

# PROPOSED INVERCARGILL CITY DISTRICT PLAN

**Decision No. 20** 

Transport

# **Hearings Committee**

Councillor Darren Ludlow (Chair)
Councillor Neil Boniface
Councillor Graham Sycamore
Keith Hovell

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# **INDEX**

Introduction		1
The Hearing		1
Section	n 42A Report	1
Prelim	inary Procedural Issues	2
Submit	tters Attending the Hearing	3
Materi	ial Tabled at the Hearing	4
Furthe	er Evidence Received	6
Reconv	vened Hearing	6
Matters Requi	ring Particular Consideration	9
Rail Cr	ossings	9
Section 32 Ma	tters	10
Requir	rements	10
Assess	ment	10
Appendix 1	Decisions on Submissions	15
	General	15
	Infograms	18
	Issues, Objectives and Policies	18
	General	18
	2.17 Transportation	18
	Introduction	20
	2.17.1 Issues	21
	2.17.2 Objectives	22
	2.17.3 Policies	23
	2.17.4 Methods of Implementation	31
	2.22 Business 1 Zone	33
	2.23 Business 2 Zone	33
	2.24 Business 3 Zone	34
	2.25 Business 4 Zone	35
	2.26 Business 5 Zone	36
	2.29 and 2.30 Industrial 1 and 1A Zones	36
	2.31 Industrial 2 Zone	36
	2.32 Industrial 3 Zone	38
	2.33 Industrial 4 Zone	38
	2.34 Otatara Zone	39

	2.36 and 2.38 Residential 1 and 2 Zone	40
	2.39 Residential 3 Zone	40
	2.40 Rural 1 Zone	41
	2.41 Rural 2 Zone	41
	2.42 Seaport Zone	41
	2.43 Smelter Zone	42
	2.14 Subdivision	42
	Rules	43
	New Rule	43
	3.20 Transportation	44
	3.18 Subdivision	51
	Zone Specific Rules	52
	<u>Definitions</u>	53
	Appendix VIII – Transport Standards	53
Appendix 2	Amended District Plan Provisions	57

# INTRODUCTION

We have been appointed by the Invercargill City Council to consider and issue decisions on the submissions lodged to the Proposed Invercargill City District Plan. In this Decision we consider the submissions lodged in relation to Transport.

The Resource Management Act 1991 sets out various matters that impact on our considerations and deliberations. The key provisions are Sections 5 - 8, 32, 75 and 76 of the Act, and the Second Part of the First Schedule to the Act. The Section 42A Report prepared for the Committee considered these matters in detail and we have had regard to them. Where the statutory provisions are of particular significance we have referred to them within this Decision.

In this Decision, the following meanings apply:

"The Council" means the Invercargill City Council.

"FS" means Further Submission.

"Further Submitter" means a person or organisation supporting or opposing a submission to the Proposed Plan.

"Hearings Committee" or "the Committee" means the District Plan Hearings Committee established by the Council under the Local Government Act.

"HWRG" means H W Richardson Group Limited.

"IAL" means Invercargill Airport Limited.

"McDonalds" means McDonald's Restaurants (NZ) Ltd.

"Operative Plan" or "Operative District Plan" means the Invercargill City District Plan 2005.

"Proposed Plan" or "Proposed District Plan" means the Proposed Invercargill City District Plan 2013.

"Provisions" collectively describes Objectives, Policies and Rules.

"RMA" means the Resource Management Act 1991.

"South Port" means South Port New Zealand Limited.

"Submitter" means a person or body lodging a submission to the Proposed Plan.

At the commencement of the hearings, Crs Boniface and Ludlow declared an interest as Directors of PowerNet Limited, Cr Sycamore declared an interest as a Director of Invercargill City Holdings Limited and Commissioner Hovell declared a conflict of interest in relation to submissions lodged by Cunningham Properties Limited. The Councillors and Commissioner took no part in deliberations in relation to the submissions of the submitters referred to.

# THE HEARING

The hearing to consider the submissions lodged to the matters set out in this decision was held in the Council Chambers of the Invercargill City Council on 10 November 2014.

# **Section 42A Report**

The Hearings Committee received a report from Joanna Shirley, Policy Planner at the Invercargill City Council. In her report, Mrs Shirley recommended a number of changes to the provisions of the Proposed Plan including a new issue on the impacts of incompatible urban and rural development on the transportation network, a new policy specifically recognising the importance of the regionally significant transportation networks, and new rules on rights of way and private ways, queuing spaces for drive-through restaurants, setbacks for garages fronting the street, and access over railway level crossings. She also recommended the deletion of Infogam 3, which set out the required visibility splays for

garages fronting the street, describing the infogram and associated rule as somewhat problematic and difficult to implement.

The report by Mrs Shirley also recommended removing the Roading Hierarchy (Infogram 2) from the District Plan, suggesting it was better located in the Council's Roading Asset Management Plan. She advised this was in response to a number of roading classification projects that are currently under way at both a national and regional level, which will mean that the roading hierarchy will need to be updated more regularly. She added that this will not change the way the District Plan uses the roading hierarchy but will simply provide for a more up to date and accurate document.

Mrs Shirley in her oral presentation to the Committee stated that the key contentious issue to be considered at the hearing related to accesses near and sightlines at railway crossings. She referred to submission 79.34 from KiwiRail requesting new vehicle accesses be located a minimum of 30 metres from a railway level crossing. Mrs Shirley, having regard to the Council's Development Bylaw, did not consider such a rule in the District Plan was justified. She did however recommend an addition to the matters to be considered in assessing subdivision consents.

Mrs Shirley then referred to submission 79.35 from KiwiRail that requested a new rule requiring all existing and new vehicle accesses and roads that cross the rail network via a level crossing to be in accordance with the safety sight triangles provided with their submission, and that discretionary activity status be given to all buildings and structures within the sight triangles.

Mrs Shirley advised that two separate protection triangles were sought. One of these would apply to 5 metres either side of the railway line for a distance along the track dependent upon the type of control in place. However, she noted that the railway corridor in Invercargill is generally wider than 10 metres and therefore concluded that including rules for these areas was unnecessary.

Mrs Shirley stated the other triangle is for level crossings and appears to include an area measuring 30 metres from the outside railway line and 320 metres along the railway track. She described that in urban areas this will impact on entire properties, and while she accepted it is important to minimise the risk of conflict between the road and rail users she considered the level for protection sought excessive. Mrs Shirley considered more discussion was needed with KiwiRail on this issue before a decision can be made.

# **Preliminary Procedural Issue**

By way of letter dated 31 October 2014 from Kirsty O'Sullivan of Mitchell Partnerships, South Port requested that a late further submission be accepted in relation to submission 79.35 by KiwiRail, for the reason that the summary of submissions did not set out clearly the extent of changes being sought by KiwiRail nor the properties affected. Ms O'Sullivan advised that the true effect of the submission was only understood on receipt of the Section 42A Report.

In a letter received at the hearing on behalf of the Oil Companies, Karen Blair of Burton Consultants referred to submission 79.35 by KiwiRail and advised that the Oil Companies agreed with South Port that this submission had not been correctly summarised and an additional opportunity should be given for lodging further submissions.

The Committee assessed the request and concluded that there had not been any procedural error in the preparation of the summary of submissions, and renotification of submission 79.35 was not required. It noted however that Rebecca Beals, at paragraph 27 of her statement of evidence dated 7 November 2014, stated that KiwiRail had no objection to the

Council accepting the late further submission. On that basis the Committee agreed that it was appropriate to accept the further submission from South Port, and resolved accordingly.

# **Submitters Attending the Hearing**

# NZ Transport Agency

Tony MacColl, a Senior Planning Advisor with NZTA provided a written statement of evidence to the Committee in which he stated that NZTA supported inclusion of the roading hierarchy in the District Plan and was neutral on the issue of whether it was removed from the Plan, noting that under Section 104(1)(c) the Council could have regard to documents other than the District Plan. He expressed caution however, as it was his experience that less weight was given to other documents, particularly where they had been modified without any public consultation taking place.

Mr MacColl also advised that NZTA generally supported the recommendations to the submissions it lodged to the objectives and policies. It would however prefer that the recommended change to Policy 3 be reworded to state "To have particular regard to the Council's Roading Hierarchy ...".

With regard to the recommendation to reject submission 53.82, which sought to add an assessment matter to Rule 3.20.12 as to whether the written approval of NZTA had been obtained, Mr MacColl considered the addition is required to ensure that consultation is undertaken with NZTA. He did not agree that a note at the end of the rule would provide the desired outcome.

In reply to questions from the Committee, Mr MacColl accepted that there may be merit in rewording Policy 1 to refer to "safe, efficient and effective operation". He also highlighted that while it was a discretionary activity to create a new access onto the State Highway, NZTA wanted to be a party early in the planning process to ensure that any access approved by the Council was located in a safe location. He added that NZTA would prefer to have a rule that was permissive if the authorisation under the Government Roading Powers Act 1989 was given, or more restrictive if it was not, but as a minimum an assessment matter had been sought. He also accepted as worthwhile, requiring as part of a resource consent, details of consultation undertaken with NZTA and the outcome of that consultation. Mrs Shirley preferred the latter approach, noting that it was consistent with the approach adopted in the Heritage section of the Plan.

# Invercargill Airport Ltd

John Kyle of Mitchell Partnerships Ltd appeared at the hearing together with Ms Chloe Surridge, General Manager of IAL. Mr Kyle provided written submissions in which he advised that IAL generally accepted the recommended changes to the transportation section of the Proposed Plan. However, he opposed the rejection of the change sought by IAL to Objective 1(E) which sought reference to "the management of significant adverse effects", stating:

As drafted the requirement to minimise public health and environmental effects requires actual or potential adverse effects to be reduced and does not provide for other legitimate (in terms of section 5 of the RMA) methods. The Oxford English Dictionary defines the word "minimise" which means to reduce (something) to the smallest possible amount or degree. Whereas to "manage" means to control or manipulate (something).

# South Port NZ Ltd

John Kyle of Mitchell Partnerships Ltd appeared at the hearing together with Mr Hayden Mikkelsen, South Port's Infrastructure and Environmental Health and Safety Manager. Mr Kyle provided written submissions in which he advised that South Port generally

accepted the recommended changes to the transportation section of the Proposed Plan. However, for the same reasons set out above in relation to the IAL submission, he opposed the rejection of the change sought to Objective 1(E) which sought reference to "the management of significant adverse effects".

Mr Kyle referred to Policy 9, noting that South Port submitted that in some cases the avoidance, rather than the integration, of certain land use activities is required in order to adequately protect transportation networks. He agreed with South Port that the policy is not clear and rewording as sought in the submission is required.

With regard to the submission by KiwiRail seeking controls at rail crossings, Mr Kyle agreed with the conclusions in the Section 42A Report that the submission was not clear and any controls could significantly impact on South Port's operations. He noted the Seaport Zone is located "at the end of the line" where train speeds are slow, and as such the generic approach being promoted by KiwiRail is not appropriate in that area.

# Material Tabled at the Hearing

### KiwiRail Holdings Ltd

Rebecca Beals, Senior RMA Adviser for KiwiRail provided a written statement of evidence to the Committee advising that with the exception of submission points 79.24 (setbacks), 79.35 (level crossing sightlines rule) and 79.38 (level crossing sightlines standard) all other recommendations, including those rejecting KiwiRail submissions, were accepted.

Ms Beals stated that, although infrequent accidents occur at level crossings, frequently these are fatal. For safety reasons therefore, she considers that the sightlines included in the NZTA Traffic Control Devices Manual - Part 9 Level Crossings, should be adopted for all rail crossings regardless of the frequency of use of any crossing. She described how the Manual calculates sightlines via a complex engineering formula taking into account the angle of the road/rail intersection, the speed of vehicles on the road, and the speed of the train. As a consequence, she considered that different restrictions would apply to different crossings. She also advised:

To accurately calculate the sightline dimensions, KiwiRail can supply to the Council the train speed information for each of the level crossings. The Council is assumed to have the road speed data and therefore the formula can be completed.

Ms Beals referred to the diagrams superimposed on aerial photos in the Section 42A Report stating these were misleading as they assumed maximum train and vehicle speeds which would not be the case in many instances. She also stated that KiwiRail does not wish to be involved in every application for consent given limited resources and therefore rules are required in the District Plan. She provided examples of what had been adopted in other District Plans.

Ms Beals accepted that it is not always practical to control the erection of fences, screening of storage areas and trees, and as a consequence rejection of controls applying to these was accepted. However, she considered buildings needed to be set back from boundaries near rail lines so that maintenance of the buildings can be undertaken without the need to enter the rail corridor. She provided examples of where Councils had adopted such a rule, and while some of these referred to a 25 metre set back from the rail corridor boundary, a 10 metre restriction was acceptable to KiwiRail.

Finally, Ms Beals expressed the view that the restrictions sought by KiwiRail were consistent with Part 2 of the RMA, the Proposed Regional Policy Statement 2012 and the Operative Regional Policy Statement 1997.

The Committee accepted the offer of Ms Beals to discuss the KiwiRail submissions by telephone. A conference call between Ms Beal, the Committee, Mrs Shirley and Mrs Devery was held on 11 November 2014 to discuss various aspects of the written evidence as noted above. Ms Beals advised that the provisions from the Hamilton City District Plan showed how the Council had applied the formula and that existing buildings would have existing use rights.

#### The Oil Companies

In a letter received on behalf of the Oil Companies, Karen Blair of Burton Consultants referred to submission 79.35 by KiwiRail. She advised that the Oil Companies agreed with South Port that this submission had not been correctly summarised and an additional opportunity should be given for lodging further submissions. She added that the Oil Companies were not aware of the extensive impact of the rule sought and that a procedural error had been made.

# **Environment Southland**

Gavin Gilder, Resource Planner at Environment Southland advised the Committee by email that the recommendations in relation to the submissions lodged by Environment Southland were accepted.

# NZ Fire Service

Alex Strawbridge, a Planner at Beca Ltd, advised by letter that the Fire Service supported the recommendations that their submissions be accepted. It was requested however that the following be added to the fire safety provisions to the Residential 2 Zone, for consistency:

3.36.27(B) So that fire appliances have unimpeded vehicular access, including a minimum width of 4 metres for an accessway, from the property boundary to the connection point.....

# **Bunnings Ltd**

Kay Panther-Knight, Associate at Barker and Associates, advised by letter on behalf of Bunnings Ltd that the multitude of products sold at Bunnings stores meant it was not practical to apply the parking requirement rules in the Proposed Plan, and that a better approach would be to list Building Improvement Centres as a separate activity in the plan with the following parking requirement:

Building Improvement Centre: One car park per 50 m² internal warehouse space or part thereof plus one staff car park per 100m² per warehouse space or part thereof. Plus one car park per 100 m² outdoor display space (covered or uncovered) or part thereof.

## McDonald's Restaurants (NZ) Ltd

Matt Norwell, Director at Barker and Associates, by letter on behalf of McDonalds, requested that the Proposed Plan make provision for "drive-through restaurants" with appropriate provisions being required for parking in the transportation section of the Plan. While less preferred, Mr Norwell advised that McDonalds would accept the recommendation in the Section 42A Report to apply car parking provisions for "bars, cafes, restaurants and taverns" and "take-away food activity".

#### H W Richardson Group

Joanna Dowd, of Mitchell Partnerships Ltd, advised by letter on behalf of HWRG, that the submission to Objective 1 seeking the addition of the word "significant" should be accepted,

noting that as worded, referring to "minimising adverse effects" requires a reduction regardless of scale. With regard to Policy 9 she considered that the integration of planning of land uses and transport infrastructure should be undertaken "where appropriate".

With regard to the further submission of HWRG to submission 79.24 by Kiwi Rail requesting setbacks and buffers along the rail corridor, HWRG supported the recommendation to reject the submission, noting that controls on the location of trees, shrubs and fences were difficult to enforce and monitor. She also considered that the provisions sought should be fully assessed having regard to the matters set out in Section 32 of the RMA.

#### **Further Evidence Received**

The Committee invited Mr Kyle to respond in writing to the additional material submitted by KiwiRail to the hearing. In a Supplementary Statement of Evidence dated 25 November 2014, Mr Kyle stated that South Port was still unable to assess the effect of what KiwiRail sought. In particular, it was not clear whether the proposed restrictions apply to all roads (public and private) and accesses, and arising from that, whether it applied to the Island Harbour area where public access is restricted and stringent safety procedures apply to activities undertaken there. In his view an additional level of control is not warranted. Mr Kyle also noted that as worded any change to an existing building within the triangular area of control would require consent regardless of whether there was any impact on the railway sight lines.

# **Reconvened Hearing**

On 2 March 2015 the hearing was reconvened at the request of the Committee to consider the additional material and advice received from KiwiRail. In summary, Ms Beals had provided the Committee with the relevant extracts from the NZTA Traffic Control Devices Manual and details of the train speeds at various road level crossings, but not in relation to private access crossings over rail lines. Ms Beals also advised that any new accesses across railway land that are granted are dealt with by way of a Grant of Right under the Railways Act, and conditions can be imposed on these. She also noted that not all of the land at the Island Harbour is owned by South Port. Large areas shown on a map provided are owned and designated by KiwiRail.

# Further Section 42A Report

The Committee received a further Section 42A Report from Mrs Shirley in which she provided information held by the Council on the approach speed of vehicles at the rail crossings referred to by KiwiRail. She also assessed the table referred to in page 10 of Ms Beals' evidence, noting it was an extract from the Hamilton City Council's District Plan and sets out the minimum sight distances at railway level crossings with those distances having been calculated using the formula provided in the New Zealand Transport Agency (NZTA) Traffic Control Devices Manual 2008. At the request of the Committee she sought advice from the Council's legal advisor, Michael Morris, on the validity of including a similar table in the Proposed District Plan. She summarised that advice as follows:

Mr Morris comments that the NZTA formula used to work out sightlines distances is highly technical and will not be easily understood by the general public. Despite this, he believes it is a valid approach to ensure public safety and the efficient use of resources, pointing out that the Plan already contains technical information in the appendices on matters such as airport approach lines and transport requirements. However, while this approach could be adopted by the Committee, Mr Morris further comments that the implementation of such a rule would result in wider implications for all of the community. He believes that there is a risk that affected parties have not been provided with sufficient information to allow them to make an informed decision

on whether to make a submission or not, and have not had a chance to fully appreciate the impact that the rule may have on them.

Mrs Shirley went on to advise the Committee that in her opinion the table used by the Hamilton District Council is not user friendly and it would be difficult for the public and Council staff to easily understand how or when the rule applies. She considered the inclusion of a rule that cannot be easily applied inefficient and will result in mistakes and confusion.

Mrs Shirley then referred to the submission lodged by KiwiRail which stated "the rule contains fixed parameters to enable easy application of the standard". She advised that Mr Morris was of the view that the submission places limits on the relief sought and, as the submission is clearly seeking "fixed parameters" to enable easy application of the rule, it would be beyond the scope of the relief sought to go from fixed parameters to a scale of moveable measures.

The Committee considered it important to note what Mrs Shirley then discussed in her report, and this is set out in full, as follows:

Submission point 79.38 requests that Appendix 1, as set out in KiwRail's submission, is included in Appendix VIII Transport Standards of the Proposed District Plan. Appendix 1 sets out two sight triangles, Figure 1 and Figure 2. Figure 1 is an Approach Triangle which applies to level crossings with Stop or Give Way signs. This is a fixed triangle encompassing an area 30m x 320m in size. Figure 2 is a Re-Start Triangle which applies to all level crossings and encompasses an area 5m x an unspecified distance, determined by the type of control in place.

In my Section 42A Report I interpreted submission points 79.35 and 79.38 to read that KiwiRail were requesting that sightline triangles be applied to all railway level crossings and that no buildings, structures or plantings were to be located within these identified areas. In looking at the original submission again, I see that I have misinterpreted the relief sought by KiwiRail.

What I believe is actually being requested is that all existing and new accesses and roads that cross the rail network via a level crossing, must be in accordance with the sightline triangles provided in Appendix 1 of the submission. The road or accessway is the trigger for this rule, not the building or structure. To put it simply, if a new road or accessway is proposed over a railway level crossing then it can only be done as a permitted activity if there are no buildings, structures or plantings located within the approach or re-start triangles. If there is, then it is a discretionary activity.

While within their submission KiwiRail raises the need to avoid the poor location of structures, vegetation and signage within the sightline triangles, their relief sought does not reflect this discussion. There is no specific request from KiwiRail to include a rule which will restrict buildings or structures being constructed within the Approach Sight Triangles and Re-Start Sight Triangles. This was a misinterpretation on my part which I believe has been further confused by KiwiRail's tabled evidence. If KiwiRail now want a rule included in the Proposed District Plan, similar to those set out in Appendix 1 of their tabled evidence, then they will need to apply for a Plan Change. Alternatively, if the Hearings Committee considers that the issue subsequently raised is of a sufficient concern, then it may decide that a variation is required to the Plan in order to address this matter.

Appendix 1 sets out my new recommendation on submission point 79.35. I am recommending that the submission point is rejected in part.

Finally, Mrs Shirley advised the Committee that her recommendation to submission point 79.34 is outside of the relief sought by the submission. She now considered that this submission should be rejected.

# Further Evidence of KiwiRail

Ms Beals forwarded to the hearing a further statement of evidence expressing the view that in relation to submission 79.35 from KiwiRail, this submission point had not been misinterpreted in the earlier Section 42A Report. She stated that new level crossings are considered on their merits by KiwiRail, however they are not generally supported, and KiwiRail would oppose making crossings of rail lines a permitted activity. She added that KiwiRail is seeking that level crossings, new and existing, are protected from intrusions into the sight lines, and the diagrams in the Appendix attached to the submission are about maintaining sightlines, avoiding intrusions such as fences, overhanging trees and buildings. As these activities can be undertaken outside of the rail corridor controls in District Plans are required, recognising such rules cannot impact on existing use rights.

Ms Beals accepted that the wording sought in the submission was not perfect but considered on the basis of Environment Court decisions that the Council had flexibility in the changes it makes to the Proposed Plan.

With regard to the recommendation that submission 79.34 now be rejected, Ms Beals expressed the view that some confusion had arisen, as submission 79.35 is about sight distance at level crossings while Submission 79:34 refers to safety for vehicle access users in proximity to level crossings. She does not consider the note in relation to requiring KiwiRail approval for new level crossings will provide sufficient setback of vehicles accesses from level crossings. She considered the same principle should apply as to the separation of road intersections.

# Further Comment from Mrs Shirley

Mrs Shirley in response to questions from the Committee, advised that having regard to the evidence of KiwiRail she accepted that the scope of the submission is not limited to matters included in the relief sought. Arising from that she agreed that the submission referred to controlling tall vegetation and structures on private land in the vicinity of rail crossings, and as a consequence, there was scope to consider that matter, as set out in her initial Section 42A Report.

Mrs Shirley did not support use of the formula because of its complex nature, and given that vehicle and train speeds change from time to time so would the resultant triangular restriction area. She also stated that in her view adoption of a formula would require a Variation to the Plan, both because of issues associated with the scope of the submission and the lack of clarity enabling affected persons to identify the implications of the submission. She favoured a standard approach with the same areal extent applying in all cases, but as KiwiRail had advised this was misleading, identifying the worst case scenario, she held reservations as to whether any restrictions should apply at all.

Mrs Shirley also opposed any rules applying to vegetation, partly because of difficulty in administering and enforcing such controls, and partly because KiwiRail has legislation enabling it to trim vegetation that is affecting safety along the rail line.

In considering the wording of any rule adopted, Mrs Shirley considered that it should apply where any new building or other structure within the triangular area obstructed visibility along the rail lines and that non-compliance be treated as a discretionary activity.

# MATTERS REQUIRING PARTICULAR CONSIDERATION

# **Rail Crossings**

Issues associated with the safety or crossings at rail lines has been difficult to progress, arising primarily from the lack of meaningful and clear information supplied by KiwiRail. The Committee and Council staff requested additional clarification from KiwiRail on a number of occasions, and while this was eventually provided it has caused frustration to ourselves and other submitters. The Committee was grateful however to KiwiRail agreeing to the Council accepting a late further submission from SouthPort in relation to this issue. The input from SouthPort assisted the Committee in identifying the circumstances under which provisions should be included in the District Plan.

The Committee accepted that it is appropriate to provide protection at rail crossings for both road users and the trains themselves. However, it considered there was a difference between public roads where traffic volumes are not controlled and "dirt crossings" or driveways on farms where traffic is limited and users are generally familiar with the crossing, and indeed the time trains pass certain points.

However, the Committee rejected the formula proposed by KiwiRail as it includes a number of variables that cannot reasonably or conveniently be determined, and as a consequence it was not a practical approach. The Committee noted that KiwiRail did not wish to participate in every resource consent that impacted on rail lines, yet concluded that their involvement would be necessary if the formula approach was adopted.

Equally, the Committee rejected the notion of applying controls within developed urban areas as such controls would have little impact when existing use rights are taken into account. Having regard to Section 32 matters, the Committee considered that controls within already developed areas were not an effective or efficient means of providing for vehicle safety at crossings. In the event that a crossing was considered unsafe or dangerous, then there are other mechanisms available, for example, by providing Stop or Give Way signs, or in extreme cases installing flashing lights and/or barrier arms. The Committee also agreed with Mrs Shirley that vegetation adjacent to railway land should not be subject to District Plan rules for the reasons she outlined.

In order to provide certainty to plan users, and facilitate administration of the Plan, the Committee concluded that any areas subject to control should be shown spatially as part of the District Plan. The Committee therefore requested the Council staff to provide KiwiRail with data it held on vehicle speeds approaching the twelve crossings referred to in their presentations to the Committee, and requested KiwiRail to undertake the necessary calculations to determine the extent of the protection areas. The Committee assessed the resultant protection areas noting that in four instances the protection areas on both side of the rail line did not extend outside of either the railway land or the adjoining legal roads, and on one side in another case. Two were within the built up urban area. One other applied to a private crossing, and as noted above, the Committee considered it unnecessary to apply protection areas in that case. As a consequence, the Committee resolved that sightline protection areas should apply to the following crossings:

- Lake Street, Bluff Branch, 4.46 km Both sides of the rail line
- Station Road, Bluff Branch Line, 5.17km On western side of rail line only
- Kekeno Place, Bluff Branch, 9.32 km Both sides of the rail line
- Wards Crossing, Bluff Branch, 9.61 km Both sides of the rail line
- Foreshore Road, Bluff Branch, 27.27 km Both sides of the rail line

The Committee gave consideration to imposing an explicit setback of buildings from boundaries adjacent to rail lines but rejected the approach. The District Plan rules already control building setback where appropriate and that is considered sufficient. It is seen as a private issue between a property owner and any adjoining owner if people wish to enter the adjoining property to undertake maintenance work on their building. Given the route of rail tracks in the city this is not considered a problem, nor was any evidence submitted to suggest that it was.

# **SECTION 32 MATTERS**

# Requirements

The Committee was advised by Mrs Shirley that Section 32 of the RMA establishes the framework for assessing objectives, policies and rules proposed in a Plan, and that a Report was released at the time of notification of the Proposed Plan in compliance with those provisions. The Committee was also advised that Section 32AA of the RMA requires a further evaluation to be released with decisions outlining the costs and benefits of any amendments made after the Proposed Plan was notified, with the detail of the assessment corresponding with to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the changes made to the Proposed Plan.

As the Committee understands its obligations, it is required to:

- (i) Assess any changes made to objectives to determine whether they are the most appropriate way to achieve the purpose of the RMA.
- (ii) Examine any changes made to the policies and rules to determine whether they are the most appropriate way to achieve the objectives of the Proposed Plan. This includes:
  - Identifying the costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions (including effects on employment and economic growth)
  - Identifying other reasonably practicable options for achieving the objectives;
     and
  - Assessing the efficiency and effectiveness of the provisions in achieving the objectives.

The Committee however, is not required to assess in accordance with Section 32 of the RMA any changes to the issues and or explanatory text of provisions.

## **Assessment**

Mrs Shirley in her Section 42A Report undertook a further evaluation of the changes recommended in her report, advising that many of these were within the scope of the original assessment undertaken or appropriate having regard to the Section 32 criteria. For those decisions that reflect the recommendations made by Mrs Shirley in her Section 42A Report, the Committee agrees with that approach and adopts it.

This decision makes a number of amendments to Objectives and Rules that differ from the recommendations in Mrs Shirley's Section 42A Report. These amendments are as follows:

A minor amendment to the wording of 2.17.2 Objective 1(E).

- Identification of the Railway Crossing Safety Zones on the District Planning Maps and the introduction of a new rule controlling the erection of buildings and structures over 1.2m in height within these zones.
- Introduction of a rule controlling the establishment of new crossings at railway lines.

# Objective 1(E)

The wording of this Objective is amended slightly from that recommended in Mrs Shirley's Section 42A Report, in that a qualification is added to sub clause (E) which now only requires actual adverse public health and environment effects to be minimised where it is practical to do so. The Committee does not consider that the overall intent of the objective, being to ensure that development of transport infrastructure happens in a planned and integrated manner which, amongst other matters, minimises adverse effects on public health and the environment, has changed from what was originally notified. However, the parameters by which those effects must be minimised has changed, recognising that it may not always be practical to reduce adverse effects associated with transportation activities in every case. This change will provide greater certainty and efficiency for developers and infrastructure providers by ensuring that, where practical, it is the actual adverse effects a development generates that are managed, rather than all potential effects, including those that may not ever materialise. This better provides for the social and economic wellbeing of the community, and the Objective is considered the most appropriate way of achieving the purpose of the RMA.

Section 32 states that Evaluation Reports need to 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. It is considered that the amendments to this Objective are of a minor nature and do not require further evaluation of their economic, social, cultural, environmental and employment impacts for the following Reasons.

- 1. The Objective still seeks to minimise the adverse environmental and public health effects of transport infrastructure and land use development as much as possible.
- 2. The amendments simply recognise that in reality there may be genuine constraints to doing so.

# Railway Crossings Rules

Decision 20/59 introduces the concept of Railway Crossing Safety Zones into the District Plan through a new rule and additions to the District Planning Maps. The purpose of the changes is to ensure safe visibility is retained at rail crossings for the protection of both road users and the trains themselves. The rule framework adopted will mean that the height of any buildings or structures erected within the identified safety zones, including any extensions to existing dwellings, will be restricted to a maximum height of 1.2m.

The same Decision also introduces a new rule requiring the construction of any new crossings at railway lines that are intended to be used by vehicles to be managed as a discretionary activity.

These amendments are considered to be of a moderate scale and significance for the following reasons.

1. They will introduce additional controls on how land can be used on a small amount of privately owned land. There will be approximately 17 different properties affected by the introduction of the Safety Zones, under ownership of 12 different owners. This includes two sections owned by the Invercargill City Council.

- 2. The actual amount of privately owned land contained within the safety zones is comparatively small relative to the overall size of the properties on which they are located.
- 3. The construction of crossings at railway lines is only likely to be a very occasional activity that also requires separate permissions from KiwiRail under other legislation.

As stated above, the RMA requires an assessment of the Objectives to determine whether they are the most appropriate way to promote the sustainable management of natural and physical resources. The Objective for the Transportation section of the Plan, as amended by this decision, is that the development of transport infrastructure and land use takes place in an integrated and planned manner which produces various benefits, including the protection of the function, safety, efficiency and effectiveness of the transport network.

The safety and viability of transportation infrastructure is important for the Invercargill community. This Objective enables people and the community to provide for their social and economic well-being by enabling the safe and efficient functioning of a transportation network that supports land use and development in the District.

The efficient use and development of natural and physical resources is a matter identified in Section 7 of the RMA which particular regard should be given to. The amended Objective is therefore addressing a valid resource management matter in that it seeks to manage a physical resource within the Invercargill City District.

In preparing this evaluation report, the Council is required to examine whether the amended provisions are the most appropriate way to achieve the objectives, by identifying other reasonably practicable options for achieving the objectives.

Five alternatives have been identified for consideration:

- Option A No District Plan controls on rail crossings.
- Option B Adopt the formula from the NZTA Traffic Control Devices Manual 2008 for calculating minimum sight distances and protection areas for each rail crossing, and introduce rules controlling the use of land within these protection areas.
- Option C Show rail safety zones for all rail crossings on the District Planning Maps and introduce rules controlling the use of land within these protection areas.
- Option D Show rail safety zones on the District Planning Maps for only those rail crossings where the resultant protection areas are outside of either railway land or adjoining legal roads; that do not include private crossings; and that are outside of already developed areas. Introduce rules controlling the use of land within these protection areas.
- Option E Introduce a rule requiring resource consent for the construction of any new vehicle crossings at railway lines.

Section 32(1)(b)(ii) of the RMA requires an assessment of the "efficiency and effectiveness" of provisions in achieving the Objectives of the Proposed District Plan, in a level of detail that corresponds to the scale and significance of the anticipated effects.

The Committee accepts that it is appropriate to provide protection at rail crossings for both road users and the trains themselves. Option A is therefore not considered an effective option.

The Committee considers that the formula proposed by KiwiRail includes a number of variables that cannot reasonably or conveniently be determined. As a consequence, Option B is not considered the most effective or efficient approach.

The Committee also considers that applying controls within developed urban areas would have little impact when existing use rights are taken into account, and therefore Option C is not an efficient means of providing for vehicle safety at crossings. It is also not efficient to apply regulatory controls to private crossings (e.g. driveways or farm accesses) where traffic is limited and users are generally familiar with the crossing, and indeed the time trains pass certain points.

The Committee concluded that showing on the District Planning Maps any areas where the introduction of regulatory controls to manage the safety of rail crossings was justified would provide certainty to plan users and facilitate administration of the Plan. In that regard, Option D, in conjunction with Option E, is considered the most effective and efficient means of giving effect to the Objectives of the Plan. This option is also likely to limit the costs of regulation to a relatively small number of private land owners in comparison to Options B and C. Given the relatively small amount of land contained within the identified protection areas compared to the overall size of the properties on which they are located, the cost to private landowners is not likely to be significant.

Objective 1(E) of the Transport section of the Plan seeks to ensure that the development of transport infrastructure and land use occurs in an integrated and planned manner that protects the function, safety, efficiency and effectiveness of the transport network. The Committee accepts that it is appropriate to provide protection at rail crossings, where it is practical to do so, for both road users and the trains themselves. The risk of not providing such protection is that the Council could be seen to be failing to meet the Objectives of the District Plan by not ensuring public safety and the efficient use of resources.

The main risk of adopting Options D and E is that potential future development on private land within the identified protection areas, or that involves the construction of new rail crossings, may be hampered by the requirement to obtain resource consent. Previously, under both the Operative District Plan and the notified version of the Proposed District Plan, there was no such control on the use of this land, or on the construction of new railway crossings. The need to obtain resource consent to erect structures in excess of 1.2m in height would create additional costs for the owners and developers of the affected land. However, as discussed above, the risk of the land within the protection areas being developed to a level that will be detrimental to the safety and efficiency of the transportation network is considered low. Similarly, the need to obtain resource consent for new railway crossings is only likely to be an occasional occurrence, and is an activity that already requires applicants to go through a similar process, albeit under separate legislation.

Dated at Invercargill this 11<sup>th</sup> day of October 2016

Councillor Darren Ludlow (Chair)

Councillor Neil Boniface

Councillor Graham Sycamore

Keith Hovell

# **APPENDIX 1 – Decisions on Submissions**

SUBMISSION	DECISION
GENERAL	
<ul> <li>45.1 NZ Automobile Association The submitter strongly supports the following approaches outlined in the District Plan: <ul> <li>The preparation of a strategic transportation network plan for Invercargill, integrated with that for ES, SDC and other stakeholders.</li> <li>Specify development standards which protect existing infrastructure and provide for safe, efficient and effective transportation networks.</li> </ul> </li> <li>77.51 Te Runaka o Waihopai and Te Runaka o Awarua <ul> <li>The submitter supports the approach to encourage heavy transport away from noise sensitive areas and the approach to protect public and environmental health and potential negative impacts</li> </ul> </li> <li>117.23 Southern District Health Board</li> </ul>	Decision 20/1 These submissions are noted  Amendments to District Plan None required.  Reasons 1. The submitters support the provisions and seek no change to them. 2. It should be noted however that Decision 20/4 removes the Roading Hierarchy from the District Plan as it is included in the Roading Asset Management Plan. This will not alter how the Roading Hierarchy is used.
The submitter specifically supports the approach to include the roading hierarchy and associated policies, to encourage heavy transport along arterial routes and away from noise sensitive areas, and provide guidance for noise sensitive land uses as to where the busier routes are. Retain	
The submitter believes that more cycle lanes are needed, along with education for car owners about sharing the road, and more bike stands in public places. The submitter also considers promoting the use of buses and more frequent services are essential with more and smaller buses desirable around the suburbs.	Decision 20/2 This submission is noted  Amendments to District Plan None required.  Reasons 1. The content of this submission is largely outside of this District Plan process. The Council has strategies and plans in place such as the Southland Regional Public Transport Plan and the Invercargill Walking and Cycling Strategy which are relevant.  2. Policies are provided within the District Plan which promotes multimodes of transport such as pedestrian, cycle, mobility scooter, motor vehicle and public transport.

# SUBMISSION DECISION

# 65.102 ICC Environmental and Planning Services

The submitter considers that reference to minimum widths of right of ways should be included within the Plan, rather than in the Council Bylaw as they refer to standards on private land.

<u>Decision Sought</u>: Include a table detailing the minimum widths and dimensions of private rights of way.

#### Decision 20/3

This submission is accepted.

# **Amendments to District Plan**

- (i) Amend Appendix VIII to include standards for the design and construction of private ways and right of ways, as set out in Appendix 2 to this Decision.
- (ii) Include a new assessment matter under the Rule 3.18.4 as follows:

Rule 3.18.4(x): Whether the access is adequate to service the activities enabled by the subdivision, including compliance with Table 1 in Section 3 of Appendix VIII – Transport Standards.

#### Reason

It is agreed that standards referring to works on private land should be included in the District Plan rather than the Council's Code of Practice for Land Development and Infrastructure Bylaw.

# 69.2 ICC Roading Manager

The submitter considers that the roading hierarchy referenced in the District Plan is very high level and unenforceable through the District Plan and can only be used for guidance. The submitter also notes that a national road classification project is currently underway.

<u>Decision Sought</u>: That the hierarchy is noted, but the intentions of the provisions should be revisited and other policies and bylaws should be used to achieve the outcomes required.

**FS28.20 NZ Transport Agency** support Submission 69.2 noting that a national roading classification project is underway and considers that reference to this pending classification should be noted. They consider that a further plan change could be required in the future, to give effect to this new classification.

**71.48 NZAS Ltd** submitter supports the roading hierarchy showing identifying Tiwai Rd as a minor arterial road. Retain identification of Tiwai Road as a minor arterial road

#### Decision 20/4

- Submission 71.48 NZAS Ltd is noted.
- 2. Submission 69.2 ICC Roading Manager is accepted.

#### Amendments to District Plan

- 1. Remove the Roading Hierarchy from the District Plan
- 2. Amend the third paragraph of the Introduction as follows:

The roading hierarchy, as illustrated on infogram 2which forms part of the Council's Roading Asset Management Plan, encourages heavy transport and the associated noise effects away from noise-sensitive areas of the District.

3. Amend Policy 3 as follows:

Policy 3 Roading Hierarchy: To adopt a hierarchy for the roading network based on frequency of vehicle movements. To have regard to the Council's Roading Hierarchy when considering subdivision, use and development of land.

Explanation: Infogram 2 delineates the Council's roading hierarchy. The Council's Roading Hierarchy is part of the Roading Asset Management Plan and can be found on the Council's website. The frequency and nature of vehicle movements along a road determines how that road must be managed and how adjacent land uses activities can use the road. The roading hierarchy also encourages heavy transport

SUBMISSION	DECISION
	and the associated noise effects away from noise-sensitive areas of the District.  4. Amend Method 4 as follows:  Method 4 Including Identification of the roading hierarchy of the District in the Plan in the Council's Roading Asset Management Plan.  Reason  The Roading Hierarchy is an evolving document that is the subject to roading classification projects outside the District Plan. Removing it from the District Plan will provide for a more up-to-date and accurate document.
69.3 ICC Roading Manager  The submitter considers that the Safer Journeys 2020 initiative is important in the new design philosophy for all modes of transport and how all areas need to contribute to a safe road environment. This is not recognised in the Plan.  Decision Sought: That the Plan recognises the importance of the Safer Journeys 2020 road safety initiative, particularly through any consideration which involves interactions with the road corridor  FS28.21 NZ Transport Agency support Submission 69.3 and agrees that the Safer Journeys 2020 Road Safety Strategy, particularly the initiatives regarding safer roads and roadsides, should be embedded into the objectives, policies and methods of the proposed District Plan.	<ul> <li>Decision 20/5 This submission is accepted.</li> <li>Amendments to District Plan Amend Rule 3.18.4(J) as follows: Potential effects on the safety and efficiency of the transportation network of land uses</li> <li>Reasons <ol> <li>The RMA requires the Council in preparing a District Plan and determining resource consents to have regard to any strategies prepared under other Acts.</li> </ol> </li> <li>While the District Plan provisions have given appropriate regard to the Safer Journeys Strategy, a minor generic change is made to Subdivision Rule 3.18.4(j) to better reflect the initiatives of the Safer Journeys Strategy. As the Strategy changes over time reference to a particular document or year is not required.</li> </ul>
79.28 KiwiRail Holdings Ltd  The submitter considers that the protection of significant transport networks should be included as a matter of discretion for all discretionary activities in the Plan. Include an additional assessment criterion for all discretionary activities:  Whether the design, including location, and methods and construction techniques proposed are likely to avoid or mitigate reverse sensitivity effects on the strategic road and rail network.  Assessment criteria for vibration:  The Council will consider a proposal for a restricted discretionary activity against the criteria below:  (a) The size, nature and location of the building on the site.	Decision 20/6 This submission is rejected.  Amendments to District Plan None required.  Reason It is not necessary to include assessment matters sought by the submitter for all discretionary activities. The effects on the transportation network, including reverse sensitivity effects, are already included as assessment matters in the sections of the Plan where it is considered necessary.

SUBMISSION	DECISION	
<ul> <li>(b) Special topographical, building features or ground conditions which will mitigate vibration impacts.</li> <li>(c) Any characteristics of the proposed use which make compliance with the standard unnecessary.</li> </ul>		
INFOGRAMS		
71.47 NZAS Ltd Support Infogram 1 in part. The submitter would like the Tiwai Wharf shown on	Decision 20/7 This submission is accepted.	
this map. Amend Infogram 1 to include Tiwai Wharf.	Amendments to District Plan Amend Infogram 1 to show the Tiwai wharf.	
	Reason While the wharf is located in the coastal marine area and is a matter subject to control in the Regional Coastal Plan, cross-boundary issues arise in terms of the use of adjoining land and it is appropriate to recognise the wharf in the District Plan.	
SECTION TWO – ISSUES, OBJECTIVES AND POLICIES		
General		
53.3 NZ Transport Agency The submitter is unclear of the intent of the method that appears throughout the Plan in the zone specific sections, which appears to promote that the NZ Transport Agency will be considered an affected party for all transport issues	Decision 20/8 This submission is rejected. Amendments to District Plan	

Transport Agency will be considered an affected party for all transport issues. The submitter supports that the Plan recognises that the Transport Agency has a significant role in managing the transport network within the District.

Decision Sought: Retain this method in those sections of the plan that it has been included in, but with the amended wording below:

Actively seek engagement with the NZ Transport Agency in managing the transport issues within the City.

None required.

#### Reason

The submission is not clear, but seems to be referring to the methods within the zone specific sections on recognising sectorial responses. The intention of these methods is not to promote NZTA as an affected party, but to recognise that there are other guidelines and best practice standards developed by other agencies which may need to be considered.

#### 2.17 TRANSPORTATION

# 103.18 Invercargill Airport Ltd

The submitter considers that there should be specific airport related objectives and policies inserted into the infrastructure/transportation sections of the District

## Decision 20/9

This submission is accepted in part.

# **SUBMISSION**

Plan in recognition of its value as critical infrastructure for the district and to reflect decisions made under Plan Change 10.

<u>Decision Sought</u>: Insert new objectives and policies into the transportation and/or infrastructure sections of the Plan recognising the Airport's value as critical infrastructure for the district and to reflect decisions made under Plan Change 10.

### FS5.33 Invercargill Airport Ltd

The further submitter is concerned that the summary of submissions only summarised the objectives and policies it included in its submission. The further submitter considers that this exclusion has prevented parties from making further submissions on the amendments without obtaining the original submission.

<u>Decision Sought</u>: The further submitter considers that the proposed amendments should have been summarised in full, as was completed for other large infrastructure providers.

### **DECISION**

#### Amendments to District Plan

(i) Add a new Policy as follows:

Policy (x) Significant transportation networks: To recognise that the Invercargill Airport, Seaport, Railway, State Highway, and the arterial roads which link this infrastructure, are regionally significant transportation networks and are essential to the ongoing viability and functioning of the District.

**Explanation**: It is important for these regionally significant transportation networks to be maintained and protected to ensure efficient ongoing land uses of the District and the functioning of the City.

- (ii) Consequently amend Infogram 1 to include the following roads as regionally significant:
  - Bainfield Road (North Road to Queens Drive)
  - Queens Drive (Bainfield to Tay)
  - Elles Road (Tay to Bluff Road)
  - Victoria Avenue (Dee to Bond)
  - Bond Street (Victoria to Bluff Road)
  - Tweed Street (Inglewood to Bond Street)
  - Stead Street (Bond Street to Airport Avenue)
  - Airport Avenue (Stead Street to End)
  - Shannon Street (Gore Street to Foreshore Road)

#### Reasons

- 1. The Airport, Seaport, Railway, and State Highways, and the arterial roads that link this infrastructure, are the significant transportation networks of the District and are essential to the ongoing viability of land use and the functioning of the City.
- Given the critical role of all of the listed transportation networks it is not appropriate to include new provisions in this section of the Plan which recognise the value of the Airport alone. It is however agreed that a new provision at policy level should be added.
- 3. The Summary of Submission is a summary of decisions requested by the submitter. Interested parties were advised that they could request copies of the full submissions to access the full detail of changes sought. The content of the submitter's submission was accurately and fairly reflected in the summary of submissions and was not misleading in any way.

SUBMISSION	DECISION
117.53 Southern District Health Board	Decision 20/10
The authorities are not the provisions. The authorities atotal that references to	This submaississ

The submitter supports the provisions. The submitter states that references to noise in this section are important for recognising potential for reverse sensitivity problems affecting physical resources of the district's infrastructure which must be sustainably managed. Retain.

This submission is noted.

#### Amendments to District Plan

None required.

#### Reason

The submitter supports the provisions and seek no change to it.

#### 2.17 Introduction

#### 24.35 South Port NZ Ltd

The submitter is concerned that the introduction to this chapter limits the activities that are undertaken within the Port to "commercial maritime activities". Such activities could include tourism, aquaculture, fishing, boat storage etc. and are not an entirely accurate representation of the activities and operations of the Port. Amend the introduction as follows:

The port facilities at Bluff and Tiwai connect Invercargill and the region to the rest of New Zealand and the world and are the primary focus for the region's commercial maritime and port activities.

FS2.42 NZAS Ltd support Submission 24.35 stating that given the importance of the Tiwai Wharf to the New Zealand Aluminium Smelter, the further submitter supports the amendment to the introduction.

# 65.39 ICC Environmental and Planning Services

Supports the introduction in part. The submitter considers that it should be clarified within the introduction that the Airport and Seaport are both infrastructure facilities that are addressed under Zone Specific Objectives, Policies and Rules. They are also referred to in the Transportation Objectives and Policies.

Decision Sought: Add a paragraph to the introduction section, similar to:

It should be noted that Airport and Seaport facilities are both infrastructure resources that are addressed elsewhere in the District Plan under the Transportation and Zone Specific Objectives. Policies and Rules.

FS5.34 Invercargill Airport Ltd and FS7.35 South Port New Zealand Ltd support Submission 65.39 but notes an error that refers to the Transportation section of the Plan, where it should refer to the Infrastructure section. Amend the relief sought to read as follows:

It should be noted that infrastructure associated with Airport and Seaport facilities is also provided

#### Decision 20/11

This submission is accepted.

#### **Amendments to District Plan**

Amend paragraph 6 of the Introduction as follows:

The commercial port facilities at Bluff and Tiwai connect Invercargill and the region to the rest of New Zealand and the world and are the region's primary focus for the region's commercial maritime-activity and port activities.

### Reason

The wording suggested by the submitter is a more accurate reflection of the seaport activities.

#### Decision 20/12

These submissions are accepted.

#### Amendments to District Plan

Add the following note to the end of the Introduction.

Note: The Airport and Seaport facilities are both infrastructure resources that are also addressed under the Infrastructure and Zone Specific Objectives. Policies and Rules for the Airport Operation, Airport Protection and Seaport 1 and 2 Zones. This section should be read in conjunction with these Sections of the Plan.

(ii) Delete the Note under 2.17.1 Issues which states:

Note: This section should be read in conjunction with the specific Airport and Seaport Zones.

#### Reason

The amendment sought by the submitter will help guide the users of the Plan to the appropriate sections.

SUBMISSION	DECISION
for via the infrastructure and zone specific provisions contained within the District Plan  65.40 ICC Environmental and Planning Services Support in part. The submitter notes that the Airport and the Seaport are referred to in the Infrastructure section, the Zone Specific sections, as well as the Transportation section.  Decision Sought: Amend note to include reference to Infrastructure  FS5.35 Invercargill Airport Ltd and FS7.36 South Port New Zealand Ltd support Submission 65.40 agreeing that the inclusion would provide greater clarity	
71.20 NZAS Ltd Supports Introduction. The submitter supports the recognition given to the Tiwai wharf (along with the Bluff Port) as being the region's primary focus for commercial maritime activity. Retain paragraph 6 of the Introduction.	Decision 20/13 This submission is noted  Amendments to District Plan None required.  Reason The submitter supports the provision and seek no change to it.
103.11 Invercargill Airport Ltd Supports the introduction in part. The submitter believes that this introduction should be expanded to recognise the importance of the Airport to the district and the region providing a critical transportation linkage. Amend to include:  Invercargill Airport services the air transport needs of the business, tourist and local people in the Southland Region. It provides a key linkage between Southland, the rest of New Zealand and the world. Invercargill is a key contributor to the region's economy through facilitation of business opportunities and tourism.	Decision 20/14 This submission is accepted in part.  Amendments to District Plan Amend paragraph 5 of the introduction as follows:  The Invercargill Airport provides the means for services the air transport needs of the business, tourist and local people in the Southland region. It provides a key linkage between Southland, the rest of New Zealand and the world.  Reason While the addition sought highlights the role of Invercargill Airport, the last sentence of the relief sought by the submitter is not considered necessary.
2.17.1 Issues	
18.82 Environment Southland Support. Retain 79.16 KiwiRail Holdings Ltd Support in full Issues 1, 2 and 3. The submitter considers it appropriate to protect significant transport infrastructure from inappropriate subdivision, use and	Decision 20/15 These submissions are noted Amendments to District Plan None required.

SUBMISSION	DECISION
development. Retain Issues 1, 2 and 3 as proposed	Reason The submitters support the provisions and seek no change to it.
24.36 South Port NZ Ltd Oppose. The submitter considers that the issue statement should be broadened to recognise that transportation can be adversely affected by urban and rural form and development.  Decision Sought: Include within the issue statement recognition that transportation networks can be adversely affected by incompatible urban and rural form and development.  103.12 Invercargill Airport Ltd Oppose. The submitter believes that the issue statement should also recognise that transportation can be adversely affected by urban and rural form and development.  Decision Sought: Amend to include recognition that transportation can be adversely affected by incompatible urban and rural form and development.	Reason The transportation network can be adversely affected by incompatible urban and rural development and that this is a significant resource management issue.
2.17.2 Objectives	
18.83 Environment Southland Support. Retain 53.26 NZ Transport Agency Support Objective 1 but change the wording of Objective 1 (B) to the following:	Decision 20/17  1. Submissions 18.83 Environment Southland, 77.52 Te Runaka o Waihopai and Te Runaka o Awarua and 79.17 KiwiRail Holdings Ltd are noted.

Support Objective 1 but change the wording of Objective 1 (B) to the following:

Protects the function, safety, efficiency and effectiveness of the transport system network.

# 77.52 Te Runaka o Waihopai and Te Runaka o Awarua

Support Objective 1. Retain

# 79.17 KiwiRail Holdings Ltd

Support Objective 1. The submitter considers it appropriate to protect significant transport infrastructure from inappropriate subdivision, use and development and considers that the Plan should encourage noise sensitive activities to take appropriate action to mitigate noise impacts associated with transportation networks. Retain 2.17.2 Objective 1.

2. Submission 53.26 NZ Transport Agency is accepted.

#### **Amendments to District Plan**

Amend Objective 1 (B) as follows:

"Protects the function, safety, efficiency and effectiveness of the transport <a href="mailto:system.network.">system.network.</a>"

#### Reason

The amendment provides consistency with the wording used in the issues, policies and methods and rule.

# SUBMISSION DECISION

# 24.37 South Port NZ Ltd, 90.9 H W Richardson Group Ltd and 103.13 Invercargill Airport Ltd

Support Objective 1 in part. The submitters consider that clause (E) of the objective should be focused on the management of significant adverse effects, rather than all adverse effects regardless of scale.

Decision Sought: Amend Objective 1 clause (E) as follows:

Minimises Manages the potential for significant adverse public health and environmental effects

#### Decision 20/18

These submissions are accepted in part.

#### **Amendments to District Plan**

Objective 1(E) is amended to read:

Minimises where practical the potential for adverse public health and environmental effects.

#### Reasons

- 1. The wording used is appropriate at an objective level, while recognising that it may not always be practical to reduce adverse effects associated with transportation activities in every case.
- 2. The focus should be to ensure that any adverse effect is minimised not just "significant" effects, as referred to in the submission.

#### **SECTION 2.17.3 POLICIES**

# **New Policy**

# 79.25 KiwiRail Holdings Ltd

The submitter suggests a new policy recognising that separation from significant infrastructure is important to retain amenity for residential development and prevent reverse sensitivity effects on the safe and efficient operation of the rail line. Add new policy:

To control the location of subdivision and development of land near roads and the railway line to ensure noise from transport infrastructure does not cause adverse effects on residential amenity and noise sensitive activities, and that subdivision design prevents adverse impacts on the safe and efficient use and operation of strategic roads and railway lines."

**FS30.15 Southern District Health Board** support Submission 79.25 and suggests the new policy seeks to ensure reverse sensitivity issues addressed to protect strategic infrastructure from incompatible developments in close proximity. Accept relief sought in submission 79.25.

#### Decision 20/19

This submission is rejected.

# **Amendments to District Plan**

None required.

#### Reason

The relief sought by the submitter is already provided for by Policy 5 which has been written in more generic terms than the wording suggested by the submitter, so it can be broadly applied to all transport infrastructure and all effects, including noise, dust, and vibration.

# Policy 1 - Infrastructure

#### 24.38 South Port NZ Ltd

Support Policy 1. Retain.

#### 34.4 Silver Fern Farms Ltd

Support Policy 1. The submitter explains that transport is vital to the operations of

#### Decision 20/20

These submissions are noted.

#### Amendments to District Plan

# SUBMISSION **DECISION** Silver Fern Farms and proximity to good transport networks and links maximises transport efficiency and keeps costs down. Reason Decision Sought: Retain intent of the policy to provide and operate and safe and efficient transport network.

FS28.22 NZ Transport Agency support Submission 34.4 and the recognition of the importance of transport infrastructure.

# 53.27 NZ Transport Agency

Support Policy1. Retain Policy 1 as proposed.

#### **71.21 NZAS Ltd**

Support Policy 1. The submitter supports the recognition given to the importance of transport infrastructure. Retain Policy 1.

#### 103.14 Invercargill Airport Ltd

Support Policy 1 in part. The submitter supports the policy but would like the wording changed to be more certain by providing for more "effective" infrastructure, rather than "efficient". Amend Policy 1 as follows:

To provide for the safe and efficient effective operation, improvement and protection of transport infrastructure"

FS28.23 NZ Transport Agency Oppose submission 103.14 and changing the word 'efficient' to 'effective'. The NZ Transport Agency considers 'efficient' to mean 'functioning in the best possible manner with the least waste of time or effort.' They consider 'effective' to mean 'adequate to accomplish a purpose or capable of producing a result.' Accordingly, they suggest that Policy 1 as worded provides an expectation of a higher level of service than if the wording were changed to 'effective'.

None required.

The submitters support the provision and seek no change to it.

#### Decision 20/21

This submission is rejected.

# Amendments to District Plan

None required.

#### Reasons

- As raised by the further submitter (FS28.23) the word "efficient" provides an expectation of a higher level of service than the word "effective" and as a result the relief sought by the submitter would weaken the Policy.
- The Committee did consider retaining the word "efficient" and adding "effective" but concluded this did not add any value to the policy.

# Policy 2 - Noise

### 24.39 South Port NZ Ltd

Oppose Policy 2 in part. The submitter considers it is not clear what is meant by "to control" the impact of noise associated with seaport operations. It is critical that the Port operations remain a 24/7 operation and therefore noise is inevitable. The submitter suggests it would be better to recognise that the port environment is noisy and that the management of adverse effects needs to be achieved via preventing incompatible land use activities encroaching on such existing activities.

#### Decision 20/22

This submission is accepted in part

# **Amendments to District Plan**

Amend Policy 2 as follows:

To control manage the impact of noise associated with the airport and, seaport operations, State Highway and railway networks.

Explanation: Noise from-both the airport, and the-seaport, State Highway, and railway can

SUBMISSION	DECISION
Decision Sought: Amend this policy to read:  To appropriately manage the impact	significantly affect the amenities of nearby land uses. Appropriate In some cases appropriate noise controls need to be set to protect the ability to undertake operations whilst also managing the effects of aircraft or port-related-noise on surrounding areas. In other instances, District Plan rules and zonings are employed to manage the location and design of land use activities in relation to transport networks so as to reduce the chance of reverse sensitivity effects.
	<ol> <li>Reasons</li> <li>The Proposed District Plan controls the impact of noise from the airport and seaport by setting noise limits which protect the ability to undertake operations whilst also managing the effects of aircraft and seaport related noise on surrounding environments. Noise sensitive activities within close proximity to these zones must comply with insulation standards to ensure adverse effects are mitigated, including reverse sensitivity effects.</li> </ol>
	2. Minor changes are appropriate to the policy to provide consistency with the wording used throughout the Plan provisions.
	3. The word "appropriately" does not add any value to the policy.
	4 By way of a minor change under Clause 16(2) of the First Schedule state highways and the railway are also referred to as provisions are already in place to manage the impact of noise from these activities.
77.53 Te Runaka o Waihopai and Te Runaka o Awarua Support Policy 2. Retain 71.22 NZAS Ltd	Decision 20/23  1. Submission 77.53 Te Runaka o Waihopai and Te Runaka o Awarua is noted.
Oppose Policy 2. The submitter considers the policy is too onerous and should be focussed more on unreasonable or excessive noise and should recognise the	rejected.
operational requirements and importance of some operations. Amend Policy 2 as follows:	Amendments to District Plan None required.
To <u>appropriately</u> control the impact of <u>excessive</u> noise associated with airport and seaport operations, <u>recognising the importance that such operations have for both the district and the region.</u>	Reasons  1. The Noise Section of the Plan gives particular consideration to the operational requirements of the Airport and Seaport Zones. The noise
FS7.37 South Port New Zealand Ltd Support in part submission 71.22 and	

Decision 20 – Transport

3.

It is not only the impact of excessive noise that the Policy is seeking to

A new policy has been added in Decision 20/9 which recognises the

manage, but all noise that gives rise to adverse effects.

supports this submission in principle.

FS5.36 Invercargill Airport Ltd support Submission 71.22 and agrees that the

intent of the policy is not clear. The further submitter would prefer this policy be

SUBMISSION	DECISION
deleted, OR if retained, that the proposed amendment detailed in submission 71.22 is preferable to the notified version.  103.15 Invercargill Airport Ltd Oppose Policy 2. The submitter believes it is unclear what is meant by the words "to control" the impact of noise associated with airport operations. The submitter notes that there are noise standards for aircraft and land use management tools to minimise or mitigate the impact of aircraft noise but the submitter is not sure that this is what the policy is referring to.  Decision Sought: Delete Policy 2.	<ul> <li>importance of the regionally significant transportation networks.</li> <li>4. It is essential to keep the Policy, not only to protect the surrounding land uses from adverse effects, but to also protect the operational needs of the airport and seaport. It is also supported by Method 2 and by the Noise Rules of the District Plan.</li> </ul>
Policy 3 – Roading Hierarchy	
Support. Retain Policy 3 as proposed.  18.84 Environment Southland Supports in part. The submitter believes that the development of a roading hierarchy should not be based only on traffic frequency movements and points out that the road transport network is utilised to transport the regions freight and produce from farm gate to processing facility then to port. The road hierarchy should therefore take into account the requirements of freight movements within and around the City. The submitter also explains that a project is currently being carried out by the Regional Transport Committee to identify the Regions Strategically Important Transport Network. The results of this project should be used to guide the development of the Invercargill City Roading Hierarchy.  Decision Sought: Replace the policy with:  To adopt a hierarchy for the roading network taking account of the outcomes of the Regional Strategic Transport Network Project with frequency of traffic movements as the basis for secondary city streets.	Decision 20/24 These submissions are noted.  Amendments to District Plan As provided for by Decision 20/4.  Reason Decision 20/4 deletes the roading hierarchy from the District Plan and amends Policy 3, for the reasons given in that decision.
Policy 4 - Standards	
<b>65.40 ICC Environmental and Planning Services</b> Oppose Policy 4. The submitter considers that this policy should be amended on the grounds that the Plan includes standards for activities within private property, and that the other standards referred to in the Policy are outside the scope of the Plan.	Decision 20/25 This submission is accepted.  Amendments to District Plan  (i) Amend Policy 4 as follows:

SUBMISSION	DECISION
Decision Sought: Amend Policy 4:  To set development standards for read design, vehicle access, loading, and parking and manoeuvring facilities, public transport, and walking and cycling networks.	<b>Policy 4 Standards</b> : To set development standards for <del>road design</del> , vehicle access, loading, parking and manoeuvring facilities., public transport, and walking and cycling networks.
manocaving radinaces, public transport, and waiting and cycling networks.	<b>Explanation</b> : Minimum standards are required to ensure safe access and egress, loading and unloading, manoeuvring for vehicles. Minimum standards are also required to provide for safe and efficient public transport, walking and cycling networks.
	(ii) Include a new policy as follows:
	Policy x Public transport, walking and cycling: Promote the use of public transport, and walking and cycling networks.
	<b>Explanation</b> : Public transport, walking and cycling networks have a significant role in the transportation of people. Walking and cycling also reduces the carbon footprint of the urban area and is a positive contributor to the health and well-being of people and communities.
	Reason The policy as notified included various components, which together were confusing. Separation into two separate policies recognises the intent of the notified policy, and highlights the benefits other transportation methods.
Policy 5 – Adverse effects.	
24.40 South Port NZ Ltd Support. The submitter considers it is appropriate to protect transport	Decision 20/26 These submissions are noted.
infrastructure from adverse effects arising from the establishment of incompatible activities. Retain Policy 5.	Amendments to District Plan None required.
53.29 NZ Transport Agency Support. Retain Policy 5 as proposed.	Reason The submitters support the provision and seek no change to it.
71.23 NZAS Ltd Support. The submitter supports the recognition to the potential for reverse sensitivity effects arising from inappropriate subdivision, use and development locating in close proximity to the Tiwai Wharf. Retain Policy 5.	
79.18 KiwiRail Holdings Ltd Support in full. The submitter considers it appropriate to protect significant transport infrastructure from inappropriate subdivision, use and development and considers that the Plan should encourage noise sensitive activities to take	

# SUBMISSION DECISION

appropriate action to mitigate noise impacts associated with transportation networks. Retain Policy 5.

**FS28.24 NZ Transport Agency** support Submission 79.18 and considers that it is appropriate to protect significant infrastructure from the adverse effects of subdivision and land use activities.

#### 90.10 H W Richardson Group Ltd

Support. The submitter considers it is appropriate to protect transport infrastructure from adverse effects arising from the establishment of incompatible activities. Retain Policy 5.

**FS28.25 NZ Transport Agency** support Submission 90.10 and considers that it is appropriate to protect significant infrastructure from the adverse effects of subdivision and land use activities.

#### 103.16 Invercargill Airport Ltd

Support. The submitter considers it is appropriate to protect transport infrastructure from adverse effects arising from the establishment of incompatible activities. Retain Policy 5.

# Policy 6 - State Highways

# 53.30 NZ Transport Agency

The submitter suggests Policy 6 should be amended to recognise that the NZ Transport Agency is the road controlling authority for the District's State highways.

Further, while the Transport Agency provides guidance for State highway access design, the submitter considers referring to these as Guidelines is not appropriate and suggests Standards would be a more appropriate means of referring to this guidance. Finally, the submitter suggests it is also appropriate to note that the approval of the Transport Agency will be required for any works within State highway road reserves and to see that the Plan be amended to reflect that.

<u>Decision Sought</u>: Retain Policy 6 but amend as follows:

To have regard to any NZ Transport Agency Standards Guidelines when considering regarding the location of new accesses on to, and egresses from, State Highways where the speed limit exceeds 50kph.

#### Decision 20/27

This submission is accepted in part.

#### **Amendments to District Plan**

Amend Policy 6 as follows:

**State Highways**: To have regard to any New Zealand Transport Agency <u>Guidelines Standards</u> when considering regarding the location of new accesses on to, and egresses from, State Highways were the speed limit exceeds 50kph.

**Explanation**: It is important not to compromise the efficiency of the State Highway network. <u>Under Section 51 of the Government Roading Powers Act 1989, works on State Highways cannot be undertaken without the written permission of the New Zealand Transport Agency.</u>

#### Reason

The point raised by the submitter is accepted. It is appropriate to make users of the Plan aware that written approval of the New Zealand Transport Agency is required prior to undertaking any works on the State Highway.

SUBMISSION	DECISION
Add a note to the explanation to this Policy as follows:	
Note: Under Section 51 of the Government Roading Powers Act 1989, works on State Highways cannot be undertaken without the written permission of the NZ Transport Agency.	
Policy 7 – Cross boundary effects	
53.31 NZ Transport Agency Support. Retain Policy 7 as proposed.	Decision 20/28 This submission is noted.
	Amendments to District Plan None required.
	Reason The submitter supports the provision and seeks no change to it.
Policy 8 – Public health	
77.54 Te Runaka o Waihopai and Te Runaka o Awarua Support. Retain	Decision 20/29 1. Submission 77.54 Te Runaka o Waihopai and Te Runaka o Awarua is
24.41 South Port NZ Ltd and 103.17 Invercargill Airport Ltd Oppose. The submitters state that in some cases it is the management of surrounding land uses, rather than the management of the transportation activities that is required in order to protect public health and environmental values.	<ul><li>noted</li><li>Submissions 24.41 South Port NZ Ltd and 103.17 Invercargill Airport Ltd are accepted.</li></ul>
Decision Sought: Amend the policy as follows:	Amendments to District Plan Amend Policy 8 as follows:
Manage transport activities and surrounding land use activities to protect public health and environmental values.	To manage transport activities <u>and surrounding land use activities</u> to protect public health and environmental values.
	Reason Incompatible land uses located within close proximity to transport activities can have an adverse effect on public health and environmental values, and it is appropriate for the policy to refer to that.
Policy 9 - Integration	<u>'</u>
53.32 NZ Transport Agency Support. Retain Policy 9 as proposed.	Decision 20/30 1. Submissions 53.32 NZ Transport Agency, 71.24 NZAS Ltd and 79.19 KiwiRail Holdings Ltd are noted.
<b>71.24 NZAS Ltd</b> Support. The submitter supports recognition of the importance of integrated	<ol> <li>Submissions 24.42 South Port NZ Ltd and 90.11 H W Richardson</li> </ol>

SUBMISSION

planning. Retain Policy 9.

**FS28.27 NZ Transport Agency** support Submission 71.24 and considers that it is appropriate to recognise the importance of integrated planning.

# 79.19 KiwiRail Holdings Ltd

Support in full. The submitter considers that it is appropriate to protect significant transport infrastructure from inappropriate subdivision, use and development. Retain Policy 9.

**FS28.28 NZ Transport Agency** support Submission 79.19 and considers that it is appropriate to recognise the importance of integrated planning.

#### 24.42 South Port NZ Ltd

Oppose Policy 9 in part. The submitter considers that requiring "integration" with the land use and the environment is ambiguous and it is not clear what outcomes will be sought by the Council with respect to this obligation. In some cases, the avoidance, rather than the integration, of certain land use activities is required in order to adequately protect transportation networks.

Decision Sought: Amend the policy as follows:

<u>Where appropriate</u> integrate the planning of land use with existing transport infrastructure and provide for future transportation requirements.

**FS28.26 NZ Transport Agency** Oppose submission 24.42 and considers that the intended outcome of this policy is not ambiguous. They comment that integrated planning is about ensuring land use and transport decisions are made and implemented together. This helps ensure growth, development and land use are supported by sustainable transport infrastructure.

The further submitter suggests that the submitter's proposed amendment implies that integrated land use and transport planning is optional. They do agree that in some cases avoidance will be more appropriate than integration. However, they believe that the proposed amendment is not appropriate.

# 90.11 H W Richardson Group Ltd

Support in part. The submitter considers that the integration of land use planning and transport infrastructure should be undertaken where appropriate, but that this may not be possible in all cases, particularly where this may give rise to reverse sensitivity effects.

Decision Sought: Amend Policy 9 as follows:

To integrate the planning of land use with existing transport infrastructure where appropriate and

### **DECISION**

Group Ltd are rejected.

#### **Amendments to District Plan**

None required.

#### Reasons

- 1. Various submitters support the provision and seek no change to it.
- 2. Integrated planning will ensure the safe, efficient and effective use of the existing transport infrastructure is maintained and that future transportation needs will be met.
- When considering land use, it is always appropriate to consider how an activity will integrate with existing transportation infrastructure and its effects. Through this process it may be determined that an activity is not suitable to locate at a specific site.
- 4. Adopting the wording sought by South Port will add uncertainty to the policy and weaken its intent. Integration is a key objective of the RMA.

# SUBMISSION **DECISION** provide for future transportation requirements. FS28.29 NZ Transport Agency Oppose submission 90.11 The further submitter suggests that the submitter's proposed amendment implies that integrated land use and transport planning is optional. They consider that implementing integrated land use and transport planning provides for a sustainable use of physical resources. **New Policy** 103.19 Invercargill Airport Ltd Decision 20/31 The submitter recommends the insertion of a district wide policy dealing This submission is accepted in part. specifically with bird strike and its potential impact on aircraft safety. Amendments to District Plan Decision Sought: Insert a District Wide Policy in either 2.9 Infrastructure or 2.17 Amend Explanation to Policy 5, as follows: Transportation as follows: Controls are necessary so that the effects of subdivision and land use activities are not incompatible with the safe and efficient operation of transportation networks. There is a range To discourage activities that encourage the congregation of birds within aircraft flight paths. of activities that can affect the transportation network including land practices which encourage

#### Se

The matter raised by the submitter is generally covered by Policy 5 which seeks to manage subdivision, use, and development of land adjacent to transport infrastructure in such a way as to avoid, remedy or mitigate potential effects. The explanation has been expanded however to draw particular attention to this issue.

the congregation of birds near flight paths, land modification which creates wind shear affecting aircraft, and obstruction of sightlines along intersections and level railway crossings.

#### 2.17.4 METHODS OF IMPLEMETATION

# 79.20 KiwiRail Holdings Ltd

Support in full. The submitter considers that it is appropriate to protect significant transport infrastructure from inappropriate subdivision, use and development. Retain all methods in 2.17.4

#### 71.15 NZAS Ltd

Supports Method 8. The submitter supports recognition of the importance of integrated planning. Retain Method 8.

#### Decision 20/32

These submissions are noted.

# **Amendments to District Plan**

None required.

#### Reason

Reason

The submitters support the provisions and seek no change to them.

#### **New Method**

#### 18.85 Environment Southland

The submitter explains that the Proposed Regional Policy Statement Method TRAN 6 and TRAN 8 encourages Local Authorities to work collaboratively with road controlling authorities, infrastructure providers, contractors, affected land owners and tangata whenua during decision making processes and when developing strategic transportation documents. The submitter believes that the current methods do not incorporate collaboration in the transport planning process.

Decision Sought: Include a new method:

To work collaboratively with road controlling authorities, infrastructure providers, contractors, affected land owners and tangata whenua during decision making processes and when developing strategic transportation documents.

**FS2.43 NZAS Ltd** support Submission 18.85. Given the importance of the Tiwai Wharf and the State Highway connection to the smelter, the further submitter supports collaboration with infrastructure providers and land owners during the decision making process and when developing strategic transportation documents.

**FS4.34 Federated Farmers** support Submission 18.85 and agrees that to achieve the highest level of stakeholder engagement and the best outcomes for transportation in the area, Council needs to work collaboratively during decision-making processes and when developing strategic transportation documents.

#### Decision 20/33

This submission is accepted in part.

#### **Amendments to District Plan**

Add new method as follows:

<u>Collaborating with key stakeholders during decision making processes and when developing</u> strategic transportation documents.

#### Reasons

- It is agreed that during decision making processes, and in developing strategic transportation documents, collaboration with key stake holders can provide an opportunity for strategic input and integrated planning and decision making.
- There are multiple stakeholders that may need to be involved in this process, which extends beyond those listed in the submission. A new method has therefore been added which encompasses all stakeholders.

#### 18.86 Environment Southland

The submitter explains that the Proposed Regional Policy Statement Method TRAN 3 (f) requires Territorial Authorities to provide for development which enables all transport modes to be well connected and provides for public transport, walking and cycling. The submitter believes that the current methods do not specifically provide for incorporation of all transport modes within the planning process.

<u>Decision Sought</u>: Insert a new method to provide for development which enables all transport modes to be well connected and provides for public transport, walking and cycling.

#### Decision 20/34

This submission is rejected.

#### **Amendments to District Plan**

None required.

#### Reason

The policies and methods on connectivity within the Zone Specific section of the Plan are in accordance with Method TRAN.3 of the Proposed Regional Policy Statement and are sufficient to cover this issue.

#### **SECTION 2.22 BUSINESS 1 ZONE**

## **Policy 20 Connectivity and Circulation**

## 53.35 NZ Transport Agency

Support. The submitter suggests this policy is not tied to an identifiable objective.

<u>Decision Sought</u>: Add an additional Objective 5 to Objectives 2.24.2 regarding car parking, vehicle manoeuvring, loading and unloading. A suggested Objective 6 is worded as follows:

Provide for vehicular connectivity and circulation whilst maintaining the safety and functionality of the State highway within the Business 1 Zone.

## 63.5 Foodstuff (South Island) Properties Ltd

Support in part. The submitter considers that main retail and business frontages need to be safe and attractive places for pedestrians, but that consideration needs to be given to operational requirements of larger size retail and vehicle oriented activities.

<u>Decision Sought</u>: Give consideration to the operational requirements of larger size retail and vehicle oriented activities

#### Decision 20/35

This submission is rejected.

#### Amendments to District Plan

None required.

#### Reason

The policy supports Objectives 1, 3 and 5. Good connectivity and circulation will encourage people to utilise the business, retail and entertainment services offered by the zone. Amenity values and people's social and economic values will also be enhanced through the implementation of this policy.

#### Decision 20/36

This submission is rejected.

## **Amendments to District Plan**

None required.

#### Reason

The Policy does not take away from the operational requirements of larger size retail and vehicle orientated activities but simply encourages a safe, comfortable, stimulating and enjoyable experience for pedestrians.

#### **SECTION 2.23 BUSINESS 2 ZONE**

## **Policy 18 Connectivity and Circulation**

## 53.37 NZ Transport Agency

Support. The submitter suggests this policy is not tied to an identifiable objective.

<u>Decision Sought</u>: Add an additional Objective 3 to Objectives 2.23.2 regarding car parking, vehicle manoeuvring, loading and unloading. A suggested Objective 3 is worded as follows:

<u>Provide for vehicular connectivity and circulation whilst maintaining the safety and functionality of the State highway within the Business 3 Zone.</u>

#### Decision 20/37

This submission is rejected.

#### **Amendments to District Plan**

None required.

#### Reasons

 The policy supports Objectives 1 and 2 through connecting the business, commercial, cultural and social activities to the areas serving the catchments of Waikiwi, Windsor, Glengarry, South City, and the

SUBMISSION	DECISION
	Bluff Town Centre.  2. Amenity values and people's enjoyment of these areas will also be enhanced through the implementation of this policy.
63.13 Foodstuff (South Island) Properties Ltd Support in part. The submitter considers that main retail and business frontages need to be safe and attractive places for pedestrians, but that consideration needs to be given to operational requirements of larger size retail and vehicle oriented activities.	Decision 20/38 This submission is rejected. Amendments to District Plan None required.

<u>Decision Sought</u>: Give consideration to the operational requirements of larger size retail and vehicle oriented activities.

FS27.9 Progressive Enterprises Ltd support Submission 63.13

#### Reason The Poli

The Policy does not take away from the operational requirements of larger size retail and vehicle orientated activities but simply encourages a safe, comfortable, stimulating and enjoyable experience for pedestrians.

#### **SECTION 2.24 BUSINESS 3 ZONE**

#### **Policy 16 Connectivity and Circulation**

## 53.40 NZ Transport Agency

The submitter considers that Policy 16 (B) is not clear as to the Council's policy on activities affecting the State Highways within this zone. The policy identifies recognition and maintenance of the functionality of the State highway; however, the explanation does not provide additional detail as to how this will occur or what it means. The submitter considers it likely that the Council is expecting to adopt an approach similar to that in other Business Zones in the Plan, and as such, we seek a similar relief.

Decision Sought: Reword Policy 16 (B) as follows:

To avoid impacts of activities within the zone on the functionality of the State highway network."

And the explanation to the policy by adding the below sentence:

Failure to provide parking, loading and manoeuvre areas can result in the use of the State highway for these activities, which means that the efficiency and effectiveness of the highway can be compromised."

#### Decision 20/39

This submission is accepted in part.

#### **Amendments to District Plan**

(i) Amend Policy 16 as follows:

## Policy 16 Connectivity and circulation Car parking and service vehicles

- (A) To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.
- (B) To recognise and maintain the functionality of the State Highway.

**Explanation**: In the Business 3 Zone it is the expectation that requirements for car parking and for vehicle manoeuvring, loading and unloading will be met on-site, avoiding adverse effects on the roading network.

(ii) Insert a new policy as follows:

Policy (x) State Highways: To recognise and maintain the functionality of the State Highway.

**Explanation**: The State Highway is one of the major transportation networks of the District. It is important that land use and development does not compromise the efficiency of the State Highway.

SUBMISSION	DECISION
	Reason It is agreed that Policy 16(B) is not clear and that the policy would be better reflected as two separate policies.
SECTION 2.25 BUSINESS 4 ZONE	
Policy 13 Car Parking	
53.42 NZ Transport Agency Support. Retain Policy 13 as proposed.	Decision 20/40 This submission is noted
	Amendments to District Plan Consequential to Decision 20/39 the following amendments are also required:
	(i) Amend Policy 13 as follows:
	Policy 13 Car parking and service vehicles  (A) To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.  (B) To recognise and maintain the functionality of the State Highway.
	<b>Explanation</b> : In the Business 4 Zone it is the expectation that requirements for car parking and for vehicle manoeuvring, loading and unloading will be met on-site, avoiding adverse effects on the roading network.
	(ii) Insert a new policy as follows:
	Policy (x) State Highways: To recognise and maintain the functionality of the State Highway.
	Explanation: The State Highway is one of the major transportation networks of the District. It is important that land use and development does not compromise the efficiency of the State Highway.
	<b>Reason</b> The submitter supports the provision and seeks no change to it but a change is required as a consequence of Decision 20/39. This does not alter the intent of the policy.

SUBMISSION	DECISION	
SECTION 2.26 BUSINESS 5 ZONE		
Policy 17 - Connectivity		
53.46 NZ Transport Agency Support. Retain Policy 17 as proposed.	Decision 20/41 This submission is noted Amendments to District Plan None required. Reason The submitter supports the provision and seeks no change to it.	
SECTION 2.29 AND 2.30 INDUSTRIAL 1 AND 1A ZONE		
2.29 Policy 15, Policy 16 and Policy 17 – Connectivity and Circulation		
53.48 NZ Transport Agency Support. The submitter suggest that if sites are well connected there will be a reduced requirement for vehicles to make short trips on the State highway or other roads and this will help maintain the functionality and efficiency of State highways and other strategic arterial roads. Retain Policy 15 as proposed.  53.49 NZ Transport Agency Support. Retain Policy 16 as proposed.  53.50 NZ Transport Agency Support Retain Policy 17 as proposed.	Decision 20/42 These submissions are noted  Amendments to District Plan None required.  Reason The submitter supports the provisions and seeks no change to them.  The Committee's decision to amend the titles of the Policies do not change the intent of the policies themselves and are considered minor amendments made pursuant to Clause 16 of the First Schedule of the RMA. See Decision 20.44.	
SECTION 2.31 INDUSTRIAL 2 ZONE		
Policy 12 – Connectivity and Circulation		
53.51 NZ Transport Agency Support. The submitter suggests that if sites are well connected there will be a reduced requirement for vehicles to make short trips on the State highway. This will help maintain the functionality and efficiency of the State highways. Retain Policy 12 as proposed.	Decision 20/43 This submission is noted Amendments to District Plan None required.  Reason The submitter supports the provisions and seeks no change to it.	

Page 36

## Policy 13 Connectivity and Circulation car parking and vehicle manoeuvring

## 53.52 NZ Transport Agency

Support. Retain Policy 13 as proposed.

## 65.71 ICC Environmental and Planning Services

Support subject to amendment of the title, which the submitter considers should be consistent throughout the Plan to ensure the document is user friendly.

Decision Sought: Amend the Title to Policy 13:

Connectivity and Circulation car parking and vehicle manoeuvring

#### Decision 20/44

- 1. Submission 53.32 NZ Transport Agency is noted.
- 2. Submission 65.71 ICC Environmental and Planning Services is accepted.

#### **Amendments to District Plan**

Amend the headings of the following provisions:

Business 1 Zone – Policy 21 - "Parking and vehicle manoeuvring"

Hospital Zone – Policy 11 - "Car parking and service vehicles"

Industrial 1 Zone – Policy 16 - "Car parking and service vehicles"

Industrial 1 Zone – Policy 17 - "State Highway"

Industrial 2 – Policy 13 - "Car parking and service vehicles"

Industrial 3 – Policy 14 – "Car parking and service vehicles"

#### Reason

The Policy headings should be consistent throughout the Plan and be relevant to the policy content. Changes are required to a number of policies above to achieve this.

#### **SECTION 2.32 INDUSTRIAL 3 ZONE**

## Policy 13 - Connectivity and Circulation, Car Parking and Vehicle Manoeuvring

## 53.53 NZ Transport Agency

Support. Retain Policy 13 as proposed.

#### Decision 20/45

This submission is noted.

#### Amendments to District Plan

None required.

#### Reason

The submitter supports the provision and seeks no change to it.

#### **SECTION 2.33 INDUSTRIAL 4 ZONE**

## Policy 11 - Road Safety

#### 53.54 NZ Transport Agency

Support. The submitter suggests that the upgrading of an intersection is not an appropriate policy and considers that it would be more appropriate for the policy to promote the upgrading of the intersection.

Decision Sought: Retain Policy 11 but amend as follows:

To restrict all access to and egress from the Industrial 4 Zone by industrial traffic to Colyer Road and to <u>promote the</u> upgrade <u>of</u> the Colyer Road/State Highway 1 intersection to a standard commensurate with the volume of traffic using it.

**FS9.2 Ballance Agri-Nutrients Ltd** supports in part submission 53.54 and considers it is more appropriate to promote the upgrade of the intersection. The further submitter is also concerned that the policy doesn't adequately cater for lawfully existing activities that have existing access points off SHI. (The further submitter notes that while it does have an access off Colyer Rd, it requires its other access points for the ongoing operation of its business). Allow submission 53.54 AND Amend policy to exclude existing lawfully established uses that have existing cross points off SH1.

#### Decision 20/46

This submission is accepted in part.

#### **Amendments to District Plan**

Amend Policy 11(renumbered Policy 22 as a consequence of other decisions) as follows:

To restrict all access to and egress from the Industrial 4 Zone by industrial traffic to Colyer Road and to <a href="require the">require the</a> upgrade of the Colyer Road/State Highway 1 intersection to a standard commensurate with the volume of traffic using it.

#### Reasons

- An upgrade of the Colyer Road and State Highway Intersection is necessary to minimise disruption of flow and to minimise effects on the efficiency and safety of the State Highway as provided for by Variation 7.
- 2. The Policy as notified was appropriately worded but it is considered that the relief sought by the submitter does not provide sufficient direction.
- 3. It is not necessary to consider existing use rights within the Policy.
- 4. The Ballance Agri-Nutrients site is located within the Industrial 3 Zone.

## Policy 12 - Rail Access

## 53.55 NZ Transport Agency

Support. Retain Policy 12 as proposed.

## 79.21 KiwiRail Holdings Ltd

Support. The submitter considers that sidings and rail access should be encouraged in appropriate zones to facilitate the movement of goods by rail. Retail Policy 12.

**FS46.39 Leven Investment Ltd and others** support in part submission 79.21 and agrees that sidings and rail access should be encouraged in appropriate zones to facilitate the movement of goods by rail (appropriate zones include all Enterprise, Industrial and Business Zones which adjoin the rail network).

#### Decision 20/47

These submissions are noted.

#### **Amendments to District Plan**

None required.

#### Reason

The submitters support the provision and seek no change to it.

#### **SECTION 2.34 OTATARA ZONE**

#### Policy 16 Car parking and vehicle manoeuvring

## 65.74 ICC Environmental and Planning Services

Support, subject to amendment of the explanation and the reasons given for requiring on-site car parking

Decision Sought: Rewrite explanation to reflect the intention of the policy.

#### Decision 20/48

This submission is accepted.

#### **Amendments to District Plan**

(i) Amend 2.34 Policy 16 (renumbered Policy 17 as a consequence of other decisions) Explanation as follows:

The ability to park one's own vehicle "off the road" is important to most people. The vehicle is more convenient to the dwelling and is seen to be more secure. Space to park at least one car (small dwellings) or two cars is expected on the smaller historic allotments of Otatara. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on the roadside is normally accepted. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking.

- (ii) Consequentially amend the explanation to:
  - 2.36 Residential 1 Zone Policy 21
  - 2.39 Residential 3 Zone Policy 21
  - 2.40 Rural 1 Zone Policy 20

SUBMISSION	DECISION
	Reason The submitter raises a valid point and the explanation has been amended.
SECTIONS 2.36 AND 2.38 RESIDENTIAL 1 AND RESIDENTIAL 2 ZONES.	
Policy 21 - Car parking and vehicle manoeuvring	
53.61 NZ Transport Agency Support. Retain Policy 21 as proposed.	Decision 20/49  1. Submission 53.61 NZ Transport Agency is noted.
65.78 ICC Environmental and Planning Services Support, subject to amendment of the explanation and the reasons given for requiring on-site car parking.  Decision Sought: Rewrite explanation to reflect the intention of the policy.	2. Submission 65.78 ICC Environmental and Planning Services is accepted.
	Amendments to District Plan Amend the Policy as provided for by Decision 20/66 and the explanation as provided for by Decision 20/48.
	Reason Changes to the policy and explanation are considered minor in effect. The intent of the policy is not reflected in the explanation and a minor change is necessary.
SECTION 2.39 RESIDENTIAL 3 ZONE	
Policy 21 Car parking and vehicle manoeuvring	
53.63 NZ Transport Agency Support. Retain Policy 21 as proposed.	Decision 20/50  1. Submission 53.63 NZ Transport Agency is noted.
65.84 ICC Environmental and Planning Services Support, subject to amendment of the explanation and the reasons given for requiring on-site car parking.  Decision Sought: Rewrite explanation to reflect the intention of the policy.	2. Submission 65.84 ICC Environmental and Planning Services is accepted in part.
	Amendments to District Plan Amend the Policy as provided for by Decision 20/66 and the explanation as provided for by Decision 20/48.
	Reason Changes to the policy and explanation are considered minor in effect. The intent of the policy is not reflected in the explanation and a minor change is necessary.

SUBMISSION	DECISION
SECTION 2.40 RURAL 1 ZONE	
Policy 20 - Car parking and manoeuvring	
53.66 NZ Transport Agency Support. Retain Policy 20 as proposed.	Accept Decision 20/51 This submission is noted.
	Amendments to District Plan None required.
	Reason The submitter supports the provision and seeks no change to it.
SECTION 2.41 RURAL 2.	
Policy 19 – Car parking and vehicle manoeuvring	
53.68 NZ Transport Agency Support. Retain Policy 19 as proposed.	Accept Decision 20/52 This submission is noted.
	Amendments to District Plan None required.
	Reason The submitter supports the provision and seeks no change to it. It should be noted however that the provisions of the Rural 2 Zone have been amalgamated with those of the Rural 1 Zone.
SECTION 2.42 SEAPORT ZONE	
Policy 11 – Connectivity	
24.58 South Port NZ Ltd Support. Retain	Accept Decision 20/53 This submission is noted.
	Amendments to District Plan None required.
	Reason The submitter supports the provision and seeks no change to it.

SUBMISSION	DECISION
SECTION 2.43 SMELTER ZONE	
2.43.3 Policy 12 Connectivity	
71.43 NZAS Ltd Support in part. The submitter supports the policy but seeks an amendment for	Decision 20/54 This submission is accepted
clarity as follows:  To promote connectivity between the Smelter Zone, the seaport at Bluff and the New Zealand	Amendments to District Plan Amend Policy 12 as follows:
Aluminium Smelter's own wharf at Tiwai, and the connections provided with wider Invercargill district via the roads servicing the site.	To promote connectivity between the Smelter Zone, the seaport at Bluff, and the New Zealand Aluminium Smelter's own wharf at Tiwai, and the connections provided with the wider Invercargill City District via the roads servicing the site.
	Reason The amendment clarifies the policy, as requested.
SECTION 2.14 SUBDIVISION	
Objective 7	
53.21 NZ Transport Agency Support. Retain Objective 7 as proposed.	Accept Decision 20/55 This submission is noted.
	Amendments to District Plan None required.
	Reason The submitter supports the provision and seeks no change to it.
Policy 4 – Transportation Networks	
<b>53.24 NZ Transport Agency</b> Support. Retain Policy 4 as proposed.	Accept Decision 20/56 This submission is noted.
	Amendments to District Plan None required.
	Reason The submitter supports the provision and seeks no change to it.

## **SUBMISSION**

#### **DECISION**

#### 88.11 Federated Farmers

The submitter strongly favours the use of site standards to address the potential risks identified and encourages Council to use the existing Development Contributions policies, or Financial Contributions to reflect any marginal cost imposed on the Council as a result of development or subdivision.

#### **Decision Sought:**

- Adopt the Policy as proposed, using site standards to inform development and or subdivision.
- Make use of Development or Financial Contributions to reflect any marginal costs resulting from development or subdivision, rather than attempting to deal with these issues through an inflexible planning approach.

#### Decision 20/57

This submission is noted.

#### **Amendments to District Plan**

None required.

#### Reason

- 1. The submitter supports the policy and seeks no change to it.
- 2. The Council does not require any development levies or financial contributions either under the District Plan or Local Government Act, nor does it have any intention at this time of adopting such provisions.

#### SECTION THREE DISTRICT WIDE RULES

#### **New Rule**

#### 79.24 KiwiRail Holdings Ltd

The submitter considers that there is a need to include a district wide rule requiring setbacks and buffers along the rail corridor to ensure amenity can be encouraged for noise sensitive developments.

#### **Decision Sought:**

Add a new rule, set out below, to deal with buildings setbacks, setbacks of trees and shrubs, setbacks for fencing, and screening of storage areas along the rail corridor.

Buildings, balconies and decks shall be setback at least 10 metres from the rail corridor boundary and:

Trees and shrubs shall be setback at least 10 metres from the rail corridor boundary and shall not comprise of weed species and;

Trees and shrubs shall be maintained such that they do not encroach into the setback; and Fences or walls adjoining the rail corridor boundary shall be:

- Setback or sited in a way that enables maintenance to be undertaken without requiring access to the rail corridor, and
- maintained in a good state of repair fit for purpose and free of graffiti; and Storage and Service areas shall be screened so they are not visible from the rail corridor; and Where buildings, other than residential, are developed introduce appropriate screening and other provisions for service areas and storage areas facing the rail corridor.

#### Decision 20/58

This submission is rejected.

#### **Amendments to District Plan**

None required.

#### Reasons

- It is not clear what environmental effects the submitter is seeking to address by the relief sought. The Proposed Plan contains appropriate controls applying to reverse sensitivity effects from noise sensitive activities under Rule 3.13.9 with noise sensitive activities being required to comply with insulation standards if they are located within 40 metres of a railway track.
- It is not practical for the Council to place controls on trees and shrubs as
  it would be very difficult to enforce and monitor such rules. It is,
  however, noted that KiwiRail have their own powers under Section 77 of
  the Railways Act 1995 to deal with this matter.
- 3. The matters surrounding fencing are a private issue between the landowner and KiwiRail. These matters are outside of the scope of the District Plan. Like vegetation, KiwiRail has certain powers under the Railways Act 1995 to address fences or walls which are a safety concern.

#### **SUBMISSION**

**FS11.3 HW Richardson Group Ltd** oppose submission 79.24 as details of the proposed rule were not included in the Summary of Submissions, and as a landowner of property along the rail corridor would like further consultation to better understand the nature and extent of any such setback requirements, particularly in relation to existing legally established buildings and activities.

**FS45.3 Leven Investments Ltd and others** oppose submission 79.24 as new rules for buildings setbacks, fencing and screening of storage areas along the rail corridor will introduce unnecessary regulatory controls. The further submitter considers that the performance standards of the Proposed Plan already address setbacks adequately.

#### **DECISION**

- Screening of storage and service areas facing the railway corridor is not considered an issue of particular concern. If the railway line passes through an industrial or commercial area, then that is the type of activity that they can expect to see. If resource consent is required, then effects on amenity and mitigation measures will be considered as part of this process.
- The summary of submissions is a summary of decisions requested by the submitter only. Interested parties were advised that they could request copies of the full submissions to assess the full detail of changes sought.

## **Section 3.20 Transportation**

#### 79.35 KiwiRail Holdings Ltd

The submitter is concerned with safety, including sight lines at level crossings. Although level crossing accidents make up a lower proportion of accidents, they have a greater probability of death or serious injury than other road accidents. They comment that one of the key factors in maintaining safety is to ensure vehicle drivers are presented with sufficient visibility along the rail tracks and that traffic needing to gain access to adjacent properties and through traffic do not conflict one another.

## **Decision Sought:**

Add a new rule and criteria to section 3.20 as follows:

All existing and new accesses and roads that cross the rail network via a level crossing must be in accordance with the sight triangles provided in Appendix XXX (Railway Level Crossing and Site Triangles and Explanations.)

Vehicle access across the rail network or activities which do not comply with performance standards in Appendix XX Safe Sight Distances are a discretionary activity.

## Add new discretionary criteria:

Buildings or structures within a sightline area applying to a level crossing with sightline controls

- a) The proposal will not have an adverse effect on the safety of the level crossing for vehicles and pedestrians.
- b) The proposal will not adversely affect visibility and safe sight distances particularly to the extent vehicles entering and exiting the level crossing can see trains.

Explanation: Any proposed new vehicle access across the rail network must have the written

#### Decision 20/59

Submissions 79.35 and 79.38 KiwiRail Holdings Ltd are accepted in part.

#### **Amendments to District Plan**

- (i) Include a rule as provided for by Decision 20/67.
- (ii) Include the Railway Crossing Safety Zones contained in Appendix 3 on the District Planning Maps.

#### Reason

As discussed on page 4 of this Decision:

- Safety considerations need to be considered in assessing the desirability and appropriateness of any new crossing of railway lines by vehicles.
- 2. While it is appropriate to retain safe visibility at rail crossings the formula proposed by KiwiRail for determining the extent of safe sight distances lacks certainty and would not be practical to administer. In locations and circumstances considered justified Rail Crossing Safety Zones have been shown on the District Planning Maps with the inclusion of an appropriate rule to assess safety issues when any new building is proposed, or any extension to an existing building.
- The width of the rail corridor already provides good visibility in most places between the railway and roads that cross it, either because of rural land use or the presence of State Highway adjoining the rail corridor.

#### SUBMISSION **DECISION** approval of KiwiRail Holdings Limited. Discretion is restricted to the safety and efficiency effect It is not practical to impose sight-line controls within the developed the proposed access may have on the railway line. urban area. FS7.38 South Port New Zealand Ltd opposes Submission 79.35 as the Controls are not justified at private crossings given their infrequent use, sightlines sought are excessive and have the potential to seriously impact on general openness and familiarity by users. South Port's operations within the Seaport Zone. Further, the submission is not sufficiently clear as to the properties affected. Either reject the submission or exclude the Seaport Zone from any rules. 79.38 KiwiRail Holdings Ltd The submitter suggests that a new standard be inserted in Appendix VIII to require sightlines around railway level crossings. The submitter has developed an access way restriction and 'sight triangles' which create areas free of physical obstructions (erected, placed or grown). The diagram is sought to address the need to avoid the poor location of land uses including structures, vegetation and signage which can obstruct the required safety sightlines for railway level crossings. Decision Sought: Inset new standard for "Safe Sightline Distances" as provided in submission entitled "Railway Level Crossing Sight Triangles and Explanations". 71.59 NZAS Ltd Decision 20/60 Oppose in part. The submitter does not consider that these rules apply to the This submission is accepted in part. Smelter Zone. Amend 3.20.1 – 3.20.12 within the Smelter Zone. **Amendments to District Plan** 71.60 NZAS Ltd Amend Rule 3.20.6 as follows: Support 3.20. The submitter suggests the inclusion of a new provision stating that 3.20.6 Loading Facilities and Manoeuvring Spaces: Provision is to be made for loading the Transportation rule does not apply within the Smelter Zone and unloading facilities and manoeuvring spaces on site for vehicles servicing that activity. Decision Sought: Amend 3.20 by adding the following: except: "Rules 3.20.1 – 3.20.12 do not apply in the Smelter Zone." (A) For infrastructure. (B) Within the Priority Development Precinct in the Business 1 Zone. (C) Within the Smelter Zone (C) (D) For residences fronting the street within the Residential 1, Residential 1A, Residential

Decision 20 – Transport Page 45

Reasons

2 and Residential 3 Zones.

manoeuvring in the Smelter Zone.

Because of the large and isolated nature of the Smelter site and the self-contained and extensive nature of the Smelter operation is not considered necessary to regulate car parking, and loading and vehicle

SUBMISSION	DECISION
	2. Rule 3.20.1 clearly sets out that the off street car parking requirements do not apply to the Smelter Zone and accordingly Rules 3.20.2 – 3.20.5 do not apply either. It is not considered necessary to clarify these rules further.
	3. An amendment is required to Rule 3.20.6 in order to exempt the Smelter Zone from the Loading Facilities and Manoeuvring Spaces requirements set out in Rules 3.20.6 – 3.20.10.
	4. As the Smelter Zone does not adjoin a State Highway Rules 3.20.11 and 3.20.12 do not apply. It is not considered necessary to clarify these rules further.
102.18 Chorus NZ Ltd Support the rules in part. The submitter notes that parking is only required for the activities included in the table, which does not include telecommunications or radiocommunication. The submitter also notes that there is an exception made for infrastructure from the provisions of loading and manoeuvring.	Decision 20/61 These submissions are rejected.  Amendments to District Plan None required.
<u>Decision Sought</u> : Retain with amendment to include specific exception that unstaffed utility structures are not required to provide car parking, loading or manoeuvring spaces.	Reasons     Only land use activities specified in the table are required to provide off street car parking. It is not practical or necessary to also list the activities that do not require off street car parking
104.17 Telecom NZ Ltd Support rules in part. The submitter notes that parking is only required for the activities included in the table, which does not include telecommunications or radio communication. The submitter also notes that there is an exception made for infrastructure from the provisions of loading and manoeuvring.	The Loading and Manoeuvring Spaces Rule (Rule 3.20.6) states that utilities (and that includes telecommunication and radio communication facilities) are exempt from the requirements of the rule.
<u>Decision Sought</u> : Retain with amendment to include specific exception that unstaffed utility structures are not required to provide car parking, loading or manoeuvring spaces.	
<b>52.12 NZ Police</b> Support Rule 3.20.1 in part. The submitter believes it should be made more explicit that telecommunication and radio communication facilities are not required to provide any off street car parking.	
<u>Decision Sought</u> : Amend Rule 3.20.1 to provide an exception for un-staffed radio communication facilities from the requirements for car parking.	

SUBMISSION	DECISION
74.12 Bunnings Ltd Support 3.20.1 in part. The submitter suggests that "Building Improvement Centres" should be included in this table with a lower parking requirement than retail sales.  Decision Sought: Amend the table at 3.20.1 to add "Building Improvement Centre" with a parking requirement of "One space per 50m² of GFA"	Decision 20/62 This submission is rejected.  Amendments to District Plan None required.  Reason This submission provides no reason as to why the car parking requirement should be lower for Building Improvement Centres compared to other retail activities.
75.17 McDonalds Restaurants (NZ) Ltd Support 3.20.1 in part. The submitter suggests that "Drive-through restaurants" be included in this table as the car parking requirements are different to traditional restaurants.  Decision Sought: Amend the table at 3.20.1 to add "Drive-through restaurants" with a parking requirement of:  12 spaces per 100m² or 1 space per 3 seats and a minimum of 5 queuing spaces from the drive in order point.	Decision 20/63 This submission is accepted in part.  Amendments to District Plan Amend Table 3.20.1 as follows:  Bars, cafes, restaurants and taverns – One staff car park per two staff or part thereof on the site at any one time, plus one car park per four clients to be accommodated in the establishment.  For establishments which contain a drive-through facility a minimum of five queuing spaces are to be provided from the drive-through order point.  Take-Away Food Activity – One car park per 50m² of retail floor area or part thereof.  For take-away food outlets which contain a drive-through facility a minimum of five queuing spaces are to be provided from the drive-through order point.  Reason  A drive-through restaurant often includes an eat-in restaurant and therefore needs to provide the required number of car parks specified in the table for a restaurant. If it does not contain a restaurant it is considered a take-away food activity and will need to meet the car parking requirements specified in the table for this activity. Therefore, it is not necessary to include separate car parking standards for drive-through restaurants, however, the submission does raise the need for queuing spaces. It is important that adequate queuing spaces are provided on the site to ensure that the flow of traffic on adjoining streets is not disrupted.

SUBMISSION	DECISION
78.27 Ministry of Education Oppose Rule 3.20.1. The submitter opposes the inclusion of parking standards for educational activities. The submitter considers these issues are dealt with through the designation process. The submitter asserts that new schools designated under the RMA would involve a Traffic Impact Assessment. The submitter also considers the parking requirements would not support their moves to encourage alternative modes of transport  Decision Sought: Delete Educational Activity and associated parking requirements from the table in 3.20.1.	Decision 20/64 This submission is rejected.  Amendments to District Plan None required.  Reason While parking requirements can be assessed as part of the designation process, the District Plan rules are still relevant and had regard to in undertaking that assessment, and also for considering proposals to establish educational activities by non-Ministry of Education providers.
52.13 NZ Police Support Rule 3.20.6. Retain	Decision 20/65 This submission is noted  Amendments to District Plan None required.  Reason The submitter supports the provision and seeks no change to it.
69.14 ICC Roading Manager Oppose Rule 3.20.8. The submitter considers that Infogram 3 does not provide the desired outcome of providing users of the footpath and frontage areas with a level of safety from vehicles exiting the property. The submitter considers that, where manoeuvring space cannot be provided, having a sufficient distance between the garage door and the footpath is more appropriate. The submitter also considers that this space should be adequate to provide for off-street parking.  Decision Sought: Require, where possible, that vehicles enter and exit their property in a forward direction; AND Where this is not provided, a minimum distance of 6.5m be provided, measured from the garage door to the leading edge of the footpath.	Decision 20/66 This submission is accepted in part  Amendments to District Plan  (i) Delete Infogram 3.  (ii) Add a new method to Transportation Section 2.17 as follows:  Method 13 - Initiate advocacy for on-site vehicle manoeuvring on residential allotments fronting the street.  (iii) Amend Section 2.36 (Residential 1 Zone) Policy 21, 2.38 (Residential 2 Zone) Policy 21 and 2.39 (Residential 3 Zone) Policy 22 as follows:  Car parking and vehicle manoeuvring: To require-maintain road safety by providing provision for residents to park their vehicle(s) on-site and to manoeuvre them safely on and off the formed road.  (iv) Amend Rule 3.20.8 as follows:  3.20.8 For residences fronting the street within the Residential 1, Residential 1A, Residential 2 and Residential 3 Zones: Where no manoeuvring space is provided on site and a garage is built with the garage door positioned in such a way that it will normally be necessary for vehicles to back either on to or off the formed road, a visibility

SUBMISSION	DECISION
	splay shall be provided as per Infogram 3towards the street, a setback of 5.2 metres shall be provided from the garage door to the property boundary.
	Reasons 1. Infogram 3 is flawed and is deleted.
	2. Additional rules are required as a result to ensure safety issues are retained in rules and had regard to in considering development proposals.
	3. The issue of visibility would be better addressed through a non-regulatory approach, by encouraging on site vehicle manoeuvring at the time of development.
	4. 5.2 metres provides sufficient space for a vehicle to park between the property boundary and a garage without projecting over the legal road or footpath.
53.81 NZ Transport Agency Support Rule 3.20.11. Retain Rule 3.20.11 as proposed.	Decision 20/67  1. Submission 53.81 NZ Transport Agency is noted.
79.34 KiwiRail Holdings Ltd Oppose Rule 3.20.11 in part. The submitter considers that the terminology should reflect the RMA and incorporate the term "legal and physical access" as a requirement. The submitter is concerned with potential conflicts at level crossings and seek a 30m setback between new vehicle accessways and railway crossings.	2. Submission 79.34 KiwiRail Holdings Ltd is accepted in part.  Amendments to District Plan  (i) Amend Rule 3.18 4 (1) as follows:
Decision Sought: Add a new clause after 3.20.12 as follows:	(ii) Include a new rule in Section 3.20 as follows:
Every owner or occupier shall provide legal and physical vehicular access to a site. Access, parking or loading areas shall be from an existing formed legal road, to enable vehicles to enter the site.  Advisory note: A property access which crosses the rail network does not constitute legal access. Sites which adjoin the railway line or designation shall provide an alternative access to a legal road which does not require a crossing of a railway line or designation.  AND Add a further clause 3.20.14 as follows:  New vehicle access ways shall be located a minimum of 30 metres from a railway level crossing.	no direct access; or  (B) When there is a change in land use that results in an increase in use of an existing

SUBMISSION	DECISION
	3.20.14 The erection of, or addition to buildings and other structures, which exceed 1.200 metres in height, within the Railway Crossing Safety Zones shown on the District Planning Maps is a restricted discretionary activity.
	The Council's discretion is restricted to:
	<ul> <li>(A) Any adverse effect on the safety of the level crossing for vehicles and pedesterians.</li> <li>(B) The extent to which vehicles entering and exiting the level crossing can see trains.</li> </ul>
	13.20.15 The construction of crossings at railway lines which are intended to be used by vehicles is a discretionary activity.
	(iii) Include Railway Safety Crossing Zones on the District Planning Maps as shown in Appendix 2
	Reasons
	<ol> <li>Legal and physical vehicle access is addressed by the Council's Code of Practice for Land Development Bylaw. The Bylaw applies to all engineering, land development and subdivision infrastructure within the road corridor, including the construction and location of access ways. It is therefore not appropriate to include rules in the District Plan on the formation and location of vehicle crossings.</li> </ol>
	<ol> <li>It is however considered appropriate to have regard to the effects on the railway network from the use and development of land.</li> </ol>
	3. The subdivision provisions adequately provide for consideration of the effects of development on the transportation network, particularly Rules 3.18.4(B), (J) and (K). If, at the time of subdivision, a new lot requires access over a railway line then the applicant will need to address the effects of the proposal on the safety and efficiency of the rail network. KiwiRail would be involved in this process as an affected party. A minor change to Rule 3.18.4(J) will clarify this.
	4. Any access across a railway requires the approval of the owner (KiwiRail) subject to whatever conditions it wishes to impose.

<sup>&</sup>lt;sup>1</sup> Decision 20/67

## SUBMISSION

## **DECISION**

#### 53.82 NZ Transport Agency

Support Rule 3.20.12. The submitter notes that NZTA is best placed to determine the location, dimensions, formation and surfacing of vehicle accesses and egresses on to State highways, and seek that affected party status be identified in the Plan.

<u>Decision Sought</u>: Amend Rule 3.20.12 by inserting an additional matter, as follows:

(D) Whether the written approval of the NZ Transport Agency has been obtained.

#### Decision 20/68

This submission is accepted in part.

#### **Amendments to District Plan**

The following note is added at the end of Rule 3.20.11.

Note: The approval of the New Zealand Transport Agency is required for any works on the State Highway.

#### Reasons

- Appendix 1 of the District Plan sets out the information to be submitted with resource consents, including in the case of subdivision and development adjacent to state highways and limited access roads, consultation with NZTA.
- 2. Affected parties are a matter for notification under Section 95 of the RMA. The issue cannot be predetermined as sought in the submission and as a procedural issue it is not a relevant assessment matter. However, it is acknowledged that it is important to make users of the Plan aware that approval of the NZTA is required prior to undertaking any works on the State Highway.

#### Subdivision Rule 3.18.4

## 79.26 KiwiRail Holdings Ltd

The submitter suggests a new matter be included addressing reverse sensitivity effects, particularly noise and vibration effects. Add a new matter:

The size, shape and arrangement of allotments and how this achieves the setbacks and will enable the development to address reverse sensitivity noise and vibration effects from adjacent or nearby land transport networks

FS5.32 Invercargill Airport Ltd and FS7.34 South Port New Zealand Ltd support in part submission 79.26 but believe the scope should be further expanded to encompass regionally significant transportation infrastructure. Support relief sought in 79.26 but expand to encompass regionally significant transportation infrastructure

**FS30.16 Southern District Health Board** supports Submission 79.26 as the relief sought seeks to ensure reverse sensitivity issues addressed to protect strategic infrastructure from incompatible developments in close proximity.

#### Decision 20/69

This submission is rejected.

#### **Amendments to District Plan**

None required.

#### Reason

Rule 3.18.4(K) already provides for consideration of these matters. The extent to which the subdivision avoids reverse sensitivity issues will involve the ability to meet the required setbacks.

Page 51

SUBMISSION	DECISION
53.80 NZ Transport Agency Support Rule 3.18.4(J). The submitter considers that NZTA is best placed to determine the potential transportation effect of resultant land uses, particularly on State Highways, and seek that affected party status be identified in the Plan.  Decision Sought: Amend Rule 3.18.4 by inserting an additional matter, as follows:  (U) Whether the written approval of the NZ Transport Agency has been obtained.	Decision 20/70 This submission is rejected.  Amendments to District Plan None required.  Reason Identifying affected parties is a matter for notification under Section 95 of the RMA. The NZ Transport Agency will not always be an affected party to a subdivision application and is only one of many parties who could be considered affected. It is not considered appropriate to list affected parties in
<b>79.31 KiwiRail Holdings Ltd</b> Support Rule 3.18.4(K). The submitter considers that it is important that the significant transport infrastructure is protected from inappropriate subdivision, use and development. Retain 3.18.4 (K)	this section of the Plan.  Decision 20/71 This submission is accepted  Amendments to District Plan None required.  Reason The submitter supports the provision and seeks no change to it.
ZONE SPECIFIC RULES	

Section 3.33 Otatara Zone – Rules 3.33.13 – 3.33.18 Section 3.37 Residential 3 Zone – Rule 3.37 – 3.37.33 Section 3.38 Rural 1 Zone – Rules 3.38.15 – 3.38.20 Section 3.39 Rural 2 Zone – Rules 3.39.13 – 3.39.18

#### 101.4 - 7 NZ Fire Service Commission

Support in part. The submitter supports these provisions in large, but would like to see provision made for unimpeded access for fire service appliances to water supplies.

<u>Decision Sought</u>: Amend by including a new bullet point:

B) It is located so that fire appliances have unimpeded vehicular access, including a minimum width of 4m for an accessway, from the property boundary to the connection point; and..."

And subsequent renumbering.

#### Decision 20/72

This submission is noted

#### Amendments to District Plan

Add the following to Rules 3.33.15 Otatara Zone, 3.37.33 Residential 3 Zone and 3.38.17 Rural Zone:

(B) It is located so that fire appliances have unimpeded vehicular access, including a minimum width of four metres for an accessway, from the property boundary to the connection point; and..."

#### Reason

Accessways need to be wide enough to accommodate fire appliances.

#### **SECTION FOUR DEFINITIONS**

## Definition of "Strategic arterial roads"

## 69.9 ICC Roading Manger

The submitter considers that the term "strategic arterial roads", as referred to in 2.14.2 Objective 7, should be defined in the Plan to ensure their purpose is protected and utilised to enhance the strategic transport route for the city and province. Include a definition of "strategic arterial roads"

**FS28.32 NZ Transport Agency** support Submission 69.9 and suggests that this and other categories of the road classification should be listed in the definitions section of the proposed District Plan. They comment that this will make the Plan easier to use and assist in the delivery of the relevant proposed objectives and policies.

#### Decision 20/73

This submission is accepted.

#### **Amendments to District Plan**

Add a definition to Section 4 as follows:

Strategic arterial road: Means an arterial or regional road identified on the Council's Roading Hierarchy, set out in the Roading Asset Management Plan.

#### Reason

Decision 20/4 removes the Roading Hierarchy from the Proposed Plan and including the definition assists in clarifying that.

#### **APPENDIX VIII - TRANSPORT STANDARDS**

#### 1. Car Parking Standards - (3)

## 53.87 NZ Transport Agency

Support. The submitter considers that the use of the term "access route" is uncertain, as access routes can refer to State highway functions, through to footpaths and cycleways. A more appropriate term would be footpath in this instance.

Decision Sought: Amend standard 3 as follows:

(3) Where the required parking area is outside the building, it shall connect to the building via a footpath.

#### Decision 20/74

This submission is accepted in part

#### **Amendments to District Plan**

Amend Standard 3 as follows:

(3) Where the required parking area is outside the building, it shall connect to the building via an pedestrian access route.

#### Reason

This standard is made clearer by clarifying it as a pedestrian access route.

## 1. Car Parking Standards - (4)

## 53.88 NZ Transport Agency

Support. The submitter considers that the use of the term is vague, and could potentially be misconstrued as referring to standards for road development.

Decision Sought: Amend standard 4 by either:

- (a) Amending the standard to refer to on site parking or carpark aisle areas; or
- b) Inserting a definition of "vehicle circulation routes".

## Decision 20/75

These submissions are accepted in part.

#### **Amendments to District Plan**

(i) Amend standard (4) as follows:

## Vehicle Car parking circulation routes roadway

(4) Vehicle Circulation routes roadways shall have:

#### SUBMISSION **DECISION** 53.89 NZ Transport Agency A width of no less than 3.5m for one-way circulation routes and 6.5m for The submitter considers it is not clear whether the "pedestrian access route" two-way circulation routes. Where pedestrians have to use the vehicle referred to in standard 4a has the same meaning as "access route" referred to in circulation routeroadway to reach a pedestrian access route the widths Standard 3. For consistency, the same term should be used for both, and in our shall be increased by 800mm. view that term should be footpath. Amend Standard 5 as follows: Decision Sought: Amend Standard 4(a) as follows: Where a vehicle-circulation routeroadway crosses a pedestrian access route. Where pedestrians have to use the vehicles circulation route to reach a footpath the widths shall be adequate visibility shall be provided. At the crossing, the vehicle circulation increased by 800mm. routeroadway shall have a gradient no more than 1 in 20 for a distance of 6.0m back from the pedestrian access route and visibility displays shall be provided. Amend standard 7 as follows: Where buildings are required to be serviced only by courier vans, the loading space shall be no less than 6.0m long, 3.0m wide and 3.2m high. Circulation routes roadways between the street and loading spaces for courier vans shall: Provide a height clearance of no less than 3.0m. Have geometrics complying with paragraphs 4 (a) and (b) and 5. **Note**: Where buildings are required to be serviced by vehicles larger than courier vans, circulation routes roadways and loading spaces should be specifically designed. (iv) Add new definition to Section Four as follows: Circulation Roadway: Means a roadway used to gain access to parking aisles from entry and exit points of the facility. Reason The standards can be made clearer as set out above. 1. Car Parking Standards - (7) 53.90 NZ Transport Agency Decision 20/76 Oppose The submitter does not agree with the inclusion of provisions applying to This submission is rejected. the servicing of building by courier vans only. This does not take business growth **Amendments to District Plan** or existing use rights into consideration, and will result in inadequate loading None required. facilities for some activities. Reason Decision Sought: Delete standard 7. Existing use rights are lost if the effects of an activity change in character, intensity and/or scale. Therefore, if an activity grows beyond its existing

capacity and is required to be serviced by vehicles larger than courier vans, it

SUBMISSION	DECISION			
	will need to provide adequate loading spaces and circulation roadways to provide for this activity or it is deemed to be a discretionary activity under Rule 3.20.6. The Note provided under Standard 7 provides appropriate guidance on this matter.			
2. Manoeuvring Standard				
53.91 NZ Transport Agency The submitter considers the standard would benefit from better use of explanatory labels, and should be titled as being for private motor cars.  Decision Sought: Amend the standard to clearly identify that it relates to manoeuvring for private motor cars, and provide better labels to enhance understanding and legibility.	Decision 20/77 This submission is accepted in part  Amendments to District Plan  Amend the figure to include a title specifying that the standard applies to a private passenger vehicle only.  Reason			
<b>69.15 Roading Manager</b> Support in part. The submitter considers that the drawing should be noted as that for a "standard car" and is not appropriate for other sizes of vehicles.	A minor addition is required. Any other changes would over-complicate the standard.			

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## SECTION TWO ISSUES, OBJECTIVES AND POLICIES

#### 2.17 **Transportation**

The transportation network links the Invercargill City District internally and externally as illustrated on Infogram 1: Transportation Networks of the District.

Invercargill City is the main transport hub for Southland. The Invercargill City District is surrounded by agriculture and horticulture land use activities. Planted production forestry is also widespread throughout Southland. There are significant concentrations of large scale industry in and around Invercargill. Raw material for these activities and produce from them, together with minerals, are transported to and through the District.

The roading hierarchy, as illustrated on Infogram 2which forms part of the Council's Roading Asset Management Plan, encourages heavy transport and the associated noise effects away from noise-sensitive areas of the District. <sup>2</sup>

The main trunk rail line of the South Island terminates at Invercargill. Branch lines extend from Invercargill to Bluff and Wairio.

The Invercargill Airport provides the means for services the air transport needs of the business, tourist and local people in the Southland region. It provides a key linkage between Southland, the rest of New Zealand and the world.

The commercial port facilities at Bluff and Tiwai connect Invercargill and the region to the rest of New Zealand and the world and are the region's primary focus for the region's commercial maritime-activity.and port activities.

The transportation network is a significant physical resource which can affect and be affected by land use activities.

The transportation network includes provision made for a variety of personal transport modes, including bicycle, pedestrian, and public transport, as well as private motor vehicle. Invercargill's grid street pattern enables an efficient transport network with good connectivity.

Changes in behaviour as a result of fluctuations in availability and price of fuel and changes in technology need to be anticipated.

Note: The Airport and Seaport facilities are both infrastructure resources that are also addressed under the Infrastructure and Zone Specific Objectives, Policies and Rules for the Airport Operation, Airport Protection, and Seaport 1 and 2 Zones. This section should be read in conjunction with these sections of the Plan.

<sup>&</sup>lt;sup>2</sup> Decision 20/4

<sup>&</sup>lt;sup>3</sup> Decision 20/14

<sup>&</sup>lt;sup>4</sup> Decision 20/11

<sup>&</sup>lt;sup>5</sup> Decision 20/12

#### 2.17.1 Issues

The significant resource management issues for transport:

<u>5. Incompatible urban and rural development can adversely affect the transportation network.</u> 6

**Note**: This section should be read in conjunction with the specific Airport and Seaport Zones. <sup>7</sup>

## 2.17.2 Objectives

**Objective 1**: Development of transport infrastructure and land use takes place in an integrated and planned manner which:

- (B) Protects the function, safety, efficiency and effectiveness of the transport systemnetwork. 8
- (E) Minimises where practical the potential for adverse public health and environmental effects. 9

#### 2.17.3 Policies

**Policy 2 Noise**: To <u>control manage</u> the impact of noise associated with <u>the</u> airport <del>and</del>, seaport <del>operations</del>, <u>State Highway and railway network</u>. <sup>10</sup>

**Explanation**: Noise from both the airport, and the seaport, State Highway, and railway can significantly affect the amenities of nearby land uses. Appropriate In some cases appropriate noise controls need to be set to protect the ability to undertake operations whilst also managing the effects of aircraft or port-related noise on surrounding areas. In other instances, District Plan rules and zonings are employed to manage the location and design of land use activities in relation to transport networks so as to reduce the chance of reverse sensitivity effects. <sup>11</sup>

**Policy 3** Roading Hierarchy: To adopt a hierarchy for the roading network based on frequency of vehicle movements. To have regard to the Council's Roading Hierarchy when considering subdivision, use and development of land. <sup>12</sup>

Explanation: Infogram 2 delineates the Council's roading hierarchy. The Council's Roading Hierarchy is part of the Roading Asset Management Plan and can be found on the Council's website. The frequency and nature of vehicle movements along a road determines how that road must be managed and how adjacent land uses activities can use the road. The roading hierarchy also encourages heavy transport and the associated noise effects away from noise-sensitive areas of the District. 13

**Policy 4** Standards: To set development standards for road design, vehicle

Decision 20 – Transport

Page 58

<sup>&</sup>lt;sup>6</sup> Decision 20/16

<sup>&</sup>lt;sup>7</sup> Decision 20/12

<sup>&</sup>lt;sup>8</sup> Decision 20/17

<sup>9</sup> Decision 20/18

<sup>&</sup>lt;sup>10</sup> Decision 20/22

<sup>&</sup>lt;sup>11</sup> Decision 20/22

<sup>&</sup>lt;sup>12</sup> Decision 20/4

<sup>13</sup> Decision 20/4

access, loading, parking and manoeuvring facilities. public transport, and walking and cycling networks. 14

Policy x Public transport, walking and cycling: Promote the use of public transport, and walking and cycling networks. 15

**Explanation**: Public transport, walking and cycling networks have a significant role in the transportation of people. Walking and cycling also reduces the carbon footprint of the urban area and is a positive contributor to the health and wellbeing of people and communities. 16

#### Policy 5 **Adverse Effects:**

Explanation: Controls are necessary so that the effects of subdivision and land use activities are not incompatible with the safe and efficient operation of transportation networks. There is a range of activities that can affect the transportation network including land practices which encourage the congregation of birds near flight paths. land modification which creates wind shear affecting aircraft, and obstruction of sightlines along intersections and level railway crossings<sup>17</sup>

State Highways: To have regard to any New Zealand Transport Agency Guidelines standards when considering regarding the location of new accesses onto, and egresses from. State Highways where the speed limit exceeds 50 kph. 18

**Explanation**: It is important not to compromise the efficiency of the State Highway network. Under Section 51 of the Government Roading Powers Act 1989, works on State Highways cannot be undertaken without the written permission of the New Zealand Transport Agency. 19

Policy 8 Public Health: To manage transport activities and surrounding land use activities to protect public health and environmental values. 20

Policy (x) Significant transportation networks: To recognise that the Invercargill Airport, Seaport, Railway, State Highway, and the arterial roads which link this infrastructure are regionally significant transportation networks and are essential to the ongoing viability and functioning of the District. <sup>21</sup>

**Explanation**: It is important for these regionally significant transportation networks to be maintained and protected to ensure efficient ongoing land uses of the District and the functioning of the City. 2

#### 2.17.4 Methods of Implementation

Including Identification of the roading hierarchy of the District in the Method 4

<sup>&</sup>lt;sup>14</sup> Decision 20/25

<sup>&</sup>lt;sup>15</sup> Decision 20/25

<sup>&</sup>lt;sup>16</sup> Decision 20/25

<sup>&</sup>lt;sup>17</sup> Decision 20/31

<sup>&</sup>lt;sup>18</sup> Decision 20/27

<sup>&</sup>lt;sup>19</sup> Decision 20/27

<sup>&</sup>lt;sup>20</sup> Decision 20/29

<sup>&</sup>lt;sup>21</sup> Decision 20/9

<sup>&</sup>lt;sup>22</sup> Decision 20/9

Plan in the Council's Roading Asset Management Plan. 23

Method 12 Collaborating with key stakeholders during decision making processes and when developing strategic transportation documents. <sup>2</sup>

Method 13 Initiate advocacy for on-site vehicle manoeuvring on residential allotments fronting the street.

## **ZONE SPECIFIC**

#### 2.22 **Business 1 Zone**

Policy 21 Parking and vehicle manoeuvring <sup>26</sup>

#### 2.24 **Business 3 (Specialist Commercial) Zone**

#### Connectivity and circulation Car parking and service vehicles<sup>27</sup> Policy 16

- (A) To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.
- (B) To recognise and maintain the functionality of the State Highway. 28

Policy (x) State Highways: To recognise and maintain the functionality of the State Highway. 29

**Explanation**: The State Highway is one of the major transportation networks of the District. It is important that land use and development does not compromise the efficiency of the State Highway.

#### 2.25 **Business 4 (Neighbourhood Shop) Zone**

#### Policy 13 Car parking and service vehicles<sup>31</sup>

- <del>(A)</del> To require the provision of adequate off-street car parking and efficient and convenient provision for service vehicles.
- (B) To recognise and maintain the functionality of the State Highway. 32

Policy (x) State Highways: To recognise and maintain the functionality of the State Highway.

Page 60

<sup>&</sup>lt;sup>23</sup> Decision 20/4

<sup>&</sup>lt;sup>24</sup> Decision 20/33

<sup>&</sup>lt;sup>25</sup> Decision 20/66

<sup>&</sup>lt;sup>26</sup> Decision 20/44

<sup>&</sup>lt;sup>27</sup> Decision 20/39

<sup>&</sup>lt;sup>28</sup> Decision 20/39

<sup>&</sup>lt;sup>29</sup> Decision 20/39

<sup>30</sup> Decision 20/39

<sup>31</sup> Decision 20/40

<sup>32</sup> Decision 20/40 33 Decision 20/40

Decision 20 - Transport

**Explanation**: The State Highway is one of the major transportation networks of the District. It is important that land use and development does not compromise the efficiency of the State Highway. 34

## 2.26 Business 5 (Rural Service) Zone

Policy 17 Connectivity Car parking and vehicle manoeuvring 35

## 2.27 Hospital Zone

Policy 11 Car parking and vehicle manoeuvring <sup>36</sup>

## 2.29 Industrial 1 (Light) Zone

Policy 16—Connectivity and Circulation Car parking and service vehicles<sup>37</sup>

Policy 17 Connectivity and Circulation State Highway 38

## 2.31 Industrial 2 (Urban) Zone

Policy 13 Connectivity and circulation cCar parking and vehicle manoeuvring service vehicles<sup>39</sup>

## 2.32 Industrial 3 (Large) Zone

Policy 14 Car parking and vehicle manoeuvring service vehicles<sup>40</sup>

## 2.33 Industrial 4 (Awarua) Zone

**Policy 1122** Road safety To restrict all access to and egress from the Industrial 4 Zone by industrial traffic to Colyer Road and to <u>require the upgrade of</u> the Colyer Road/State Highway 1 intersection to a standard commensurate with the volume of traffic using it. 41

#### 2.34 Otatara Zone

#### Policy 1617 Car parking and vehicle manoeuvring

**Explanation**: The ability to park one's own vehicle "off the road" is important to most people. The vehicle is more convenient to the dwelling and is seen to be more secure. Space to park at least one car (small dwellings) or two cars is expected on the smaller historic allotments of Otatara. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on the roadside is normally accepted. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short

<sup>34</sup> Decision 20/39

<sup>35</sup> Decision 20/44

<sup>36</sup> Decision 20/44

<sup>37</sup> Decision 20/44

<sup>38</sup> Decision 20/44

<sup>&</sup>lt;sup>39</sup> Decision 20/44

<sup>40</sup> Decision 20/44

<sup>&</sup>lt;sup>41</sup> Decision 20/46

term visitors and improves the visual amenity of the streets be reducing the level of long term on-street parking. 42

## 2.36 Residential 1 Zone Residential 1A (Medium Density) Zone

**Policy 21** Car parking and vehicle manoeuvring: To require maintain road safety by providing provision for residents to park their vehicle(s) on-site and to manoeuvre them safely on and off the formed road. 43

**Explanation**: The ability to park one's own vehicle "off the road" is important to most people. Space to park at least one car (small dwellings) or two cars is expected. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on the roadside is normally accepted. There is potential for hazard, especially where motor vehicles cross the public footpath, that needs to be minimised. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking 44

## 2.39 Residential 3 (Large Lot) Zone

**Policy 22** Car parking and vehicle manoeuvring: To require maintain road safety by providing provision for residents to park their vehicle(s) on-site and to manoeuvre them safely on and off the formed road. 45

**Explanation**: The ability to park one's own vehicle "off the road" is important to most people. Space to park at least one car (small dwellings) or two cars is expected. Parking vehicles on a semi-permanent basis on the roadside is a waste of expensive road space. Occasional visitor or delivery vehicle parking on the roadside is normally accepted. There is potential for hazard, especially where motor vehicles cross the public footpath, that needs to be minimised. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking.

#### 2.40 Rural 1-Zone

**Policy 20** Car parking and vehicle manoeuvring: To recognise that the opportunity for residents on smaller rural lots to park their vehicle(s) on-site is an important dimension of amenity.

**Explanation:** The ability to park one's own vehicle "off the road" is important to most people. Space to park at least two cars is expected on the smaller historic allotments. Provision for off street car parking and manoeuvring minimises the adverse effects on the safety and efficiency of the road. It also enables the

<sup>42</sup> Decision 20/48

<sup>&</sup>lt;sup>43</sup> Decision 20/66

<sup>44</sup> Decision 20/48

<sup>45</sup> Decision 20/66

<sup>&</sup>lt;sup>46</sup> Decision 20/48

retention of on-street parking for short term visitors and improves the visual amenity of the streets by reducing the level of long term on-street parking.<sup>47</sup>

#### 2.43 Smelter Zone

**Policy 12** Connectivity: To promote connectivity between the Smelter Zone, the seaport at Bluff and the <u>New Zealand Aluminium Semelter's own wharf at Tiwai</u>, and the connections provided with the wider Invercargill City District via the roads servicing the site. 48

#### **INFOGRAMS**

## Infogram 1

Amend title as follows:

Transportation Networks of the District Regionally Significant Transportation Networks. 49

Add the following arterial roads:

- Bainfield Road (North Road to Queens Drive)
- Queens Drive (Bainfield to Tay)
- Elles Road (Tay to Bluff Road)
- Victoria Avenue (Dee to Bond)
- Bond Street (Victoria to Bluff Road)
- Tweed Street (Inglewood to Bond Street)
- Stead Street (Bond Street to Airport Avenue)
- Airport Avenue (Stead Street to End)
- Shannon Street (Gore Street to Foreshore Road)

#### Infogram 2

Remove from the District Plan<sup>50</sup>

Decision 20 – Transport

Page 63

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<sup>&</sup>lt;sup>47</sup> Decision 20/48

<sup>48</sup> Decision 20/54

<sup>49</sup> Decision 20/9

<sup>50</sup> Decision 20/4

## **SECTION THREE RULES**

#### **DISTRICT WIDE**

#### 3.18 Subdivision

- **3.18.4** Applications under Rule 3.18.3 above shall address the following matters which will be among those taken into account by the Council:
  - (J) Potential effects on the <u>safety and efficiency of the<sup>51</sup> transportation</u> network of land uses enabled by the subdivision, in particular State Highways, and limited access roads, and railway lines.<sup>52</sup>
  - (U) Whether the access is adequate to service the activities enabled by the subdivision, including compliance with Table 1 in Section 3 of Appendix VIII –Transport Standards. <sup>53</sup>

## 3.20 Transport

## 3.20.1 Off-Street Car Parking Requirements: 54

Activity	Parking requirement		
Bars, cafes, restaurants, taverns	One staff car park per two staff or part thereof on site at any one time, plus one car park per four clients to be accommodated in the establishment.		
	For establishments which contain a drive-through		
	facility a minimum of five queuing spaces are to be		
	provided from the drive-through order point.		
Take-Away Food Activity	One car park per 50m <sup>2</sup> of retail floor area or part thereof.		
	For take-away food outlets which contain a drive-		
	through facility a minimum of five queuing spaces		
	are to be provided from the drive-through order point.		

## 3.20.6 Loading Facilities and Manoeuvring Spaces:

- (C) Within the Smelter Zone<sup>55</sup>
- (C) (D) For residences fronting the street within the Residential 1, Residential 1A, Residential 2 and Residential 3 Zones.
- **3.20.8** For residences fronting the street within the Residential 1, Residential 1A, Residential 2 and Residential 3 Zones: Where no manoeuvring space is provided on site and a garage is built with the garage door positioned in such a way that it will normally be necessary for vehicles to back either on to or off the

<sup>52</sup> Decision 20/67

Decision 20 – Transport

Page 64

<sup>&</sup>lt;sup>51</sup> Decision 20/5

<sup>53</sup> Decision 20/3

<sup>&</sup>lt;sup>54</sup> Decision 20/63

<sup>55</sup> Decision 20/60

formed road, a visibility splay shall be provided as per Infogram 3 towards the street, a setback of 5.2 metres shall be provided from the garage door to the property boundary. 5

## 3.20.11

Note: The approval of the New Zealand Transport Agency is required for any works on the State Highway. 5

- 3.20.13<sup>58</sup> It is a restricted discretionary activity to carry out a land use activity;
  - That requires direct access over a railway level crossing where there is (A) currently no direct access; or
  - (B) When there is a change in land use that results in an increase in use of an existing direct access over a railway level crossing.

The matters over which the Council shall exercise its discretion are:

- (A) The potential for adverse effects on the safety and efficiency of the road and railway resulting from the nature, use, location, and design of direct access over a railway level crossing.
- (B) The type and degree of control at the level crossing.
- The availability of unobstructed sightlines at the level crossing. (C)
- (D) The ability to obtain alternative legal access to the site. 5
- 3.20.14<sup>60</sup> The erection of, or addition to buildings and other structures, which exceed 1.200 metres in height, within the Railway Crossing Safety Zones shown on the District Planning Maps is a restricted discretionary activity.

The Council's discretion is restricted to:

- (C) Any adverse effect on the safety of the level crossing for vehicles and pedestrians.
- The extent to which vehicles entering and exiting the level crossing can (D) see trains.

Page 65

3.20.15<sup>61</sup> The construction of crossings at railway lines which are intended to be used by vehicles is a discretionary activity.

<sup>&</sup>lt;sup>56</sup> Decision 20/66

<sup>&</sup>lt;sup>57</sup> Decision 20/68

<sup>58</sup> Decision 20/67

<sup>&</sup>lt;sup>59</sup> Decision 20/67

<sup>60</sup> Decision 20/67

<sup>&</sup>lt;sup>61</sup> Decision 20/67

#### **ZONE SPECIFIC RULES**

#### 3.33 Otatara Zone

3.33.15 (B) It is located so that fire appliances have unimpeded vehicular access, including a minimum width of four metres for an accessway, from the property boundary to the connection point; and 62

## 3.37 Residential 3 Zone

3.37.33 (B) It is located so that fire appliances have unimpeded vehicular access, including a minimum width of four metres for an accessway, from the property boundary to the connection point; and 63

#### 3.38 Rural 1 Zone

3.38.17 (B) It is located so that fire appliances have unimpeded vehicular access, including a minimum width of four metres for an accessway, from the property boundary to the connection point; and 64

## **Infograms**

Infogram 3

Remove from District Plan<sup>65</sup>

<sup>62</sup> Decision 20/72

<sup>63</sup> Decision 20/72

<sup>64</sup> Decision 20/72

<sup>65</sup> Decision 20/66

## **SECTION FOUR DEFINITIONS**

**Arterial Routes**: Means those routes identified as State Highways/Major Arterials and Minor Arterials on Infogram 2. $\frac{66}{}$ 

<u>Circulation roadway:</u> Means a roadway used to gain access to parking aisles from entry and exit points of the facility. <sup>67</sup>

<u>Strategic arterial road:</u> Means an arterial road or regional road identified on the Council's Roading Hierarchy, set out in the Roading Asset Management Plan. <sup>68</sup>

## SECTION FIVE APPENDICES

## **APPENDIX VIII - Transport Standards**

1. CAR PARKING STANDARDS

#### NOTES:

## **Car Parking Areas**

(3). Where the required parking area is outside the building, it shall connect to the building via an-pedestrian access route. 69

## Vehicle Car parking circulation routes roadway<sup>70</sup>

- (4) Vehicle-circulation routes roadways shall have:
  - (a) A width of no less than 3.5m for one-way circulation routes and 6.5m for two-way circulation routes. Where pedestrians have to use the vehicle circulation routeroadway to reach a pedestrian access route the widths shall be increased by 800mm. 71
- (5) Where a vehicle—circulation routeroadway crosses a pedestrian access route, adequate visibility shall be provided. At the crossing, the vehicle—circulation route roadway shall have a gradient no more than 1 in 20 for a distance of 6.0m back from the pedestrian access route and visibility displays shall be provided. 72

#### Spaces and circulation for courier van delivery vehicles

- (7) Where buildings are required to be serviced only by courier vans, the loading space shall be no less than 6.0m long, 3.0m wide and 3.2m high. Circulation routes roadways between the street and loading spaces for courier vans shall:
  - (a) Provide a height clearance of no less than 3.0m.

Decision 20 – Transport

Page 67

<sup>&</sup>lt;sup>66</sup> As a result of Decision 20/4

<sup>&</sup>lt;sup>67</sup> Decision 20/75

<sup>68</sup> Decision 20/73

<sup>69</sup> Decision 20/74

<sup>&</sup>lt;sup>70</sup> Decision 20/75

<sup>71</sup> Decision 20/75

<sup>&</sup>lt;sup>72</sup> Decision 20/75

(b) Have geometrics complying with paragraphs 4 (a) and (b) and 5.

**Note**: Where buildings are required to be serviced by vehicles larger than courier vans, circulation <u>routes roadways</u> and loading spaces should be specifically designed.

## 2. MANOEUVRING STANDARD FOR PRIVATE PASSENGER VEHICLES<sup>74</sup>

## 3. PRIVATE WAYS AND RIGHT OF WAYS<sup>75</sup>

(1) Private ways and right of ways are to be designed and constructed to comply with the standards set out in Table 1.

Table 1: Private Way and Right of Way Standards.

Residential 1, 1A, and 2 Zones					
Number of Lots	2-3	4-6	<u>7+</u>		
Minimum Width	3.6m	4.5m	<u>9m</u>		
Formed Movement	3m (sealed 5m in from	3m (sealed 5m in from	6m (sealed 5m in from		
lane	property boundary)	property boundary)	property boundary)		
<u>Drainage</u>	Interceptor sump required where more	Interceptor sump required where more	Interceptor sump required where more		
	than 40m <sup>2</sup> of	than 40m <sup>2</sup> of	than 40m <sup>2</sup> of		
	impermeable area is	impermeable area is	impermeable area is		
	graded towards the	graded towards the	graded towards the		
	street.	street.	street.		
Passing Bays	-	·	Every 50m, as set out		
1 d33iiig Days	-	=	in Figure 1.		
Turning Heads	_	_	As set out in Figure 2.		
Footpaths	_	<u>-</u> _	Single sided, 1.5m		
1 Ootputiis	-	-	width for concrete or		
			1.8m width for asphalt.		
Lighting			Constructed and		
<u> </u>	_	-	designed in		
			accordance with Class		
			P4 of AS/NZS 1158.		
Residential 3 Zone					
Number of Lots	1-3	4-6	<u>7+</u>		
Minimum Width	<u>4m</u>	4.5m	<u>9m</u>		
Formed Movement	3m (sealed 5m in from	3m (sealed 5m in from	6m (sealed 5m in from		
lane	property boundary)	property boundary)	property boundary)		
<u>Drainage</u>	Interceptor sump	Interceptor sump	Interceptor sump		
	required where more	required where more	required where more		
	than 40m <sup>2</sup> of	than 40m <sup>2</sup> of	than 40m <sup>2</sup> of		
	impermeable area is	impermeable area is	impermeable area is		
	graded towards the	graded towards the	graded towards the		
	street.	street.	street.		
Passing Bays	1.1	1.1	Every 50m, as set out		
			in Figure 1.		
<u>Turning Heads</u>	_	-	As set out in Figure 2.		

<sup>&</sup>lt;sup>73</sup> Decision 20/75

Decision 20 – Transport

Page 68

<sup>&</sup>lt;sup>74</sup> Decision 20/77

<sup>&</sup>lt;sup>75</sup> Decision 20/3

<u>Footpaths</u>	Ξ		Single sided, 1.5m		
			width for concrete or		
			1.8m width for asphalt.		
<u>Lighting</u>	Ξ		Constructed and		
			<u>designed</u> in		
			accordance with Class		
			P4 of AS/NZS 1158.		
Rural 1, 2, and Otatara Zones					
Number of Lots	<u>2-6</u>	<u>7+</u>			
Minimum Width	<u>6m</u>	<u>9m</u>			
Formed Movement	In accordance with	<u>6m</u>			
<u>lane</u>	Figure 3.				
<u>Drainage</u>	Ξ				
Passing Bays	Every 200m				
Turning Heads	-	- 1			
<u>Footpaths</u>	_				
Lighting	-	-			

Note: Commercial and Industrial development will be considered on a case by case basis in consultation with the Council's Roading Manager.

Add the following figures<sup>76</sup>:

- Figure 1 Passing bay detail
- Figure 2 No exit turning areas.
- Figure 3 Rural accessway layout.

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<sup>&</sup>lt;sup>76</sup> Decision 20/3

Figure 1 - Passing bay detail

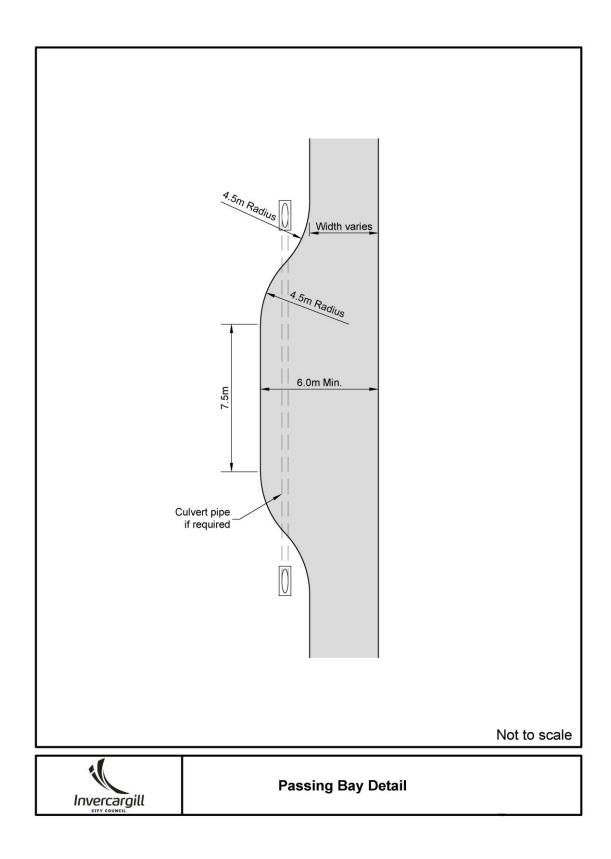


Figure 2 - No exit turning areas

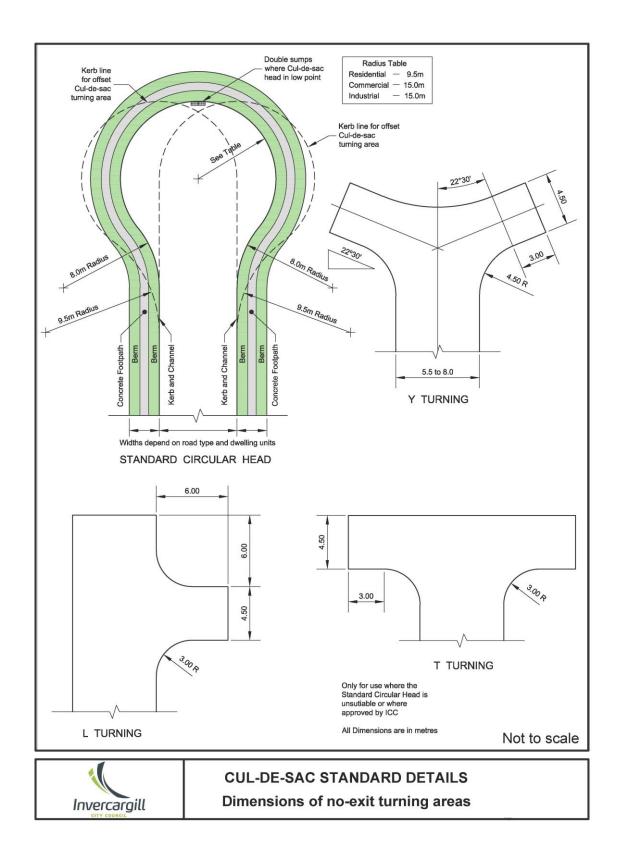
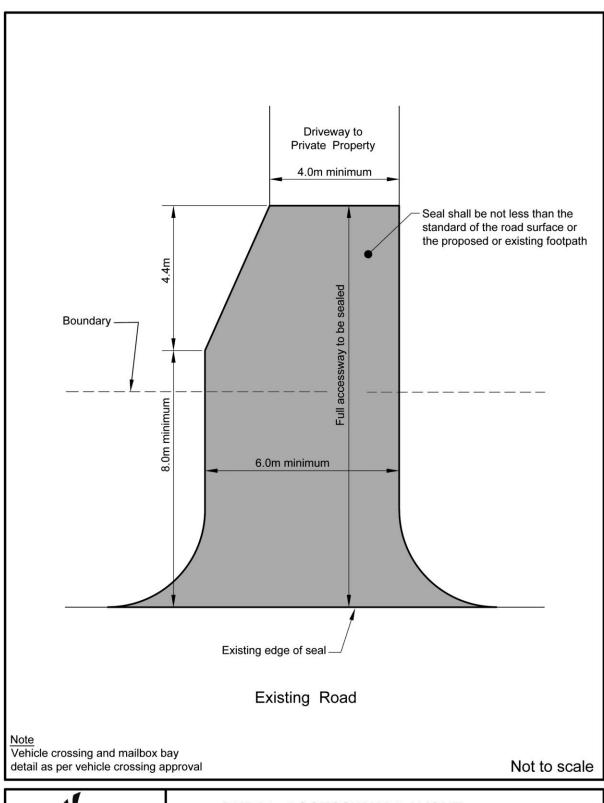


Figure 3 - Rural accessway layout





RURAL ACCESSWAY LAYOUT (Two to six dwellings)

# **SECTION FIVE APPENDICES** Include Railway Crossing Safety Zones on the District Planning Maps as follows<sup>77</sup>: N HYDEST BLUFFHMY LAKE ST Railway View Lines LAKE STREET Invercargill

<sup>&</sup>lt;sup>77</sup> Decision 20/67



