in May 2018) and the Timaru District Council 50 Year Infrastructure Strategy 2018 – 2068 (adopted in June 2018).

The 'Timaru District Plan Review – Transport Baseline Review' prepared by traffic consultants Abley for the Timaru District Council provides a base to this section 32 analysis and includes

¹ <https://www.timaru.govt.nz/pdp-supporting-info>

² <https://www.timaru.govt.nz/services/planning/district-plan/district-plan-review/discussion-documents>

consultation with key Timaru District Council staff, NZTA and KiwiRail as external stakeholders in its preparation.

More detailed descriptions of consultation undertaken is included in the Overview Section 32 report.

Draft Plan Consultation

Following on from the above, the draft plan was notified for consultation purposes. Feedback was received from a range of submitters, principally representing agencies. In summary, the feedback was:

- Most submitters were in general support of the objectives and policies. However, there were some minor changes recommended, such as recognising that some activities may not be suited to active or public transport (e.g., remote industrial activities);
- A number of submitters opposed the requirement for road maintenance to meet the road design and lighting requirements as these matters would normally be addressed when designing a completely new road.
- Another submitter queried the cycle parking and loading requirements for utilities;
- There was opposition from one submitter to required cycle parking for schools;
- There were several detailed submissions on various technical matters such as: cul-de-sac lengths, footpaths, right of way lengths and vehicle crossing requirements. Some of these submissions sought greater alignment with Waka Kotahi NZ's design requirements.

An analysis of the technical components of the feedback was undertaken by Ableys Transportation and is contained in a separate report titled Timaru District Plan Transport Feedback Review (dated 6th July 2021) ³.

1.3 Strategic directions

The Strategic Directions chapter of the Proposed District Plan sets out the overarching directions for the sustainable management of growth, land use and development of the Timaru District. These provisions have been informed by the Canterbury Regional Policy Statement 2013 and the Timaru District 2045 Growth Management Strategy which addresses growth and development in the district and sets out a spatial framework for its management. They support achieving a district that has a sustainable lifestyle, a thriving and innovative economy and a strong identity.

The proposed district plan directions include a provision for infrastructure (which includes transport), as specified in provision SD-08 (Infrastructure), as follows:

SD-08 Infrastructure

Across the District:

- i. improved accessibility and multimodal connectivity are provided through a safe and efficient transportation network that is able to adapt to technological changes;
- ii. the provision of new network infrastructure is integrated and co-ordinated with the nature, timing and sequencing of new development;
- iii. drinking water supplies are protected from the adverse effects of subdivision, use and development;
- iv. the benefits of regionally significant infrastructure and lifeline utilities are recognised and their safe, efficient and effective establishment, operation, maintenance, renewal and upgrading and development is enabled while managing adverse effects appropriately.

³ <https://www.timaru.govt.nz/pdp-supporting-info>

SD-O1 Residential Areas and Activities

- i. There is sufficient residential development capacity in existing and proposed urban areas to meet demand and household choice, provided through:
 - a. the use of existing zoned greenfield areas;
 - b. a range of densities in existing urban areas; and
 - c. higher residential densities near the Timaru and Geraldine town centres, and Highfield Village Mall.
 - d. The new General Residential zoned areas.
- ii. limited rural residential development opportunities are provided where they concentrate and are attached to existing urban areas, achieve a coordinated pattern of development and are capable of efficiently connecting to reticulated sewer and water infrastructure; and
- iii. limited residential opportunities are maintained in existing rural settlements, subject to adequate servicing.

SD-O2 The Natural and Historic Environment

The district's natural and historic environment is managed so that:

- i. the health and wellbeing of the community are recognised as being linked to the natural environment;
- ii. an integrated management approach is adopted that recognises that all parts of the environment are interdependent;
- iii. the natural character of the coastal environment, wetlands and waterbodies is preserved and protected from inappropriate subdivision, use, and development;
- iv. important landscapes and features are protected from inappropriate subdivision, use, and development;
- v. significant indigenous vegetation and significant habitats of indigenous fauna are identified, and their values recognised, protected and where appropriate, enhanced;
- vi. the life-supporting capacity of ecosystems and resources is safeguarded for future generations;
- vii. the important contribution of historic heritage to the district's character and identity is recognised, and significant heritage and its values are protected from inappropriate subdivision, use, and development.

SD-O3 Climate Change

The effects of climate change are recognised, and an integrated management approach is adopted, including through:

- i. taking climate change into account in natural hazards management;
- ii. enabling the community to adapt to climate change;
- iii. encouraging efficiency in urban form and settlement patterns.

SD-O4 Natural Hazards

Natural hazards risks are addressed so that:

- i. areas subject to natural hazards and risk are identified;
- ii. development is avoided in areas where the risks of natural hazards to people, property and infrastructure are assessed as being unacceptable; and
- iii. for other areas, natural hazards risks are appropriately mitigated.

The above provisions are part of the connection between the Proposed District Plan, the Growth Management Strategy, the Canterbury Regional Land Transport Plan and objectives of the Canterbury Regional Policy Statement. The strategic directions provide an overarching framework for the Plan and give direction for the content of the transport provisions.

1.4 Problem definition

Community Feedback and Initial Committee Direction on Discussion Documents include resource management issues that need to be addressed as part of the district plan. These are:

Transport Baseline Review

- Alignment with national and regional policies and plans;
- Requiring Integrated Transport Assessments (ITAs)
- Relationship with One Network Road Classification (ONRC)
- Control of activities in the road reserve
- Catering for future needs
- Consideration of resilience
- Requirement for Outline Development Plans for greenfield developments
- Road and access standards
- Catering for walking, cycling and public transport
- Development in rural areas
- Subdivision outcomes
- Transport technical standards
- Parking requirements
- Referencing external documents
- Land use intensification effects including reverse sensitivity

Community Feedback and Initial Committee Direction on Discussion Documents

- The need to recognise and provide for a wider range of transport modes other than motorised vehicles
- Whether developers should be required to provide on-site car parking for new development proposals.
- Whether the transport policies of the District Plan should recognise the environmental effects of land use intensification on the roading network.
- Whether to include controls relating to setbacks and sightlines at railway level crossings.
- The need for recognition of the importance of road corridors for other forms of infrastructure.
- Noise standards for reverse sensitivity.

Additionally, the co-location of utilities in transport corridors has been raised as an issue. The proposed district plan needs to address these matters satisfactorily, including through the utilisation of up-to-date standards and methods of approach. Relevant documents to consider in ensuring the above include:

Title	Author	Date	Brief Synopsis	Link
Government Policy Statement on Land Transport 2018	New Zealand Government	2018	<p>The Government Policy Statement on Land Transport (GPS) 2018 sets out the government’s priorities for expenditure from the National Land Transport Fund over the next 10 years. The policy statement includes a series of strategic directions.</p> <p>A more detailed description of the Government Policy Statement is included at section 1.5 of this assessment.</p>	https://www.transport.govt.nz/assets/Uploads/Our-Work/Documents/c6b0fea45a/Government-Policy-Statement-on-land-transport-2018.pdf
National Planning Standards	Minister for the Environment	April 2019	<p>The National Planning Standards seek to assist with planning systems by providing a nationally consistent structure, format, definitions, noise and vibration metrics and electronic functionality and accessibility for regional policy statements, regional plans, district plans and combined plans under the Resource Management Act 1991 (“RMA”). The planning standards do not alter the effect or outcomes of policy statements or plans.</p> <p>A more detailed description of the National Planning Standards is included at section 1.5 of this assessment.</p>	https://www.mfe.govt.nz/sites/default/files/media/RMA/national-planning-standards.pdf
The Utilities Access Act	New Zealand Government	2010	<p>Sets out requirements for utility operators and corridor managers to co-ordinate work done in transport corridors by complying with the processes and rules set out in the national code of practice that regulates access to transport corridors. Sets out the purpose and contents of the Code and how it is to be developed.</p> <p>A more detailed description of the Government Policy Statement is included at section 1.5 of this assessment.</p>	http://www.legislation.govt.nz/act/public/2010/0098/latest/whole.html
Canterbury Regional Policy Statement 2013	Canterbury Regional Council	15 January 2013	<p>District Plans must give effect to the Regional Policy Statement. The Canterbury Regional Policy Statement provides an overview of the resource management issues in the Canterbury region, and the objectives, policies, and methods to achieve integrated management of natural and physical resources. These methods include directions for provisions in district and regional plans.</p> <p>The Canterbury Regional Policy Statement includes Chapter 5 which specifies provisions for Land-Use and Infrastructure.</p>	https://ecan.govt.nz/your-region/plans-strategies-and-bylaws/canterbury-regional-policy-statement/

			A more detailed description of the Canterbury Regional Policy Statement is included at section 1.5 of this assessment.	
Canterbury Regional Land Transport Plan 2015 - 2025	Canterbury Regional Council	Revised June 2018	<p>The Canterbury Regional Land Transport Plan (RLTP) 2015 – 2025 sets out the economic, social and spatial context in which the transport system operates in Canterbury. As such it identifies regional transport issues and challenges as well as how these can be addressed, including a matching financial forecast of investment. The RLTP identified six priority investment areas taking into account the regional transport issues and challenges.</p> <p>A more detailed description of the Canterbury Regional Policy Statement is included at section 1.5 of this assessment.</p>	https://ecan.govt.nz/your-region/plans-strategies-and-bylaws/canterbury-transport-plans/
Iwi Management Plan of Kati Huirapa	Te Runanga o Arowhenua	July 1992	The Iwi Management Plan is a living document that includes identification of Iwi values and outcomes sought.	https://api.ecan.govt.nz/TrimPublicAPI/documents/download/2738399
Timaru District 2045 Growth Management Strategy	Timaru District Council	22 May 2018	<p>The Timaru District 2045 Growth Management Strategy has the following vision</p> <p><i>“A District where land use and growth are sustainably managed to ensure a fantastic lifestyle, thriving economy and strong identity”.</i></p> <p>This Strategy is a non-statutory document which is used to inform Council’s long-term planning especially in guiding the development of the District Plan, Activity Management Plans and Long-Term Plan. Growth is largely forecast for Timaru, Temuka, Pleasant Point, and Geraldine. Residential growth in the remainder of existing settlements, such as Winchester, Pareora and Cave can be readily accommodated within existing urban areas. The rates of growth identified for Timaru are not significant, both relative to New Zealand and also in terms of the existing district’s population. The Strategy seeks to ensure that those elements that make Timaru great now, being its town centres, infrastructure, residential neighbourhoods, and employment areas are maintained and consolidated.</p>	https://www.timaru.govt.nz/services/planning/district-plan/district-plan-review/growth-management-strategy
Timaru District Council Activity Management Plan	Timaru District Council	March 2012	The Activity Management Plan (AMP) sets out a 10-year programme for the management of roading assets and activities. The plans are developed to ensure that the assets and activities are managed in an affordable, efficient, sustainable,	https://www.timaru.govt.nz/_data/assets/pdf_file/0018/20493/756029_Draft_-

2012 – 2022 - Transport			and effective manner to minimise the financial impact on Timaru District's community.	Transport Activity Management Plan Overview 2012 - 2022 - February 2013.pdf
Timaru District Active Transport Strategy	Timaru District Council	July 2011	<p>The first Timaru District Active Transport Strategy was developed and adopted in 2011. The vision for the 2011 Timaru District Active Transport Strategy is</p> <p><i>“Timaru District will be known nationally as an active and healthy lifestyle district by making walking and cycling accessible, safe, and enjoyable for all.”</i></p> <p>A review of the 2011 Active Transport Strategy was undertaken in 2018. The desired outcome of the Active Transport Strategy (2018) is</p> <p><i>“For active transport in the Timaru District to be accessible, safe, and enjoyable for all.”</i></p> <p>The objectives of the strategy are:</p> <ul style="list-style-type: none"> • Develop a safe, accessible, sustainable, and integrated network for active transport • Educate and encourage residents and visitors to choose active transport for active and healthy lifestyles. 	https://www.timaru.govt.nz/services/roads-transport-and-parking/roading-strategies-and-plans/active-transport-strategy
District Town Centres Study 2016	Timaru District Council	4 November 2016	<p>The District Town Centres Study examined the issues and opportunities faced by the district’s town centres and the options to address those matters. Timaru City, Pleasant Point, Temuka and Geraldine were included in the Study. A total of 15 opportunities were identified in the Study.</p> <p>The opportunity associated with the District Plan review relates to reviewing the District Plan rules for commercial areas. The transport related aspect is associated with reviewing the car parking requirements and the cash-in-lieu financial contributions for having no/little on-site car parking in the town centres for specific uses.</p>	https://www.timaru.govt.nz/services/planning/district-plan/district-plan-review/district-town-centres-study

Timaru Operative District Plan	Timaru District Council	March 2005	District Plans establish a policy and regulatory framework for land use and subdivision and managing associated environmental effects. District Plans are primarily a means of regulating activities to ensure amongst other considerations that land transport systems can safely and effectively accommodate increases and/or changes in use or access from those activities.	https://www.timaru.govt.nz/services/planning/district-plan/district-plan-online
National Policy Statement on Urban Development <i>Note: this replaces the NPSUDC 2016</i>	New Zealand Government	23 July 2020	The NPS-UD 2020 recognises the national significance of: <ul style="list-style-type: none"> • having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future • providing sufficient development capacity to meet the different needs of people and communities. 	https://www.mfe.govt.nz/about-national-policy-statement-urban-development
New Zealand Coastal Policy Statement	Department of Conservation	2010	The New Zealand Coastal Policy Statement 2010 has policy recognition for the presence of infrastructure in the coastal environment and the importance it plays in providing for the social, cultural and wellbeing of people and communities	https://www.doc.govt.nz/globalassets/documents/conservation/marine-and-coastal/coastal-management/nz-coastal-policy-statement-2010.pdf

Other legislation and policy documents that are relevant and have been considered in preparing this Proposed Plan include:

Timaru District Council Construction Standard Specifications

<https://www.timaru.govt.nz/council/publications/construction-standard-specifications;>

National Code of Practice on Utilities' Access to the Transport Corridors 2011

<https://gazette.govt.nz/notice/id/2011-go8123;>

New Zealand's Road Safety Strategy

https://www.transport.govt.nz/assets/Uploads/Report/Road-to-Zero-strategy_final.pdf

Local Government Act 2002

Land Transport Management Act 2003

Railways Act 2005

NZTA Planning Policy Manual 2007 <https://www.nzta.govt.nz/resources/planning-policy-manual/>

Transportation Vision 2006

[https://www.timaru.govt.nz/_data/assets/pdf_file/0015/20490/486801-Final -
_Timaru District Council Transportation Vision - September 2006.pdf](https://www.timaru.govt.nz/_data/assets/pdf_file/0015/20490/486801-Final_-_Timaru_District_Council_Transportation_Vision_-_September_2006.pdf)

Timaru Transportation Strategy Summary 2014

[https://www.timaru.govt.nz/_data/assets/pdf_file/0016/20491/494808-
Timaru Transportation Strategy Summary Document.pdf](https://www.timaru.govt.nz/_data/assets/pdf_file/0016/20491/494808-Timaru_Transportation_Strategy_Summary_Document.pdf)

Land Transport Unit Maintenance Strategy 2013-

[https://www.timaru.govt.nz/_data/assets/pdf_file/0007/20500/753723-Final -
_Land Transport Unit Maintenance Strategy - February 2013.pdf](https://www.timaru.govt.nz/_data/assets/pdf_file/0007/20500/753723-Final_-_Land_Transport_Unit_Maintenance_Strategy_-_February_2013.pdf)

TDC Land Transport Lifecycle Management Strategy October 2008

[https://www.timaru.govt.nz/_data/assets/pdf_file/0003/20496/552784-Final Draft -
_TDC Land Transport Lifecycle Management Plan - October 2008.pdf](https://www.timaru.govt.nz/_data/assets/pdf_file/0003/20496/552784-Final_Draft_-_TDC_Land_Transport_Lifecycle_Management_Plan_-_October_2008.pdf)

The Land Transport NZ "New Zealand on-road tracking curves for heavy motor vehicles"

<https://www.nzta.govt.nz/resources/road-traffic-standards/rts-18.html>

KiwiRail "Design Guidance for Pedestrian and Cycle Rail Crossings"

[https://www.kiwirail.co.nz/assets/Uploads/documents/4eea8a615d/RailXing-
PedBikeXingDesign-RevisedGuide.pdf](https://www.kiwirail.co.nz/assets/Uploads/documents/4eea8a615d/RailXing-PedBikeXingDesign-RevisedGuide.pdf)

NZ Transport Agency "Traffic control devices manual Part 9: Level crossings"

<https://www.nzta.govt.nz/resources/traffic-control-devices-manual/part-09-level-crossings/>

NZS 4121: 2001 Design for Access and Mobility – Buildings and Associated Facilities

<https://www.standards.govt.nz/shop/nzs-41212001/>

Plan	Local Authority	Description of Approach
<p>New Plymouth Proposed District Plan</p> <p>The proposed plan was publicly notified on 23 September 2019. Hearings are currently underway.</p> <p>https://www.newplymouthnz.com/Council/Council-Documents/Plans-and-Strategies/District-Plan/Proposed-District-Plan</p>	<p>New Plymouth District Council</p>	<p>The section 32 analysis for the New Plymouth Proposed District Plan proposes a series of rules which start from a base of assigning an activity status to most activities. Specific standards are then applied, including for the purpose of managing activities within proximity to transport infrastructure.</p>
<p>Ashburton District Plan</p> <p>The District Plan became fully operative on 25 August 2014.</p> <p>https://www.ashburtondc.govt.nz/our-services/planning-guidance-and-resource-consents/district-plan/Pages/default.aspx</p>	<p>Ashburton District Council</p>	<p>The District Plan includes a chapter on Transport (Chapter 10). This chapter includes a series of rules which start from a base of assigning an activity status to most activities. A range of standards are then applied for these activities.</p>
<p>Waimate District Plan</p> <p>The District Plan became fully operative on 28 February 2014.</p> <p>https://www.waimatedc.govt.nz/property-rates/planning-and-resource-consents</p>	<p>Waimate District Council</p>	<p>The District Plan includes a section on transport (Section 9). This section includes a series of rules which start from a base of assigning an activity status to activities. A range of standards are then applied such as car parking requirements.</p>

1.4.1 Other District Plans

In developing an understanding of the approaches taken to address key resource management issues (as described above), an examination of other District Plans has been undertaken as set out in the table below. The Mackenzie district plan has not been assessed due to the age of the plan.

1.5 Statutory and Planning Context

The previous section included the identification of various documents of relevance to the drafting of the Proposed District Plan. Many of these documents fall under the umbrella of the Resource Management Act 1991, and the combination of the Act and other documents place requirements on those provisions to be included in the Proposed District Plan. These requirements are outlined below.

The RMA prescribes how district plans are to align with other instruments, and this is summarised in the table below.

Statutory document	Alignment requirement for Proposed District Plan	Comment
NZCPS	Give effect to	Implement according to the applicable policy statement's intentions.
NPS/NES		
CRPS		
Regional Coastal Environment Plan	Not be inconsistent with	Are the provisions of the Proposed DP compatible with the provisions of these higher order documents? Do the provisions alter the essential nature or character of what the higher order documents allow or provide for?
Canterbury Land and Water Regional Plan		
Specific management plans and strategies prepared under other legislation	Have regard to	Give genuine attention and thought to the matter As above.
Ashburton District Plan	Have regard to the extent to which there is a need for consistency	
Waimate District Plan		
Westland District Plan		
Mackenzie District Plan		
Iwi Management Plan of Kati Huirapa	Consider	Address the matter and record
Te Whakatau Kaupapa Ngai Tahu Resource		

Management Strategy for the Canterbury Region		
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1.5.1 Resource Management Act 1991

The RMA sets out in Section 31 the functions of territorial authorities. The key function for the district council is the integrated management of the use, development, or protection of land and associated natural and physical resources of the district. When referring to “natural and physical resources” it is important to recognise that the RMA includes land, water, air, soil, minerals, and energy, all forms of plants and animals (whether indigenous to New Zealand or introduced), and all structures.

Section 5 sets out the purpose of the RMA, which is to promote sustainable management of natural and physical resources, and is explained more in Section 5(2):

In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety.

Section 6 of the RMA specifically requires that the Council recognise and provide for matters of national importance. There are no Section 6 matters of national importance that are directly relevant to the proposed transport provisions. However, the overlay topics (e.g., outstanding natural features and landscapes and indigenous biodiversity) address matters of national importance and these provisions will be of some relevance for transport networks including their construction – reference should be made to the section 32 reports for those topics.

Section 7 of the Act requires the Council to have regard to the following matters:

- (b) The efficient use and development of natural and physical resources.*
- (c) The maintenance and enhancement of amenity values.*
- (f) Maintenance and enhancement of the quality of the environment.*

Section 8 of the RMA requires the district council to consider the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Tangata whenua, through iwi authorities have been consulted as part of the District Plan review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

All of the above matters are relevant when considering transport networks and ensuring their safe, efficient, and sustainable development, operation, maintenance, and upgrading, while also managing potential adverse effects on the environment.

1.5.2 Government Policy Statement on Land Transport 2018

The Government Policy Statement on Land Transport (GPS) 2018 sets out the government’s priorities for expenditure from the National Land Transport Fund over the next 10 years. The strategic direction of the GPS is shown in the below table:

Strategic Priorities	Objectives
Safety	A land transport system that is a safe system, free of death and serious injury.
Access	A land transport system that: <ul style="list-style-type: none"> • Provides increased access to economic and social opportunities • Enables transport choice and access; and • Is resilient
Environment	A land transport system that reduces greenhouse gas emissions, as well as adverse effects on the local environment and public health
Value for Money	A land transport system that delivers the right infrastructure and services to the right level at the best cost

1.5.3 National Code of Practice for Utility Operators Access to Transport Corridors

The National Code of Practice for Utility Operators (the Code) is a legislated requirement under the Utilities Access Act 2010. The Code applies to the activities of all transport corridor managers and utility operators throughout New Zealand. It provides a nationally consistent and cooperative framework for corridor managers and utility operators, to manage transport corridors while also providing for the access rights of utility operators.

The Code was developed as an industry-lead initiative to define the roles of the various stakeholders in the management of access to the transport corridors (road and rail) by utility operators. Representatives of all utilities, local authorities, the NZ Transport Agency and KiwiRail have collaboratively developed the Code and it underwent several rounds of public consultation before being approved by the Government.

The Code enables access by utility operators to transport corridors to be managed in a way that:

- maximises the benefit to the public while ensuring that all utility operators are treated fairly and reasonably
- ensures that disruptions to transport corridors and utility services caused by work by another party are kept to a minimum, while maintaining safety
- provides a nationally consistent approach to managing access to transport corridors; and
- provides for corridor managers to place reasonable conditions on utility operators by agreement, balancing perceived risks of the activities with costs collectively.

Specifically, the code recognises that transport corridors are utility corridors and there is no primacy of one utility over another. The beneficiaries of this pragmatic approach are the same community and businesses which the transport corridors and utility operators share as customers.

The Code requires corridor managers to coordinate the work of the various utilities within their districts, including their own, in a way which ensures the best outcomes for all New Zealanders in terms of the performance and longevity of the utility services and the transport corridor. An updated version 2 of the Code was approved on 27 February 2019 and came into force on 15 July 2019.

1.5.4 Canterbury Regional Land Transport Plan 2015 - 2025

The Canterbury Regional Land Transport Plan (RLTP) 2015 – 2025 sets out the economic, social, and spatial context in which the transport system operates in Canterbury. As such it identifies regional transport issues and challenges as well as how these can be addressed, including a matching financial forecast of investment. The RLTP identified six priority investment areas considering the regional transport issues and challenges. The investment priority areas and the associated objectives are included in the below table:

Area	Objectives
Safety	Progressively reduce transport-related fatalities and serious injuries over time.
Accessibility	Improve levels of access in an environmentally sustainable way by increasing the attractiveness of public transport, walking and cycling, so there is greater use of these modes: <ul style="list-style-type: none"> • for public transport the focus is on timeliness, convenience, affordability, efficiency, connectedness, and sustainability; and • for walking and cycling the focus is on safety, amenity, convenience, connectivity and being able to take a direct route. • Improve connections between different transport modes.
Condition and suitability of assets	<ul style="list-style-type: none"> • Increased capability for appropriate roads and bridges to carry heavy vehicles. • All roads comply with One Network Road Classification performance measures.
Travel time reliability	<ul style="list-style-type: none"> • Improve journey time reliability on key corridors, with a focus on freight, public transport, and tourism. • Improve access to freight hubs.
Resilience	<ul style="list-style-type: none"> • Resilient routes are in place for strategic routes that are most at risk of disruption. • Reduce the number and duration of road closures. • Identify routes that are at risk of being impacted by climate change, and how to manage these risks to improve resilience.
Environmental Impact	Environmental impact Meeting the objectives outlined above under “accessibility” would also help to address environmental impact. In addition, the following objectives are also important: <ul style="list-style-type: none"> • Increased uptake of energy efficient and environmentally sustainable vehicles. • Increased transport and land use integration. • Reduced air and water pollution. • Improved storm water management.

1.5.5 National Planning Standards

Released in April 2019, the purpose of the National Planning Standards (planning standards) is to improve consistency in plan and policy statement structure, format, and content.

The standards were introduced as part of the 2017 amendments to the Resource Management Act 1991 (RMA). Their development is enabled by sections 58B–58J of the RMA. They support implementation of other national direction such as national policy statements and help people to comply with the procedural principles of the RMA. There is no zone provided for the transport network.

For energy, infrastructure and transport, guidance is in Section 7 of the standards which states: *5. Provisions relating to energy, infrastructure and transport that are not specific to the Special purpose zones chapter or sections must be in one or more chapters under the Energy, infrastructure and transport heading. These provisions may include:*

- a. statement about the status of transport corridors e.g., the adjoining zoning applies to the centre line of mapped roads*
 - b. noise-related metrics and noise measurement methods relating to energy, infrastructure and transport, which must be consistent with the 15. Noise and vibration metrics Standard*
 - c. the management of reverse sensitivity effects between infrastructure and other activities.*
- 6. The chapters under the Energy, infrastructure and transport heading must include cross-references to any energy, infrastructure and transport provisions in a Special purpose zones chapter or sections.*
- 7. Zone chapters must include cross-references to relevant provisions under the Energy, infrastructure and transport heading.*
- 8. All chapters must be included alphabetically.*

1.5.6 Canterbury Regional Policy Statement

Under the RMA, Regional Policy Statements (RPSs) play a key strategic role in land transport planning. As regional and district plans are required to 'give effect to' RPSs (refer ss67(3) and 75(3) of the RMA), their specific high-level objectives and policies have a strong influence on the policy framework within regional and district plans.

The Canterbury RPS (CRPS) promotes strategic integration between land-use and infrastructure. Chapter 5, Land-use and infrastructure, provides direction on this and seeks those territorial authorities set out objectives, policies and/or methods in district plans which (Chapter 5.3.8):

avoid land-uses that may result in adverse reverse sensitivity effects on transport infrastructure.

enable the appropriate upgrading of existing and establishment of new transport infrastructure.

address the interaction between land use and the transport system, including high traffic generators and the promotion of accessibility and modal choice as appropriate.

promote transport modes which have low adverse environmental effects.

The Methods of the RPS state that “Local authorities should engage with developers to promote accessibility and modal choice for substantial developments; and engage with the NZ Transport Agency to protect the appropriate functioning of the strategic land and transport network.

The key provisions of the Canterbury Regional Policy Statement (CRPS) of direct relevance to this topic include:

Chapter 5 Land Use and Infrastructure

The CRPS includes objectives seeking:

5.2.1 Location, design, and function of development (Entire Region)

Development is located and designed so that it functions in a way that:

- *achieves consolidated, well designed, and sustainable growth in and around existing urban areas as the primary focus for accommodating the region's growth; and*
- *enables people and communities, including future generations, to provide for their social, economic and cultural well-being and health and safety; and which:*
- *maintains, and where appropriate, enhances the overall quality of the natural environment of the Canterbury region, including its coastal environment, outstanding natural features and landscapes, and natural values;*
- *provides sufficient housing choice to meet the region's housing needs;*
- *encourages sustainable economic development by enabling business activities in appropriate locations;*

5.2.2 Integration of land-use and regionally significant infrastructure (Wider Region)

In relation to the integration of land use and regionally significant infrastructure:

To recognise the benefits of enabling people and communities to provide for their social, economic, and cultural well-being and health and safety and to provide for infrastructure that is regionally significant to the extent that it promotes sustainable management in accordance with the RMA.

To achieve patterns and sequencing of land-use with regionally significant infrastructure in the wider region so that:

- *development does not result in adverse effects on the operation, use and development of regionally significant*
- *adverse effects resulting from the development or operation of regionally significant infrastructure are avoided, remedied, or mitigated as fully as practicable.*
- *there is increased sustainability, efficiency, and liveability.*
- *minimises energy use and/or improves energy efficiency;*
- *enables rural activities that support the rural environment including primary production;*
- *is compatible with, and will result in the continued safe, efficient, and effective use of regionally significant infrastructure;*
- *avoids adverse effects on significant natural and physical resources including regionally significant infrastructure, and where avoidance is impracticable, remedies or mitigates those effects on those resources and infrastructure;*
- *facilitates the establishment of papakāinga and marae; and*
- *avoids conflicts between incompatible activities.*

5.2.3 Transport network (Wider Region)

A safe, efficient, and effective transport system to meet local regional, inter-regional and national needs for transport, which:

- *supports a consolidated and sustainable urban form;*
- *avoids, remedies or mitigates the adverse effects of transport use and its provision;*
- *provides an acceptable level of accessibility; and*
- *is consistent with the regional roading hierarchy identified in the Regional Land Transport Strategy.*

Based on the above objectives the CRPS includes policies seeking:

5.3.1 Regional growth (Wider Region)

To provide, as the primary focus for meeting the wider region's growth needs, sustainable development patterns that:

- ensure that any
- urban growth; and
- limited rural residential development occur in a form that concentrates, or is attached to, existing urban areas and promotes a coordinated pattern of development;
- encourage within urban areas, housing choice, recreation and community facilities, and business opportunities of a character and form that supports urban consolidation;
- promote energy efficiency in urban forms, transport patterns, site location and subdivision layout;
- maintain and enhance the sense of identity and character of the region's urban areas; and
- encourage high quality urban design, including the maintenance and enhancement of amenity values.

5.3.2 Development conditions (Wider Region)

To enable development including regionally significant infrastructure which:

- ensure that adverse effects are avoided, remedied or mitigated, including where these would compromise or foreclose:
- existing or consented regionally significant infrastructure;
- options for accommodating the consolidated growth and development of existing urban areas;
- the productivity of the region's soil resources, without regard to the need to make appropriate use of soil which is valued for existing or foreseeable future primary production, or through further fragmentation of rural land;
- the protection of sources of water for community supplies;
- significant natural and physical resources;
- avoid or mitigate:
- natural and other hazards, or land uses that would likely result in increases in the frequency and/or severity of hazards;
- reverse sensitivity effects and conflicts between incompatible activities, including identified mineral extraction areas;

and integrate with:

- the efficient and effective provision, maintenance or upgrade of infrastructure; and
- transport networks, connections and modes so as to provide for the sustainable and efficient movement of people, goods and services, and a logical, permeable and safe transport system.

5.3.3 Management of development (Wider Region)

To ensure that substantial developments are designed and built to be of a high-quality, and are robust and resilient:

- through promoting, where appropriate, a diversity of residential, employment and recreational choices, for individuals and communities associated with the substantial development; and
- where amenity values, the quality of the environment, and the character of an area are maintained, or appropriately enhanced.

5.3.7 Strategic land transport network and arterial roads (Entire Region)

In relation to strategic land transport network and arterial roads, the avoidance of development which:

- *adversely affects the safe efficient and effective functioning of this network and these roads, including the ability of this infrastructure to support freight and passenger transport services; and*
- *in relation to the strategic land transport network and arterial roads, to avoid development which forecloses the opportunity for the development of this network and these roads to meet future strategic transport requirements.*

5.3.8 Land use and transport integration (Wider Region)

Integrate land use and transport planning in a way:

- *that promotes:*
 - *the use of transport modes which have low adverse effects;*
 - *the safe, efficient and effective use of transport infrastructure, and reduces where appropriate the demand for transport;*
 - *that avoids or mitigates conflicts with incompatible activities; and*
- *where the adverse effects from the development, operation and expansion of the transport system:*
 - *on significant natural and physical resources and cultural values are avoided, or where this is not practicable, remedied or mitigated; and*
 - *are otherwise appropriately controlled.*

5.3.9 Regionally significant infrastructure (Wider Region)

In relation to regionally significant infrastructure (including transport hubs):

- *avoid development which constrains the ability of this infrastructure to be developed and used without time or other operational constraints that may arise from adverse effects relating to reverse sensitivity or safety;*
- *provide for the continuation of existing infrastructure, including its maintenance and operation, without prejudice to any future decision that may be required for the ongoing operation or expansion of that infrastructure; and*
- *provide for the expansion of existing infrastructure and development of new infrastructure, while:*
- *recognising the logistical, technical or operational constraints of this infrastructure and any need to locate activities where a natural or physical resource base exists;*
- *avoiding any adverse effects on significant natural and physical resources and cultural values and where this is not practicable, remedying or mitigating them, and appropriately controlling other adverse effects on the environment; and*
- *when determining any proposal within a sensitive environment (including any environment the subject of section 6 of the RMA), requiring that alternative sites, routes, methods and design of all components and associated structures are considered so that the proposal satisfies sections 5(2)(a) – (c) as fully as is practicable.*

1.5.7 Timaru Transport Activity Management Plan 2012 - 2022

The Activity Management Plan (AMP) sets out a 10-year programme for the management of roading assets and activities. The plans are developed to ensure that the assets and activities are managed in an affordable, efficient, sustainable, and effective manner to minimise the financial impact on Timaru District's community.

Council is planning to work towards:

- Maintaining existing assets
- Widening seal and upgrading bridges to meet increasing freight demand
- Support growth in the district
- Improve road safety

- Sustainable transport
- Maximise government financial assistance and user charges
- Continue to develop long term strategies and plans to reduce risks
- Continued collaboration with ECan and NZTA
- Manage the road corridor more actively
- Monitoring asset performance

1.5.8 Timaru Active Transport Strategy

The first Timaru District Active Transport Strategy was developed and adopted in 2011. The vision for the 2011 Timaru District Active Transport Strategy is *“Timaru District will be known nationally as an active and healthy lifestyle district by making walking and cycling accessible, safe, and enjoyable for all.”*

A review of the 2011 Active Transport Strategy was undertaken in 2018. The desired outcome of the Active Transport Strategy (2018) is

“For active transport in the Timaru District to be accessible, safe, and enjoyable for all.”

The objectives of the strategy are:

- Develop a safe, accessible, sustainable, and integrated network for active transport
- Educate and encourage residents and visitors to choose active transport for active and healthy lifestyles.

The targets of the strategy are:

- Target 1: To increase the proportion of active transport trips to/from school in a 3-year period.
- Target 2: To increase the number of people walking and cycling on key routes in the district in a 3-year period.
- Target 3: To reduce the number of pedestrians and cyclists injured or killed in crashes in the Timaru District. This should be measured over a five-year period. Note that for the 2012-2016 period there were 3 fatalities, 9 serious injuries and 34 minor injuries to pedestrians, and 1 fatality, 9 serious injuries and 24 minor injuries to cyclists.
- Target 4: To increase the number of people walking and cycling as measured by the road user survey over a 3-year period.

The 2018 Active Transport Strategy document has been finalised, but the Strategy has not been adopted by the Council as yet.

1.5.9 National Policy Statement on Urban Development

The NPS-UD 2020 recognises the national significance of:

- having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future; and
- providing sufficient development capacity to meet the different needs of people and communities.

The NPS-UD 2020 requires councils to plan well for growth and ensure a well-functioning urban environment for all people, communities and future generations. This includes:

- ensuring urban development occurs in a way that takes into account the principles of the Treaty of Waitangi (te Tiriti o Waitangi);
- ensuring that plans make room for growth both ‘up’ and ‘out’, and that rules are not unnecessarily constraining growth;
- developing, monitoring and maintaining an evidence base about demand, supply and prices for housing and land to inform planning decisions; and
- aligning and coordinating planning across urban areas.

The NPS-UD 2020 contains objectives and policies that councils must give effect to in their resource management decisions. The objectives and high-level policies of the NPS-UD 2020 apply to all councils that have all or part of an urban environment within their district or region (however, some policies apply only to tier 1 or tier 2 councils – see explanation below).

Overview of the requirements

The NPS-UD 2020 is made up of objectives and policies which are grouped as follows:

- Strategic planning for growth;
- Making room for growth;
- Housing affordability;
- Climate change;
- Enabling opportunities for development;
- Ensuring plan content provides for expected levels of development;
- Providing for intensification;
- Responsive planning;
- Removing minimum car parking requirements; and
- Decision-making.

The NPS-UD applies to all urban environments, categorised into the three tiers. The three tiers were informed by population size and growth rates. This approach allows the most directive policies to be targeted towards the largest and fastest growing urban centres, where the greatest benefits will be realised. The following section explains how this targeted system works.

Timaru District is a tier three district because the Timaru has an urban environment that consists of a housing and labour market of at least 10,000 people. As such, the Council is required to give effect to all the NPS objectives and the following policies:

Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:

- have or enable a variety of homes that:
- meet the needs, in terms of type, price, and location, of different households; and
- enable Māori to express their cultural traditions and norms; and
- have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
- have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and
- support, and limit as much as possible adverse impacts on, the competitive
- operation of land and development markets; and
- support reductions in greenhouse gas emissions; and
- are resilient to the likely current and future effects of climate change.

Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.

Policy 5: Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:

- (a) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
- (b) relative demand for housing and business use in that location.

Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:

- (a) the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement;
- (b) that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:
 - (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and
 - (ii) are not, of themselves, an adverse effect;
- (c) the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1);
- (d) any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity;
- (e) the likely current and future effects of climate change.

Policy 8: Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:

- unanticipated by RMA planning documents; or
- out-of-sequence with planned land release.

Policy 9: Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:

- involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and
- when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and
- provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori; and
- issues of cultural significance; and
- operate in a way that is consistent with iwi participation legislation.

Policy 10: Tier 1, 2, and 3 local authorities:

- that share jurisdiction over urban environments work together when implementing this National Policy Statement; and
- engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and
- engage with the development sector to identify significant opportunities for urban development.

Policy 11: In relation to car parking:

- the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks: and
- tier 1, 2, and 3 local authorities are strongly encouraged to manage effects associated with the supply and demand of car parking through comprehensive parking management plans.

1.5.10 Other Documents

Other relevant documents for the drafting of the District Plan include:

Document	Description	Relevance
Canterbury Regional Coastal Environment Plan 2005	The Regional Coastal Environment Plan 2005 recognises the need to protect existing network utility infrastructure, where such infrastructure is located adjacent to or within the coastal marine area. The Plan also recognises the importance of enabling the Ports of Lyttleton and Timaru to operate efficiently and effectively. In particular, the Plan features a number of exceptions from rules where works in the coastal marine area are being undertaken to protect a network utility.	Relevant to infrastructure in the coastal environment.
Land and Water Regional Plan	Sets objectives, policies and rules for how land and water is managed in Canterbury region.	Relevant to all parts of the District Plan.
Iwi Management Plan of Kāti Huirapa	Documents Te Runanga o Arowhenua resource management values	General relevance to the whole District Plan and specific relevance to drafting Tangata whenua chapters
Timaru District 2045 Growth Management Strategy	Sets the direction for 30 years of planning for growth in Timaru District.	In drafting the transport chapter, and zoning provisions.
Infrastructure Strategy 2018-2068	Sets out the priorities for waste minimisation, land transport and Water Supply, Stormwater & sewer.	In drafting the transport chapter, and zoning provisions.
Timaru District Economic Development Strategy 2015-35	Sets goals for economic development	General relevance to the whole District Plan.
Long Term Plan 2018-28	Identifies spending commitments by Timaru District Council for ten years.	General relevance to drafting of the whole District Plan

Te Whakatau Kaupapa Ngai Tahu Resource Management Strategy for the Canterbury Region	Documents Ngai Tahu views on resource management in Canterbury	General relevance to drafting of the whole District Plan
Ashburton, Waimate and Mackenzie District Plans	District Plans for adjacent territorial authorities.	In the drafting of the Cross-boundary issues section.
Canterbury Civil Defence Emergency Management Group Plan	Concerns managing hazard and risk.	In drafting the Environment risks chapter and sections.

2 Approach to Evaluation

An assessment of the scale and significance of a proposal at a high level is required at the start of the planning process. The Act requires that this report contain a level of detail that corresponds with the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of this proposal.

This section of the RMA requires that:

- New proposals must be examined for their appropriateness in achieving the purpose of the RMA.
- The benefits and costs, and risks of new policies and rules on the community, the economy and the environment need to be clearly identified and assessed.
- All advice received from iwi authorities and the response to the advice needs to be summarised.
- The analysis must be documented, so stakeholders and decision-makers can understand the rationale for policy choices.

Criteria have been developed for determining scale and significance as part of the evaluation framework, and the proposal has been screened against these criteria. A ranking approach has been applied from low to medium and high to indicate where on the continuum of scale and significance the proposal falls.

For a full plan review, scale and significance should be assessed for different parts of a proposed plan as well as for the plan as a whole. This is because some parts of a proposed plan may result in different impacts and therefore differing levels of analysis. The outcome of the below assessment assists in determining the extent to which matters are relevant and what is required. For example, if Scale and Significance is low, then quantification is less likely to be required, and detail of options and evaluation can be brief.

Closely aligned with any assessment in this document is the earlier referred to Transport Baseline Review. The review identified issues related to the following themes:

- High-level (requiring Integrated Transport assessments, relationship with One Network Road Classification (ONRC), control of activities in the road reserve)
- Road and subdivision (footpaths, cycle provisions, cul-de-sacs, amenity/utility strips or berms in roads, walkable blocks)
- Access (private access or right-of-way (ROW), vehicle crossings)
- Mode choice (end of trip facilities, public transport)
- Parking management (car parking, cycle parking, loading)
- Development of transport technical standards (parking technical standards)
- Referencing external documents

These issues have been discussed with the TDC, NZTA and KiwiRail stakeholders at two workshops. Table 13.1 in the Baseline Review outlines the issues identified in the reviews. The table identifies which issues do not require any change to address, those that have the potential to be addressed through the District Plan review and the associated recommended option. It also identifies which recommended option can be progressed with very little further work and those that require further analysis.

The review, and its findings have been considered as part of the below evaluation. The Baseline Review also provides significant assessment in the more detailed formulation of provisions including consideration of best practice for rules, etc.

2.1 Scale and significance

As per above the below tables assess the implications of the potential provisions of the Proposed District Plan:

Issue: Providing for the construction, operation and maintenance of transport infrastructure		
Degree of change from the Operative Plan	<p>The operative district plan includes chapters on transport and infrastructure.</p> <p>In Part B of the operative plan there is Chapter 8 (Rooding) and Chapter 9 (Services and Infrastructure). Part B of the District Plan provides the policy framework for rooding, services and infrastructure including resource management issues, objectives, policies, methods, and environmental results.</p> <p>The Operative District Plan focuses on managing activities and their connection to transport networks with particular emphasis on road networks. For example, there are car parking requirements and standards for the formation of an access. Current thinking includes the need to consider wider matters such as different modes of transport and end of trip facilities.</p> <p>An approach where existing provisions are updated, and the range of transport related themes are broadened will be a change in the form, applicability, and nature of plan provisions. As this change will be building on existing provisions and aligns with wider planning documents it is considered any change is of a low level.</p>	Medium

	However, the provisions themselves directly relate to the issue.	
Effects on matters of national importance	<p>Transport is not specifically identified as a matter of national importance in section 6 of the Resource Management Act 1991, as such provisions around transport including its construction, operation and maintenance are likely to have a lesser impact on matters of national importance.</p> <p>The integration of infrastructure and land use is an important component of achieving the NPS Urban Development Capacity (Objective OD1).</p> <p>It is also recognised that the potential provisions will more closely align with documents such as National Policy Statements.</p>	Low
Scale of effects – geographically (local, district wide, regional, national).	<p>Transport networks are provided across the district in a range of levels of formation with a greater concentration in built up areas. It is considered the implications of any provisions will be district wide.</p>	Medium
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).	<p>Transport is a matter for the public generally and provisions for and protecting transport infrastructure will have an impact for current and future generations.</p> <p>The proposal will introduce minor changes which could include differences in effects on people. These changes will be an extension of existing provisions and will also be consistent with wider planning standards. An updated approach will assist in controlling any potential changes in effects.</p>	Medium
Scale of effects on those with specific interests, e.g., Tangata Whenua	<p>The scale of effect for transport related organisations, such as the NZTA, is considered higher as the proposal will provide an approach more consistent with wider standards. This is considered to be a positive effect for such an organisation.</p>	Medium

	It is not considered other organisations will be significantly affected as much of the proposed provisions are consistent with the wider planning standards which have been through extensive public consultation.	
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	The proposed provisions are largely updates of the existing standards and will better align with national policy direction and best practice.	Low
Likelihood of increased costs or restrictions on individuals, communities or businesses.	The proposed provisions will provide an update on existing standards that is consistent with best practice. More efficiently, costs may lesson or rise as the rules will be more targeted and precise.	Low
Overall Assessment of Scale and Significance		Medium

Issue: Managing the potential effects of transport infrastructure and associated activities on the environment		
Degree of change from the Operative Plan	<p>The operative district plan includes chapters on transport and infrastructure.</p> <p>In Part B of the operative plan there is Chapter 8 (Rooding) and Chapter 9 (Services and Infrastructure). Part B of the District Plan provides the policy framework for rooding, services and infrastructure including resource management issues, objectives, policies, methods, and environmental results.</p> <p>Part D of the plan, which includes zones, general rules, definitions, and appendices, includes sections for the following general rules:</p> <p>Subdivision (section 6.3); Rooding hierarchy (section 6.6);</p>	Low

	<p>Vehicle access and loading (section 6.7); Parking (section 6.8); Public works (section 6.11); and National Environmental Standards (section 6.22).</p> <p>The current District Plan focuses on managing activities and their connection to transport networks with particular emphasis on road networks. For example, there are car parking requirements and standards for the formation of an access. Current thinking includes the need to consider wider matters such as different modes of transport and end of trip facilities.</p> <p>An approach where existing provisions are updated, and the range of transport related themes are broadened will be a change in the form, applicability and nature of plan provisions. As this change will be building on existing provisions and aligns with wider planning documents it is considered any change is of a low level.</p>	
<p>Effects on matters of national importance</p>	<p>Transport is not specifically identified as a matter of national importance in section 6 of the Resource Management Act 1991. However, the impact of the transport network can affect s6 matters such as protection of outstanding natural features and landscapes. Effects can often be managed however, and as such provisions around transport including its construction, operation and maintenance are likely to have a lesser impact on matters of national importance.</p> <p>The integration of infrastructure and land use is an important component of achieving the NPS Urban Development Capacity (Objective OD1).</p> <p>It is also recognised that the potential provisions will more</p>	<p>Medium</p>

	closely align with documents such as National Policy Statements.	
Scale of effects – geographically (local, district wide, regional, national).	Transport networks are provided across the district in a range of levels of formation with a greater concentration in built up areas. It is considered the implications of any provisions will be district wide.	Medium
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).	<p>Transport is a matter for the public generally and provisions for and protecting transport infrastructure will have an impact for current and future generations.</p> <p>The proposal will introduce minor changes which could include differences in effects on people. These changes will be an extension of existing provisions and will also be consistent with wider planning standards. An updated approach will assist in controlling any potential changes in effects.</p>	Medium
Scale of effects on those with specific interests, e.g., Tangata Whenua	<p>The scale of effect for transport related organisations, such as the NZTA, is considered higher as the proposal will provide an approach more consistent with wider standards. This is a positive effect for such an organisation.</p> <p>It is not considered other organisations will be significantly affected as much of the proposed provisions are consistent with the wider planning standards which have been through extensive public consultation.</p>	Medium
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	The proposed provisions are largely updates of the existing standards and will better align with national policy direction and best practice.	Low

Likelihood of increased costs or restrictions on individuals, communities or businesses.	The proposed provisions will provide a more defined approach that is consistent with best practice. More efficiently, costs may lesson or rise as the rules will be more targeted and precise.	Low
Overall Assessment of Scale and Significance		Medium

Issue: Managing activities that may influence transport infrastructure and related activities		
Degree of change from the Operative Plan	<p>The current District Plan focuses on managing activities and their connection to transport networks with particular emphasis on road networks. For example, there are car parking requirements and standards for the formation of an access. Current thinking includes the need to consider wider matters such as different modes of transport and end of trip facilities and also include the management of sensitive activities that could affect transport infrastructure (for example houses adjacent to busy roads)</p> <p>In addition, it is proposed to include High Traffic Generating Activity rules which is a significant change from the Operative Plan.</p>	Medium
Effects on matters of national importance	<p>Transport is not specifically identified as a matter of national importance in section 6 of the Resource Management Act 1991. As such, provisions around transport including its construction, operation and maintenance are likely to have a lesser impact on matters of national importance.</p> <p>The integration of infrastructure and land use is an important component of achieving the NPS Urban Development Capacity (Objective OD1).</p> <p>It is also recognised that the potential provisions will more closely align with documents such as National Policy Statements.</p>	Medium

Scale of effects – geographically (local, district wide, regional, national).	Transport networks are provided across the district in a range of levels of formation with a greater concentration in built up areas. It is considered the implications of any provisions will be district wide.	Medium
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).	<p>Transport is a matter for the public generally and provisions for and protecting transport infrastructure will have an impact for current and future generations.</p> <p>The proposal will introduce minor changes which could include differences in effects on people. These changes will be an extension of existing provisions and will also be consistent with wider planning standards. An updated approach will assist in controlling any potential changes in effects.</p>	Medium
Scale of effects on those with specific interests, e.g., Tangata Whenua	<p>The scale of effect for transport related organisations, such as the NZTA, is considered higher as the proposal will provide an approach more consistent with wider standards. This is considered to be a positive effect for such an organisation.</p> <p>It is not considered other organisations will be significantly affected as much of the proposed provisions are consistent with the wider planning standards which have been through extensive public consultation.</p>	Medium
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?	The proposed provisions will better align with national policy direction and best practice.	Low
Likelihood of increased costs or restrictions on	The proposed provisions will provide a more defined approach that is consistent with best practice.	Low

individuals, communities or businesses.	More efficiently, costs may lesson or rise as the rules will be more targeted and precise.	
Overall Assessment of Scale and Significance		Medium

2.2 Approach to managing transport

The objective and policy framework are intended to identify benefits of transport infrastructure and the protection of its safety and efficiency. Various technical standards are included to ensure the safety and efficiency of the transport network. This is to be done while ensuring that the adverse effects of infrastructure on the surrounding land-uses and the environment is appropriately managed.

2.3 Changes proposed

Operative Plan	Proposed Plan
Contains objectives and policies to support the technical standards, seeking a safe and efficient transport network and managing the adverse effects of transport infrastructure.	Contains revised objectives and policies to support the technical standards, seeking a safe and efficient transport network and managing the adverse effects of transport infrastructure.
Contains various standards controlling such matters as road design, vehicle accessways and loading and parking requirements.	Updates the technical standards in line with best practice. Removes minimum parking requirements consistent with the NPS-UD. Includes a new standard for high trip generating activities.

2.4 Quantification of Costs and Benefits

Quantification of costs and benefits has not been specifically undertaken for this topic. The costs and benefits of the proposed provisions will apply across the whole district but will vary depending on the scale of transport infrastructure/network within a specific area. Benefits and costs will also depend on the nature and scale the specific part of the transport network. For example, State Highway 1 provides transport connections across New Zealand which provides a greater benefit compared to a local road which may serve a more confined area.

The scale of the benefits and costs are difficult to value in monetary terms, but generally it is recognised that transport networks play a vital role in the well-being of New Zealand, its people and the environment.

2.5 Choice of Evaluation Method(s)

The approach to evaluation for this topic is a qualitative cost-benefit analysis as the issue is of medium significance and because it is difficult to monetise the benefits and costs.

2.6 Proposed objectives

Proposed objectives that could be included in the Proposed District Plan are detailed below. These objectives are based on a combination of the regional policy statement, similar district plans and the current Timaru District Plan:

TRAN-O1 Safe, effective, integrated and sustainable transport infrastructure

Land transport infrastructure that is well-connected, integrated and accessible, and which:

1. is safe, efficient and sustainable for all transport modes;
2. meets and is responsive to current and future needs, including projected population growth;
3. aligns and integrates with the timing and location of urban development;
4. promotes multi-modal transport options, including the use of active transport and public transport, and reduces dependency on private motor vehicles;
5. supports consolidated, well designed and sustainable growth in and around existing urban areas;
6. encourages sustainable economic development; and
7. provides parking opportunities in an efficient, functional and sustainable manner and to avoid adverse effects on the environment.

TRAN-O2 Transport Related Effects

Adverse effects on the environment occurring from the use, construction, maintenance and development of land transport infrastructure are avoided, remedied or mitigated to achieve the character and qualities of the underlying zone or overlay.

TRAN-O3 Adverse Effects on Land Transport Infrastructure

Land transport infrastructure is not compromised by incompatible activities which may result in conflict or reverse sensitivity effects.

3 Evaluation of Objectives

Category	Criteria	Comments
Relevance	Directed to addressing a resource management issue	<p>Option 1: Partly Achieves The operative district plan does not specifically address the need for coordination of infrastructure with existing development and planned growth and it does not address regionally significant infrastructure.</p> <p>Option 2: Achieves The proposed objective addresses the need for coordination of infrastructure with existing development and planned growth while also managing the adverse effects of both regionally significant infrastructure and other infrastructure on surrounding land use and the environment.</p>

	<p>Focused on achieving the purpose of the Act</p>	<p>Option 1: Partly Achieves The objectives involve matters of national significance in relation to s6(a), (b), (c), (d), (e), (f) and (h) insofar as infrastructure may from time to time occur or be proposed within those areas identified. It also relates to section 7 matters, in particular the efficient use and development of natural and physical resources, the maintenance and enhancement of amenity values (s7 (b), (ba), (c) and (f)). However, they do not specifically address regional infrastructure.</p> <p>Option 2: Achieves The proposed objectives are considered to be consistent with the purpose and principles of the RMA, as they will assist in enabling people and communities to provide for their social and economic well-being and for their health and safety. The inclusion of resilience as a desired characteristic of infrastructure is considered to be consistent with section 6(h) as it links with the management of significant risk of natural hazards. The objectives are also considered to be consistent with section 7(b) as they will assist in avoiding the inefficient use and development of infrastructure resources.</p>
	<p>Assists a council to carry out its statutory functions</p>	<p>Option 1: Partly Achieves This approach does not specifically manage the effects of use, development or protection of land associated natural and physical resources in relation to infrastructure provision, including regionally significant infrastructure.</p> <p>Option 2: Achieves The objectives are more aligned with s31(1)(a) as the objectives</p>

		cover, the management of the effects of use, development or protection of land and associated natural and physical resources.
	Within scope of higher-level documents	<p>Option 1: Partially Achieves The operative district plan does not fully address the need for coordination between provision of infrastructure and development and land use or provide for regionally significant infrastructure as required by the CRPS.</p> <p>Option 2: Achieves The proposed objectives give effect to the NPS-UD, specifically Objective 6 which seeks that local authority decisions on urban development that affect urban environments are integrated with infrastructure planning and funding decisions and Policy 10 that requires local authorities to engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning.</p>
Feasibility	Acceptable level of uncertainty and risk	<p>Option 1: Partially Achieved The district plan does not specifically address the integration of infrastructure provision with land use and development, creating an unacceptable level of uncertainty.</p> <p>Option 2: Achieved The outcome sought in relation to the provision of infrastructure to meet existing and planned needs provides greater certainty to people and the community. There is no identified risk associated with the objective. The provisions have been guided by the National Utilities Group example provisions which have been tested with infrastructure providers.</p>

	<p>Realistically able to be achieved within council's powers, skills and resources</p>	<p>Option 1: Partially Achieved The operative district plan contains some relevant objectives within the scope of the Council's functions and responsibilities under the RMA.</p> <p>Option 2: Achieved The provision of some infrastructure, such as three waters infrastructure as provided for in the objectives, is the Council's responsibility, and its planning is set out under the Council's Long-Term Plan. The land use development pattern to be serviced by infrastructure is also a function of the district plan framework, and therefore also within Council's control to a degree, acknowledging that consenting and plan change processes can be outside of the Council's control when progressed to appeal stages. Other infrastructure is delivered by other infrastructure providers.</p>
<p>Acceptability</p>	<p>Consistent with identified iwi/Māori and community outcomes</p>	<p>Option 1: Not achieved The district plan contains no relevant objectives.</p> <p>Option 2: Achieved The proposed objectives are consistent with community feedback which supported including provisions to recognise the benefits of and provide for infrastructure, renewable energy, and the encouragement of small and community scale renewable energy generating facilities, while managing adverse effects from and on the infrastructure. The community supported the integration of infrastructure with land use.</p>

	<p>Will not result in unjustifiably high costs on the community or parts of the community</p>	<p>Option 1: Partially Achieved There is currently a lack of clarity in relation to the provision of infrastructure and integration with land use and development, which has the potential to create uncertainty and impose costs (monetary and non-monetary) on people and the community. Misaligned or out-of-sequence development or provision of infrastructure has the potential to impose significant costs on infrastructure providers, which include public organisations including Council. Similarly, a lack of provision of sufficient development infrastructure to support urban development has the potential to impose significant costs on developers, and consequently on people and the community through delays, financial costs for inefficient development of infrastructure, increased rates to provide for new infrastructure and upgrades of existing infrastructure to meet increased demand and potential cost escalation of developed land.</p> <p>Option 2: Achieved The objectives do not create unjustifiably high costs on the community. The outcome sought through the objectives would ensure that costs associated with the provision of infrastructure are minimised through its integration with existing and planned development, which will avoid inefficient land use development and infrastructure costs which can result from misaligned or out-of-sequence development. Additionally, costs to the community will also be minimised in the long term through this infrastructure being safe, efficient, and resilient.</p>
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4 Identification of Options

Option 1: Status Quo

This option involves a continuation of the operative Plan provisions including the current policies and rules.

Option 2: Revised transport chapter

A revised chapter with updated technical standards and inclusion of provisions addressing high traffic generating activities and sensitive activities adjacent to the road corridor.

5 Evaluation of Options

5.1 Evaluation table

OPTION 1 <i>Status-quo</i>			
Benefits Environmental	Economic	Social	Cultural
The existing provisions have environmental benefits by requiring resource consents for some transport infrastructure to ensure that adverse effects are avoided, remedied, or mitigated	There may be savings in terms of time and cost for applicants and the Council if the existing provisions were to be carried over, as the Council and community are familiar with these provisions.	The provisions have social wellbeing benefits with the need to provide for transport infrastructure	The provisions have some cultural wellbeing benefits as they support community well-being and as adverse effects can be avoided, remedied, or mitigated
Costs Environmental	Economic	Social	Cultural
The provisions address the environmental effects of transport infrastructure. There is no evidence to suggest that the status quo approach is resulting in significant environmental costs.	The operative district plan does not include provisions addressing high trip generating activities. These activities may adversely affect the efficiency of the transport network, thereby creating costly delays in movement.	There is no evidence that the status quo approach currently results in social costs.	There is no evidence that the status quo approach is resulting in cultural costs
Efficiency	The existing provisions do not include high traffic generator activity requirements such as requiring integrated transport assessments. The existing provisions do not include measures to manage reverse sensitivity from sensitive activities adjacent to the transport network. These shortcomings may adversely affect the efficiency of the transport network, thereby creating cost.		

Effectiveness	The existing provisions are effective in achieving the objectives of the district plan, however best practice and other improvements could improve effectiveness.
Strategic Direction(s)	The existing provisions are effective in achieving the objectives of the district plan, however best practice and other improvements could improve effectiveness.
Overall Appropriateness of Option 1	Not the preferred option.

OPTION 2

Preferred option – a revised transport chapter, with revised technical standards

Benefits Environmental	Economic	Social	Cultural
<p>The existing provisions have environmental benefits by requiring resource consents for some transport infrastructure to ensure that adverse effects are avoided, remedied or mitigated.</p> <p>The policies incorporate reference to the sensitive environments overlays are provide policy direction for the acceptability of adverse effects of development within those areas. As such, this provides stronger direction for the appropriate management of adverse effects on the environment within these more sensitive areas and will likely result in better environmental outcomes</p>	<p>Network effects will be considered and addressed through the new high traffic generating activity provisions. This will help maintain the efficiency and effectiveness of the transport network, thereby delivering economic benefits.</p>	<p>The availability and capacity of the transport network is critical for social wellbeing in the district. The transport network enables people and communities to undertake a range of activities that support their social wellbeing. Changes that improve the efficiency and effectiveness of the transport network will correspondingly provide improved social benefits.</p> <p>Similarly, the proposed provisions protecting the transport network will have indirect benefits by ensuring that these facilities are not compromised by adjacent development, and that their services continue to provide for socially beneficial activities</p>	<p>The provisions have some cultural wellbeing benefits as they support community wellbeing and as adverse effects can be avoided, remedied or mitigated. In addition, the policies provide policy direction for adverse effects of development within sensitive environments overlays including sites and areas of significance to Kāti Huirapa.</p>

Costs	Economic	Social	Cultural
Environmental	Economic	Social	Cultural
The proposed provisions continue to address the environmental effects of transport infrastructure. Transport infrastructure proposed within sensitive environment overlays are managed by the overlay provisions, ensuring that any effects on environmental values associated with sites and areas identified through the overlays will be managed and any costs associated with effects on environmental values will be acceptable.	There may be additional costs to sensitive activities that need additional noise mitigation of relocation when proposed adjacent to high movement traffic corridors. The updated road design requires some additional outcomes for movement which could introduce greater costs for developers over the status quo. However these changes will result in overall network improvements which can lead to wider economic benefits	There are unlikely to be any social costs associated with the proposed provisions	It is unlikely there will be cultural costs as a result of these provisions
Efficiency	The proposed provisions are an efficient means for achieving the objectives given the above assessment of costs and benefits. The revised provisions aim to improve efficiency in the transport network and therefore are an improvement over the status quo.		
Effectiveness	The proposed provisions are an effective means of meeting the objectives as they will provide increased social, economic and cultural benefits as outlined above. The revised provisions aim to improve the effectiveness of the transport network and therefore are an improvement over the status quo.		
Strategic Direction(s)	The proposed provisions better align with the strategic directions than the status quo option, delivering on improved accessibility and multimodal connectivity through a safe and efficient transportation network (directly in accordance with SD-O8).		
Overall Appropriateness of Option 2	This option is the most appropriate way to achieve the preferred objectives as it achieves the best balance between costs and benefits taking environmental, social, economic, and cultural factors into consideration, and will be effective and efficient methods for sustainably managing natural and physical resources.		

5.2 Risk of Acting or Not Acting

It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:

- The proposed provisions will address the identified resource management issues;
- They directly respond to objectives and policies contained in the CRPS and relevant national level documents;
- The proposed provisions bring the plan into line with best-practice, consistent with provisions in another second-generation District Plans throughout New Zealand.

6 Preferred Option

The proposed approach to the provisions for transport is intended to create a revised chapter with updated technical standards based on best practice, the inclusion of high trip generating activity requirements, and the removal of minimum parking requirements. These changes represent necessary and justified updates to the status quo and represents the most appropriate option.