

PROPOSED GORE DISTRICT PLAN SECTION 32 REPORT

TRANSPORT



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List of Abbreviations

Resource Management Act 1991	RMA or 'the Act'
Gore District Council	GDC or 'the Council'
Operative District Plan	ODP
Proposed District Plan	PDP
National Planning Standards 2019	PS
Southland Regional Policy Statement 2017	RPS
National Policy Statements	NPS
National Policy Statement for Urban Development	NPS-UD
National Environmental Standards	NES
Crime Prevention Through Environmental Design	CPTED
Transport	TRANS

1. Executive Summary

Section 32 of the Act requires objectives in plan change proposals to be examined for their appropriateness in achieving the purpose of the Resource Management Act 1991 ('the Act' or 'the RMA'), and the policies and methods of those proposals to be examined for their costs, benefits, efficiency, effectiveness and risk in achieving the objectives. The analysis set out in this report is to fulfil the obligations of the Council under Section 32 of the Act.

This Section 32 evaluation report relates to the evaluation of options for the management of transport through the Gore District Plan. Objectives, policies, rules and standards for managing transport are located within Part 2 – District Wide Matters as required by the National Planning Standards.

The transport network is an essential physical resource that contributes to the social and economic wellbeing of the district. It includes all transport routes and infrastructure, including state highways, roads, pedestrian and cycle pathways, rail corridors and flight paths at the airfields. 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.

The Airport Zone covers the Gore Airfield, but the transport provisions include provision to manage height of structures and vegetation within the flight control paths of airfields. Regionally significant infrastructure such as state highways and rail corridors are also commonly subject to Designations by the respective controlling authority.

The Proposed District Plan recognises the critical ongoing function transport networks have within the district. It provides 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.

The provisions address a broader range of transport activities and introduce transport construction and design standards into the District Plan. There is greater policy direction and emphasis on managing high trip generators, active and alternative modes of transport and achieving a more integrated transport network and better accessibility. The roading hierarchy is updated consistent with the One Network Framework street categories based on the type of movement, location, use and function of the road. The provisions also recognise the role of roads in the efficient provision of other infrastructure services, functions and activities that benefit the community and contribute to the amenity and character of the streetscape.

2. Overview and Purpose

2.1 Introduction to the resource management issue(s)

The evaluation of the appropriateness of the Transport (District Wide) Chapter is based on the following key issues:

Issue 1 A well-functioning transport network is essential public infrastructure that enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety.

Issue 2 An integrated multi-modal transport system needs to encourage energy efficient transport options and provide for transport choice, and be designed to be socially inclusive, safe and accessible to all users.

Issue 3 Legal road is used for a number of other activities and functions that benefit the community, such as a public place contributing to the identity and amenity for where people live, work and socialise, and for the efficient provision of infrastructure services.

The background to these issues is discussed in more detail in Section 4.1 of this report.

2.2 Purpose of the report

The purpose of this report is to provide an evaluation of the proposed provisions in accordance with the requirements of Section 32 of the RMA 1991.

This report sets out the statutory and policy context for the Transport topic, the key resource management issues, and the consultation and evaluation approaches to decide on the proposed provisions. The report also includes a review of the existing plan provisions and an evaluation of alternative methods to achieve the purpose of the Resource Management Act (RMA) in relation to the transport topic.

The report should be read in conjunction with the Section 32 Overview and Urban Form and Development report, and other Section 32 reports with particular relevance to the topic including Infrastructure, Subdivision, Noise and the Zone provisions.

An assessment of the scale and significance of the provisions will inform the level of detail included in this report.

3. Statutory and Policy Context

3.1 Resource Management Act

In carrying out a Section 32 analysis, an evaluation is required of how the proposal achieves the purpose and principles contained in Part 2 of the RMA.

Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources.

Sustainable management means *managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural wellbeing and for their health and safety, while –*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

In achieving this purpose, authorities also need to recognise and provide for the matters of national importance identified in Section 6, have particular regard to other matters referred to in Section 7 and take into account the principles of the Treaty of Waitangi referred to in Section 8.

Section 6

Section 6 of the RMA specifically requires that the Council recognises and provides for matters of national importance. No Section 6 matters are specifically relevant to Transport although it is acknowledged that any new transport infrastructure or improvements to existing infrastructure would need to be provided for in a way that is consistent with Section 6 of the RMA.

Section 7

The Section 7 matters that are relevant to this topic are:

- (a) kaitiakitanga:
- (b) the efficient use and development of natural and physical resources:
- (ba) the efficiency of the end use of energy:
- (c) the maintenance and enhancement of amenity values:
- (f) maintenance and enhancement of the quality of the environment:
- (i) the effects of climate change:
- (j) the benefits to be derived from the use and development of renewable energy.

The above matters are of particular relevance when ensuring the transport network (being a natural and physical resource) is operated, maintained and developed safely and efficiently; is well-connected; is integrated; and maintains or enhances surrounding amenity values within the district. Alternative modes of transport such as cycling, walking and use of public transport are considered more energy efficient modes, rather than the reliance on private motor vehicles. Reduced reliance on fossil fuels and encouraging renewable energy use, including electric vehicles, are also part of necessary climate change adaptation.

Section 8

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.

Section 31

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 buildings and structures. Structures also include road and rail networks.

Ensuring that natural and physical resources and energy are used efficiently while enabling people’s wellbeing and safeguarding the life supporting capacity of the environment is part of the purpose of the RMA. Territorial functions under the RMA include integrated management of use and development, and since 2005 district councils are required to give effect to regional functions that include the strategic integration of infrastructure and land use.

3.2 National Policy Statements

The Section 32 – Overview and Urban Form and Development Evaluation Report includes details and a brief assessment of all National Policy Statements (NPS).

The following NPS have specific relevance to Transport:

NPS on Urban Development 2020

NPS-UD objectives and policies include the need to ensure decisions integrate infrastructure planning with funding, and urban environments support reductions in greenhouse gas emissions and are resilient to current and future effects of climate change. The policies encourage urban environments to have good accessibility for all people between jobs, housing, community services, natural and open spaces, including by way of public or active transport. The density of urban form needs to be commensurate to the level of accessibility by existing or planned active or public transport and the relative demand for housing and business use. Engagement with providers of development infrastructure to achieve integrated land use and infrastructure planning is also required along with the removal of minimum car parking rates by 2022. Councils are strongly encouraged to manage the effects associated with supply and demand of car parking through comprehensive parking management plans.

The Gore District is a Tier 3 Council under the NPS-UD, and the combined urban areas of Gore and Mataura fulfil the requirements for an Urban Environment as defined by the NPS-UD. Car parking requirements within the Urban Environment were removed and the operative plan updated in 2022 as directed by the NPS-UD.

The NPS-UD includes and defines the term *active transport* to mean forms of transport that involve physical exercise, such as walking or cycling, and includes transport that may use a mobility aid such as a wheelchair.

3.3 National Environmental Standards

The Section 32 - Overview Evaluation Report includes details and a brief assessment of all National Environmental Standards (NES). National Environmental Standards under the Resource Management Act 1991, and other legislation (for example, the Electricity Act and Telecommunications Act), enable a range of structures to be situated on legal roads. Activities and structures not provided for by these other legislative means are considered in the Infrastructure Chapter.

3.4 National Planning Standards

The National Planning Standards (PS) 2019 requires a more bespoke approach to planning zones than the Operative District Plan. This includes a clearer centre hierarchy, rural settlement zones, and a wider range of residential, industrial and rural zones. The PS also provides the structure and form for the Plan content along with definitions and mapping criteria.

The following aspects of the National Planning Standards are relevant to Transport:

The unique identifier for Transport is TRANS.

The National Planning Standards District Plan Structure Standard require that one or more chapters be included alphabetically under the Infrastructure, Energy and Transport heading within Part 2 – District Wide Matters.

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.

The Transport chapter must include cross-references to any energy, infrastructure and transport provisions in a special purpose zone chapter or section. Zone chapters must include cross-references to relevant provisions under the energy, infrastructure and transport heading.

3.5 Regional Policy Statement

The Southland Regional Policy Statement 2017 (RPS) sets out the framework and priorities for resource management in the region. The RPS identifies the regionally significant issues around the management of the Region’s natural and physical resources and sets out what needs to be achieved (objectives) and the way in which the objectives will be achieved (policies and methods). The PDP is required to give effect to the regional policy statement as required by Section 75(3) of the RMA.

Chapter 15 of the RPS specifically focuses on Infrastructure and Transport. The SRPS identifies that transport infrastructure such as road, rail, airports and sea ports are significant physical resources. It also covers other utilities, including energy transmission and distribution networks, telecommunications, water, sewerage and storm water. This infrastructure enables communities to provide for their social, economic, and cultural wellbeing and their health and safety. The consistent cross boundary management of and on lineal infrastructure corridors, particularly where infrastructure traverses site, district or regional boundaries is highlighted. The importance of effective regionally significant infrastructure for the functioning of communities at the national, regional and local scale is also recognised.

The SRPS specifies that there are opportunities to improve energy efficiency through the efficient design, location and function of development. In particular minimising energy use, promoting healthier transport options and providing for the efficient use of existing infrastructure.

The general infrastructure objectives and policies relate to the essential function of regional, national and critical infrastructure to enable the wellbeing, health and safety of people and communities, and are listed below.

Objective	
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INF.1 – Southland’s infrastructure	Southland’s regionally significant, nationally significant and critical infrastructure is secure, operates efficiently, and is appropriately integrated with land use activities and the environment.
Policies	
INF.1 – Regional, national and critical infrastructure	Recognise the benefits to be derived from, and make provision for, the development, maintenance, upgrade and ongoing operation of regionally significant, nationally significant and critical infrastructure and associated activities.
INF.2 – Infrastructure and the environment	Where practicable, avoid, remedy or mitigate the adverse effects of infrastructure on the environment. In determining the practicability of avoiding, remedying, or mitigating adverse effects on the environment, the following matters should be taken into account: (a) any functional, operational or technical constraints that require the physical infrastructure of regional or national significance to be located or designed in the manner proposed; (b) whether there are any reasonably practical alternative designs or locations; (c) whether good practice approaches in design and construction are being adopted; (d) where appropriate, and such measures are volunteered by a resource user, whether any significant residual adverse effects can be offset or compensated for; and (e) the need to give effect to the NPSET (2008) including that planning and development of the transmission system should seek to avoid adverse effects on outstanding natural landscapes, areas of high natural character and areas of high recreation value and amenity and existing sensitive activities.
INF.3 – Infrastructure protection	Protect regionally significant, nationally significant and critical infrastructure, particularly from new incompatible land uses and activities under, over or adjacent to the infrastructure.
INF.4 – Natural hazards	The risks to infrastructure from natural hazards and climate change effects are avoided, remedied, or mitigated including through design and construction.
INF.5 – Development, subdivision and land use	Management of development, subdivision and land use shall ensure: (a) development does not result in adverse effects on the efficient operation, use, maintenance and development of infrastructure;

	(b) the nature, timing and sequencing of new development is coordinated with the development, funding, implementation and operation of infrastructure, as appropriate for the type of development being undertaken; (c) the efficient and effective functioning of infrastructure, including the ability to develop, maintain, remove, decommission and upgrade infrastructure, is retained; (d) a coordinated and integrated approach across regional and district boundaries, and between agencies.
INF.6 – Promoting consistent and integrated management of infrastructure across the region	Provide for the integrated management of the region's infrastructure by: (a) recognising the interconnected nature of natural and physical resources; and (b) promoting a collaborative and consistent approach to managing infrastructure, particularly infrastructure networks that crosses zone and/or territorial boundaries.

Local authorities are required to include objectives, policies and methods in district plans that will:

- (a) enable the development, use, maintenance and upgrading of infrastructure, whilst ensuring the management of any associated adverse effects;
- (b) help ensure that the nature, timing and sequencing of new development is coordinated with the development, implementation and operation of infrastructure, as appropriate for the type of development being undertaken;
- (c) ensure that adverse effects, including reverse sensitivity effects, of development and land use on existing and/or planned regionally and nationally significant infrastructure are avoided, remedied or mitigated by identifying:
 - (i) what activities and development may be incompatible with this infrastructure; and
 - (ii) how this infrastructure should be protected from such activities;
- (d) promote the efficient and effective use of infrastructure;
- (e) take into account the potential adverse effects of natural hazards and climate change on infrastructure;
- (f) facilitate long-term planning for investment in infrastructure and its integration with land uses.

The specific Transport objectives and policies relate to the coordination and integration of land use and transport infrastructure, and are listed below.

Objective	
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TRAN.1 – Transport and land use	Development of transport infrastructure and land use take place in an integrated and planned manner which: (a) integrates transport planning with land use; (b) protects the function, safety, efficiency and effectiveness of the transport system; (c) minimises potential for reverse sensitivity issues to arise from changing land uses; (d) provides for positive social, recreational, cultural and economic outcomes; (e) minimises the potential for adverse public health and environmental effects; (f) enhances accessibility and connectivity, maximising transport choice for users of the transport system.
Policies	
TRAN.1 – Transport decision making	Strategic decision making processes relating to the transportation network shall be undertaken in a collaborative manner between local authorities, key stakeholders, and the community.
TRAN.2 – Strategic planning	Develop and maintain, in collaboration with local authorities, key stakeholders and the community, a strategic transportation network plan or other appropriate strategic transport planning tool, for Southland that provides for existing and future transport requirements.
TRAN.3 – Integration of existing and future transport infrastructure	Integrate land use planning with transport infrastructure planning and make provision for future transportation requirements.
TRAN.4 – Protection of health and environmental values	Manage transport activities to avoid, remedy or mitigate adverse effects on public health and environmental values.

Local authorities are required to include objectives, policies and methods in district plans which:

- (a) identify existing and proposed strategic transport infrastructure;
- (b) make provision for the establishment and continuing operation and maintenance of transport infrastructure;
- (c) avoid, remedy or mitigate the adverse effects, including reverse sensitivity, on transport infrastructure arising from subdivision, use and development of land;
- (d) ensure the safe and efficient operation of the transport network is not adversely affected by subdivision, land use and development;
- (e) avoid, remedy or mitigate the adverse effects of transport infrastructure and associated activities on the environment;

- (f) make provision for development which enables all transport modes to be well connected and provides for public transport, walking and cycling;
- (g) ensure public health and environmental values are considered;
- (h) promote the use of energy efficient transport modes and technologies.

Local authorities are also encouraged to:

- Identify the strategic land transport network in the Southland Regional Land Transport Strategy.
- Promote, inform and encourage the farming industry and transport operators to adopt good practices, including the avoidance of stock effluent being deposited on roads during transportation.
- Apply a regionally consistent and coordinated approach to the development, establishment, operation, maintenance and upgrade of local, regional and national infrastructure.
- Work collaboratively with road controlling authorities, infrastructure providers, the Southern District Health Board, contractors, affected landowners, and tangata whenua during transport decision making processes and when developing strategic transportation documents and to identify an appropriate buffer area or corridor for sensitive activities.
- Monitor and report the environmental effects of infrastructure, development, maintenance and operation.

Key findings

The ODP has not given effect to the RPS as it was developed prior to the notification of the RPS. Although the objectives and policies of the Transportation chapter are generally consistent with some of the requirements under the RPS they fall short in that they do not address or provide for all transport modes such as public transport, walking and cycling; do not promote the use of energy efficient transport modes and technologies; and do not consider public health and environmental values fully.

3.6 Regional Plans

Otago Southland Regional Land Transport Plans 2021-2031

The Otago and Southland Regional Transport Committees have produced the Otago Southland Regional Land Transport Plans 2021-2031.

The two regions have combined their plans into a single document, which proposes both strategy and investment for the two regions' transport networks.

The plan sets the strategic direction for land transport in Otago and Southland with the goal of providing a safe and sustainable transport system that supports and enhances regional development. This acts as the application method for national transport funding.

Strategic objectives relate to road safety, asset condition, connectivity and choice, environmental sustainability and future focus.

3.7 Iwi Environmental Management Plan(s)

‘Te Tangi a Taurira – The Cry of the People’ the Ngai Tahu Ki Murihiku Natural Resource and Environmental Management Plan identifies a broad range of relevant matters when considering where and how Gore grows and develops. In particular, there is a desire to:

- Limit the impacts of climate change on indigenous species and ecosystems and the risks of natural hazards by appropriately managing urban development and providing for sustainable energy and transport systems.
- Protect sites of significance and indigenous biodiversity areas along with appropriate management of water.
- Limit impacts of industrial activity and subdivision by involving iwi in decision making processes and managing land use, building and water issues.
- Providing appropriate infrastructure management.

In relation to climate change there is support for the development of regional planning documents which address vehicle emission concerns and sustainable transport initiatives. ‘Te Tāhū o Te Whāriki’, the Ngāi Tahu Climate Change Strategy, identifies a need to assess future commercial risks, protect wahi tapu, mahinga kai and other taonga, prepare plans to relocate Marae and Runānga facilities threatened by increasing hazards, as well as influence agencies to develop climate change responses.

3.8 Other Legislation and Policy Documents

3.8.1 National Guidance Documents

The following national guidance documents are considered relevant to this topic:

- Waka Kotahi NZ Transport Agency Integrated planning policy and guidance
- One Network Framework
- New Zealand’s Road Safety Strategy
- The Government Policy Statement on Land Transport (GPSLT)
- National Guidelines for Crime Prevention through Environmental Design in New Zealand

Waka Kotahi NZTA Integrated Planning Policy (IPP) 2007

The integrated planning policy highlights the role of Waka Kotahi as the steward of the state highway system and the importance of highways in the development and functioning of urban, rural and peri-urban areas. The policy states that Waka Kotahi is committed to working with others to ensure integrated land use and transport planning helps deliver an affordable, multi-modal transport system that supports a growing economy, vibrant communities and a healthy environment, now and in the future. In implementing the policy Waka Kotahi supports the application of roading hierarchies and local road controlling authorities in developing the local road network; providing for walking and cycling facilities and management on state highways; sustainable freight movement; public transport services; development of the network; and good urban design principles.

Suggested District Plan provisions include:

Objectives that set out to achieve a safe and efficient transport system through the recognition of the functions of different types of road, and minimal conflict between land uses, traffic and people.

Policies include:

- To recognise and provide for the arterial road network and linkages.
- To promote integration of transport and land use planning.
- To recognise and provide for the primary function of each road based on the road hierarchy.
- To manage reverse sensitivity matters by controlling land use activities and development near roads.
- To promote forms of development that support an increase in public transport use and facilitate cycling and walking.
- To consider multi-modal, long term and network wide impacts of land use change.
- To manage effects on transport safety by requiring minimum separation, construction and design standards.
- To require the preparation of an Integrated Transport Assessment for any proposed structure plan, plan change or major trip generating activity.
- To recognise Waka Kotahi as an affected party in respect of any resource consent application for an activity that may adversely affect a state highway.

Rules include:

- Manage direct access to state highway and limited access roads, buildings within 20m of an Indicative Road, and activities that do not comply with standards.
- Avoid direct access to motorways or expressways, or access that does not comply with setback to intersection standards.

Standards include:

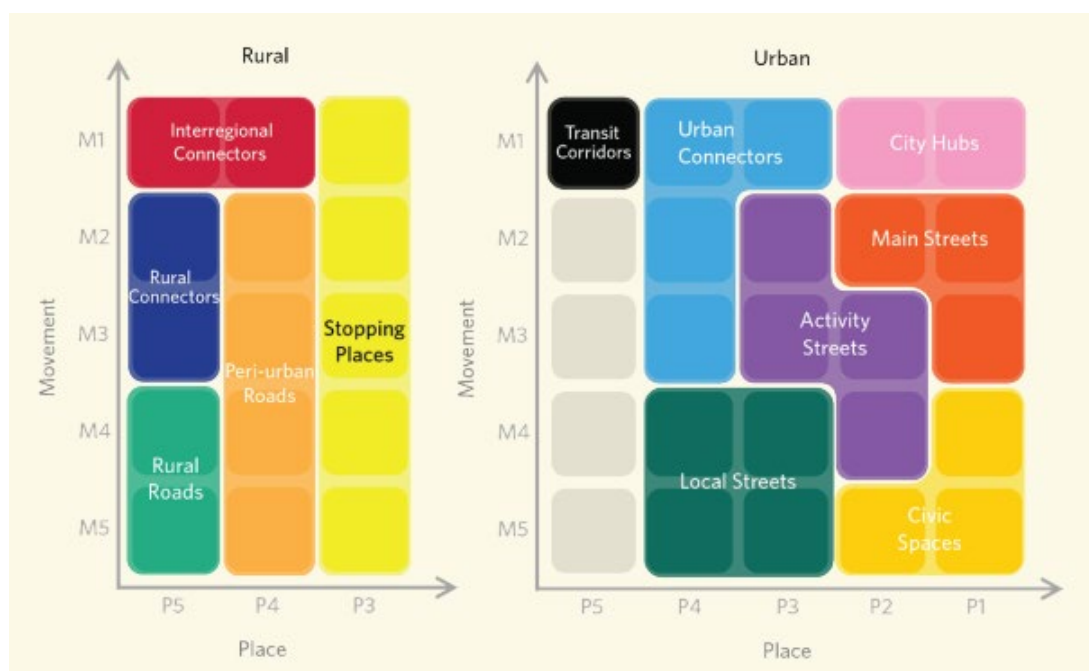
- Minimum sight distances based on speed limits.
- Minimum access separation from intersections.
- Minimum access formation standard based on number of movements and vehicle type.
- Acoustic insulation for dwellings within 80m of state highways.
- Signage, location design and number of signs.
- Light spill and glare management.
- Vegetation, visibility and shading.
- Financial contributions.

One Network Framework (ONF)

The One Network Framework (April 2021) has been established by Local Government NZ and Waka Kotahi to provide guidance to Road Controlling Authorities about how to move from a vehicle volume approach to a network function approach.

The One Network Framework replaces the existing roading hierarchy based on vehicle movements and is a new approach to classify our transport networks. It enables better design, planning and delivery of a modern transport system to meet the increasing needs of people, businesses, communities and our climate. The ONF organises transport corridors by

their 'place' and 'movement' roles into road and street types within the Urban and Rural environments.



The new street categories are described as follows:

Local streets mean streets that provide quiet and safe residential access for all ages and abilities and foster community spirit and local pride. They are part of the fabric of our neighbourhoods, where we live our lives and they facilitate local community access. Local streets are the most common and most diverse streets in urban areas. They are generally important components of walking and cycling networks and should support these transport choices for local trips.

Urban connectors provide safe, reliable and efficient movement of people and goods between regions and strategic centres and mitigate the impact on adjacent communities. The purpose of urban connectors is to provide for efficient movement of people and goods from A to B. There are low levels of interaction between the adjacent land use and the street. Servicing adjacent land has a lower priority, as the key role of these streets is to move along them rather than accessing adjacent properties.

Activity streets are streets that provide access to shops and services by all modes. There is significant demand for movement as well as place with a need to manage competing demands within the available road space. Activity streets aim to ensure a high-quality public realm with a strong focus on supporting businesses, traders and neighbourhood life. Activity streets are where people spend a significant amount of time working, shopping, eating, residing, and undertaking recreation.

Civic spaces are the parts of the network that have a low movement function but an important place function. They are streets that are generally intended for significant pedestrian activity, both in terms of attracting people to the street as a destination in its own right, as well as providing permeability to a city walking network. These streets have a higher Place classification representing the increased level of on-street activity and higher density adjacent land use generating that activity. The lower Movement classification

indicates that these streets are mainly intended for localised on-street activity with little or no through movement. The lateral movement of pedestrians is usually given priority in these spaces. Examples include pedestrianised streets, plazas and low speed shared streets. These are spaces that people are encouraged to spend time in, and where people on foot can relax and move freely.

Main streets mean streets that have an important Place function but a relatively important movement function as well. They aim to support businesses, on-street activity and public life while ensuring connections with the wider transport network. While not having the scale of through movement of city hubs, they provide a similar function, needing to balance the interaction between people and goods movement and on-street activity. Examples include rural or district townships and provincial cities where the main through road also doubles as the main commercial centre.

City hubs are dense and vibrant places that also have a high demand for people movement. They are also places providing focal points for businesses and culture. These streets should aim to reduce the impact of high traffic volumes while accommodating high pedestrian numbers, multi-modal journeys and access to public transport and essential emergency services. Managing the large number of competing demands along city hubs requires careful consideration and generally involves significant trade-offs. These streets have a high number of people moving through and across them and so require efficient modes of transport, with lateral movement access prioritised to mitigate the impacts of congestion and ensure a safe environment. Examples include major city centre streets such as Queen Street in Auckland and Lambton Quay in Wellington.

Transit corridors mean corridors that provide for the fast and efficient long-distance movement of people and goods within the urban realm. This includes motorways and urban expressways. By definition all dedicated, high movement and mode specific transport corridors such as heavy rail networks and busways are included in this classification.

Rural roads mean roads that primarily provide access to rural land for those that live there, and in support of the land-use activity being undertaken. Rural roads are the most common and most diverse roads in rural areas. They have no appreciable on-street activity occurring and in many parts of the country are unsealed. Some rural roads are important for freight, collecting dairy and forestry and other primary produce from their source, while others, where volumes of vehicular traffic are very low, can provide safe and pleasant recreational and tourism routes, including the New Zealand Cycle Trail and Te Araroa (New Zealand's walking trail). In some parts of New Zealand, rural roads are utilised more by people riding horses than by vehicles.

Rural connectors mean rural connectors that provide the link between rural roads and interregional connectors. They support an increased level of through traffic, while also providing access from the adjacent land they pass through. Examples include feeder roads into townships and roads to regionally significant tourist attractions.

Peri-urban roads mean roads that primarily provide access from residential property on the urban fringe, where the predominant adjacent land-use is residential, but usually at a lower density than that found in urban residential locations. On street activity is discernible and local in nature but also at lower levels than in urban areas. The level of people and goods movement on peri-urban roads can range from low volume through to regional.

Stopping places mean places where people gather in a rural setting. There is adjacent land-use generating on-street activity, and lateral movement across the roadway can be expected. They have levels of on-street activity or adjacent land-use generating activity that is above the level normally generated by local residents. Examples include rural schools, community halls, marae, and sites of scenic interest. They can occur on quiet rural roads through to interregional connectors, and a stopping place will only encompass the short length of road in the immediate vicinity of the location of interest generating the on-street activity.

Interregional connectors are roads that provide safe, reliable and efficient movement of people and goods between regions and strategic centres in a rural context. The focus of interregional connectors is to provide for efficient movement of people and goods over significant distances, and therefore these roads will usually have reduced land use access along them, with many being designated as Limited Access Roads (LARs).

Waka Kotahi NZ Transport Agency Pedestrian Planning and Design Guide 2009

The Pedestrian Planning and Design Guide is the official guide to planning and design for walking. It sets out ways to improve New Zealand's walking environment and provides design advice and standards. The guide has information about the barriers to walking; the needs of different types of users including those with a disability or impairment; advice for traffic calming devices, pedestrian crossings, and footpaths including the location and design of vehicle crossings and provision of signage and lighting; and guidance on how to develop and implement a walking strategy.

New Zealand's Road Safety Strategy 2020-2030

Road to Zero is a vision developed by Waka Kotahi that aims for a transport system that improves health and wellbeing and sets the target of a 40% reduction of loss of life and serious injury by 2030. In order to achieve this a collaborative approach is proposed with a shared responsibility for improving the safety of the transport system. The Road to Zero Strategy is a fundamental shift in our approach to reducing risk on our network. It places the needs of people, rather than vehicles, at the heart of decision making.

The Government Policy Statement on Land Transport (GPSLT)

The Government Policy Statement on Land Transport (GPSLT) was published in September 2020 and provides guidance on what the Government is seeking from land transport investments. The purpose of the Transport System is to improve people's wellbeing and the liveability of places by focusing on five key outcomes; inclusive access; economic prosperity; healthy and safe people; environmental sustainability; resilience; and security. In order to achieve these outcomes four strategic priorities have been developed and outlined below:

- Safety: Developing a transport system where no-one is killed or seriously injured.
- Better Travel Options: Providing people with better transport options to access social and economic opportunities.
- Climate Change: Developing a low carbon transport system that supports emission reductions, while improving safety and inclusive access.
- Improving Freight Connections: Improving freight connections for economic development.

National Guidelines for Crime Prevention through Environmental Design in New Zealand

Crime Prevention through Environmental Design (CPTED) provides a framework for incorporating crime prevention within quality urban design by focusing on reducing the opportunity to commit crime, therefore lessening the motivation to offend.

CPTED's four principles of surveillance, access management, territorial reinforcement and quality environment form the foundations of the National Guidelines for CPTED in New Zealand. The National Guidelines define seven qualities that characterise well designed, safer places:

1. Access: Safe movement and connections - Places with well-defined routes, spaces and entrances that provide for convenient and safe movement without compromising security.
2. Surveillance and sightlines: See and be seen - Places where all publicly accessible spaces are overlooked, and clear sightlines and good lighting provide maximum visibility.
3. Layout: Clear and logical orientation - Places laid out to discourage crime, enhance perception of safety and help orientation and way-finding.
4. Activity mix: Eyes on the street - Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times by promoting a compatible mix of uses and increased use of public spaces.
5. Sense of ownership: Showing a space is cared for - Places that promote a sense of ownership, respect, territorial responsibility and community.
6. Quality environments: Well designed, managed and maintained environments - Places that provide a quality environment and are designed with management and maintenance in mind to discourage crime and promote community safety in the present and the future.
7. Physical protection: Using active security measures - Places that include necessary, well designed security features and elements.

CPTED principles should be taken into consideration when designing public places, such as transport routes, roads or parking areas and the interface between public and private places.

3.8.2 National Standards

Relevant Australian and New Zealand Standards include:

AS/NZS 1158 Lighting for Roads and Public Spaces

The standard sets out performance and design requirements for lighting schemes having regard to the degree of activity (of pedestrians and vehicles), the risk of crime and the need to enhance the amenity of the locality. NZTA M30 Specification and Guidelines for Road Lighting Design provides additional design guidance.

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

The standard sets out requirements for the design of buildings, facilities within buildings, driveways, car parks, passages and any associated landscaping and accessways for use by people with disabilities. The Standard covers access provisions for a number of scenarios. NZS 4121 is a reference document in the Proposed District Plan regarding the requirements for on-site vehicle parking spaces for people with disabilities.

3.8.3 Legislation

The following Acts also have relevance to the topic:

- Local Government Act 2002
- The Utilities Access Act 2010
- Land Transport Management Act 2003
- Railways Act 2005

Local Government Act 2002

The Local Government Act 2002 (LGA) sets out the responsibilities of territorial authorities in relation to land transport matters, including responsibility for local roads, footpaths and street lighting as well as local planning, road-safety works and parking services.

The Utilities Access Act 2010

Sets out requirements for utility operators and corridor managers to coordinate 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.

Land Transport Management Act 2003

The Land Transport Management Act 2003 sets out the requirements and processes for local authorities to obtain funding for roading construction and maintenance. As amended in 2013, it requires regional transport committees to develop a Regional Land Transport Plan and sets out the requirements for Regional Councils to contract for the provision of public transport services.

Railways Act 2005

The Railways Act 2005 sets out the requirements for the licensing of rail operations in New Zealand. It covers both light and heavy railways. It also includes basic safety obligations of operators and the general public when near a railway, as well as the powers the railway operators have to protect and manage the railway corridor, inclusive of level crossings.

3.9 Other Local Policies, Strategies, Guidelines and Plans

Spatial Plan, Ready for Tomorrow

In January 2020, the Council released a strategic planning document *Ready for Tomorrow – A Spatial Plan for the Gore District* seeking public feedback on potential growth options for the main urban areas in the district. The document outlines the issues the Council considers important, possible future outcomes and opportunities. It was the culmination of various Council initiatives in recent years, in particular the 2018 program Ready for Growth which provided impetus locally as a community lead development strategy applying the direction given by the Southland Regional Development Strategy at a District level. The overall objective of the Spatial Plan is to grow the district population by 1,500 people by 2030. Through extensive community consultation, Ready for Growth has identified a comprehensive overview of the socio-economic conditions required to generate sustainable

growth and opportunity across the district and provides an important strategic framework for the future.

Gore Streetscape Strategy 2011

The Gore Streetscape Strategy was released in December 2011 and sets out a framework for the way that the streets in the district's towns are used in the future. The strategy sets out the streetscape issues for different areas, users and activities and policies to address them.

Streetscape is the term used to describe what the legal road and adjoining land looks like and how they interact. The strategy highlights that streetscapes are important in the following ways:

- Providing an attractive setting for the people who live in and visit the town.
- Adding to the value of adjoining properties.
- Making towns more efficient places to work and do business in.
- Creating high quality living environments.
- Supporting a full range of transport choices.
- Establishing an identity for an area.
- Making areas more socially inclusive and safe with less crime.
- Creating healthier lifestyles by encouraging more walking and cycling.

Through the implementation of the Streetscape Strategy, the Gore District Council seeks to:

1. Provide and maintain an efficient road network appropriate to the level of use that will ensure the safe and orderly passage of all road users, including vehicles, cyclists and pedestrians.
2. Encourage pleasant, cyclable and walkable town centres and neighbourhoods which provide a high amenity for those who use, work and live in them.

The strategy highlights the other functions and uses of legal road that should be considered and allowed for, including a focus on active modes of transport.

Gore District Trails Feasibility Study 2017

The report guides the development of the Gore District trails for walking, cycling and horse riding and highlights the community benefit of them. The study investigates a sustainable approach to further development of the district trails for local and visitor use and provides a framework for future trail development, decision making and applications for trail investment. Although trails are primarily used for recreation, they also provide for alternative and active modes of transportation.

Subdivision and Land Development Bylaw 2019

The Gore District Council Subdivision and Land Development Bylaw 2019 sets out requirements for the design and construction of roads for land use, development and subdivision in the district. The bylaw includes design and construction standards for private ways, vehicle crossings including surfacing and drainage requirements, and required sight distances at the access. The bylaw also includes standard construction drawings for roads, kerb and channel, crossings, footpaths and crossings, vehicle access, access separation and sight lines, and vehicle tracking. Diagrams for parking space design and layout requirements, accessway and railway sight line requirements are also included.

The bylaw is not directly referenced within the transport rules of the Operative Gore District Plan, although notes defer to it for vehicle access standards. The limited linkage between the bylaw and the district plan means that transport design standards and their effects are not currently monitored or enforced under the RMA. It is proposed to include Transport design and construction standards in the PDP to improve these outcomes.

Roading Bylaw 2011

The Gore District Rooding Bylaw set out to provide for an orderly and safe traffic system for road users. The bylaw regulates the use of roads and footpaths and provides for the setting of speed limits; parking control; stock movement on roads and use of roads; activities including planting, cultivation and work operations within roads; structures and fencing.

3.10 Climate Change

The effects of climate change have been added to other matters decision makers should have particular regard to (RMA s7(i)).

In accordance with 2020 RMA amendments, by 2022 District Plans will not only need to have regard to the effects of climate change (adaptation) but also climate change mitigation and national adaptation and emission reduction plans prepared under the Climate Change Response Act 2002. A compact urban form with most activities located around good transport connections that takes account of the changing nature of natural hazards will help achieve these requirements. Further guidance will be provided in relation to climate change and emission targets as the RMA reform progresses.

The effects of climate change have been given regard to in respect of Transport by providing for modes of transport that reduce emissions such as cycling, walking and use of public transport. These are considered more energy efficient modes rather than the reliance on private motor vehicles. Reduced reliance on fossil fuels and encouraging renewable energy use, such as for electric vehicles, are also part of necessary climate change adaptation.

4. Resource Management Issue Analysis

4.1 Background

The Transport Resource Management Issues have been identified as follows:

Issue 1 – A well-functioning transport network is essential public infrastructure that enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety.

The transport network is essential infrastructure and a public resource that connects people and communities. The plan provisions need to provide for its maintenance, repair, upgrading and construction. Inappropriate land use, subdivision and development can adversely impact on the operation and function of the existing and future transport network. Planning and development of the network needs to recognise and provide for activities and transport design based on the type of movement, location, use and function of the road to be consistent with national direction and Waka Kotahi new street categories.

The increased focus on road safety reflects the development of the Road to Zero strategy, and freight connectivity is a continued priority for Southland and Gore and will continue to be central to the transport response. Some regionally significant transport and freight routes, such as state highways and railways, will need to be protected from reverse

sensitivity effects from incompatible adjacent new or intensified development, this management is integrated through the PDP provisions including through noise and zone setback standards. Vehicle access points on to state highways and railways are also restricted in the PDP provisions to maintain safety.

The transport network can have adverse effects on the safety and wellbeing of people and the environment and are managed in the PDP provisions. The transport network needs to be designed to be safe for all users, and this means managing and restricting activities and development in high-risk locations, providing separation to ensure visibility is maintained, and providing for well-designed and accessible walking and cycling paths and crossings. Adverse effects from the use and development of the transport network on amenity values and the quality of the environment also needs to be considered. This includes visual and landscape effects, noise, vibration, glare and dust, as well as consideration of the potential water quality and flooding effects from road run off, drainage and overland flow paths.

Issue 2 – An integrated multi-modal transport system needs to encourage energy efficient transport options and provide for transport choice, and be designed to be socially inclusive, safe and accessible to all users.

The long-term effects of climate change and the interconnectedness of transport, rather than just motorised vehicles, are increasingly recognised through national and regional direction documents and are recognised in the PDP provisions. The transport network needs to include and support alternative modes of transport such as cycling, walking and use of public transport are considered more energy efficient modes, rather than the reliance on private motor vehicles. The reduced reliance on fossil fuels and encouraging renewable energy use, such as for electric vehicles, are also part of necessary climate change adaptation. Active transport modes that involve physical exercise, such as walking or cycling, also have a community health benefit. Safe and accessible routes for people of all ages and abilities, designed for the use of mobility aids such as a wheelchair or children journeying to school are socially inclusive and encourage active modes. Providing better travel options will predominantly relate to urban areas, where alternatives to vehicles are much more viable.

Issue 3 – Legal road is used for a number of other activities and functions that benefit the community, such as a public place contributing to the identity and amenity for where people live, work and socialise, and for the provision of infrastructure services.

In addition to their primary function of providing for the movement of people and commodities, road and rail corridors are also suitable for the co-location of communication and other infrastructure services, including water supply, drainage and power. The streetscape connects adjoining activities and buildings to the public space that is undertaken within legal road. Structures such as bus shelters, public seating, statues, artwork and plantings and gardens are also located within legal roads. Within commercial areas, retailing and dining activities are undertaken as well. As well as having a transport function the amenity and character of streetscape contributes to a sense of place and identity for the community. It is therefore important that the PDP provisions recognise these other functions of the transport network and are designed to allow for them, where practical, with consideration of urban design and CPTED principles for safe and pleasant public places.

4.2 Operative Plan Approach

The operative plan provisions relating to Transport include Land use rules in Section 4.14 Transportation Routes and Section 5 Transportation, and set out objectives, policies and rules as follows:

Section 4.14 Transportation Routes

Land use activities are required to comply with standards relating to Transportation Routes as follows:

- Light spill and glare
- Sight lines at intersections
- Shading of the road (Rural Zone)
- Height restriction in aircraft approach vectors
- Residential activity setback from state highways (50m)

Activities not complying with the rules are assessed as Restricted Discretionary, with the matter of discretion being the adverse environmental effects of the non-compliance.

Section 5 Transportation

Objectives

- (1) Sustain the potential of the transportation routes to meet the reasonably foreseeable needs of future generations.
- (2) Maintain the sustainability of the land transportation routes and the Gore Aerodrome and the Mandeville Airfield.
- (3) Protect where practical the quality of the adjoining environment and amenity values from the adverse effects of the use of land transport routes.

Policies

- (1) Control the adverse effects of land use activities on transportation networks.
- (2) Control, where practical, the adverse effects of land transportation networks and their use on the adjoining environment and amenity values.
- (3) Protect the integrity of the through-route function of state highways

Rules

Activities not complying with the rules are assessed as Restricted Discretionary, with the matter of discretion being the adverse environmental effects of the non-compliance.

Access rules

Access on to a state highway in the Rural Zone is a Restricted Discretionary Activity, with the matter of discretion being the effects of the access on road safety.

Within that part of the Commercial Zone located in the Gore township access is permitted provided:

- the access is not on to an identified “Pedestrian Frontage”.

- vehicles enter and leave the site in a forward direction.

Notes refer to the Gore District Council Subdivision and Development Bylaw 2011 for access standards.

A table sets out a roading hierarchy which consists of Arterial Roads (state highways are included in this category), Collector and Local Roads. These categories are not defined.

Car parking rules

Permits providing no off-street car parking for all land use activities within the Gore and Mataura Urban Environment, but where provided it needs to comply with standards.

Require car parking provision outside the Urban Environment and to comply with standards.

Standards include:

- Parking to be provided at the same site as the activity
- Design to comply with a diagram that has been deleted
- No reversing on to a state highway in the rural zone
- Staff parking to be identified
- Parking areas for more than 5 cars must provide:
 - landscaping
 - screening from or within the residential zone
 - stormwater management and treatment
 - all weather surface and management of debris tracking
 - defined access and physical barriers
 - space for one movement onsite manoeuvring

Vehicle loading rules

Vehicle loading is required for:

Commercial activities with a retail floor space above 1500 square metres

Industrial activities in excess of 1000 square metres

Standards include:

- Access appropriate for the type of service vehicle, with the minimum standard being 2 axled trucks (with a reference to a deleted diagram)
- Vehicle entry and exit in a forward direction

Definitions

Definitions include access, road boundary, car parking, intersection and road reserve.

4.3 Effectiveness of Operative Plan

Issue	Comment	Response
No access standards or rule link to the bylaw	Compliance and monitoring of the bylaw is not undertaken under the RMA functions, and effects on the environment not fully considered	Include design and construction standards in the plan
Outdated roading hierarchy	National direction to implement	Update with ONF
Silent on other forms of transportation such as walking and biking, or public transport, or energy efficient forms such as EVs	Increasingly a focus of regional and national direction, SRPS requirement that must be given effect to	Provide for energy efficient forms of transport
Does not address other activities undertaken within road reserve, such as the location of utilities and land transport infrastructure and related structures, for example bus shelters	Does not provide guidance and direction on the matter	Provide for utilities, land transport infrastructure to be located in road reserve and support co-location where appropriate
References to deleted diagrams	Makes the rule ineffective	Update references or include diagrams as needed
Matters of discretion make the activity status Discretionary in practice	Not efficient	More specific matters of discretion for RDA activities to provide guidance and direction for plan users

Key Findings

The Operative District Plan is out of date and requires updating to give effect to regional and national direction. Although the objectives and policies of the Transportation chapter are generally consistent with some aspects of regional and national direction they fall short in that they do not address or provide for all transport modes such as public transport, walking and cycling; do not promote the use of energy efficient transport modes and technologies; and do not consider public health and environmental values or the effects of climate change fully. Moreover, the Proposed District Plan is being developed in conjunction with the One Network Framework and National Planning Standards to ensure regional and national consistency for transport and land use planning.

The Section 35 report into the effectiveness and efficiency of the operative plan has found that the Operative Plan provisions have been partially effective at managing transport within the region. However, given updated and projected development patterns and population data, as well as changes to both national and regional policy direction, there is a gap in current transport management that will need to be addressed through the Gore District Plan Review. In the short term it is recommended that the relevant roading and transport standards within the Gore District Council Subdivision and Land Development Bylaw 2019 be

integrated with the Proposed District plan, with a longer term aim of the creation of a code of practice to better align with national best practice.

4.4 Technical Reports and Research

Gore District Plan Review Economic and Population Growth Analysis

The “Gore District Plan Review Economic and Population Growth Analysis” report (TPG 2021) provides a high level economic and residential growth analysis to help inform the Gore District Plan Review. The report states:

“Funding from Waka Kotahi NZ Transport Agency announced in September 2021 has allocated a \$1.1 million investment in the Otago/Southland Region. This will assist the Southland region carry out their action plan to “create a safe, resilient land transport system that supports economic recovery and growth”. The action plan identifies transport as being one of the enablers of population growth, by providing for rural transport and bulk haulage to South Port, to meet increasing tourist traffic and to support town/city redesign in Invercargill and Gore. This long-term plan should enable better transport links between the districts within the Southland region.”

The report indicates that Gore and Mataura form an Urban Environment and identifies areas of urban expansion so that infrastructure decisions can be integrated with land use decisions. The report concludes that based on a review of population projections and the Gore Council’s wish for growth there will be a requirement for an additional 650 to 860 new permanent residential homes and approximately 172 additional hectares of industrial land over the next 20 years. The report recommends that this growth is centred around existing main centres to ensure efficient infrastructure provision, including transportation.

Annual Residents Survey

According to the GDC Annual Residents Survey there has been decreasing satisfaction with Rooding Services particularly relating to the state of sealed and gravel roads and footpaths. While not directly associated with the ODP this may be indicative of potential amenity concerns as roading is not upgraded to meet ratepayer expectations, and point to possible policy improvements in terms of transport amenity.

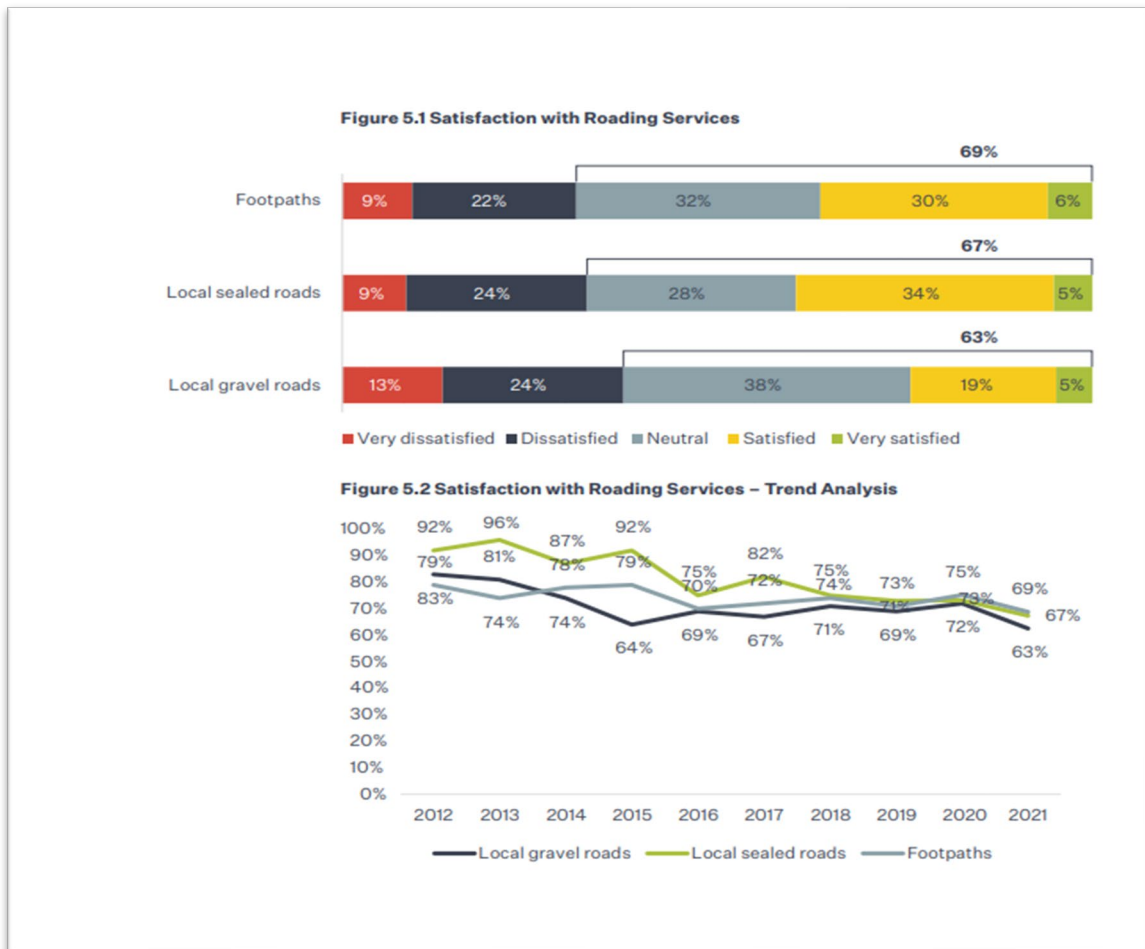


FIGURE 11: FROM ANNUAL RESIDENTS SURVEY - SURVEY OF SATISFACTION WITH ROADING SERVICES

Resource consent data

An analysis of land use activities granted building and resource consents shows that intensive activities are largely located adjacent to main transport routes. This shows an integrated approach to land use and transport planning and the maintenance of amenity values associated with the road network. The exception to this appears to be the fragmentation of the existing rural zoning, as the Operative District Plan has bundled rural lifestyle and other rural zonings together. This has encouraged the development of lifestyle properties within the rural environment and resulted in scattered lifestyle development throughout the district. In addition to this development pattern there is some concern from residents that lifestyle development adjoining rural roads could pose traffic safety concerns, particularly those roads utilised by freight trucks.

4.5 Analysis of Best Practice

A review of current practice has been undertaken, together with a review of the following District Plans:

- Southland District – 2018
- Invercargill City Council – 2019
- Selwyn District – Proposed plan notified 2020

- New Plymouth District – Proposed plan notified 2022
- Timaru District – Proposed plan notified 2022

These plans were chosen either because they are within the Southland region (although it should be noted that these both predate the National Planning Standards), or are the most up to date examples of approaches to transport management in districts with comparable characteristics and Engineering Standards to the Gore District. Two tables are included at the end of this section that compare the Transportation rules and standards in the districts.

Southland District Plan

The plan transportation objective is an integrated, safe, responsive and sustainable transport network. Policies seek to recognise the benefits of the development of a safe and efficient transport network whilst managing adverse effects, and subdivision land use and development to achieve integration and protect the transport network from incompatible activities. The policies also seek to recognise the benefits of transport choice.

Rules are contained within the zone chapters, and the zone general standards specify that all activities shall comply with provisions set out in the Southland District Council Subdivision, Land Use and Development Bylaw 2012 relating to carparking numbers, dimensions, access, loading and manoeuvring.

Invercargill City Council District Plan

The plan transportation objectives seek that development of transport infrastructure and land use takes place in an integrated and planned manner which integrates transport planning with land use; protects the function, safety and efficiency of the transport network; provides for positive social recreational, social cultural and economic outcomes; and minimises the potential for reverse sensitivity and adverse public health and environmental effects. Policies seek to provide for and protect transport infrastructure; manage the impact of noise; have regard to the roading hierarchy; set development standards for vehicle access, loading, parking and manoeuvring; manage reverse sensitivity effects; have regard to Waka Kotahi standards relating to highways; have regard to cross boundary effects, public health, and integration with existing transport infrastructure; promote the use of public transport, and walking and cycling networks; and to recognise regionally significant transportation networks.

Rules permit car parking, loading facilities and manoeuvring spaces, vehicle access points, and restrict on buildings and structures near railway crossings subject to design and standards. Standards relate to on-site carparking areas, dimensions and queuing spaces, private ways and right of ways.

Selwyn Proposed District Plan

The plan transport objectives are to connect people and places through safe, efficient, and convenient land transport corridors and land transport infrastructure for the transport of people and goods while managing the effect on the surrounding environment, and to protect these corridors and infrastructure from incompatible land use and development. Policies relate to integrating land use, subdivision, and transport planning, providing for transport choice, recognising and protecting land transport networks and systems and managing the effects of land transport infrastructure and corridors on the natural environment.

Rules permit works and activities in a land transport corridor where they are undertaken by, or on behalf of, a road controlling authority and the creation of new corridors where these are vested with the road controlling authority and not located within sensitive locations. Land Transport Infrastructure not within a transport corridor, new vehicle crossings, accessways, parking, loading and manoeuvring areas are also permitted subject to standards. High trip generating activities are permitted provided these are the subject of an Integrated Transport Assessment.

Standards relate to the location of works subject to overlays and slope. Vehicle crossing and access restrictions are subject to speed limit and vehicle movement restrictions. The location, number, and siting of vehicle crossings are subject to sight distances, separation from intersections, vehicle crossing design and construction and surfacing.

New Plymouth Proposed District Plan

The transport objectives seek to provide a well-connected, integrated and safe transport system for current and future needs, and to promote public transport, walking and cycling reducing dependency on private motor vehicles. Objectives also relate to the management of reverse sensitivity conflicts and road construction. Policies set out to identify and map the roading hierarchy; allow for construction maintenance and repair of the transport network, road and vehicle access points, EV charging stations and activities within the flight paths; and to manage activities in close proximity to the transport network. Policies that relate to connectivity and integration set out to manage activities around indicative roads, high trip generating activities, sensitive activities, require linkages and encourage provision of parking and commuting facilities for cycling and alternative modes of transport. Policies that relate to safety and efficiency require adherence to design standards for roads, vehicle access points and parking, minimise conflict between vehicles pedestrians and cyclists, and manage activities around the rail network. Policies that relate to traffic generation include to minimise heavy vehicle use and high generating activities on local roads and to require an Integrated Transport Assessment for these activities, and requirements for construction traffic.

Rules permit the operation, maintenance, repair and construction of the transport networks subject to standards and road and vehicle access points subject to engineering standards and effects standards. The rules allow for height restricted items within flight paths and EV charging stations adjacent to parking spaces and garages. Structures adjacent to or on indicative roads or railway corridors, high trip generating activities and access points to state highways or over a rail level crossing are managed as Restricted Discretionary Activities.

Effects standards that relate to vehicle access points include sight distances, setbacks and separation requirements based on the number of vehicle movements, road hierarchy, speed environment, setback to level crossings, maximum widths and compliance with engineering standards. Standards that relate to parking include minimum number required based on activity for vehicles and include disability parking, and bikes, dimensions, manoeuvring, surfacing and gradient. Standards that relate to loading include minimum dimensions, surfacing and gradient. Standards that relate to driveways and right of ways include design, widths and gradient. Standards also relate to manoeuvring and queuing space provision and design.

Timaru Proposed District Plan

The transport objectives set out to provide for safe, efficient, integrated and sustainable land transport infrastructure. They seek to manage transport related effects, and reverse sensitivity effects on land transport infrastructure. Policies relate to active transport, public transport, existing and new land transport infrastructure, road classification, effects on land transport infrastructure, high traffic generating activities, parking, loading and manoeuvring and non- transport related activities.

Rules permit maintenance and upgrading of existing land transport infrastructure. New vehicle crossings, access ways, loading and manoeuvring, vehicle parking areas and private ways are permitted subject to standards. Charging facilities for EVs are permitted adjacent to parking spaces and building, and structures and plantings restricted around level crossings. High trip generating activities are managed as a Restricted Discretionary Activity and subject to an Integrated Transport Assessment. New roads and land transport infrastructure outside of road and rail corridors are Discretionary Activities.

Standards relate to landscaping for car parking areas; road design requirements; street lighting; vehicle parking design; cycle parking requirements and design; loading spaces; sight lines for level crossings; vehicle access ways; vehicle tracking curves; vehicle crossing sight distances, widths, number and distance from other crossings and intersections; vehicle crossing requirements for higher speed environments; reverse manoeuvring; lighting; and high trip generating activities.

Comparison tables – Transport Rules and Standards

Transport Rules					
	Southland	Invercargill	Selwyn	New Plymouth	Timaru
Land transport infrastructure / Transport Network	PER – maintenance and repair within existing road or access		PER – within corridor by road controlling authority, per subdivision consent	PER – standards	PER - Within road
	PER – construction or realignment of road by Council		PER – creation of corridor or works not within corridor - subject to standards	RDIS	DIS Outside road - subject to standards
	DIS		DIS	RDIS – indicative road and rail corridor	NC - not to standard
New vehicle access, crossing etc	PER - subject to standards in bylaw	DIS – on to hwy 50km/h	PER – setback to hwy and arterial, max vm/day, standards	PER – standards	PER – standards

	RDIS - One breached standard DIS	DIS - railway	Set by standard	RDIS	RDIS
Loading/Parking	PER - subject to standards in bylaw	Parking PER – subject to standards and screening in the residential zone Loading and Manoeuvring PER – required on-site (not for Res) subject to standards	PER – standards	PER – standards	PER – standards and less than 20 spaces (GRUZ)
	RDIS - One breached standard	DIS			
	DIS		Set by standard	RDIS	RDIS
EV charging				PER adjacent to parking/ garage	PER adjacent to parking
				RDIS	RDIS
High trip generating activity			RDIS – ITA req	RDIS – ITA req	RDIS – ITA req

Transport Standards					
	Southland	Invercargill	Selwyn	New Plymouth	Timaru
High trip Vehicle movements	NA	NA	Based on the scale of specific activities, or	Based on the scale of specific activities, or	Based on the scale of specific activities, or
			Basic ITA: 50 vm/ peak hour or 250 vm/day	Any activity Exceeding 200 vehicle	Basic ITA: 50 vm/ peak hour or 250 vm/day

				movements per day.	
			Full ITA: 120vm/ peak hour or 1000vm/day		Full ITA: 120vm/ peak hour or 1000vm/day
Vehicle crossings	In accordance with bylaw – design based on activity and road hierarchy, sight distance based on speed environment.	NA	Less than than 100 vm/day and arterial only if no other option and turning on-site Limitations on number of crossing based on zone Setback, sight distance, and separation based on hierarchy Design based on zone and road hierarchy Sealed to boundary when sealed road	Sight distance, setback and separation for highway, arterial and collector other wise based on speed environment Maximum width 6m Standards to comply with engineering standards	Sight distance and/or visibility splay 60km/h less Maximum width 6m or 7m (commercial) Speed environment 70km/h + and 30vm shoulder widening 100vm - intersection
Access way	In accordance with bylaw – specifies gradient turning and widths	Design standard based on number of lots and zone, include width drainage, passing, turning, footpaths and lighting	Less than six sites Design width, length turning and passing based on zone	Driveways – min 3 wide and max grade 1:5, 50m+ passing bays and turning Right of ways – as per engineering standard Width, passing turning, gradients and surfacing based on Zone (Res and rural, comm and Ind)	Less than 10 parking spaces or 6 sites (rural) Sealed for full length or first 20m (rural) vehicle access to lowest category road passing bay at boundary Width, length and gradient controls

Road	In accordance with bylaw – road design requirements based on hierarchy and use, include widths, traffic and parking lanes and footpaths. Cycle lane to be provided if identified in a local or regional network	NA	Standards based on hierarchy and zone location, widths, lanes, parking, bicycle and footpath and landscaping	In accordance with engineering standards	Design requirements for: road width, traffic lane, shoulder, parking, cycle lane, footpath, and amenity strip Lighting Cul-de-sac – length pedestrian linkage, no more than one private way, turning head diameter
Parking	In accordance with bylaw Vehicle spaces required based on activity and includes disabled parking, dimensions and design for layout	Design and dimensions for parking areas, include circulation and queuing	Same site Mobility parking Cycle parking Minimum number based on activity In town - formed, sealed, and drained, Commercial areas landscape strip	Car parking at rear Vehicle parking - Minimum number based on activity, location, and dimensions lighting. Max gradient 1:20, all weather surface Disability and Cycle parking- Minimum number based on vehicle parking	Lighting for 10+ spaces Landscaping for 5+ spaces Accessible spaces, queuing and dimensions Cycle parking- Minimum number based on activity, location, dimensions and lighting
Loading	In accordance with bylaw – no on-site spaces required for loading	Courier van - height, width length Specific design for larger vehicles	One loading space for 4 heavy vm/day	For the largest type of vehicle, one per site except Commercial, MUZ and Res	Minimum number based on activity, design for width length and height clearance

				Max gradient 1:20, all weather surface	
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Summary and Conclusions

Consistent trends between the reviewed plans included to allow for:

- Works within road corridors, either by the road controlling authority and/or subject to standards
- New vehicle crossings subject to standards and with some restrictions around state highways and railway corridors. Standards typically relate to sight distances, setbacks, widths, surfacing and gradients and number of accesses based on the type of activity, the speed environment and/or the roading hierarchy.
- Vehicle parking requirements based on activity remains in some plans although these are likely to be removed subject to the NPS-UD. Design requirements for vehicle parking and disability parking are included consistently, and the newer plans also have bicycle parking requirements. Some plans also have street amenity based location and landscaping requirements for car parking areas.
- Electric vehicle charging facilities are specifically allowed for in a couple of the newer plans.
- High trip generating activities, those where daily vehicle movements exceed 200-250, are managed in the newer plans and are subject to Traffic Impact Assessment requirements.
- Access ways and private ways subject to design standards.
- Loading on-site requirements only in some instances.

The PDP has adopted the best practice approach to include the above in the Transport provisions. The draft plan definition of Land Transport Infrastructure has been amended in the PDP to specifically refer to electric vehicle charging infrastructure.

Most Councils have an engineering standards or code of practice for land development and subdivision infrastructure. Some plan provisions make a reference to these for construction and design standards, but these standards are also commonly directly included in the plans. However, within the Southland Region a nationally uncommon approach has been adopted in that Invercargill City Council, the Southland District (and the Gore District) have their engineering standards in a bylaw format. The approach to the bylaws is however not consistent between the districts. For example, ICC make no reference to the bylaw in the transportation rules which appear to primarily relate to on-site activities, whereas SDC include a direct reference within the zone rules that all activities shall comply with provisions of the bylaw. As bylaws and dispensations are managed separately under the Local Government Act, District Plans which are managed under the Resource Management Act typically do not make reference to these, with the implication of the reference potentially meaning a duplication of process. Moreover, if not included in the district plan, not all environmental effects of Transport are managed. The PDP provisions incorporate transport construction and design standards derived from the bylaw to adopt consistent national best practice approach and improved environmental management of transport effects.

5. Scale and Significance

5.1 Scale and Significance Evaluation

Section 32(1)(c) of the RMA requires that this report contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

	Assessment				
	Low	Low-Medium	Medium	Medium-High	High
Degree of change from the Operative Plan				x	
Scale of effects – geographically (local, district wide, regional, national).				x	
Effects on matters of national importance (s6 RMA)		x			
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).			x		
Scale of effects on those with specific interests, e.g., Tangata Whenua		x			
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?		x			
Likelihood of increased costs or restrictions on individuals, communities or businesses.			x		

5.2 Evaluation Summary

The level of detail of analysis in this report is a moderate level of significance given the reach the transport provisions have in influencing the resource management outcomes across the district and beyond. Consideration has been given to the need to build on the existing integrated district-wide planning framework to better support the safe and efficient

operation of the land transport network. This will ensure the Proposed Plan is consistent with national, regional and sub-regional planning instruments and manages potentially adverse effects arising from land use activities and subdivision development.

The degree of change from the Operative District Plan is medium-high as the provisions address a broader range of transport activities and introduce transport standards into the district plan. There is greater policy direction and emphasis on managing high trip generators, providing for active and alternative modes of transport, and achieving a more integrated transport network and better accessibility.

Transport is not a matter of national importance by itself, however any new transport infrastructure or improvements to existing infrastructure would need to be provided for in a way that is consistent with Section 6 of the RMA.

The geographical scale applies to the whole District and beyond given the regional connection of the major transport routes. The wider community are likely to be affected positively by the Proposed District Plan provisions as they are expected to promote better connectivity and transport integration whilst managing effects on the safety, efficiency and effectiveness of the transportation network.

The Proposed District Plan provisions are considered to be in accordance with best practice, and consistent with the approach of other comparable districts. Although consenting information requirements and fees may increase the cost on individuals and organisations, this is balanced with the potential effects on the environment and the community if activities are not appropriately managed. Overall, the increased cost is not considered unreasonable in that context.

6. Consultation

6.1 Overview

The Section 32 – Overview Evaluation Report provides an overview of the consultation undertaken to date in respect of the PDP. The PDP has been prepared in partnership with Hokonui Rūnanga who have reviewed and provided feedback on the transport chapter to ensure consistency with the Mana Whenua Chapter and that cultural values are appropriately integrated throughout the proposed provisions. In response to the feedback a specific policy was included to consider Ngāi Tahu cultural values in the location and design of the transport network, including in the design of the streetscape and artwork.

Engagement with the community on the draft District Plan was undertaken from 10th August 2022 to 30th September 2022. The feedback received and the response is summarised below, and in more detail in Appendix 1.

Feedback Summary

Feedback was received from key stakeholders and government agencies including Waka Kotahi and Kiwirail, local industries and landowners. The feedback received was broadly supportive of the objectives and policies, although one submitter considered that transport design standards are an engineering matter and should continue to be dealt with through Councils Subdivision and Land Development Bylaw rather than the district plan.

Feedback included:

- To review the rule links to standards, including for intensification, and not to refer to areas of designations in the rules;
- To ensure provisions are subject to sensitive location requirements and to protect ecosystems and indigenous biodiversity from potential adverse effects;
- To provide for electric vehicle charging infrastructure;
- To manage reverse sensitivity matters and noise;
- To enable rail commuter services and associated parking; and
- To restrict speeds and the heavy vehicle use of some lower category and shared rural roads.

Feedback relating to the construction and design standards included:

- To remove the restriction on the number of vehicle movements;
- To amend the design requirements to accommodate emergency services;
- To only require pedestrian linkages where appropriate;
- To allow for permeable non-sealed surfaces in the urban area; and
- To review design standards including access gradients, widths, drainage and sight distances and road intersections for consistency with the bylaw.

Response summary

The issues and options relating to having transport standards within the district plan or within the bylaw has previously been workshopped with the Committee. The Committee direction was to convert to managing these matters within the District Plan and with a supporting Engineering Code of Practice or Development Manual. Not having development standards within the district plan is an uncommon approach nationally, and it is anticipated to have improved effectiveness, monitoring and enforcement outcomes through incorporating them into the RMA District Plan provisions. In the transition phase the bylaw needs to be kept active until the proposed plan becomes operative, however within the proposed transport provisions there is no direct reference to the bylaw to avoid process duplication.

Consistent with feedback to review the rule links to standards, and to ensure the provisions are as enabling and effective as possible, an allowance is included in the PDP for establishment and construction of the transport network and land transport infrastructure subject to transport standards. This approach is adopted rather than the draft plan allowance subject to a subdivision consent so that transport effects can be fully assessed at the time of application and for land use and development as well. The reference to activities within areas of designations have been removed in the PDP because it is not necessary and already covered by separate sections of the RMA (which the Requiring Authorities are aware of). The intent of the rule is also captured by the allowance for work within legal road / rail corridor by the controlling authority.

In response to the feedback regarding sensitive locations, indigenous biodiversity and ecosystems, provisions were added to the PDP to manage the effects of the transport network on these values. With the change to the rule to allow for establishment and construction of the transport network and land transport infrastructure it is proposed to

include an exception for sensitive locations, and to add a policy for consideration to be given to the effects on the natural environment values.

In relation to the provision for electric vehicle charging infrastructure, the objectives and policies as drafted are supportive of compatible infrastructure and activities to be undertaken within road, and specifically to encourage lower emissions options and vehicles using renewable energy sources consistent with the feedback. The definition of land transport infrastructure in the draft plan was “any infrastructure, building, equipment or devices that support the movement of people and goods by land”. This definition would cover electric vehicles charging and infrastructure, but to avoid doubt it was amended in the PDP to include a specific reference to ‘Equipment, structures and infrastructure associated with charging of electric vehicles’ as one of the inclusions.

In relation to reverse sensitivity effects resulting from noise a policy was included in the PDP relating to protecting the function of the transport network, with specific reference to reverse sensitivity. Noise effects are managed in the noise chapters and the PDP has adopted a noise control buffer around highways. Noise and acoustic insulation requirements for sensitive activities are also captured within the Noise chapter. Acoustic insulation for residential activities is required in the Town Centre Zone, Local Centre Zone, Mixed Use Zone and Light Industrial Zone. For clarity this approach will be explained in the chapter overview.

The provisions as drafted were supportive of transport choice and other modes of transport but have been amended in the PDP to specifically support public transport, which includes commuter rail, and to elaborate on the community needs for public parking, not just business need.

The district plan provisions do not set speed limits or restrict heavy vehicle use. However, traffic safety is a consideration for all transport activities requiring resource consent. The road or railway controlling authority would also consider traffic safety and restrictions on speed and heavy vehicles in the planning and design of the transport network independently to the planning process.

In relation to the feedback relating to intensification, high trip generating activities and vehicle crossing standards, the standard restriction on the number of vehicle movements was retained. The PDP provisions also apply to intensification of use of a vehicle access, rather than just for new activities so that the access standards is appropriate for the use. Within the rule framework there are two separate provisions relating to vehicle movements, and the standard restriction for vehicle crossings is lower than the rule relating to high trip generating activities. For the high trip generating activities a broader impact assessment of transport effects of the activity may be required, whereas the standard restriction for crossings relates more to the suitability of the access formation standard, location and design. Similar provisions are commonly included in other plans. However, to make the distinction clear that the rule only applies to high trip generating activities the PDP was amended so that the rule has a Restricted Discretionary Activity status.

An access standard relating to firefighting vehicle access has been included in the PDP. Other minor changes consistent with feedback received were also adopted to improve clarity, alignment and consistency of the provisions. The standards in the draft plan were adopted from the bylaw, and where there are inconsistencies within the current bylaw, in particular

between the construction drawing details and the design requirements, these have been rectified in the PDP at the advice of Council's Senior Roadway Operations Officer.

7. Proposed Plan Provisions

7.1 Strategic Direction

The Urban Form and Development chapter of the Proposed District Plan sits in the Strategic Direction part of the Plan and sets out the overarching directions for the sustainable management of growth, land use and development of the Gore District. The strategic objectives with particular relevance to the Transport topic include:

- UFD – O1 The district develops in a cohesive, compact and structured way that:
- Maintains a compact urban form;
 - Minimises adverse impacts on natural, historic heritage, and cultural values;
 - Recognises the relationship of Māori with their culture, traditions, lands, waterbodies, sites, areas and landscapes and other taonga of significance;
 - Provides for social and cultural vitality, productivity and economic growth;
 - Takes into account the short, medium, and long term impacts of climate change and natural hazards, and the associated uncertainty;
 - Utilises existing infrastructure and/or can be efficiently serviced with new infrastructure;
 - Meets the community's short, medium and long-term housing, business and social infrastructure needs;
 - Responds to the underlying relationships Ngāi Tahu hold with the natural environment; and
 - Manages adverse effects between incompatible activities and zones.
- UFD – O7 Urban environments are liveable, connected, accessible, safe and well-designed spaces for the community to live, work and play in, which:
- incorporate natural features, water management and topography into design to minimise environmental effects;
 - recognise the local context, heritage values and character of an area including cultural histories;
 - have connected and efficient transport networks;
 - are adequately serviced by utilising and/or upgrading existing infrastructure or with new infrastructure or additional infrastructure.
- UFD – O9 There is sufficient land for industrial activities in the short, medium, and long term in appropriate locations, including:

- a. along key transport routes to ensure efficient transportation of products and minimisation of heavy vehicles and high traffic volumes on local roads; and/or
- b. areas that are separated from sensitive activities through distance and/or conflict between incompatible activities is minimised.

There are no specific objectives in the Mana Whenua chapter, but the Sites and Areas of Significance to Maori chapter with its holistic approach to resource management consists of overarching objectives and policies. These direct the ways the Gore District Plan recognises and protects the historic and contemporary relationship of Māori with the natural environment, and places where cultural practices are undertaken within the Gore District. The strategic objectives with particular relevance to the transport topic are:

- | | |
|---------|---|
| SASM-O1 | All land, waterbodies, natural features, and marae within Gore District are recognised as sites and areas of cultural significance to mana whenua and/or tangata whenua, and are afforded appropriate considerations in relation to their management, development, and use. |
| SAAM-O3 | Recognise and provide for the mātauranga and kaitiakitanga of mana whenua in decision-making relating impacts on the underlying relationship Ngāi Tahu hold with the natural environment. |

7.2 Objectives and Policies

The proposed objectives, policies, rules, standards and definitions have been drafted to address the resource management issues relating to activities on the surface of water as identified in Section 2.1 of this report. The background assessment of other Council's Plans and the ODP along with the scale and significance of the issues and topic have also informed the PDP provisions.

Objectives

The objectives address the identified issues in that they seek to provide for a well-functioning, integrated, safe and efficient transport network, and protect the function and operation of that network from incompatible nearby development, whilst also managing adverse effects resulting from the network on the surrounding environment. Opportunities for energy efficient options and active transport modes are sought to be enhanced. The objectives also seek to recognise the other functions of road and rail corridors and facilitate co-location of infrastructure and provide sufficient public parking to meet community need.

Policies

The policies address how the transport network should be identified and provided for, the management of surrounding activities, transport activities and other activities within legal road. They set out directions for what activities are considered appropriate and are enabled, or what activities may have adverse effects and need to be managed, or what activities may have significant adverse effects and should be avoided, and the environmental outcomes that need to be achieved. Policies relate to the following:

- The identification of roading street categories, and the management and design of them and nearby activities based on their category.

- The enabling of establishment and maintenance of the transport network and land transport infrastructure.
- The enabling of other compatible activities and functions undertaken within legal road.
- Provision for aviation activities in the Airport Zone, and the management of vegetation and structures with the flight control paths.
- The encouragement of energy efficient and active modes of transport.
- The provision of a safe and accessible transport network for all users.
- The required construction and design standards for land transport infrastructure.
- The management of vehicle access to heavy traffic by-pass routes and high speed and movement roads.
- The management of effects from the transport network on Ngāi Tahu cultural values and the natural environment.
- The preparation of public parking strategies for the commercial centres.

7.3 Rules

The rules permit, subject to standards and conditions:

- The establishment, construction, operation, maintenance and upgrading of the transport network and land transport infrastructure – within legal road or rail corridor by the controlling Authority, or subject to standards but managed within sensitive locations.
- Vehicles access to a formed road – provided the access is not to the higher categories of road including state highways, a heavy vehicle bypass, or within 30m of a level crossing. On-site manoeuvring is provided for and subject to standards.
- Height limits for buildings, other structures and trees within the mapped approach vectors.

The rules manage as a Restricted Discretionary Activity:

- High Trip generation at existing and proposed property accesses.

Standards relate to:

- On-site parking
- On-site loading
- Maximum vehicle movements for a crossing
- Firefighting vehicle access
- Vehicle crossing design and construction
- Sight distances
- Separation of vehicle crossings and setback to intersections
- Structures and vegetation near level crossings
- Private ways, private roads, and other private accesses
- Road design requirements
- Road intersections design

7.4 Definitions

Key definitions which are particularly relevant to the transport chapter include:

- Access
- Active transport
- Heavy vehicle Bypass Route
- Land Transport Infrastructure
- Movement lane
- Private road
- Private way
- Public place
- Road
- Road controlling authority
- Street categories:
 - Interregional Connectors
 - Stopping Places
 - Rural Connectors
 - Peri-urban Roads
 - Rural Roads
 - Transit Corridors
 - Urban Connectors
 - City Hubs
 - Civic Spaces
 - Main Streets
 - Activity Streets
 - Local Streets
- Transport network
- Urban area (in relation to transport)
- Rural area (in relation to transport)
- Vehicle access
- Vehicle crossing
- Vehicle movement
- Vehicle parking area

8. Evaluation of Objectives

This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the Act.

Existing Objectives	Appropriateness to achieve the purpose of the Act
5.3(1) Sustain the potential of the transportation routes to meet the reasonably foreseeable needs of future generations. 5.3(2) Maintain the sustainability of the land transportation routes and the Gore Aerodrome and the Mandeville Airfield. 5.3(3) Protect where practical the quality of the adjoining environment and amenity values from the adverse effects of the use of land transport routes.	Objective (1) uses similar wording to RMA Section 5(2)(a), and Objective (3) uses similar wording to RMA Sections 7 (c) and (f). In this respect they are broadly consistent with the purpose of the Act, and together these objectives provide some guidance to decision makers around the management of Transportation in the district. However, the objectives appear to primarily focus on maintaining and sustaining existing routes rather than the provision of new infrastructure, and do not specifically address energy efficient transport options and the role of renewable energy sources in Transportation, which are also matters that need to be regarded. Moreover, the objectives simply repeat the Act and do not offer specific clarity and direction relating to the Resource Management Issues and are not considered to fully achieve the purpose of the Act. Relevance The objectives address Transportation as a resource management issue and are therefore relevant, however the objectives provide little guidance on the management of the effects from or on the transport network. Moreover the objectives do not give effect to the SRPS in that they do not address or provide for all transport modes such as public transport, walking and cycling, or promote the use of energy efficient transport modes and technologies. They do not fully consider public health and environmental values, and they also do not promote the efficient use of infrastructure, such as legal road, for compatible activities such as service provision. The objectives also have not given effect to the NPS-UD and a well planned urban environment with active or public transport active modes of transport. Usefulness: The objectives provide some high level guidance for decision making, but lack in detail and direction, and are likely of limited usefulness to decision makers or applicants. Reasonableness: The objectives will not result in unjustifiably high costs on the community, although the lack of clarity and direction in the objectives may increase costs and uncertainty in a situation where there is dispute over the outcome of a non-compliance. Achievability: The provisions seek outcomes within the scope of Council's responsibilities and can be realistically achieved through regulations at a district level, however they may not be consistent with identified tangata whenua and community outcomes.

Proposed Objectives	Appropriateness to achieve the purpose of the Act
TRANS-O1. A transport network is provided that is safe, effective and efficient in moving people and commodities within, to, through and from the Gore District. TRANS-O2. The function and operation of the transport network is not compromised by land use activities and subdivision development. TRANS-O3. Adverse effects from the construction, maintenance, upgrade and use of the transport network are managed. TRANS-O4. The planning and development of transport networks integrates with, and connects, current and future land uses. TRANS-O5. Opportunities for energy efficient transport options and socially inclusive transport choices that are safe and accessible for all users are enhanced, including public transport, and modes of transport that are non-motorised or which utilise renewable energy sources.	The objectives are considered the most appropriate way to achieve the purpose of the Act because they promote the sustainable management of natural and physical resources by: • Enabling people and communities to provide for their social, economic, and cultural well-being and for their health and safety by providing a safe and efficient public transport network which is socially inclusive, accessible and provides for multiple transport options and choice. • Providing for an environmentally sustainable integrated transport network that will meet the needs of future generations within a well-functioning urban environment and protecting the function and operation of significant transport routes from incompatible activities. This includes recognising the function of our streets and legal roads also serves other purposes both as public spaces and for other infrastructure service provision. • Protecting natural environmental values, such as water quality from road run off and limiting the location of the transport network and effects within sensitive environments. • Managing the potential adverse effects on the surrounding environment from the transport network and transport activities, this includes high trip generating activities and the requirements for the design and location of the transport network. Relevance The objectives specifically address the identified resource management issues relating to transport, and assists Council to undertake its functions under s31 to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district, and gives effect to higher order documents, including the National Planning Standards, the NPS-UD, and the SRPS. Usefulness:

TRANS-O6.	Infrastructure and other compatible activities that benefit the community are located, where practicable, within road and rail corridors.	The objectives provide guidance and direction for decision making and meet best practice for objectives by providing clear direction on what the intended outcome is and describe the end state of what the transport network is seeking to provide for.
TRANS-O7.	Sufficient public parking is provided within the Gore Town Centre Zone and Maitava Local Centre Zone to meet the social, economic, and cultural needs of the community, businesses and other activities located there.	Reasonableness: The objectives are unlikely to result in an unjustifiable cost on the community as they provide for the transport network and activities. Although there may be some cost associated with consenting and managing transport effects, this is not considered unreasonable as it provides certainty for the community that transport effects are dealt with appropriately. Achievability: The objectives are consistent with identified tangata whenua and community outcomes and can realistically be achieved within the Council's powers, skills and resources. The establishment, construction, operation, maintenance and upgrading of the transport network and land transport infrastructure is enabled while potential adverse effects are managed.

Summary The proposed objectives will achieve the purpose of the RMA as they recognise the social and economic contribution that the transportation network makes to the District, and they clearly support the operation, function and development of the network. The objectives also seek to achieve integrated transport planning which will provide for a well-functioning urban environment with active or public transport active modes of transport consistent with the NPS-UD, and promote the use of energy efficient transport modes and technologies the efficient use of infrastructure, such as legal road, for compatible activities such as service provision consistent with the SRPS.		
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9. Evaluation of Options to Achieve the Objectives

9.1 Evaluation

Section 32(1)(b) requires an evaluation of whether the provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s). For the purpose of this evaluation, the Council has considered the following potential options:

- Option A - The proposed provisions
- Option B - The ‘status quo’ provisions.

Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified.

Based on the scale and significance of the proposed changes, specifically the degree of change from the ODP, level of policy risk and scale of effects, it is considered that quantifying costs and benefits is unnecessary. Therefore, exact quantification of the benefits and costs identified in this report was not considered necessary, beneficial or practicable. Rather, the table below generally identifies where there may be additional cost(s) and benefit(s).

Option A – Proposed Provisions
The proposed provisions that would give effect to the objectives include: Policies relate to the following: • The identification of roading street categories, and the management and design of them and nearby activities based on their category. • The enabling of establishment and maintenance of the transport network and land transport infrastructure. • The enabling of other compatible activities and functions undertaken within legal road. • Provision for aviation activities in the Airport Zone, and the management of vegetation and structures with the flight control paths. • The encouragement of energy efficient and active modes of transport. • The provision of a safe and accessible transport network for all users. • The required construction and design standards for land transport infrastructure. • The management of vehicle access to heavy traffic by-pass routes and high speed and movement roads. • The management of effects from the transport network on Ngāi Tahu cultural values and the natural environment. • The preparation of public parking strategies for the commercial centres. The rules permit: • The establishment, construction, operation, maintenance and upgrading of the transport network and land transport infrastructure – within legal road or rail corridor by the controlling authority, or subject to standards. • Vehicles access to a formed road subject to standards and on-site manoeuvring being provided for. The rules manage: • Vehicle access to the higher categories of road including state highways, a heavy vehicle bypass, or within 30m of a level crossing. • High Trip generation at existing and proposed property accesses. • Establishment and operation of the transport network and land transport infrastructure in sensitive locations, such as significant natural areas, outstanding landscapes and features, notable trees and historic heritage sites. • Heights of buildings, other structures and trees within the mapped airport approach vectors.

Standards relate to: • On-site parking • On-site loading • Maximum vehicle movements for a crossing • Firefighting vehicle access • Vehicle crossing design and construction • Sight distances • Separation of vehicle crossings and setback to intersections • Structures and vegetation near level crossings • Private ways, private roads, and other private accesses • Road design requirements • Road intersections		
Benefits		Costs
Environmental	The proposed policies and methods more actively promote the integration of land use activities and subdivision development with land transport corridors and infrastructure which improves efficiency, and accommodates new technologies, both of which have environmental benefits and future proofs the system. Improved integration and provision of transport options and choice is anticipated to have positive environmental effects, including lower emission options. Consideration of the effects on and location of the transport network in relation to sensitive environments provides improved environmental protection. The function of the transport network is identified and managed based on the type of movement, location and use (ONF) which is a more holistic approach rather than the current movement only function road hierarchy system. The provisions accurately reflect the full range of potential adverse effects, and provides Council with greater control, proper assessment and effective management of the adverse effects of transport.	Environmental cost is not anticipated.
Economic	Resource consent applications are limited to those activities that may have an adverse effect, and a range of low risk transport activities are enabled without the need for resource consent. Clear plan direction will decrease uncertainty and potentially consenting costs. Construction and design standards in the plan will streamline processes so that bylaw dispensation are not required as well as resource consents. A well- functioning and efficient transport system has economic benefit to the District, and alternative modes of transport as a viable option is also more affordable for individuals.	There will likely be an increased cost related to obtaining resource consent, compliance and monitoring and reduced flexibility for some activities, such as high trip generation, however this cost is not considered unreasonable.
Social	A single chapter that contains all objectives, policies, rules and effects standards relating to Transport will reduce Plan complexity for users. The provisions seek to provide for a more socially inclusive and accessible transport system, rather than one being focused on private motor vehicles, and active modes of transport are encouraged that promote health and well-being. Other activities that benefit the community are provided for within legal road, and the design of the transport network considers the safety and amenity of all users.	The community is unfamiliar with the new approach to managing transport.
Cultural	Consideration of mana whenua cultural values are woven through the provisions, and a specific policy relating to cultural values and identity in relation to the location and design	Cultural cost is not anticipated.

	of the transport network and land transport infrastructure is included. The iwi management plan also highlights to provide for sustainable energy and transport systems.	
Efficiency		
The proposed provisions are considered to be the most efficient means of achieving the objective as together they will: • Provide clear guidance and direction for applicants and decision makers towards the outcomes that are sought to be achieved and matters of assessment. • Facilitate a range of low risk transport activities subject to compliance with effects standards, but require management of potentially high impact activities, new land transport infrastructure in sensitive environments and those not meeting construction and design standards. • Bring the design standards into the district plan from the Land Development and Subdivision Bylaw to improve monitoring and compliance. • Be consistent with the National Planning Standards. • Future proof the transport network. • Provide for efficient infrastructure provision by allowing for co-location in legal road.		
Effectiveness		
The proposed provisions are considered to be the most effective means of achieving the objective as together they will: • Give effect to higher order documents including National and Regional Policy Statements, address issues highlighted in the Iwi Management Plan, national guidance documents, and the relevant strategic objectives of the proposed Gore District Plan. • The provisions enable the Council to fulfil its statutory obligations, including Section 31 of the RMA and give effect to the relevant Part 2 Matters, including: - o recognising sensitive environments specified in Section 6 matters so that new transport infrastructure or improvements to existing infrastructure can be provided for in a way that is consistent with Section 6 of the RMA; and - o having particular regard to Section 7 matters such as kaitiakitanga and the ethics of stewardship, the efficient use and development of natural and physical resources, the efficiency of the end use of energy, the maintenance and enhancement of amenity values and of the quality of the environment, the effects of climate change the benefits to be derived from the use and development of renewable energy. • Facilitate integrated transport networks and land transport infrastructure that support the economic and social wellbeing of the community and ensure that adverse effects are managed appropriately by requiring compliance with applicable standards and assessment of potential effects as part of resource consent process where the development standards are not met. • Enable the Council to effectively administer its District Plan and to monitor the outcomes of the proposed provisions in a clear and consistent manner.		
Risk of acting or not acting		
The risk of adopting the provisions is considered low, and the approach is also broadly consistent with other third generation plans throughout New Zealand. Not acting on this approach may mean that the current implementation issues with the Operative Plan approach continue and incrementally may result in loss of amenity values and quality of the environment. Overall, it is considered that there is sufficient information to act, and that risks of not acting are outweighed by the benefits of acting.		
Overall Evaluation		
The proposed provisions are considered the preferred option as the environmental, economic, social and cultural benefits outweigh the cost. They are considered efficient and effective in achieving the objective and the risk of adopting them is low.		

Option B – Status Quo
The operative plan provisions that would give effect to the objectives include: 5.4 Policies (1) Control the adverse effects of land use activities on transportation networks. (2) Control, where practical, the adverse effects of land transportation networks and their use on the adjoining environment and amenity values. (3) Protect the integrity of the through-route function of state highways. Transportation Routes rules manage: • Light spill and glare.

• Sight lines at intersections. • Shading of the road (Rural Zone). • Height restriction in aircraft approach vectors. • Residential activity setback from state highways (50m). Vehicle access rules manage: • Access to state highway. • Access to Pedestrian Frontages. • Reverse manoeuvring in the Gore commercial area. Car parking rules manage: • On-site car parking provision outside the Gore and Mataura Urban Environment. • On-site parking requirements relating to being on the same site as the activity, manoeuvring and identification. Parking areas for more than five spaces have requirements for landscaping, screening, surfacing, manoeuvring space and stormwater management. Vehicle loading rules manage: • On-site loading provisions. • On-site loading requirements relating to design for service vehicle and manoeuvring. Some transport design requirements are managed outside the district plan through the Land Development and Subdivision Bylaw		
Benefits		Costs
Environmental	The operative plan has been partially effective, and some transport effects are managed. Many of the existing provisions are proposed to be retained, however gaps have been identified through the plan review process and need to be addressed.	The transport effects on the environment are not fully managed including: • High trip generating activities • Design and construction standards • Natural environment effects are not considered • Health and safety of people • Lower emission options and renewable technologies are not provided for • Active modes of transport are not considered • Integrated infrastructure provisions and other function of legal roads are not considered Fails to address resource management issues, give effect to higher order documents and fully meet the objectives. Does not provide guidance for the future development of the transport network.
Economic	A large degree of flexibility for activities, development and subdivision, and there is also limited cost to individuals associated with obtaining resource consent.	Transport related rules in multiple locations increases complexity for plan users. Having transport standards in the district plan and within the bylaw means that there is potential for duplication of other processes, and potential cost implications. There may be a long term economic cost to a low regulatory framework, in that there could be an associated cost to upgrade land transport infrastructure or manage the effects in future.
Social	Plan users and landowners are familiar with current provisions, resulting in reduced costs in understanding and complying with the transport sections of the plan.	The provisions do not fully manage the effects of transport activities, focus solely on vehicle transport, and the lack of focus on providing a safe and accessible transport network for all users, and the lack of social inclusion may come at a social cost.
Cultural	There are not considered to be any cultural benefits.	The provisions do not consider the effects on Ngai Tahu cultural values.
Efficiency and Effectiveness		

The operative Transport provision provide some direction and guidance and have been partially effective in managing Transport Activities. The operative provisions rely on the monitoring and enforcement of the Subdivision and Land Development Bylaw separate to the RMA process, and feedback indicates that this has not always been consistently achieved leading to potentially poor outcomes. The separate process also means that the effects on the environment are not fully considered, and the duplication of process is not considered efficient. The operative plan is out of date and has not given effect to higher order documents as required and fails to consider active modes and energy efficient modes of transport and technologies and the other function of road corridors in efficient and effective infrastructure provision, and Council is therefore not fulfilling its statutory obligations under the RMA. The operative plan provision also make reference to deleted diagrams making the rule framework ineffective and the very broad matters of discretion make the activity status Discretionary in practice, which is not efficient or effective and requires remedying. For the above reasons the status quo is therefore not considered an efficient or effective way of managing transport, however where the exiting provisions have been effective and operate efficiently these are intended to be retained.
Risk of acting or not acting
The effects of transport activities are generally understood. There is also sufficient knowledge of transport activities undertaken within the district, and understanding of the effects of those activities to enable identification of the relevant resource management issues and the appropriate resource management responses to those issues. The effects of the transport network can impact negatively on the health and safety of the community and the natural environment, and the ineffectiveness of the current planning framework limits Councils ability to manage certain effects. The risk of not acting also includes that Council may not be carrying out its duty/requirements under the RMA.
Overall Evaluation
The status quo provisions are not considered to fully achieve the purpose of the Act, come at a potential long term environmental, cultural and social cost, and are not a fully efficient or effective way to manage transport activities. The provisions do not clearly address the issues which have been identified, and therefore maintaining the status quo is not considered an appropriate way to provide for or manage the effects of transport.

9.2 Summary of Preferred Options

Summary The above table demonstrates that Option A Proposed Provisions are considered the most appropriate way to achieve the objectives and therefore the preferred option. The preferred approach allows for the effective and efficient management of the transport network and transport activities, as well as the efficient provision of infrastructure. The effects on the transport network and the effects of the network are both managed and low risk and low impact transport activities are enabled subject to technical design standards. Socially inclusive, active modes of transport and lower emission options are encouraged that benefit the community as a whole. High trip generators, direct vehicle accesses onto a state highway or railway level crossing require a Restricted Discretionary Activity to allow a case by case assessment of the proposal. The proposed approach to the provisions for transport is intended to create a revised chapter with technical standards based on best practice.

Appendix 1. Feedback Summary

Person / Organisation	Feedback summary	Response
National Public Health Service – Southern	• Recommends including a reference to noise in the overview.	A reference to noise is included in the overview in relation the effect from transport activities, and another reference to noise has been included in relation to managing reverse sensitivity matter.
David B Harrington	• Supports growth but recommends speed limit reduction in growth areas.	Speed limits are set in accordance with the roading bylaw, the feedback was forwarded to Council's Senior Roading Operations Officer.
Ministry of Education	• Supports the objective for a transport network that meet the needs of all users.	Adopted, but with amended wording to refer to what is meant by 'all' users (young, old, impaired or with disabilities) that may have special transport needs.
Mataura Valley Milk	• Considers the standard relating to number of vehicle movements obsolete.	There is on rule that relates to high trip generating activities (more than 250vm/day), and a standard relating to vehicle movements (60vm/day). For the high trip generating activities a broader assessment of effects and suitability may be required whereas the standard relates more to the suitability of the access formation standard, location and design. Similar provisions are commonly included in other plans. To ensure that the differentiation is clearer in the rule framework and avoid confusion the rule has been amended to be a RDIS for 250+vm rather than permitted for -250vm and RDIS for non-compliance, in practice this is just a technical amendment as the outcome is the same.
KiwiRail	• Supports the objectives and policies for the protection of the rail network and associated activities. • Recommends including a policy relating to reverse sensitivity effects. • Supports the enabling provisions to construct and maintain the transport network and land transport infrastructure. • Supports the access restriction near level crossings. • Supports the intent of the rule relating to protecting sightlines at level crossing, but recommends amending the wording.	A policy relating to protecting the function of the transport network has been included, with specific reference to reverse sensitivity. Noise and acoustic insulation requirements for sensitive activities are within the Noise chapter. The wording of the standard regarding sightlines has been amended in line with feedback and the diagrams included, however a rule has not been added as suggested. This is because it is considered that maintaining visibility is a requirement for maintaining, upgrading or constructing the transport network and land infrastructure under R1 and therefore more appropriate as a standard. The supported provisions are recommended to be adopted.
Waka Kotahi	• Supports the objectives and the intent of all policies but recommends to include a reference to the proximity of intersections and other crossings in relation to the appropriate location of crossings. • Opposes the reference to designations in the rules. • Supports requiring resource consent for creating a new access to a state highway. • Recommends reconsidering intensification rule as access upgrades may be required. • Recommends reviewing the rule links to standards for consistency.	Policies referring to construction standards have been amended to refer to separation and intersections explicitly rather than just appropriate location and sight distances for the type of road and speed environment. The policy relating to high trip generating activities has been amended to refer to 'appropriate for the capacity' rather than 'compatible with the transport network'. Within the rule framework: R1 has been amended to refer to compliance with transport standards rather than subject to a subdivision consent so that transport effects can be fully assessed and for land use and development as well. The reference to activities within areas of designations have been removed because it is not necessary and already covered by separate sections of the RMA (which the requiring authorities are aware of), and the intent of the rule is captured by the allowance for work within legal road/ rail corridor by the controlling authority. R2 has been amended to refer to new access or increased use of an existing access, and compliance with standards is required under this rule, which includes the standard relating to vehicle movements as upgrading may be necessary. For high

		trip generating activities upgrading of the access is a matter of discretion to be assessed and considered as part of an application.
Fire and Emergency NZ	- Highlights the importance of that emergency access is provided for, including to an adequate water supply in case of fire. - Recommends to amend the construction standards to be in accordance with FENZ design guide, including minimum access widths, surface and gradients. - Supports rule relating to the creation of new vehicle access.	A standard relating to firefighting vehicle access is proposed to be included and has been reviewed by Councils Senior Roding Operations Officer. The standard requires emergency vehicle access where the access terminates over 135m from a hydrant (primarily applies in the rural area) or where the access is over 30m long (in the urban area).
Farlight Williams	- Seeks enabling provisions of rail commuter services. - Recommends providing for larger parking building or areas to support commuter rail.	The provision as drafted were supportive of transport choice and other modes of transport but have been amended to specifically support public transport, which includes commuter rail, and to elaborate on the community needs for public parking, not just business need.
Clark Fortune McDonald & Associates	- Recommends reconsidering the sealing requirements in the urban area so that it only applies to parking areas for more than 5 cars. - Does not consider it necessary to specify construction details in the district plan as it is in the Subdivision and Land Development Bylaw 2019, concerned about creating duplication and red tape. Road and access standards should be an engineering matter, not planning. - Recommends reviewing the design standards for consistency with the bylaw and construction drawings including: - gradients for vehicle crossings - reference to construction drawings - drainage minimum dimensions - surfacing for access on to unsealed roads - residential access standard widths - sight distances - Supports provisions regarding shared access standards. - Recommends reconsidering the sealing requirement for residential accesses and allowing for permeable surfaces where appropriate. - Recommends only requiring pedestrian linkages at the end of cul-de-sacs where appropriate. - Recommends allowing for a road intersection angle down to 70 degrees.	The approach to having engineering standards within a bylaw is only applied nationally within the Southland region. The Council committee direction has been to move towards a Code of Practice approach, with improved monitoring and enforcement outcomes through the RMA District Plan provisions. In the transition phase the bylaw needs to be kept active until the proposed plan becomes operative, however within the proposed transport provisions there is no direct reference to the bylaw to avoid process duplication. There are inconsistencies within the bylaw and the construction drawings which has been highlighted, and these will be reviewed by Councils Senior Roding Operations Officer who has advised that: - The minimum crossing width should be 3m. - Surfacing in the urban area should generally be sealed, but can be considered on a case by case basis through a resource consent process. - Access gradients should be as per the Waka Kotahi guide (1:20 within 6m of a pedestrian path). - Kerb profiles in R03 are correct, and slot crossing construction drawings need to be added (omitted from the 2019 bylaw). - Minimum 200mm drainage, but designed for catchment. Rules and standards have been amended accordingly. The access standard specifies that rural crossings are to be surfaced to the standard of the road surface from the edge of the carriageway to the property boundary. It is not recommended to include sight distances based on the posted speed limit as well as operating speed limit. Although this may be a justification for a reduction through a resource consent process it is unclear who would decide the operating speed of a road, and it is not consistent with best practice approach by other Districts. The wording has been amended in relation to surfacing of urban access ways to detail options consistent with the bylaw. The bylaw requires an accessway from cul-de-sacs and no change to this is recommended. Road intersection design is required at 90 degrees, however the bylaw does allow for 70 degrees when justified by constraints. No change to the permitted standard of 90 degree is proposed but a matter of discretion has been added relating to a 70 degree, and the design can be considered through a resource consent process.

Robina Johnston	• Recommends restricting the heavy vehicle use of some lower category rural roads as the design does not allow for safe passing and shared use. • Recommends reducing speeds for heavy vehicles, provide for alternative routes and appropriate signage. • Recommends reducing railway speed.	The district plan provisions does not set speed limits, or restrict heavy vehicle use. Traffic safety is a consideration for all transport activities requiring resource consent, and the road or railway controlling authority would also consider traffic safety and restrictions on speed and heavy vehicles in the planning and design of the transport network independently to the planning process. The feedback has been forwarded to Councils Senior Roading Operations Officer.
Royal Forest and Bird Protection Society of New Zealand	• Recommends including an objective relating to the management of adverse construction and maintenance effects of essential transport activities. • Recommends that the Transport provisions should be subject to the Ecosystems and Indigenous Biodiversity or Natural Features and Landscapes chapters. • Recognition needs to be given to the potential for adverse effects and provide for protection and maintenance of ecosystems and indigenous biodiversity.	An objective has been added relating to the effects of the transport network, and a policy to manage the effects of the transport network on the natural environment, landscapes, ecosystems and indigenous biodiversity. Within the rule framework the establishment, operation and maintenance and upgrading of the transport network and associated infrastructure can be permitted within legal road or an established road corridor, or if in accordance with the standards with an exception for sensitive locations (HH, Tree, ONF/ONL or SNA). If within a sensitive location the activity is a Discretionary Activity and consideration of the policy and objectives will be given.
Feedback Summary		
Feedback was received from key stakeholders and government agencies, including Waka Kotahi and Kiwirail, local industries and landowners. The feedback received was broadly supportive in particular of the objectives and policies, although one submitter considers that transport design standards are an engineering matter and should continue to be dealt with through Councils Subdivision and Land Development Bylaw rather than the district plan. Feedback included: • To review the rule links to standards, including for intensification, and not to refer to areas of designations in the rules; • To ensure provisions are subject to sensitive location requirements and to protect ecosystems and indigenous biodiversity from potential adverse effects; • To provide for electric vehicle charging infrastructure; • To manage reverse sensitivity matters and noise; • To enable rail commuter services and associated parking; and • To restrict speeds and the heavy vehicle use of use of some lower category and shared rural roads. Feedback relating to the construction and design standards included: • To remove the restriction on the number of vehicle movements; • To amend the design requirements to accommodate emergency services; • To only require pedestrian linkages where appropriate; • To allow for permeable non-sealed surfaces in the urban area; and • To review design standards including access gradients, widths, drainage and sight distances and road intersections for consistency with the bylaw.		
Response summary		
The issues and options relating to having transport standards within the district plan or within the bylaw has previously been workshopped with the Committee. The Committee direction was to convert to managing these matters within the District Plan and with a supporting Engineering Code of Practice or Development Manual. To not have development standards within the district plan is an uncommon approach nationally, and it is anticipated to have improved effectiveness, monitoring and enforcement outcomes through the RMA District Plan provisions. In the transition phase the bylaw needs to be kept active until the proposed plan becomes operative, however within the proposed Transport provisions there is no direct reference to the bylaw to avoid process duplication. Consistent with feedback to review the rule links to standards, and to ensure the provisions are as enabling and effective as possible, it is recommended to include an allowance for establishment and construction of the transport network and land transport infrastructure subject to transport standards. This approach is recommended so that transport effects can be fully assessed at the time of application and for land use and development as well as subdivision. The reference to activities within areas of designations have been removed because it is not necessary and already covered by separate sections of the RMA (which the Requiring Authorities are aware of), and the intent of the rule is captured by the allowance for work within legal road/ rail corridor by the controlling authority.		

In response to the feedback regarding sensitive locations, indigenous biodiversity and ecosystems, it is recommended to add provisions to manage the effects of the transport network on these values. With the above recommended change to the rule to allow for establishment and construction of the transport network and land transport infrastructure it is proposed to include an exception for sensitive locations, and to add a policy for consideration to be given to the effects on the natural environment values.

In relation to the provision for electric vehicle charging infrastructure, the objectives and policies as drafted are supportive of compatible infrastructure and activities to be undertaken within road, and specifically to encourage lower emissions options and vehicles using renewable energy sources consistent with the feedback. The definition of land transport infrastructure is “any infrastructure, building, equipment or devices that support the movement of people and goods by land”. This definition would cover electric vehicles charging and infrastructure, but to avoid doubt it is recommended to include a specific reference to ‘Equipment, structures and infrastructure associated with charging of electric vehicles’ as one of the inclusions.

In relation to reverse sensitivity effects resulting from noise it is recommended to include a policy relating to protecting the function of the transport network, with specific reference to reverse sensitivity. It is not recommended to manage reverse sensitivity relating to state highways with a buffer similar to the railway corridor, as the reverse sensitivity effects would likely be different depending on the place and function of the road in the specific location. This approach is consistent with the thinking behind NZTA’s One Network Framework. The setback of residential activities to roads is managed in the zone rules, with a greater setback to state highways included in the GRUZ chapter, and noise and acoustic insulation requirements for sensitive activities are captured within the Noise chapter. Acoustic insulation for residential activities is required in the Town Centre Zone, Local Centre Zone, Mixed Use Zone and Light Industrial Zone. For clarity this approach will be explained in the chapter overview.

The provisions as drafted were supportive of transport choice and other modes of transport but have been amended to specifically support public transport, which includes commuter rail, and to elaborate on the community needs for public parking, not just business need.

The district plan provisions do not set speed limits, or restrict heavy vehicle use. However, traffic safety is a consideration for all transport activities requiring resource consent. The road or railway controlling authority would also consider traffic safety and restrictions on speed and heavy vehicles in the planning and design of the transport network independently to the planning process.

In relation to the feedback relating to intensification, high trip generating activities and vehicle crossing standards, it is recommended to retain the standard restriction on the number of vehicle movements. It is also recommended to include consideration of intensification of use of a vehicle access within the rule framework, rather than just for new activities so that the access standard is appropriate for the use. Within the rule framework there are two separate provisions relating to vehicle movements, and the standard restriction for vehicle crossings is lower than the rule relating to high trip generating activities. For the high trip generating activities a broader impact assessment of transport effects of the activity may be required, whereas the standard restriction for crossings relates more to the suitability of the access formation standard, location and design. Similar provisions are commonly included in other plans. However, to make the distinction clear that the rule only applies to high trip generating activities it is recommended that the rule has a Restricted Discretionary Activity status as a starting point.

A standard relating to firefighting vehicle access is recommended to be included. It is also recommended to adopt other minor changes consistent with feedback received to improve clarity, alignment and consistency of the provisions, and to review the transport standards together with the bylaw and best practice to ensure these are consistent. Where there are inconsistencies within the current bylaw, in particular between the construction drawing details and the design requirements, these will be discussed with the Councils Senior Roadway Operations Officer so they can be rectified or clarified as appropriate.