



Resource Management Act 1991

Selwyn District Plan

Report on Submissions relating to Plan Change 12:

Integrated transport Management

A Proposed Plan Change to provide for better urban form, a more sustainable land transport network and to cater for future transport networks

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To:	Hearing Commissioner
From:	David Hattam
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Glossary

Abbreviations used in this report are as follows:

B1/B2/B3	Business 1/2/3 (as in the Business 1 or Business 2 zone in the SDP)
CRETS	Christchurch, Rolleston and Environs Transportation Study
CRI	Crown Research Institute
LFR	Large Format Retail
MDH	Medium Density Housing
NZTS	New Zealand Transport Strategy 2009
PC7	Proposed Plan Change 7 to the Selwyn District Plan
PC17	Proposed Plan Change 17 to the Selwyn District Plan
PC29	Proposed Plan Change 29 to the Selwyn District Plan
RPS	Canterbury Regional Council Regional Policy Statement
SDC	Selwyn District Council
SDP	Selwyn District Plan
LTMA	Land Transport Management Act 2008
RLTS	Regional Land Transport Strategy
The Act	The Resource Management Act
UDS	The Greater Christchurch Urban Development Strategy (UDS)

This report analyses submissions made on Plan Change 12 to the District Plan. The report is prepared under Section 42A of the Resource Management Act 1991 (I). The purpose of the report is to assist the Hearing Commissioners in evaluating and deciding on submissions made on PC12 and to assist submitters in understanding how their submission affects the planning process. The report may include recommendations to accept or reject points made in submissions and to make amendments to the SDP. These recommendations are the opinions of the Reporting Officer(s) only. The Hearing Commissioner will decide on each submission after hearing and considering all relevant submissions, the Officer's Report(s) and the Council's functions and duties under RMA.

1 Introduction

My full name is David Anthony Hattam. I am employed as a Strategic Policy Planner for the Selwyn District Council. I hold the qualification of Master of Urban and Regional Planning from Heriot Watt University (Edinburgh) and I am a full member of the Royal Town Planning Institute. I have worked in the field of urban planning and resource management for the last 7 years, with 6 of these being in New Zealand. I have worked in the areas of urban design, development control / consent processing, policy writing and strategic planning.

My qualifications include the study of urban design and I am the co-author of the Councils Subdivision Design Guide, Medium Density Housing Guide and Commercial Design Guide. The former of these was the winner of the 2010 Best Practice award from the New Zealand Planning Institute.

In this report I have addressed the matters raised by submitters. In order to avoid an overly complex report I have grouped the issues by topic area. In the text that follows, the submitter's comments are summarised in plain text and my response is in italics. Where I have recommended changes to the plan change these are highlighted with a grey background.

This officer's report has been prepared with the assistance of Lisa Williams from transport and planning consultants Novo Group (formerly Via Strada). Ms Williams also prepared the technical evidence in appendix 3 which forms the basis for many of the recommendations.

2 Overview of the Proposed Plan Change

2.1 Description

The plan change was described in the public notice as follows:

Proposed Plan Change 12 is a review of the transport related provisions in the District Plan. The key changes made by the plan change are:

- 1. Changes to the policies and objectives to recognise the importance of integrating transport management and land use, the protection of future transport networks and the provision of transport options via a variety of means (such as walking and cycling).*
- 2. Changes to the roading standards to recognise the different functions of different roads. These will allow for more flexibility in development, such as narrower widths for lightly trafficked roads. This includes changes to vehicle accessway standards.*
- 3. Updated intersection spaces.*
- 4. An updated road hierarchy.*
- 5. Changes in standards to the formation of car parks.*
- 6. Changes in parking standards (amount of car parking).*
- 7. Management of the use of point strips.*
- 8. Numerous technical changes and updates to reflect current legislation.*

2.2 Reasons for the Plan Change

A summary of the issues being reviewed in this plan change is provided in section 3.1 the Section 32 report and is reproduced below:

The Selwyn District Council (SDC) proposes to revise the District Plan's transport provisions to ensure they reflect the strategic direction of Council, and national and regional policy documents. The development of the proposed changes is influenced by the adoption of the local and regional strategies and studies such as; Christchurch, Rolleston and Environs Transportation Study (CRETS), the Greater Christchurch Urban Development Strategy (UDS), the Greater Christchurch Travel Demand Management Strategy, the Selwyn District Walking and Cycling Strategy and also the recognition of the importance of good urban design and Selwyn District Councils role as a signatory to the Urban Design Protocol.

Selwyn District Council's urban design direction is evident in the recently adopted and released, "SDC Subdivision Design Guide for Residential Subdivision in the Urban Living Zones", which aims to reflect Council's desire to create "good subdivisions". The Growth of Townships Plan Change (PC7) was then prepared to address the issues of urban design and township growth. PC7 focuses on land use patterns and this review of the transport plan provisions will consider the supporting, transport components of urban design and growth.

A review and update to the existing District Plan transport sections (both in the Township and Rural Volumes) has been undertaken to reflect the directions discussed above. In addition, Selwyn District Council staff have identified a number of operational issues, for example, out of date design standards, within the transport provisions of the current District Plan; these were incorporated in the review and include site access, parking, vehicle crossings and accessways, road standards and activity status.

The key issues can be broadly categorised as:

- *The need to integrate land use and transport.*
- *The need to provide for and protect future transport networks to enable people to meet their environmental, social, economic and cultural wellbeing.*
- *The need to provide for sustainable transport modes.*
- *Enhancing the provision of a safe and efficient transport network.*
- *Recognising the important role of transport networks to achieve good urban form.*
- *Managing the effects of transport systems on land uses and the surrounding environment such as air pollution, noise, dust, visual amenity and vibration from traffic.*
- *Managing the environmental effects land uses can generate and the potential for land uses to constrain the operation of transport systems.*
- *The need to update the Plan provisions to align with best practice standards; and consistently reflect other policy documents as required under the Act.*

3 Statutory Analysis

Section 74 of the Resource Management Act sets out the matters that must be considered in preparing a change to the District Plan. Amongst other things, section 74 requires a local authority to comply with its functions under section 31, its duties under section 32, contents of district plans under section 75 and the overall purpose of the Act under Part 2. This includes the matters of national importance (section 6), other matters that require particular regard in achieving the purpose of the Act (section 7) and the Treaty of Waitangi (section 8).

It is also relevant to consider the overall fit of the proposed policies to the existing District Plan framework.

These matters are considered below.

3.1 Section 31

Proposed Plan Change 12 is consistent with Council's function under section 31 which includes:

“(a) the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.”

3.2 Section 32

In accordance with Section 32 of the Act, the Council has a duty to consider alternatives, benefits and costs of the proposed change. I note that Section 32 is a process whereby initial investigations, followed by the consideration of submissions at a hearing, all contribute to Council's analysis of costs and benefits at its final decision-making. Accordingly, the Section 32 report prepared for Plan Change 12, is supplemented by the submissions received and will further benefit from the information to be presented at the hearing. As Plan Change 12 is adding controls to the District Plan it is necessary that the final decision-making carefully considers the costs and benefits of the new or amended provisions.

3.3 Sections 74 and 75

Section 74 (2) (a) requires a Council to have regard to any proposed regional policy statement while section 75 (3) (c) requires Council to give effect to any regional policy statement.

3.3.1 Regional Policy

The consistency of this plan change with the RPS and proposed RPS is discussed in section 2.1.2.2; whilst the relevant objectives and policies are listed below.

a) Operative Canterbury Regional Policy Statement

The Regional Policy Statement (RPS) provides an overview of significant regional resource management issues and the identification of policies and methods to achieve integrated, sustainable management of natural and physical resources within the region. This planning document is currently undergoing its 10 year review, and the new (proposed) RPS is discussed in section b, below.

Chapter 12A of the RPS sets out the objective and policy framework for how urban growth is to be accommodated over the next 35 years in the Greater Christchurch area. It is aimed at managing the location of growth and also the resulting urban form.

Under issue 5, it identifies that urban land use and development in inappropriate locations can adversely affect the efficient use and development of transport infrastructure, through:

- (a) *The location of residential and other sensitive activities close to strategic transport networks;*
- (b) *High energy use associated with private car dependency;*
- (c) *Inefficient operation of strategic transport networks.*

The relevant objectives within chapter 12A are as follows:

Objective 7: Integration of Transport Infrastructure and Land Use

Ensure that the planning and provision of transport infrastructure is integrated with development and settlement patterns and facilitates the movement of goods and provision of services in Greater Christchurch, while:

- (a) *limiting network congestion;*
- (b) *reducing dependency on private motor vehicles;*
- (c) *reducing emission of contaminants to air and energy use;*
- (d) *promoting the use of active transport modes.*

Objective 8: Development and Protection of Strategic Infrastructure

Achieve urban land use and development that does not adversely affect the efficient operation, use and development of strategic infrastructure and enables the development of the additional Strategic Infrastructure necessary to meet the needs of growth in population, relocated households as a result of the Canterbury Earthquakes and economic activity in the Greater Christchurch area.

The most relevant policies are:

Policy 2 (Intensification)

Policy 7 (Development form and Design), especially clauses a, c and d.

Policy 9 (Transport Effectiveness); particularly method 9.3: *Territorial authorities shall give consideration to developing district plan rules to manage property access and transport efficiency conflicts.*

Policy 10 (Strategic Infrastructure and reverse sensitivity)

Chapter 15 of the RPS deals specifically with Transport, and identifies two key issues:

- *Effects on transport infrastructure from the use, development or protection of land and associated natural and physical resources;*
- *Adverse effects on the environment from the provision of transport infrastructure and the use of transport.*

Relevant objectives and policies seek to enable a safe, efficient and cost-effective transport system to meet regional, inter-regional and national needs for transport, and avoid, remedy or mitigate the adverse effects of transport use and provision, reduce demand for transport, and promote transport modes which have low adverse environmental effects such as cycling, walking and public transport. Policy 3 promotes changes in movement patterns, travel habits and the location of activities to reduce the demand for transport.

The RPS encourages District Councils to consider these matters in the preparation of plan changes.

b) Proposed Canterbury Regional Policy Statement 2011

The proposed RPS was notified on 18 June 2011. Chapter 5 is concerned with land-use and infrastructure.

Relevant Objectives are 5.2.1 (Location, design and function of development), 5.2.2 (Integration of land-use and regionally significant infrastructure) and 5.2.3 (Transport Network (wider region)). Relevant policies are summarised below:

Policy 5.3.1 seeks to encourage high quality urban design including the maintenance and enhancement of amenity values. It directs Territorial Authorities to consider methods that promote good building design and give effect to the urban design protocol.

Policy 5.3.2 is concerned with regionally significant infrastructure. It seeks that new development contributes to consolidated and well designed urban patterns; and that development should integrate with transport networks which provide for sustainable and efficient movement in a logical, safe and permeable manner.

Policy 5.3.7 seeks to avoid development which would adversely affect the strategic land transport network and arterial roads.

Policy 5.3.8 seeks to integrate land use and transport planning in a way that promotes the use of transport modes that have low adverse effects and reduces the demand for transport.

In addition, the proposed RPS will carry forward chapter 12A of the operative RPS as Chapter 6.

3.3.2 Selwyn District Plan

a) Operative Selwyn District Plan

The existing district plan objectives are discussed in section 6 of the Section 32 report. The policies and methods are discussed in section 7.

In addition, since PC12 was notified, PC7, which provides for residential growth in the Greater Christchurch area, has been made operative. PC7 made amendments to the Living Zone policies and methods and introduces a new Living Z zone for greenfield development.

New objectives include:

Objective 3.4.4

Growth of Existing Townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.

Objective 3.4.5

Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.

Objective 4.2.4

That subdivision provides for variety and efficiency in its design, form and function.

The explanation to this policy includes the following:

Objective 4.2.4 seeks to provide opportunity and flexibility for developers to express greater innovation, while satisfying the engineering requirements of the Plan. Such matters include roading design and layout, the shape and size of allotments, particularly to allow for low and medium density development within Living Z ODP areas, protection of views, and an open space network within the subdivision to provide good connectivity for pedestrians, cyclists and motorists. Subdivision also provides opportunities for tree planting alongside formed roads and recreation reserves.

New policies (from Plan Change 7) include the following:

Policy 3.4.3

To provide Living zones which:

- *are pleasant places to live in and provide for the health and safety of people and their communities*
- *are less busy and more spacious than residential areas in metropolitan centres; and*
- *have safe and easy access for residents to associated services and facilities*
- *provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;*
- *ensure medium density residential areas identified in Outline Development Plans are located within close proximity to open spaces and/ or community facilities; and*
- *ensure that new medium density residential developments identified in Outline Development Plans are designed in accordance with the following design principles:*
 - *access and connections to surrounding residential areas and community facilities and Neighbourhood Centres are provided for through a range of transport modes;*
 - *block proportions are small, easily navigable and convenient to encourage cycle and pedestrian movement;*
 - *streets are aligned to take advantage of views and landscape elements;*
 - *section proportions are designed to allow for private open space and sunlight admission;*
 - *a subdivision layout that minimises the number of rear lots;*
 - *layout and design of dwellings encourage high levels of interface with roads, reserves and other dwellings;*
 - *a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community;*
 - *a balance between built form and open spaces complements the existing character and amenity of the surrounding environment; and*
 - *any existing natural, cultural, historical and other unique features of the area are incorporated where possible to provide a sense of place, identity and community.*

Policy B4.2.9

Ensure that new residential blocks are small in scale, easily navigable and convenient to public transport services and community infrastructure such as schools, shops, sports fields and medical facilities, particularly for pedestrians and cyclists.

Policy B4.2.11

Ensure that subdivision designs encourage strong, positive connections between allotments and the street and other features, whilst avoiding rear allotments where practical.

The relevance of these changes is that they introduce a higher baseline requirement for residential subdivision, for instance by restricting the use of rear lots, which can then require that a greater amount of public roads are provided, or that intersections are spaced more closely to allow blocks with two sections back to back.

These intentions are implemented in the following rules:

- 12.1.4.30 *Whether residential blocks achieve an average perimeter of 800m and maximum perimeter of 1000m, unless precluded by an existing pattern of development. NOTE: Section 4.6 of the “Design Guide for Residential Subdivision in the Urban Living Zones” can be referred to for other examples of how residential blocks can be measured.*
- 12.1.4.31 *Whether the creation of rear allotments occurs only where it is necessary to reach awkward parts of a site and there is no practical alternative to develop the site; and*
- 12.1.4.32 *The design of accessways serving four or more allotments with respect to the creation of an open street environment and whether sites have sufficient frontage to such accessways; and*
- 12.1.4.33 *Whether the total number of allotments with no frontage to an adopted road exceeds 20% of the lots in any one Greenfield subdivision and the total number of rear allotments (served by an accessway serving less than four allotments) exceeds half of the 20% allowance. The potential adverse effects of which are related to the lack of an open street environment and/or concentrating small sections as rear allotments; and*

A “quid-pro-quo” for these higher standards is intended to be that the standards for lower order roads are more flexible; for instance allowing developers to provide narrower connected roads instead of rights of way. This will mean that the new standards do not reduce the amount of allotments that developers can create from a piece of land.

(c) Proposed Plan Change 29 to the Selwyn District Plan

Plan Change 29 is concerned with the management of development within the B1 zones. It introduces a new policy (B3.4.23a) which is focussed on increasing the amenity of public spaces; in part to provide attractive place for people to walk and cycle to and through.

New rules introduced by the plan change include 16.9 which restricts the positioning of car parking so that it is not in front of commercial buildings and 16.10 which makes large developments restricted discretionary activities subject to assessment of design and site layout.

The plan change also introduces new rule 17.7 for the B1 zone, which provides minimum standards for landscaping and makes the establishment of car parking areas with more than 20 spaces a controlled activity. This is similar to rule 17.7 introduced in PC12 and section 4.16 discusses this matter and includes some recommendations aimed at reconciling the two plan changes.

3.4 Resource Management Act - Part II

3.4.1 Section 5

Section 5 of the RMA requires Councils to manage the development of natural and physical resources in a way that will enable the community to provide for its social, economic and cultural wellbeing while avoiding, remedying, or mitigating any adverse effects of activities on the environment. This results in a balancing of interests and a need for trade offs to be made. Subclause (a) of Section 5 requires resources to be sustained to meet the reasonably foreseeable needs of future generations.

These trade-offs are discussed extensively in the Section 32 report and the discussion of submissions in this report.

Subclause(c) requires that adverse effects of activities on the environment be avoided, remedied or mitigated. The plan change is aimed at avoiding and mitigating the adverse effects of poorly integrated development in a manner consistent with the objectives of the Selwyn District Plan.

3.4.2 Section 6

Section 6 identifies matters of national importance that Council must recognise in the preparation of a District Plan. There are no matters listed which are relevant to this Plan Change.

3.4.3 Section 7

Section 7 identifies a list of other matters that the District Plan should have particular regard to. Of relevance to Plan Change 12 are (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values; and (f) maintenance and enhancement of the quality of the environment.

The plan change would help support the efficient use of both land and infrastructure in accordance with (b). It would also contribute to the maintenance and enhancement of amenity values in a more effective way than the existing provisions. In this way it would support matters (c) and (f).

3.5 Management Plans and Strategies Prepared under other Acts

Section 74 (2) (b) requires that a local authority give regard to management plans and strategies prepared under other Acts to the extent that their content has a bearing on resource management issues in the District.

Relevant plans include:

3.5.1 National Policy

a) Land Transport Management Act 2008

The New Zealand Land Transport Management Act requires that planning instruments guide and govern planning for local and district transport infrastructure that is undertaken by local authorities. The Act outlines the five land transport objectives which are then replicated in the New Zealand Transport Strategy's (NZTS) vision: "People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system." The five objectives are listed below:

- Assist economic development
- Assist Safety and personal security
- Improve accessibility and mobility
- Protect and promote public health
- Ensure environmental sustainability

b) New Zealand Transport Strategy 2009

The New Zealand Transport Strategy (NZTS) provides direction for the transport sector setting out the government's intentions for transport and guidance for road controlling authorities. The NZTS is prepared in line with the Land Transport Management Act 2008. The Strategy's vision is that "People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system".

c) National Infrastructure Plan 2011

The National Infrastructure Plan outlines the Government's intentions for infrastructure development over a 20 year period. It provides a framework for infrastructure development and includes a transport section. The vision seeks that "*by 2030 New Zealand's infrastructure is resilient and coordinated and contributes to economic growth and increased quality of life*". In terms of the transport sector the relevant goals can be summarized as:

- A long-term strategic approach to transport planning.
- A flexible and resilient transport system (greater accessibility, can respond to changing patterns in demand, improved operational management practice and the use of demand management tools).
- A network of priority roads that will improve journey time and reliability, and ease severe congestion, (boosting key economic areas, improving transport efficiency, road safety and access to markets).
- A continued reduction in the number of accidents, deaths and serious injuries that occur on the network.
- A public transport system that is robust and effective and offers a range of user options that will attract a greater percentage of long term users.
- A rail system that enables the efficient movement of freight and complements other modes of passenger transport and freight movement.
- Sea and air ports that are linked to the overall transport network to support efficient nationwide movement of passengers, domestic goods and exports and imports and are able to respond to technological changes and changing international safety and security standards

d) New Zealand Energy Strategy and New Zealand Energy Efficiency and Conservation Strategy 2011

The New Zealand Energy Strategy and New Zealand Energy Efficiency and Conservation Strategy have been combined into a single document. The strategy sets out the government's priorities that will allow New Zealand to make the most of its energy resources, while being environmentally responsible. It covers the supply, delivery and use of energy. It offers direction for the energy industry including for energy-related aspects of transport. It also provides direction more specifically for energy efficiency, renewable energy and energy conservation.

In terms of transport the strategy seeks a *“more energy efficient transport system, with a greater diversity of fuels and alternative energy technologies”*.

e) Safer Journeys, New Zealand's Road Safety Strategy 2010-2020

Safer Journeys is a strategy to guide improvements in road safety over the period 2010–2020 seeking “A safe road system increasingly free of death and serious injury”. The strategy adopts a Safe System approach to road safety. This approach means working across all elements of the road system (roads, speeds, vehicles and road use) and recognises that everybody has responsibility for road safety.

f) Government Policy Statement on Land Transport Funding 2012/2013-2021/2022

The Government Policy Statement on Land Transport Funding (GPS) sets out the government's outcomes and priorities for the land transport sector. This reflects strategic direction in documents such as the National Infrastructure Plan, the New

Zealand Energy Strategy, New Zealand Energy Efficiency and Conservation Strategy and the Safer Journeys Strategy.

The government's overarching goal for transport is: *an effective, efficient, safe, secure, accessible and resilient transport system that supports the growth of our country's economy in order to deliver greater prosperity, security and opportunities for all New Zealanders*. The three focus areas for The Government Policy Statement are; economic growth and productivity, value for money and road safety.

g) Urban Design Protocol

In September 2008, the Council signed the Urban Design Protocol. Produced by the Ministry for the Environment, the protocol aims to make New Zealand's towns and cities more successful through quality urban design. It identifies 7 principles of well designed places (the "7Cs"), all of which are relevant to this plan change. These are:

- *Context: seeing buildings, places and spaces as part of whole towns and cities*
- *Character: reflecting and enhancing the distinctive character, heritage and identity of our urban environment*
- *Choice: ensuring diversity and choice for the users of an urban environment, including building types and transport options*
- *Connections: supporting social cohesion, making places lively and safe and facilitating contact among people.*
- *Creativity: Encouraging innovative and imaginative solutions*
- *Custodianship: Ensuring design is environmentally sensitive, safe and healthy*
- *Collaboration: Communicating and sharing knowledge across sectors, professions and with communities*

3.5.2 Regional Policy and policy produced in collaboration with other authorities

a) The Greater Christchurch Urban Development Strategy (the UDS)

The UDS has been produced by a partnership of District Councils (Selwyn, Waimakariri and Christchurch City), Environment Canterbury and the New Zealand Transport Agency. Its purpose is to manage future urban development in the Greater Christchurch area until 2041.

The UDS sets the framework for managing urban growth in Greater Christchurch through a combination of staged urban expansion and more intensive use of the existing urban areas.

It aims to achieve compact, sustainable urban form and high quality development.

b) Regional Land Transport Strategy

The RLTS sets the direction for land transport in the Canterbury Region over the next 30 years. The RLTS is prepared under the requirements of the Land Transport Act 1998, as amended by the Land Transport Management Act 2003. It must contribute

to the government's overall vision of achieving an integrated, safe, responsive, and sustainable land transport system.

c) Christchurch, Rolleston and Environs Transportation Study

CRETS is a study that was undertaken by the Christchurch City Council, Selwyn District Council, Environment Canterbury, Christchurch International Airport and the New Zealand Transport Agency into the transportation requirements in the Christchurch to Rolleston broad area for the ensuing 25 year period. The study was completed in 2007 and is seen as a key component in the planning for the development of the transport network to the west and south of Christchurch.

The key output of the study is the identification, justification and reporting of a strategy that details the most appropriate stages for the progression of improvement projects that will achieve an ideal transport network to satisfy projected demands. Below is a summary the outcomes of relevance to the District Plan.

- A road hierarchy was developed for the study area.
- A number of major road projects were identified for the short, medium and long term.
- A desire to utilise existing rail for moving freight.
- Protecting the rail corridor from Rolleston to Christchurch (via Hornby) for possible commuter rail.
- Key bus corridors were identified including Park and Ride.

d) Greater Christchurch Travel Demand Management Strategy and Action Plan

The Greater Christchurch Travel Demand Management Strategy and Action Plan (GCTDMS) has been developed by the Urban Development Strategy (UDS) partners with four key goals:

- A reduction in the current number of motor vehicle trips made, particularly by private car.
- An increase in proportion of trips made using sustainable travel options.
- A reduction in the distance travelled for regular and local trips.
- A change in the time of travel from peak periods to off-peak periods.

In supporting reduced need for travel by car and providing multi-modal access to destinations, the GCTDMS requires that UDS partners incorporate the following policies into their district plans by 2012:

- Integration: UDS partners will integrate transport and land use planning so that the distance between origin and destination of trips is smaller, public transport and active travel options are given priority, and these options are made accessible and convenient in new and re-developed areas.

- Supply linkages: UDS partners will ensure travel demand management is incorporated with any changes to transport infrastructure.
- Collaboration: UDS partners will work collaboratively with each other, with other stakeholders, and the wider community to co-ordinate travel demand management initiatives; with particular regard to improving the relative affordability and accessibility of sustainable travel options.

e) Metro Strategy 2010-2016

The Selwyn District Council and Canterbury Regional Council have recently adopted the Metro Strategy 2010-2016. This document provides the strategic direction for and formal commitment to objectives to improve the provision and operation of public transport within the Greater Christchurch area.

3.5.3 Selwyn District Council Policy

a) Selwyn District Council Walking and Cycling Strategy

The Walking and Cycling Strategy was adopted in December 2008. It aims to enable opportunities for walking and cycling (including the provision of improved facilities and environments). It also aims to reduce the use of cars for short trips.

The strategy identifies that land-use planning tools can implement these goals. The outcomes sought include:

- *Improved Safety for Pedestrians and Cyclists*
- *More People Choosing to Walk and Cycle More Often*
- *Convenient and Safe Community Environments and Transport Systems that Encourage and Support Walking and Cycling*
- *A Transport System that is More Sustainable in the Long Term*

The Selwyn District Walking and Cycling Strategy not only establishes the goals above, it also sets out an 'action plan' of how to achieve and monitor the goals. The actions relevant to the District Plan include:

- *Ensuring the strategy is recognised in the Plan,*
- *Defining types of cycle/pedestrian access ways and their corresponding corridor widths (there is potential to include this on road hierarchy table,)*
- *Ensuring the design of roads caters for cyclists (again through the road hierarchy),*
- *Address issues associated with Esplanade Reserves and Strips (i.e. detailing appropriate access provisions),*

b) Selwyn Community Outcomes

The Selwyn Community Outcomes contain the following outcomes are relevant to the Plan Change:

- *Air, land, water and general environment to be kept in a healthy condition*
- *A Safe Place in which to Live, Work and Play*
- *Effective and accessible transport system*
- *A prosperous community*

c) Selwyn District Council Subdivision Design Guide

The Design Guide for Subdivision in Urban Living Zones was adopted by Council in September 2009.

It provides developers, designers and landowners with direction on what SDC is seeking for its new subdivisions. In particular they are seeking 'good subdivisions' which satisfy technical and engineering requirements and has a good balance of a number of social, cultural, environmental and economic qualities.

A key transport aspect of the design guide is the desire for a well connected transport network (for all modes) which increases accessibility for residents. This can be achieved through various means; relevant to the District Plan is the need for well defined road hierarchies and increased permeability.

The design guide illustrates a number of concepts for non-traditional road design and the proposed new roading standards would provide an improved ability for these concepts to be assessed under the District Plan.

d) Selwyn District Council Commercial Design Guide

The Commercial design guide was adopted by Council on 22 March 2011. It shows how Council expects commercial development (principally that in business 1 zones) to be designed and includes guidance on site layout and the location and design of car-parking.

e) Selwyn District Council Medium Density Housing Design Guide

The MDH design guide has been written to illustrate the Council's expectations for MDH and to provide examples of good practice.

Some of the concepts illustrated require a degree of flexibility with regard to detailed roading standards such as road widths and intersection spacing. It anticipates that trade-offs will be made between optimum subdivision layout (for instance for solar orientation and amenity) and the need for safe and efficient roads.

The design guide is currently in draft form and is expected to be adopted at the time that PC7 is approved by Council.

f) Selwyn District Council Engineering Code of Practice

The Code of Practice (CoP) supports the District Plan and the Subdivision Design Guide. It provides details on road layout (lane widths, cycle lane widths etc), design vehicles, construction depths etc and also reference the best practice guidelines and NZ standards Council has adopted.

g) Selwyn District Council Draft Road Safety Strategy 2020

The road safety strategy has the aim of zero road deaths and serious injuries on Selwyn's roads. It recognises this may not be possible but strives to progressively reduce the number of and seriousness of crashes in the Selwyn District.

Its goals include:

- A reduction in intersection crashes
- Improve the safety of school children
- A reduction in speed related crashes
- A change in driver behaviour
- Safer Selwyn roads and roadsides.

The design of roads and transport infrastructure, as managed in part through the District Plan, is one way that these goals may be achieved.

4 Submissions

The plan change was notified on 15 December 2010 and the Council received 32 submissions. The summary of submissions was notified on 23 May 2011. The Council received further submissions from 9 submitters.

To avoid an overly complex report, I propose to group and discuss issues which are common to a number of submitters. To facilitate this, each submission has been subdivided and collated (in the summary of submissions) and each submission point made has been allocated a number (eg submission 1.1, 1.2 etc).

The report is set out as follows:

- 4.1 Preliminary Issues
- 4.2 Submissions in Support
- 4.3 Access to Classified Roads
- 4.4 Rights of Way, Access and Turning
- 4.5 Parking
- 4.6 Car-park Design and Layout
- 4.7 Road Widths
- 4.8 Traffic Generation
- 4.9 Sight Distances
- 4.10 Intersection Spacing
- 4.11 Separation of Vehicle Access from intersections
- 4.12 Queuing Spaces
- 4.13 New District Plan Issues
- 4.14 New Objectives
- 4.15 Demand Management
- 4.16 Road Classifications
- 4.17 Other Matters

In this section, for the sake of clarity, submissions are described in plain text font, whilst my comments are in italics. Where I have recommended changes be made to the plan change, these are shown with a grey background

Recommendations are described in this report and set out fully in Appendix 2. Recommendations are generally made for each submission point as described in the summary of submissions.

4.1 Preliminary Issues

Before considering the content of submissions, the commissioner's attention is drawn to these preliminary issues

4.1.1 Late Submissions

There were a number of late submissions to the plan change. Some of these were accepted via a Section 27 waiver which was granted under delegated authority on 15 April 2011.

There were a number of late submissions to the plan change. Some of these were accepted via a Section 37 waiver which was granted under delegated authority on 15 April 2011.

A late submission was then received from Lincoln Land Development on 13 May 2011 amending their original submission. The Council's delegations policy was amended in mid 2011, removing the delegations to the Planning Manager to grant such waivers and leaving the decision instead to the hearings panel or Commissioner. The decision on whether to accept this submission (32.15) therefore rests with the commissioner.

The submission was summarised along with the other submissions and notified at the same time. For this reason, it is recommended that the commissioner should accept the submission.

4.1.2 Submission received without submitters details

One submission (10) was received without any address. Council officers have been unable to find the person named in the submission. The submission has been summarised and recommendations made on its contents. However, it has not been possible to advise the submitter of the hearing.

4.1.3 Request for hearing to be delayed for a decision from the Environment Court on Plan Change 29

A request was received from the representatives of Submitters 28-30 requesting that the PC12 hearing should be delayed pending a decision from the Environment Court on Plan Change 29. PC29 introduced rule 17.7 for the B1 zone, a similar rule to rule 17.7 introduced in PC12. The submitter was concerned about the introduction of a new rule similar to one that is under appeal and that the Court's decision should not be superceded by a new rule introduced under PC12.

The substance of this matter is considered below in section 4.5 where it is recommended that the amenity aspects of the rule be removed from PC12 as far as it affects the B1 zone (leaving the B3 zone to be considered under PC12). This would mean that the Court's decision is final and would appear to deal with the concerns raised by the submitters.

4.2 Submissions in Support

There were three submissions which expressed general support for the plan change.

Submitter 19 supports the updating of the district plan so that it provides for more sustainable transport and caters for future transport networks.

Submitter 22 supports the encouragement of transport choice and made a number of specific requests which are discussed below.

Submitter 23 also supported the plan change and considered that the plan change will give effect to chapters 12 and 15 of the RPS, the Regional Land Transport Strategy and to change 1 to the RPS. Supports the intention of the plan change to deliver integration of land use and transport; urban form that promotes efficient transport and accessibility; promotion of good quality subdivision and development; updated parking standards; safe and efficient transport; making the district plan easier to use; and ensuring development provides a range of transport options.

Recommendation 1

That submissions 19, 22.1 and 23.1 are accepted.

4.3 Access to Classified Roads

This section considers matters related to access. These matters were raised in submissions 1-3, 22, 25, 28-30 and 32.

4.3.1 Policies

Policies B2.1.2, B2.1.3, B2.1.4(a), B2.1.4(b) – Township and Rural

The proposed policies are as follows:

Policy B2.1.2

Manage effects of activities on the safe and efficient operation of the District's existing and planned road network, considering the classification and function of each road in the hierarchy.

Policy B2.1.3

Recognise and protect the primary function of Manage roads classified as **Strategic State Highways or Arterial Roads** in Appendix 9, ~~primarily~~ to ensure the safe and efficient flow of through traffic en route to its destination.

Policy B2.1.4(a)

Ensure all sites, allotments or properties have legal access to a legal road which is formed to the standard necessary to meet the needs of the activity considering:

– the number and type of vehicle movements generated by the activity;

- the road classification and function; and
- any pedestrian, cycle, public transport or other access required by the activity.

Policy B2.1.4(b)

Avoid adverse effects on the safe flow of traffic along State Highways and Arterial Roads from new property access or activities which generate a high level of traffic movements.

Some submitters (1-3, 32) were concerned about the effects of proposed policies B2.1.2, B2.1.3, B2.1.4(a) and B2.1.4(b), which are being added to the rural volume (these policies already exist in the township volume subject to minor amendments). The submitters are concerned that these policies will diminish the ability of established activities to gain access to an arterial road and control the amount of traffic generated from the activity. They were also concerned that the policies place too much emphasis on transportation at the expense of land use, and do not recognise the unique nature of CRI facilities.

Submitter 22 supported policy B2.1.4(a) but requested additional text in the explanation to ensure networks are protected and recognised for public transport routes.

Efficient access to sites relies on protection of the classified road network and subsequently direct property access to sites. There is a need to protect state highway and arterial roads by avoiding adverse effects associated with property access.

Policy B2.1.2 is an existing policy in the Township volume which PC12 seeks to also apply to the rural volume. Policy B2.1.3 is an existing policy in both volumes to which changes in wording are being made.

These policies are aimed at protecting the efficient function of the road network by ensuring that arterial roads and state highways can fulfil their wider through traffic functions to an appropriate level.

Policy B2.1.4(a) and (b) are also existing policies from the Township volume. Policy (a) is principally aimed at ensuring that access ways and roads are formed to the standards necessary for the traffic associated with a proposed activity.

Policy (b) seeks to avoid adverse effects associated with the access through control over appropriate design, formation and layout. It does not seek to avoid access to a site where there is no alternative road from which to obtain access, nor necessarily to prevent access to these roads where alternative access exists.

Submitters request additional text to B2.1.2, 3 and 4(a) to provide recognition of the particular activities undertaken by those submitters (Lincoln University and Crown research institutes) which are established.

Whilst I agree that the activities undertaken by the submitters are significant (as recognised by the UDS and Lincoln Structure Plan for instance) I do not see this as being different to any other important activity such as a town centre or school, all of which are subject to the

same policies. The balance of policies in the plan reflects the reality that a trade-off of costs and benefits is sometimes required.

With regard to submitter 22s request for extra text in relation to public transport and the protection of networks, I do not consider that it is necessary in relation to the policies.

In view of this I consider that the policies are appropriate and recommend that they should not be changed.

Policy B2.1.5 (Township)

Policy B2.1.5 is aimed at maximising permeability and connectivity in the transport network. Submitter 22 requested an amendment to policy B2.1.5 to recognise the road hierarchy. The policy is as follows:

Policy B2.1.5

Ensure the development of new roads is integrated with existing and future transport networks and landuses; and is designed and located to maximise permeability and accessibility through achieving a high level of connectivity within and through new developments to encourage use of public and active transport.

I consider that the amendment would provide clarity and not undermine the intent of the policy and therefore recommend that this change is made. I have re-worded it from the suggestion for the sake of making the policy easier to understand as it is becoming quite wordy.

Submitter 23 requests that references be included in the policy to the Metro Strategy now adopted by the Council, which seeks to achieve high levels of connectivity within and through subdivision.

I agree with this suggestion and have suggested amendments to the policy accordingly.

Policy B2.1.12

The policy is as follows:

Policy B2.1.12

Discourage Avoid new property access directly on to Strategic the State Highway or Arterial Roads, unless there is no alternative legal access available, or effects on the safe and efficient flow of traffic along the road will be minor.

Submitters 1-3 requested that B2.1.12 is amended so that it applies to new activities and smaller sites only; "Avoid property access for new activities directly onto the State Highway and Arterial Roads, particularly on smaller sites".

Submitter 22 supports policy B2.1.12 (Township Volume) but suggests that the explanation should mention efficient access to the road network and that activities near the state highway should also have good access to the road network.

I consider that the revised wording suggested by submitters 1-3 would significantly undermine the managability of the plan. Adverse effects on the road network arise from the addition of more entranceways as much as the intensification of use. Furthermore, the addition of entranceways may precede a change of use. I have therefore recommended that this submission point is rejected.

I consider that the revised text suggested by submitter 22 is reasonable and recommend that this amendment is made with a minor amendment for clarity.

Anticipated Environmental Results

Submitter 22 requested that the first outcome listed be amended to:

State Highways and Arterialstrategie Roads are ~~safe~~the most efficient transport routes for “through” traffic travelling across the District and to adjoining districts.

The submissions requested the addition of the last clause (and to adjoining districts).

I consider that the most appropriate wording is that to be found in the rural volume, which does not define where the traffic may be travelling to or from and I recommend that an amendment is made to this effect.

Recommendation 2

- 1 That submissions 22.5 and 23.2 are accepted, submission 22.10 is accepted in part, and submissions 1.1, 1.4, 2.1, 2.4, 3.3, 3.8, 22.4, 32.3 and 32.7 are rejected.
- 2 Make the following amendments to Plan Change 12

Township volume

Policy B2.1.5

Ensure the development of new roads is:

- integrated with existing and future transport networks and land uses; and
- designed and located to maximise permeability and accessibility;

through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; whilst having regard to the road hierarchy.

Amend Paragraph 10 under explanation and reasons:

It is important to consider the location and design of new roads within the context of existing and anticipated transport networks and adjoining land use patterns. Strategic planning of transport networks and provision for public transport and active transport modes can reduce dependence on private motor vehicles and ensure permeability and accessibility to and through developments and existing townships. In respect to future public transport provision reference is made to the guide on "Providing for Passenger Transport within your subdivision", and Environment Canterbury's Metro Strategy.

Policy B2.1.12

Amend Paragraph 2 under Explanation and Reasons:

The establishment of land use activities should consider the location within the road network in order to achieve compatibility with the roads they front **including effective access to the road network in terms of the road hierarchy** and the avoidance or mitigation of reverse sensitivity effects which each has on the other. Activities which involve the movement of freight need to be appropriately located within the road network to ensure the safe and efficient movement for the larger vehicles to the activity whilst ensuring adverse effects on the community are minimised.

Transport Networks – Anticipated Environmental Results (Township)

State Highways and Arterial strategic Roads are ~~safe~~ the most efficient transport routes for "through" traffic **travelling across the District.**

4.3.2 Rules

Rules 4.5.1.6 and 4.5.1.8 (rural) and Rule 17.2.1.7 (Township)

(Access via lower order roads)

Proposed rules 4.5.1. and 17.2.1.6 are:

Any access to a State Highway **or Arterial Road** complies with the following:

- (a) No legal access is available from another road;
- (b) The traffic generated through the access to the State Highway **or Arterial Road** is less than 100 ecm/d

Proposed rules 4.5.1.8 and 17.2.1.7 are:

Any site with more than one road frontage to a road that is formed and maintained by Council shall have access to the formed and maintained (and legal) road with the lowest classification.

Note: For example, where a site has frontage to both an arterial road and a local road access shall be to the local road.

Both Volumes

Submitters 1-3 were concerned about the cost and delay of resource consents under rule 4.5.1.6 (rural) and 17.2.1.7 (township), which require that access is to the lower order road where the site has access to more than one road. As established activities, their concern is the effect of this rule where the nature of existing uses changes. They consider that the rule does not recognise that access to lower order roads may be impractical and are of the view that other standards in the plan are sufficient protection for arterial roads.

They requested that rule 4.5.1.6 be amended so that point (a) and (b) not apply to arterial roads and that rule 4.5.1.8 is deleted. Submitter 25 considered that rule 4.5.1.8 was inconsistent with the township equivalent (rule 5.2.1.2) where collector roads are afforded an exemption.

Rules 4.5.1.6 and 8 implement above-mentioned policies B2.1.3 and 4a and b. I do not agree with the submitter that the effects can be managed with other rules in the plan such as sight distances because there are a number of site specific factors which may need to be considered, such as cumulative effects or accident history. In general, I do not consider that the requirements are unreasonable and note that the activity status is restricted discretionary.

The concern of the submitter is that the scale and layout of their land-holdings and the nature of activities means that an access from one end of the site may be an impractical way to access the other end of the site. Whilst the sites have existing use rights, the submission suggests that the nature of research activities may require a more intensive use to be undertaken, or one for which a new access would be beneficial. They were concerned about costs and delays associated with applying for consents.

They provided two hypothetical examples which showed that an access way might have to be located around 600m further away from a part of a site if it was to avoid accessing an arterial road.

Based on the submissions, I am not convinced that the rule is onerous on the submitters. I accept that access may be less convenient if it is from lower order roads but the submission is quite vague and we have not been informed why it is impractical and whether this would outweigh the need to protect the road hierarchy. We also do not know whether the stated issue of an increase in scale of effects being created by new research activities is real or just a perception. We do not know if this has occurred in the past and what the scale of any such increase might be. On the basis of the information available, I do not consider that any exemption can be granted and note that individual cases will be assessed on their merits as part of the resource consent process, which is appropriate.

Ms Williams also addresses this issue in appendix 3 and considers that this rule is consistent with best practice guidance and industry standards which dictate that access should

generally be to the lowest order road. She notes that any resource consent assessment would be relative to the scale of the activity and level of actual and potential effects and is not considered to be unduly onerous. It would give the Council the opportunity to consider the effects of the development and whether any particular management is needed.

With regard to whether rule 4.5.1.8 is consistent with its equivalent in the township volume I comment as follows. The exemption in townships to rule 5.2.1.2 is provided because of the limitations that such a restriction can place on site orientation. For instance, on a corner site it is often preferable to orient houses on a north-south road for solar access (see for instance page 15 of the SDC Medium Density Housing Design Guide). Because of smaller lot-sizes in townships, there is a need to make trade-offs such as this. I consider that the need for this flexibility in site orientation in urban areas justifies some adverse effects on the road network in townships. However, these would not be justified in the rural area, especially as the speed environment is higher than in towns.

Submitter 25 requested that the non-compliance category in rural rule 4.5.5 should be restricted discretionary rather than non-complying as effects are internalised.

This was included as non-complying in error (it is also listed as restricted discretionary under rule 4.5.2) and I agree that it should be restricted discretionary as submitted. I recommend that reference to rule 4.5.1.6 is deleted from this clause.

Township only

Submitters 1-3 (decision points 1.2, 1.6, 2.2, 2.6, 3.5 and 3.11) requested that rule 17.2.1.7 should not apply to business 3 land questioning the need for it given the nature of activities in the zone and that it may have unforeseen consequences such as the location of accessways in poor locations on secondary roads.

Submitters 28-30 (28.4, 29.4 and 30.4) were concerned about this rule in the township volume (business zone). Their view is that lower order roads may not be designed to accommodate high and heavy vehicle traffic and there may be amenity effects from this. They request that rule 17.2.1.7 is amended as follows:

“Where an activity (site) has frontage to more than one road and exceeds a nominated trip generation threshold then the primary vehicle access shall be taken from the frontage located on the 'higher order' road. If the activity generates less traffic than the nominated trip generation threshold then vehicle access shall be limited to the frontage located on the 'lower order' road.”

Submitter 25 (25.2) requested that collector roads be omitted from this rule.

I tend to agree with the issue raised by submitters 28-30 that there may be circumstances where it is more appropriate to access the higher-order road network in townships.

A good example is the recently constructed Countdown supermarket in Rolleston where the main access is (rightly in my view) onto Rolleston Drive. In this case, the land is a very large parcel of B1 zoned land with a frontage of some 1050m. The only existing roads form the

boundary between the living and business zones. Whilst some increase in traffic should be anticipated by the adjoining residents, it would be desirable to minimise the disruption to them. It would also be appropriate for this block to be broken into smaller blocks with the provision of lower-order roading, or alternatively for a central entranceway to be constructed to distribute traffic through the site (which is what has happened). In this case, the main entranceway is acting as a substitute for a local road.

However, I do not agree with the new rule suggested by the submitters. Under PC12, large developments will trigger proposed rule 17.7.2 (heavy traffic) which would involve a restricted discretionary consent to consider the location of the accessway. This would be an appropriate process to consider which road the access should be provided from. In my opinion, matters such as this are best considered on a case by case basis and I therefore recommend that no change is made. For this reason, I also recommend that submission 25.2 is rejected.

With regard to submissions 1-3, I also do not consider that there is anything exceptional about the activities on business 3 sites, or Crown Research Institutes, from a traffic point of view and therefore do not recommend any amendments in response to these submissions. It is not uncommon for important activities to have to comply with traffic rules, as part of a process of balancing costs and benefits, and I do not consider the rules to be unreasonable.

Diagram E10.B2 (Rural)

Submitter 25 (25.10) also considers that the use of Diagram E10.B2 is inappropriate as it is for highways with a capacity of over 10,000 vehicles per day, which does not apply in the district. They requested replacement of Diagram E10.B2 with diagram D from NZTA Planning Policy Manual.

Ms Williams considers this matter in some detail in her report (appendix 3) and is of the view that that diagram is appropriate. I therefore recommend that no changes are made.

Clause E13.2.4.7 (Township)

Submitter 31 (31.3) was concerned about the effect of this clause on the ability to access Hoskyns Road (the B2A zone). The clause concerns the spacing of accesses for properties for roads with a speed limit above 70km/h, with diagram E13.4 specifying separation distances for intersections of up to 200m, depending on the speed limit.

This clause is as follows:

E13.2.4.7 Notwithstanding of E13.2.4.2 above, for vehicle crossings onto a State Highway or Arterial road with a posted speed limit of 70km/h or greater the distances between crossings shall be taken from Diagram E13.4.

It is intended that Hoskyns Road be upgraded in the near future (within the next 12 months) and is subject to design work at present. It would be treated in a similar way to a Business 1 road. The final speed has not been determined but will be reduced when the road is

upgraded and will be less than 70km/h. Therefore, this clause will not apply to the land adjacent to the B2A zone in future.

Recommendation 3

- 1 That submissions 25.3 is accepted, submission 31.3 is accepted in part, and submissions 1.2, 1.6, 2.2, 2.6, 3.5, 3.11, 25.2, 25.10, 28.4, 29.4, 30.4 are rejected.
- 2 That the following amendment be made:

Non-Complying Activities — ~~Vehicular~~ Vehicle Accessways and Vehicle Crossings

- 4.5.5 Any activity which does not comply with Rules 4.5.1.4(b), or 4.5.1.5 ~~or 4.5.1.6~~ shall be a non-complying activity.

4.3.3 Definitions

State Highway (township and rural)

The definition is as follows:

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 9. State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high speed roads of national importance providing inter-district and regional links between towns, cities, ports and other places of significance. State Highways are constructed and managed to high standards to ensure they operate correctly, including managing both road and property access to them. They are subject to access controls in this Plan.

Submitter 22 (NZTA) requested a number of wording changes this definition. I recommend that these be adopted except for the replacement of the word “hubs” with the word “destinations”, which is more consistent with terminology in other planning documents (22.11).

Recommendation 4

- 1 That submission 22.11 is accepted
- 2 That the following amendment is made to the proposed definition of State Highway:

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 ~~and managed by the New Zealand Transport Agency~~. State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high speed roads of national importance providing inter-district and regional links between significant transport destinations such as

towns, cities, ports and other places of significance. State Highways are **maintained** ~~constructed and managed~~ to high standards to ensure they operate ~~correctly~~ **efficiently**, including managing both road and property access to them **through the New Zealand Transport Agency's powers under the Government Roading Powers Act**. They are **also** subject to access controls in this Plan.

4.4 Rights of Way, Accesses and Turning

Restricting the number of lots that may access a right of way

Submitter 25 (25.1 and 25.14) opposes rule 4.5.1.7 (rural) and rule 5.2.1.7 (township) which limits shared access to 6 sites or potential sites. They consider that non-complying activity status for non-compliance is excessive. The submitter also considers that rights of way carrying less than 30 vehicles per day (25.20) need not be sealed to form an effective all weather surface.

Submitter 32 (32.8) considered that the rule may not be universally appropriate because of the expected rise in alternative living typologies such as terraced housing and retirement villages. They noted that the resource consent for the “dairy block” in Lincoln (Lincoln Land Development) included some examples of houses that are accessed via a right of way shared between 9 dwellings.

Both rules are as follows:

Shared access to more than 6 sites (or potential sites) shall be by road and not by a private access way.

Rule 5.2.1.7 (Township)

Plan Changes 7 (now operative) and 12 and the Subdivision Design Guide implement a change in approach to subdivision. This is aimed at creating more “people friendly” neighbourhoods which are easy to move around by a variety of transport means and create attractive public space. It is recognised that roads and accessways have a variety of functions and that access is just one of these (as described in section 5 of the Subdivision Design Guide).

An adaptable and re-usable development pattern is also sought because it is recognised that the pattern of streets and land ownership, once established, is difficult to change. An example of this can be seen with the rebuild of Christchurch, where the 200 year old street pattern is to be retained. Even in this instance where half of the buildings are due to be demolished, the street pattern will remain unchanged.

However, the pattern and intensity of land use changes over time and narrow rights of way are not well equipped to cope with an increase in intensity of use (such as the not-unlikely scenario of future residential infill).

The District Plan previously limited the number of sites (or dwellings) accessing a ROW to 10. Access for more than 10 sites required creation of a road with a minimum legal width of 14m (Cul de sac).

The reduction in the maximum number of lots that may use a right of way is being introduced in conjunction with more flexibility for lower order public roads. In effect, the road hierarchy has become more sophisticated and a higher standard is expected for this type of access.

These alternatives include a “residents’ street” or “local minor” road, a narrower connected street with a width of 10m which is intended to provide access to the interior of blocks as well as public access through it (see figure below). A 10m wide cul-de-sac would also be permitted for smaller subdivisions, although pedestrian access through the block may be required (see figure below). These provisions are clear in Table E13.8 and rule E13.3.1.

Intersection spacing’s have also been reduced to allow for a subdivision pattern where two sections can be accommodated back to back without the need for rear sections (see figure below). This is regarded as desirable because it creates a regular pattern of development which provides private space which is not usually overshadowed or overlooked by close neighbours (further explanation of this principle is provided on pages 14 and 15 of the Councils Medium Density Design Guide and illustrated in figure 1 below).

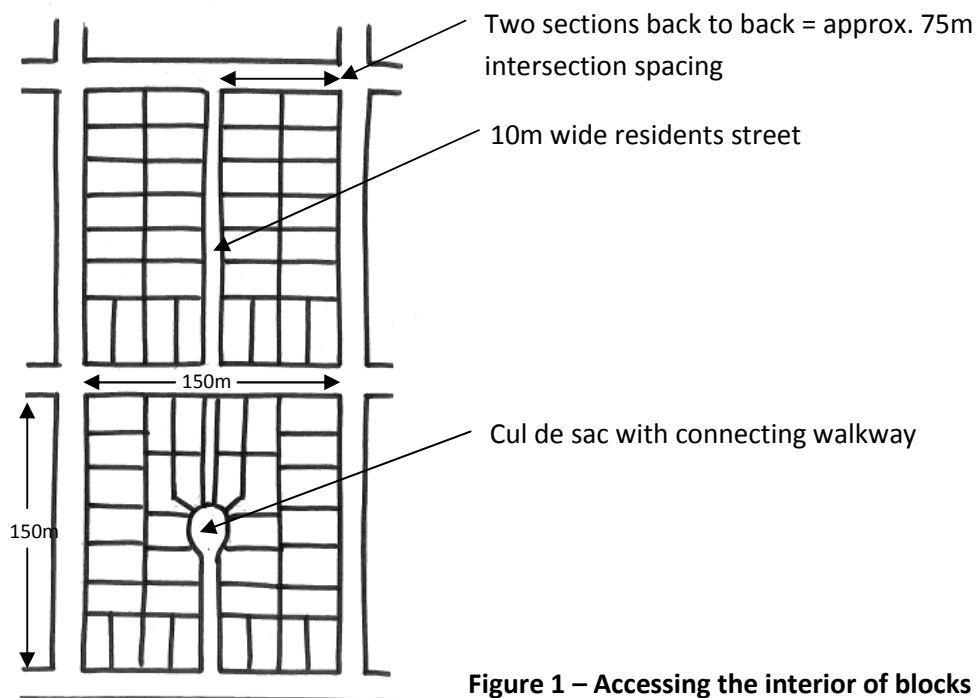


Figure 1 – Accessing the interior of blocks

The reasons for this change in approach are as follows:

- The use vested roads rather than rights of way will result in more public space being provided by the development (rather than a lower amount and standard of shared private space). This will increase the overall amenity of the subdivision.

- *The use of a variety of road typologies provides opportunities for a variety of public environments which are currently not catered for and will also increase the amenity of the subdivision.*
- *A narrow vested road will provide a higher quality street environment for residents.*
- *Rights of Way can increase the size of residential blocks and reduce permeability. Blocks can be larger and the opportunity for pedestrian routes through them is reduced. I note that PC7 restricted the number of sections to be accessed from rights of way to 20% (assessment matter 12.1.4.33).*
- *The long-term maintenance of rights of way is uncertain and may cause conflict between neighbours and pressure for Council to take them over even though they are not built to the required standard. Degraded rights of way can become unsightly when viewed from public space.*
- *Rights of Way are inherently inflexible as they are related to the buildings which are established now for a relatively short time horizon (50 years). However, changing the street pattern in the future can be problematic. These areas may become difficult to redevelop in future years.*
- *Rights of way shared between many houses have been causing problems with the collection of rubbish because there is limited space on the footpath. It can be difficult for residents to put bins out with adequate separation to allow the rubbish truck's lifting arm to work properly. It can also be unsightly and bins can block the footpath for pedestrians, especially people with pushchairs.*
- *The limitation of ROWs to service 6 sites is also consistent with that of the neighbouring Waimakariri District Council's Plan which states:*
- *"Access to seven or more sites shall only be provided by way of a road which complies with the design attributes of Table 30.1." [Clause: 30.6.1.2]*

In view of the above discussion I consider that the proposal to limit the number of sections accessed via a right of way is part of a coherent set of proposals to provide for a high standard of public environment. I consider that these provide an appropriate degree of flexibility for developers and an appropriate degree of certainty for the community that a high quality neighbourhood would result.

However, I recognise that there are circumstances where a right of way may be justified. These include where the development is providing an additional rear access (such as a rear access lane for terraced houses) as a secondary access. This appears to be the issue described by submitter 32, and has occurred in the Lincoln Land Development subdivision consent.

The limitation of ROWs to service 6 sites is also consistent with that of the neighbouring Waimakariri District Council's Plan which states:

“Access to seven or more sites shall only be provided by way of a road which complies with the design attributes of Table 30.1.” [Clause: 30.6.1.2]

In view of the above discussion I consider that the proposal to limit the number of sections accessed via a right of way is part of a coherent set of proposals to provide for a high standard of public environment. I consider that these provide an appropriate degree of flexibility for developers and an appropriate degree of certainty for the community that a high quality neighbourhood would result.

However, I recognise that the circumstances where a right of way may be justified. These include where the development is providing an additional rear access (such as a rear access lane for terraced houses) as a secondary access. This appears to be the issue described by submitter 32, and has occurred in the Lincoln Land Development subdivision consent.

To this end, I recommend that provision is made for secondary access to be made via rights of way, to properties with direct road access. This would allow for alternative higher density development forms such as terraces with rear access. I suggest that this is limited to the Living Z zone which is designed for greenfield development and includes provisions for medium density housing.

I therefore recommend that submission point 32.8 on this rule be accepted in part and submissions 25.4 and 25.14 be rejected as far as they apply to this matter.

Rule 4.5.1.7 (Rural)

In the Rural Volume the activity status is already discretionary. It is not anticipated that there would be a significant number of instances when the creation of a ROW for more than 6 sites would be required and the discretionary activity status allows each case to be considered on its individual merits. I consider that this is appropriate and that submission 25.1 should be rejected as far as it applies to this matter.

Definition of “Potential Site”

Submitter 25 notes that the term “potential site”, used in the above rules, is not defined.

The term is carried over from the existing rule (clause E13.2.1.1).

On reflection, I consider that the best way of dealing with this issue would be to differentiate between Living Zones and other zones.

In Living zones, the concern is that sufficient access is provided for future re-subdivision and intensification that is provided for under the zoning (for instance access to large balance lots). I recommend that this matter is included as a new matter for discretion at subdivision stage.

I also recommend an amendment to rule 5.2.1.7 so that it applies to dwellings as well as sites, as two houses are sometimes built on a single site (with the same scale of effects as a subdivision).

These two rules would be a clearer way to address the issue of concern.

In the business zone there is no minimum site size, so any site has the ability to be subdivided. I therefore do not consider that the term “potential sites” is useful in rule 17.2.1.6 and recommend that it be deleted.

In the rural volume, I also consider that the use of the term is inappropriate. Rural land can be held in a variety of lot sizes for a variety of purposes. Whilst it may be a concern that rural sites (such as 4ha blocks) are created on rights of way that are already at capacity, this has not been a problem in reality and Council has the ability to decline applications for subdivisions that breach the rule.

This situation differs from that in townships where Council wishes to encourage the efficient use of land. It would be a legitimate concern to Council if land zoned for residential use was not able to be developed. However, this is not the case if a rural landowner was unable to subdivide.

On this basis, I have recommended that submissions 25.1 and 25.14 are accepted in part, notwithstanding my recommendation in the previous sections regarding these submissions.

Recommendation 5

- 1 That submission 25.1, 25.14 and 32.8 are accepted in part.
- 2 That amendments are made to the proposed rules as follows:

Add a new assessment matter is added under rule 12.1.4 of the Township Volume:

12.1.4.2 If access is by a private accessway, whether it has capacity for any intensification under district plan averages for the zone.

Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

5.2.1.7 Shared access to more than 6 **dwelling**s or sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

17.2.1.6 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

Amend rule 4.5.1.7 (rural volume)

4.5.1.7 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

Add a new discretionary activity to allow for secondary access in the Living Z zone (Township Volume):

Discretionary Activities — Vehicle Accessways

5.2.4 In the Living Z zone, rights of way that do not comply with rule 4.5.1.7 shall be a discretionary activity where they provide only secondary access to those lots (and there is alternative vehicle access to a formed and sealed road).

5.2.5 Any activity which does not comply with any of Rules 5.2.1.32 to 5.2.1.76 inclusive shall be a discretionary activity.

Non-Complying Activities — vehicular Vehicle Accessways

5.2.6 **Except as provided in rule 5.2.4,** any activity which does not comply with Rule 5.2.1.1, or 5.2.1.7 shall be a non-complying activity

Width of Accessways (Table E13.4)

Submitters 28-30 (28.14, 29.14 and 30.14) considered that the minimum width for accessways in business zones was excessive, especially if the access was one way. They requested a width for single sites be included. They also considered that the accessway widths required in rule E13.2.1 (table 13.4) are not consistent with rule 13.2.4.5 (table 13.7, vehicle crossings).

These submitters also asked for table E13.7 to be amended to allow for wider crossings; and a new rule to ensure that there was visibility between pedestrians and vehicles on the crossings (28.16, 29.16 and 30.16).

The rule and table are as follows:

E13.2.1.1 The minimum requirements for any private shared vehicular **vehicle accessway** for a site(s) shall be in accordance with Table E13.4.

Table E13.4 – Minimum Requirements for any Shared Private Vehicle Accessway

Zone	Potential No of Sites	Length (m)	Legal Width (m)	Carriageway Width (m)	Turning Area	Passing Bay	Footpaths
Living Zones	4-2-3	Any length	3.4 .5	3.0	Optional	Optional	Optional
Living Zones	3-4 -6	0-50	4-5 .0	3.5	Required	Required <u>Optional</u>	Optional
Living Zones	3-4 -6	Over 50	6-5 .0	4.5	Required	Required	Optional
Living Zones	7-10	Any length	6-0	5-0	Required	Required	Optional
Business Zones	1-10 6	All lengths	6-7 .0	4-5 .0	Required	Optional	Optional

Ms Williams has considered the issues regarding width of access in business zones and does not consider that a width narrower than 5m minimum is appropriate. She notes that breaches in the standard may occur infrequently and that the resource consent process can be used to consider these breaches.

With regard to the alleged discrepancy between tables 13.4 and 13.7, the vehicle crossing widths for residential zones are 3.5-6.0m, access widths vary from 3.0 to 4.5m. This enables the vehicle crossing to be wider than the access (carriageway width). I have been advised by Ms Williams that this is appropriate as the crossing width should generally be wider than the accessway as additional width is required at the crossing to accommodate vehicles completing / initiating turning manoeuvres off / on-to, the road.

With regard to maximum accessway width, I note that the crossing maximums are similar to local roads and I consider that this is sufficient to accommodate turning manoeuvres in most circumstances; furthermore, non-compliance is discretionary and can be considered on a case by case basis.

It is desirable if crossings are as narrow as possible to enhance the pedestrian environment. Narrower crossing mean there is less distance for people to cross and also force cars to slow down. This is both safer and allows pedestrians to establish priority over vehicles (so that vehicles give way to pedestrians rather than the reverse).

Access for Trucks (Township Volume)

Submitters 28-30 (28.13, 29.13, 30.13) request that rule E13.1.5 is amended to reflect the possibility of larger than 8m long trucks visiting the site.

I note that the rule is a minimum standard and that a wider access could be provided if desired.

Sealing of Rights of Way (Township volume)

Submitter 25 (25.20) considers that rights of way carrying less than 30 vpd need not be sealed as it is not required to form an effective all weather surface

The sealing of any accessway serving more than 2 allotments is existing under the notes for table E13.4. For clarity of administration this has now been allocated a clause number.

Turning areas not needed (Rural Volume)

Submitter 25 (25.9) notes that a turning area is optional for ROW's that serve 2-3 sites in the urban area, but not in the rural area and requests that the rural volume (table 10.2) is amended

The submitter also noted that Rule 4.6.2 requires on-site manoeuvring for any vehicle. Notes this term is not defined and considers should refer to vehicles in Appendix 10 (25.4).

I note that it is just the Living Zone where turning areas are optional (Township Volume table E13.4) and that they are still required in the business zone.

There is a greater likelihood and frequency of use by larger vehicles and trucks associated with rural (or business) activities than typically occurs in the urban living zones. Accessways in rural areas also typically service larger sized lots and therefore tend to be longer, increasing the distance a vehicle may be required to reverse should turning not be provided. For these reasons, a turning area is appropriate in both rural and business zones.

Specification for Hammerhead (Rural volume, rule E10.2.1.3)

Submitter 25 asked for clarity in relation to what design vehicle should be accommodated in hammerhead specified in rule E10.2.1.3 (25.9).

The SDC Code of Practice (5.8.11.2, page 20) refers to NZS4404 for turning heads (figure 3.4). These would accommodate an 8m rigid truck with a 10m turning radius with multiple manoeuvres.

On-Site Manoeuvring (Rural volume, rule 4.6.2)

Submitter 25 (25.4) noted that Rule 4.6.2 requires on-site manoeuvring for any vehicle and that this term is not defined. The submitter considers it should refer to vehicles in Appendix 10.

Manoeuvring diagrams are contained in the Selwyn District Council code of practice (section 8.4) and I consider that this matter is adequately catered for already.

Recommendation 6

1 That submissions 25.4, 25.9 and 25.20, 28.13, 29.13, 30.13 are rejected and that 28.14, 29.14, 30.14, 28.16, 29.16 and 30.16 are accepted in part.

2 That a new clause is added to Appendix 13 (township volume) as follows:

E13.2.1.4 The minimum width of an accessway serving a single site shall be 3.5m

4.5 Parking

4.5.1 Policy

Submitter 20 (20.4) seeks clarification that reduced parking rates would be consented at schools where a travel plan is in place.

In order to provide more certainty for the submitter, I consider that it would be worthwhile to amend the policy to state explicitly that it refers to schools as well as other workplaces..

Submitter 22 (22.6) supports Policy B2.1.6(a) as the provision of adequate on-site parking protects the safe and efficient movement of traffic. Supports the intention of B2.1.6(c) but suggests alternative wording as follows:

~~**Recognise that**~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace travel management plans **where it** may reduce on-site car parking demand and have wider associated benefits ~~**in limited situations where such options are viable and enforceable**~~

I agree with submitter that the policy should be more positively encouraging and I recommend that it is amended as such. I do consider that consideration of the viability and enforceability of the proposal is important so I recommend that this aspect is retained although it is not necessary to state that it is only appropriate in limited circumstances.

Recommendation 7

- 1 That submissions 20.4 and 22.6 are accepted in part
- 2 That Policy 2.1.6(c) is amended as follows:

~~**Recognise that**~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace **or school** travel management plans **where it** may reduce on-site car parking demand and have wider associated benefits ~~**in limited situations where provided that such options are viable and enforceable**~~

4.5.2 Minimum Parking Requirements

Business 1 zones

Submitters 24, 25, 27, 28-30 and 32 oppose or request amendments to the proposed changes in minimum parking requirements in Business 1 zones (24, 25, 28.8, 29.8, 30.8 and 32.12).

Submitters 24 and 25 contend that traffic surveys of parking demand in Lincoln and Rolleston indicate that current on-site parking requirements of 2 spaces per 100m² are sufficient (24 and 25.18).

Submitter 27 is concerned that the change in parking requirements in table E13.1 would require an increase in parking spaces on the site of the Famous Grouse from 30 to 75 (27). Considers this would encourage unsustainable motor vehicle use and be detrimental to urban form.

The proposed parking requirements are as follows:

Table E13.1(a) — Minimum Parking Spaces to be Provided

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Residential dwelling s	2 spaces per residential dwelling except for units forming part of a comprehensive residential development which may provide either: 2 spaces per unit (dwelling) or 1 space per unit (dwelling), plus 0.5 spaces per unit on common land.
Commercial activities	3 spaces per 100m² Gross Floor Area (GFA) plus 1 space per 100m² outdoor storage or outdoor display area, plus 1 staff space per 100m² floor space
Industrial and service activities	21.5 spaces for the 1st per 100m² GFA and 1 space per 100m² GFA thereafter.
Places of Assembly and/or Recreational activities facilities	10 spaces per 100m ² public area or 1 space per 10 seats, whichever is greater
Drive-throughs facilities excluding service stations	5 queuing spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 queuing spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash
Retail activities generally. (including Commercial) Commercial activities involving retail sales (except as permitted under table E13.1(b) below)	2.5 4.5 spaces per 100m ² GFA and/or outdoor display area
Slow trade and Bulk goods Retail	2.5 spaces per 100m² GFA and / or outdoor display area
Food and Beverage (except as permitted under table E13.1(b) below) Restaurants and/or taverns	4.5 spaces per 100m² PFA for the first 150m² then 19 spaces per 100m² PFA thereafter. Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time. 10 spaces per 100m² public indoor floor area 10 spaces per 150m² outdoor dining area
Emergency services facilities	1 space for every 4 personnel operating from the facility, and 1 space for every emergency service vehicle based at the facility such as a fire appliance or ambulance
Sports grounds and playing fields	15 spaces per hectare of playing fields
Hospitals and/or Elderly Persons Homes	1 space per 5 beds plus 1 space per 2 staff
Carehomes	1 space per 3 clients
Health Care services	2.3 spaces per professional staff member employed on-site at any one time plus 1 space per 2 staff
Offices	2.5 spaces per 100m ² GFA

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Research facilities	1 space per 2 <u>1.5</u> full time equivalent staff
Educational and/or day care facilities(<u>excluding Preschools</u>)	<p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 15 years of age, and</u></p> <p><u>Visitor / set down parking at:</u></p> <p><u>Primary schools: 1 space per 6 students</u></p> <p><u>All other education facilities: 1 space per 20 students under 15 years of age</u></p> <p>1 space per 2 staff, plus 1 space per 10 students over 15 years of age, except that in respect to student parking, any required on site parking provision can be deferred until a minimum of 105 spaces are required. At such time that the 105th space is required, the car parks shall be formed and sealed on site within 6 months of that time.</p>
<u>Preschool</u>	<u>0.26 spaces per Child (including drop-off and staff parking)</u>
Visitor Accommodation	<u>The greater of 1 space per bed-unit or 1 space per five beds plus 1 space per 2 staff</u>
<u>Activities providing automotive servicing</u>	<u>3 parking spaces per work bay¹</u>

Table E13.1 (b) — Parking spaces to be provided for Town Centres

The following requirements shall apply to Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps. For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
<u>Food and Beverage</u> <u>(Lincoln, Rolleston, Darfield, Leeston and Southbridge)</u>	<p><u>3.5 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u></p> <p><u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u></p>
<u>Retail activities generally (including Commercial)</u> <u>(Lincoln, Rolleston, Darfield, Leeston and Southbridge)</u>	<p><u>3.5spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u></p>

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
<u>Food and Beverage</u> <u>(Prebbleton)</u>	<u>4.0 spaces per 100m² PFA for the first 150m² then 17 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Prebbleton)</u>	<u>4.0 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

B1 Zoned land

In response to the submissions, the Council has asked Novo Group to review the parking requirements comprehensively to ensure that they are set at the correct level. There is an extensive discussion about the amount of parking needed in different towns and circumstances, which is provided in Appendix 3.

It is important to set the parking requirements at the correct level. There is an inherent tension between providing large amounts of parking and good urban design outcomes. Parking is visually unattractive and can act as a barrier between activities.

In addition, parking can occupy very large amounts of the highest value and most central (B1) land. The efficient utilisation of this land must also be considered.

However, it is clearly important to provide enough parking to allow for efficient movement of traffic and manage the degree of disruption to neighbours.

The approach taken by the Council is that everyday parking demand created within the centre should be accommodated on site or absorbed by on-street parking on the surrounding (B1 zoned) streets. Parking should not generally overflow into the surrounding residential area; although it may do so at busy times. Therefore, parking demand may create some adverse effects outside the B1 zone, but only on the busiest days. The advantage of this approach is that activities need not provide very large amounts of parking, some of which will only be needed for a few days each year (although the amount of land required for parking is still substantial).

This is especially relevant for retail and food and beverage activities, which have some of the highest parking demand. In order to implement this approach, the Council has considered each B1 zone individually. Parking demand is related to the size of the centre (with larger centres needing slightly less parking per 100m² because of efficiencies of scale). It is also related to the type of centre and the expected growth. In Selwyn, the centres serve large rural catchments meaning that there is less potential for mode switch than in a large city.

The Council has also considered the supply of parking for instance the amount of on-street parking available (and existing and future demand for it).

The problems that insufficient parking can create are mostly related to nuisance for the surrounding residents and include:

- Reduction in on-street parking availability for residents.*
- Disruption to accesses for residents, for instance from cars being parked too close to residential access.*
- Visual dominance of residential streetscape by cars.*
- Noise and general disturbance associated with vehicles starting, manoeuvring, doors shutting, glare from headlights during winter.*
- Disruption to the traffic flow of busier roads.*

With the exception of the last of these, the problems generally only occur where the parking takes place within or adjacent to a residential area.

There is also a need to manage the function of higher order roads which have higher traffic demand. On these roads (which would be collector and arterial roads) a balanced view needs to be taken as to how to manage the demands put upon them. For example, there is little ability to provide parking on Rolleston Drive in the business zone in Rolleston.

These adverse effects need to be balanced against the effects of excessive parking provision on the quality of the B1 area. These include:

- Visual effects*
- Separation of activities, discouraging walking between them*
- Less attractive walking environments have been shown to contribute to increased car dependency and related effects (such as increased obesity and reduced disposable income).*
- Economic effects from reduced vitality (fewer businesses and reduced variety of businesses).*
- Inefficient use of land; often the most valuable and accessible land in the District.*
- Inability to achieve high density development as parking consumes large areas of land (over half the land area of a typical single storey commercial development).*

With this in mind, the Council has sought to determine an appropriate parking requirement for each township, based on the supply of on-street parking within the B1 zone, the existing

demand for that parking and the likely size of the zone in future. The aim is to require the minimum amount of parking needed for “everyday” demand, but not to exceed this. This approach is considered to provide a balance between the need for parking and the problems that supplying it can create.

The requirements for each B1 zone are discussed in detail in Appendix 3. In general, we have not recommended that the notified requirements are changed. The exceptions to this are in Prebbleton, Southbridge and for local and neighbourhood centres, which are discussed below.

Prebbleton

For Prebbleton, a reduction in the requirement to 4 spaces has been recommended on the basis of the anticipated size of a redeveloped centre (which based on the size of the B1 zone will be around 6000m²).

It is expected that if roads are built through the B1 zone by developers, then the on-street parking spaces would be available to meet some of the parking demand for their development (and this recommended rate could be reduced). However, development may not always create public roads (for instance developers have not built roads in Rolleston Town Centre) so the provision of this parking cannot be taken for granted.

Southbridge

For Southbridge, a reduction to 2 spaces per 100m² of floorspace is recommended for small scale retail, because of the low volume of traffic, low demand for on-street space and low anticipated demand for future business activities.

Southbridge has a very large business zone for its size, with only limited residential and business growth expected. There is a relatively large capacity for on-street parking and a public car-park is available.

Whilst large developments are not expected, if one was to establish it would quickly use up this capacity. For this reason, a maximum floor area of 200m² is suggested for this reduced parking rate. This is discussed further in appendix 3.

Local Centres

Local centres are defined in the District Plan as follows:

Local centres, as identified by ODPs should range in size but generally up to 450m² and include:

- 1-5 shops with a maximum retail tenancy of 450m² GFA; and provide
- A limited range of community facilities

For these centres, it is also considered that a reduction to the parking requirement could be provided due to the nature and scale of activities and to avoid an overly commercial appearance for the site. Local centres in older neighbourhoods often rely on angle parking formed in the road corridor, at least for customer parking.

These centres will be sites within greenfield development (for instance as identified in PC7) and will be identified in advance on Outline Development Plans so purchasers of adjacent property will be aware that some traffic effects might be expected around them. A parking requirement of 2 spaces per 100m² is recommended for these areas.

A parking rate of 2 spaces per 100m² or less is particularly advantageous for the design of small centres as it can usually be accommodated in the road corridor without the need for all demand to be met from on-site parking. This is because a typical small shop is around 100m², with a width of around 7m. Such a shop would require 2 spaces. These would have a width of 5.2m and could easily be accommodated in front of the shop. If additional parking is required then it can be accommodated to the side or rear and would be suitable for staff parking. As parking rates increase, it becomes harder to accommodate the parking in a typical street scene and it creates a need for large areas of off-street parking.

Neighbourhood Centres

Neighbourhood centres are defined as follows:

Range in size, but generally 1000m²-2000m² total floorspace and include:

- Up to 15 shops with a maximum retail tenancy of 450m² GFA; and provide*
- A limited range of community facilities*

Due to their restricted size, these centres would not benefit to any great extent from the efficiencies that larger centres enable.

Furthermore, they would also not fall into the local centre category as described above. There is no justification to apply a reduced parking rate on the basis of the scale of effects or effect neighbourhood character being limited.

On this basis, Ms Williams has recommended a minimum of 4 spaces per 100m² of retail and food and beverage (with 17 per 100m² applying to large food and beverage establishments).

Based on the above discussion, I recommend that the submission points (26.1 and 27.1 are accepted in part).

Lincoln

I note that submitters 24 and 25 have not provided details of the traffic surveys they state they have conducted.. This is discussed in appendix 3 and it is considered that these submission points (24.1 and part of 25.18) should be rejected.

Shopping Centre Rate

Submitters 28-30 (28.8, 29.8 and 30.8) request a shopping centre rate which would decrease with the size of the centre

I do not agree with submitters 28-30 that an alternative “shopping centre rate” is appropriate as an alternative to table 13.1(b). The Council’s approach has been to consider the centre as a whole, as it is expected to develop, not individual developments at the time they are built. The aim is that those individual developments are considered as part of a whole, to benefit from the efficiencies of being located in a large centre. It is therefore not necessary to consider individual developments on a size basis.

Evidence for Changes

Submitter 32 (32.12) considers that the change is not sufficiently justified by the section 32 analysis.

I consider that there is a good evidence basis available for this decision and that it meets the requirements of Section 32 of the Act. I therefore recommend that submission 32.12 is rejected.

Business 2 zones

Submitter 31 (31.1) opposed increases in parking requirements for the B2 and B2A zones, considering that current requirements are in excess of actual need. The submitter requested that a requirement of 0.5 spaces per 100m² be put in place for warehousing.

A separate warehousing and storage rate was not applied because these buildings typically change use over the lifetime of the building between warehousing and storage and other industrial uses such as manufacturing. This is problematic, as if the initial use of the building has parking based on a lower rate for warehousing and storage then is later used for other industrial activities. There is typically no additional space available to support larger parking requirements. In many instances this would be the only reason a change from warehousing/storage to other industrial activities would need a resource consent and experience in CCC suggests that most land owners /tenants are unaware of this and are unlawfully established. Where this occurs on several properties a high on-street parking demand can result with adverse effects on surrounding roads.

As an aside, in Christchurch there has also been otherwise permitted re-use of this type of buildings for gyms and dance studios with similar problems.

For this reasons I do not support the submitter’s request.

Business 3 land

Submitters 1-3 (1.8, 2.8 and 3.13) oppose the increase in minimum parking in table 13.1 from 1 space per 2 staff members to 1 space per 1.5 staff members in the B3 zone because they consider it is not justified in the section 32 analysis and is not aware of any problems

caused by the existing standard. They consider increased parking is inconsistent with policy direction to promote sustainable transport.

Submitter 3 opposes the increase to educational parking requirements as they consider that these have been designed for high schools, not for a university, and that the universities existing parking arrangements are adequate.

With regard to research institutes, the utilisation of space in these buildings is somewhat unique as they contain laboratories and offices and there is not data generally available to demonstrate typical parking demand for this land use. In view of this, I recommend that the submission is accepted and the parking rate reverts to the existing rate of 1 space per 2 staff members.

The parking requirement for educational activities (including tertiary) has also been increased in-line with the policy direction to cater for everyday demand on site.

Submitter 3 has not provided evidence to suggest parking demand for tertiary activities generally would be less than that for other education facilities. To the contrary the greater likelihood of self-drive to a tertiary activity could suggest that parking demand may if anything be higher than for other education facilities.

I note that the Christchurch City Plan requires 25.5 spaces per 100 full time students (1 per 4 students, but no additional staff requirement). Palmerston North (with Massey outside its fringe) requires 0.3 spaces per full time student and 0.7 spaces per staff member. This equates to 1 space per 3 students and an additional requirement for staff. Compared to these requirements, 1 space per 8 students and 1 space per staff member does not seem unreasonable.

There is nothing about Lincoln that would suggest a lower requirement is appropriate. For instance the University of Canterbury and CPIT are better located for public transport.

It is also noted that policy B2.1.6(c) provides direction towards the reduction of car park provision where travel plans are in place (refer to discussion above).

Pre-Schools and Schools

Submitter 25 considers the required parking rate for preschools should be 1 per 6 students rather than the rate of 1 space per 4 students as notified in PC12.

The parking rate set for preschool activities is based on the surveyed peak parking demand.. This rate of one space per six students would represent average parking demand and result in reliance on on-street parking at busy periods. This may be appropriate in a number of instances, however, given the range of zones and locations where preschools seek to establish (ranging from residential local roads to other zones and Arterial roads) it cannot be assumed that some reliance on on-street parking will always be suitable. As such the requirement to meet all anticipated parking demand on-site is considered appropriate for the District Plan requirements. Where on-street parking is appropriate in the vicinity of a site, resource consent can be sought for a reduction of on-street parking spaces.

The proposed requirement of 1 space per 4 students will cater for all parking demand for all but the busiest times of the year which is consistent with the parking policy direction (refer to section 7.5.2 of the S.32 Assessment).

In view of this I recommend that submission 25.18 (that part which refers to B1 zones) is rejected.

Submitter 20 notes that they wish to encourage sustainable transport to schools. They seek reassurance that a reduction in car parks would be acceptable if a Travel Management Plan was in place.

They note that the driving age is proposed to change to 16 and that table 13.1 will no longer reflect legislative requirements.

The submitter (20.2) also considers that rule 13.1.1.6 is unclear how many mobility impaired car parks are required for school sites. They also consider that parking space requirements are unclear for incremental growth and that it is unclear when rule 13.1.1.1 (20.3) is triggered.

With regard to the first point, the relevant parking requirement rules have a discretionary activity status, which enables all effects to be considered. The proposed policy B2.1.6(c) provides clear policy direction to support the consideration of effects for parking shortfalls through the resource consent process. Whilst each application must be considered on its own merit, there is no reason this cannot be applied to educational activities and I consider that educational activities are a good example of where a travel plan would be effective. For clarity, I have recommended that specific reference is made to school travel plans within Policy B2.1.6(c) (Township Volume) as proposed in section 4.3.1 of this report, above.

With regard to driving age, I agree that the proposals should be updated to reflect the change in driving age and that table 13.1 should be amended.

With regard to rule 13.1.1.1, the only changes to this clause are the additions of table and diagram reference numbers. This clause has not been problematic to administer in the past and I do not consider that it is difficult to understand. For this reason I recommend that it is not altered.

With regard to parking for mobility impaired persons (Township volume Appendix E13). I recommend that it is amended to state simply that parking for mobility impaired persons is included in the parking requirements and not additional to it.

Slow Trade and Bulk Goods

Submitters 28-30 requested more clarity in respect to the definition of slow trade and bulk retail.

A new rate has been included for activities considered to be 'slow trade and bulk retail'. These activities are considered to be a subset of general retail and as such are included within the definition of 'retail activity' (both Township and Rural Volumes, Part D) as follows:

For the purposes of calculating car parking requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as whitewares, furniture and vehicles.

Where there is uncertainty as to whether the slow trade and bulk retail activity is appropriate clause 13.1.1.3 dictates that the highest rate (retail) should apply. I consider that this provides sufficient clarity on the type of activity that is anticipated. Whilst a more descriptive definition could be put in place (for instance a list of approved goods) it would be quite problematic to devise such a list; it would most likely create a whole new series of ambiguities and anomalies. However, I consider that building supplies could be included as these are one of the most common “bulky goods”. This is considered acceptable on the basis that stores that sell a mix of bulky and non-bulky good (such as Bunnings for instance) would be excluded from the bulk goods definition.

Recommendation 8

- 1 That submissions 1.8, 2.8 and 20.1 are accepted; submission 25.18 is accepted in part (as it relates to this matter); submission 3.13, 28.8, 29.8, 30.8 and 32.12 are accepted in part and that submissions 24, 27 and 31.1 are rejected.
- 2 That the proposed plan change is amended as follows:

Amend rule 13.1.1.6:

13.1.1.6 Parking spaces for mobility impaired persons shall be **provided at the required rate and shall be** included within the total requirement specified in table E13.1.

Insert new subheading into Table 13.1(a)

Except as provided in table 13.1(b), the following parking rates shall apply:

Amend Table 13.1(a) as follows:

Education and / or day care facilities (Excluding Preschools)	<u>1 space per full time equivalent staff member, plus 1 space per 8 students over 1516 years of age, and</u>
Research facilities	1 space per <u>2</u> 1.5 full time equivalent staff

Amend Table 13.1(b) as follows:

Table E13.1 (b) — Parking spaces to be provided for Town Centres, and Local and Neighbourhood Centres

The following requirements shall apply to:

- Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps.
- **Local and Neighbourhood Centres as identified on an approved Outline Development Plan**

For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
<u>Food and Beverage</u> <u>(Lincoln, Rolleston, Darfield, Leeston; and Southbridge except as specified below)</u>	<u>3.5 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Lincoln, Rolleston, Darfield, Leeston; and Southbridge except as specified below)</u>	<u>3.5 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>
<u>Food and Beverage</u> <u>(Neighbourhood centres (activities under 450m²) and Prebbleton)</u>	<u>4.0 spaces per 100m² PFA for the first 150m² then 17 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Neighbourhood centres (activities under 450m²) and Prebbleton)</u>	<u>4.0 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>
<u>Food and Beverage</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
<u>Retail activities generally (including Commercial)</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

Amend the definition of retail activity as follows:

Retail Activity: the use of land or buildings for displaying or offering goods for sale or hire to the public, including service stations. For the purposes of calculating car parking requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as building supplies, white wares, furniture and vehicles.

Definition of Workbay

Submitter 25 (25.18) requested clarification of the definition of workbay.

I have recommended that it be amended (below).

Seek retention and amendment of clause 13.1.1.3.

Submitters 28-30 (28.9, 28.11, 29.9, 29.11, 30.9 and 30.11) note that the present rule 13.1.1.3 that allows for shared parking between activities that are undertaken at different times is to be deleted. They consider that this rule encourages the efficient use of resources; but they consider that the discretion the rule affords to approve joint use of car parking is inappropriate. They request the re-instating of rule E13.1.1.3 with the removal of Councils discretion.

Existing Rule E13.1.1.3 is as follows:

- 13.1.1.3 Where different activities are undertaken at different times on a site, or adjoining sites, and the car parking demands of those activities do not coincide, the Council may approve the joint use of car parking spaces where it is deemed appropriate.

Submitters 28-30 request approval of rule E13.1.3.3. Submitter 31 requests that it is extended to the B2A zone.

Proposed rule E13.1.3.3 is as follows

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- (a) the parking shall be clearly associated with the activity by way of signage on both sites, and
- (b) the parking is located on the same side of any road as the activity, and

- (c) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- (d) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- (e) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site) by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

Plan Change 12 proposes to delete clause E13.1.1.3, which was a discretionary standard and replace it with E13.1.3.3, which makes it a permitted activity subject to certain criteria. This is explained in detail in paragraphs 199-203 of the s.32 Assessment as notified. I therefore do not agree that there is a need to retain the old rule in any form.

However, I consider that some relaxation of the replacement rule would be appropriate. As presently worded, the rule would require that signage is put in place to associate the parking with the activity. I consider that it would be equally appropriate for the parking to be available to the general public, so that the amount of such “shared” parking was increased. Shared parking is more efficient so that if all businesses provided it then less would be needed overall. An increase in the amount of shared parking provided is as desirable (or more desirable) than the provision of reserved parking.

With regard to the B2A zone, rules that apply in the B2 zone generally also apply in the B2A zone unless specifically stated otherwise. Therefore the rule would already apply and no amendment is needed.

Cycle Parking (rural rule 4.6.3.3 and township rule 13.1.4)

Submitter 25 considered that cycle parking in the rural area was unnecessary (25.5). Submitters 28-30 (28.12, 29.12, 30.12) requested a cap of 10 spaces per centre.

Rule 4.6.3.3 is as follows

- 4.6.53** Any activity which involves the provision of goods or services to the general public shall be a permitted activity if the following conditions are met:

4.6.3.3 Provision is made for on-site cycle parking.

I consider that it is likely that some cycle journeys will occur to rural activities and therefore some provision for on-site cycle parking should be made. As such activities will be subject to consent processes, the amount can be set as a condition of consent.

Rule E13.1.4 is as follows:

E13.1.4.1 Any activity, other than residential activities, temporary activities, activities listed in E13.1.4.2 and activities permitted under Part C,

Living Zone Rules - Activities 10.9.1. is to provide cycle parking at a minimum of 2 spaces and then at a rate of 1 cycle space for every 5 car parking spaces required, to a maximum of 10 cycle spaces.

E13.1.4.2 Any Place of assembly, recreation or education activity shall provide cycle parking at a minimum of 2 spaces and then at a rate of 1 cycle space for every 5 car parking spaces required.

E13.1.4.3 All cycle parking required by rule E13.1.4.1 or E13.1.4.2 shall be provided on the same site as the activity and located as close as practicable to the building main entrance and shall be clearly visible to cyclists entering the site, be well lit and secure. The type of stand must comply with the Engineering Code of Practice requirements for cycle parking rack systems.

I do not agree that a cap of ten spaces per centre is appropriate. I consider that demand in large centres will exceed this. I also consider that in large centres people may wish to cycle from one place to another (for instance the Rolleston B1 zone is very large) and that a number of cycle parking areas should be provided.

Non-Compliance with Parking Standards (Township)

Submitter 25 requested that the status of non-compliances with rule 5.5.1 (provision of vehicle parking and cycle parking) should be restricted discretionary rather than discretionary (25.17).

The discretionary status has been carried over from the existing plan. I consider that this is an appropriate activity status to employ in this case, that allows for the consideration of effects on a case by case bases. Assessment of parking non-compliance is not restricted to effects such as traffic flow and includes matters such as pedestrian amenity, noise and positive effects that could arise such as the provision of landscaping and pedestrian routes instead of car parks. The rule also applies to residential areas where traffic generating activities are not anticipated and where consents are likely to be discretionary in any case. I do not consider that there is a strong reason to change this rule.

Recommendation 9

- 1 That submission 25.18 is accepted, that submissions 28.9, 28.11, 29.9, 29.11, 30.9 and 30.11 are accepted in part and that submissions 25.5, 25.15, 28.12, 29.12 and 30.12 are rejected
- 2 That the following amendments are made to the township volume:

Amend Rule E13.1.3.3 as follows

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- (f) the parking shall be clearly associated with the activity by way of signage on both sites, **or alternatively be available for public use, and**
- (g) the parking is located on the same side of any road as the activity, and
- (h) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- (i) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- (j) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site); **or by the general public;** by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

Amend the definition of workbay as follows:

Workbay: for the purposes of calculating parking requirements, shall be the **size of the space-area** required for ~~the each~~ motor vehicle **intended to be in a space where it can be** serviced and any area immediately surrounding the vehicle required for lifts / hoists that enable the vehicle to be worked upon. It is noted that any other floor area within the building surrounding the work bay shall be considered as retail, office or industrial as appropriate.

4.6 Car Park Design and Layout

4.6.1 Policy

Both Volumes

Policy B2.1.7

Submitter 20 (20.4) supports Policy B2.1.7 as it provides for alternative forms of transport. Submitters 28-30 (28.1, 29.1, 30.1) note that the policy has no methods and contends that the rules do not assist with how the policy can be achieved. They request a reference to an industry accepted volume such as NZS2890:2004.

Submitter 23 (23.2) requested amendments to the policy to better provide for public transport.

The policy is as follows:

Policy B2.1.7

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site and between car and cycle parks, and building entrances.

ASNZ 2890.1.2004 section 4 contains some comments on design for pedestrians in terms of surfacing, signage and could provide limited support in terms of detailed design elements. Specifying this standard may however mislead the intention of this policy to consider general user-friendly design principles and amenity considerations through an integrated approach.

Some Councils in America and the United Kingdom do have off-street parking design guides which consider the appropriate aspects including design for pedestrians and amenity. The potential effects for Council staff up-skilling and learning new provisions has been considered within the section 32 assessment and it was determined that on balance the benefits outweigh the costs.

It is considered advantageous for Council to develop a design guide (or include a parking chapter in a Business Design Guide) to provide guidance. This however would sit outside of the District Plan and provide additional guidance for Plan users.

It is not considered beneficial to add reference to ASNZ 2890.1.2004 as a method however it is noted that the township volume does not contain methods for this policy and the appropriate methods should be included. Greater clarity as to District Plan methods for parking could also provide clarity in respect to which rules achieve this policy.

I agree with submitter 23 that references to public transport would be useful and I recommend that these are included as suggested in the submission.

Township Volume

Policy B3.4.18(b) and (c)

Submitter 17 considers that the wording of policy B3.4.18(b) does not provide clear direction for assessing applications and administrators of the District Plan will not have adequate knowledge in the broad range of matters at their discretion.

Submitters 28-30 (28.3, 29.3, 30.3) requested the deletion of policy B3.4.18 (b) and (c) because they consider that it is not appropriate to deal with amenity issues in transport policy; and that these matters are already addressed in Policy 3.4.17.

Submitters 20 and 22 (20.4, 22.9) Supported policy B3.4.18(b) and suggested that the effects of reductions in parking achieved through travel demand management also be included.

Submitter 23 (23.2) also supported the policy and asked for amendments to include references to public transport.

The policies are as follows:

Policy B3.4.18 **(a)**

Ensure all activities have appropriate car-parking facilities to avoid, remedy or mitigate any adverse effects of car-parking on:

- The amenity values of streets;
- The privacy of residents; and
- Safe and convenient access to sites.

Policy B3.4.18 (b)

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians and cyclists. In determining these matters the following factors shall be collectively considered:

- **The overall development and site layout;**
- **Building location and orientation;**
- **Landscaping;**
- **Vehicle access and circulation;**
- **Pedestrian access and circulation (including relative to building entrances and pedestrian desire lines); and**
- **Safety and security of users.**

Policy B3.4.18 (c)

The assessment of parking space provision for the establishment of new activities shall consider the existing and future levels of accessibility to the site, by sustainable transport modes.

One of the key focuses of this plan change is to improve integrated assessment of transport and land use effects in terms of sustainable management of natural and physical resources.

Section B3 already contains policy B3.4.18 (now policy 3.4.18(b)) which considers the effects inadequate parking may have on amenity, privacy and site access. It encourages the provision of car parking to reduce the effects that result from people parking on the street, on amenity, privacy and good access to sites.

The proposed policies B3.4.18 (b) and (c) provide balance by considering the negative impact that parking provision may have. Car parks can be unattractive, and can also be a barrier to movement especially if they do not provide safe and convenient routes for pedestrians. The provision of car parking will not necessarily achieve the aims of policy

3.4.18(a) as it may reduce both amenity and the ease of access for non-car users. A balancing policy is therefore required, to make sure that the benefits and disadvantages of car-parking are given equal consideration.

I disagree with submitters 28-30 that it is not appropriate to address amenity in a transport policy; the aim of the plan change is that a coherent framework is in place for development as a whole. It considers transport policy along with the effects of transport and transport infrastructure like car parks. It is therefore wholly appropriate to consider issues of amenity as far as they are related to transport, such as the position and layout of car-parking.

However, since the notification of Plan Change 12, this issue has been addressed by PC29. PC29 makes larger development in the B1 zone (above 450m²) a restricted discretionary activity, with site layout and car parking being matters for discretion. Smaller developments are permitted activities but car-parking in front of buildings (between the front building façade and the street) is not permitted.

This does not, in my view change the need for a balance of requirements to be considered under transport; to ensure that the need for matters such as car-parking are not considered in isolation from their adverse effects. The submitters will note that significant amendments are proposed to the proposed methods related to this policy in the light of PC29.

I agree with submitter 23 that the policy could also include references to public transport and have recommended that it be amended accordingly.

I agree with the intent expressed by submitter 22 that the effects of travel demand management be taken into account in setting parking rates. However, I consider that policy B2.1.6(c) achieves this already and I have not recommended any changes for this reason.

As regards policy 3.4.18(c), the submitter (28-30) is mistaken when he states that the policy refers to amenity; it clearly relates to accessibility (by sustainable transport).

Recommendation 10

- 1 That submissions 20.4, 22.9 and 23.2 are accepted; submissions 28.1, 29.1, 30.1 and 28.3, 29.3, 30.3 are rejected; and that submission 17 is rejected with regard to this matter.
- 2 That the following amendments are made to the plan change:

Amend Policy B2.1.7 as follows:

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site, **including for users of public transport**, and between car and cycle parks, and building entrances.

Add the following methods to policy B2.1.7 in the Township Volume:

- Road formation
- Vehicle Accessways
- Vehicle crossings
- Car parking provision, design and layout

Add the following method to the Rural Volume, Part B2, Policy B2.1.7:

- Car parking provision, design and layout

Amend Policy B3.4.18(b) (Township Volume) as follows:

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians, cyclists **and users of public transport**. In determining these matters the following factors shall be collectively considered:

- The overall development and site layout;
- Building location and orientation;
- Landscaping;
- Vehicle access and circulation;
- Pedestrian access and circulation (including relative to building entrances, **public transport** and **along** other pedestrian desire lines); and
- Safety and security of users.

4.6.2 Rules

Parking Areas and Site Layout

Township (Rules 17.7 and 5.5.2) and Rural (Rule 4.6.4)

Submitters 1-3, 17, 25 and 28-30 (1.9, 2.9, 3.14, 17, 25.6, 25.16, 28.3, 29.3 and 30.3) oppose rule 17.7. They argue that amenity issues should not be managed by a catch all traffic generation rule (25, 28-30); that it gives the Council unreasonable discretion to control the layout of entire developments based simply on the number of car parking spaces (17, 28-30) and the rules and policies do not give a clear indication of what the Council is trying to achieve (28-30). Furthermore, that it is not effects based and could lead to decisions

being made in relation to the development of entire properties that are not sufficiently related to the effects of car parking (17).

Commenting on rule 5.5.2, submitter 25 considered that the rule had merit but that the threshold was too low and suggested that it should be 100 spaces. Submitter 32 (32.9) also questioned whether the threshold was appropriate.

Submitters 1-3 (1.3, 2.3 and 3.5) support the rules for new development, but not for existing activities. They consider the need for a consent to change 5 or more spaces to be inefficient. They notes that car parks will already need to meet standards on dimensions, manoeuvrability and location.

Submitter 25 considers there is an inconsistency between rules 4.6.6 where car parks with over 40 spaces are a controlled activity and 4.6.7 requiring assessment of any non-compliance as a restricted discretionary activity.

Rule 4.6.4 (Rural Zone) and rule 5.5.2 (Township living Zones) are as follows:

5.45.2 Any development or redevelopment of a parking area of more than 40 parking spaces shall be a controlled activity, in respect to safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

Rule 17.7.1 (Township Business zones) is as follows:

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

(a) The location, layout and orientation of parking areas relative to:

- i. Buildings, the road frontage, and any physical constraints for the site, and**
- ii. Vehicle manoeuvring, access and circulation, and**
- iii. Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and**

(b) The provision of lighting for the safety and security of the parking area users, and

(c) The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7.2 In the Business 3 zone, any development or redevelopment, of a parking area with more than 40 parking spaces shall be a controlled activity.

17.7.2.1 [Assessment matters as 17.7.1]

These rules implement policy 3.4.18(b). Parking spaces occupy large portions of the site and therefore have a highly significant impact on the layout of the site particularly given the prescriptive nature of parking space provision to accommodate stall width, length, aisle width and manoeuvring space. Other site requirements such as building entrances and landscaping are often constrained by the need to accommodate parking. This can result in poor urban design and amenity outcomes. These aspects require collaborative planning to ensure a good overall outcome for the site is achieved.

In terms of transport related on-site design this rule is intended to provide some balance between efficient design of car parking areas for use by vehicles (e.g. stall and aisle dimensions etc) and use by other modes. For example, in parking areas where there are multiple rows of parking and / or high turnover of parks, it is desirable to avoid the main vehicle circulation route separating these parks from the building entrance. Solutions may be as simple as a re-orientation of the parking modules for example to provide more direct pedestrian routes within and across the site and or improve pedestrian safety by reducing vehicle circulation in front of building entrances. In larger car-parks, a dedicated pedestrian route may be required. Ms Williams discusses this further in appendix 3.

This rule also complements other changes within the plan to achieve better connectivity and accessibility for all transport modes by ensuring that destination facilities (in this respect being sites / parking areas / site entrances) are safe, convenient and pleasant places to be (note there is a correlation between the number of parking spaces and likelihood of being a destination, although the actual number of trips to the site varies by land use).

As indicated in 4.4.1, PC29 has superceded some of the PC12 provisions related to site layout in the B1 zone. PC29 is subject to appeal but there is no need for Council to continue to seek similar changes through two separate processes. I therefore recommend that the amenity component of rule 17.7 is removed..

Rule 17.7.2 relates to the B3 zone, where no such new rule has been brought in and I therefore recommend that it is retained in PC12. However, I recommend that it is simplified and that is combined with rule that emerged from the PC29 hearing. The rule below is the PC29 rule with modifications shown underlined:

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 **In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity**

17.7.4 **Under rules 17.7.2 and 17.7.3,**The exercise of the Council's discretion shall be limited to the following:

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas

- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects

PC12 distinguishes between B1 areas and the B3 zone because of the different types of activities expected (for instance lower turnover of parking spaces and less requirement to create civic amenity because members of the public are less likely to be present).

With regard to the appropriateness of the threshold, Ms Williams has discussed this in Appendix 3 and concludes that it is appropriate (at 40 spaces) for reasons of pedestrian safety and circulation..

I have recommended that the remainder of the PC12 car-park design rule (17.7) is simplified as followed to clarify that it concerns safety and circulation; and that this is added as a final assessment matter.

The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

The result of this would be that rule 17.7 makes development in the B1 and B3 zone a controlled activity subject to a threshold (20 or 40); that matters of amenity are considered as per the PC29 decision; and that matters of safety and circulation are considered as described here.

I have also recommended that a separate rule is included for B2 land that deals with matters of safety only.

With regard to the issue raised by submitter 25, that 4.6.7 is inconsistent with 4.6.4, rule 4.6.7 has been amended in error. I recommend that rule 4.6.7 is amended to remove reference to rule 4.6.4 (and submission point 25.6 is accepted).

With regard to whether the rule should apply to existing car parks, the concern of submitters 1-3. I again defer to the decision that has already been made in Plan Change 29, where redevelopment was excluded and recommend that this change is also made to PC12.

Parking area dimensions

Submitter 25 considers that minimum car park dimensions have been incorrectly adopted from NZS2390.1:2004 which has been updated.

They also noted that the minimum dimension for mobility impaired parking was 3.2m - 3.6m and suggested that 3.2m was the appropriate figure.

The minimum car park dimensions have been carried over from the existing plan where they appear to be working well. It is not considered necessary to alter them regardless of changes to NZS2390.1:2004.

We agree with the submitter that 3.2m is the appropriate minimum for mobility impaired parking.

Recommendation 11

- 1 That submissions 25.6 and 25.7 is accepted, submissions 28.3, 29.3 and 30.3, 1.3, 2.3, 3.5, 1.9, 2.9 and 3.14 are accepted in part and submissions 17, 25.16, 25.19 and 32.9 are rejected.
- 2 That the following amendments are made to the plan change (PC29 amendments are shown in blue):

Township Volume

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

(a) The location, layout and orientation of parking areas relative to:

i Buildings, the road frontage, and any physical constraints for the site, and

ii Vehicle manoeuvring, access and circulation, and

iii Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and

(b) The provision of lighting for the safety and security of the parking area users, and

(c) The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7 PARKING AREAS AND LANDSCAPING

17.7.1 In the business 1 zone, new car parking areas shall be a permitted activity if they comply with the following:

...

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity

17.7.4 **Under rules 17.7.1 and 17.7.2, The exercise of the Council's discretion shall be limited to the following:**

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas
- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects
- **The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.**

17.7.5 In the business 2 zone, except for industrial activities, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity. The exercise of Council's discretion shall be limited to the safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

Both Volumes

delete the definition of redevelopment

4.7 Road Widths

Submitter 25 considers that widths of collector and living 2 local roads are excessive and requests reduction of minimum widths in table E13.8 to 15m (collector) and 11.5m (Living 2) local (25.22).

The submitter notes that different categories of local road are not defined in table 13.8 and requests clarification (25.23).

Submitter 25 considers that rule E13.3.1.4 (limit to cul-de-sac length of 150m) is not justified and that connectivity can be provided by other means. They consider that E13.3.1.5 preventing cul-de-sacs from accessing other cul-de-sacs is not justified. They request deletion of rules E13.3.1.4 and E13.3.1.5 (25.24).

Submitters 28-30 consider that table E13.8 would require the removal of parking on Rolleston Drive and Masfield Drive to make way for cycle lanes and that roads in business zones should have parking on both sides. Requests amendment of table E13.98 to provide separate standards for collector and business roads in business areas to ensure that parking is provided on both sides of the carriageway (28.17, 29.17 and 30.17).

Relevant parts of Table E13.8 are as follows:

Table E13.8 — Road Standards

Type of Road	Legal Width (m)		Carriageway Formed Width (m)		Traffic lanes	Parking lanes Kerb and Channel	Specific provision for cycles (on road or off road)	Pedestrian Provision Footpath(s)
	Min	Max	Min	Max	Min. No. of	Min No. Of		Minimum
Arterial and Collector Roads — Any	20	20 25	11 13	13 14	<u>2</u>	2 Both sides	<u>Yes</u>	<u>Both sides</u> <u>One side only</u>
<u>Collector</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
Local — Business Local roads — any other	15 20	20 25	8 12	8.5 13	<u>2</u>	2-Both sides	<u>Optional</u>	<u>Both sides</u> <u>One side only</u>
<u>Local — Living 2 zone only</u>	<u>18</u>	<u>20</u>	<u>6</u>	<u>6.5</u>	<u>2</u>	<u>NA</u>	<u>NA</u>	<u>Optional but no more than one side.</u>
<u>Local - Major</u>	<u>16</u>	<u>20</u>	<u>8.5</u>	<u>9</u>	<u>2</u>	<u>1</u>	<u>Optional</u>	<u>One side</u>
<u>Local - Intermediate</u>	<u>13</u>	<u>15</u>	<u>7</u>	<u>8</u>	<u>2</u>	<u>1</u>	<u>NA</u>	<u>One side</u>
<u>Local - Minor</u>	<u>10</u>	<u>12</u>	<u>5</u>	<u>6</u>	<u>1</u>	<u>NA</u>	<u>NA</u>	<u>NA</u>

E13.3.1.4 Cul-de-sacs are permitted on local business roads. Cul-de-sacs are also permitted for local intermediate or local minor roads but shall be restricted to a maximum length of 150 metres.

E13.3.1.5 Any cul-de-sac road must connect to a through road and shall not only connect to another cul-de-sac.

I comment first on the requirements for road widths. These have been designed to allow a degree of flexibility depending on the use of the road corridor. The use of this space is not just for vehicular transport and access, but also for pedestrians, cyclists and creating a pleasant public environment. These matters are discussed in detail in section 5 of the Subdivision Design Guide (Street Design). It advocates that streets need to provide for a variety of uses, including: social space (places for people to be, including seating areas, informal stopping areas with places to linger); and amenity space (landscaping, street trees, water-races and other enhancements to the street scene). They also need to provide space for services and in some cases, stormwater treatment.

A collector road needs to provide good amenity because it is a busier traffic environment and may also form the most direct route for pedestrians and cyclists, meaning that it may also be

more heavily used by those modes. Collector roads must also be suitable for public transport.

Because of this more intensive use for a variety of purposes, there is more pressure on the use of a collector road. As well as an 11m carriageway, it needs to accommodate a 1.5m footpath on each side. There must also be space for rubbish bins, street trees and other amenity. The Council has always required a 20m width, which is not unusual and seeks to continue this because of the intensity of use of the corridor.

I expect that there might be circumstances where a narrower corridor could be appropriate, for instance where innovative design provides increased amenity. However, this would be best dealt with under a consent process where Council can make decisions on the basis of the plans before it.

The submitter also questions the need for a 18m legal width in Living 2 areas. This is based on the cross sections provided in PC17 (Part E Appendix 40). There is a need for sufficient space for servicing, stormwater disposal and also for amenity and walking access along the berm (whether or not a pathway is formed).

The Council would prefer to avoid deep swales or swales with steep sides because these can be harder to maintain, create the need for bridging structures and may not lend themselves to multiple uses (such as walking). As a result, a certain amount of width is required in the berm.

This is especially important in areas with more extensive stormwater requirements such as Lincoln, for instance Liffeyfields, where an extensive swale and basin system is incorporated into the road corridor.

It is also desirable to retain a wider width in Living 2 areas to future proof them in the event of future urban intensification. There are very few roads in these areas and if they are redeveloped in future it is inevitable that those roads that do exist will be the main (secondary) routes through the area. Council's experience is also that it can be relatively hard to get an extensive road network in these areas and therefore it must rely on more intensive uses of existing roads (for instance for parking). Some width in the road corridor gives more options for future redevelopment.

In view of this I have recommended that the 18m width is retained.

With regard to the need for definitions of local roads, this is provided in the definitions section under "local roads":

Local Road: means a road that is not intended to act as a main through route for motorised vehicle traffic as their primary network function is to provide property access, and they generally have lower traffic volumes. Any road in the district that is not specifically identified in this Plan as a State Highway, Arterial or Collector road is a 'local road'. New Local roads are further classified into the following sub categories.

Local Business Road (includes cul de sacs): means a local road that serves a commercial or industrial area within a business zone in the district. These roads can be

different in nature and of a higher standard, compared to a residential local road, as they need to cater for larger and heavier vehicles with their increased demands on vehicle manoeuvring, parking and property access.

Local Major Road: means a local road that connects to collector and arterial roads (and other local roads). They are likely to form part of a wider network of connected roads of a similar standard that extends over an urban area. Council's urban design terminology refers to these roads as "local area Streets"

Local Intermediate Road (includes cul de sacs): means a local road with low traffic volumes and speeds and primarily provides only for property access in urban areas, while maintaining some degree of connectivity best suited for walking and cycling between streets. The Councils urban design terminology refers to these as "neighbourhood streets".

Local Minor (includes cul de sacs): means a local road that primarily provides for property access. Local minor roads are referred to as "resident's streets" Local minor roads are required to maximize street amenity in a space shared by all road users and have a low speed environment (less than 50km/hr).

With regard to the length of cul-de-sacs, The maximum length of 150m is derived from the Subdivision Design Guide. It reflects the need to address excessive use of cul-de-sacs within subdivisions in the Selwyn District which have resulted in low levels of connectivity and / or legibility within urban areas, an example being the Ambrose Estate subdivision, centred around Rembrant Drive in Rolleston; or the area around Oak Tree Lane, also in Rolleston.

The desire for long cul-de-sacs also does not sit with the general policy direction of the plan as expressed through PC7 and this plan change.

PC7 added a number of new assessment matters for the consideration of subdivisions. These include the following:

- | | |
|-----------|--|
| 12.1.4.16 | The length of cul-de-sacs and whether a pedestrian connection is appropriate from the end of the cul-de-sac through to another road |
| 12.1.4.17 | The access to cul-de-sacs being from a through road rather than another cul-de-sac |
| 12.1.4.22 | Whether roads and reserves have a coherent and logical layout to facilitate connectivity, legibility and permeability eg desire lines are provided to cater for cyclists and pedestrian users. |
| 12.1.4.30 | Whether residential blocks achieve an average perimeter of 800m and maximum perimeter of 1000m unless precluded by an existing pattern of development. |

*In practice it is expected that subdivisions will be developed with a block structure in which blocks have an 800m perimeter (for instance with dimensions of 200m*200m or 300m*100m, refer to page 14 of the Subdivision Design Guide for a detailed explanation). This reflects a*

traditional pattern of development for instance in older parts of Darfield, Leeston, Lincoln or central Christchurch (see figure 2).

The above rules do not limit how this will be achieved and it will sometimes occur through two cul-de-sacs being joined by a walkway connection.

In practice, given this urban structure, 150m is a generous provision for a cul-de-sac. It is longer than would be required to access the interior of a block.

Furthermore, it is not expected that the urban structure would generally be formed of cul-de-sacs connected by walkways as the submitter appears to be suggesting. A limit to the length of a cul-de-sac is a useful check on the over-use of this development pattern. There is a place for cul-de-sacs within the road hierarchy, but if they are too long, or there are too many, then they affect legibility (ease of way-finding) and connectivity and they increase the distance that vehicles must travel.

In any case the plan change provides for flexible alternatives to the use of cul-de-sacs, including a variety of standards for the construction of connected roads. Restrictions on the length of cul-de-sacs ought not to make it difficult to develop.



Figure 2 – Development blocks in Darfield with a 600m perimeter

I note that non-compliance with this rule would be a discretionary matter and the effect of this would be to change the status of an application (not generate the need for additional consents). Longer cul-de-sacs could still be approved.

The submitter questioned the need to restrict the ability of cul-de-sacs to be accessed from other cul-de-sacs (rule E13.3.1.5). An ability to link cul-de-sacs to other non-through roads would essentially create a long network of cul-de-sacs and therefore undermine the intention of the 150m limit and the ability to achieve adequate levels of connectivity.

I note that this rule already exists in the district plan as assessment matter 12.1.4.17, listed above, but that this would only apply to the living zone. I recommend that the proposed rule is retained so that it can apply to all zones.

With regard to the point raised by submitter 28-30 on Rolleston Drive. The Plan standards are for new roads and would not apply retrospectively, so would not affect the existing roads referred to.

Notwithstanding the above, I would tend to support the argument that new collector roads should have parking on both sides in the business 1 zone. I have therefore recommended that a new line is added to the table to reflect this. I do not consider that it is needed in other business zones where the need for parking will not be so great.

Recommendation 12

1 That submissions 25.22, 25.23 and 25.24 are rejected and that submissions 28.17, 29.17 and 30.17 are accepted in part.

2 Amend Table E13.9 as follows:

Type of Road	Legal Width (m)		Carriageway <u>Formed</u> Width (m)		<u>Traffic lanes</u>	<u>Parking lanes</u> Kerb and Channel	<u>Specific provision for cycles (on road or off road)</u>	<u>Pedestrian Provision</u> Footpath(s)
	Min	Max	Min	Max	<u>MinNo. of</u>	<u>Min No. Of</u>		<u>Minimum</u>
Arterial and Collector Roads – Any	20	20 25	11 13	13 14	2	2Both sides	Yes	Both sides One side only
<u>Collector (except in Business 1 zone)</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
<u>Collector (Business 1 zone)</u>	20	<u>25</u>	<u>13</u>	<u>14</u>	<u>2</u>	<u>2</u>	<u>Yes</u>	<u>Both sides</u>

4.8 Traffic Generation Rule

Submitters 1-3 are concerned that rule 17.3.6 could be triggered by a redevelopment of their (B3) site without any increase in effects and request that B3 land is excluded (1.7, 2.7 and 3.12).

Submitters 28-30 consider that B1 zoning anticipates a certain level of traffic and that the rule is not required. They note that it appears to be based on Christchurch City rule which is under review and request deletion of the rules 17.3.6 and 17.3.7 or a review of the trip generation threshold (28.5, 29.5 and 30.5).

The proposed rules in question are as follows:

17.3.6 Any vehicle crossing to a site which generates more than 250 vehicle trips per day, or any vehicle crossing providing shared access to sites which cumulatively generate more than 250 vehicle trips per day, shall be a restricted discretionary activity, except that this rule shall not apply to any site located within the Business 2A zone (Izone).

17.3.7 Under rule 17.3.6 the Council shall restrict its discretion to consideration of:

17.3.7.1 The proximity to other vehicle crossings on the same or opposite side of the road, particularly those to sites which also generate more than 250 vehicle trips per day.

17.3.7.2 The proximity to road intersections.

17.3.7.3 The location of the vehicle crossing(s) and the impacts on the frontage road(s) including safety and efficiency for all road users (i.e. including pedestrians).

17.3.7.4 Whether any adverse effects on the frontage road (all road users) or location relative to other access points can be mitigated by the provision of physical works to the frontage roads or installation of traffic controls.

Ms Williams considers this matter in detail in her report. She notes that existing access controls have not been sufficient to manage the effects from larger developments and concludes that the rule is necessary and that the threshold is appropriate. I therefore recommend that it is retained in its current form.

Recommendation 13

That submissions 1.7, 2.7 and 3.12 and 28.5, 29.5 and 30.5 be rejected

4.9 Sight Distance

Both Volumes

Table E10.4, Diagram E10.A1 (rural), Rule E13.2.3 and Table 13.6 (township).

Submitter 25 (25.12) considered that sight distances are inappropriate and inconsistent with the NZTA Planning Policy Manual which states that the 85th percentile speed should be used. These equate to sight distances 50% of those specified in table E10.4. Requests update of table E10.4 and Diagram E10.A1 to match NZTA Planning Policy Manual. The submitter requested that non compliance with sight distances in table E13.2.3 should be restricted discretionary rather than discretionary (rule 5.3.6).

They also considered that sight spacing requirements in table E13.2.3 for the business zones are unrealistic given likely section sizes (a distance of 113m will be hard to comply with) (25.21).

Submitters 28-30 supported the rule as it elevates the importance of sight distances at vehicle crossings. They considered that distances in table 13.6 are in line with industry standards (28.6, 29.6 and 30.6).

Submitter 18 notes that the revised requirement for any access onto any road to meet sight distances will be hard to meet for properties on short streets or near corners. This could result in poor subdivision design against the intent of Plan Change 7, which promotes good urban design. May also result in poor urban design outcomes due to orientation of properties to the road and the location of vehicle entranceways and garages (18).

The submitter requests alteration of table 13.6 by removal of the requirement for sightlines from all vehicle access for local roads in residential areas, or ensure that the requirement does not apply to minor and Intermediate local roads as defined by table 13.8 (18).

The township rules are as follows:

5.3.1.43 The vehicle crossing complies with the relevant standards in Appendix E13.2.3.

5.3.6 Any activity which does not comply with Rule 5.3.1.3 shall be a discretionary activity.

13.2.3 Sight Distances from **Vehicle Crossings** ~~Access Point and Minimum Spacing Between Adjacent Property Accesses.~~

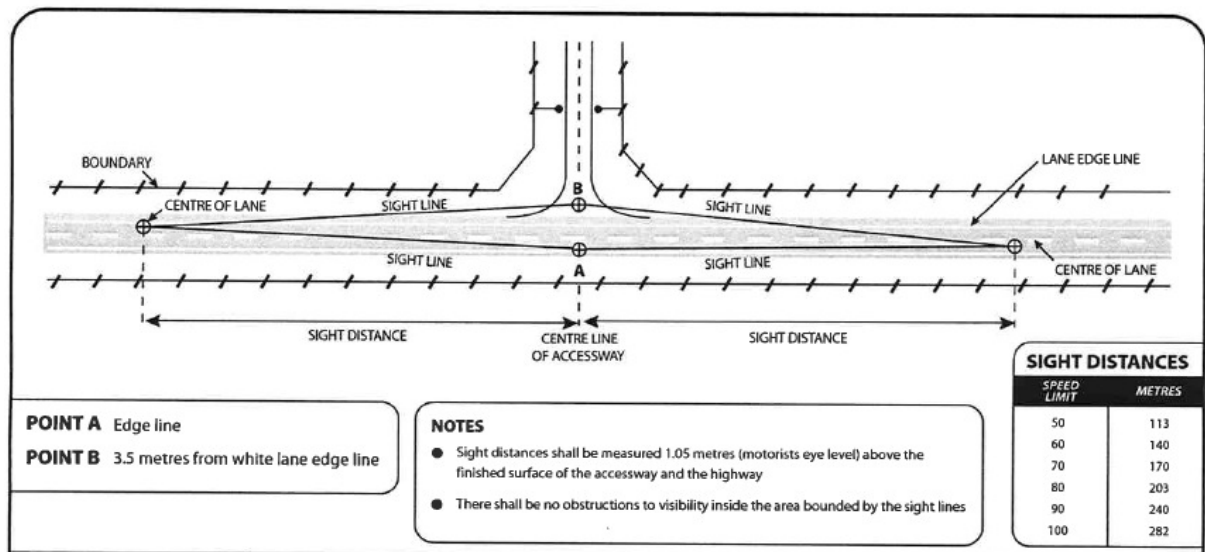
E13.2.3.1 Any access on any ~~Strategic Road or any Arterial Collector~~ Road shall have minimum unobstructed sight distances that comply with Table E13.6 ~~and E13.7~~ below **and measured in accordance with Diagram E13.2.**

Table E13.6 – Minimum Sight Distances

<u>Posted (Legal) Speed Limit (km/h)</u>	<u>State Highways and Arterials Required Sight Distances (m)</u>	<u>Collector and local roads</u>	
		<u>Living Zones Sight Distances (m)</u>	<u>Business Zones Sight Distances (m)</u>
<u>50</u>	<u>113</u>	<u>45</u>	<u>113</u>
<u>60</u>	<u>140</u>	<u>65</u>	<u>140</u>
<u>70</u>	<u>170</u>	<u>85</u>	<u>170</u>
<u>80</u>	<u>203</u>	<u>115</u>	<u>203</u>
<u>90</u>	<u>240</u>	<u>140</u>	<u>240</u>
<u>100</u>	<u>282</u>	<u>250</u>	<u>282</u>

(Rural volume diagram E10.4 is the same as the left two columns of this table)

Diagram E13.2 (Township) and E10.A1 (Rural) - Sight Distance Measurement and State Highway/Arterial sight distance values.



Ms Williams has discussed sight distances in appendix 3. As she notes, the adopted sight distances are the same as those provided in the NZTA Planning and Policy Manual.

The exception is the living zone, where reduced sight distances have been retained to provide more design flexibility for collector and local roads. Living zones generally have lower speed traffic and less through traffic.

With regard to submitter 18, I note that the sight distances reflect existing practice and are rarely triggered (only by roads with relatively tight bends; sight distances are not triggered by

intersections). For this reason I do not consider that the requirements restrict design overly (although I agree that it would be a concern if they did). Non-compliances can be covered by site specific design and conditions of consent. I consider this approach to be appropriate.

The category status for applications has been changed to discretionary due to the complexity and number of factors which may need to be considered.

Recommendation 14

That submissions 18, 25.12, 25.15, 25.21 be rejected and that submissions 28.6, 29.6 and 30.6 be accepted.

4.10 Intersection Spacings

Table 10.6 (rural), E13.5 and E13.9 (township)

Submitter 25 (25.13) considers that spacings are not justified and that values for 50 and 90 km/h roads follow ESD requirements in Austroads and would be applicable to arterial and strategic roads.

The submitter considers that SISD requirements would be more appropriate for collector and local roads. He states that the 800m distance for 100km/h roads not supported by Austroads and 500m would be more appropriate. He requests amendment of table 10.6 (rural) and E13.9 (township) as described.

This submission is discussed by Ms Williams. She has recommended changes to the tables as outlined below due to recent changes to Austroads guidance. These are based on the use of SISD for speed limits less than 100km/h. There are some reductions in townships because of the nature of urban roads and the need to accommodate urban land use patterns. For instance accommodating two sections back to back, desirable for urban design reasons, needs a distance of 60m-80m (see page 14 of the MDH design guide for an illustration of this concept).

This additional flexibility will help the Council to comply with Regional Policy which is concerned with efficient urban form and intensification (policy 7 of chapter 12A of the RPS, and policies 5.3.1 and 5.3.2 of the proposed RPS).

Recommendation 15

- 1 That submission 25.13 is accepted in part
- 2 That the plan change is amended as follows:

Table E13.9 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Distance (m)
100	800
90	500 248
80	400 214
70	305 181
60	220 151
50	160 123

Table E10.6 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Road Types	Distance (m)
100	All	800
90	All	500 248
80	All	400 214
70	All	305 181
60	All	220 151
50	State Highways, Arterials, <u>Collector</u> and Local Business Roads	160 123
50	Collector Roads	125
50 (or less)	Local roads only	75

4.11 Separation of Vehicle Crossings from Intersections

Submitter 25 (25.11 and 25.15) requested amendments to the Table 10.6 (rural), E13.5 and E13.9 (township). He notes that the principle is that lower classification roads can have lower intersection spacing. However, he notes that this is not always reflected in the tables which are based on the NZTA Planning Policy Manual.

Submitter 32 (32.15) requested that table E13.5 is amended to reduce separation distances from intersections for roads with a speed of 50km/h or less to allow for better design outcomes.

Ms Williams considers this submission in appendix 3 and notes that some of the numbers in the tables were transposed incorrectly. She also agrees that other changes reflecting the contents of the submission can be made. She has provided amended tables and a diagram to provide clarity on how the tables are to be interpreted. The diagram replaces E10.A2 and E13.4 as notified and is reproduced below (under recommendations).

I agree with submitter 32 that a reduction in the separation distances is required in low speed environments to allow for more flexibility in building orientation. I have therefore recommended changes as shown below.

Recommendation 16

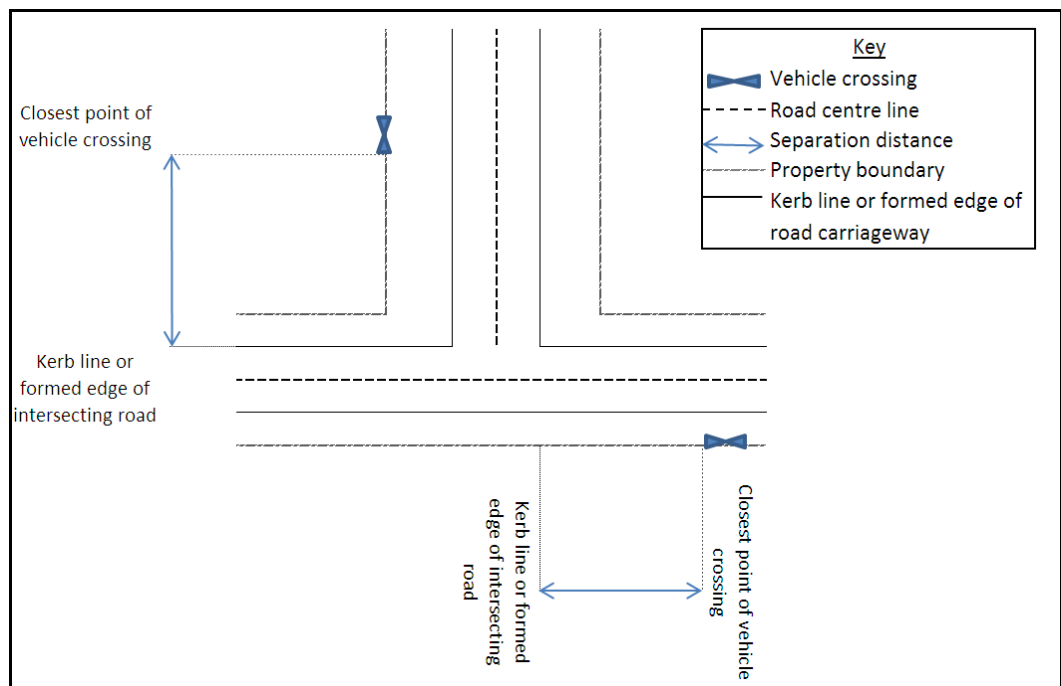
- 1 That submissions 25.11 is accepted in part and that submissions 25.15 and 32.15 are accepted.
- 2 That the following amendments are made:

Replace table E10.3 and Diagram E10.A2 (Rural Volume, Appendix E10) and Table E13.5 and Diagram E13.4 (Township Volume, Appendix E13) with the following:

		Intersecting Road Type Distances in Metres			
Vehicle crossing Joins to	Posted speed Km/hr	State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>

Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>

That the following diagram replace that previously notified to clarify the application of the rule:



4.12 Queuing Space

Submitter 28-30 (28.15, 29.15 and 30.15) notes that table E13.1 provides that a drive-through shall have 5 queuing spaces per booth, but Table E13.3 provides for queuing spaces based on the number of car parks. They request that table E13.3 is amended so that it cross references with E13.1(a).

Table E13.1 considers the parking demand of the drive-through activity. The parking demand for a drive through however occurs in a stacked layout (queue) from the booth rather than a typical parking arrangement with a stall and aisle space. The queueing space required can be thought of as a form of car parking.

The queue space provision in clause E13.3 depends on the total number of parking spaces required on-site and is measured from the site entrance. The need for this queue space is to protect the efficiency of the road from cars waiting to park and manoeuvre.

As a form of parking space, the stacked(queue) spaces in front of the drive through facility should be clear of the required queuing space from the road boundary / site entrance. This is particularly important where there is also a restaurant or other facilities on the site such that vehicles entering (or existing) parking spaces other than in front of the drive through can do so clear of vehicles waiting in line for the drive through.

In view of this, it would not be appropriate to link table E13.3 and E13.1(a). This is particularly the case for example where a site may service more than one booth or a drive through facility as well as other activities.

This submission does highlight that the use of the term queuing spaces may be confusing and I therefore suggest that the wording in table E13.1 could be changed to replace the word 'queuing' with 'stacked parking'.

Recommendation 17

- 1 That submissions 28.15, 29.15 and 30.15 are accepted in part
- 2 Amend table E13.1 as follows:

Table E13.1(a) — Minimum Parking Spaces to be Provided

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Drive-through facilities excluding service stations	5 queuing stacked parking spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 queuing spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash

4.13 New District Plan Issues

Submitters 3 and 32 (3.1 and 32.5) supported the inclusion of Issue 1 except that it may be used to lend credence to the Lincoln Southern by-pass. They were also concerned about the inclusion in Issue 2 of the "effects of traffic on Gerald Street". They also oppose the inclusion of reference to the Christchurch, Rolleston and Environs Transport Study in Issue 3.

Submitter 22 supports issue 1 and requests and amendment to more positively support transport choice (22.3).

The issue is as follows:

Issue 1

Integrating Land Use and Transport

Land use patterns can exacerbate the adverse effects of transport and result in a high dependency on the use of private motor vehicles. Initiatives such as the Greater Christchurch Urban Development Strategy (UDS) and the Regional Policy Statement (RPS) have identified where growth may be appropriate. The identification of future growth also requires consideration and integration of the strategic provision of transport infrastructure.

To reduce demand for transport and hence dependency on private motor vehicles, a network that facilitates more sustainable transport is required. This necessitates good connectivity (the linking of local facilities, adjoining land and surrounding neighbourhoods through connected transport networks) and permeability (providing choice and ease of movement through the network) through and between urban areas in the district as well as to destinations in surrounding districts.

In order to reduce adverse effects associated with transport, Selwyn District also needs to improve and promote the accessibility (ensuring all users, particularly active transport mode users have access to services) and permeability for sustainable travel modes such as walking, cycling and public transport. Selwyn District therefore needs to take a more direct role in determining where and how urban growth occurs.

The provision of good quality infrastructure for pedestrian, cycle and other sustainable modes is necessary to promote and provide for active travel and provide alternatives to private vehicle transport. Good pedestrian and cycle links must be located such that they provide a safe and direct route between key land use destinations and residential areas. Consideration and provision of land for both on and off road pedestrian and cycle facilities is therefore critical in the initial stages of planning.

Selwyn District has a number of urban areas separated by large areas of rural land. A significant number of people commute daily between Selwyn District and Christchurch. Given these characteristics, the provision or improvement, and promotion, of public transport services between townships and to Christchurch may require the provision of land for transit exchanges such as park and ride schemes.

The concern of submitters 3 and 32 relates to their opposition to an arterial road being placed through land in their ownership. They consider that the identification of the above issues would make this more likely.

In my view, limited weight should be given to the concerns of the submitters on this matter (the identification of the issues). Whilst I consider that the costs and benefits of a by-pass will need careful consideration, I do not consider that it is appropriate for landowner concerns over specific parcels of land to over-ride the identification of traffic-related issues as a matter that the District Plan should concern itself with. The submission does not provide any good reason why Issues 1 and 2 in particular should not be included in the plan.

Similarly, Issue 3 identifies more specific future transport needs and refers to CRETS. This study is a transport study. The District Plan has a broader concern (transport and other matters). It contains a broad range of objectives and policies to balance with the need for transport corridors. These include policies aimed at protecting residential amenity, for

instance. New provisions and proposals must be tested against this broad range of objectives. The inclusion of references to CRETS does not over-ride this need to consider holistic outcomes, which has recently been strengthened by the provisions of Plan Change 7. Therefore, no change is recommended.

Recommendation 18

That submission 22.3 is accepted and submissions 3.1, 3.6, 31.5 and 32.5 are rejected

4.14 Objectives

Submitters 3 and 32 oppose Objectives B2.1.3 and B2.1.4 (both volumes) which they consider places too much emphasis on transport and not enough on social, cultural and economic well-being (3.2, 3.7, 32.2 and 32.6).

Submitter 22 (22.3) supports objective B2.1.3 and requests amendments to accentuate transport choice.

The proposed objectives are as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote and provide for: sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.54

Adverse effects of land transport networks on natural or physical resources or amenity values, are **remedied or mitigated, including adverse effects on the environment from construction, operation and maintenance.**

Submitters 3 and 32 oppose Policy B2.1.26 (rural volume) as it places too much emphasis on the effects of heavy traffic through townships and not enough on the effects on alternate routes (3.4, 32.4)

Policy B2.1.26

Encourage heavy vehicles to use routes which bypass townships, where practical, and avoid new residential development along heavy vehicle bypasses.

I do not agree that Objective 2.1.3 places too much emphasis on transport. The first of these is principally aimed at providing for a variety of transport modes and permeability, as is clear from the explanation. It is not aimed at protecting the location of transport corridors. I note that the policy is supported by submitter 22 because it would support transport choice.

I do agree with the submissions with regard to Objective 2.1.4, on to the extent that I agree it should not ignore the standard approach in the Act to avoid as well as remedy or mitigate adverse effects and I recommend an amendment to reflect this.

I do not agree with the amendments to the explanation which would widen the scope of the objective, particularly with regard to location. I consider that the location of roads is covered adequately by other objectives and that this is especially the case in urban areas and areas of new development.

With regard to the need for policy B2.1.26, I consider that a policy of this nature is justified. The Council has received much feedback on the effects of heavy vehicles, especially in Lincoln (for instance in the Lincoln Opportunities study and Lincoln Structure Plan). As for Objective 2.1.4, I have recommended some amendments to reflect the ability to manage effects rather than avoid them in every case.

Recommendation 19

- 1 That submission 22.3 is accepted and that submissions 3.2, 3.7, 32.2, 32.6, 3.4 and 32.4 are accepted in part.
- 2 Amend the plan change as follows:

Amend Objective B2.1.4 and Policy B2.1.26:

Objective B2.1.54 (Both Volumes)

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied or ~~minimised~~ **mitigated**, including adverse effects on the environment from construction, operation and maintenance.

Policy B2.1.26 (Rural Volume)

Encourage heavy vehicles to use routes which bypass townships, where practical, and manage~~avoid~~**new residential development along heavy vehicle bypasses to ensure the operation of the bypass is not adversely affected by such development.**

Explanation and Reasons

Heavy vehicles travelling through townships can adversely affect:

- Residential amenity values through dust, noise and vibration;
- Perceptions of safety, especially for cyclists and pedestrians; and
- Roads, if they are not designed for heavy vehicles.

Policy B2.1.26 encourages heavy vehicles to use routes that bypass rather than bisect townships, to avoid these effects. The preferred method to achieve this is to design ring roads and bypasses that are quicker and easier to use, than roads which bisect townships. Consequently, once a bypass or heavy vehicle route is created, it is important that it is not adversely affected by new residential or business activities occurring along the route, and then trying to slow or restrict the traffic using it.

In some circumstances this will mean that new activities are not allowed to access the route. In others there may be some access to the route, provided this would not adversely affect the operation of the road.

Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

Amend Objective B2.1.3 as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

4.15 Demand Management

Submitter 22 supports policy B2.1.13 and B2.1.14 (Township Volume) (22.8). Submitters 28-30 (28.2, 29.2 and 30.2) consider that the policy should be aimed at reducing motorised travel rather than the need to travel per se.

The policies are as follows:

Policy B2.1.13

Assess Minimise the effects ~~of increasing of allowing or disallowing residential growth in townships in Selwyn District on~~ transport demand **associated with areas identified for urban growth by promoting efficient and consolidated** land use patterns that will reduce the demand for transport.

Policy B2.1.14

Encourage people to walk or cycle within and between townships **by providing a choice of routes for active transport modes and ensuring there is supporting infrastructure such as parking for cycles, at destinations.**

I am not persuaded that there is any need to amend the policy as suggested by submitters 28-30. The policy is aimed at efficient urban form that reduces transport demand. This will include motorised transport, but it may also include reducing distances for walking, cycling and other forms of transport to make them more convenient and appealing.

I note that there are no rules relating to transport demand management plans. Plan Change 12 seeks to put a policy framework in place to allow for the assessment of such plans but

there is no intention for a performance standard approach to be implemented at this stage. They remain something that the Council can consider in a discretionary consent.

Recommendation 20

That submission 22.3 is accepted and that submissions 28.2, 29.2 and 30.2 are rejected.

4.16 Road Classifications

Submitter 22 supports changes to road classifications and additionally suggests that Marshes Road (between Templeton and Prebbleton) be classified (22.2). Submitters 28-30 also supported the changes to the road hierarchy (28.7, 29.7 and 30.7).

Submitter 26 objects to the reclassification of Trices Road and considers it should not occur prior to PC17.

Marshs Rd is a pivotal part of the local roading network being incorporated into Stage 2 of the Christchurch Southern Motorway Extension that will involve grade separation and connection to the Shands Rd Interchange. Its future role in the network is still being considered by NZTA, CCC and SDC. Any decisions on Marshes Road will need to be made in conjunction with CCC and cannot be made at this stage.

Trices Rd forms part of a new orbital route running from SH73 to Halswell utilising Dawsons Rd, Hamptons Rd, and Trices Rd. The emphasis is on creating a safe and efficient route (including by controlling adjoining land use activities access) to cater for natural traffic growth in this context. This route has been identified in CRETS and it is obviously important that the route is achieved in its entirety including with Trices Road.

With this in mind, I do not agree with the submitter that it is premature to consider classification of roads at this time. There is always some potential development under consideration and I do not consider that the circumstances of the submission are compelling. I would consider that the road should be designated as an arterial whether or not the land is re-zoned so I do not see what bearing the zoning has in this decision.

Recommendation 21

That submissions 28.7, 29.7 and 30.7 are accepted and submissions 22.2 and 26 are rejected.

4.17 Other Matters

Policy B2.1.25 (Mitigation of the effects of construction of roads)

Submitters 1-3 requested that Policy B2.1.25 should be extended to protect nationally significant activities [like the CRI's in the B3 zone] from the effects of construction and maintenance of roads (1.5, 2.5 and 3.10).

The policy is as follows:

Policy B2.1.24~~25~~

Mitigate adverse effects from the construction or maintenance of roads or railway lines on:

- adjoining residents;
- any waterbodies or ecosystems; or
- any special landscape, cultural, heritage or amenity values of the site or area.

The policy is concerned with the adverse effects of construction such as dust and noise and cites certain environments, including residential environments and waterbodies.

I would consider that the B3 zone should have a similar level of control as the B1 zone. There is nothing in particular about the CRIs or the university that would require protection above and beyond other commercial or similar activities, regardless of its level of importance. I have therefore not recommended any amendments as a result of this submission.

Living Zones Rules - Subdivision (Notes)

Submitter 32 requests the deletion of notes 8 and 9 under chapter 12 which imply that land use consents should be bundled together with subdivision activity. They consider that this creates uncertainty with regard to notification status (32.10).

They consider that while it may be appropriate for subdivision and land use activities to be applied for concurrently and decided jointly, but that they need not necessarily be considered jointly for notification purposes, especially given the existence of a non-notification clause for subdivisions.

I consider that it is appropriate that consents be considered jointly. This is because the environmental effects are ultimately caused by the subdivision design and layout so it would be desirable to consider all effects in a holistic manner.

Furthermore, changes to the layout may occur at consent stage and these may necessitate further work (for example changes in road pattern may require amendments to earthworks).

Whilst subdivisions may be subject to a non-notification clause under rule 12.1.2, this is only if they comply with the standards and terms in rule 12.1.3. A breach of these means that the clause no longer applies.

I consider that this is similar to a non-compliance with a land-use rule (the matter raised by the submitter). It would be unusual for a breach of the subdivision standards and terms to trigger notification and in the same way I do not anticipate that a breach in a land-use rule as a result of subdivision would trigger notification. The exception would be when if the scale of effects generated was greater than could be anticipated by the subdivision alone. If this was the case then notification may well be appropriate. I therefore consider that the proposed notes should be retained.

Point Strips (Rule 12.1.4.23)

Submitter 32 opposes the provisions relating to point strips (32.13)

12.1.4.23 Where in the course of subdivision a new road, cycle way or pedestrian link is constructed and vested that will or could provide frontage to other land, that other land (with subdivision potential) can be separated from the new road, cycle way or pedestrian link by a point strip, and an agreement will be entered into by the first subdivider with the Council, to ensure the benefiting owner pays a fair share towards the cost of providing the frontage road, cycle way or pedestrian link.

The point strip(s) will transfer to Council on the deposit of the plan for each stage of the subdivision.

The point strip agreement sets the amount to be paid, which will be updated from the date of signature of the agreement by the Consumers Price Index. Such agreements will be held by the Council and can be identified by the point strip separating the subsequent property from frontage to the road, cycle way or pedestrian link.

The submitter has not provided any detail as to why they oppose this provision, the reasons for which are discussed on page 65 of the section 32 report. The provision is needed to give certainty to the community that future linkages will be achieved. It will also provide certainty to the developer as to the compensation due to them for providing access over roads that they build. I consider that the rule is a reasonable requirement and a necessary part of the package of rules achieving more integrated land use and transport and that the submission point should be rejected.

Access to Izone from Railway Road

A number of submitters (4-15 and 21) raised an issue relating to the loss of amenity to residents in Railway Road caused by access to Izone. Submissions relate to access to Izone from the Railway Road boundary, requesting physical works and restrictions around the operation of railway activities.

These submissions were opposed by submitter 31.

These submissions outline measures including that there should not be an access from Izone onto Railway Road. However, I note that this issue has been agreed recently under Plan Change 10, where a commissioner examined the proposed road layout and access in a public process. I agree with the further submission that this issue was considered at that time and that PC12 should not over-ride the decisions made in the PC10 process.

I therefore recommend that the submissions be rejected.

Corner Splays

Submitter 32 notes that stages 1 and 2 of the dairy block subdivision in Lincoln have avoided the use of splays where low speed environments are to be achieved. New rules 12.1.4.2 and 12.2 do not include exceptions to discourage the use of splays in this instance (32.11).

They propose an amendment as follows: "except that where splays are to be specifically avoided (as a subdivision design element) to encourage slower vehicle speed environments and enhance pedestrian safety and residential amenity, no splay will be required."

I agree with the submitter that there is a place for a “tight” road layout where splays are avoided to control the speed environment. I also note that tight corners are not the only mechanism available (for instance narrow roads are an alternative; but splays may be necessary to facilitate these).

I do not consider that there is any need for a change in the notified provisions. Rule 12.2.2.2 provides for a breach in this standard as a restricted discretionary matter and allows for the consideration of amenity, without changing the overall status of the application. I consider that this is the appropriate way to deal with this matter.

Noise from State Highways, Township Volume

In the Township Volume, PC12 proposes new rules for noise, removing rule 4.9.26 (which pertained only to Rolleston), and introducing new rules 4.9.3 and 4.9.4.

Since PC12 was notified, rule 4.9.26 has been modified by Plan Changes 7, 8 and 9, which include provisions to exclude the Living 3 area in Rolleston on the west side of Dunns Crossing Road and ODP areas 3 and 8 in Rolleston. The Living 3 area is a rural residential zoning and ODP areas 3 and 8 have agreed mitigation in place (a noise bund and an acoustic fence). The rule as amended is as follows, with the amendments highlighted:

- 4.9.26 Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the State Highway 1 carriageway. Except that this distance can be reduced where the dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes has been acoustically insulated or subject to mounding or other physical barriers so that traffic noise from State Highway 1 is limited to levels set out below, with all external doors and windows closed:

	Day-time (0700-2200 hours)	Night-time (2200-0700 hours)
Within Bedrooms	35 <u>dBA</u> (<u>Leq</u> 1 hour)	30 <u>dBA</u> (<u>Leq</u> 1 hour)
Within Living Area Rooms	40 <u>dBA</u> (<u>Leq</u> 1 hour)	35 <u>dBA</u> (<u>Leq</u> 1 hour)

As these exclusions have recently been agreed under the first schedule process since PC12 was notified, it would be appropriate to carry them through to the new rules.

Noise from State Highways, Rural Volume

Submitter 22 Supports Rules 4.9.3 and 4.9.4 in the Township volume to minimise reverse sensitivity from noise sensitive activities such as dwellings close to state highways. Requests the same rules in the rural volume (22.11).

The rules in question manage the level of noise within a dwelling to protect the transport corridor. I consider that it is reasonable that these also apply to the rural area. They would impose a setback of 40m from the sealed carriageway (as opposed to the current 20m boundary setback from the legal boundary of a strategic road).

Recommendation 22

- 1 That submission 22.11 is accepted, submissions 1.5, 2.5 and 3.10, 32.10, 32.11, 32.13 are rejected and that submissions 4-15 and 21 are also rejected
- 2 Insert the following rules in Part C of the Rural Volume under 3.13.1:

3.13.1.5 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 km/h or greater.

3.13.1.6 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 km/h or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

Amend proposed rules 4.9.3 and 4.9.4 as follows:

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater.

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

5 Recommendations

The following shows recommended changes to Plan Change 12 as notified. The following colour coding has been used to link the changes below to a recommendation in the report.

Colour coding (recommendation numbers)

Recommendation
2
3
4
5
6
7
8
9
10
11
12
15
16
17
19
22

In addition, text added as part of PC29 (presently subject to appeal) is shown with a **blue background**

5.1 Township volume

5.1.1 Policies

19

1 Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice** and avoid adverse effects of development.

2 Amend the proposed Objectives as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.5~~4~~

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied ~~or minimised~~ mitigated, including adverse effects on the environment from construction, operation and maintenance.

- 3 Amend policy B2.1.5 as follows:

2

Policy B2.1.5

Ensure the development of new roads is:

- integrated with existing and future transport networks and land uses; and
- designed and located to maximise permeability and accessibility;

through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; **whilst having regard to the road hierarchy.**

Amend Paragraph 10 under explanation and reasons:

It is important to consider the location and design of new roads within the context of existing and anticipated transport networks and adjoining land use patterns. Strategic planning of transport networks and provision for public transport and active transport modes can reduce dependence on private motor vehicles and ensure permeability and accessibility to and through developments and existing townships. In respect to future public transport provision reference is made to the guide on “Providing for Passenger Transport within your subdivision”, **and Environment Canterbury’s Metro Strategy.**

- 4 Amend Policy B2.1.6(c)

7

Policy 2.1.6(c)

~~**Recognise that**~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace **or school** travel management plans **where it may reduce on-site car parking demand and have wider associated benefits** ~~in limited situations where provided that~~ **such options are viable and enforceable**

5 Amend Policy B2.1.7 as follows:

10

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site, **including for users of public transport**, and between car and cycle parks, and building entrances.

Add the following methods to policy B2.1.7 in the Township Volume:

- **Road formation**
- **Vehicle Accessways**
- **Vehicle crossings**
- **Car parking provision, design and layout**

Add the following method to the Rural Volume, Part B2, Policy B2.1.7:

- **Car parking provision, design and layout**

6 Amend Policy B3.4.18(b) (Township Volume) as follows:

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians, cyclists **and users of public transport**. In determining these matters the following factors shall be collectively considered:

- The overall development and site layout;
- Building location and orientation;
- Landscaping;
- Vehicle access and circulation;
- Pedestrian access and circulation (including relative to building entrances, **public transport** and **along** other pedestrian desire lines); and
- Safety and security of users.

7 Amend Paragraph 2 of Policy B2.1.12 under Explanation and Reasons:

2

The establishment of land use activities should consider the location within the road network in order to achieve compatibility with the roads they front **including effective access to the**

road network in terms of the road hierarchy and the avoidance or mitigation of reverse sensitivity effects which each has on the other. Activities which involve the movement of freight need to be appropriately located within the road network to ensure the safe and efficient movement for the larger vehicles to the activity whilst ensuring adverse effects on the community are minimised.

Transport Networks – Anticipated Environmental Results (Township)

State Highways and Arterial strategic Roads are safe the most efficient transport routes for “through” traffic travelling across the District.

- 8 Amend Policy B2.1.26:

19

Policy B2.1.26

Encourage heavy vehicles to use routes which bypass townships, where practical, and **manage** avoid new residential development along heavy vehicle bypasses to ensure the operation of the bypass is not adversely affected by such development.

Explanation and Reasons

Heavy vehicles travelling through townships can adversely affect:

- Residential amenity values through dust, noise and vibration;
- Perceptions of safety, especially for cyclists and pedestrians; and
- Roads, if they are not designed for heavy vehicles.

Policy B2.1.26 encourages heavy vehicles to use routes that bypass rather than bisect townships, to avoid these effects. The preferred method to achieve this is to design ring roads and bypasses that are quicker and easier to use, than roads which bisect townships. Consequently, once a bypass or heavy vehicle route is created, it is important that it is not adversely affected by new residential or business activities occurring along the route, and then trying to slow or restrict the traffic using it.

In some circumstances this will mean that new activities are not allowed to access the route. In others there may be some access to the route, provided this would not adversely affect the operation of the road.

5.1.2 Rules

- 1 Amend 4.5.5

3

Non-Complying Activities — ~~Vehicle~~ Vehicle Accessways and Vehicle Crossings

4.5.5 Any activity which does not comply with Rules 4.5.1.4(b), or 4.5.1.5 ~~or 4.5.1.6~~ shall be a non-complying activity.

- 2 Amend proposed rules 4.9.3 and 4.9.4 as follows:

22

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater.

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	24 hours
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

5

- 3 Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

5.2.1.7 Shared access to more than 6 ~~dwelling~~s or sites (~~or potential sites~~) shall be by formed and vested road and not by a private accessway

- 4 Add a new discretionary activity to allow for secondary access in the Living Z zone (Township Volume):

Discretionary Activities — Vehicle Accessways

5.2.4 In the Living Z zone, rights of way that do not comply with rule 4.5.1.7 shall be a discretionary activity where they provide only secondary access to those lots (and there is alternative vehicle access to a formed and sealed road).

5.2.5 Any activity which does not comply with any of Rules 5.2.1.32 to 5.2.1.76 inclusive shall be a discretionary activity.

Non-Complying Activities — vehicular Vehicle Accessways

5.2.6 **Except as provided in rule 5.2.4**, any activity which does not comply with Rule 5.2.1.1, or 5.2.1.7 shall be a non-complying activity

5 Add a new assessment matter is added under rule 12.1.4 of the Township Volume:

12.1.4.2 If access is by a private accessway, whether it has capacity for any intensification under district plan averages for the zone.

6 Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

17.2.1.6 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

11

7 Amend rule 17.7 as follows

Township Volume

~~17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.~~

~~17.7.1.1 The exercise of Councils discretion shall be limited to the following:~~

~~• The location, layout and orientation of parking areas relative to:~~

~~iv. Buildings, the road frontage, and any physical constraints for the site, and~~

~~v. Vehicle manoeuvring, access and circulation, and~~

~~vi. Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and~~

~~• The provision of lighting for the safety and security of the parking area users, and~~

~~• The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.~~

17.7 PARKING AREAS AND LANDSCAPING

17.7.1 In the business 1 zone, new car parking areas shall be a permitted activity if they comply with the following:

...

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity

17.7.4 Under rules 17.7.1 and 17.7.2, The exercise of the Council's discretion shall be limited to the following:

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas
- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects
- The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

17.7.5 In the business 2 zone, except for industrial activities, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity. The exercise of Council's discretion shall be limited to the safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

5.1.3 Appendices

1 Amend rule E13.2.1.4:

6

E13.2.1.4 The minimum width of an accessway serving a single site shall be 3.5m

2 Amend rule E13.1.1.6:

8

E13.1.1.6 Parking spaces for mobility impaired persons shall be ~~provided at the required rate and shall be~~ included within the total requirement specified in table E13.1.

3 Amend Rule E13.1.3.3:

9

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- a) The parking shall be clearly associated with the activity by way of signage on both sites, **or alternatively be available for public use, and**
- b) ~~the parking is located on the same side of any road as the activity, and~~
- c) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- d) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- e) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site); **or by the general public;** by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

4 Insert new subheading into Table 13.1(a)

8

Table E13.1(a) — Minimum Parking Spaces to be Provided

5 Add new subheading to Table 13.1(a) as follows:

Except as provided in table 13.1(b), the following parking rates shall apply:

6 Amend Table 13.1(a) as follows:

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Residential dwellings	2 spaces per residential dwelling except for units forming part of a comprehensive residential development which may provide either: 2 spaces per unit (dwelling) or 1 space per unit (dwelling), plus 0.5 spaces per unit on common land.
Commercial activities	3 spaces per 100m² Gross Floor Area (GFA) plus 1 space per 100m² outdoor storage or outdoor display area, plus 1 staff space per 100m² floor space
Industrial and service activities	21.5 spaces for the first 100m² GFA and 1 space per 100m² GFA thereafter.
Places of Assembly and/or Recreational activities facilities	10 spaces per 100m ² public area or 1 space per 10 seats, whichever is greater
Drive-through facilities excluding service stations	17 5 <u>queuingstacked parking</u> spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 <u>queuingstacked parking</u> spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash
Retail activities generally. (including Commercial) Commercial activities involving retail sales (except as permitted under table E13.1(b) below)	2 4.5 spaces per 100m² GFA and/or outdoor display area
<u>Slow trade and Bulk goods Retail</u>	<u>2.5 spaces per 100m² GFA and / or outdoor display area</u>
<u>Food and Beverage</u> (except as permitted under table E13.1(b) below) Restaurants and/or taverns	<u>4 .5 spaces per 100m² PFA for the first 150m² then 19 spaces per 100m² PFA thereafter.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u> 10 spaces per 100m² public indoor floor area 10 spaces per 150m² outdoor dining area
Emergency services facilities	1 space for every 4 personnel operating from the facility, and 1 space for every emergency service vehicle based at the facility such as a fire appliance or ambulance
Sports grounds and playing fields	15 spaces per hectare of playing fields
Hospitals and/or Elderly Persons Homes	1 space per 5 beds plus 1 space per 2 staff
<u>Carehomes</u>	<u>1 space per 3 clients</u>

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Health <u>Care</u> services	<u>2 3</u> spaces per professional <u>staff member employed on-site at any one time</u> plus 1 space per 2 staff
Offices	2.5 spaces per 100m ² GFA
Research facilities	1 space per <u>2 1.5</u> full time equivalent staff
Educational and/or day care facilities(<u>excluding Preschools</u>)	<p style="text-align: right;">8</p> <p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 1516 years of age, and</u></p> <p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 15 years of age, and</u></p> <p>Visitor / set down parking at:</p> <p><u>Primary schools: 1 space per 6 students</u></p> <p><u>All other education facilities: 1 space per 20 students under 15 years of age</u></p> <p>1 space per 2 staff, plus 1 space per 10 students over 15 years of age, except that in respect to student parking, any required on site parking provision can be deferred until a minimum of 105 spaces are required. At such time that the 105th space is required, the car parks shall be-formed and sealed on site within 6 months of that time.</p>
<u>Preschool</u>	<u>0.26 spaces per Child (including drop-off and staff parking)</u>
Visitor Accommodation	<u>The greater of 1 space per bed-unit or 1 space per five beds</u> plus 1 space per 2 staff
<u>Activities providing automotive servicing</u>	<u>3 parking spaces per work bay²</u>

7 Amend Introduction text to Table 13.1(b) as follows:

8

Table E13.1 (b) — Parking spaces to be provided for Town Centres, and Local and Neighbourhood Centres

The following requirements shall apply to:

- Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps.
- Local and and Neighbourhood Centres as identified on an approved Outline Development Plan**

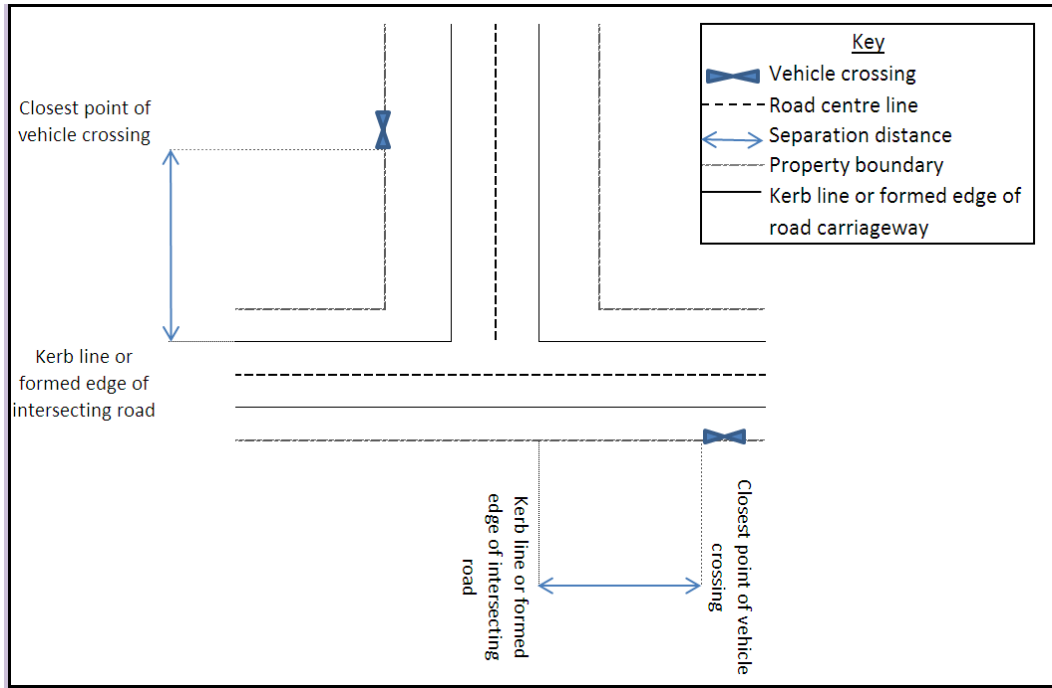
For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

8 Amend Table 13.1(b) as follows:

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
Food and Beverage (Lincoln, Rolleston, Darfield, Leeston; and Southbridge <u>except as specified below</u>)	3.5 spaces per 100m ² PFA for the first 150m ² then 15 spaces per 100m ² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking. Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.
Retail activities generally (including Commercial) (Lincoln, Rolleston, Darfield, Leeston; and Southbridge <u>except as specified below</u>)	3.5 spaces per 100m ² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.
Food and Beverage (<u>Neighbourhood centres (activities under 450m²) and Prebbleton</u>)	4.0 spaces per 100m ² PFA for the first 150m ² then 17 spaces per 100m ² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking. Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.
Retail activities generally (including Commercial) (<u>Neighbourhood centres (activities under 450m²) and Prebbleton</u>)	4.0 spaces per 100m ² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.
<u>Food and Beverage</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

- 9 Replace table E13.5 and Diagram E13.4 (Township Volume, Appendix E13) with the following:

Vehicle crossing Joins to	Posted speed Km/hr	Intersecting Road Type Distances in Metres			
		State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>



10 Amend Table E13.8 as follows:

12								
Type of Road	Legal Width (m)		Carriageway Formed Width (m)		Traffic lanes	Parking lanes Kerb and Channel	Specific provision for cycles (on road or off road)	Pedestrian Provision Footpath(s)
	Min	Max	Min	Max	Min No. of	Min No. Of		Minimum
<u>Arterial and Collector Roads – Any</u>	20	<u>20 25</u>	<u>11 13</u>	<u>13 14</u>	<u>2</u>	2Both sides	<u>Yes</u>	<u>Both sides</u> <u>One-side</u> <u>only</u>
<u>Collector (except in Business 1 zone)</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
<u>Collector (Business 1 zone)</u>	<u>20</u>	<u>25</u>	<u>13</u>	<u>14</u>	<u>2</u>	<u>2</u>	<u>Yes</u>	<u>Both sides</u>
<u>Local – Living 2 zone only</u>	<u>18 15</u>	20	<u>6</u>	<u>6.5</u>	<u>2</u>	<u>NA</u>	<u>NA</u>	<u>Optional but</u> <u>no more</u> <u>than one</u> <u>side</u>

11 Amend Table E13.9:

15

Table E13.9 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Distance (m)
100	800
90	500 248
80	400 214
70	305 181
60	220 151
50	160 123

5.1.4 Definitions

11

1 Delete the definition of redevelopment:

Redevelopment in respect to any parking area includes:

- ~~Any change to the nature or type of park area users resulting from associated changes in land use (e.g. from office user to retail user), or~~
- ~~Any alterations to the parking area which change the pedestrian or vehicle circulation within or around the parking area, or~~
- ~~The reconstruction, repositioning, relocation or addition, of more than five parking spaces within any one year period.~~

2 Amend the following definitions:

8

Retail Activity: the use of land or buildings for displaying or offering goods for sale or hire to the public, including service stations. For the purposes of calculating car parking

requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as **building supplies**, white wares, furniture and vehicles.

4

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 and managed by the New Zealand Transport Agency. ~~State Highways are under the control of the New Zealand Transport Agency.~~ They are high capacity and high speed roads of national importance providing inter-district and regional links between significant transport destinations such as towns, cities, ports and other places of significance. State Highways are maintained ~~constructed and managed~~ to high standards to ensure they operate correctly efficiently, including managing both road and property access to them through the New Zealand Transport Agency's powers under the Government Roading Powers Act. They are also subject to access controls in this Plan.

9

Workbay: for the purposes of calculating parking requirements, shall be the ~~size of the space~~ **area** required for ~~the each~~ motor vehicle ~~intended to be in a space where it can be~~ serviced and any area immediately surrounding the vehicle required for lifts / hoists that enable the vehicle to be worked upon. It is noted that any other floor area within the building surrounding the work bay shall be considered as retail, office or industrial as appropriate.

5.2 Rural Volume

5.2.1 Objectives and Policies

- 1 Amend Objectives B2.1.3 and 2.1.4:

19

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.54

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied or ~~minimised~~ mitigated, including adverse effects on the environment from construction, operation and maintenance.

Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

5.2.2 Rules

- 1 Insert the rule under 3.13.1:

22

3.13.1.5 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/h or greater.

3.13.1.6 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/h or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	24 hours
Within Bedrooms	35 dBA (Leq 24 hour)
Within Living Area Rooms	40 dBA (Leq 24 hour)

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

- 2 Amend rule 4.5.1.7 (rural volume)

15

4.5.1.7 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

5.2.3 Definitions

4

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 **and managed by the New Zealand Transport Agency.** State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high-speed roads of national importance providing inter-district and regional links between **significant transport destinations such as** towns, cities, ports and other places of significance. State Highways are **maintained** constructed and managed to

high standards to ensure they operate correctly ~~efficiently~~, including managing both road and property access to them through the New Zealand Transport Agency's powers under the Government Rounding Powers Act. They are also subject to access controls in this Plan.

11

Redevelopment in respect to any parking area includes:

~~Any change to the nature or type of park area users resulting from associated changes in land use (e.g. from office user to retail user), or~~

~~Any alterations to the parking area which change the pedestrian or vehicle circulation within or around the parking area, or~~

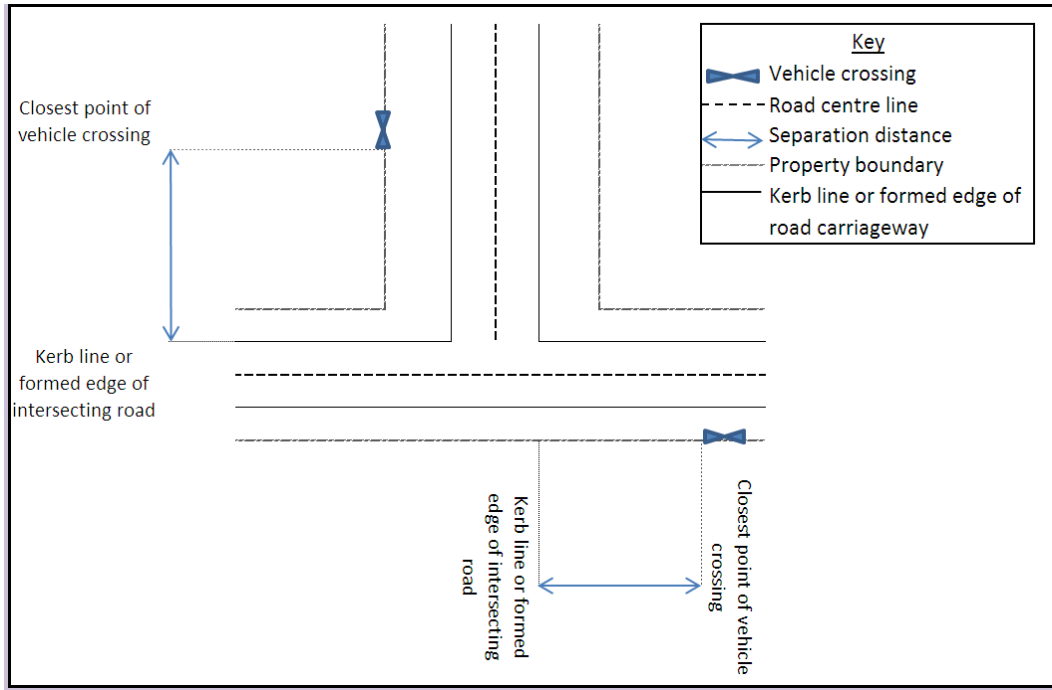
~~The reconstruction, repositioning, relocation or addition, of more than five parking spaces within any one year period.~~

5.2.4 Appendices

- 1 Replace table E10.3 and Diagram E10.A2 (Rural Volume, Appendix E10)

16

		Intersecting Road Type Distances in Metres			
Vehicle crossing Joins to	Posted speed Km/hr	State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>



2 Amend Table 10.6 as follows:

15

Table E10.6 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Road Types	Distance (m)
100	All	800
90	All	500-248
80	All	400 214
70	All	305 181
60	All	220 151
50	State Highways, Arterials, Collector and Local Business Roads	160 123
50	Collector Roads	125
50 (or less)	Local roads only	75

Appendix 1 List of Submitters

Submission No	Name
1	Ag Research
2	Plant and Food
3	Lincoln University
4	Kevin Chaney
5	Mike Forrester
6	Susan Chaney
7	Therese Catherine Clarke
8	Caronline Saunders
9	Jaqueline Wellard
10	Jesse DeWys
11	Karyn and Geoff Mitchell
12	John and Marilyn Ollett
13	Andrew Harris
14	Allan Harris
15	Nigel Fleck
16	Forli Ponies
17	Foodstuffs South Island Ltd
18	Davie Lovell-Smith
19	Selwyn Central Community Board
20	Minister of Education
21	Karl Pouschek
22	New Zealand Transport Authority
23	Canterbury Regional Council
24	Broadfield Estates Ltd
25	Urbis TPD Ltd
26	Mark, Grant and Rose Crabbe Partnership
27	Peter Townsend
28	Rolleston Retail Ltd
29	Roll Ten Investments Ltd
30	Rolleston Square Ltd
31	Izone Project Team
32	Lincoln Land Development
33	CDL
34	McIntosh, Jung and Lee

Appendix 2 Schedule of Submissions and Recommendations

Appendix 3 Technical Report (Lisa Williams)



Resource Management Act 1991

Selwyn District Plan

Report on Submissions relating to Plan Change 12:

Integrated transport Management

A Proposed Plan Change to provide for better urban form, a more sustainable land transport network and to cater for future transport networks

Report Number:	100012
To:	Hearing Commissioner
From:	David Hattam
Hearing Dates:	16-17 April 2012

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3.5 Management Plans and Strategies Prepared under other Acts

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Glossary

Abbreviations used in this report are as follows:

B1/B2/B3	Business 1/2/3 (as in the Business 1 or Business 2 zone in the SDP)
CRETS	Christchurch, Rolleston and Environs Transportation Study
CRI	Crown Research Institute
LFR	Large Format Retail
MDH	Medium Density Housing
NZTS	New Zealand Transport Strategy 2009
PC7	Proposed Plan Change 7 to the Selwyn District Plan
PC17	Proposed Plan Change 17 to the Selwyn District Plan
PC29	Proposed Plan Change 29 to the Selwyn District Plan
RPS	Canterbury Regional Council Regional Policy Statement
SDC	Selwyn District Council
SDP	Selwyn District Plan
LTMA	Land Transport Management Act 2008
RLTS	Regional Land Transport Strategy
The Act	The Resource Management Act
UDS	The Greater Christchurch Urban Development Strategy (UDS)

This report analyses submissions made on Plan Change 12 to the District Plan. The report is prepared under Section 42A of the Resource Management Act 1991 (I). The purpose of the report is to assist the Hearing Commissioners in evaluating and deciding on submissions made on PC12 and to assist submitters in understanding how their submission affects the planning process. The report may include recommendations to accept or reject points made in submissions and to make amendments to the SDP. These recommendations are the opinions of the Reporting Officer(s) only. The Hearing Commissioner will decide on each submission after hearing and considering all relevant submissions, the Officer's Report(s) and the Council's functions and duties under RMA.

1 Introduction

My full name is David Anthony Hattam. I am employed as a Strategic Policy Planner for the Selwyn District Council. I hold the qualification of Master of Urban and Regional Planning from Heriot Watt University (Edinburgh) and I am a full member of the Royal Town Planning Institute. I have worked in the field of urban planning and resource management for the last 7 years, with 6 of these being in New Zealand. I have worked in the areas of urban design, development control / consent processing, policy writing and strategic planning.

My qualifications include the study of urban design and I am the co-author of the Councils Subdivision Design Guide, Medium Density Housing Guide and Commercial Design Guide. The former of these was the winner of the 2010 Best Practice award from the New Zealand Planning Institute.

In this report I have addressed the matters raised by submitters. In order to avoid an overly complex report I have grouped the issues by topic area. In the text that follows, the submitter's comments are summarised in plain text and my response is in italics. Where I have recommended changes to the plan change these are highlighted with a grey background.

This officer's report has been prepared with the assistance of Lisa Williams from transport and planning consultants Novo Group (formerly Via Strada). Ms Williams also prepared the technical evidence in appendix 3 which forms the basis for many of the recommendations.

2 Overview of the Proposed Plan Change

2.1 Description

The plan change was described in the public notice as follows:

Proposed Plan Change 12 is a review of the transport related provisions in the District Plan. The key changes made by the plan change are:

- 1. Changes to the policies and objectives to recognise the importance of integrating transport management and land use, the protection of future transport networks and the provision of transport options via a variety of means (such as walking and cycling).*
- 2. Changes to the roading standards to recognise the different functions of different roads. These will allow for more flexibility in development, such as narrower widths for lightly trafficked roads. This includes changes to vehicle accessway standards.*
- 3. Updated intersection spaces.*
- 4. An updated road hierarchy.*
- 5. Changes in standards to the formation of car parks.*
- 6. Changes in parking standards (amount of car parking).*
- 7. Management of the use of point strips.*
- 8. Numerous technical changes and updates to reflect current legislation.*

2.2 Reasons for the Plan Change

A summary of the issues being reviewed in this plan change is provided in section 3.1 the Section 32 report and is reproduced below:

The Selwyn District Council (SDC) proposes to revise the District Plan's transport provisions to ensure they reflect the strategic direction of Council, and national and regional policy documents. The development of the proposed changes is influenced by the adoption of the local and regional strategies and studies such as; Christchurch, Rolleston and Environs Transportation Study (CRETS), the Greater Christchurch Urban Development Strategy (UDS), the Greater Christchurch Travel Demand Management Strategy, the Selwyn District Walking and Cycling Strategy and also the recognition of the importance of good urban design and Selwyn District Councils role as a signatory to the Urban Design Protocol.

Selwyn District Council's urban design direction is evident in the recently adopted and released, "SDC Subdivision Design Guide for Residential Subdivision in the Urban Living Zones", which aims to reflect Council's desire to create "good subdivisions". The Growth of Townships Plan Change (PC7) was then prepared to address the issues of urban design and township growth. PC7 focuses on land use patterns and this review of the transport plan provisions will consider the supporting, transport components of urban design and growth.

A review and update to the existing District Plan transport sections (both in the Township and Rural Volumes) has been undertaken to reflect the directions discussed above. In addition, Selwyn District Council staff have identified a number of operational issues, for example, out of date design standards, within the transport provisions of the current District Plan; these were incorporated in the review and include site access, parking, vehicle crossings and accessways, road standards and activity status.

The key issues can be broadly categorised as:

- *The need to integrate land use and transport.*
- *The need to provide for and protect future transport networks to enable people to meet their environmental, social, economic and cultural wellbeing.*
- *The need to provide for sustainable transport modes.*
- *Enhancing the provision of a safe and efficient transport network.*
- *Recognising the important role of transport networks to achieve good urban form.*
- *Managing the effects of transport systems on land uses and the surrounding environment such as air pollution, noise, dust, visual amenity and vibration from traffic.*
- *Managing the environmental effects land uses can generate and the potential for land uses to constrain the operation of transport systems.*
- *The need to update the Plan provisions to align with best practice standards; and consistently reflect other policy documents as required under the Act.*

3 Statutory Analysis

Section 74 of the Resource Management Act sets out the matters that must be considered in preparing a change to the District Plan. Amongst other things, section 74 requires a local authority to comply with its functions under section 31, its duties under section 32, contents of district plans under section 75 and the overall purpose of the Act under Part 2. This includes the matters of national importance (section 6), other matters that require particular regard in achieving the purpose of the Act (section 7) and the Treaty of Waitangi (section 8).

It is also relevant to consider the overall fit of the proposed policies to the existing District Plan framework.

These matters are considered below.

3.1 Section 31

Proposed Plan Change 12 is consistent with Council's function under section 31 which includes:

"(a) the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district."

3.2 Section 32

In accordance with Section 32 of the Act, the Council has a duty to consider alternatives, benefits and costs of the proposed change. I note that Section 32 is a process whereby initial investigations, followed by the consideration of submissions at a hearing, all contribute to Council's analysis of costs and benefits at its final decision-making. Accordingly, the Section 32 report prepared for Plan Change 12, is supplemented by the submissions received and will further benefit from the information to be presented at the hearing. As Plan Change 12 is adding controls to the District Plan it is necessary that the final decision-making carefully considers the costs and benefits of the new or amended provisions.

3.3 Sections 74 and 75

Section 74 (2) (a) requires a Council to have regard to any proposed regional policy statement while section 75 (3) (c) requires Council to give effect to any regional policy statement.

3.3.1 Regional Policy

The consistency of this plan change with the RPS and proposed RPS is discussed in section 2.1.2.2; whilst the relevant objectives and policies are listed below.

a) Operative Canterbury Regional Policy Statement

The Regional Policy Statement (RPS) provides an overview of significant regional resource management issues and the identification of policies and methods to achieve integrated, sustainable management of natural and physical resources within the region. This planning document is currently undergoing its 10 year review, and the new (proposed) RPS is discussed in section b, below.

Chapter 12A of the RPS sets out the objective and policy framework for how urban growth is to be accommodated over the next 35 years in the Greater Christchurch area. It is aimed at managing the location of growth and also the resulting urban form.

Under issue 5, it identifies that urban land use and development in inappropriate locations can adversely affect the efficient use and development of transport infrastructure, through:

- (a) *The location of residential and other sensitive activities close to strategic transport networks;*
- (b) *High energy use associated with private car dependency;*
- (c) *Inefficient operation of strategic transport networks.*

The relevant objectives within chapter 12A are as follows:

Objective 7: Integration of Transport Infrastructure and Land Use

Ensure that the planning and provision of transport infrastructure is integrated with development and settlement patterns and facilitates the movement of goods and provision of services in Greater Christchurch, while:

- (a) *limiting network congestion;*
- (b) *reducing dependency on private motor vehicles;*
- (c) *reducing emission of contaminants to air and energy use;*
- (d) *promoting the use of active transport modes.*

Objective 8: Development and Protection of Strategic Infrastructure

Achieve urban land use and development that does not adversely affect the efficient operation, use and development of strategic infrastructure and enables the development of the additional Strategic Infrastructure necessary to meet the needs of growth in population, relocated households as a result of the Canterbury Earthquakes and economic activity in the Greater Christchurch area.

The most relevant policies are:

Policy 2 (Intensification)

Policy 7 (Development form and Design), especially clauses a, c and d.

Policy 9 (Transport Effectiveness); particularly method 9.3: *Territorial authorities shall give consideration to developing district plan rules to manage property access and transport efficiency conflicts.*

Policy 10 (Strategic Infrastructure and reverse sensitivity)

Chapter 15 of the RPS deals specifically with Transport, and identifies two key issues:

- *Effects on transport infrastructure from the use, development or protection of land and associated natural and physical resources;*
- *Adverse effects on the environment from the provision of transport infrastructure and the use of transport.*

Relevant objectives and policies seek to enable a safe, efficient and cost-effective transport system to meet regional, inter-regional and national needs for transport, and avoid, remedy or mitigate the adverse effects of transport use and provision, reduce demand for transport, and promote transport modes which have low adverse environmental effects such as cycling, walking and public transport. Policy 3 promotes changes in movement patterns, travel habits and the location of activities to reduce the demand for transport.

The RPS encourages District Councils to consider these matters in the preparation of plan changes.

b) Proposed Canterbury Regional Policy Statement 2011

The proposed RPS was notified on 18 June 2011. Chapter 5 is concerned with land-use and infrastructure.

Relevant Objectives are 5.2.1 (Location, design and function of development), 5.2.2 (Integration of land-use and regionally significant infrastructure) and 5.2.3 (Transport Network (wider region)). Relevant policies are summarised below:

Policy 5.3.1 seeks to encourage high quality urban design including the maintenance and enhancement of amenity values. It directs Territorial Authorities to consider methods that promote good building design and give effect to the urban design protocol.

Policy 5.3.2 is concerned with regionally significant infrastructure. It seeks that new development contributes to consolidated and well designed urban patterns; and that development should integrate with transport networks which provide for sustainable and efficient movement in a logical, safe and permeable manner.

Policy 5.3.7 seeks to avoid development which would adversely affect the strategic land transport network and arterial roads.

Policy 5.3.8 seeks to integrate land use and transport planning in a way that promotes the use of transport modes that have low adverse effects and reduces the demand for transport.

In addition, the proposed RPS will carry forward chapter 12A of the operative RPS as Chapter 6.

3.3.2 Selwyn District Plan

a) Operative Selwyn District Plan

The existing district plan objectives are discussed in section 6 of the Section 32 report. The policies and methods are discussed in section 7.

In addition, since PC12 was notified, PC7, which provides for residential growth in the Greater Christchurch area, has been made operative. PC7 made amendments to the Living Zone policies and methods and introduces a new Living Z zone for greenfield development.

New objectives include:

Objective 3.4.4

Growth of Existing Townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.

Objective 3.4.5

Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.

Objective 4.2.4

That subdivision provides for variety and efficiency in its design, form and function.

The explanation to this policy includes the following:

Objective 4.2.4 seeks to provide opportunity and flexibility for developers to express greater innovation, while satisfying the engineering requirements of the Plan. Such matters include roading design and layout, the shape and size of allotments, particularly to allow for low and medium density development within Living Z ODP areas, protection of views, and an open space network within the subdivision to provide good connectivity for pedestrians, cyclists and motorists. Subdivision also provides opportunities for tree planting alongside formed roads and recreation reserves.

New policies (from Plan Change 7) include the following:

Policy 3.4.3

To provide Living zones which:

- *are pleasant places to live in and provide for the health and safety of people and their communities*
- *are less busy and more spacious than residential areas in metropolitan centres; and*
- *have safe and easy access for residents to associated services and facilities*
- *provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;*
- *ensure medium density residential areas identified in Outline Development Plans are located within close proximity to open spaces and/ or community facilities; and*
- *ensure that new medium density residential developments identified in Outline Development Plans are designed in accordance with the following design principles:*
 - *access and connections to surrounding residential areas and community facilities and Neighbourhood Centres are provided for through a range of transport modes;*
 - *block proportions are small, easily navigable and convenient to encourage cycle and pedestrian movement;*
 - *streets are aligned to take advantage of views and landscape elements;*
 - *section proportions are designed to allow for private open space and sunlight admission;*
 - *a subdivision layout that minimises the number of rear lots;*
 - *layout and design of dwellings encourage high levels of interface with roads, reserves and other dwellings;*
 - *a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community;*
 - *a balance between built form and open spaces complements the existing character and amenity of the surrounding environment; and*
 - *any existing natural, cultural, historical and other unique features of the area are incorporated where possible to provide a sense of place, identity and community.*

Policy B4.2.9

Ensure that new residential blocks are small in scale, easily navigable and convenient to public transport services and community infrastructure such as schools, shops, sports fields and medical facilities, particularly for pedestrians and cyclists.

Policy B4.2.11

Ensure that subdivision designs encourage strong, positive connections between allotments and the street and other features, whilst avoiding rear allotments where practical.

The relevance of these changes is that they introduce a higher baseline requirement for residential subdivision, for instance by restricting the use of rear lots, which can then require that a greater amount of public roads are provided, or that intersections are spaced more closely to allow blocks with two sections back to back.

These intentions are implemented in the following rules:

- 12.1.4.30 *Whether residential blocks achieve an average perimeter of 800m and maximum perimeter of 1000m, unless precluded by an existing pattern of development. NOTE: Section 4.6 of the “Design Guide for Residential Subdivision in the Urban Living Zones” can be referred to for other examples of how residential blocks can be measured.*
- 12.1.4.31 *Whether the creation of rear allotments occurs only where it is necessary to reach awkward parts of a site and there is no practical alternative to develop the site; and*
- 12.1.4.32 *The design of accessways serving four or more allotments with respect to the creation of an open street environment and whether sites have sufficient frontage to such accessways; and*
- 12.1.4.33 *Whether the total number of allotments with no frontage to an adopted road exceeds 20% of the lots in any one Greenfield subdivision and the total number of rear allotments (served by an accessway serving less than four allotments) exceeds half of the 20% allowance. The potential adverse effects of which are related to the lack of an open street environment and/or concentrating small sections as rear allotments; and*

A “quid-pro-quo” for these higher standards is intended to be that the standards for lower order roads are more flexible; for instance allowing developers to provide narrower connected roads instead of rights of way. This will mean that the new standards do not reduce the amount of allotments that developers can create from a piece of land.

(c) Proposed Plan Change 29 to the Selwyn District Plan

Plan Change 29 is concerned with the management of development within the B1 zones. It introduces a new policy (B3.4.23a) which is focussed on increasing the amenity of public spaces; in part to provide attractive place for people to walk and cycle to and through.

New rules introduced by the plan change include 16.9 which restricts the positioning of car parking so that it is not in front of commercial buildings and 16.10 which makes large developments restricted discretionary activities subject to assessment of design and site layout.

The plan change also introduces new rule 17.7 for the B1 zone, which provides minimum standards for landscaping and makes the establishment of car parking areas with more than 20 spaces a controlled activity. This is similar to rule 17.7 introduced in PC12 and section 4.16 discusses this matter and includes some recommendations aimed at reconciling the two plan changes.

3.4 Resource Management Act - Part II

3.4.1 Section 5

Section 5 of the RMA requires Councils to manage the development of natural and physical resources in a way that will enable the community to provide for its social, economic and cultural wellbeing while avoiding, remedying, or mitigating any adverse effects of activities on the environment. This results in a balancing of interests and a need for trade offs to be made. Subclause (a) of Section 5 requires resources to be sustained to meet the reasonably foreseeable needs of future generations.

These trade-offs are discussed extensively in the Section 32 report and the discussion of submissions in this report.

Subclause(c) requires that adverse effects of activities on the environment be avoided, remedied or mitigated. The plan change is aimed at avoiding and mitigating the adverse effects of poorly integrated development in a manner consistent with the objectives of the Selwyn District Plan.

3.4.2 Section 6

Section 6 identifies matters of national importance that Council must recognise in the preparation of a District Plan. There are no matters listed which are relevant to this Plan Change.

3.4.3 Section 7

Section 7 identifies a list of other matters that the District Plan should have particular regard to. Of relevance to Plan Change 12 are (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values; and (f) maintenance and enhancement of the quality of the environment.

The plan change would help support the efficient use of both land and infrastructure in accordance with (b). It would also contribute to the maintenance and enhancement of amenity values in a more effective way than the existing provisions. In this way it would support matters (c) and (f).

3.5 Management Plans and Strategies Prepared under other Acts

Section 74 (2) (b) requires that a local authority give regard to management plans and strategies prepared under other Acts to the extent that their content has a bearing on resource management issues in the District.

Relevant plans include:

3.5.1 National Policy

a) Land Transport Management Act 2008

The New Zealand Land Transport Management Act requires that planning instruments guide and govern planning for local and district transport infrastructure that is undertaken by local authorities. The Act outlines the five land transport objectives which are then replicated in the New Zealand Transport Strategy's (NZTS) vision: "People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system." The five objectives are listed below:

- Assist economic development
- Assist Safety and personal security
- Improve accessibility and mobility
- Protect and promote public health
- Ensure environmental sustainability

b) New Zealand Transport Strategy 2009

The New Zealand Transport Strategy (NZTS) provides direction for the transport sector setting out the government's intentions for transport and guidance for road controlling authorities. The NZTS is prepared in line with the Land Transport Management Act 2008. The Strategy's vision is that "People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system".

c) National Infrastructure Plan 2011

The National Infrastructure Plan outlines the Government's intentions for infrastructure development over a 20 year period. It provides a framework for infrastructure development and includes a transport section. The vision seeks that "*by 2030 New Zealand's infrastructure is resilient and coordinated and contributes to economic growth and increased quality of life*". In terms of the transport sector the relevant goals can be summarized as:

- A long-term strategic approach to transport planning.
- A flexible and resilient transport system (greater accessibility, can respond to changing patterns in demand, improved operational management practice and the use of demand management tools).
- A network of priority roads that will improve journey time and reliability, and ease severe congestion, (boosting key economic areas, improving transport efficiency, road safety and access to markets).
- A continued reduction in the number of accidents, deaths and serious injuries that occur on the network.
- A public transport system that is robust and effective and offers a range of user options that will attract a greater percentage of long term users.
- A rail system that enables the efficient movement of freight and complements other modes of passenger transport and freight movement.
- Sea and air ports that are linked to the overall transport network to support efficient nationwide movement of passengers, domestic goods and exports and imports and are able to respond to technological changes and changing international safety and security standards

d) New Zealand Energy Strategy and New Zealand Energy Efficiency and Conservation Strategy 2011

The New Zealand Energy Strategy and New Zealand Energy Efficiency and Conservation Strategy have been combined into a single document. The strategy sets out the government's priorities that will allow New Zealand to make the most of its energy resources, while being environmentally responsible. It covers the supply, delivery and use of energy. It offers direction for the energy industry including for energy-related aspects of transport. It also provides direction more specifically for energy efficiency, renewable energy and energy conservation.

In terms of transport the strategy seeks a *“more energy efficient transport system, with a greater diversity of fuels and alternative energy technologies”*.

e) Safer Journeys, New Zealand's Road Safety Strategy 2010-2020

Safer Journeys is a strategy to guide improvements in road safety over the period 2010–2020 seeking “A safe road system increasingly free of death and serious injury”. The strategy adopts a Safe System approach to road safety. This approach means working across all elements of the road system (roads, speeds, vehicles and road use) and recognises that everybody has responsibility for road safety.

f) Government Policy Statement on Land Transport Funding 2012/2013-2021/2022

The Government Policy Statement on Land Transport Funding (GPS) sets out the government's outcomes and priorities for the land transport sector. This reflects strategic direction in documents such as the National Infrastructure Plan, the New

Zealand Energy Strategy, New Zealand Energy Efficiency and Conservation Strategy and the Safer Journeys Strategy.

The government's overarching goal for transport is: *an effective, efficient, safe, secure, accessible and resilient transport system that supports the growth of our country's economy in order to deliver greater prosperity, security and opportunities for all New Zealanders*. The three focus areas for The Government Policy Statement are; economic growth and productivity, value for money and road safety.

g) Urban Design Protocol

In September 2008, the Council signed the Urban Design Protocol. Produced by the Ministry for the Environment, the protocol aims to make New Zealand's towns and cities more successful through quality urban design. It identifies 7 principles of well designed places (the "7Cs"), all of which are relevant to this plan change. These are:

- *Context: seeing buildings, places and spaces as part of whole towns and cities*
- *Character: reflecting and enhancing the distinctive character, heritage and identity of our urban environment*
- *Choice: ensuring diversity and choice for the users of an urban environment, including building types and transport options*
- *Connections: supporting social cohesion, making places lively and safe and facilitating contact among people.*
- *Creativity: Encouraging innovative and imaginative solutions*
- *Custodianship: Ensuring design is environmentally sensitive, safe and healthy*
- *Collaboration: Communicating and sharing knowledge across sectors, professions and with communities*

3.5.2 Regional Policy and policy produced in collaboration with other authorities

a) The Greater Christchurch Urban Development Strategy (the UDS)

The UDS has been produced by a partnership of District Councils (Selwyn, Waimakariri and Christchurch City), Environment Canterbury and the New Zealand Transport Agency. Its purpose is to manage future urban development in the Greater Christchurch area until 2041.

The UDS sets the framework for managing urban growth in Greater Christchurch through a combination of staged urban expansion and more intensive use of the existing urban areas.

It aims to achieve compact, sustainable urban form and high quality development.

b) Regional Land Transport Strategy

The RLTS sets the direction for land transport in the Canterbury Region over the next 30 years. The RLTS is prepared under the requirements of the Land Transport Act 1998, as amended by the Land Transport Management Act 2003. It must contribute

to the government's overall vision of achieving an integrated, safe, responsive, and sustainable land transport system.

c) Christchurch, Rolleston and Environs Transportation Study

CRETS is a study that was undertaken by the Christchurch City Council, Selwyn District Council, Environment Canterbury, Christchurch International Airport and the New Zealand Transport Agency into the transportation requirements in the Christchurch to Rolleston broad area for the ensuing 25 year period. The study was completed in 2007 and is seen as a key component in the planning for the development of the transport network to the west and south of Christchurch.

The key output of the study is the identification, justification and reporting of a strategy that details the most appropriate stages for the progression of improvement projects that will achieve an ideal transport network to satisfy projected demands. Below is a summary the outcomes of relevance to the District Plan.

- A road hierarchy was developed for the study area.
- A number of major road projects were identified for the short, medium and long term.
- A desire to utilise existing rail for moving freight.
- Protecting the rail corridor from Rolleston to Christchurch (via Hornby) for possible commuter rail.
- Key bus corridors were identified including Park and Ride.

d) Greater Christchurch Travel Demand Management Strategy and Action Plan

The Greater Christchurch Travel Demand Management Strategy and Action Plan (GCTDMS) has been developed by the Urban Development Strategy (UDS) partners with four key goals:

- A reduction in the current number of motor vehicle trips made, particularly by private car.
- An increase in proportion of trips made using sustainable travel options.
- A reduction in the distance travelled for regular and local trips.
- A change in the time of travel from peak periods to off-peak periods.

In supporting reduced need for travel by car and providing multi-modal access to destinations, the GCTDMS requires that UDS partners incorporate the following policies into their district plans by 2012:

- Integration: UDS partners will integrate transport and land use planning so that the distance between origin and destination of trips is smaller, public transport and active travel options are given priority, and these options are made accessible and convenient in new and re-developed areas.

- Supply linkages: UDS partners will ensure travel demand management is incorporated with any changes to transport infrastructure.
- Collaboration: UDS partners will work collaboratively with each other, with other stakeholders, and the wider community to co-ordinate travel demand management initiatives; with particular regard to improving the relative affordability and accessibility of sustainable travel options.

e) Metro Strategy 2010-2016

The Selwyn District Council and Canterbury Regional Council have recently adopted the Metro Strategy 2010-2016. This document provides the strategic direction for and formal commitment to objectives to improve the provision and operation of public transport within the Greater Christchurch area.

3.5.3 Selwyn District Council Policy

a) Selwyn District Council Walking and Cycling Strategy

The Walking and Cycling Strategy was adopted in December 2008. It aims to enable opportunities for walking and cycling (including the provision of improved facilities and environments). It also aims to reduce the use of cars for short trips.

The strategy identifies that land-use planning tools can implement these goals. The outcomes sought include:

- *Improved Safety for Pedestrians and Cyclists*
- *More People Choosing to Walk and Cycle More Often*
- *Convenient and Safe Community Environments and Transport Systems that Encourage and Support Walking and Cycling*
- *A Transport System that is More Sustainable in the Long Term*

The Selwyn District Walking and Cycling Strategy not only establishes the goals above, it also sets out an 'action plan' of how to achieve and monitor the goals. The actions relevant to the District Plan include:

- *Ensuring the strategy is recognised in the Plan,*
- *Defining types of cycle/pedestrian access ways and their corresponding corridor widths (there is potential to include this on road hierarchy table,)*
- *Ensuring the design of roads caters for cyclists (again through the road hierarchy),*
- *Address issues associated with Esplanade Reserves and Strips (i.e. detailing appropriate access provisions),*

b) Selwyn Community Outcomes

The Selwyn Community Outcomes contain the following outcomes are relevant to the Plan Change:

- *Air, land, water and general environment to be kept in a healthy condition*
- *A Safe Place in which to Live, Work and Play*
- *Effective and accessible transport system*
- *A prosperous community*

c) Selwyn District Council Subdivision Design Guide

The Design Guide for Subdivision in Urban Living Zones was adopted by Council in September 2009.

It provides developers, designers and landowners with direction on what SDC is seeking for its new subdivisions. In particular they are seeking 'good subdivisions' which satisfy technical and engineering requirements and has a good balance of a number of social, cultural, environmental and economic qualities.

A key transport aspect of the design guide is the desire for a well connected transport network (for all modes) which increases accessibility for residents. This can be achieved through various means; relevant to the District Plan is the need for well defined road hierarchies and increased permeability.

The design guide illustrates a number of concepts for non-traditional road design and the proposed new roading standards would provide an improved ability for these concepts to be assessed under the District Plan.

d) Selwyn District Council Commercial Design Guide

The Commercial design guide was adopted by Council on 22 March 2011. It shows how Council expects commercial development (principally that in business 1 zones) to be designed and includes guidance on site layout and the location and design of car-parking.

e) Selwyn District Council Medium Density Housing Design Guide

The MDH design guide has been written to illustrate the Council's expectations for MDH and to provide examples of good practice.

Some of the concepts illustrated require a degree of flexibility with regard to detailed roading standards such as road widths and intersection spacing. It anticipates that trade-offs will be made between optimum subdivision layout (for instance for solar orientation and amenity) and the need for safe and efficient roads.

The design guide is currently in draft form and is expected to be adopted at the time that PC7 is approved by Council.

f) Selwyn District Council Engineering Code of Practice

The Code of Practice (CoP) supports the District Plan and the Subdivision Design Guide. It provides details on road layout (lane widths, cycle lane widths etc), design vehicles, construction depths etc and also reference the best practice guidelines and NZ standards Council has adopted.

g) Selwyn District Council Draft Road Safety Strategy 2020

The road safety strategy has the aim of zero road deaths and serious injuries on Selwyn's roads. It recognises this may not be possible but strives to progressively reduce the number of and seriousness of crashes in the Selwyn District.

Its goals include:

- A reduction in intersection crashes
- Improve the safety of school children
- A reduction in speed related crashes
- A change in driver behaviour
- Safer Selwyn roads and roadsides.

The design of roads and transport infrastructure, as managed in part through the District Plan, is one way that these goals may be achieved.

4 Submissions

The plan change was notified on 15 December 2010 and the Council received 32 submissions. The summary of submissions was notified on 23 May 2011. The Council received further submissions from 9 submitters.

To avoid an overly complex report, I propose to group and discuss issues which are common to a number of submitters. To facilitate this, each submission has been subdivided and collated (in the summary of submissions) and each submission point made has been allocated a number (eg submission 1.1, 1.2 etc).

The report is set out as follows:

- 4.1 Preliminary Issues
- 4.2 Submissions in Support
- 4.3 Access to Classified Roads
- 4.4 Rights of Way, Access and Turning
- 4.5 Parking
- 4.6 Car-park Design and Layout
- 4.7 Road Widths
- 4.8 Traffic Generation
- 4.9 Sight Distances
- 4.10 Intersection Spacing
- 4.11 Separation of Vehicle Access from intersections
- 4.12 Queuing Spaces
- 4.13 New District Plan Issues
- 4.14 New Objectives
- 4.15 Demand Management
- 4.16 Road Classifications
- 4.17 Other Matters

In this section, for the sake of clarity, submissions are described in plain text font, whilst my comments are in italics. Where I have recommended changes be made to the plan change, these are shown with a grey background

Recommendations are described in this report and set out fully in Appendix 2. Recommendations are generally made for each submission point as described in the summary of submissions.

4.1 Preliminary Issues

Before considering the content of submissions, the commissioner's attention is drawn to these preliminary issues

4.1.1 Late Submissions

There were a number of late submissions to the plan change. Some of these were accepted via a Section 27 waiver which was granted under delegated authority on 15 April 2011.

There were a number of late submissions to the plan change. Some of these were accepted via a Section 37 waiver which was granted under delegated authority on 15 April 2011.

A late submission was then received from Lincoln Land Development on 13 May 2011 amending their original submission. The Council's delegations policy was amended in mid 2011, removing the delegations to the Planning Manager to grant such waivers and leaving the decision instead to the hearings panel or Commissioner. The decision on whether to accept this submission (32.15) therefore rests with the commissioner.

The submission was summarised along with the other submissions and notified at the same time. For this reason, it is recommended that the commissioner should accept the submission.

4.1.2 Submission received without submitters details

One submission (10) was received without any address. Council officers have been unable to find the person named in the submission. The submission has been summarised and recommendations made on its contents. However, it has not been possible to advise the submitter of the hearing.

4.1.3 Request for hearing to be delayed for a decision from the Environment Court on Plan Change 29

A request was received from the representatives of Submitters 28-30 requesting that the PC12 hearing should be delayed pending a decision from the Environment Court on Plan Change 29. PC29 introduced rule 17.7 for the B1 zone, a similar rule to rule 17.7 introduced in PC12. The submitter was concerned about the introduction of a new rule similar to one that is under appeal and that the Court's decision should not be superceded by a new rule introduced under PC12.

The substance of this matter is considered below in section 4.5 where it is recommended that the amenity aspects of the rule be removed from PC12 as far as it affects the B1 zone (leaving the B3 zone to be considered under PC12). This would mean that the Court's decision is final and would appear to deal with the concerns raised by the submitters.

4.2 Submissions in Support

There were three submissions which expressed general support for the plan change.

Submitter 19 supports the updating of the district plan so that it provides for more sustainable transport and caters for future transport networks.

Submitter 22 supports the encouragement of transport choice and made a number of specific requests which are discussed below.

Submitter 23 also supported the plan change and considered that the plan change will give effect to chapters 12 and 15 of the RPS, the Regional Land Transport Strategy and to change 1 to the RPS. Supports the intention of the plan change to deliver integration of land use and transport; urban form that promotes efficient transport and accessibility; promotion of good quality subdivision and development; updated parking standards; safe and efficient transport; making the district plan easier to use; and ensuring development provides a range of transport options.

Recommendation 1

That submissions 19, 22.1 and 23.1 are accepted.

4.3 Access to Classified Roads

This section considers matters related to access. These matters were raised in submissions 1-3, 22, 25, 28-30 and 32.

4.3.1 Policies

Policies B2.1.2, B2.1.3, B2.1.4(a), B2.1.4(b) – Township and Rural

The proposed policies are as follows:

Policy B2.1.2

Manage effects of activities on the safe and efficient operation of the District's existing and planned road network, considering the classification and function of each road in the hierarchy.

Policy B2.1.3

Recognise and protect the primary function of Manage roads classified as **Strategic State Highways or Arterial Roads** in Appendix 9, ~~primarily~~ to ensure the safe and efficient flow of through traffic en route to its destination.

Policy B2.1.4(a)

Ensure all sites, allotments or properties have legal access to a legal road which is formed to the standard necessary to meet the needs of the activity considering:

– the number and type of vehicle movements generated by the activity;

- the road classification and function; and
- any pedestrian, cycle, public transport or other access required by the activity.

Policy B2.1.4(b)

Avoid adverse effects on the safe flow of traffic along State Highways and Arterial Roads from new property access or activities which generate a high level of traffic movements.

Some submitters (1-3, 32) were concerned about the effects of proposed policies B2.1.2, B2.1.3, B2.1.4(a) and B2.1.4(b), which are being added to the rural volume (these policies already exist in the township volume subject to minor amendments). The submitters are concerned that these policies will diminish the ability of established activities to gain access to an arterial road and control the amount of traffic generated from the activity. They were also concerned that the policies place too much emphasis on transportation at the expense of land use, and do not recognise the unique nature of CRI facilities.

Submitter 22 supported policy B2.1.4(a) but requested additional text in the explanation to ensure networks are protected and recognised for public transport routes.

Efficient access to sites relies on protection of the classified road network and subsequently direct property access to sites. There is a need to protect state highway and arterial roads by avoiding adverse effects associated with property access.

Policy B2.1.2 is an existing policy in the Township volume which PC12 seeks to also apply to the rural volume. Policy B2.1.3 is an existing policy in both volumes to which changes in wording are being made.

These policies are aimed at protecting the efficient function of the road network by ensuring that arterial roads and state highways can fulfil their wider through traffic functions to an appropriate level.

Policy B2.1.4(a) and (b) are also existing policies from the Township volume. Policy (a) is principally aimed at ensuring that access ways and roads are formed to the standards necessary for the traffic associated with a proposed activity.

Policy (b) seeks to avoid adverse effects associated with the access through control over appropriate design, formation and layout. It does not seek to avoid access to a site where there is no alternative road from which to obtain access, nor necessarily to prevent access to these roads where alternative access exists.

Submitters request additional text to B2.1.2, 3 and 4(a) to provide recognition of the particular activities undertaken by those submitters (Lincoln University and Crown research institutes) which are established.

Whilst I agree that the activities undertaken by the submitters are significant (as recognised by the UDS and Lincoln Structure Plan for instance) I do not see this as being different to any other important activity such as a town centre or school, all of which are subject to the

same policies. The balance of policies in the plan reflects the reality that a trade-off of costs and benefits is sometimes required.

With regard to submitter 22s request for extra text in relation to public transport and the protection of networks, I do not consider that it is necessary in relation to the policies.

In view of this I consider that the policies are appropriate and recommend that they should not be changed.

Policy B2.1.5 (Township)

Policy B2.1.5 is aimed at maximising permeability and connectivity in the transport network. Submitter 22 requested an amendment to policy B2.1.5 to recognise the road hierarchy. The policy is as follows:

Policy B2.1.5

Ensure the development of new roads is integrated with existing and future transport networks and landuses; and is designed and located to maximise permeability and accessibility through achieving a high level of connectivity within and through new developments to encourage use of public and active transport.

I consider that the amendment would provide clarity and not undermine the intent of the policy and therefore recommend that this change is made. I have re-worded it from the suggestion for the sake of making the policy easier to understand as it is becoming quite wordy.

Submitter 23 requests that references be included in the policy to the Metro Strategy now adopted by the Council, which seeks to achieve high levels of connectivity within and through subdivision.

I agree with this suggestion and have suggested amendments to the policy accordingly.

Policy B2.1.12

The policy is as follows:

Policy B2.1.12

Discourage Avoid new property access directly on to Strategic the State Highway or Arterial Roads, unless there is no alternative legal access available, or effects on the safe and efficient flow of traffic along the road will be minor.

Submitters 1-3 requested that B2.1.12 is amended so that it applies to new activities and smaller sites only; "Avoid property access for new activities directly onto the State Highway and Arterial Roads, particularly on smaller sites".

Submitter 22 supports policy B2.1.12 (Township Volume) but suggests that the explanation should mention efficient access to the road network and that activities near the state highway should also have good access to the road network.

I consider that the revised wording suggested by submitters 1-3 would significantly undermine the manageability of the plan. Adverse effects on the road network arise from the addition of more entranceways as much as the intensification of use. Furthermore, the addition of entranceways may precede a change of use. I have therefore recommended that this submission point is rejected.

I consider that the revised text suggested by submitter 22 is reasonable and recommend that this amendment is made with a minor amendment for clarity.

Anticipated Environmental Results

Submitter 22 requested that the first outcome listed be amended to:

State Highways and Arterialstrategie Roads are ~~safe~~the most efficient transport routes for “through” traffic travelling across the District and to adjoining districts.

The submissions requested the addition of the last clause (and to adjoining districts).

I consider that the most appropriate wording is that to be found in the rural volume, which does not define where the traffic may be travelling to or from and I recommend that an amendment is made to this effect.

Recommendation 2

- 1 That submissions 22.5 and 23.2 are accepted, submission 22.10 is accepted in part, and submissions 1.1, 1.4, 2.1, 2.4, 3.3, 3.8, 22.4, 32.3 and 32.7 are rejected.
- 2 Make the following amendments to Plan Change 12

Township volume

Policy B2.1.5

Ensure the development of new roads is:

- integrated with existing and future transport networks and land uses; and
- designed and located to maximise permeability and accessibility;

through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; whilst having regard to the road hierarchy.

Amend Paragraph 10 under explanation and reasons:

It is important to consider the location and design of new roads within the context of existing and anticipated transport networks and adjoining land use patterns. Strategic planning of transport networks and provision for public transport and active transport modes can reduce dependence on private motor vehicles and ensure permeability and accessibility to and through developments and existing townships. In respect to future public transport provision reference is made to the guide on "Providing for Passenger Transport within your subdivision", and Environment Canterbury's Metro Strategy.

Policy B2.1.12

Amend Paragraph 2 under Explanation and Reasons:

The establishment of land use activities should consider the location within the road network in order to achieve compatibility with the roads they front **including effective access to the road network in terms of the road hierarchy** and the avoidance or mitigation of reverse sensitivity effects which each has on the other. Activities which involve the movement of freight need to be appropriately located within the road network to ensure the safe and efficient movement for the larger vehicles to the activity whilst ensuring adverse effects on the community are minimised.

Transport Networks – Anticipated Environmental Results (Township)

State Highways and Arterial strategic Roads are ~~safe~~ the most efficient transport routes for "through" traffic **travelling across the District.**

4.3.2 Rules

Rules 4.5.1.6 and 4.5.1.8 (rural) and Rule 17.2.1.7 (Township)

(Access via lower order roads)

Proposed rules 4.5.1. and 17.2.1.6 are:

Any access to a State Highway **or Arterial Road** complies with the following:

- (a) No legal access is available from another road;
- (b) The traffic generated through the access to the State Highway **or Arterial Road** is less than 100 ecm/d

Proposed rules 4.5.1.8 and 17.2.1.7 are:

Any site with more than one road frontage to a road that is formed and maintained by Council shall have access to the formed and maintained (and legal) road with the lowest classification.

Note: For example, where a site has frontage to both an arterial road and a local road access shall be to the local road.

Both Volumes

Submitters 1-3 were concerned about the cost and delay of resource consents under rule 4.5.1.6 (rural) and 17.2.1.7 (township), which require that access is to the lower order road where the site has access to more than one road. As established activities, their concern is the effect of this rule where the nature of existing uses changes. They consider that the rule does not recognise that access to lower order roads may be impractical and are of the view that other standards in the plan are sufficient protection for arterial roads.

They requested that rule 4.5.1.6 be amended so that point (a) and (b) not apply to arterial roads and that rule 4.5.1.8 is deleted. Submitter 25 considered that rule 4.5.1.8 was inconsistent with the township equivalent (rule 5.2.1.2) where collector roads are afforded an exemption.

Rules 4.5.1.6 and 8 implement above-mentioned policies B2.1.3 and 4a and b. I do not agree with the submitter that the effects can be managed with other rules in the plan such as sight distances because there are a number of site specific factors which may need to be considered, such as cumulative effects or accident history. In general, I do not consider that the requirements are unreasonable and note that the activity status is restricted discretionary.

The concern of the submitter is that the scale and layout of their land-holdings and the nature of activities means that an access from one end of the site may be an impractical way to access the other end of the site. Whilst the sites have existing use rights, the submission suggests that the nature of research activities may require a more intensive use to be undertaken, or one for which a new access would be beneficial. They were concerned about costs and delays associated with applying for consents.

They provided two hypothetical examples which showed that an access way might have to be located around 600m further away from a part of a site if it was to avoid accessing an arterial road.

Based on the submissions, I am not convinced that the rule is onerous on the submitters. I accept that access may be less convenient if it is from lower order roads but the submission is quite vague and we have not been informed why it is impractical and whether this would outweigh the need to protect the road hierarchy. We also do not know whether the stated issue of an increase in scale of effects being created by new research activities is real or just a perception. We do not know if this has occurred in the past and what the scale of any such increase might be. On the basis of the information available, I do not consider that any exemption can be granted and note that individual cases will be assessed on their merits as part of the resource consent process, which is appropriate.

Ms Williams also addresses this issue in appendix 3 and considers that this rule is consistent with best practice guidance and industry standards which dictate that access should

generally be to the lowest order road. She notes that any resource consent assessment would be relative to the scale of the activity and level of actual and potential effects and is not considered to be unduly onerous. It would give the Council the opportunity to consider the effects of the development and whether any particular management is needed.

With regard to whether rule 4.5.1.8 is consistent with its equivalent in the township volume I comment as follows. The exemption in townships to rule 5.2.1.2 is provided because of the limitations that such a restriction can place on site orientation. For instance, on a corner site it is often preferable to orient houses on a north-south road for solar access (see for instance page 15 of the SDC Medium Density Housing Design Guide). Because of smaller lot-sizes in townships, there is a need to make trade-offs such as this. I consider that the need for this flexibility in site orientation in urban areas justifies some adverse effects on the road network in townships. However, these would not be justified in the rural area, especially as the speed environment is higher than in towns.

Submitter 25 requested that the non-compliance category in rural rule 4.5.5 should be restricted discretionary rather than non-complying as effects are internalised.

This was included as non-complying in error (it is also listed as restricted discretionary under rule 4.5.2) and I agree that it should be restricted discretionary as submitted. I recommend that reference to rule 4.5.1.6 is deleted from this clause.

Township only

Submitters 1-3 (decision points 1.2, 1.6, 2.2, 2.6, 3.5 and 3.11) requested that rule 17.2.1.7 should not apply to business 3 land questioning the need for it given the nature of activities in the zone and that it may have unforeseen consequences such as the location of accessways in poor locations on secondary roads.

Submitters 28-30 (28.4, 29.4 and 30.4) were concerned about this rule in the township volume (business zone). Their view is that lower order roads may not be designed to accommodate high and heavy vehicle traffic and there may be amenity effects from this. They request that rule 17.2.1.7 is amended as follows:

“Where an activity (site) has frontage to more than one road and exceeds a nominated trip generation threshold then the primary vehicle access shall be taken from the frontage located on the 'higher order' road. If the activity generates less traffic than the nominated trip generation threshold then vehicle access shall be limited to the frontage located on the 'lower order' road.”

Submitter 25 (25.2) requested that collector roads be omitted from this rule.

I tend to agree with the issue raised by submitters 28-30 that there may be circumstances where it is more appropriate to access the higher-order road network in townships.

A good example is the recently constructed Countdown supermarket in Rolleston where the main access is (rightly in my view) onto Rolleston Drive. In this case, the land is a very large parcel of B1 zoned land with a frontage of some 1050m. The only existing roads form the

boundary between the living and business zones. Whilst some increase in traffic should be anticipated by the adjoining residents, it would be desirable to minimise the disruption to them. It would also be appropriate for this block to be broken into smaller blocks with the provision of lower-order roading, or alternatively for a central entranceway to be constructed to distribute traffic through the site (which is what has happened). In this case, the main entranceway is acting as a substitute for a local road.

However, I do not agree with the new rule suggested by the submitters. Under PC12, large developments will trigger proposed rule 17.7.2 (heavy traffic) which would involve a restricted discretionary consent to consider the location of the accessway. This would be an appropriate process to consider which road the access should be provided from. In my opinion, matters such as this are best considered on a case by case basis and I therefore recommend that no change is made. For this reason, I also recommend that submission 25.2 is rejected.

With regard to submissions 1-3, I also do not consider that there is anything exceptional about the activities on business 3 sites, or Crown Research Institutes, from a traffic point of view and therefore do not recommend any amendments in response to these submissions. It is not uncommon for important activities to have to comply with traffic rules, as part of a process of balancing costs and benefits, and I do not consider the rules to be unreasonable.

Diagram E10.B2 (Rural)

Submitter 25 (25.10) also considers that the use of Diagram E10.B2 is inappropriate as it is for highways with a capacity of over 10,000 vehicles per day, which does not apply in the district. They requested replacement of Diagram E10.B2 with diagram D from NZTA Planning Policy Manual.

Ms Williams considers this matter in some detail in her report (appendix 3) and is of the view that that diagram is appropriate. I therefore recommend that no changes are made.

Clause E13.2.4.7 (Township)

Submitter 31 (31.3) was concerned about the effect of this clause on the ability to access Hoskyns Road (the B2A zone). The clause concerns the spacing of accesses for properties for roads with a speed limit above 70km/h, with diagram E13.4 specifying separation distances for intersections of up to 200m, depending on the speed limit.

This clause is as follows:

E13.2.4.7 Notwithstanding of E13.2.4.2 above, for vehicle crossings onto a State Highway or Arterial road with a posted speed limit of 70km/h or greater the distances between crossings shall be taken from Diagram E13.4.

It is intended that Hoskyns Road be upgraded in the near future (within the next 12 months) and is subject to design work at present. It would be treated in a similar way to a Business 1 road. The final speed has not been determined but will be reduced when the road is

upgraded and will be less than 70km/h. Therefore, this clause will not apply to the land adjacent to the B2A zone in future.

Recommendation 3

- 1 That submissions 25.3 is accepted, submission 31.3 is accepted in part, and submissions 1.2, 1.6, 2.2, 2.6, 3.5, 3.11, 25.2, 25.10, 28.4, 29.4, 30.4 are rejected.
- 2 That the following amendment be made:

Non-Complying Activities — ~~Vehicular~~ Vehicle Accessways and Vehicle Crossings

- 4.5.5 Any activity which does not comply with Rules 4.5.1.4(b), or 4.5.1.5 ~~or 4.5.1.6~~ shall be a non-complying activity.

4.3.3 Definitions

State Highway (township and rural)

The definition is as follows:

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 9. State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high speed roads of national importance providing inter-district and regional links between towns, cities, ports and other places of significance. State Highways are constructed and managed to high standards to ensure they operate correctly, including managing both road and property access to them. They are subject to access controls in this Plan.

Submitter 22 (NZTA) requested a number of wording changes this definition. I recommend that these be adopted except for the replacement of the word “hubs” with the word “destinations”, which is more consistent with terminology in other planning documents (22.11).

Recommendation 4

- 1 That submission 22.11 is accepted
- 2 That the following amendment is made to the proposed definition of State Highway:

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 and managed by the New Zealand Transport Agency. State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high speed roads of national importance providing inter-district and regional links between significant transport destinations such as

towns, cities, ports and other places of significance. State Highways are **maintained** ~~constructed and managed~~ to high standards to ensure they operate ~~correctly~~ **efficiently**, including managing both road and property access to them **through the New Zealand Transport Agency's powers under the Government Roading Powers Act**. They are **also** subject to access controls in this Plan.

4.4 Rights of Way, Accesses and Turning

Restricting the number of lots that may access a right of way

Submitter 25 (25.1 and 25.14) opposes rule 4.5.1.7 (rural) and rule 5.2.1.7 (township) which limits shared access to 6 sites or potential sites. They consider that non-complying activity status for non-compliance is excessive. The submitter also considers that rights of way carrying less than 30 vehicles per day (25.20) need not be sealed to form an effective all weather surface.

Submitter 32 (32.8) considered that the rule may not be universally appropriate because of the expected rise in alternative living typologies such as terraced housing and retirement villages. They noted that the resource consent for the “dairy block” in Lincoln (Lincoln Land Development) included some examples of houses that are accessed via a right of way shared between 9 dwellings.

Both rules are as follows:

Shared access to more than 6 sites (or potential sites) shall be by road and not by a private access way.

Rule 5.2.1.7 (Township)

Plan Changes 7 (now operative) and 12 and the Subdivision Design Guide implement a change in approach to subdivision. This is aimed at creating more “people friendly” neighbourhoods which are easy to move around by a variety of transport means and create attractive public space. It is recognised that roads and accessways have a variety of functions and that access is just one of these (as described in section 5 of the Subdivision Design Guide).

An adaptable and re-usable development pattern is also sought because it is recognised that the pattern of streets and land ownership, once established, is difficult to change. An example of this can be seen with the rebuild of Christchurch, where the 200 year old street pattern is to be retained. Even in this instance where half of the buildings are due to be demolished, the street pattern will remain unchanged.

However, the pattern and intensity of land use changes over time and narrow rights of way are not well equipped to cope with an increase in intensity of use (such as the not-unlikely scenario of future residential infill).

The District Plan previously limited the number of sites (or dwellings) accessing a ROW to 10. Access for more than 10 sites required creation of a road with a minimum legal width of 14m (Cul de sac).

The reduction in the maximum number of lots that may use a right of way is being introduced in conjunction with more flexibility for lower order public roads. In effect, the road hierarchy has become more sophisticated and a higher standard is expected for this type of access.

These alternatives include a “residents’ street” or “local minor” road, a narrower connected street with a width of 10m which is intended to provide access to the interior of blocks as well as public access through it (see figure below). A 10m wide cul-de-sac would also be permitted for smaller subdivisions, although pedestrian access through the block may be required (see figure below). These provisions are clear in Table E13.8 and rule E13.3.1.

Intersection spacing’s have also been reduced to allow for a subdivision pattern where two sections can be accommodated back to back without the need for rear sections (see figure below). This is regarded as desirable because it creates a regular pattern of development which provides private space which is not usually overshadowed or overlooked by close neighbours (further explanation of this principle is provided on pages 14 and 15 of the Councils Medium Density Design Guide and illustrated in figure 1 below).

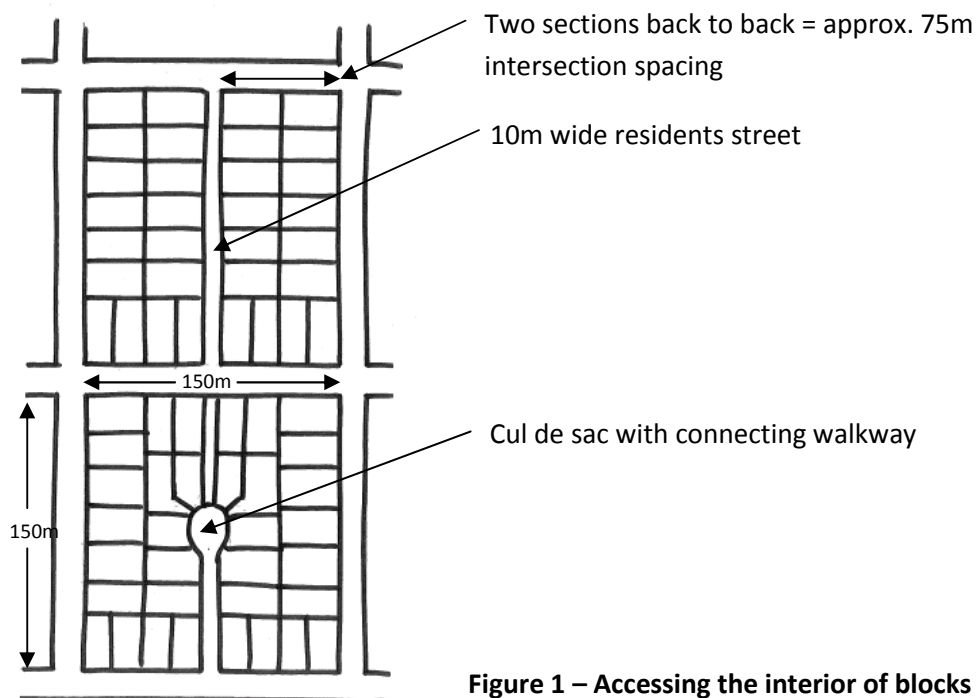


Figure 1 – Accessing the interior of blocks

The reasons for this change in approach are as follows:

- The use vested roads rather than rights of way will result in more public space being provided by the development (rather than a lower amount and standard of shared private space). This will increase the overall amenity of the subdivision.

- *The use of a variety of road typologies provides opportunities for a variety of public environments which are currently not catered for and will also increase the amenity of the subdivision.*
- *A narrow vested road will provide a higher quality street environment for residents.*
- *Rights of Way can increase the size of residential blocks and reduce permeability. Blocks can be larger and the opportunity for pedestrian routes through them is reduced. I note that PC7 restricted the number of sections to be accessed from rights of way to 20% (assessment matter 12.1.4.33).*
- *The long-term maintenance of rights of way is uncertain and may cause conflict between neighbours and pressure for Council to take them over even though they are not built to the required standard. Degraded rights of way can become unsightly when viewed from public space.*
- *Rights of Way are inherently inflexible as they are related to the buildings which are established now for a relatively short time horizon (50 years). However, changing the street pattern in the future can be problematic. These areas may become difficult to redevelop in future years.*
- *Rights of way shared between many houses have been causing problems with the collection of rubbish because there is limited space on the footpath. It can be difficult for residents to put bins out with adequate separation to allow the rubbish truck's lifting arm to work properly. It can also be unsightly and bins can block the footpath for pedestrians, especially people with pushchairs.*
- *The limitation of ROWs to service 6 sites is also consistent with that of the neighbouring Waimakariri District Council's Plan which states:*
- *"Access to seven or more sites shall only be provided by way of a road which complies with the design attributes of Table 30.1." [Clause: 30.6.1.2]*

In view of the above discussion I consider that the proposal to limit the number of sections accessed via a right of way is part of a coherent set of proposals to provide for a high standard of public environment. I consider that these provide an appropriate degree of flexibility for developers and an appropriate degree of certainty for the community that a high quality neighbourhood would result.

However, I recognise that there are circumstances where a right of way may be justified. These include where the development is providing an additional rear access (such as a rear access lane for terraced houses) as a secondary access. This appears to be the issue described by submitter 32, and has occurred in the Lincoln Land Development subdivision consent.

The limitation of ROWs to service 6 sites is also consistent with that of the neighbouring Waimakariri District Council's Plan which states:

“Access to seven or more sites shall only be provided by way of a road which complies with the design attributes of Table 30.1.” [Clause: 30.6.1.2]

In view of the above discussion I consider that the proposal to limit the number of sections accessed via a right of way is part of a coherent set of proposals to provide for a high standard of public environment. I consider that these provide an appropriate degree of flexibility for developers and an appropriate degree of certainty for the community that a high quality neighbourhood would result.

However, I recognise that the circumstances where a right of way may be justified. These include where the development is providing an additional rear access (such as a rear access lane for terraced houses) as a secondary access. This appears to be the issue described by submitter 32, and has occurred in the Lincoln Land Development subdivision consent.

To this end, I recommend that provision is made for secondary access to be made via rights of way, to properties with direct road access. This would allow for alternative higher density development forms such as terraces with rear access. I suggest that this is limited to the Living Z zone which is designed for greenfield development and includes provisions for medium density housing.

I therefore recommend that submission point 32.8 on this rule be accepted in part and submissions 25.4 and 25.14 be rejected as far as they apply to this matter.

Rule 4.5.1.7 (Rural)

In the Rural Volume the activity status is already discretionary. It is not anticipated that there would be a significant number of instances when the creation of a ROW for more than 6 sites would be required and the discretionary activity status allows each case to be considered on its individual merits. I consider that this is appropriate and that submission 25.1 should be rejected as far as it applies to this matter.

Definition of “Potential Site”

Submitter 25 notes that the term “potential site”, used in the above rules, is not defined.

The term is carried over from the existing rule (clause E13.2.1.1).

On reflection, I consider that the best way of dealing with this issue would be to differentiate between Living Zones and other zones.

In Living zones, the concern is that sufficient access is provided for future re-subdivision and intensification that is provided for under the zoning (for instance access to large balance lots). I recommend that this matter is included as a new matter for discretion at subdivision stage.

I also recommend an amendment to rule 5.2.1.7 so that it applies to dwellings as well as sites, as two houses are sometimes built on a single site (with the same scale of effects as a subdivision).

These two rules would be a clearer way to address the issue of concern.

In the business zone there is no minimum site size, so any site has the ability to be subdivided. I therefore do not consider that the term “potential sites” is useful in rule 17.2.1.6 and recommend that it be deleted.

In the rural volume, I also consider that the use of the term is inappropriate. Rural land can be held in a variety of lot sizes for a variety of purposes. Whilst it may be a concern that rural sites (such as 4ha blocks) are created on rights of way that are already at capacity, this has not been a problem in reality and Council has the ability to decline applications for subdivisions that breach the rule.

This situation differs from that in townships where Council wishes to encourage the efficient use of land. It would be a legitimate concern to Council if land zoned for residential use was not able to be developed. However, this is not the case if a rural landowner was unable to subdivide.

On this basis, I have recommended that submissions 25.1 and 25.14 are accepted in part, notwithstanding my recommendation in the previous sections regarding these submissions.

Recommendation 5

- 1 That submission 25.1, 25.14 and 32.8 are accepted in part.
- 2 That amendments are made to the proposed rules as follows:

Add a new assessment matter is added under rule 12.1.4 of the Township Volume:

12.1.4.2 If access is by a private accessway, whether it has capacity for any intensification under district plan averages for the zone.

Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

5.2.1.7 Shared access to more than 6 **dwelling**s or sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

17.2.1.6 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

Amend rule 4.5.1.7 (rural volume)

4.5.1.7 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

Add a new discretionary activity to allow for secondary access in the Living Z zone (Township Volume):

Discretionary Activities — Vehicle Accessways

5.2.4 In the Living Z zone, rights of way that do not comply with rule 4.5.1.7 shall be a discretionary activity where they provide only secondary access to those lots (and there is alternative vehicle access to a formed and sealed road).

5.2.5 Any activity which does not comply with any of Rules 5.2.1.32 to 5.2.1.76 inclusive shall be a discretionary activity.

Non-Complying Activities — vehicular Vehicle Accessways

5.2.6 **Except as provided in rule 5.2.4**, any activity which does not comply with Rule 5.2.1.1, or 5.2.1.7 shall be a non-complying activity

Width of Accessways (Table E13.4)

Submitters 28-30 (28.14, 29.14 and 30.14) considered that the minimum width for accessways in business zones was excessive, especially if the access was one way. They requested a width for single sites be included. They also considered that the accessway widths required in rule E13.2.1 (table 13.4) are not consistent with rule 13.2.4.5 (table 13.7, vehicle crossings).

These submitters also asked for table E13.7 to be amended to allow for wider crossings; and a new rule to ensure that there was visibility between pedestrians and vehicles on the crossings (28.16, 29.16 and 30.16).

The rule and table are as follows:

E13.2.1.1 The minimum requirements for any private shared vehicular **vehicle accessway** for a site(s) shall be in accordance with Table E13.4.

Table E13.4 – Minimum Requirements for any Shared Private Vehicle Accessway

Zone	Potential No of Sites	Length (m)	Legal Width (m)	Carriageway Width (m)	Turning Area	Passing Bay	Footpaths
Living Zones	4-2-3	Any length	3.5	3.0	Optional	Optional	Optional
Living Zones	3-4-6	0-50	4.5 .0	3.5	Required	Required <u>Optional</u>	Optional
Living Zones	3-4-6	Over 50	6.5 .0	4.5	Required	Required	Optional
Living Zones	7-10	Any length	6.0	5.0	Required	Required	Optional
Business Zones	1-106	All lengths	6.7 .0	4.5 .0	Required	Optional	Optional

Ms Williams has considered the issues regarding width of access in business zones and does not consider that a width narrower than 5m minimum is appropriate. She notes that breaches in the standard may occur infrequently and that the resource consent process can be used to consider these breaches.

With regard to the alleged discrepancy between tables 13.4 and 13.7, the vehicle crossing widths for residential zones are 3.5-6.0m, access widths vary from 3.0 to 4.5m. This enables the vehicle crossing to be wider than the access (carriageway width). I have been advised by Ms Williams that this is appropriate as the crossing width should generally be wider than the accessway as additional width is required at the crossing to accommodate vehicles completing / initiating turning manoeuvres off / on-to, the road.

With regard to maximum accessway width, I note that the crossing maximums are similar to local roads and I consider that this is sufficient to accommodate turning manoeuvres in most circumstances; furthermore, non-compliance is discretionary and can be considered on a case by case basis.

It is desirable if crossings are as narrow as possible to enhance the pedestrian environment. Narrower crossing mean there is less distance for people to cross and also force cars to slow down. This is both safer and allows pedestrians to establish priority over vehicles (so that vehicles give way to pedestrians rather than the reverse).

Access for Trucks (Township Volume)

Submitters 28-30 (28.13, 29.13, 30.13) request that rule E13.1.5 is amended to reflect the possibility of larger than 8m long trucks visiting the site.

I note that the rule is a minimum standard and that a wider access could be provided if desired.

Sealing of Rights of Way (Township volume)

Submitter 25 (25.20) considers that rights of way carrying less than 30 vpd need not be sealed as it is not required to form an effective all weather surface

The sealing of any accessway serving more than 2 allotments is existing under the notes for table E13.4. For clarity of administration this has now been allocated a clause number.

Turning areas not needed (Rural Volume)

Submitter 25 (25.9) notes that a turning area is optional for ROW's that serve 2-3 sites in the urban area, but not in the rural area and requests that the rural volume (table 10.2) is amended

The submitter also noted that Rule 4.6.2 requires on-site manoeuvring for any vehicle. Notes this term is not defined and considers should refer to vehicles in Appendix 10 (25.4).

I note that it is just the Living Zone where turning areas are optional (Township Volume table E13.4) and that they are still required in the business zone.

There is a greater likelihood and frequency of use by larger vehicles and trucks associated with rural (or business) activities than typically occurs in the urban living zones. Accessways in rural areas also typically service larger sized lots and therefore tend to be longer, increasing the distance a vehicle may be required to reverse should turning not be provided. For these reasons, a turning area is appropriate in both rural and business zones.

Specification for Hammerhead (Rural volume, rule E10.2.1.3)

Submitter 25 asked for clarity in relation to what design vehicle should be accommodated in hammerhead specified in rule E10.2.1.3 (25.9).

The SDC Code of Practice (5.8.11.2, page 20) refers to NZS4404 for turning heads (figure 3.4). These would accommodate an 8m rigid truck with a 10m turning radius with multiple manoeuvres.

On-Site Manoeuvring (Rural volume, rule 4.6.2)

Submitter 25 (25.4) noted that Rule 4.6.2 requires on-site manoeuvring for any vehicle and that this term is not defined. The submitter considers it should refer to vehicles in Appendix 10.

Manoeuvring diagrams are contained in the Selwyn District Council code of practice (section 8.4) and I consider that this matter is adequately catered for already.

Recommendation 6

1 That submissions 25.4, 25.9 and 25.20, 28.13, 29.13, 30.13 are rejected and that 28.14, 29.14, 30.14, 28.16, 29.16 and 30.16 are accepted in part.

2 That a new clause is added to Appendix 13 (township volume) as follows:

E13.2.1.4 The minimum width of an accessway serving a single site shall be 3.5m

4.5 Parking

4.5.1 Policy

Submitter 20 (20.4) seeks clarification that reduced parking rates would be consented at schools where a travel plan is in place.

In order to provide more certainty for the submitter, I consider that it would be worthwhile to amend the policy to state explicitly that it refers to schools as well as other workplaces..

Submitter 22 (22.6) supports Policy B2.1.6(a) as the provision of adequate on-site parking protects the safe and efficient movement of traffic. Supports the intention of B2.1.6(c) but suggests alternative wording as follows:

~~Recognise that~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace travel management plans **where it** may reduce on-site car parking demand and have wider associated benefits ~~in limited situations where such options are viable and enforceable~~

I agree with submitter that the policy should be more positively encouraging and I recommend that it is amended as such. I do consider that consideration of the viability and enforceability of the proposal is important so I recommend that this aspect is retained although it is not necessary to state that it is only appropriate in limited circumstances.

Recommendation 7

- 1 That submissions 20.4 and 22.6 are accepted in part
- 2 That Policy 2.1.6(c) is amended as follows:

~~Recognise that~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace **or school** travel management plans **where it** may reduce on-site car parking demand and have wider associated benefits ~~in limited situations where~~ **provided that such options are viable and enforceable**

4.5.2 Minimum Parking Requirements

Business 1 zones

Submitters 24, 25, 27, 28-30 and 32 oppose or request amendments to the proposed changes in minimum parking requirements in Business 1 zones (24, 25, 28.8, 29.8, 30.8 and 32.12).

Submitters 24 and 25 contend that traffic surveys of parking demand in Lincoln and Rolleston indicate that current on-site parking requirements of 2 spaces per 100m² are sufficient (24 and 25.18).

Submitter 27 is concerned that the change in parking requirements in table E13.1 would require an increase in parking spaces on the site of the Famous Grouse from 30 to 75 (27). Considers this would encourage unsustainable motor vehicle use and be detrimental to urban form.

The proposed parking requirements are as follows:

Table E13.1(a) — Minimum Parking Spaces to be Provided

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Residential dwelling s	2 spaces per residential dwelling except for units forming part of a comprehensive residential development which may provide either: 2 spaces per unit (dwelling) or 1 space per unit (dwelling), plus 0.5 spaces per unit on common land.
Commercial activities	3 spaces per 100m² Gross Floor Area (GFA) plus 1 space per 100m² outdoor storage or outdoor display area, plus 1 staff space per 100m² floor space
Industrial and service activities	21.5 spaces for the 1st per 100m² GFA and 1 space per 100m² GFA thereafter.
Places of Assembly and/or Recreational activities facilities	10 spaces per 100m ² public area or 1 space per 10 seats, whichever is greater
Drive-throughs facilities excluding service stations	5 queuing spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 queuing spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash
Retail activities generally. (including Commercial) Commercial activities involving retail sales (except as permitted under table E13.1(b) below)	2.5 4.5 spaces per 100m ² GFA and/or outdoor display area
Slow trade and Bulk goods Retail	2.5 spaces per 100m² GFA and / or outdoor display area
Food and Beverage (except as permitted under table E13.1(b) below) Restaurants and/or taverns	4.5 spaces per 100m² PFA for the first 150m² then 19 spaces per 100m² PFA thereafter. Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time. 10 spaces per 100m² public indoor floor area 10 spaces per 150m² outdoor dining area
Emergency services facilities	1 space for every 4 personnel operating from the facility, and 1 space for every emergency service vehicle based at the facility such as a fire appliance or ambulance
Sports grounds and playing fields	15 spaces per hectare of playing fields
Hospitals and/or Elderly Persons Homes	1 space per 5 beds plus 1 space per 2 staff
Carehomes	1 space per 3 clients
Health Care services	2.3 spaces per professional staff member employed on-site at any one time plus 1 space per 2 staff
Offices	2.5 spaces per 100m ² GFA

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Research facilities	1 space per 2 <u>1.5</u> full time equivalent staff
Educational and/or day care facilities(<u>excluding Preschools</u>)	<p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 15 years of age, and</u></p> <p><u>Visitor / set down parking at:</u></p> <p><u>Primary schools: 1 space per 6 students</u></p> <p><u>All other education facilities: 1 space per 20 students under 15 years of age</u></p> <p><u>1 space per 2 staff, plus 1 space per 10 students over 15 years of age,</u> except that in respect to student parking, any required on site parking provision can be deferred until a minimum of <u>105</u> spaces are required. At such time that the <u>105</u>th space is required, the car parks shall be formed and sealed on site within 6 months of that time.</p>
<u>Preschool</u>	<u>0.26 spaces per Child (including drop-off and staff parking)</u>
Visitor Accommodation	<u>The greater of 1 space per bed-unit or 1 space per five beds plus 1 space per 2 staff</u>
<u>Activities providing automotive servicing</u>	<u>3 parking spaces per work bay¹</u>

Table E13.1 (b) — Parking spaces to be provided for Town Centres

The following requirements shall apply to Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps. For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
<u>Food and Beverage</u> <u>(Lincoln, Rolleston, Darfield, Leeston and Southbridge)</u>	<p><u>3.5 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u></p> <p><u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u></p>
<u>Retail activities generally (including Commercial)</u> <u>(Lincoln, Rolleston, Darfield, Leeston and Southbridge)</u>	<p><u>3.5spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u></p>

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
<u>Food and Beverage</u> <u>(Prebbleton)</u>	<u>4.0 spaces per 100m² PFA for the first 150m² then 17 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Prebbleton)</u>	<u>4.0 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

B1 Zoned land

In response to the submissions, the Council has asked Novo Group to review the parking requirements comprehensively to ensure that they are set at the correct level. There is an extensive discussion about the amount of parking needed in different towns and circumstances, which is provided in Appendix 3.

It is important to set the parking requirements at the correct level. There is an inherent tension between providing large amounts of parking and good urban design outcomes. Parking is visually unattractive and can act as a barrier between activities.

In addition, parking can occupy very large amounts of the highest value and most central (B1) land. The efficient utilisation of this land must also be considered.

However, it is clearly important to provide enough parking to allow for efficient movement of traffic and manage the degree of disruption to neighbours.

The approach taken by the Council is that everyday parking demand created within the centre should be accommodated on site or absorbed by on-street parking on the surrounding (B1 zoned) streets. Parking should not generally overflow into the surrounding residential area; although it may do so at busy times. Therefore, parking demand may create some adverse effects outside the B1 zone, but only on the busiest days. The advantage of this approach is that activities need not provide very large amounts of parking, some of which will only be needed for a few days each year (although the amount of land required for parking is still substantial).

This is especially relevant for retail and food and beverage activities, which have some of the highest parking demand. In order to implement this approach, the Council has considered each B1 zone individually. Parking demand is related to the size of the centre (with larger centres needing slightly less parking per 100m² because of efficiencies of scale). It is also related to the type of centre and the expected growth. In Selwyn, the centres serve large rural catchments meaning that there is less potential for mode switch than in a large city.

The Council has also considered the supply of parking for instance the amount of on-street parking available (and existing and future demand for it).

The problems that insufficient parking can create are mostly related to nuisance for the surrounding residents and include:

- Reduction in on-street parking availability for residents.*
- Disruption to accesses for residents, for instance from cars being parked too close to residential access.*
- Visual dominance of residential streetscape by cars.*
- Noise and general disturbance associated with vehicles starting, manoeuvring, doors shutting, glare from headlights during winter.*
- Disruption to the traffic flow of busier roads.*

With the exception of the last of these, the problems generally only occur where the parking takes place within or adjacent to a residential area.

There is also a need to manage the function of higher order roads which have higher traffic demand. On these roads (which would be collector and arterial roads) a balanced view needs to be taken as to how to manage the demands put upon them. For example, there is little ability to provide parking on Rolleston Drive in the business zone in Rolleston.

These adverse effects need to be balanced against the effects of excessive parking provision on the quality of the B1 area. These include:

- Visual effects*
- Separation of activities, discouraging walking between them*
- Less attractive walking environments have been shown to contribute to increased car dependency and related effects (such as increased obesity and reduced disposable income).*
- Economic effects from reduced vitality (fewer businesses and reduced variety of businesses).*
- Inefficient use of land; often the most valuable and accessible land in the District.*
- Inability to achieve high density development as parking consumes large areas of land (over half the land area of a typical single storey commercial development).*

With this in mind, the Council has sought to determine an appropriate parking requirement for each township, based on the supply of on-street parking within the B1 zone, the existing

demand for that parking and the likely size of the zone in future. The aim is to require the minimum amount of parking needed for “everyday” demand, but not to exceed this. This approach is considered to provide a balance between the need for parking and the problems that supplying it can create.

The requirements for each B1 zone are discussed in detail in Appendix 3. In general, we have not recommended that the notified requirements are changed. The exceptions to this are in Prebbleton, Southbridge and for local and neighbourhood centres, which are discussed below.

Prebbleton

For Prebbleton, a reduction in the requirement to 4 spaces has been recommended on the basis of the anticipated size of a redeveloped centre (which based on the size of the B1 zone will be around 6000m²).

It is expected that if roads are built through the B1 zone by developers, then the on-street parking spaces would be available to meet some of the parking demand for their development (and this recommended rate could be reduced). However, development may not always create public roads (for instance developers have not built roads in Rolleston Town Centre) so the provision of this parking cannot be taken for granted.

Southbridge

For Southbridge, a reduction to 2 spaces per 100m² of floorspace is recommended for small scale retail, because of the low volume of traffic, low demand for on-street space and low anticipated demand for future business activities.

Southbridge has a very large business zone for its size, with only limited residential and business growth expected. There is a relatively large capacity for on-street parking and a public car-park is available.

Whilst large developments are not expected, if one was to establish it would quickly use up this capacity. For this reason, a maximum floor area of 200m² is suggested for this reduced parking rate. This is discussed further in appendix 3.

Local Centres

Local centres are defined in the District Plan as follows:

Local centres, as identified by ODPs should range in size but generally up to 450m² and include:

- 1-5 shops with a maximum retail tenancy of 450m² GFA; and provide
- A limited range of community facilities

For these centres, it is also considered that a reduction to the parking requirement could be provided due to the nature and scale of activities and to avoid an overly commercial appearance for the site. Local centres in older neighbourhoods often rely on angle parking formed in the road corridor, at least for customer parking.

These centres will be sites within greenfield development (for instance as identified in PC7) and will be identified in advance on Outline Development Plans so purchasers of adjacent property will be aware that some traffic effects might be expected around them. A parking requirement of 2 spaces per 100m² is recommended for these areas.

A parking rate of 2 spaces per 100m² or less is particularly advantageous for the design of small centres as it can usually be accommodated in the road corridor without the need for all demand to be met from on-site parking. This is because a typical small shop is around 100m², with a width of around 7m. Such a shop would require 2 spaces. These would have a width of 5.2m and could easily be accommodated in front of the shop. If additional parking is required then it can be accommodated to the side or rear and would be suitable for staff parking. As parking rates increase, it becomes harder to accommodate the parking in a typical street scene and it creates a need for large areas of off-street parking.

Neighbourhood Centres

Neighbourhood centres are defined as follows:

Range in size, but generally 1000m²-2000m² total floorspace and include:

- Up to 15 shops with a maximum retail tenancy of 450m² GFA; and provide*
- A limited range of community facilities*

Due to their restricted size, these centres would not benefit to any great extent from the efficiencies that larger centres enable.

Furthermore, they would also not fall into the local centre category as described above. There is no justification to apply a reduced parking rate on the basis of the scale of effects or effect neighbourhood character being limited.

On this basis, Ms Williams has recommended a minimum of 4 spaces per 100m² of retail and food and beverage (with 17 per 100m² applying to large food and beverage establishments).

Based on the above discussion, I recommend that the submission points (26.1 and 27.1 are accepted in part).

Lincoln

I note that submitters 24 and 25 have not provided details of the traffic surveys they state they have conducted.. This is discussed in appendix 3 and it is considered that these submission points (24.1 and part of 25.18) should be rejected.

Shopping Centre Rate

Submitters 28-30 (28.8, 29.8 and 30.8) request a shopping centre rate which would decrease with the size of the centre

I do not agree with submitters 28-30 that an alternative “shopping centre rate” is appropriate as an alternative to table 13.1(b). The Council’s approach has been to consider the centre as a whole, as it is expected to develop, not individual developments at the time they are built. The aim is that those individual developments are considered as part of a whole, to benefit from the efficiencies of being located in a large centre. It is therefore not necessary to consider individual developments on a size basis.

Evidence for Changes

Submitter 32 (32.12) considers that the change is not sufficiently justified by the section 32 analysis.

I consider that there is a good evidence basis available for this decision and that it meets the requirements of Section 32 of the Act. I therefore recommend that submission 32.12 is rejected.

Business 2 zones

Submitter 31 (31.1) opposed increases in parking requirements for the B2 and B2A zones, considering that current requirements are in excess of actual need. The submitter requested that a requirement of 0.5 spaces per 100m² be put in place for warehousing.

A separate warehousing and storage rate was not applied because these buildings typically change use over the lifetime of the building between warehousing and storage and other industrial uses such as manufacturing. This is problematic, as if the initial use of the building has parking based on a lower rate for warehousing and storage then is later used for other industrial activities. There is typically no additional space available to support larger parking requirements. In many instances this would be the only reason a change from warehousing/storage to other industrial activities would need a resource consent and experience in CCC suggests that most land owners /tenants are unaware of this and are unlawfully established. Where this occurs on several properties a high on-street parking demand can result with adverse effects on surrounding roads.

As an aside, in Christchurch there has also been otherwise permitted re-use of this type of buildings for gyms and dance studios with similar problems.

For this reasons I do not support the submitter’s request.

Business 3 land

Submitters 1-3 (1.8, 2.8 and 3.13) oppose the increase in minimum parking in table 13.1 from 1 space per 2 staff members to 1 space per 1.5 staff members in the B3 zone because they consider it is not justified in the section 32 analysis and is not aware of any problems

caused by the existing standard. They consider increased parking is inconsistent with policy direction to promote sustainable transport.

Submitter 3 opposes the increase to educational parking requirements as they consider that these have been designed for high schools, not for a university, and that the universities existing parking arrangements are adequate.

With regard to research institutes, the utilisation of space in these buildings is somewhat unique as they contain laboratories and offices and there is not data generally available to demonstrate typical parking demand for this land use. In view of this, I recommend that the submission is accepted and the parking rate reverts to the existing rate of 1 space per 2 staff members.

The parking requirement for educational activities (including tertiary) has also been increased in-line with the policy direction to cater for everyday demand on site.

Submitter 3 has not provided evidence to suggest parking demand for tertiary activities generally would be less than that for other education facilities. To the contrary the greater likelihood of self-drive to a tertiary activity could suggest that parking demand may if anything be higher than for other education facilities.

I note that the Christchurch City Plan requires 25.5 spaces per 100 full time students (1 per 4 students, but no additional staff requirement). Palmerston North (with Massey outside its fringe) requires 0.3 spaces per full time student and 0.7 spaces per staff member. This equates to 1 space per 3 students and an additional requirement for staff. Compared to these requirements, 1 space per 8 students and 1 space per staff member does not seem unreasonable.

There is nothing about Lincoln that would suggest a lower requirement is appropriate. For instance the University of Canterbury and CPIT are better located for public transport.

It is also noted that policy B2.1.6(c) provides direction towards the reduction of car park provision where travel plans are in place (refer to discussion above).

Pre-Schools and Schools

Submitter 25 considers the required parking rate for preschools should be 1 per 6 students rather than the rate of 1 space per 4 students as notified in PC12.

The parking rate set for preschool activities is based on the surveyed peak parking demand.. This rate of one space per six students would represent average parking demand and result in reliance on on-street parking at busy periods. This may be appropriate in a number of instances, however, given the range of zones and locations where preschools seek to establish (ranging from residential local roads to other zones and Arterial roads) it cannot be assumed that some reliance on on-street parking will always be suitable. As such the requirement to meet all anticipated parking demand on-site is considered appropriate for the District Plan requirements. Where on-street parking is appropriate in the vicinity of a site, resource consent can be sought for a reduction of on-street parking spaces.

The proposed requirement of 1 space per 4 students will cater for all parking demand for all but the busiest times of the year which is consistent with the parking policy direction (refer to section 7.5.2 of the S.32 Assessment).

In view of this I recommend that submission 25.18 (that part which refers to B1 zones) is rejected.

Submitter 20 notes that they wish to encourage sustainable transport to schools. They seek reassurance that a reduction in car parks would be acceptable if a Travel Management Plan was in place.

They note that the driving age is proposed to change to 16 and that table 13.1 will no longer reflect legislative requirements.

The submitter (20.2) also considers that rule 13.1.1.6 is unclear how many mobility impaired car parks are required for school sites. They also consider that parking space requirements are unclear for incremental growth and that it is unclear when rule 13.1.1.1 (20.3) is triggered.

With regard to the first point, the relevant parking requirement rules have a discretionary activity status, which enables all effects to be considered. The proposed policy B2.1.6(c) provides clear policy direction to support the consideration of effects for parking shortfalls through the resource consent process. Whilst each application must be considered on its own merit, there is no reason this cannot be applied to educational activities and I consider that educational activities are a good example of where a travel plan would be effective. For clarity, I have recommended that specific reference is made to school travel plans within Policy B2.1.6(c) (Township Volume) as proposed in section 4.3.1 of this report, above.

With regard to driving age, I agree that the proposals should be updated to reflect the change in driving age and that table 13.1 should be amended.

With regard to rule 13.1.1.1, the only changes to this clause are the additions of table and diagram reference numbers. This clause has not been problematic to administer in the past and I do not consider that it is difficult to understand. For this reason I recommend that it is not altered.

With regard to parking for mobility impaired persons (Township volume Appendix E13). I recommend that it is amended to state simply that parking for mobility impaired persons is included in the parking requirements and not additional to it.

Slow Trade and Bulk Goods

Submitters 28-30 requested more clarity in respect to the definition of slow trade and bulk retail.

A new rate has been included for activities considered to be 'slow trade and bulk retail'. These activities are considered to be a subset of general retail and as such are included within the definition of 'retail activity' (both Township and Rural Volumes, Part D) as follows:

For the purposes of calculating car parking requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as whitewares, furniture and vehicles.

Where there is uncertainty as to whether the slow trade and bulk retail activity is appropriate clause 13.1.1.3 dictates that the highest rate (retail) should apply. I consider that this provides sufficient clarity on the type of activity that is anticipated. Whilst a more descriptive definition could be put in place (for instance a list of approved goods) it would be quite problematic to devise such a list; it would most likely create a whole new series of ambiguities and anomalies. However, I consider that building supplies could be included as these are one of the most common “bulky goods”. This is considered acceptable on the basis that stores that sell a mix of bulky and non-bulky good (such as Bunnings for instance) would be excluded from the bulk goods definition.

Recommendation 8

- 1 That submissions 1.8, 2.8 and 20.1 are accepted; submission 25.18 is accepted in part (as it relates to this matter); submission 3.13, 28.8, 29.8, 30.8 and 32.12 are accepted in part and that submissions 24, 27 and 31.1 are rejected.
- 2 That the proposed plan change is amended as follows:

Amend rule 13.1.1.6:

13.1.1.6 Parking spaces for mobility impaired persons shall be **provided at the required rate and shall be** included within the total requirement specified in table E13.1.

Insert new subheading into Table 13.1(a)

Except as provided in table 13.1(b), the following parking rates shall apply:

Amend Table 13.1(a) as follows:

Education and / or day care facilities (Excluding Preschools)	<u>1 space per full time equivalent staff member, plus 1 space per 8 students over 1516 years of age, and</u>
Research facilities	1 space per <u>2</u> 1.5 full time equivalent staff

Amend Table 13.1(b) as follows:

Table E13.1 (b) — Parking spaces to be provided for Town Centres, and Local and Neighbourhood Centres

The following requirements shall apply to:

- Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps.
- **Local and Neighbourhood Centres as identified on an approved Outline Development Plan**

For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
<u>Food and Beverage</u> <u>(Lincoln, Rolleston, Darfield, Leeston; and Southbridge except as specified below)</u>	<u>3.5 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Lincoln, Rolleston, Darfield, Leeston; and Southbridge except as specified below)</u>	<u>3.5 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>
<u>Food and Beverage</u> <u>(Neighbourhood centres (activities under 450m²) and Prebbleton)</u>	<u>4.0 spaces per 100m² PFA for the first 150m² then 17 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Neighbourhood centres (activities under 450m²) and Prebbleton)</u>	<u>4.0 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>
<u>Food and Beverage</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
<u>Retail activities generally (including Commercial)</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

Amend the definition of retail activity as follows:

Retail Activity: the use of land or buildings for displaying or offering goods for sale or hire to the public, including service stations. For the purposes of calculating car parking requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as building supplies, white wares, furniture and vehicles.

Definition of Workbay

Submitter 25 (25.18) requested clarification of the definition of workbay.

I have recommended that it be amended (below).

Seek retention and amendment of clause 13.1.1.3.

Submitters 28-30 (28.9, 28.11, 29.9, 29.11, 30.9 and 30.11) note that the present rule 13.1.1.3 that allows for shared parking between activities that are undertaken at different times is to be deleted. They consider that this rule encourages the efficient use of resources; but they consider that the discretion the rule affords to approve joint use of car parking is inappropriate. They request the re-instating of rule E13.1.1.3 with the removal of Councils discretion.

Existing Rule E13.1.1.3 is as follows:

- 13.1.1.3 Where different activities are undertaken at different times on a site, or adjoining sites, and the car parking demands of those activities do not coincide, the Council may approve the joint use of car parking spaces where it is deemed appropriate.

Submitters 28-30 request approval of rule E13.1.3.3. Submitter 31 requests that it is extended to the B2A zone.

Proposed rule E13.1.3.3 is as follows

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- (a) the parking shall be clearly associated with the activity by way of signage on both sites, and
- (b) the parking is located on the same side of any road as the activity, and

- (c) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- (d) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- (e) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site) by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

Plan Change 12 proposes to delete clause E13.1.1.3, which was a discretionary standard and replace it with E13.1.3.3, which makes it a permitted activity subject to certain criteria. This is explained in detail in paragraphs 199-203 of the s.32 Assessment as notified. I therefore do not agree that there is a need to retain the old rule in any form.

However, I consider that some relaxation of the replacement rule would be appropriate. As presently worded, the rule would require that signage is put in place to associate the parking with the activity. I consider that it would be equally appropriate for the parking to be available to the general public, so that the amount of such “shared” parking was increased. Shared parking is more efficient so that if all businesses provided it then less would be needed overall. An increase in the amount of shared parking provided is as desirable (or more desirable) than the provision of reserved parking.

With regard to the B2A zone, rules that apply in the B2 zone generally also apply in the B2A zone unless specifically stated otherwise. Therefore the rule would already apply and no amendment is needed.

Cycle Parking (rural rule 4.6.3.3 and township rule 13.1.4)

Submitter 25 considered that cycle parking in the rural area was unnecessary (25.5). Submitters 28-30 (28.12, 29.12, 30.12) requested a cap of 10 spaces per centre.

Rule 4.6.3.3 is as follows

- 4.6.53** Any activity which involves the provision of goods or services to the general public shall be a permitted activity if the following conditions are met:

4.6.3.3 Provision is made for on-site cycle parking.

I consider that it is likely that some cycle journeys will occur to rural activities and therefore some provision for on-site cycle parking should be made. As such activities will be subject to consent processes, the amount can be set as a condition of consent.

Rule E13.1.4 is as follows:

E13.1.4.1 Any activity, other than residential activities, temporary activities, activities listed in E13.1.4.2 and activities permitted under Part C,

Living Zone Rules - Activities 10.9.1. is to provide cycle parking at a minimum of 2 spaces and then at a rate of 1 cycle space for every 5 car parking spaces required, to a maximum of 10 cycle spaces.

E13.1.4.2 Any Place of assembly, recreation or education activity shall provide cycle parking at a minimum of 2 spaces and then at a rate of 1 cycle space for every 5 car parking spaces required.

E13.1.4.3 All cycle parking required by rule E13.1.4.1 or E13.1.4.2 shall be provided on the same site as the activity and located as close as practicable to the building main entrance and shall be clearly visible to cyclists entering the site, be well lit and secure. The type of stand must comply with the Engineering Code of Practice requirements for cycle parking rack systems.

I do not agree that a cap of ten spaces per centre is appropriate. I consider that demand in large centres will exceed this. I also consider that in large centres people may wish to cycle from one place to another (for instance the Rolleston B1 zone is very large) and that a number of cycle parking areas should be provided.

Non-Compliance with Parking Standards (Township)

Submitter 25 requested that the status of non-compliances with rule 5.5.1 (provision of vehicle parking and cycle parking) should be restricted discretionary rather than discretionary (25.17).

The discretionary status has been carried over from the existing plan. I consider that this is an appropriate activity status to employ in this case, that allows for the consideration of effects on a case by case bases. Assessment of parking non-compliance is not restricted to effects such as traffic flow and includes matters such as pedestrian amenity, noise and positive effects that could arise such as the provision of landscaping and pedestrian routes instead of car parks. The rule also applies to residential areas where traffic generating activities are not anticipated and where consents are likely to be discretionary in any case. I do not consider that there is a strong reason to change this rule.

Recommendation 9

- 1 That submission 25.18 is accepted, that submissions 28.9, 28.11, 29.9, 29.11, 30.9 and 30.11 are accepted in part and that submissions 25.5, 25.15, 28.12, 29.12 and 30.12 are rejected
- 2 That the following amendments are made to the township volume:

Amend Rule E13.1.3.3 as follows

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- (f) the parking shall be clearly associated with the activity by way of signage on both sites, **or alternatively be available for public use, and**
- (g) the parking is located on the same side of any road as the activity, and
- (h) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- (i) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- (j) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site); **or by the general public;** by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

Amend the definition of workbay as follows:

Workbay: for the purposes of calculating parking requirements, shall be the **size of the space-area** required for ~~the each~~ motor vehicle **intended to be in a space where it can be** serviced and any area immediately surrounding the vehicle required for lifts / hoists that enable the vehicle to be worked upon. It is noted that any other floor area within the building surrounding the work bay shall be considered as retail, office or industrial as appropriate.

4.6 Car Park Design and Layout

4.6.1 Policy

Both Volumes

Policy B2.1.7

Submitter 20 (20.4) supports Policy B2.1.7 as it provides for alternative forms of transport. Submitters 28-30 (28.1, 29.1, 30.1) note that the policy has no methods and contends that the rules do not assist with how the policy can be achieved. They request a reference to an industry accepted volume such as NZS2890:2004.

Submitter 23 (23.2) requested amendments to the policy to better provide for public transport.

The policy is as follows:

Policy B2.1.7

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site and between car and cycle parks, and building entrances.

ASNZ 2890.1.2004 section 4 contains some comments on design for pedestrians in terms of surfacing, signage and could provide limited support in terms of detailed design elements. Specifying this standard may however mislead the intention of this policy to consider general user-friendly design principles and amenity considerations through an integrated approach.

Some Councils in America and the United Kingdom do have off-street parking design guides which consider the appropriate aspects including design for pedestrians and amenity. The potential effects for Council staff up-skilling and learning new provisions has been considered within the section 32 assessment and it was determined that on balance the benefits outweigh the costs.

It is considered advantageous for Council to develop a design guide (or include a parking chapter in a Business Design Guide) to provide guidance. This however would sit outside of the District Plan and provide additional guidance for Plan users.

It is not considered beneficial to add reference to ASNZ 2890.1.2004 as a method however it is noted that the township volume does not contain methods for this policy and the appropriate methods should be included. Greater clarity as to District Plan methods for parking could also provide clarity in respect to which rules achieve this policy.

I agree with submitter 23 that references to public transport would be useful and I recommend that these are included as suggested in the submission.

Township Volume

Policy B3.4.18(b) and (c)

Submitter 17 considers that the wording of policy B3.4.18(b) does not provide clear direction for assessing applications and administrators of the District Plan will not have adequate knowledge in the broad range of matters at their discretion.

Submitters 28-30 (28.3, 29.3, 30.3) requested the deletion of policy B3.4.18 (b) and (c) because they consider that it is not appropriate to deal with amenity issues in transport policy; and that these matters are already addressed in Policy 3.4.17.

Submitters 20 and 22 (20.4, 22.9) Supported policy B3.4.18(b) and suggested that the effects of reductions in parking achieved through travel demand management also be included.

Submitter 23 (23.2) also supported the policy and asked for amendments to include references to public transport.

The policies are as follows:

Policy B3.4.18 **(a)**

Ensure all activities have appropriate car-parking facilities to avoid, remedy or mitigate any adverse effects of car-parking on:

- The amenity values of streets;
- The privacy of residents; and
- Safe and convenient access to sites.

Policy B3.4.18 (b)

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians and cyclists. In determining these matters the following factors shall be collectively considered:

- **The overall development and site layout;**
- **Building location and orientation;**
- **Landscaping;**
- **Vehicle access and circulation;**
- **Pedestrian access and circulation (including relative to building entrances and pedestrian desire lines); and**
- **Safety and security of users.**

Policy B3.4.18 (c)

The assessment of parking space provision for the establishment of new activities shall consider the existing and future levels of accessibility to the site, by sustainable transport modes.

One of the key focuses of this plan change is to improve integrated assessment of transport and land use effects in terms of sustainable management of natural and physical resources.

Section B3 already contains policy B3.4.18 (now policy 3.4.18(b)) which considers the effects inadequate parking may have on amenity, privacy and site access. It encourages the provision of car parking to reduce the effects that result from people parking on the street, on amenity, privacy and good access to sites.

The proposed policies B3.4.18 (b) and (c) provide balance by considering the negative impact that parking provision may have. Car parks can be unattractive, and can also be a barrier to movement especially if they do not provide safe and convenient routes for pedestrians. The provision of car parking will not necessarily achieve the aims of policy

3.4.18(a) as it may reduce both amenity and the ease of access for non-car users. A balancing policy is therefore required, to make sure that the benefits and disadvantages of car-parking are given equal consideration.

I disagree with submitters 28-30 that it is not appropriate to address amenity in a transport policy; the aim of the plan change is that a coherent framework is in place for development as a whole. It considers transport policy along with the effects of transport and transport infrastructure like car parks. It is therefore wholly appropriate to consider issues of amenity as far as they are related to transport, such as the position and layout of car-parking.

However, since the notification of Plan Change 12, this issue has been addressed by PC29. PC29 makes larger development in the B1 zone (above 450m²) a restricted discretionary activity, with site layout and car parking being matters for discretion. Smaller developments are permitted activities but car-parking in front of buildings (between the front building façade and the street) is not permitted.

This does not, in my view change the need for a balance of requirements to be considered under transport; to ensure that the need for matters such as car-parking are not considered in isolation from their adverse effects. The submitters will note that significant amendments are proposed to the proposed methods related to this policy in the light of PC29.

I agree with submitter 23 that the policy could also include references to public transport and have recommended that it be amended accordingly.

I agree with the intent expressed by submitter 22 that the effects of travel demand management be taken into account in setting parking rates. However, I consider that policy B2.1.6(c) achieves this already and I have not recommended any changes for this reason.

As regards policy 3.4.18(c), the submitter (28-30) is mistaken when he states that the policy refers to amenity; it clearly relates to accessibility (by sustainable transport).

Recommendation 10

- 1 That submissions 20.4, 22.9 and 23.2 are accepted; submissions 28.1, 29.1, 30.1 and 28.3, 29.3, 30.3 are rejected; and that submission 17 is rejected with regard to this matter.
- 2 That the following amendments are made to the plan change:

Amend Policy B2.1.7 as follows:

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site, **including for users of public transport**, and between car and cycle parks, and building entrances.

Add the following methods to policy B2.1.7 in the Township Volume:

- Road formation
- Vehicle Accessways
- Vehicle crossings
- Car parking provision, design and layout

Add the following method to the Rural Volume, Part B2, Policy B2.1.7:

- Car parking provision, design and layout

Amend Policy B3.4.18(b) (Township Volume) as follows:

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians, cyclists **and users of public transport**. In determining these matters the following factors shall be collectively considered:

- The overall development and site layout;
- Building location and orientation;
- Landscaping;
- Vehicle access and circulation;
- Pedestrian access and circulation (including relative to building entrances, **public transport** and **along** other pedestrian desire lines); and
- Safety and security of users.

4.6.2 Rules

Parking Areas and Site Layout

Township (Rules 17.7 and 5.5.2) and Rural (Rule 4.6.4)

Submitters 1-3, 17, 25 and 28-30 (1.9, 2.9, 3.14, 17, 25.6, 25.16, 28.3, 29.3 and 30.3) oppose rule 17.7. They argue that amenity issues should not be managed by a catch all traffic generation rule (25, 28-30); that it gives the Council unreasonable discretion to control the layout of entire developments based simply on the number of car parking spaces (17, 28-30) and the rules and policies do not give a clear indication of what the Council is trying to achieve (28-30). Furthermore, that it is not effects based and could lead to decisions

being made in relation to the development of entire properties that are not sufficiently related to the effects of car parking (17).

Commenting on rule 5.5.2, submitter 25 considered that the rule had merit but that the threshold was too low and suggested that it should be 100 spaces. Submitter 32 (32.9) also questioned whether the threshold was appropriate.

Submitters 1-3 (1.3, 2.3 and 3.5) support the rules for new development, but not for existing activities. They consider the need for a consent to change 5 or more spaces to be inefficient. They notes that car parks will already need to meet standards on dimensions, manoeuvrability and location.

Submitter 25 considers there is an inconsistency between rules 4.6.6 where car parks with over 40 spaces are a controlled activity and 4.6.7 requiring assessment of any non-compliance as a restricted discretionary activity.

Rule 4.6.4 (Rural Zone) and rule 5.5.2 (Township living Zones) are as follows:

5.45.2 Any development or redevelopment of a parking area of more than 40 parking spaces shall be a controlled activity, in respect to safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

Rule 17.7.1 (Township Business zones) is as follows:

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

(a) The location, layout and orientation of parking areas relative to:

- i. Buildings, the road frontage, and any physical constraints for the site, and**
- ii. Vehicle manoeuvring, access and circulation, and**
- iii. Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and**

(b) The provision of lighting for the safety and security of the parking area users, and

(c) The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7.2 In the Business 3 zone, any development or redevelopment, of a parking area with more than 40 parking spaces shall be a controlled activity.

17.7.2.1 [Assessment matters as 17.7.1]

These rules implement policy 3.4.18(b). Parking spaces occupy large portions of the site and therefore have a highly significant impact on the layout of the site particularly given the prescriptive nature of parking space provision to accommodate stall width, length, aisle width and manoeuvring space. Other site requirements such as building entrances and landscaping are often constrained by the need to accommodate parking. This can result in poor urban design and amenity outcomes. These aspects require collaborative planning to ensure a good overall outcome for the site is achieved.

In terms of transport related on-site design this rule is intended to provide some balance between efficient design of car parking areas for use by vehicles (e.g. stall and aisle dimensions etc) and use by other modes. For example, in parking areas where there are multiple rows of parking and / or high turnover of parks, it is desirable to avoid the main vehicle circulation route separating these parks from the building entrance. Solutions may be as simple as a re-orientation of the parking modules for example to provide more direct pedestrian routes within and across the site and or improve pedestrian safety by reducing vehicle circulation in front of building entrances. In larger car-parks, a dedicated pedestrian route may be required. Ms Williams discusses this further in appendix 3.

This rule also complements other changes within the plan to achieve better connectivity and accessibility for all transport modes by ensuring that destination facilities (in this respect being sites / parking areas / site entrances) are safe, convenient and pleasant places to be (note there is a correlation between the number of parking spaces and likelihood of being a destination, although the actual number of trips to the site varies by land use).

As indicated in 4.4.1, PC29 has superceded some of the PC12 provisions related to site layout in the B1 zone. PC29 is subject to appeal but there is no need for Council to continue to seek similar changes through two separate processes. I therefore recommend that the amenity component of rule 17.7 is removed..

Rule 17.7.2 relates to the B3 zone, where no such new rule has been brought in and I therefore recommend that it is retained in PC12. However, I recommend that it is simplified and that is combined with rule that emerged from the PC29 hearing. The rule below is the PC29 rule with modifications shown underlined:

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 **In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity**

17.7.4 **Under rules 17.7.2 and 17.7.3,**The exercise of the Council's discretion shall be limited to the following:

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas

- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects

PC12 distinguishes between B1 areas and the B3 zone because of the different types of activities expected (for instance lower turnover of parking spaces and less requirement to create civic amenity because members of the public are less likely to be present).

With regard to the appropriateness of the threshold, Ms Williams has discussed this in Appendix 3 and concludes that it is appropriate (at 40 spaces) for reasons of pedestrian safety and circulation..

I have recommended that the remainder of the PC12 car-park design rule (17.7) is simplified as followed to clarify that it concerns safety and circulation; and that this is added as a final assessment matter.

The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

The result of this would be that rule 17.7 makes development in the B1 and B3 zone a controlled activity subject to a threshold (20 or 40); that matters of amenity are considered as per the PC29 decision; and that matters of safety and circulation are considered as described here.

I have also recommended that a separate rule is included for B2 land that deals with matters of safety only.

With regard to the issue raised by submitter 25, that 4.6.7 is inconsistent with 4.6.4, rule 4.6.7 has been amended in error. I recommend that rule 4.6.7 is amended to remove reference to rule 4.6.4 (and submission point 25.6 is accepted).

With regard to whether the rule should apply to existing car parks, the concern of submitters 1-3. I again defer to the decision that has already been made in Plan Change 29, where redevelopment was excluded and recommend that this change is also made to PC12.

Parking area dimensions

Submitter 25 considers that minimum car park dimensions have been incorrectly adopted from NZS2390.1:2004 which has been updated.

They also noted that the minimum dimension for mobility impaired parking was 3.2m - 3.6m and suggested that 3.2m was the appropriate figure.

The minimum car park dimensions have been carried over from the existing plan where they appear to be working well. It is not considered necessary to alter them regardless of changes to NZS2390.1:2004.

We agree with the submitter that 3.2m is the appropriate minimum for mobility impaired parking.

Recommendation 11

- 1 That submissions 25.6 and 25.7 is accepted, submissions 28.3, 29.3 and 30.3, 1.3, 2.3, 3.5, 1.9, 2.9 and 3.14 are accepted in part and submissions 17, 25.16, 25.19 and 32.9 are rejected.
- 2 That the following amendments are made to the plan change (PC29 amendments are shown in blue):

Township Volume

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

(a) The location, layout and orientation of parking areas relative to:

i Buildings, the road frontage, and any physical constraints for the site, and

ii Vehicle manoeuvring, access and circulation, and

iii Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and

(b) The provision of lighting for the safety and security of the parking area users, and

(c) The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7 PARKING AREAS AND LANDSCAPING

17.7.1 In the business 1 zone, new car parking areas shall be a permitted activity if they comply with the following:

...

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity

17.7.4 **Under rules 17.7.1 and 17.7.2, The exercise of the Council's discretion shall be limited to the following:**

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas
- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects
- **The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.**

17.7.5 In the business 2 zone, except for industrial activities, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity. The exercise of Council's discretion shall be limited to the safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

Both Volumes

delete the definition of redevelopment

4.7 Road Widths

Submitter 25 considers that widths of collector and living 2 local roads are excessive and requests reduction of minimum widths in table E13.8 to 15m (collector) and 11.5m (Living 2) local (25.22).

The submitter notes that different categories of local road are not defined in table 13.8 and requests clarification (25.23).

Submitter 25 considers that rule E13.3.1.4 (limit to cul-de-sac length of 150m) is not justified and that connectivity can be provided by other means. They consider that E13.3.1.5 preventing cul-de-sacs from accessing other cul-de-sacs is not justified. They request deletion of rules E13.3.1.4 and E13.3.1.5 (25.24).

Submitters 28-30 consider that table E13.8 would require the removal of parking on Rolleston Drive and Masfield Drive to make way for cycle lanes and that roads in business zones should have parking on both sides. Requests amendment of table E13.98 to provide separate standards for collector and business roads in business areas to ensure that parking is provided on both sides of the carriageway (28.17, 29.17 and 30.17).

Relevant parts of Table E13.8 are as follows:

Table E13.8 — Road Standards

Type of Road	Legal Width (m)		Carriageway Formed Width (m)		Traffic lanes	Parking lanes Kerb and Channel	Specific provision for cycles (on road or off road)	Pedestrian Provision Footpath(s)
	Min	Max	Min	Max	Min. No. of	Min No. Of		Minimum
Arterial and Collector Roads — Any	20	20 25	11 13	13 14	<u>2</u>	2 Both sides	<u>Yes</u>	<u>Both sides</u> <u>One side only</u>
<u>Collector</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
Local — Business Local roads — any other	15 20	<u>20 25</u>	<u>8 12</u>	<u>8.5 13</u>	<u>2</u>	2-Both sides	<u>Optional</u>	<u>Both sides</u> <u>One side only</u>
<u>Local — Living 2 zone only</u>	<u>18</u>	<u>20</u>	<u>6</u>	<u>6.5</u>	<u>2</u>	<u>NA</u>	<u>NA</u>	<u>Optional but no more than one side.</u>
<u>Local - Major</u>	<u>16</u>	<u>20</u>	<u>8.5</u>	<u>9</u>	<u>2</u>	<u>1</u>	<u>Optional</u>	<u>One side</u>
<u>Local - Intermediate</u>	<u>13</u>	<u>15</u>	<u>7</u>	<u>8</u>	<u>2</u>	<u>1</u>	<u>NA</u>	<u>One side</u>
<u>Local - Minor</u>	<u>10</u>	<u>12</u>	<u>5</u>	<u>6</u>	<u>1</u>	<u>NA</u>	<u>NA</u>	<u>NA</u>

E13.3.1.4 Cul-de-sacs are permitted on local business roads. Cul-de-sacs are also permitted for local intermediate or local minor roads but shall be restricted to a maximum length of 150 metres.

E13.3.1.5 Any cul-de-sac road must connect to a through road and shall not only connect to another cul-de-sac.

I comment first on the requirements for road widths. These have been designed to allow a degree of flexibility depending on the use of the road corridor. The use of this space is not just for vehicular transport and access, but also for pedestrians, cyclists and creating a pleasant public environment. These matters are discussed in detail in section 5 of the Subdivision Design Guide (Street Design). It advocates that streets need to provide for a variety of uses, including: social space (places for people to be, including seating areas, informal stopping areas with places to linger); and amenity space (landscaping, street trees, water-races and other enhancements to the street scene). They also need to provide space for services and in some cases, stormwater treatment.

A collector road needs to provide good amenity because it is a busier traffic environment and may also form the most direct route for pedestrians and cyclists, meaning that it may also be

more heavily used by those modes. Collector roads must also be suitable for public transport.

Because of this more intensive use for a variety of purposes, there is more pressure on the use of a collector road. As well as an 11m carriageway, it needs to accommodate a 1.5m footpath on each side. There must also be space for rubbish bins, street trees and other amenity. The Council has always required a 20m width, which is not unusual and seeks to continue this because of the intensity of use of the corridor.

I expect that there might be circumstances where a narrower corridor could be appropriate, for instance where innovative design provides increased amenity. However, this would be best dealt with under a consent process where Council can make decisions on the basis of the plans before it.

The submitter also questions the need for a 18m legal width in Living 2 areas. This is based on the cross sections provided in PC17 (Part E Appendix 40). There is a need for sufficient space for servicing, stormwater disposal and also for amenity and walking access along the berm (whether or not a pathway is formed).

The Council would prefer to avoid deep swales or swales with steep sides because these can be harder to maintain, create the need for bridging structures and may not lend themselves to multiple uses (such as walking). As a result, a certain amount of width is required in the berm.

This is especially important in areas with more extensive stormwater requirements such as Lincoln, for instance Liffeyfields, where an extensive swale and basin system is incorporated into the road corridor.

It is also desirable to retain a wider width in Living 2 areas to future proof them in the event of future urban intensification. There are very few roads in these areas and if they are redeveloped in future it is inevitable that those roads that do exist will be the main (secondary) routes through the area. Council's experience is also that it can be relatively hard to get an extensive road network in these areas and therefore it must rely on more intensive uses of existing roads (for instance for parking). Some width in the road corridor gives more options for future redevelopment.

In view of this I have recommended that the 18m width is retained.

With regard to the need for definitions of local roads, this is provided in the definitions section under "local roads":

Local Road: means a road that is not intended to act as a main through route for motorised vehicle traffic as their primary network function is to provide property access, and they generally have lower traffic volumes. Any road in the district that is not specifically identified in this Plan as a State Highway, Arterial or Collector road is a 'local road'. New Local roads are further classified into the following sub categories.

Local Business Road (includes cul de sacs): means a local road that serves a commercial or industrial area within a business zone in the district. These roads can be

different in nature and of a higher standard, compared to a residential local road, as they need to cater for larger and heavier vehicles with their increased demands on vehicle manoeuvring, parking and property access.

Local Major Road: means a local road that connects to collector and arterial roads (and other local roads). They are likely to form part of a wider network of connected roads of a similar standard that extends over an urban area. Council's urban design terminology refers to these roads as "local area Streets"

Local Intermediate Road (includes cul de sacs): means a local road with low traffic volumes and speeds and primarily provides only for property access in urban areas, while maintaining some degree of connectivity best suited for walking and cycling between streets. The Councils urban design terminology refers to these as "neighbourhood streets".

Local Minor (includes cul de sacs): means a local road that primarily provides for property access. Local minor roads are referred to as "resident's streets" Local minor roads are required to maximize street amenity in a space shared by all road users and have a low speed environment (less than 50km/hr).

With regard to the length of cul-de-sacs, The maximum length of 150m is derived from the Subdivision Design Guide. It reflects the need to address excessive use of cul-de-sacs within subdivisions in the Selwyn District which have resulted in low levels of connectivity and / or legibility within urban areas, an example being the Ambrose Estate subdivision, centred around Rembrant Drive in Rolleston; or the area around Oak Tree Lane, also in Rolleston.

The desire for long cul-de-sacs also does not sit with the general policy direction of the plan as expressed through PC7 and this plan change.

PC7 added a number of new assessment matters for the consideration of subdivisions. These include the following:

- | | |
|-----------|--|
| 12.1.4.16 | The length of cul-de-sacs and whether a pedestrian connection is appropriate from the end of the cul-de-sac through to another road |
| 12.1.4.17 | The access to cul-de-sacs being from a through road rather than another cul-de-sac |
| 12.1.4.22 | Whether roads and reserves have a coherent and logical layout to facilitate connectivity, legibility and permeability eg desire lines are provided to cater for cyclists and pedestrian users. |
| 12.1.4.30 | Whether residential blocks achieve an average perimeter of 800m and maximum perimeter of 1000m unless precluded by an existing pattern of development. |

*In practice it is expected that subdivisions will be developed with a block structure in which blocks have an 800m perimeter (for instance with dimensions of 200m*200m or 300m*100m, refer to page 14 of the Subdivision Design Guide for a detailed explanation). This reflects a*

traditional pattern of development for instance in older parts of Darfield, Leeston, Lincoln or central Christchurch (see figure 2).

The above rules do not limit how this will be achieved and it will sometimes occur through two cul-de-sacs being joined by a walkway connection.

In practice, given this urban structure, 150m is a generous provision for a cul-de-sac. It is longer than would be required to access the interior of a block.

Furthermore, it is not expected that the urban structure would generally be formed of cul-de-sacs connected by walkways as the submitter appears to be suggesting. A limit to the length of a cul-de-sac is a useful check on the over-use of this development pattern. There is a place for cul-de-sacs within the road hierarchy, but if they are too long, or there are too many, then they affect legibility (ease of way-finding) and connectivity and they increase the distance that vehicles must travel.

In any case the plan change provides for flexible alternatives to the use of cul-de-sacs, including a variety of standards for the construction of connected roads. Restrictions on the length of cul-de-sacs ought not to make it difficult to develop.

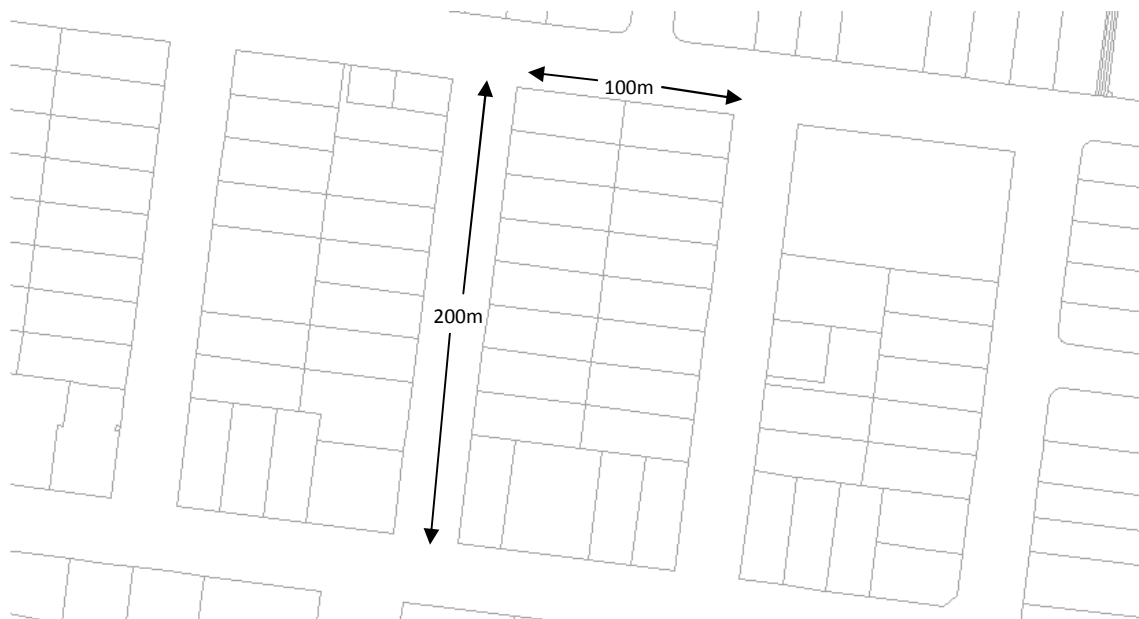


Figure 2 – Development blocks in Darfield with a 600m perimeter

I note that non-compliance with this rule would be a discretionary matter and the effect of this would be to change the status of an application (not generate the need for additional consents). Longer cul-de-sacs could still be approved.

The submitter questioned the need to restrict the ability of cul-de-sacs to be accessed from other cul-de-sacs (rule E13.3.1.5). An ability to link cul-de-sacs to other non-through roads would essentially create a long network of cul-de-sacs and therefore undermine the intention of the 150m limit and the ability to achieve adequate levels of connectivity.

I note that this rule already exists in the district plan as assessment matter 12.1.4.17, listed above, but that this would only apply to the living zone. I recommend that the proposed rule is retained so that it can apply to all zones.

With regard to the point raised by submitter 28-30 on Rolleston Drive. The Plan standards are for new roads and would not apply retrospectively, so would not affect the existing roads referred to.

Notwithstanding the above, I would tend to support the argument that new collector roads should have parking on both sides in the business 1 zone. I have therefore recommended that a new line is added to the table to reflect this. I do not consider that it is needed in other business zones where the need for parking will not be so great.

Recommendation 12

1 That submissions 25.22, 25.23 and 25.24 are rejected and that submissions 28.17, 29.17 and 30.17 are accepted in part.

2 Amend Table E13.9 as follows:

Type of Road	Legal Width (m)		Carriageway <u>Formed</u> Width (m)		<u>Traffic lanes</u>	<u>Parking lanes</u> Kerb and Channel	<u>Specific provision for cycles (on road or off road)</u>	<u>Pedestrian Provision</u> Footpath(s)
	Min	Max	Min	Max	<u>MinNo. of</u>	<u>Min No. Of</u>		<u>Minimum</u>
Arterial and Collector Roads – Any	20	20 25	11 13	13 14	2	2Both sides	Yes	Both sides One side only
<u>Collector (except in Business 1 zone)</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
<u>Collector (Business 1 zone)</u>	20	<u>25</u>	<u>13</u>	<u>14</u>	<u>2</u>	<u>2</u>	<u>Yes</u>	<u>Both sides</u>

4.8 Traffic Generation Rule

Submitters 1-3 are concerned that rule 17.3.6 could be triggered by a redevelopment of their (B3) site without any increase in effects and request that B3 land is excluded (1.7, 2.7 and 3.12).

Submitters 28-30 consider that B1 zoning anticipates a certain level of traffic and that the rule is not required. They note that it appears to be based on Christchurch City rule which is under review and request deletion of the rules 17.3.6 and 17.3.7 or a review of the trip generation threshold (28.5, 29.5 and 30.5).

The proposed rules in question are as follows:

17.3.6 Any vehicle crossing to a site which generates more than 250 vehicle trips per day, or any vehicle crossing providing shared access to sites which cumulatively generate more than 250 vehicle trips per day, shall be a restricted discretionary activity, except that this rule shall not apply to any site located within the Business 2A zone (Izone).

17.3.7 Under rule 17.3.6 the Council shall restrict its discretion to consideration of:

17.3.7.1 The proximity to other vehicle crossings on the same or opposite side of the road, particularly those to sites which also generate more than 250 vehicle trips per day.

17.3.7.2 The proximity to road intersections.

17.3.7.3 The location of the vehicle crossing(s) and the impacts on the frontage road(s) including safety and efficiency for all road users (i.e. including pedestrians).

17.3.7.4 Whether any adverse effects on the frontage road (all road users) or location relative to other access points can be mitigated by the provision of physical works to the frontage roads or installation of traffic controls.

Ms Williams considers this matter in detail in her report. She notes that existing access controls have not been sufficient to manage the effects from larger developments and concludes that the rule is necessary and that the threshold is appropriate. I therefore recommend that it is retained in its current form.

Recommendation 13

That submissions 1.7, 2.7 and 3.12 and 28.5, 29.5 and 30.5 be rejected

4.9 Sight Distance

Both Volumes

Table E10.4, Diagram E10.A1 (rural), Rule E13.2.3 and Table 13.6 (township).

Submitter 25 (25.12) considered that sight distances are inappropriate and inconsistent with the NZTA Planning Policy Manual which states that the 85th percentile speed should be used. These equate to sight distances 50% of those specified in table E10.4. Requests update of table E10.4 and Diagram E10.A1 to match NZTA Planning Policy Manual. The submitter requested that non compliance with sight distances in table E13.2.3 should be restricted discretionary rather than discretionary (rule 5.3.6).

They also considered that sight spacing requirements in table E13.2.3 for the business zones are unrealistic given likely section sizes (a distance of 113m will be hard to comply with) (25.21).

Submitters 28-30 supported the rule as it elevates the importance of sight distances at vehicle crossings. They considered that distances in table 13.6 are in line with industry standards (28.6, 29.6 and 30.6).

Submitter 18 notes that the revised requirement for any access onto any road to meet sight distances will be hard to meet for properties on short streets or near corners. This could result in poor subdivision design against the intent of Plan Change 7, which promotes good urban design. May also result in poor urban design outcomes due to orientation of properties to the road and the location of vehicle entranceways and garages (18).

The submitter requests alteration of table 13.6 by removal of the requirement for sightlines from all vehicle access for local roads in residential areas, or ensure that the requirement does not apply to minor and Intermediate local roads as defined by table 13.8 (18).

The township rules are as follows:

5.3.1.43 The vehicle crossing complies with the relevant standards in Appendix E13.2.3.

5.3.6 Any activity which does not comply with Rule 5.3.1.3 shall be a discretionary activity.

13.2.3 Sight Distances from **Vehicle Crossings** ~~Access Point and Minimum Spacing Between Adjacent Property Accesses.~~

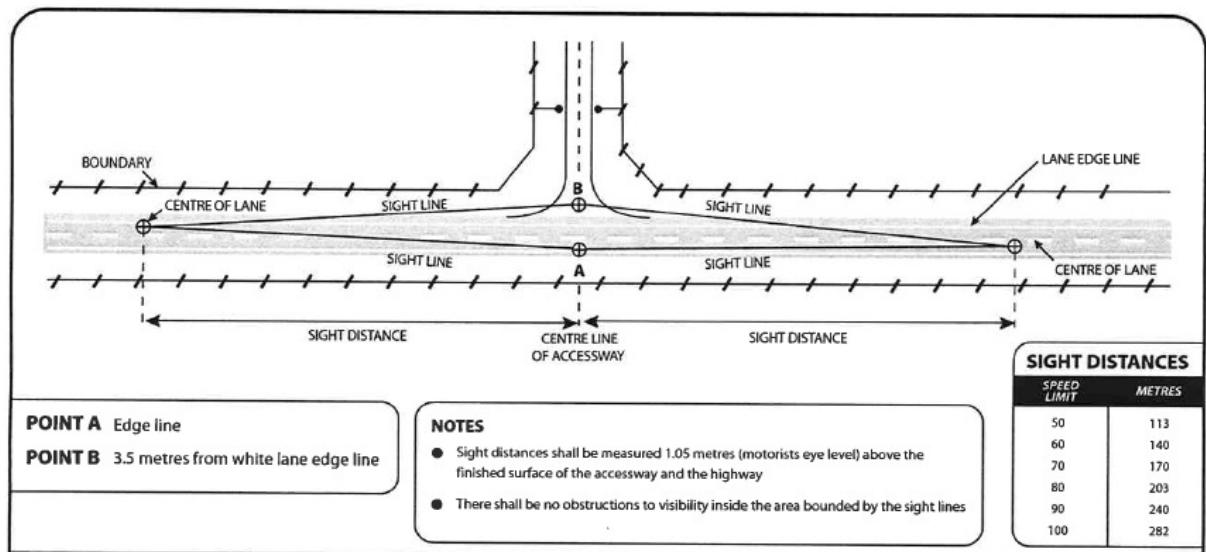
E13.2.3.1 Any access on any ~~Strategic Road or any Arterial Collector~~ Road shall have minimum unobstructed sight distances that comply with Table E13.6 ~~and E13.7~~ below **and measured in accordance with Diagram E13.2.**

Table E13.6 – Minimum Sight Distances

<u>Posted (Legal) Speed Limit (km/h)</u>	<u>State Highways and Arterials Required Sight Distances (m)</u>	<u>Collector and local roads</u>	
		<u>Living Zones Sight Distances (m)</u>	<u>Business Zones Sight Distances (m)</u>
<u>50</u>	<u>113</u>	<u>45</u>	<u>113</u>
<u>60</u>	<u>140</u>	<u>65</u>	<u>140</u>
<u>70</u>	<u>170</u>	<u>85</u>	<u>170</u>
<u>80</u>	<u>203</u>	<u>115</u>	<u>203</u>
<u>90</u>	<u>240</u>	<u>140</u>	<u>240</u>
<u>100</u>	<u>282</u>	<u>250</u>	<u>282</u>

(Rural volume diagram E10.4 is the same as the left two columns of this table)

Diagram E13.2 (Township) and E10.A1 (Rural) - Sight Distance Measurement and State Highway/Arterial sight distance values.



Ms Williams has discussed sight distances in appendix 3. As she notes, the adopted sight distances are the same as those provided in the NZTA Planning and Policy Manual.

The exception is the living zone, where reduced sight distances have been retained to provide more design flexibility for collector and local roads. Living zones generally have lower speed traffic and less through traffic.

With regard to submitter 18, I note that the sight distances reflect existing practice and are rarely triggered (only by roads with relatively tight bends; sight distances are not triggered by

intersections). For this reason I do not consider that the requirements restrict design overly (although I agree that it would be a concern if they did). Non-compliances can be covered by site specific design and conditions of consent. I consider this approach to be appropriate.

The category status for applications has been changed to discretionary due to the complexity and number of factors which may need to be considered.

Recommendation 14

That submissions 18, 25.12, 25.15, 25.21 be rejected and that submissions 28.6, 29.6 and 30.6 be accepted.

4.10 Intersection Spacings

Table 10.6 (rural), E13.5 and E13.9 (township)

Submitter 25 (25.13) considers that spacings are not justified and that values for 50 and 90 km/h roads follow ESD requirements in Austroads and would be applicable to arterial and strategic roads.

The submitter considers that SISD requirements would be more appropriate for collector and local roads. He states that the 800m distance for 100km/h roads not supported by Austroads and 500m would be more appropriate. He requests amendment of table 10.6 (rural) and E13.9 (township) as described.

This submission is discussed by Ms Williams. She has recommended changes to the tables as outlined below due to recent changes to Austroads guidance. These are based on the use of SISD for speed limits less than 100km/h. There are some reductions in townships because of the nature of urban roads and the need to accommodate urban land use patterns. For instance accommodating two sections back to back, desirable for urban design reasons, needs a distance of 60m-80m (see page 14 of the MDH design guide for an illustration of this concept).

This additional flexibility will help the Council to comply with Regional Policy which is concerned with efficient urban form and intensification (policy 7 of chapter 12A of the RPS, and policies 5.3.1 and 5.3.2 of the proposed RPS).

Recommendation 15

- 1 That submission 25.13 is accepted in part
- 2 That the plan change is amended as follows:

Table E13.9 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Distance (m)
100	800
90	500 248
80	400 214
70	305 181
60	220 151
50	160 123

Table E10.6 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Road Types	Distance (m)
100	All	800
90	All	500 248
80	All	400 214
70	All	305 181
60	All	220 151
50	State Highways, Arterials, <u>Collector</u> and Local Business Roads	160 123
50	Collector Roads	125
50 (or less)	Local roads only	75

4.11 Separation of Vehicle Crossings from Intersections

Submitter 25 (25.11 and 25.15) requested amendments to the Table 10.6 (rural), E13.5 and E13.9 (township). He notes that the principle is that lower classification roads can have lower intersection spacing. However, he notes that this is not always reflected in the tables which are based on the NZTA Planning Policy Manual.

Submitter 32 (32.15) requested that table E13.5 is amended to reduce separation distances from intersections for roads with a speed of 50km/h or less to allow for better design outcomes.

Ms Williams considers this submission in appendix 3 and notes that some of the numbers in the tables were transposed incorrectly. She also agrees that other changes reflecting the contents of the submission can be made. She has provided amended tables and a diagram to provide clarity on how the tables are to be interpreted. The diagram replaces E10.A2 and E13.4 as notified and is reproduced below (under recommendations).

I agree with submitter 32 that a reduction in the separation distances is required in low speed environments to allow for more flexibility in building orientation. I have therefore recommended changes as shown below.

Recommendation 16

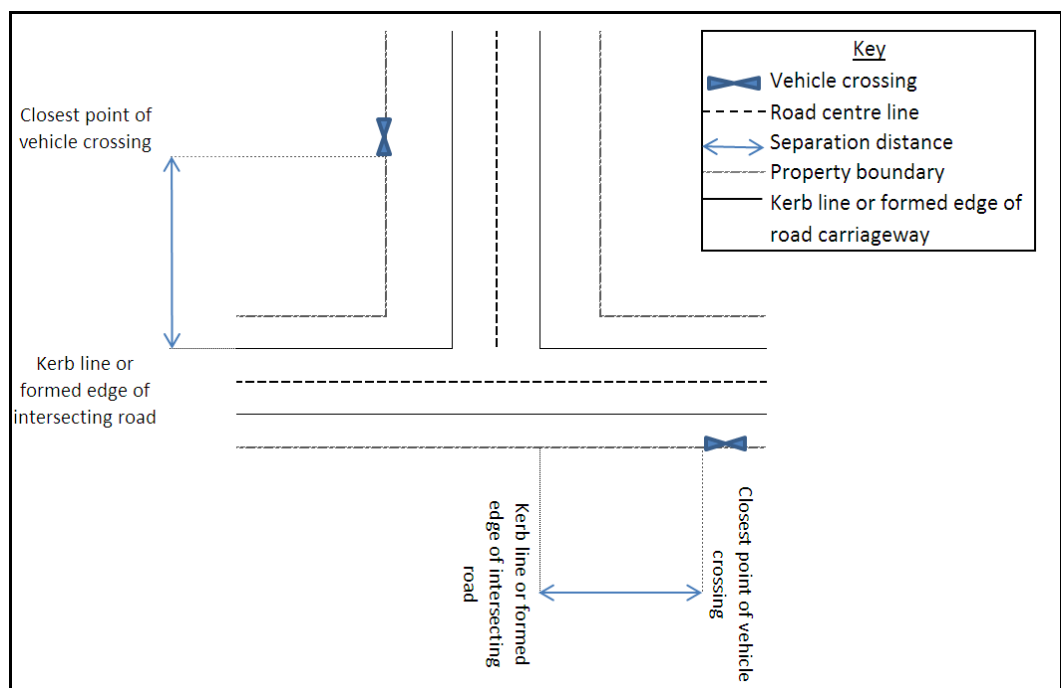
- 1 That submissions 25.11 is accepted in part and that submissions 25.15 and 32.15 are accepted.
- 2 That the following amendments are made:

Replace table E10.3 and Diagram E10.A2 (Rural Volume, Appendix E10) and Table E13.5 and Diagram E13.4 (Township Volume, Appendix E13) with the following:

		Intersecting Road Type Distances in Metres			
Vehicle crossing Joins to	Posted speed Km/hr	State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>

Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>

That the following diagram replace that previously notified to clarify the application of the rule:



4.12 Queuing Space

Submitter 28-30 (28.15, 29.15 and 30.15) notes that table E13.1 provides that a drive-through shall have 5 queuing spaces per booth, but Table E13.3 provides for queuing spaces based on the number of car parks. They request that table E13.3 is amended so that it cross references with E13.1(a).

Table E13.1 considers the parking demand of the drive-through activity. The parking demand for a drive through however occurs in a stacked layout (queue) from the booth rather than a typical parking arrangement with a stall and aisle space. The queueing space required can be thought of as a form of car parking.

The queue space provision in clause E13.3 depends on the total number of parking spaces required on-site and is measured from the site entrance. The need for this queue space is to protect the efficiency of the road from cars waiting to park and manoeuvre.

As a form of parking space, the stacked(queue) spaces in front of the drive through facility should be clear of the required queuing space from the road boundary / site entrance. This is particularly important where there is also a restaurant or other facilities on the site such that vehicles entering (or existing) parking spaces other than in front of the drive through can do so clear of vehicles waiting in line for the drive through.

In view of this, it would not be appropriate to link table E13.3 and E13.1(a). This is particularly the case for example where a site may service more than one booth or a drive through facility as well as other activities.

This submission does highlight that the use of the term queuing spaces may be confusing and I therefore suggest that the wording in table E13.1 could be changed to replace the word 'queuing' with 'stacked parking'.

Recommendation 17

- 1 That submissions 28.15, 29.15 and 30.15 are accepted in part
- 2 Amend table E13.1 as follows:

Table E13.1(a) — Minimum Parking Spaces to be Provided

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Drive-through facilities excluding service stations	5 queuing stacked parking spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 queuing spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash

4.13 New District Plan Issues

Submitters 3 and 32 (3.1 and 32.5) supported the inclusion of Issue 1 except that it may be used to lend credence to the Lincoln Southern by-pass. They were also concerned about the inclusion in Issue 2 of the "effects of traffic on Gerald Street". They also oppose the inclusion of reference to the Christchurch, Rolleston and Environs Transport Study in Issue 3.

Submitter 22 supports issue 1 and requests and amendment to more positively support transport choice (22.3).

The issue is as follows:

Issue 1

Integrating Land Use and Transport

Land use patterns can exacerbate the adverse effects of transport and result in a high dependency on the use of private motor vehicles. Initiatives such as the Greater Christchurch Urban Development Strategy (UDS) and the Regional Policy Statement (RPS) have identified where growth may be appropriate. The identification of future growth also requires consideration and integration of the strategic provision of transport infrastructure.

To reduce demand for transport and hence dependency on private motor vehicles, a network that facilitates more sustainable transport is required. This necessitates good connectivity (the linking of local facilities, adjoining land and surrounding neighbourhoods through connected transport networks) and permeability (providing choice and ease of movement through the network) through and between urban areas in the district as well as to destinations in surrounding districts.

In order to reduce adverse effects associated with transport, Selwyn District also needs to improve and promote the accessibility (ensuring all users, particularly active transport mode users have access to services) and permeability for sustainable travel modes such as walking, cycling and public transport. Selwyn District therefore needs to take a more direct role in determining where and how urban growth occurs.

The provision of good quality infrastructure for pedestrian, cycle and other sustainable modes is necessary to promote and provide for active travel and provide alternatives to private vehicle transport. Good pedestrian and cycle links must be located such that they provide a safe and direct route between key land use destinations and residential areas. Consideration and provision of land for both on and off road pedestrian and cycle facilities is therefore critical in the initial stages of planning.

Selwyn District has a number of urban areas separated by large areas of rural land. A significant number of people commute daily between Selwyn District and Christchurch. Given these characteristics, the provision or improvement, and promotion, of public transport services between townships and to Christchurch may require the provision of land for transit exchanges such as park and ride schemes.

The concern of submitters 3 and 32 relates to their opposition to an arterial road being placed through land in their ownership. They consider that the identification of the above issues would make this more likely.

In my view, limited weight should be given to the concerns of the submitters on this matter (the identification of the issues). Whilst I consider that the costs and benefits of a by-pass will need careful consideration, I do not consider that it is appropriate for landowner concerns over specific parcels of land to over-ride the identification of traffic-related issues as a matter that the District Plan should concern itself with. The submission does not provide any good reason why Issues 1 and 2 in particular should not be included in the plan.

Similarly, Issue 3 identifies more specific future transport needs and refers to CRETS. This study is a transport study. The District Plan has a broader concern (transport and other matters). It contains a broad range of objectives and policies to balance with the need for transport corridors. These include policies aimed at protecting residential amenity, for

instance. New provisions and proposals must be tested against this broad range of objectives. The inclusion of references to CRETS does not over-ride this need to consider holistic outcomes, which has recently been strengthened by the provisions of Plan Change 7. Therefore, no change is recommended.

Recommendation 18

That submission 22.3 is accepted and submissions 3.1, 3.6, 31.5 and 32.5 are rejected

4.14 Objectives

Submitters 3 and 32 oppose Objectives B2.1.3 and B2.1.4 (both volumes) which they consider places too much emphasis on transport and not enough on social, cultural and economic well-being (3.2, 3.7, 32.2 and 32.6).

Submitter 22 (22.3) supports objective B2.1.3 and requests amendments to accentuate transport choice.

The proposed objectives are as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote and provide for: sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.54

Adverse effects of land transport networks on natural or physical resources or amenity values, are **remedied or mitigated, including adverse effects on the environment from construction, operation and maintenance.**

Submitters 3 and 32 oppose Policy B2.1.26 (rural volume) as it places too much emphasis on the effects of heavy traffic through townships and not enough on the effects on alternate routes (3.4, 32.4)

Policy B2.1.26

Encourage heavy vehicles to use routes which bypass townships, where practical, and avoid new residential development along heavy vehicle bypasses.

I do not agree that Objective 2.1.3 places too much emphasis on transport. The first of these is principally aimed at providing for a variety of transport modes and permeability, as is clear from the explanation. It is not aimed at protecting the location of transport corridors. I note that the policy is supported by submitter 22 because it would support transport choice.

I do agree with the submissions with regard to Objective 2.1.4, on to the extent that I agree it should not ignore the standard approach in the Act to avoid as well as remedy or mitigate adverse effects and I recommend an amendment to reflect this.

I do not agree with the amendments to the explanation which would widen the scope of the objective, particularly with regard to location. I consider that the location of roads is covered adequately by other objectives and that this is especially the case in urban areas and areas of new development.

With regard to the need for policy B2.1.26, I consider that a policy of this nature is justified. The Council has received much feedback on the effects of heavy vehicles, especially in Lincoln (for instance in the Lincoln Opportunities study and Lincoln Structure Plan). As for Objective 2.1.4, I have recommended some amendments to reflect the ability to manage effects rather than avoid them in every case.

Recommendation 19

- 1 That submission 22.3 is accepted and that submissions 3.2, 3.7, 32.2, 32.6, 3.4 and 32.4 are accepted in part.
- 2 Amend the plan change as follows:

Amend Objective B2.1.4 and Policy B2.1.26:

Objective B2.1.54 (Both Volumes)

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied or ~~minimised~~ **mitigated**, including adverse effects on the environment from construction, operation and maintenance.

Policy B2.1.26 (Rural Volume)

Encourage heavy vehicles to use routes which bypass townships, where practical, and manage~~avoid~~**new residential development along heavy vehicle bypasses to ensure the operation of the bypass is not adversely affected by such development.**

Explanation and Reasons

Heavy vehicles travelling through townships can adversely affect:

- Residential amenity values through dust, noise and vibration;
- Perceptions of safety, especially for cyclists and pedestrians; and
- Roads, if they are not designed for heavy vehicles.

Policy B2.1.26 encourages heavy vehicles to use routes that bypass rather than bisect townships, to avoid these effects. The preferred method to achieve this is to design ring roads and bypasses that are quicker and easier to use, than roads which bisect townships. Consequently, once a bypass or heavy vehicle route is created, it is important that it is not adversely affected by new residential or business activities occurring along the route, and then trying to slow or restrict the traffic using it.

In some circumstances this will mean that new activities are not allowed to access the route. In others there may be some access to the route, provided this would not adversely affect the operation of the road.

Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

Amend Objective B2.1.3 as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

4.15 Demand Management

Submitter 22 supports policy B2.1.13 and B2.1.14 (Township Volume) (22.8). Submitters 28-30 (28.2, 29.2 and 30.2) consider that the policy should be aimed at reducing motorised travel rather than the need to travel per se.

The policies are as follows:

Policy B2.1.13

Assess Minimise the effects **of increasing of allowing or disallowing residential growth in townships in Selwyn District on** transport demand **associated with areas identified for urban growth by promoting efficient and consolidated** land use patterns that will reduce the demand for transport.

Policy B2.1.14

Encourage people to walk or cycle within and between townships by providing a choice of routes for active transport modes and ensuring there is supporting infrastructure such as parking for cycles, at destinations.

I am not persuaded that there is any need to amend the policy as suggested by submitters 28-30. The policy is aimed at efficient urban form that reduces transport demand. This will include motorised transport, but it may also include reducing distances for walking, cycling and other forms of transport to make them more convenient and appealing.

I note that there are no rules relating to transport demand management plans. Plan Change 12 seeks to put a policy framework in place to allow for the assessment of such plans but

there is no intention for a performance standard approach to be implemented at this stage. They remain something that the Council can consider in a discretionary consent.

Recommendation 20

That submission 22.3 is accepted and that submissions 28.2, 29.2 and 30.2 are rejected.

4.16 Road Classifications

Submitter 22 supports changes to road classifications and additionally suggests that Marshes Road (between Templeton and Prebbleton) be classified (22.2). Submitters 28-30 also supported the changes to the road hierarchy (28.7, 29.7 and 30.7).

Submitter 26 objects to the reclassification of Trices Road and considers it should not occur prior to PC17.

Marshes Rd is a pivotal part of the local roading network being incorporated into Stage 2 of the Christchurch Southern Motorway Extension that will involve grade separation and connection to the Shands Rd Interchange. Its future role in the network is still being considered by NZTA, CCC and SDC. Any decisions on Marshes Road will need to be made in conjunction with CCC and cannot be made at this stage.

Trices Rd forms part of a new orbital route running from SH73 to Halswell utilising Dawsons Rd, Hamptons Rd, and Trices Rd. The emphasis is on creating a safe and efficient route (including by controlling adjoining land use activities access) to cater for natural traffic growth in this context. This route has been identified in CRETS and it is obviously important that the route is achieved in its entirety including with Trices Road.

With this in mind, I do not agree with the submitter that it is premature to consider classification of roads at this time. There is always some potential development under consideration and I do not consider that the circumstances of the submission are compelling. I would consider that the road should be designated as an arterial whether or not the land is re-zoned so I do not see what bearing the zoning has in this decision.

Recommendation 21

That submissions 28.7, 29.7 and 30.7 are accepted and submissions 22.2 and 26 are rejected.

4.17 Other Matters

Policy B2.1.25 (Mitigation of the effects of construction of roads)

Submitters 1-3 requested that Policy B2.1.25 should be extended to protect nationally significant activities [like the CRI's in the B3 zone] from the effects of construction and maintenance of roads (1.5, 2.5 and 3.10).

The policy is as follows:

Policy B2.1.24~~25~~

Mitigate adverse effects from the construction or maintenance of roads or railway lines on:

- adjoining residents;
- any waterbodies or ecosystems; or
- any special landscape, cultural, heritage or amenity values of the site or area.

The policy is concerned with the adverse effects of construction such as dust and noise and cites certain environments, including residential environments and waterbodies.

I would consider that the B3 zone should have a similar level of control as the B1 zone. There is nothing in particular about the CRIs or the university that would require protection above and beyond other commercial or similar activities, regardless of its level of importance. I have therefore not recommended any amendments as a result of this submission.

Living Zones Rules - Subdivision (Notes)

Submitter 32 requests the deletion of notes 8 and 9 under chapter 12 which imply that land use consents should be bundled together with subdivision activity. They consider that this creates uncertainty with regard to notification status (32.10).

They consider that while it may be appropriate for subdivision and land use activities to be applied for concurrently and decided jointly, but that they need not necessarily be considered jointly for notification purposes, especially given the existence of a non-notification clause for subdivisions.

I consider that it is appropriate that consents be considered jointly. This is because the environmental effects are ultimately caused by the subdivision design and layout so it would be desirable to consider all effects in a holistic manner.

Furthermore, changes to the layout may occur at consent stage and these may necessitate further work (for example changes in road pattern may require amendments to earthworks).

Whilst subdivisions may be subject to a non-notification clause under rule 12.1.2, this is only if they comply with the standards and terms in rule 12.1.3. A breach of these means that the clause no longer applies.

I consider that this is similar to a non-compliance with a land-use rule (the matter raised by the submitter). It would be unusual for a breach of the subdivision standards and terms to trigger notification and in the same way I do not anticipate that a breach in a land-use rule as a result of subdivision would trigger notification. The exception would be when if the scale of effects generated was greater than could be anticipated by the subdivision alone. If this was the case then notification may well be appropriate. I therefore consider that the proposed notes should be retained.

Point Strips (Rule 12.1.4.23)

Submitter 32 opposes the provisions relating to point strips (32.13)

12.1.4.23 Where in the course of subdivision a new road, cycle way or pedestrian link is constructed and vested that will or could provide frontage to other land, that other land (with subdivision potential) can be separated from the new road, cycle way or pedestrian link by a point strip, and an agreement will be entered into by the first subdivider with the Council, to ensure the benefiting owner pays a fair share towards the cost of providing the frontage road, cycle way or pedestrian link.

The point strip(s) will transfer to Council on the deposit of the plan for each stage of the subdivision.

The point strip agreement sets the amount to be paid, which will be updated from the date of signature of the agreement by the Consumers Price Index. Such agreements will be held by the Council and can be identified by the point strip separating the subsequent property from frontage to the road, cycle way or pedestrian link.

The submitter has not provided any detail as to why they oppose this provision, the reasons for which are discussed on page 65 of the section 32 report. The provision is needed to give certainty to the community that future linkages will be achieved. It will also provide certainty to the developer as to the compensation due to them for providing access over roads that they build. I consider that the rule is a reasonable requirement and a necessary part of the package of rules achieving more integrated land use and transport and that the submission point should be rejected.

Access to Izone from Railway Road

A number of submitters (4-15 and 21) raised an issue relating to the loss of amenity to residents in Railway Road caused by access to Izone. Submissions relate to access to Izone from the Railway Road boundary, requesting physical works and restrictions around the operation of railway activities.

These submissions were opposed by submitter 31.

These submissions outline measures including that there should not be an access from Izone onto Railway Road. However, I note that this issue has been agreed recently under Plan Change 10, where a commissioner examined the proposed road layout and access in a public process. I agree with the further submission that this issue was considered at that time and that PC12 should not over-ride the decisions made in the PC10 process.

I therefore recommend that the submissions be rejected.

Corner Splays

Submitter 32 notes that stages 1 and 2 of the dairy block subdivision in Lincoln have avoided the use of splays where low speed environments are to be achieved. New rules 12.1.4.2 and 12.2 do not include exceptions to discourage the use of splays in this instance (32.11).

They propose an amendment as follows: "except that where splays are to be specifically avoided (as a subdivision design element) to encourage slower vehicle speed environments and enhance pedestrian safety and residential amenity, no splay will be required."

I agree with the submitter that there is a place for a “tight” road layout where splays are avoided to control the speed environment. I also note that tight corners are not the only mechanism available (for instance narrow roads are an alternative; but splays may be necessary to facilitate these).

I do not consider that there is any need for a change in the notified provisions. Rule 12.2.2.2 provides for a breach in this standard as a restricted discretionary matter and allows for the consideration of amenity, without changing the overall status of the application. I consider that this is the appropriate way to deal with this matter.

Noise from State Highways, Township Volume

In the Township Volume, PC12 proposes new rules for noise, removing rule 4.9.26 (which pertained only to Rolleston), and introducing new rules 4.9.3 and 4.9.4.

Since PC12 was notified, rule 4.9.26 has been modified by Plan Changes 7, 8 and 9, which include provisions to exclude the Living 3 area in Rolleston on the west side of Dunns Crossing Road and ODP areas 3 and 8 in Rolleston. The Living 3 area is a rural residential zoning and ODP areas 3 and 8 have agreed mitigation in place (a noise bund and an acoustic fence). The rule as amended is as follows, with the amendments highlighted:

- 4.9.26 Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the State Highway 1 carriageway. Except that this distance can be reduced where the dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes has been acoustically insulated or subject to mounding or other physical barriers so that traffic noise from State Highway 1 is limited to levels set out below, with all external doors and windows closed:

	Day-time (0700-2200 hours)	Night-time (2200-0700 hours)
Within Bedrooms	35 <u>dBA</u> (<u>Leq</u> 1 hour)	30 <u>dBA</u> (<u>Leq</u> 1 hour)
Within Living Area Rooms	40 <u>dBA</u> (<u>Leq</u> 1 hour)	35 <u>dBA</u> (<u>Leq</u> 1 hour)

As these exclusions have recently been agreed under the first schedule process since PC12 was notified, it would be appropriate to carry them through to the new rules.

Noise from State Highways, Rural Volume

Submitter 22 Supports Rules 4.9.3 and 4.9.4 in the Township volume to minimise reverse sensitivity from noise sensitive activities such as dwellings close to state highways. Requests the same rules in the rural volume (22.11).

The rules in question manage the level of noise within a dwelling to protect the transport corridor. I consider that it is reasonable that these also apply to the rural area. They would impose a setback of 40m from the sealed carriageway (as opposed to the current 20m boundary setback from the legal boundary of a strategic road).

Recommendation 22

- 1 That submission 22.11 is accepted, submissions 1.5, 2.5 and 3.10, 32.10, 32.11, 32.13 are rejected and that submissions 4-15 and 21 are also rejected
- 2 Insert the following rules in Part C of the Rural Volume under 3.13.1:

3.13.1.5 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 km/h or greater.

3.13.1.6 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 km/h or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

Amend proposed rules 4.9.3 and 4.9.4 as follows:

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater.

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

5 Recommendations

The following shows recommended changes to Plan Change 12 as notified. The following colour coding has been used to link the changes below to a recommendation in the report.

Colour coding (recommendation numbers)

Recommendation
2
3
4
5
6
7
8
9
10
11
12
15
16
17
19
22

In addition, text added as part of PC29 (presently subject to appeal) is shown with a **blue background**

5.1 Township volume

5.1.1 Policies

19

1 Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

2 Amend the proposed Objectives as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.5~~4~~

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied ~~or minimised~~ mitigated, including adverse effects on the environment from construction, operation and maintenance.

- 3 Amend policy B2.1.5 as follows:

2

Policy B2.1.5

Ensure the development of new roads is:

- integrated with existing and future transport networks and land uses; and
- designed and located to maximise permeability and accessibility;

through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; **whilst having regard to the road hierarchy.**

Amend Paragraph 10 under explanation and reasons:

It is important to consider the location and design of new roads within the context of existing and anticipated transport networks and adjoining land use patterns. Strategic planning of transport networks and provision for public transport and active transport modes can reduce dependence on private motor vehicles and ensure permeability and accessibility to and through developments and existing townships. In respect to future public transport provision reference is made to the guide on “Providing for Passenger Transport within your subdivision”, **and Environment Canterbury’s Metro Strategy.**

- 4 Amend Policy B2.1.6(c)

7

Policy 2.1.6(c)

~~**Recognise that**~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace **or school** travel management plans **where it may reduce on-site car parking demand and have wider associated benefits** ~~**in limited situations where provided that such options are viable and enforceable**~~

- 5 Amend Policy B2.1.7 as follows:

10

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site, **including for users of public transport**, and between car and cycle parks, and building entrances.

Add the following methods to policy B2.1.7 in the Township Volume:

- **Road formation**
- **Vehicle Accessways**
- **Vehicle crossings**
- **Car parking provision, design and layout**

Add the following method to the Rural Volume, Part B2, Policy B2.1.7:

- **Car parking provision, design and layout**

- 6 Amend Policy B3.4.18(b) (Township Volume) as follows:

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians, cyclists **and users of public transport**. In determining these matters the following factors shall be collectively considered:

- The overall development and site layout;
- Building location and orientation;
- Landscaping;
- Vehicle access and circulation;
- Pedestrian access and circulation (including relative to building entrances, **public transport** and **along** other pedestrian desire lines); and
- Safety and security of users.

- 7 Amend Paragraph 2 of Policy B2.1.12 under Explanation and Reasons:

2

The establishment of land use activities should consider the location within the road network in order to achieve compatibility with the roads they front **including effective access to the**

road network in terms of the road hierarchy and the avoidance or mitigation of reverse sensitivity effects which each has on the other. Activities which involve the movement of freight need to be appropriately located within the road network to ensure the safe and efficient movement for the larger vehicles to the activity whilst ensuring adverse effects on the community are minimised.

Transport Networks – Anticipated Environmental Results (Township)

State Highways and Arterial strategic Roads are safe the most efficient transport routes for “through” traffic travelling across the District.

- 8 Amend Policy B2.1.26:

19

Policy B2.1.26

Encourage heavy vehicles to use routes which bypass townships, where practical, and **manage** avoid new residential development along heavy vehicle bypasses to ensure the operation of the bypass is not adversely affected by such development.

Explanation and Reasons

Heavy vehicles travelling through townships can adversely affect:

- Residential amenity values through dust, noise and vibration;
- Perceptions of safety, especially for cyclists and pedestrians; and
- Roads, if they are not designed for heavy vehicles.

Policy B2.1.26 encourages heavy vehicles to use routes that bypass rather than bisect townships, to avoid these effects. The preferred method to achieve this is to design ring roads and bypasses that are quicker and easier to use, than roads which bisect townships. Consequently, once a bypass or heavy vehicle route is created, it is important that it is not adversely affected by new residential or business activities occurring along the route, and then trying to slow or restrict the traffic using it.

In some circumstances this will mean that new activities are not allowed to access the route. In others there may be some access to the route, provided this would not adversely affect the operation of the road.

5.1.2 Rules

- 1 Amend 4.5.5

3

Non-Complying Activities — ~~Vehicle~~ Vehicle Accessways and Vehicle Crossings

4.5.5 Any activity which does not comply with Rules 4.5.1.4(b), or 4.5.1.5 ~~or 4.5.1.6~~ shall be a non-complying activity.

- 2 Amend proposed rules 4.9.3 and 4.9.4 as follows:

22

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater.

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

5

- 3 Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

5.2.1.7 Shared access to more than 6 ~~dwelling~~s or sites (~~or potential sites~~) shall be by formed and vested road and not by a private accessway

- 4 Add a new discretionary activity to allow for secondary access in the Living Z zone (Township Volume):

Discretionary Activities — Vehicle Accessways

5.2.4 In the Living Z zone, rights of way that do not comply with rule 4.5.1.7 shall be a discretionary activity where they provide only secondary access to those lots (and there is alternative vehicle access to a formed and sealed road).

5.2.5 Any activity which does not comply with any of Rules 5.2.1.32 to 5.2.1.76 inclusive shall be a discretionary activity.

Non-Complying Activities — vehicular Vehicle Accessways

5.2.6 **Except as provided in rule 5.2.4**, any activity which does not comply with Rule 5.2.1.1, or 5.2.1.7 shall be a non-complying activity

- 5 Add a new assessment matter is added under rule 12.1.4 of the Township Volume:

12.1.4.2 If access is by a private accessway, whether it has capacity for any intensification under district plan averages for the zone.

- 6 Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

17.2.1.6 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

11

- 7 Amend rule 17.7 as follows

Township Volume

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

• The location, layout and orientation of parking areas relative to:

- iv. Buildings, the road frontage, and any physical constraints for the site, and**
- v. Vehicle manoeuvring, access and circulation, and**
- vi. Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and**

• The provision of lighting for the safety and security of the parking area users, and

• The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7 PARKING AREAS AND LANDSCAPING

17.7.1 In the business 1 zone, new car parking areas shall be a permitted activity if they comply with the following:

...

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity

17.7.4 Under rules 17.7.1 and 17.7.2, The exercise of the Council's discretion shall be limited to the following:

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas
- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects
- The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

17.7.5 In the business 2 zone, except for industrial activities, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity. The exercise of Council's discretion shall be limited to the safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

5.1.3 Appendices

1 Amend rule E13.2.1.4:

6

E13.2.1.4 The minimum width of an accessway serving a single site shall be 3.5m

2 Amend rule E13.1.1.6:

8

E13.1.1.6 Parking spaces for mobility impaired persons shall be ~~provided at the required rate and shall be~~ included within the total requirement specified in table E13.1.

3 Amend Rule E13.1.3.3:

9

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- a) The parking shall be clearly associated with the activity by way of signage on both sites, **or alternatively be available for public use, and**
- b) ~~the parking is located on the same side of any road as the activity, and~~
- c) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- d) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- e) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site); **or by the general public;** by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

4 Insert new subheading into Table 13.1(a)

8

Table E13.1(a) — Minimum Parking Spaces to be Provided

5 Add new subheading to Table 13.1(a) as follows:

Except as provided in table 13.1(b), the following parking rates shall apply:

6 Amend Table 13.1(a) as follows:

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Residential dwellings	2 spaces per residential dwelling except for units forming part of a comprehensive residential development which may provide either: 2 spaces per unit (dwelling) or 1 space per unit (dwelling), plus 0.5 spaces per unit on common land.
Commercial activities	3 spaces per 100m² Gross Floor Area (GFA) plus 1 space per 100m² outdoor storage or outdoor display area, plus 1 staff space per 100m² floor space
Industrial and service activities	21.5 spaces for the first 100m² GFA and 1 space per 100m² GFA thereafter.
Places of Assembly and/or Recreational activities facilities	10 spaces per 100m ² public area or 1 space per 10 seats, whichever is greater
Drive-through facilities excluding service stations	17 5 <u>queuingstacked parking</u> spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 <u>queuingstacked parking</u> spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash
<u>Retail activities generally. (including Commercial)</u> Commercial activities involving retail sales (except as permitted under table E13.1(b) below)	2 4.5 spaces per 100m² GFA and/or outdoor display area
<u>Slow trade and Bulk goods Retail</u>	<u>2.5 spaces per 100m² GFA and / or outdoor display area</u>
<u>Food and Beverage</u> (except as permitted under table E13.1(b) below) Restaurants and/or taverns	<u>4 .5 spaces per 100m² PFA for the first 150m² then 19 spaces per 100m² PFA thereafter.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u> 10 spaces per 100m² public indoor floor area 10 spaces per 150m² outdoor dining area
Emergency services facilities	1 space for every 4 personnel operating from the facility, and 1 space for every emergency service vehicle based at the facility such as a fire appliance or ambulance
Sports grounds and playing fields	15 spaces per hectare of playing fields
Hospitals and/or Elderly Persons Homes	1 space per 5 beds plus 1 space per 2 staff
<u>Carehomes</u>	<u>1 space per 3 clients</u>

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Health <u>Care</u> services	<u>2 3</u> spaces per professional <u>staff member employed on-site at any one time</u> plus 1 space per 2 staff
Offices	2.5 spaces per 100m ² GFA
Research facilities	1 space per <u>2 1.5</u> full time equivalent staff
Educational and/or day care facilities(<u>excluding Preschools</u>)	<p style="text-align: right;">8</p> <p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 1516 years of age, and</u></p> <p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 15 years of age, and</u></p> <p>Visitor / set down parking at:</p> <p><u>Primary schools: 1 space per 6 students</u></p> <p><u>All other education facilities: 1 space per 20 students under 15 years of age</u></p> <p>1 space per 2 staff, plus 1 space per 10 students over 15 years of age, except that in respect to student parking, any required on site parking provision can be deferred until a minimum of 105 spaces are required. At such time that the 105th space is required, the car parks shall be-formed and sealed on site within 6 months of that time.</p>
<u>Preschool</u>	<u>0.26 spaces per Child (including drop-off and staff parking)</u>
Visitor Accommodation	<u>The greater of 1 space per bed-unit or 1 space per five beds</u> plus 1 space per 2 staff
<u>Activities providing automotive servicing</u>	<u>3 parking spaces per work bay²</u>

7 Amend Introduction text to Table 13.1(b) as follows:

8

Table E13.1 (b) — Parking spaces to be provided for Town Centres, and Local and Neighbourhood Centres

The following requirements shall apply to:

- Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps.
- Local and and Neighbourhood Centres as identified on an approved Outline Development Plan**

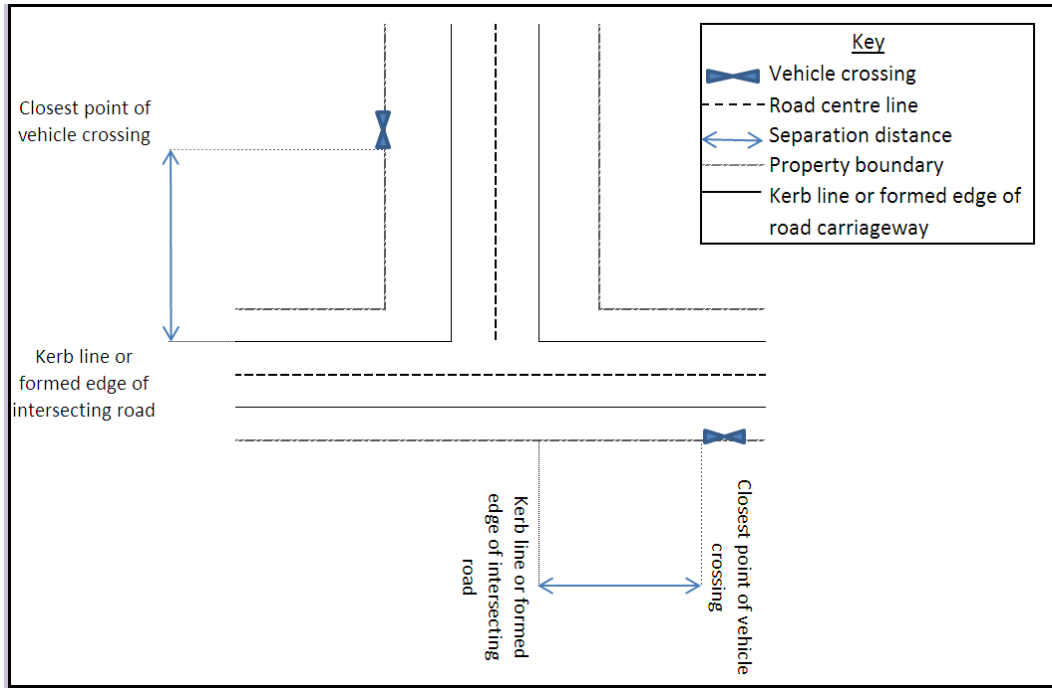
For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

8 Amend Table 13.1(b) as follows:

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
Food and Beverage (Lincoln, Rolleston, Darfield, Leeston; and Southbridge <u>except as specified below</u>)	3.5 spaces per 100m ² PFA for the first 150m ² then 15 spaces per 100m ² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking. Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.
Retail activities generally (including Commercial) (Lincoln, Rolleston, Darfield, Leeston; and Southbridge <u>except as specified below</u>)	3.5 spaces per 100m ² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.
Food and Beverage (<u>Neighbourhood centres (activities under 450m²) and Prebbleton</u>)	4.0 spaces per 100m ² PFA for the first 150m ² then 17 spaces per 100m ² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking. Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.
Retail activities generally (including Commercial) (<u>Neighbourhood centres (activities under 450m²) and Prebbleton</u>)	4.0 spaces per 100m ² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.
<u>Food and Beverage</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

- 9 Replace table E13.5 and Diagram E13.4 (Township Volume, Appendix E13) with the following:

Vehicle crossing Joins to	Posted speed Km/hr	Intersecting Road Type Distances in Metres			
		State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>



10 Amend Table E13.8 as follows:

12								
Type of Road	Legal Width (m)		Carriageway Formed Width (m)		Traffic lanes	Parking lanes Kerb and Channel	Specific provision for cycles (on road or off road)	Pedestrian Provision Footpath(s)
	Min	Max	Min	Max	Min No. of	Min No. Of		Minimum
Arterial and Collector Roads – Any	20	20 25	11 13	13 14	2	2 Both sides	Yes	Both sides One-side only
<u>Collector (except in Business 1 zone)</u>	20	25	11	12	2	1	Yes	Both sides
<u>Collector (Business 1 zone)</u>	20	25	13	14	2	2	Yes	Both sides
<u>Local – Living 2 zone only</u>	18 15	20	6	6.5	2	NA	NA	Optional but no more than one side

11 Amend Table E13.9:

15

Table E13.9 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Distance (m)
100	800
90	500 248
80	400 214
70	305 181
60	220 151
50	160 123

5.1.4 Definitions

11

1 Delete the definition of redevelopment:

Redevelopment in respect to any parking area includes:

- ~~Any change to the nature or type of park area users resulting from associated changes in land use (e.g. from office user to retail user), or~~
- ~~Any alterations to the parking area which change the pedestrian or vehicle circulation within or around the parking area, or~~
- ~~The reconstruction, repositioning, relocation or addition, of more than five parking spaces within any one year period.~~

2 Amend the following definitions:

8

Retail Activity: the use of land or buildings for displaying or offering goods for sale or hire to the public, including service stations. For the purposes of calculating car parking

requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as **building supplies**, white wares, furniture and vehicles.

4

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 **and managed by the New Zealand Transport Agency**. ~~State Highways are under the control of the New Zealand Transport Agency.~~ They are high capacity and high speed roads of national importance providing inter-district and regional links between **significant transport destinations such as** towns, cities, ports and other places of significance. State Highways are **maintained** ~~constructed and managed~~ to high standards to ensure they operate correctly **efficiently**, including managing both road and property access to them **through the New Zealand Transport Agency's powers under the Government Rounding Powers Act**. They are **also** subject to access controls in this Plan.

9

Workbay: for the purposes of calculating parking requirements, shall be the **size of the space** required for ~~the~~**each** motor vehicle ~~intended to be in a space where it can be~~ serviced and any area immediately surrounding the vehicle required for lifts / hoists that enable the vehicle to be worked upon. It is noted that any other floor area within the building surrounding the work bay shall be considered as retail, office or industrial as appropriate.

5.2 Rural Volume

5.2.1 Objectives and Policies

- 1 Amend Objectives B2.1.3 and 2.1.4:

19

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.54

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied or ~~minimised~~ mitigated, including adverse effects on the environment from construction, operation and maintenance.

Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

5.2.2 Rules

- 1 Insert the rule under 3.13.1:

22

3.13.1.5 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/h or greater.

3.13.1.6 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/h or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	24 hours
Within Bedrooms	35 dBA (Leq 24 hour)
Within Living Area Rooms	40 dBA (Leq 24 hour)

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

- 2 Amend rule 4.5.1.7 (rural volume)

15

4.5.1.7 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

5.2.3 Definitions

4

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 **and managed by the New Zealand Transport Agency**. ~~State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high-speed roads of national importance providing inter-district and regional links between~~ **significant transport destinations such as** towns, cities, ports and other places of significance. State Highways are **maintained** ~~constructed and managed to~~

high standards to ensure they operate correctly ~~efficiently~~, including managing both road and property access to them through the New Zealand Transport Agency's powers under the Government Rounding Powers Act. They are also subject to access controls in this Plan.

11

Redevelopment in respect to any parking area includes:

Any change to the nature or type of park area users resulting from associated changes in land use (e.g. from office user to retail user), or

Any alterations to the parking area which change the pedestrian or vehicle circulation within or around the parking area, or

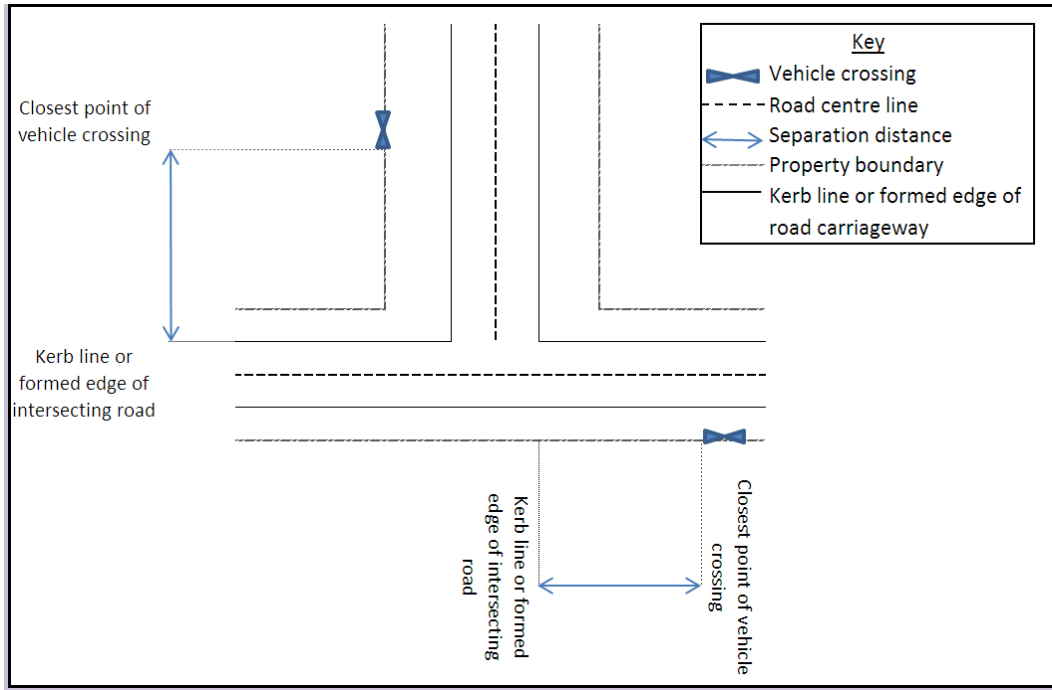
The reconstruction, repositioning, relocation or addition, of more than five parking spaces within any one year period.

5.2.4 Appendices

- 1 Replace table E10.3 and Diagram E10.A2 (Rural Volume, Appendix E10)

16

		Intersecting Road Type Distances in Metres			
Vehicle crossing Joins to	Posted speed Km/hr	State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>



2 Amend Table 10.6 as follows:

15

Table E10.6 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Road Types	Distance (m)
100	All	800
90	All	500-248
80	All	400 214
70	All	305 181
60	All	220 151
50	State Highways, Arterials, Collector and Local Business Roads	160 123
50	Collector Roads	125
50 (or less)	Local roads only	75

Appendix 1 List of Submitters

Submission No	Name
1	Ag Research
2	Plant and Food
3	Lincoln University
4	Kevin Chaney
5	Mike Forrester
6	Susan Chaney
7	Therese Catherine Clarke
8	Caronline Saunders
9	Jaqueline Wellard
10	Jesse DeWys
11	Karyn and Geoff Mitchell
12	John and Marilyn Ollett
13	Andrew Harris
14	Allan Harris
15	Nigel Fleck
16	Forli Ponies
17	Foodstuffs South Island Ltd
18	Davie Lovell-Smith
19	Selwyn Central Community Board
20	Minister of Education
21	Karl Pouschek
22	New Zealand Transport Authority
23	Canterbury Regional Council
24	Broadfield Estates Ltd
25	Urbis TPD Ltd
26	Mark, Grant and Rose Crabbe Partnership
27	Peter Townsend
28	Rolleston Retail Ltd
29	Roll Ten Investments Ltd
30	Rolleston Square Ltd
31	Izone Project Team
32	Lincoln Land Development
33	CDL
34	McIntosh, Jung and Lee

Appendix 2 Schedule of Submissions and Recommendations

Appendix 3 Technical Report (Lisa Williams)



Resource Management Act 1991

Selwyn District Plan

Report on Submissions relating to Plan Change 12:

Integrated transport Management

A Proposed Plan Change to provide for better urban form, a more sustainable land transport network and to cater for future transport networks

Report Number:	100012
To:	Hearing Commissioner
From:	David Hattam
Hearing Dates:	16-17 April 2012

Contents

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Glossary

Abbreviations used in this report are as follows:

B1/B2/B3	Business 1/2/3 (as in the Business 1 or Business 2 zone in the SDP)
CRETS	Christchurch, Rolleston and Environs Transportation Study
CRI	Crown Research Institute
LFR	Large Format Retail
MDH	Medium Density Housing
NZTS	New Zealand Transport Strategy 2009
PC7	Proposed Plan Change 7 to the Selwyn District Plan
PC17	Proposed Plan Change 17 to the Selwyn District Plan
PC29	Proposed Plan Change 29 to the Selwyn District Plan
RPS	Canterbury Regional Council Regional Policy Statement
SDC	Selwyn District Council
SDP	Selwyn District Plan
LTMA	Land Transport Management Act 2008
RLTS	Regional Land Transport Strategy
The Act	The Resource Management Act
UDS	The Greater Christchurch Urban Development Strategy (UDS)

This report analyses submissions made on Plan Change 12 to the District Plan. The report is prepared under Section 42A of the Resource Management Act 1991 (I). The purpose of the report is to assist the Hearing Commissioners in evaluating and deciding on submissions made on PC12 and to assist submitters in understanding how their submission affects the planning process. The report may include recommendations to accept or reject points made in submissions and to make amendments to the SDP. These recommendations are the opinions of the Reporting Officer(s) only. The Hearing Commissioner will decide on each submission after hearing and considering all relevant submissions, the Officer's Report(s) and the Council's functions and duties under RMA.

1 Introduction

My full name is David Anthony Hattam. I am employed as a Strategic Policy Planner for the Selwyn District Council. I hold the qualification of Master of Urban and Regional Planning from Heriot Watt University (Edinburgh) and I am a full member of the Royal Town Planning Institute. I have worked in the field of urban planning and resource management for the last 7 years, with 6 of these being in New Zealand. I have worked in the areas of urban design, development control / consent processing, policy writing and strategic planning.

My qualifications include the study of urban design and I am the co-author of the Councils Subdivision Design Guide, Medium Density Housing Guide and Commercial Design Guide. The former of these was the winner of the 2010 Best Practice award from the New Zealand Planning Institute.

In this report I have addressed the matters raised by submitters. In order to avoid an overly complex report I have grouped the issues by topic area. In the text that follows, the submitter's comments are summarised in plain text and my response is in italics. Where I have recommended changes to the plan change these are highlighted with a grey background.

This officer's report has been prepared with the assistance of Lisa Williams from transport and planning consultants Novo Group (formerly Via Strada). Ms Williams also prepared the technical evidence in appendix 3 which forms the basis for many of the recommendations.

2 Overview of the Proposed Plan Change

2.1 Description

The plan change was described in the public notice as follows:

Proposed Plan Change 12 is a review of the transport related provisions in the District Plan. The key changes made by the plan change are:

- 1. Changes to the policies and objectives to recognise the importance of integrating transport management and land use, the protection of future transport networks and the provision of transport options via a variety of means (such as walking and cycling).*
- 2. Changes to the roading standards to recognise the different functions of different roads. These will allow for more flexibility in development, such as narrower widths for lightly trafficked roads. This includes changes to vehicle accessway standards.*
- 3. Updated intersection spaces.*
- 4. An updated road hierarchy.*
- 5. Changes in standards to the formation of car parks.*
- 6. Changes in parking standards (amount of car parking).*
- 7. Management of the use of point strips.*
- 8. Numerous technical changes and updates to reflect current legislation.*

2.2 Reasons for the Plan Change

A summary of the issues being reviewed in this plan change is provided in section 3.1 the Section 32 report and is reproduced below:

The Selwyn District Council (SDC) proposes to revise the District Plan's transport provisions to ensure they reflect the strategic direction of Council, and national and regional policy documents. The development of the proposed changes is influenced by the adoption of the local and regional strategies and studies such as; Christchurch, Rolleston and Environs Transportation Study (CRETS), the Greater Christchurch Urban Development Strategy (UDS), the Greater Christchurch Travel Demand Management Strategy, the Selwyn District Walking and Cycling Strategy and also the recognition of the importance of good urban design and Selwyn District Councils role as a signatory to the Urban Design Protocol.

Selwyn District Council's urban design direction is evident in the recently adopted and released, "SDC Subdivision Design Guide for Residential Subdivision in the Urban Living Zones", which aims to reflect Council's desire to create "good subdivisions". The Growth of Townships Plan Change (PC7) was then prepared to address the issues of urban design and township growth. PC7 focuses on land use patterns and this review of the transport plan provisions will consider the supporting, transport components of urban design and growth.

A review and update to the existing District Plan transport sections (both in the Township and Rural Volumes) has been undertaken to reflect the directions discussed above. In addition, Selwyn District Council staff have identified a number of operational issues, for example, out of date design standards, within the transport provisions of the current District Plan; these were incorporated in the review and include site access, parking, vehicle crossings and accessways, road standards and activity status.

The key issues can be broadly categorised as:

- *The need to integrate land use and transport.*
- *The need to provide for and protect future transport networks to enable people to meet their environmental, social, economic and cultural wellbeing.*
- *The need to provide for sustainable transport modes.*
- *Enhancing the provision of a safe and efficient transport network.*
- *Recognising the important role of transport networks to achieve good urban form.*
- *Managing the effects of transport systems on land uses and the surrounding environment such as air pollution, noise, dust, visual amenity and vibration from traffic.*
- *Managing the environmental effects land uses can generate and the potential for land uses to constrain the operation of transport systems.*
- *The need to update the Plan provisions to align with best practice standards; and consistently reflect other policy documents as required under the Act.*

3 Statutory Analysis

Section 74 of the Resource Management Act sets out the matters that must be considered in preparing a change to the District Plan. Amongst other things, section 74 requires a local authority to comply with its functions under section 31, its duties under section 32, contents of district plans under section 75 and the overall purpose of the Act under Part 2. This includes the matters of national importance (section 6), other matters that require particular regard in achieving the purpose of the Act (section 7) and the Treaty of Waitangi (section 8).

It is also relevant to consider the overall fit of the proposed policies to the existing District Plan framework.

These matters are considered below.

3.1 Section 31

Proposed Plan Change 12 is consistent with Council's function under section 31 which includes:

"(a) the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district."

3.2 Section 32

In accordance with Section 32 of the Act, the Council has a duty to consider alternatives, benefits and costs of the proposed change. I note that Section 32 is a process whereby initial investigations, followed by the consideration of submissions at a hearing, all contribute to Council's analysis of costs and benefits at its final decision-making. Accordingly, the Section 32 report prepared for Plan Change 12, is supplemented by the submissions received and will further benefit from the information to be presented at the hearing. As Plan Change 12 is adding controls to the District Plan it is necessary that the final decision-making carefully considers the costs and benefits of the new or amended provisions.

3.3 Sections 74 and 75

Section 74 (2) (a) requires a Council to have regard to any proposed regional policy statement while section 75 (3) (c) requires Council to give effect to any regional policy statement.

3.3.1 Regional Policy

The consistency of this plan change with the RPS and proposed RPS is discussed in section 2.1.2.2; whilst the relevant objectives and policies are listed below.

a) Operative Canterbury Regional Policy Statement

The Regional Policy Statement (RPS) provides an overview of significant regional resource management issues and the identification of policies and methods to achieve integrated, sustainable management of natural and physical resources within the region. This planning document is currently undergoing its 10 year review, and the new (proposed) RPS is discussed in section b, below.

Chapter 12A of the RPS sets out the objective and policy framework for how urban growth is to be accommodated over the next 35 years in the Greater Christchurch area. It is aimed at managing the location of growth and also the resulting urban form.

Under issue 5, it identifies that urban land use and development in inappropriate locations can adversely affect the efficient use and development of transport infrastructure, through:

- (a) *The location of residential and other sensitive activities close to strategic transport networks;*
- (b) *High energy use associated with private car dependency;*
- (c) *Inefficient operation of strategic transport networks.*

The relevant objectives within chapter 12A are as follows:

Objective 7: Integration of Transport Infrastructure and Land Use

Ensure that the planning and provision of transport infrastructure is integrated with development and settlement patterns and facilitates the movement of goods and provision of services in Greater Christchurch, while:

- (a) *limiting network congestion;*
- (b) *reducing dependency on private motor vehicles;*
- (c) *reducing emission of contaminants to air and energy use;*
- (d) *promoting the use of active transport modes.*

Objective 8: Development and Protection of Strategic Infrastructure

Achieve urban land use and development that does not adversely affect the efficient operation, use and development of strategic infrastructure and enables the development of the additional Strategic Infrastructure necessary to meet the needs of growth in population, relocated households as a result of the Canterbury Earthquakes and economic activity in the Greater Christchurch area.

The most relevant policies are:

Policy 2 (Intensification)

Policy 7 (Development form and Design), especially clauses a, c and d.

Policy 9 (Transport Effectiveness); particularly method 9.3: *Territorial authorities shall give consideration to developing district plan rules to manage property access and transport efficiency conflicts.*

Policy 10 (Strategic Infrastructure and reverse sensitivity)

Chapter 15 of the RPS deals specifically with Transport, and identifies two key issues:

- *Effects on transport infrastructure from the use, development or protection of land and associated natural and physical resources;*
- *Adverse effects on the environment from the provision of transport infrastructure and the use of transport.*

Relevant objectives and policies seek to enable a safe, efficient and cost-effective transport system to meet regional, inter-regional and national needs for transport, and avoid, remedy or mitigate the adverse effects of transport use and provision, reduce demand for transport, and promote transport modes which have low adverse environmental effects such as cycling, walking and public transport. Policy 3 promotes changes in movement patterns, travel habits and the location of activities to reduce the demand for transport.

The RPS encourages District Councils to consider these matters in the preparation of plan changes.

b) Proposed Canterbury Regional Policy Statement 2011

The proposed RPS was notified on 18 June 2011. Chapter 5 is concerned with land-use and infrastructure.

Relevant Objectives are 5.2.1 (Location, design and function of development), 5.2.2 (Integration of land-use and regionally significant infrastructure) and 5.2.3 (Transport Network (wider region)). Relevant policies are summarised below:

Policy 5.3.1 seeks to encourage high quality urban design including the maintenance and enhancement of amenity values. It directs Territorial Authorities to consider methods that promote good building design and give effect to the urban design protocol.

Policy 5.3.2 is concerned with regionally significant infrastructure. It seeks that new development contributes to consolidated and well designed urban patterns; and that development should integrate with transport networks which provide for sustainable and efficient movement in a logical, safe and permeable manner.

Policy 5.3.7 seeks to avoid development which would adversely affect the strategic land transport network and arterial roads.

Policy 5.3.8 seeks to integrate land use and transport planning in a way that promotes the use of transport modes that have low adverse effects and reduces the demand for transport.

In addition, the proposed RPS will carry forward chapter 12A of the operative RPS as Chapter 6.

3.3.2 Selwyn District Plan

a) Operative Selwyn District Plan

The existing district plan objectives are discussed in section 6 of the Section 32 report. The policies and methods are discussed in section 7.

In addition, since PC12 was notified, PC7, which provides for residential growth in the Greater Christchurch area, has been made operative. PC7 made amendments to the Living Zone policies and methods and introduces a new Living Z zone for greenfield development.

New objectives include:

Objective 3.4.4

Growth of Existing Townships has a compact urban form and provides a variety of living environments and housing choices for residents, including medium density housing typologies located within areas identified in an Outline Development Plan.

Objective 3.4.5

Urban growth within and adjoining townships will provide a high level of connectivity both within the development and with adjoining land areas (where these have been or are likely to be developed for urban activities or public reserves) and will provide suitable access to a variety of forms of transport.

Objective 4.2.4

That subdivision provides for variety and efficiency in its design, form and function.

The explanation to this policy includes the following:

Objective 4.2.4 seeks to provide opportunity and flexibility for developers to express greater innovation, while satisfying the engineering requirements of the Plan. Such matters include roading design and layout, the shape and size of allotments, particularly to allow for low and medium density development within Living Z ODP areas, protection of views, and an open space network within the subdivision to provide good connectivity for pedestrians, cyclists and motorists. Subdivision also provides opportunities for tree planting alongside formed roads and recreation reserves.

New policies (from Plan Change 7) include the following:

Policy 3.4.3

To provide Living zones which:

- *are pleasant places to live in and provide for the health and safety of people and their communities*
- *are less busy and more spacious than residential areas in metropolitan centres; and*
- *have safe and easy access for residents to associated services and facilities*
- *provide for a variety of living environments and housing choices for residents, including medium density areas identified in Outline Development Plans;*
- *ensure medium density residential areas identified in Outline Development Plans are located within close proximity to open spaces and/ or community facilities; and*
- *ensure that new medium density residential developments identified in Outline Development Plans are designed in accordance with the following design principles:*
 - *access and connections to surrounding residential areas and community facilities and Neighbourhood Centres are provided for through a range of transport modes;*
 - *block proportions are small, easily navigable and convenient to encourage cycle and pedestrian movement;*
 - *streets are aligned to take advantage of views and landscape elements;*
 - *section proportions are designed to allow for private open space and sunlight admission;*
 - *a subdivision layout that minimises the number of rear lots;*
 - *layout and design of dwellings encourage high levels of interface with roads, reserves and other dwellings;*
 - *a diversity of living environments and housing types are provided to reflect different lifestyle choices and needs of the community;*
 - *a balance between built form and open spaces complements the existing character and amenity of the surrounding environment; and*
 - *any existing natural, cultural, historical and other unique features of the area are incorporated where possible to provide a sense of place, identity and community.*

Policy B4.2.9

Ensure that new residential blocks are small in scale, easily navigable and convenient to public transport services and community infrastructure such as schools, shops, sports fields and medical facilities, particularly for pedestrians and cyclists.

Policy B4.2.11

Ensure that subdivision designs encourage strong, positive connections between allotments and the street and other features, whilst avoiding rear allotments where practical.

The relevance of these changes is that they introduce a higher baseline requirement for residential subdivision, for instance by restricting the use of rear lots, which can then require that a greater amount of public roads are provided, or that intersections are spaced more closely to allow blocks with two sections back to back.

These intentions are implemented in the following rules:

- 12.1.4.30 *Whether residential blocks achieve an average perimeter of 800m and maximum perimeter of 1000m, unless precluded by an existing pattern of development. NOTE: Section 4.6 of the “Design Guide for Residential Subdivision in the Urban Living Zones” can be referred to for other examples of how residential blocks can be measured.*
- 12.1.4.31 *Whether the creation of rear allotments occurs only where it is necessary to reach awkward parts of a site and there is no practical alternative to develop the site; and*
- 12.1.4.32 *The design of accessways serving four or more allotments with respect to the creation of an open street environment and whether sites have sufficient frontage to such accessways; and*
- 12.1.4.33 *Whether the total number of allotments with no frontage to an adopted road exceeds 20% of the lots in any one Greenfield subdivision and the total number of rear allotments (served by an accessway serving less than four allotments) exceeds half of the 20% allowance. The potential adverse effects of which are related to the lack of an open street environment and/or concentrating small sections as rear allotments; and*

A “quid-pro-quo” for these higher standards is intended to be that the standards for lower order roads are more flexible; for instance allowing developers to provide narrower connected roads instead of rights of way. This will mean that the new standards do not reduce the amount of allotments that developers can create from a piece of land.

(c) Proposed Plan Change 29 to the Selwyn District Plan

Plan Change 29 is concerned with the management of development within the B1 zones. It introduces a new policy (B3.4.23a) which is focussed on increasing the amenity of public spaces; in part to provide attractive place for people to walk and cycle to and through.

New rules introduced by the plan change include 16.9 which restricts the positioning of car parking so that it is not in front of commercial buildings and 16.10 which makes large developments restricted discretionary activities subject to assessment of design and site layout.

The plan change also introduces new rule 17.7 for the B1 zone, which provides minimum standards for landscaping and makes the establishment of car parking areas with more than 20 spaces a controlled activity. This is similar to rule 17.7 introduced in PC12 and section 4.16 discusses this matter and includes some recommendations aimed at reconciling the two plan changes.

3.4 Resource Management Act - Part II

3.4.1 Section 5

Section 5 of the RMA requires Councils to manage the development of natural and physical resources in a way that will enable the community to provide for its social, economic and cultural wellbeing while avoiding, remedying, or mitigating any adverse effects of activities on the environment. This results in a balancing of interests and a need for trade offs to be made. Subclause (a) of Section 5 requires resources to be sustained to meet the reasonably foreseeable needs of future generations.

These trade-offs are discussed extensively in the Section 32 report and the discussion of submissions in this report.

Subclause(c) requires that adverse effects of activities on the environment be avoided, remedied or mitigated. The plan change is aimed at avoiding and mitigating the adverse effects of poorly integrated development in a manner consistent with the objectives of the Selwyn District Plan.

3.4.2 Section 6

Section 6 identifies matters of national importance that Council must recognise in the preparation of a District Plan. There are no matters listed which are relevant to this Plan Change.

3.4.3 Section 7

Section 7 identifies a list of other matters that the District Plan should have particular regard to. Of relevance to Plan Change 12 are (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values; and (f) maintenance and enhancement of the quality of the environment.

The plan change would help support the efficient use of both land and infrastructure in accordance with (b). It would also contribute to the maintenance and enhancement of amenity values in a more effective way than the existing provisions. In this way it would support matters (c) and (f).

3.5 Management Plans and Strategies Prepared under other Acts

Section 74 (2) (b) requires that a local authority give regard to management plans and strategies prepared under other Acts to the extent that their content has a bearing on resource management issues in the District.

Relevant plans include:

3.5.1 National Policy

a) Land Transport Management Act 2008

The New Zealand Land Transport Management Act requires that planning instruments guide and govern planning for local and district transport infrastructure that is undertaken by local authorities. The Act outlines the five land transport objectives which are then replicated in the New Zealand Transport Strategy's (NZTS) vision: "People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system." The five objectives are listed below:

- Assist economic development
- Assist Safety and personal security
- Improve accessibility and mobility
- Protect and promote public health
- Ensure environmental sustainability

b) New Zealand Transport Strategy 2009

The New Zealand Transport Strategy (NZTS) provides direction for the transport sector setting out the government's intentions for transport and guidance for road controlling authorities. The NZTS is prepared in line with the Land Transport Management Act 2008. The Strategy's vision is that "People and freight in New Zealand have access to an affordable, integrated, safe, responsive and sustainable transport system".

c) National Infrastructure Plan 2011

The National Infrastructure Plan outlines the Government's intentions for infrastructure development over a 20 year period. It provides a framework for infrastructure development and includes a transport section. The vision seeks that "*by 2030 New Zealand's infrastructure is resilient and coordinated and contributes to economic growth and increased quality of life*". In terms of the transport sector the relevant goals can be summarized as:

- A long-term strategic approach to transport planning.
- A flexible and resilient transport system (greater accessibility, can respond to changing patterns in demand, improved operational management practice and the use of demand management tools).
- A network of priority roads that will improve journey time and reliability, and ease severe congestion, (boosting key economic areas, improving transport efficiency, road safety and access to markets).
- A continued reduction in the number of accidents, deaths and serious injuries that occur on the network.
- A public transport system that is robust and effective and offers a range of user options that will attract a greater percentage of long term users.
- A rail system that enables the efficient movement of freight and complements other modes of passenger transport and freight movement.
- Sea and air ports that are linked to the overall transport network to support efficient nationwide movement of passengers, domestic goods and exports and imports and are able to respond to technological changes and changing international safety and security standards

d) New Zealand Energy Strategy and New Zealand Energy Efficiency and Conservation Strategy 2011

The New Zealand Energy Strategy and New Zealand Energy Efficiency and Conservation Strategy have been combined into a single document. The strategy sets out the government's priorities that will allow New Zealand to make the most of its energy resources, while being environmentally responsible. It covers the supply, delivery and use of energy. It offers direction for the energy industry including for energy-related aspects of transport. It also provides direction more specifically for energy efficiency, renewable energy and energy conservation.

In terms of transport the strategy seeks a *“more energy efficient transport system, with a greater diversity of fuels and alternative energy technologies”*.

e) Safer Journeys, New Zealand's Road Safety Strategy 2010-2020

Safer Journeys is a strategy to guide improvements in road safety over the period 2010–2020 seeking “A safe road system increasingly free of death and serious injury”. The strategy adopts a Safe System approach to road safety. This approach means working across all elements of the road system (roads, speeds, vehicles and road use) and recognises that everybody has responsibility for road safety.

f) Government Policy Statement on Land Transport Funding 2012/2013-2021/2022

The Government Policy Statement on Land Transport Funding (GPS) sets out the government's outcomes and priorities for the land transport sector. This reflects strategic direction in documents such as the National Infrastructure Plan, the New

Zealand Energy Strategy, New Zealand Energy Efficiency and Conservation Strategy and the Safer Journeys Strategy.

The government's overarching goal for transport is: *an effective, efficient, safe, secure, accessible and resilient transport system that supports the growth of our country's economy in order to deliver greater prosperity, security and opportunities for all New Zealanders*. The three focus areas for The Government Policy Statement are; economic growth and productivity, value for money and road safety.

g) Urban Design Protocol

In September 2008, the Council signed the Urban Design Protocol. Produced by the Ministry for the Environment, the protocol aims to make New Zealand's towns and cities more successful through quality urban design. It identifies 7 principles of well designed places (the "7Cs"), all of which are relevant to this plan change. These are:

- *Context: seeing buildings, places and spaces as part of whole towns and cities*
- *Character: reflecting and enhancing the distinctive character, heritage and identity of our urban environment*
- *Choice: ensuring diversity and choice for the users of an urban environment, including building types and transport options*
- *Connections: supporting social cohesion, making places lively and safe and facilitating contact among people.*
- *Creativity: Encouraging innovative and imaginative solutions*
- *Custodianship: Ensuring design is environmentally sensitive, safe and healthy*
- *Collaboration: Communicating and sharing knowledge across sectors, professions and with communities*

3.5.2 Regional Policy and policy produced in collaboration with other authorities

a) The Greater Christchurch Urban Development Strategy (the UDS)

The UDS has been produced by a partnership of District Councils (Selwyn, Waimakariri and Christchurch City), Environment Canterbury and the New Zealand Transport Agency. Its purpose is to manage future urban development in the Greater Christchurch area until 2041.

The UDS sets the framework for managing urban growth in Greater Christchurch through a combination of staged urban expansion and more intensive use of the existing urban areas.

It aims to achieve compact, sustainable urban form and high quality development.

b) Regional Land Transport Strategy

The RLTS sets the direction for land transport in the Canterbury Region over the next 30 years. The RLTS is prepared under the requirements of the Land Transport Act 1998, as amended by the Land Transport Management Act 2003. It must contribute

to the government's overall vision of achieving an integrated, safe, responsive, and sustainable land transport system.

c) Christchurch, Rolleston and Environs Transportation Study

CRETS is a study that was undertaken by the Christchurch City Council, Selwyn District Council, Environment Canterbury, Christchurch International Airport and the New Zealand Transport Agency into the transportation requirements in the Christchurch to Rolleston broad area for the ensuing 25 year period. The study was completed in 2007 and is seen as a key component in the planning for the development of the transport network to the west and south of Christchurch.

The key output of the study is the identification, justification and reporting of a strategy that details the most appropriate stages for the progression of improvement projects that will achieve an ideal transport network to satisfy projected demands. Below is a summary the outcomes of relevance to the District Plan.

- A road hierarchy was developed for the study area.
- A number of major road projects were identified for the short, medium and long term.
- A desire to utilise existing rail for moving freight.
- Protecting the rail corridor from Rolleston to Christchurch (via Hornby) for possible commuter rail.
- Key bus corridors were identified including Park and Ride.

d) Greater Christchurch Travel Demand Management Strategy and Action Plan

The Greater Christchurch Travel Demand Management Strategy and Action Plan (GCTDMS) has been developed by the Urban Development Strategy (UDS) partners with four key goals:

- A reduction in the current number of motor vehicle trips made, particularly by private car.
- An increase in proportion of trips made using sustainable travel options.
- A reduction in the distance travelled for regular and local trips.
- A change in the time of travel from peak periods to off-peak periods.

In supporting reduced need for travel by car and providing multi-modal access to destinations, the GCTDMS requires that UDS partners incorporate the following policies into their district plans by 2012:

- Integration: UDS partners will integrate transport and land use planning so that the distance between origin and destination of trips is smaller, public transport and active travel options are given priority, and these options are made accessible and convenient in new and re-developed areas.

- Supply linkages: UDS partners will ensure travel demand management is incorporated with any changes to transport infrastructure.
- Collaboration: UDS partners will work collaboratively with each other, with other stakeholders, and the wider community to co-ordinate travel demand management initiatives; with particular regard to improving the relative affordability and accessibility of sustainable travel options.

e) Metro Strategy 2010-2016

The Selwyn District Council and Canterbury Regional Council have recently adopted the Metro Strategy 2010-2016. This document provides the strategic direction for and formal commitment to objectives to improve the provision and operation of public transport within the Greater Christchurch area.

3.5.3 Selwyn District Council Policy

a) Selwyn District Council Walking and Cycling Strategy

The Walking and Cycling Strategy was adopted in December 2008. It aims to enable opportunities for walking and cycling (including the provision of improved facilities and environments). It also aims to reduce the use of cars for short trips.

The strategy identifies that land-use planning tools can implement these goals. The outcomes sought include:

- *Improved Safety for Pedestrians and Cyclists*
- *More People Choosing to Walk and Cycle More Often*
- *Convenient and Safe Community Environments and Transport Systems that Encourage and Support Walking and Cycling*
- *A Transport System that is More Sustainable in the Long Term*

The Selwyn District Walking and Cycling Strategy not only establishes the goals above, it also sets out an 'action plan' of how to achieve and monitor the goals. The actions relevant to the District Plan include:

- *Ensuring the strategy is recognised in the Plan,*
- *Defining types of cycle/pedestrian access ways and their corresponding corridor widths (there is potential to include this on road hierarchy table,)*
- *Ensuring the design of roads caters for cyclists (again through the road hierarchy),*
- *Address issues associated with Esplanade Reserves and Strips (i.e. detailing appropriate access provisions),*

b) Selwyn Community Outcomes

The Selwyn Community Outcomes contain the following outcomes are relevant to the Plan Change:

- *Air, land, water and general environment to be kept in a healthy condition*
- *A Safe Place in which to Live, Work and Play*
- *Effective and accessible transport system*
- *A prosperous community*

c) Selwyn District Council Subdivision Design Guide

The Design Guide for Subdivision in Urban Living Zones was adopted by Council in September 2009.

It provides developers, designers and landowners with direction on what SDC is seeking for its new subdivisions. In particular they are seeking 'good subdivisions' which satisfy technical and engineering requirements and has a good balance of a number of social, cultural, environmental and economic qualities.

A key transport aspect of the design guide is the desire for a well connected transport network (for all modes) which increases accessibility for residents. This can be achieved through various means; relevant to the District Plan is the need for well defined road hierarchies and increased permeability.

The design guide illustrates a number of concepts for non-traditional road design and the proposed new roading standards would provide an improved ability for these concepts to be assessed under the District Plan.

d) Selwyn District Council Commercial Design Guide

The Commercial design guide was adopted by Council on 22 March 2011. It shows how Council expects commercial development (principally that in business 1 zones) to be designed and includes guidance on site layout and the location and design of car-parking.

e) Selwyn District Council Medium Density Housing Design Guide

The MDH design guide has been written to illustrate the Council's expectations for MDH and to provide examples of good practice.

Some of the concepts illustrated require a degree of flexibility with regard to detailed roading standards such as road widths and intersection spacing. It anticipates that trade-offs will be made between optimum subdivision layout (for instance for solar orientation and amenity) and the need for safe and efficient roads.

The design guide is currently in draft form and is expected to be adopted at the time that PC7 is approved by Council.

f) Selwyn District Council Engineering Code of Practice

The Code of Practice (CoP) supports the District Plan and the Subdivision Design Guide. It provides details on road layout (lane widths, cycle lane widths etc), design vehicles, construction depths etc and also reference the best practice guidelines and NZ standards Council has adopted.

g) Selwyn District Council Draft Road Safety Strategy 2020

The road safety strategy has the aim of zero road deaths and serious injuries on Selwyn's roads. It recognises this may not be possible but strives to progressively reduce the number of and seriousness of crashes in the Selwyn District.

Its goals include:

- A reduction in intersection crashes
- Improve the safety of school children
- A reduction in speed related crashes
- A change in driver behaviour
- Safer Selwyn roads and roadsides.

The design of roads and transport infrastructure, as managed in part through the District Plan, is one way that these goals may be achieved.

4 Submissions

The plan change was notified on 15 December 2010 and the Council received 32 submissions. The summary of submissions was notified on 23 May 2011. The Council received further submissions from 9 submitters.

To avoid an overly complex report, I propose to group and discuss issues which are common to a number of submitters. To facilitate this, each submission has been subdivided and collated (in the summary of submissions) and each submission point made has been allocated a number (eg submission 1.1, 1.2 etc).

The report is set out as follows:

- 4.1 Preliminary Issues
- 4.2 Submissions in Support
- 4.3 Access to Classified Roads
- 4.4 Rights of Way, Access and Turning
- 4.5 Parking
- 4.6 Car-park Design and Layout
- 4.7 Road Widths
- 4.8 Traffic Generation
- 4.9 Sight Distances
- 4.10 Intersection Spacing
- 4.11 Separation of Vehicle Access from intersections
- 4.12 Queuing Spaces
- 4.13 New District Plan Issues
- 4.14 New Objectives
- 4.15 Demand Management
- 4.16 Road Classifications
- 4.17 Other Matters

In this section, for the sake of clarity, submissions are described in plain text font, whilst my comments are in italics. Where I have recommended changes be made to the plan change, these are shown with a grey background

Recommendations are described in this report and set out fully in Appendix 2. Recommendations are generally made for each submission point as described in the summary of submissions.

4.1 Preliminary Issues

Before considering the content of submissions, the commissioner's attention is drawn to these preliminary issues

4.1.1 Late Submissions

There were a number of late submissions to the plan change. Some of these were accepted via a Section 27 waiver which was granted under delegated authority on 15 April 2011.

There were a number of late submissions to the plan change. Some of these were accepted via a Section 37 waiver which was granted under delegated authority on 15 April 2011.

A late submission was then received from Lincoln Land Development on 13 May 2011 amending their original submission. The Council's delegations policy was amended in mid 2011, removing the delegations to the Planning Manager to grant such waivers and leaving the decision instead to the hearings panel or Commissioner. The decision on whether to accept this submission (32.15) therefore rests with the commissioner.

The submission was summarised along with the other submissions and notified at the same time. For this reason, it is recommended that the commissioner should accept the submission.

4.1.2 Submission received without submitters details

One submission (10) was received without any address. Council officers have been unable to find the person named in the submission. The submission has been summarised and recommendations made on its contents. However, it has not been possible to advise the submitter of the hearing.

4.1.3 Request for hearing to be delayed for a decision from the Environment Court on Plan Change 29

A request was received from the representatives of Submitters 28-30 requesting that the PC12 hearing should be delayed pending a decision from the Environment Court on Plan Change 29. PC29 introduced rule 17.7 for the B1 zone, a similar rule to rule 17.7 introduced in PC12. The submitter was concerned about the introduction of a new rule similar to one that is under appeal and that the Court's decision should not be superceded by a new rule introduced under PC12.

The substance of this matter is considered below in section 4.5 where it is recommended that the amenity aspects of the rule be removed from PC12 as far as it affects the B1 zone (leaving the B3 zone to be considered under PC12). This would mean that the Court's decision is final and would appear to deal with the concerns raised by the submitters.

4.2 Submissions in Support

There were three submissions which expressed general support for the plan change.

Submitter 19 supports the updating of the district plan so that it provides for more sustainable transport and caters for future transport networks.

Submitter 22 supports the encouragement of transport choice and made a number of specific requests which are discussed below.

Submitter 23 also supported the plan change and considered that the plan change will give effect to chapters 12 and 15 of the RPS, the Regional Land Transport Strategy and to change 1 to the RPS. Supports the intention of the plan change to deliver integration of land use and transport; urban form that promotes efficient transport and accessibility; promotion of good quality subdivision and development; updated parking standards; safe and efficient transport; making the district plan easier to use; and ensuring development provides a range of transport options.

Recommendation 1

That submissions 19, 22.1 and 23.1 are accepted.

4.3 Access to Classified Roads

This section considers matters related to access. These matters were raised in submissions 1-3, 22, 25, 28-30 and 32.

4.3.1 Policies

Policies B2.1.2, B2.1.3, B2.1.4(a), B2.1.4(b) – Township and Rural

The proposed policies are as follows:

Policy B2.1.2

Manage effects of activities on the safe and efficient operation of the District's existing and planned road network, considering the classification and function of each road in the hierarchy.

Policy B2.1.3

Recognise and protect the primary function of Manage roads classified as **Strategic State Highways or Arterial Roads** in Appendix 9, ~~primarily~~ to ensure the safe and efficient flow of through traffic en route to its destination.

Policy B2.1.4(a)

Ensure all sites, allotments or properties have legal access to a legal road which is formed to the standard necessary to meet the needs of the activity considering:

– the number and type of vehicle movements generated by the activity;

- the road classification and function; and
- any pedestrian, cycle, public transport or other access required by the activity.

Policy B2.1.4(b)

Avoid adverse effects on the safe flow of traffic along State Highways and Arterial Roads from new property access or activities which generate a high level of traffic movements.

Some submitters (1-3, 32) were concerned about the effects of proposed policies B2.1.2, B2.1.3, B2.1.4(a) and B2.1.4(b), which are being added to the rural volume (these policies already exist in the township volume subject to minor amendments). The submitters are concerned that these policies will diminish the ability of established activities to gain access to an arterial road and control the amount of traffic generated from the activity. They were also concerned that the policies place too much emphasis on transportation at the expense of land use, and do not recognise the unique nature of CRI facilities.

Submitter 22 supported policy B2.1.4(a) but requested additional text in the explanation to ensure networks are protected and recognised for public transport routes.

Efficient access to sites relies on protection of the classified road network and subsequently direct property access to sites. There is a need to protect state highway and arterial roads by avoiding adverse effects associated with property access.

Policy B2.1.2 is an existing policy in the Township volume which PC12 seeks to also apply to the rural volume. Policy B2.1.3 is an existing policy in both volumes to which changes in wording are being made.

These policies are aimed at protecting the efficient function of the road network by ensuring that arterial roads and state highways can fulfil their wider through traffic functions to an appropriate level.

Policy B2.1.4(a) and (b) are also existing policies from the Township volume. Policy (a) is principally aimed at ensuring that access ways and roads are formed to the standards necessary for the traffic associated with a proposed activity.

Policy (b) seeks to avoid adverse effects associated with the access through control over appropriate design, formation and layout. It does not seek to avoid access to a site where there is no alternative road from which to obtain access, nor necessarily to prevent access to these roads where alternative access exists.

Submitters request additional text to B2.1.2, 3 and 4(a) to provide recognition of the particular activities undertaken by those submitters (Lincoln University and Crown research institutes) which are established.

Whilst I agree that the activities undertaken by the submitters are significant (as recognised by the UDS and Lincoln Structure Plan for instance) I do not see this as being different to any other important activity such as a town centre or school, all of which are subject to the

same policies. The balance of policies in the plan reflects the reality that a trade-off of costs and benefits is sometimes required.

With regard to submitter 22s request for extra text in relation to public transport and the protection of networks, I do not consider that it is necessary in relation to the policies.

In view of this I consider that the policies are appropriate and recommend that they should not be changed.

Policy B2.1.5 (Township)

Policy B2.1.5 is aimed at maximising permeability and connectivity in the transport network. Submitter 22 requested an amendment to policy B2.1.5 to recognise the road hierarchy. The policy is as follows:

Policy B2.1.5

Ensure the development of new roads is integrated with existing and future transport networks and landuses; and is designed and located to maximise permeability and accessibility through achieving a high level of connectivity within and through new developments to encourage use of public and active transport.

I consider that the amendment would provide clarity and not undermine the intent of the policy and therefore recommend that this change is made. I have re-worded it from the suggestion for the sake of making the policy easier to understand as it is becoming quite wordy.

Submitter 23 requests that references be included in the policy to the Metro Strategy now adopted by the Council, which seeks to achieve high levels of connectivity within and through subdivision.

I agree with this suggestion and have suggested amendments to the policy accordingly.

Policy B2.1.12

The policy is as follows:

Policy B2.1.12

Discourage Avoid new property access directly on to Strategic the State Highway or Arterial Roads, unless there is no alternative legal access available, or effects on the safe and efficient flow of traffic along the road will be minor.

Submitters 1-3 requested that B2.1.12 is amended so that it applies to new activities and smaller sites only; "Avoid property access for new activities directly onto the State Highway and Arterial Roads, particularly on smaller sites".

Submitter 22 supports policy B2.1.12 (Township Volume) but suggests that the explanation should mention efficient access to the road network and that activities near the state highway should also have good access to the road network.

I consider that the revised wording suggested by submitters 1-3 would significantly undermine the manageability of the plan. Adverse effects on the road network arise from the addition of more entranceways as much as the intensification of use. Furthermore, the addition of entranceways may precede a change of use. I have therefore recommended that this submission point is rejected.

I consider that the revised text suggested by submitter 22 is reasonable and recommend that this amendment is made with a minor amendment for clarity.

Anticipated Environmental Results

Submitter 22 requested that the first outcome listed be amended to:

State Highways and Arterialstrategie Roads are ~~safe~~the most efficient transport routes for “through” traffic travelling across the District and to adjoining districts.

The submissions requested the addition of the last clause (and to adjoining districts).

I consider that the most appropriate wording is that to be found in the rural volume, which does not define where the traffic may be travelling to or from and I recommend that an amendment is made to this effect.

Recommendation 2

- 1 That submissions 22.5 and 23.2 are accepted, submission 22.10 is accepted in part, and submissions 1.1, 1.4, 2.1, 2.4, 3.3, 3.8, 22.4, 32.3 and 32.7 are rejected.
- 2 Make the following amendments to Plan Change 12

Township volume

Policy B2.1.5

Ensure the development of new roads is:

- integrated with existing and future transport networks and land uses; and
- designed and located to maximise permeability and accessibility;

through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; whilst having regard to the road hierarchy.

Amend Paragraph 10 under explanation and reasons:

It is important to consider the location and design of new roads within the context of existing and anticipated transport networks and adjoining land use patterns. Strategic planning of transport networks and provision for public transport and active transport modes can reduce dependence on private motor vehicles and ensure permeability and accessibility to and through developments and existing townships. In respect to future public transport provision reference is made to the guide on "Providing for Passenger Transport within your subdivision", and Environment Canterbury's Metro Strategy.

Policy B2.1.12

Amend Paragraph 2 under Explanation and Reasons:

The establishment of land use activities should consider the location within the road network in order to achieve compatibility with the roads they front **including effective access to the road network in terms of the road hierarchy** and the avoidance or mitigation of reverse sensitivity effects which each has on the other. Activities which involve the movement of freight need to be appropriately located within the road network to ensure the safe and efficient movement for the larger vehicles to the activity whilst ensuring adverse effects on the community are minimised.

Transport Networks – Anticipated Environmental Results (Township)

State Highways and Arterial strategic Roads are ~~safe~~ the most efficient transport routes for "through" traffic **travelling across the District.**

4.3.2 Rules

Rules 4.5.1.6 and 4.5.1.8 (rural) and Rule 17.2.1.7 (Township)

(Access via lower order roads)

Proposed rules 4.5.1. and 17.2.1.6 are:

Any access to a State Highway **or Arterial Road** complies with the following:

- (a) No legal access is available from another road;
- (b) The traffic generated through the access to the State Highway **or Arterial Road** is less than 100 ecm/d

Proposed rules 4.5.1.8 and 17.2.1.7 are:

Any site with more than one road frontage to a road that is formed and maintained by Council shall have access to the formed and maintained (and legal) road with the lowest classification.

Note: For example, where a site has frontage to both an arterial road and a local road access shall be to the local road.

Both Volumes

Submitters 1-3 were concerned about the cost and delay of resource consents under rule 4.5.1.6 (rural) and 17.2.1.7 (township), which require that access is to the lower order road where the site has access to more than one road. As established activities, their concern is the effect of this rule where the nature of existing uses changes. They consider that the rule does not recognise that access to lower order roads may be impractical and are of the view that other standards in the plan are sufficient protection for arterial roads.

They requested that rule 4.5.1.6 be amended so that point (a) and (b) not apply to arterial roads and that rule 4.5.1.8 is deleted. Submitter 25 considered that rule 4.5.1.8 was inconsistent with the township equivalent (rule 5.2.1.2) where collector roads are afforded an exemption.

Rules 4.5.1.6 and 8 implement above-mentioned policies B2.1.3 and 4a and b. I do not agree with the submitter that the effects can be managed with other rules in the plan such as sight distances because there are a number of site specific factors which may need to be considered, such as cumulative effects or accident history. In general, I do not consider that the requirements are unreasonable and note that the activity status is restricted discretionary.

The concern of the submitter is that the scale and layout of their land-holdings and the nature of activities means that an access from one end of the site may be an impractical way to access the other end of the site. Whilst the sites have existing use rights, the submission suggests that the nature of research activities may require a more intensive use to be undertaken, or one for which a new access would be beneficial. They were concerned about costs and delays associated with applying for consents.

They provided two hypothetical examples which showed that an access way might have to be located around 600m further away from a part of a site if it was to avoid accessing an arterial road.

Based on the submissions, I am not convinced that the rule is onerous on the submitters. I accept that access may be less convenient if it is from lower order roads but the submission is quite vague and we have not been informed why it is impractical and whether this would outweigh the need to protect the road hierarchy. We also do not know whether the stated issue of an increase in scale of effects being created by new research activities is real or just a perception. We do not know if this has occurred in the past and what the scale of any such increase might be. On the basis of the information available, I do not consider that any exemption can be granted and note that individual cases will be assessed on their merits as part of the resource consent process, which is appropriate.

Ms Williams also addresses this issue in appendix 3 and considers that this rule is consistent with best practice guidance and industry standards which dictate that access should

generally be to the lowest order road. She notes that any resource consent assessment would be relative to the scale of the activity and level of actual and potential effects and is not considered to be unduly onerous. It would give the Council the opportunity to consider the effects of the development and whether any particular management is needed.

With regard to whether rule 4.5.1.8 is consistent with its equivalent in the township volume I comment as follows. The exemption in townships to rule 5.2.1.2 is provided because of the limitations that such a restriction can place on site orientation. For instance, on a corner site it is often preferable to orient houses on a north-south road for solar access (see for instance page 15 of the SDC Medium Density Housing Design Guide). Because of smaller lot-sizes in townships, there is a need to make trade-offs such as this. I consider that the need for this flexibility in site orientation in urban areas justifies some adverse effects on the road network in townships. However, these would not be justified in the rural area, especially as the speed environment is higher than in towns.

Submitter 25 requested that the non-compliance category in rural rule 4.5.5 should be restricted discretionary rather than non-complying as effects are internalised.

This was included as non-complying in error (it is also listed as restricted discretionary under rule 4.5.2) and I agree that it should be restricted discretionary as submitted. I recommend that reference to rule 4.5.1.6 is deleted from this clause.

Township only

Submitters 1-3 (decision points 1.2, 1.6, 2.2, 2.6, 3.5 and 3.11) requested that rule 17.2.1.7 should not apply to business 3 land questioning the need for it given the nature of activities in the zone and that it may have unforeseen consequences such as the location of accessways in poor locations on secondary roads.

Submitters 28-30 (28.4, 29.4 and 30.4) were concerned about this rule in the township volume (business zone). Their view is that lower order roads may not be designed to accommodate high and heavy vehicle traffic and there may be amenity effects from this. They request that rule 17.2.1.7 is amended as follows:

“Where an activity (site) has frontage to more than one road and exceeds a nominated trip generation threshold then the primary vehicle access shall be taken from the frontage located on the 'higher order' road. If the activity generates less traffic than the nominated trip generation threshold then vehicle access shall be limited to the frontage located on the 'lower order' road.”

Submitter 25 (25.2) requested that collector roads be omitted from this rule.

I tend to agree with the issue raised by submitters 28-30 that there may be circumstances where it is more appropriate to access the higher-order road network in townships.

A good example is the recently constructed Countdown supermarket in Rolleston where the main access is (rightly in my view) onto Rolleston Drive. In this case, the land is a very large parcel of B1 zoned land with a frontage of some 1050m. The only existing roads form the

boundary between the living and business zones. Whilst some increase in traffic should be anticipated by the adjoining residents, it would be desirable to minimise the disruption to them. It would also be appropriate for this block to be broken into smaller blocks with the provision of lower-order roading, or alternatively for a central entranceway to be constructed to distribute traffic through the site (which is what has happened). In this case, the main entranceway is acting as a substitute for a local road.

However, I do not agree with the new rule suggested by the submitters. Under PC12, large developments will trigger proposed rule 17.7.2 (heavy traffic) which would involve a restricted discretionary consent to consider the location of the accessway. This would be an appropriate process to consider which road the access should be provided from. In my opinion, matters such as this are best considered on a case by case basis and I therefore recommend that no change is made. For this reason, I also recommend that submission 25.2 is rejected.

With regard to submissions 1-3, I also do not consider that there is anything exceptional about the activities on business 3 sites, or Crown Research Institutes, from a traffic point of view and therefore do not recommend any amendments in response to these submissions. It is not uncommon for important activities to have to comply with traffic rules, as part of a process of balancing costs and benefits, and I do not consider the rules to be unreasonable.

Diagram E10.B2 (Rural)

Submitter 25 (25.10) also considers that the use of Diagram E10.B2 is inappropriate as it is for highways with a capacity of over 10,000 vehicles per day, which does not apply in the district. They requested replacement of Diagram E10.B2 with diagram D from NZTA Planning Policy Manual.

Ms Williams considers this matter in some detail in her report (appendix 3) and is of the view that that diagram is appropriate. I therefore recommend that no changes are made.

Clause E13.2.4.7 (Township)

Submitter 31 (31.3) was concerned about the effect of this clause on the ability to access Hoskyns Road (the B2A zone). The clause concerns the spacing of accesses for properties for roads with a speed limit above 70km/h, with diagram E13.4 specifying separation distances for intersections of up to 200m, depending on the speed limit.

This clause is as follows:

E13.2.4.7 Notwithstanding of E13.2.4.2 above, for vehicle crossings onto a State Highway or Arterial road with a posted speed limit of 70km/h or greater the distances between crossings shall be taken from Diagram E13.4.

It is intended that Hoskyns Road be upgraded in the near future (within the next 12 months) and is subject to design work at present. It would be treated in a similar way to a Business 1 road. The final speed has not been determined but will be reduced when the road is

upgraded and will be less than 70km/h. Therefore, this clause will not apply to the land adjacent to the B2A zone in future.

Recommendation 3

- 1 That submissions 25.3 is accepted, submission 31.3 is accepted in part, and submissions 1.2, 1.6, 2.2, 2.6, 3.5, 3.11, 25.2, 25.10, 28.4, 29.4, 30.4 are rejected.
- 2 That the following amendment be made:

Non-Complying Activities — ~~Vehicular~~ Vehicle Accessways and Vehicle Crossings

- 4.5.5 Any activity which does not comply with Rules 4.5.1.4(b), or 4.5.1.5 ~~or 4.5.1.6~~ shall be a non-complying activity.

4.3.3 Definitions

State Highway (township and rural)

The definition is as follows:

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 9. State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high speed roads of national importance providing inter-district and regional links between towns, cities, ports and other places of significance. State Highways are constructed and managed to high standards to ensure they operate correctly, including managing both road and property access to them. They are subject to access controls in this Plan.

Submitter 22 (NZTA) requested a number of wording changes this definition. I recommend that these be adopted except for the replacement of the word “hubs” with the word “destinations”, which is more consistent with terminology in other planning documents (22.11).

Recommendation 4

- 1 That submission 22.11 is accepted
- 2 That the following amendment is made to the proposed definition of State Highway:

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 and managed by the New Zealand Transport Agency. State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high speed roads of national importance providing inter-district and regional links between significant transport destinations such as

towns, cities, ports and other places of significance. State Highways are **maintained** ~~constructed and managed~~ to high standards to ensure they operate ~~correctly~~ **efficiently**, including managing both road and property access to them **through the New Zealand Transport Agency's powers under the Government Roading Powers Act**. They are **also** subject to access controls in this Plan.

4.4 Rights of Way, Accesses and Turning

Restricting the number of lots that may access a right of way

Submitter 25 (25.1 and 25.14) opposes rule 4.5.1.7 (rural) and rule 5.2.1.7 (township) which limits shared access to 6 sites or potential sites. They consider that non-complying activity status for non-compliance is excessive. The submitter also considers that rights of way carrying less than 30 vehicles per day (25.20) need not be sealed to form an effective all weather surface.

Submitter 32 (32.8) considered that the rule may not be universally appropriate because of the expected rise in alternative living typologies such as terraced housing and retirement villages. They noted that the resource consent for the “dairy block” in Lincoln (Lincoln Land Development) included some examples of houses that are accessed via a right of way shared between 9 dwellings.

Both rules are as follows:

Shared access to more than 6 sites (or potential sites) shall be by road and not by a private access way.

Rule 5.2.1.7 (Township)

Plan Changes 7 (now operative) and 12 and the Subdivision Design Guide implement a change in approach to subdivision. This is aimed at creating more “people friendly” neighbourhoods which are easy to move around by a variety of transport means and create attractive public space. It is recognised that roads and accessways have a variety of functions and that access is just one of these (as described in section 5 of the Subdivision Design Guide).

An adaptable and re-usable development pattern is also sought because it is recognised that the pattern of streets and land ownership, once established, is difficult to change. An example of this can be seen with the rebuild of Christchurch, where the 200 year old street pattern is to be retained. Even in this instance where half of the buildings are due to be demolished, the street pattern will remain unchanged.

However, the pattern and intensity of land use changes over time and narrow rights of way are not well equipped to cope with an increase in intensity of use (such as the not-unlikely scenario of future residential infill).

The District Plan previously limited the number of sites (or dwellings) accessing a ROW to 10. Access for more than 10 sites required creation of a road with a minimum legal width of 14m (Cul de sac).

The reduction in the maximum number of lots that may use a right of way is being introduced in conjunction with more flexibility for lower order public roads. In effect, the road hierarchy has become more sophisticated and a higher standard is expected for this type of access.

These alternatives include a “residents’ street” or “local minor” road, a narrower connected street with a width of 10m which is intended to provide access to the interior of blocks as well as public access through it (see figure below). A 10m wide cul-de-sac would also be permitted for smaller subdivisions, although pedestrian access through the block may be required (see figure below). These provisions are clear in Table E13.8 and rule E13.3.1.

Intersection spacing’s have also been reduced to allow for a subdivision pattern where two sections can be accommodated back to back without the need for rear sections (see figure below). This is regarded as desirable because it creates a regular pattern of development which provides private space which is not usually overshadowed or overlooked by close neighbours (further explanation of this principle is provided on pages 14 and 15 of the Councils Medium Density Design Guide and illustrated in figure 1 below).

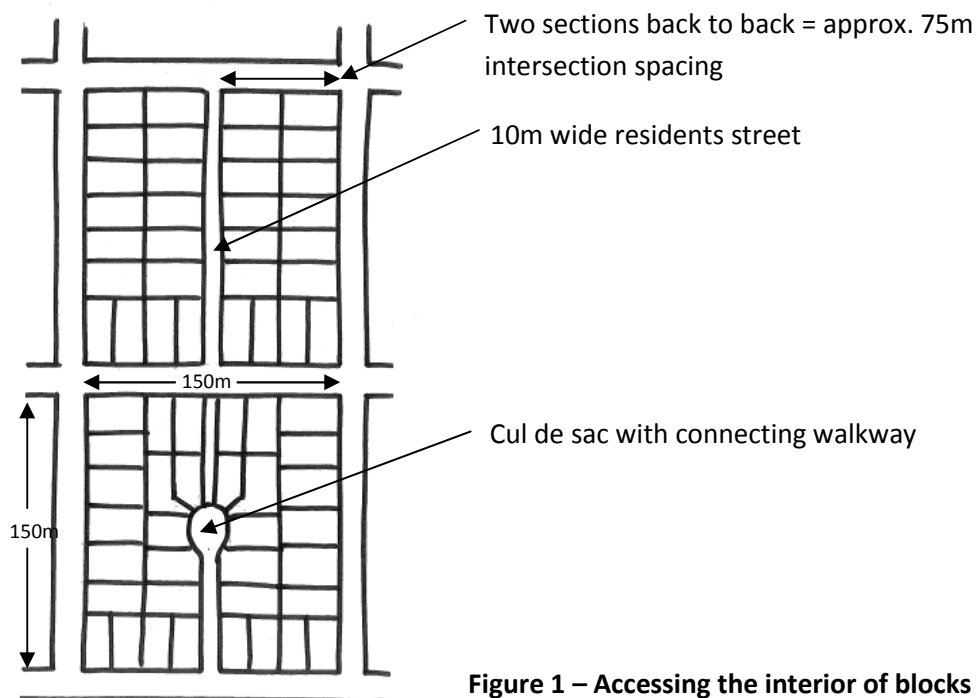


Figure 1 – Accessing the interior of blocks

The reasons for this change in approach are as follows:

- The use vested roads rather than rights of way will result in more public space being provided by the development (rather than a lower amount and standard of shared private space). This will increase the overall amenity of the subdivision.

- *The use of a variety of road typologies provides opportunities for a variety of public environments which are currently not catered for and will also increase the amenity of the subdivision.*
- *A narrow vested road will provide a higher quality street environment for residents.*
- *Rights of Way can increase the size of residential blocks and reduce permeability. Blocks can be larger and the opportunity for pedestrian routes through them is reduced. I note that PC7 restricted the number of sections to be accessed from rights of way to 20% (assessment matter 12.1.4.33).*
- *The long-term maintenance of rights of way is uncertain and may cause conflict between neighbours and pressure for Council to take them over even though they are not built to the required standard. Degraded rights of way can become unsightly when viewed from public space.*
- *Rights of Way are inherently inflexible as they are related to the buildings which are established now for a relatively short time horizon (50 years). However, changing the street pattern in the future can be problematic. These areas may become difficult to redevelop in future years.*
- *Rights of way shared between many houses have been causing problems with the collection of rubbish because there is limited space on the footpath. It can be difficult for residents to put bins out with adequate separation to allow the rubbish truck's lifting arm to work properly. It can also be unsightly and bins can block the footpath for pedestrians, especially people with pushchairs.*
- *The limitation of ROWs to service 6 sites is also consistent with that of the neighbouring Waimakariri District Council's Plan which states:*
- *"Access to seven or more sites shall only be provided by way of a road which complies with the design attributes of Table 30.1." [Clause: 30.6.1.2]*

In view of the above discussion I consider that the proposal to limit the number of sections accessed via a right of way is part of a coherent set of proposals to provide for a high standard of public environment. I consider that these provide an appropriate degree of flexibility for developers and an appropriate degree of certainty for the community that a high quality neighbourhood would result.

However, I recognise that there are circumstances where a right of way may be justified. These include where the development is providing an additional rear access (such as a rear access lane for terraced houses) as a secondary access. This appears to be the issue described by submitter 32, and has occurred in the Lincoln Land Development subdivision consent.

The limitation of ROWs to service 6 sites is also consistent with that of the neighbouring Waimakariri District Council's Plan which states:

“Access to seven or more sites shall only be provided by way of a road which complies with the design attributes of Table 30.1.” [Clause: 30.6.1.2]

In view of the above discussion I consider that the proposal to limit the number of sections accessed via a right of way is part of a coherent set of proposals to provide for a high standard of public environment. I consider that these provide an appropriate degree of flexibility for developers and an appropriate degree of certainty for the community that a high quality neighbourhood would result.

However, I recognise that the circumstances where a right of way may be justified. These include where the development is providing an additional rear access (such as a rear access lane for terraced houses) as a secondary access. This appears to be the issue described by submitter 32, and has occurred in the Lincoln Land Development subdivision consent.

To this end, I recommend that provision is made for secondary access to be made via rights of way, to properties with direct road access. This would allow for alternative higher density development forms such as terraces with rear access. I suggest that this is limited to the Living Z zone which is designed for greenfield development and includes provisions for medium density housing.

I therefore recommend that submission point 32.8 on this rule be accepted in part and submissions 25.4 and 25.14 be rejected as far as they apply to this matter.

Rule 4.5.1.7 (Rural)

In the Rural Volume the activity status is already discretionary. It is not anticipated that there would be a significant number of instances when the creation of a ROW for more than 6 sites would be required and the discretionary activity status allows each case to be considered on its individual merits. I consider that this is appropriate and that submission 25.1 should be rejected as far as it applies to this matter.

Definition of “Potential Site”

Submitter 25 notes that the term “potential site”, used in the above rules, is not defined.

The term is carried over from the existing rule (clause E13.2.1.1).

On reflection, I consider that the best way of dealing with this issue would be to differentiate between Living Zones and other zones.

In Living zones, the concern is that sufficient access is provided for future re-subdivision and intensification that is provided for under the zoning (for instance access to large balance lots). I recommend that this matter is included as a new matter for discretion at subdivision stage.

I also recommend an amendment to rule 5.2.1.7 so that it applies to dwellings as well as sites, as two houses are sometimes built on a single site (with the same scale of effects as a subdivision).

These two rules would be a clearer way to address the issue of concern.

In the business zone there is no minimum site size, so any site has the ability to be subdivided. I therefore do not consider that the term “potential sites” is useful in rule 17.2.1.6 and recommend that it be deleted.

In the rural volume, I also consider that the use of the term is inappropriate. Rural land can be held in a variety of lot sizes for a variety of purposes. Whilst it may be a concern that rural sites (such as 4ha blocks) are created on rights of way that are already at capacity, this has not been a problem in reality and Council has the ability to decline applications for subdivisions that breach the rule.

This situation differs from that in townships where Council wishes to encourage the efficient use of land. It would be a legitimate concern to Council if land zoned for residential use was not able to be developed. However, this is not the case if a rural landowner was unable to subdivide.

On this basis, I have recommended that submissions 25.1 and 25.14 are accepted in part, notwithstanding my recommendation in the previous sections regarding these submissions.

Recommendation 5

- 1 That submission 25.1, 25.14 and 32.8 are accepted in part.
- 2 That amendments are made to the proposed rules as follows:

Add a new assessment matter is added under rule 12.1.4 of the Township Volume:

12.1.4.2 If access is by a private accessway, whether it has capacity for any intensification under district plan averages for the zone.

Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

5.2.1.7 Shared access to more than 6 **dwelling**s or sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

17.2.1.6 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

Amend rule 4.5.1.7 (rural volume)

4.5.1.7 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

Add a new discretionary activity to allow for secondary access in the Living Z zone (Township Volume):

Discretionary Activities — Vehicle Accessways

5.2.4 In the Living Z zone, rights of way that do not comply with rule 4.5.1.7 shall be a discretionary activity where they provide only secondary access to those lots (and there is alternative vehicle access to a formed and sealed road).

5.2.5 Any activity which does not comply with any of Rules 5.2.1.32 to 5.2.1.76 inclusive shall be a discretionary activity.

Non-Complying Activities — vehicular Vehicle Accessways

5.2.6 **Except as provided in rule 5.2.4**, any activity which does not comply with Rule 5.2.1.1, or 5.2.1.7 shall be a non-complying activity

Width of Accessways (Table E13.4)

Submitters 28-30 (28.14, 29.14 and 30.14) considered that the minimum width for accessways in business zones was excessive, especially if the access was one way. They requested a width for single sites be included. They also considered that the accessway widths required in rule E13.2.1 (table 13.4) are not consistent with rule 13.2.4.5 (table 13.7, vehicle crossings).

These submitters also asked for table E13.7 to be amended to allow for wider crossings; and a new rule to ensure that there was visibility between pedestrians and vehicles on the crossings (28.16, 29.16 and 30.16).

The rule and table are as follows:

E13.2.1.1 The minimum requirements for any private shared vehicular **vehicle accessway** for a site(s) shall be in accordance with Table E13.4.

Table E13.4 – Minimum Requirements for any Shared Private Vehicle Accessway

Zone	Potential No of Sites	Length (m)	Legal Width (m)	Carriageway Width (m)	Turning Area	Passing Bay	Footpaths
Living Zones	4-2-3	Any length	3.5	3.0	Optional	Optional	Optional
Living Zones	3-4-6	0-50	4.5 .0	3.5	Required	Required <u>Optional</u>	Optional
Living Zones	3-4-6	Over 50	6.5 .0	4.5	Required	Required	Optional
Living Zones	7-10	Any length	6.0	5.0	Required	Required	Optional
Business Zones	1-106	All lengths	6.7 .0	4.5 .0	Required	Optional	Optional

Ms Williams has considered the issues regarding width of access in business zones and does not consider that a width narrower than 5m minimum is appropriate. She notes that breaches in the standard may occur infrequently and that the resource consent process can be used to consider these breaches.

With regard to the alleged discrepancy between tables 13.4 and 13.7, the vehicle crossing widths for residential zones are 3.5-6.0m, access widths vary from 3.0 to 4.5m. This enables the vehicle crossing to be wider than the access (carriageway width). I have been advised by Ms Williams that this is appropriate as the crossing width should generally be wider than the accessway as additional width is required at the crossing to accommodate vehicles completing / initiating turning manoeuvres off / on-to, the road.

With regard to maximum accessway width, I note that the crossing maximums are similar to local roads and I consider that this is sufficient to accommodate turning manoeuvres in most circumstances; furthermore, non-compliance is discretionary and can be considered on a case by case basis.

It is desirable if crossings are as narrow as possible to enhance the pedestrian environment. Narrower crossing mean there is less distance for people to cross and also force cars to slow down. This is both safer and allows pedestrians to establish priority over vehicles (so that vehicles give way to pedestrians rather than the reverse).

Access for Trucks (Township Volume)

Submitters 28-30 (28.13, 29.13, 30.13) request that rule E13.1.5 is amended to reflect the possibility of larger than 8m long trucks visiting the site.

I note that the rule is a minimum standard and that a wider access could be provided if desired.

Sealing of Rights of Way (Township volume)

Submitter 25 (25.20) considers that rights of way carrying less than 30 vpd need not be sealed as it is not required to form an effective all weather surface

The sealing of any accessway serving more than 2 allotments is existing under the notes for table E13.4. For clarity of administration this has now been allocated a clause number.

Turning areas not needed (Rural Volume)

Submitter 25 (25.9) notes that a turning area is optional for ROW's that serve 2-3 sites in the urban area, but not in the rural area and requests that the rural volume (table 10.2) is amended

The submitter also noted that Rule 4.6.2 requires on-site manoeuvring for any vehicle. Notes this term is not defined and considers should refer to vehicles in Appendix 10 (25.4).

I note that it is just the Living Zone where turning areas are optional (Township Volume table E13.4) and that they are still required in the business zone.

There is a greater likelihood and frequency of use by larger vehicles and trucks associated with rural (or business) activities than typically occurs in the urban living zones. Accessways in rural areas also typically service larger sized lots and therefore tend to be longer, increasing the distance a vehicle may be required to reverse should turning not be provided. For these reasons, a turning area is appropriate in both rural and business zones.

Specification for Hammerhead (Rural volume, rule E10.2.1.3)

Submitter 25 asked for clarity in relation to what design vehicle should be accommodated in hammerhead specified in rule E10.2.1.3 (25.9).

The SDC Code of Practice (5.8.11.2, page 20) refers to NZS4404 for turning heads (figure 3.4). These would accommodate an 8m rigid truck with a 10m turning radius with multiple manoeuvres.

On-Site Manoeuvring (Rural volume, rule 4.6.2)

Submitter 25 (25.4) noted that Rule 4.6.2 requires on-site manoeuvring for any vehicle and that this term is not defined. The submitter considers it should refer to vehicles in Appendix 10.

Manoeuvring diagrams are contained in the Selwyn District Council code of practice (section 8.4) and I consider that this matter is adequately catered for already.

Recommendation 6

1 That submissions 25.4, 25.9 and 25.20, 28.13, 29.13, 30.13 are rejected and that 28.14, 29.14, 30.14, 28.16, 29.16 and 30.16 are accepted in part.

2 That a new clause is added to Appendix 13 (township volume) as follows:

E13.2.1.4 The minimum width of an accessway serving a single site shall be 3.5m

4.5 Parking

4.5.1 Policy

Submitter 20 (20.4) seeks clarification that reduced parking rates would be consented at schools where a travel plan is in place.

In order to provide more certainty for the submitter, I consider that it would be worthwhile to amend the policy to state explicitly that it refers to schools as well as other workplaces..

Submitter 22 (22.6) supports Policy B2.1.6(a) as the provision of adequate on-site parking protects the safe and efficient movement of traffic. Supports the intention of B2.1.6(c) but suggests alternative wording as follows:

~~Recognise that~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace travel management plans **where it** may reduce on-site car parking demand and have wider associated benefits ~~in limited situations where such options are viable and enforceable~~

I agree with submitter that the policy should be more positively encouraging and I recommend that it is amended as such. I do consider that consideration of the viability and enforceability of the proposal is important so I recommend that this aspect is retained although it is not necessary to state that it is only appropriate in limited circumstances.

Recommendation 7

- 1 That submissions 20.4 and 22.6 are accepted in part
- 2 That Policy 2.1.6(c) is amended as follows:

~~Recognise that~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace **or school** travel management plans **where it** may reduce on-site car parking demand and have wider associated benefits ~~in limited situations where~~ **provided that such options are viable and enforceable**

4.5.2 Minimum Parking Requirements

Business 1 zones

Submitters 24, 25, 27, 28-30 and 32 oppose or request amendments to the proposed changes in minimum parking requirements in Business 1 zones (24, 25, 28.8, 29.8, 30.8 and 32.12).

Submitters 24 and 25 contend that traffic surveys of parking demand in Lincoln and Rolleston indicate that current on-site parking requirements of 2 spaces per 100m² are sufficient (24 and 25.18).

Submitter 27 is concerned that the change in parking requirements in table E13.1 would require an increase in parking spaces on the site of the Famous Grouse from 30 to 75 (27). Considers this would encourage unsustainable motor vehicle use and be detrimental to urban form.

The proposed parking requirements are as follows:

Table E13.1(a) — Minimum Parking Spaces to be Provided

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Residential dwelling s	2 spaces per residential dwelling except for units forming part of a comprehensive residential development which may provide either: 2 spaces per unit (dwelling) or 1 space per unit (dwelling), plus 0.5 spaces per unit on common land.
Commercial activities	3 spaces per 100m² Gross Floor Area (GFA) plus 1 space per 100m² outdoor storage or outdoor display area, plus 1 staff space per 100m² floor space
Industrial and service activities	21.5 spaces for the 1st per 100m² GFA and 1 space per 100m² GFA thereafter.
Places of Assembly and/or Recreational activities facilities	10 spaces per 100m ² public area or 1 space per 10 seats, whichever is greater
Drive-throughs facilities excluding service stations	5 queuing spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 queuing spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash
Retail activities generally. (including Commercial) Commercial activities involving retail sales (except as permitted under table E13.1(b) below)	2.5 4.5 spaces per 100m ² GFA and/or outdoor display area
Slow trade and Bulk goods Retail	2.5 spaces per 100m² GFA and / or outdoor display area
Food and Beverage (except as permitted under table E13.1(b) below) Restaurants and/or taverns	4.5 spaces per 100m² PFA for the first 150m² then 19 spaces per 100m² PFA thereafter. Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time. 10 spaces per 100m² public indoor floor area 10 spaces per 150m² outdoor dining area
Emergency services facilities	1 space for every 4 personnel operating from the facility, and 1 space for every emergency service vehicle based at the facility such as a fire appliance or ambulance
Sports grounds and playing fields	15 spaces per hectare of playing fields
Hospitals and/or Elderly Persons Homes	1 space per 5 beds plus 1 space per 2 staff
Carehomes	1 space per 3 clients
Health Care services	2.3 spaces per professional staff member employed on-site at any one time plus 1 space per 2 staff
Offices	2.5 spaces per 100m ² GFA

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Research facilities	1 space per 2 <u>1.5</u> full time equivalent staff
Educational and/or day care facilities(<u>excluding Preschools</u>)	<p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 15 years of age, and</u></p> <p><u>Visitor / set down parking at:</u></p> <p><u>Primary schools: 1 space per 6 students</u></p> <p><u>All other education facilities: 1 space per 20 students under 15 years of age</u></p> <p>1 space per 2 staff, plus 1 space per 10 students over 15 years of age, except that in respect to student parking, any required on site parking provision can be deferred until a minimum of 105 spaces are required. At such time that the 105th space is required, the car parks shall be formed and sealed on site within 6 months of that time.</p>
<u>Preschool</u>	<u>0.26 spaces per Child (including drop-off and staff parking)</u>
Visitor Accommodation	<u>The greater of 1 space per bed-unit or 1 space per five beds plus 1 space per 2 staff</u>
<u>Activities providing automotive servicing</u>	<u>3 parking spaces per work bay¹</u>

Table E13.1 (b) — Parking spaces to be provided for Town Centres

The following requirements shall apply to Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps. For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
<u>Food and Beverage</u> <u>(Lincoln, Rolleston, Darfield, Leeston and Southbridge)</u>	<p><u>3.5 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u></p> <p><u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u></p>
<u>Retail activities generally (including Commercial)</u> <u>(Lincoln, Rolleston, Darfield, Leeston and Southbridge)</u>	<p><u>3.5spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u></p>

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
<u>Food and Beverage</u> <u>(Prebbleton)</u>	<u>4.0 spaces per 100m² PFA for the first 150m² then 17 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Prebbleton)</u>	<u>4.0 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

B1 Zoned land

In response to the submissions, the Council has asked Novo Group to review the parking requirements comprehensively to ensure that they are set at the correct level. There is an extensive discussion about the amount of parking needed in different towns and circumstances, which is provided in Appendix 3.

It is important to set the parking requirements at the correct level. There is an inherent tension between providing large amounts of parking and good urban design outcomes. Parking is visually unattractive and can act as a barrier between activities.

In addition, parking can occupy very large amounts of the highest value and most central (B1) land. The efficient utilisation of this land must also be considered.

However, it is clearly important to provide enough parking to allow for efficient movement of traffic and manage the degree of disruption to neighbours.

The approach taken by the Council is that everyday parking demand created within the centre should be accommodated on site or absorbed by on-street parking on the surrounding (B1 zoned) streets. Parking should not generally overflow into the surrounding residential area; although it may do so at busy times. Therefore, parking demand may create some adverse effects outside the B1 zone, but only on the busiest days. The advantage of this approach is that activities need not provide very large amounts of parking, some of which will only be needed for a few days each year (although the amount of land required for parking is still substantial).

This is especially relevant for retail and food and beverage activities, which have some of the highest parking demand. In order to implement this approach, the Council has considered each B1 zone individually. Parking demand is related to the size of the centre (with larger centres needing slightly less parking per 100m² because of efficiencies of scale). It is also related to the type of centre and the expected growth. In Selwyn, the centres serve large rural catchments meaning that there is less potential for mode switch than in a large city.

The Council has also considered the supply of parking for instance the amount of on-street parking available (and existing and future demand for it).

The problems that insufficient parking can create are mostly related to nuisance for the surrounding residents and include:

- *Reduction in on-street parking availability for residents.*
- *Disruption to accesses for residents, for instance from cars being parked too close to residential access.*
- *Visual dominance of residential streetscape by cars.*
- *Noise and general disturbance associated with vehicles starting, manoeuvring, doors shutting, glare from headlights during winter.*
- *Disruption to the traffic flow of busier roads.*

With the exception of the last of these, the problems generally only occur where the parking takes place within or adjacent to a residential area.

There is also a need to manage the function of higher order roads which have higher traffic demand. On these roads (which would be collector and arterial roads) a balanced view needs to be taken as to how to manage the demands put upon them. For example, there is little ability to provide parking on Rolleston Drive in the business zone in Rolleston.

These adverse effects need to be balanced against the effects of excessive parking provision on the quality of the B1 area. These include:

- *Visual effects*
- *Separation of activities, discouraging walking between them*
- *Less attractive walking environments have been shown to contribute to increased car dependency and related effects (such as increased obesity and reduced disposable income).*
- *Economic effects from reduced vitality (fewer businesses and reduced variety of businesses).*
- *Inefficient use of land; often the most valuable and accessible land in the District.*
- *Inability to achieve high density development as parking consumes large areas of land (over half the land area of a typical single storey commercial development).*

With this in mind, the Council has sought to determine an appropriate parking requirement for each township, based on the supply of on-street parking within the B1 zone, the existing

demand for that parking and the likely size of the zone in future. The aim is to require the minimum amount of parking needed for “everyday” demand, but not to exceed this. This approach is considered to provide a balance between the need for parking and the problems that supplying it can create.

The requirements for each B1 zone are discussed in detail in Appendix 3. In general, we have not recommended that the notified requirements are changed. The exceptions to this are in Prebbleton, Southbridge and for local and neighbourhood centres, which are discussed below.

Prebbleton

For Prebbleton, a reduction in the requirement to 4 spaces has been recommended on the basis of the anticipated size of a redeveloped centre (which based on the size of the B1 zone will be around 6000m²).

It is expected that if roads are built through the B1 zone by developers, then the on-street parking spaces would be available to meet some of the parking demand for their development (and this recommended rate could be reduced). However, development may not always create public roads (for instance developers have not built roads in Rolleston Town Centre) so the provision of this parking cannot be taken for granted.

Southbridge

For Southbridge, a reduction to 2 spaces per 100m² of floorspace is recommended for small scale retail, because of the low volume of traffic, low demand for on-street space and low anticipated demand for future business activities.

Southbridge has a very large business zone for its size, with only limited residential and business growth expected. There is a relatively large capacity for on-street parking and a public car-park is available.

Whilst large developments are not expected, if one was to establish it would quickly use up this capacity. For this reason, a maximum floor area of 200m² is suggested for this reduced parking rate. This is discussed further in appendix 3.

Local Centres

Local centres are defined in the District Plan as follows:

Local centres, as identified by ODPs should range in size but generally up to 450m² and include:

- 1-5 shops with a maximum retail tenancy of 450m² GFA; and provide
- A limited range of community facilities

For these centres, it is also considered that a reduction to the parking requirement could be provided due to the nature and scale of activities and to avoid an overly commercial appearance for the site. Local centres in older neighbourhoods often rely on angle parking formed in the road corridor, at least for customer parking.

These centres will be sites within greenfield development (for instance as identified in PC7) and will be identified in advance on Outline Development Plans so purchasers of adjacent property will be aware that some traffic effects might be expected around them. A parking requirement of 2 spaces per 100m² is recommended for these areas.

A parking rate of 2 spaces per 100m² or less is particularly advantageous for the design of small centres as it can usually be accommodated in the road corridor without the need for all demand to be met from on-site parking. This is because a typical small shop is around 100m², with a width of around 7m. Such a shop would require 2 spaces. These would have a width of 5.2m and could easily be accommodated in front of the shop. If additional parking is required then it can be accommodated to the side or rear and would be suitable for staff parking. As parking rates increase, it becomes harder to accommodate the parking in a typical street scene and it creates a need for large areas of off-street parking.

Neighbourhood Centres

Neighbourhood centres are defined as follows:

Range in size, but generally 1000m²-2000m² total floorspace and include:

- Up to 15 shops with a maximum retail tenancy of 450m² GFA; and provide*
- A limited range of community facilities*

Due to their restricted size, these centres would not benefit to any great extent from the efficiencies that larger centres enable.

Furthermore, they would also not fall into the local centre category as described above. There is no justification to apply a reduced parking rate on the basis of the scale of effects or effect neighbourhood character being limited.

On this basis, Ms Williams has recommended a minimum of 4 spaces per 100m² of retail and food and beverage (with 17 per 100m² applying to large food and beverage establishments).

Based on the above discussion, I recommend that the submission points (26.1 and 27.1 are accepted in part).

Lincoln

I note that submitters 24 and 25 have not provided details of the traffic surveys they state they have conducted.. This is discussed in appendix 3 and it is considered that these submission points (24.1 and part of 25.18) should be rejected.

Shopping Centre Rate

Submitters 28-30 (28.8, 29.8 and 30.8) request a shopping centre rate which would decrease with the size of the centre

I do not agree with submitters 28-30 that an alternative “shopping centre rate” is appropriate as an alternative to table 13.1(b). The Council’s approach has been to consider the centre as a whole, as it is expected to develop, not individual developments at the time they are built. The aim is that those individual developments are considered as part of a whole, to benefit from the efficiencies of being located in a large centre. It is therefore not necessary to consider individual developments on a size basis.

Evidence for Changes

Submitter 32 (32.12) considers that the change is not sufficiently justified by the section 32 analysis.

I consider that there is a good evidence basis available for this decision and that it meets the requirements of Section 32 of the Act. I therefore recommend that submission 32.12 is rejected.

Business 2 zones

Submitter 31 (31.1) opposed increases in parking requirements for the B2 and B2A zones, considering that current requirements are in excess of actual need. The submitter requested that a requirement of 0.5 spaces per 100m² be put in place for warehousing.

A separate warehousing and storage rate was not applied because these buildings typically change use over the lifetime of the building between warehousing and storage and other industrial uses such as manufacturing. This is problematic, as if the initial use of the building has parking based on a lower rate for warehousing and storage then is later used for other industrial activities. There is typically no additional space available to support larger parking requirements. In many instances this would be the only reason a change from warehousing/storage to other industrial activities would need a resource consent and experience in CCC suggests that most land owners /tenants are unaware of this and are unlawfully established. Where this occurs on several properties a high on-street parking demand can result with adverse effects on surrounding roads.

As an aside, in Christchurch there has also been otherwise permitted re-use of this type of buildings for gyms and dance studios with similar problems.

For this reasons I do not support the submitter’s request.

Business 3 land

Submitters 1-3 (1.8, 2.8 and 3.13) oppose the increase in minimum parking in table 13.1 from 1 space per 2 staff members to 1 space per 1.5 staff members in the B3 zone because they consider it is not justified in the section 32 analysis and is not aware of any problems

caused by the existing standard. They consider increased parking is inconsistent with policy direction to promote sustainable transport.

Submitter 3 opposes the increase to educational parking requirements as they consider that these have been designed for high schools, not for a university, and that the universities existing parking arrangements are adequate.

With regard to research institutes, the utilisation of space in these buildings is somewhat unique as they contain laboratories and offices and there is not data generally available to demonstrate typical parking demand for this land use. In view of this, I recommend that the submission is accepted and the parking rate reverts to the existing rate of 1 space per 2 staff members.

The parking requirement for educational activities (including tertiary) has also been increased in-line with the policy direction to cater for everyday demand on site.

Submitter 3 has not provided evidence to suggest parking demand for tertiary activities generally would be less than that for other education facilities. To the contrary the greater likelihood of self-drive to a tertiary activity could suggest that parking demand may if anything be higher than for other education facilities.

I note that the Christchurch City Plan requires 25.5 spaces per 100 full time students (1 per 4 students, but no additional staff requirement). Palmerston North (with Massey outside its fringe) requires 0.3 spaces per full time student and 0.7 spaces per staff member. This equates to 1 space per 3 students and an additional requirement for staff. Compared to these requirements, 1 space per 8 students and 1 space per staff member does not seem unreasonable.

There is nothing about Lincoln that would suggest a lower requirement is appropriate. For instance the University of Canterbury and CPIT are better located for public transport.

It is also noted that policy B2.1.6(c) provides direction towards the reduction of car park provision where travel plans are in place (refer to discussion above).

Pre-Schools and Schools

Submitter 25 considers the required parking rate for preschools should be 1 per 6 students rather than the rate of 1 space per 4 students as notified in PC12.

The parking rate set for preschool activities is based on the surveyed peak parking demand.. This rate of one space per six students would represent average parking demand and result in reliance on on-street parking at busy periods. This may be appropriate in a number of instances, however, given the range of zones and locations where preschools seek to establish (ranging from residential local roads to other zones and Arterial roads) it cannot be assumed that some reliance on on-street parking will always be suitable. As such the requirement to meet all anticipated parking demand on-site is considered appropriate for the District Plan requirements. Where on-street parking is appropriate in the vicinity of a site, resource consent can be sought for a reduction of on-street parking spaces.

The proposed requirement of 1 space per 4 students will cater for all parking demand for all but the busiest times of the year which is consistent with the parking policy direction (refer to section 7.5.2 of the S.32 Assessment).

In view of this I recommend that submission 25.18 (that part which refers to B1 zones) is rejected.

Submitter 20 notes that they wish to encourage sustainable transport to schools. They seek reassurance that a reduction in car parks would be acceptable if a Travel Management Plan was in place.

They note that the driving age is proposed to change to 16 and that table 13.1 will no longer reflect legislative requirements.

The submitter (20.2) also considers that rule 13.1.1.6 is unclear how many mobility impaired car parks are required for school sites. They also consider that parking space requirements are unclear for incremental growth and that it is unclear when rule 13.1.1.1 (20.3) is triggered.

With regard to the first point, the relevant parking requirement rules have a discretionary activity status, which enables all effects to be considered. The proposed policy B2.1.6(c) provides clear policy direction to support the consideration of effects for parking shortfalls through the resource consent process. Whilst each application must be considered on its own merit, there is no reason this cannot be applied to educational activities and I consider that educational activities are a good example of where a travel plan would be effective. For clarity, I have recommended that specific reference is made to school travel plans within Policy B2.1.6(c) (Township Volume) as proposed in section 4.3.1 of this report, above.

With regard to driving age, I agree that the proposals should be updated to reflect the change in driving age and that table 13.1 should be amended.

With regard to rule 13.1.1.1, the only changes to this clause are the additions of table and diagram reference numbers. This clause has not been problematic to administer in the past and I do not consider that it is difficult to understand. For this reason I recommend that it is not altered.

With regard to parking for mobility impaired persons (Township volume Appendix E13). I recommend that it is amended to state simply that parking for mobility impaired persons is included in the parking requirements and not additional to it.

Slow Trade and Bulk Goods

Submitters 28-30 requested more clarity in respect to the definition of slow trade and bulk retail.

A new rate has been included for activities considered to be 'slow trade and bulk retail'. These activities are considered to be a subset of general retail and as such are included within the definition of 'retail activity' (both Township and Rural Volumes, Part D) as follows:

For the purposes of calculating car parking requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as whitewares, furniture and vehicles.

Where there is uncertainty as to whether the slow trade and bulk retail activity is appropriate clause 13.1.1.3 dictates that the highest rate (retail) should apply. I consider that this provides sufficient clarity on the type of activity that is anticipated. Whilst a more descriptive definition could be put in place (for instance a list of approved goods) it would be quite problematic to devise such a list; it would most likely create a whole new series of ambiguities and anomalies. However, I consider that building supplies could be included as these are one of the most common “bulky goods”. This is considered acceptable on the basis that stores that sell a mix of bulky and non-bulky good (such as Bunnings for instance) would be excluded from the bulk goods definition.

Recommendation 8

- 1 That submissions 1.8, 2.8 and 20.1 are accepted; submission 25.18 is accepted in part (as it relates to this matter); submission 3.13, 28.8, 29.8, 30.8 and 32.12 are accepted in part and that submissions 24, 27 and 31.1 are rejected.
- 2 That the proposed plan change is amended as follows:

Amend rule 13.1.1.6:

13.1.1.6 Parking spaces for mobility impaired persons shall be ~~provided at the required rate and shall be~~ included within the total requirement specified in table E13.1.

Insert new subheading into Table 13.1(a)

Except as provided in table 13.1(b), the following parking rates shall apply:

Amend Table 13.1(a) as follows:

Education and / or day care facilities (Excluding Preschools)	<u>1 space per full time equivalent staff member, plus 1 space per 8 students over 1516 years of age, and</u>
Research facilities	1 space per <u>2</u> 1.5 full time equivalent staff

Amend Table 13.1(b) as follows:

Table E13.1 (b) — Parking spaces to be provided for Town Centres, and Local and Neighbourhood Centres

The following requirements shall apply to:

- Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps.
- **Local and Neighbourhood Centres as identified on an approved Outline Development Plan**

For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
<u>Food and Beverage</u> <u>(Lincoln, Rolleston, Darfield, Leeston; and Southbridge except as specified below)</u>	<u>3.5 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Lincoln, Rolleston, Darfield, Leeston; and Southbridge except as specified below)</u>	<u>3.5 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>
<u>Food and Beverage</u> <u>(Neighbourhood centres (activities under 450m²) and Prebbleton)</u>	<u>4.0 spaces per 100m² PFA for the first 150m² then 17 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>(Neighbourhood centres (activities under 450m²) and Prebbleton)</u>	<u>4.0 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>
<u>Food and Beverage</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
<u>Retail activities generally (including Commercial)</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

Amend the definition of retail activity as follows:

Retail Activity: the use of land or buildings for displaying or offering goods for sale or hire to the public, including service stations. For the purposes of calculating car parking requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as building supplies, white wares, furniture and vehicles.

Definition of Workbay

Submitter 25 (25.18) requested clarification of the definition of workbay.

I have recommended that it be amended (below).

Seek retention and amendment of clause 13.1.1.3.

Submitters 28-30 (28.9, 28.11, 29.9, 29.11, 30.9 and 30.11) note that the present rule 13.1.1.3 that allows for shared parking between activities that are undertaken at different times is to be deleted. They consider that this rule encourages the efficient use of resources; but they consider that the discretion the rule affords to approve joint use of car parking is inappropriate. They request the re-instating of rule E13.1.1.3 with the removal of Councils discretion.

Existing Rule E13.1.1.3 is as follows:

- 13.1.1.3 Where different activities are undertaken at different times on a site, or adjoining sites, and the car parking demands of those activities do not coincide, the Council may approve the joint use of car parking spaces where it is deemed appropriate.

Submitters 28-30 request approval of rule E13.1.3.3. Submitter 31 requests that it is extended to the B2A zone.

Proposed rule E13.1.3.3 is as follows

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- (a) the parking shall be clearly associated with the activity by way of signage on both sites, and
- (b) the parking is located on the same side of any road as the activity, and

- (c) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- (d) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- (e) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site) by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

Plan Change 12 proposes to delete clause E13.1.1.3, which was a discretionary standard and replace it with E13.1.3.3, which makes it a permitted activity subject to certain criteria. This is explained in detail in paragraphs 199-203 of the s.32 Assessment as notified. I therefore do not agree that there is a need to retain the old rule in any form.

However, I consider that some relaxation of the replacement rule would be appropriate. As presently worded, the rule would require that signage is put in place to associate the parking with the activity. I consider that it would be equally appropriate for the parking to be available to the general public, so that the amount of such “shared” parking was increased. Shared parking is more efficient so that if all businesses provided it then less would be needed overall. An increase in the amount of shared parking provided is as desirable (or more desirable) than the provision of reserved parking.

With regard to the B2A zone, rules that apply in the B2 zone generally also apply in the B2A zone unless specifically stated otherwise. Therefore the rule would already apply and no amendment is needed.

Cycle Parking (rural rule 4.6.3.3 and township rule 13.1.4)

Submitter 25 considered that cycle parking in the rural area was unnecessary (25.5). Submitters 28-30 (28.12, 29.12, 30.12) requested a cap of 10 spaces per centre.

Rule 4.6.3.3 is as follows

- 4.6.53** Any activity which involves the provision of goods or services to the general public shall be a permitted activity if the following conditions are met:

4.6.3.3 Provision is made for on-site cycle parking.

I consider that it is likely that some cycle journeys will occur to rural activities and therefore some provision for on-site cycle parking should be made. As such activities will be subject to consent processes, the amount can be set as a condition of consent.

Rule E13.1.4 is as follows:

E13.1.4.1 Any activity, other than residential activities, temporary activities, activities listed in E13.1.4.2 and activities permitted under Part C,

Living Zone Rules - Activities 10.9.1. is to provide cycle parking at a minimum of 2 spaces and then at a rate of 1 cycle space for every 5 car parking spaces required, to a maximum of 10 cycle spaces.

E13.1.4.2 Any Place of assembly, recreation or education activity shall provide cycle parking at a minimum of 2 spaces and then at a rate of 1 cycle space for every 5 car parking spaces required.

E13.1.4.3 All cycle parking required by rule E13.1.4.1 or E13.1.4.2 shall be provided on the same site as the activity and located as close as practicable to the building main entrance and shall be clearly visible to cyclists entering the site, be well lit and secure. The type of stand must comply with the Engineering Code of Practice requirements for cycle parking rack systems.

I do not agree that a cap of ten spaces per centre is appropriate. I consider that demand in large centres will exceed this. I also consider that in large centres people may wish to cycle from one place to another (for instance the Rolleston B1 zone is very large) and that a number of cycle parking areas should be provided.

Non-Compliance with Parking Standards (Township)

Submitter 25 requested that the status of non-compliances with rule 5.5.1 (provision of vehicle parking and cycle parking) should be restricted discretionary rather than discretionary (25.17).

The discretionary status has been carried over from the existing plan. I consider that this is an appropriate activity status to employ in this case, that allows for the consideration of effects on a case by case bases. Assessment of parking non-compliance is not restricted to effects such as traffic flow and includes matters such as pedestrian amenity, noise and positive effects that could arise such as the provision of landscaping and pedestrian routes instead of car parks. The rule also applies to residential areas where traffic generating activities are not anticipated and where consents are likely to be discretionary in any case. I do not consider that there is a strong reason to change this rule.

Recommendation 9

- 1 That submission 25.18 is accepted, that submissions 28.9, 28.11, 29.9, 29.11, 30.9 and 30.11 are accepted in part and that submissions 25.5, 25.15, 28.12, 29.12 and 30.12 are rejected
- 2 That the following amendments are made to the township volume:

Amend Rule E13.1.3.3 as follows

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- (f) the parking shall be clearly associated with the activity by way of signage on both sites, **or alternatively be available for public use, and**
- (g) the parking is located on the same side of any road as the activity, and
- (h) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- (i) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- (j) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site); **or by the general public;** by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

Amend the definition of workbay as follows:

Workbay: for the purposes of calculating parking requirements, shall be the **size of the space-area** required for ~~the each~~ motor vehicle **intended to be in a space where it can be** serviced and any area immediately surrounding the vehicle required for lifts / hoists that enable the vehicle to be worked upon. It is noted that any other floor area within the building surrounding the work bay shall be considered as retail, office or industrial as appropriate.

4.6 Car Park Design and Layout

4.6.1 Policy

Both Volumes

Policy B2.1.7

Submitter 20 (20.4) supports Policy B2.1.7 as it provides for alternative forms of transport. Submitters 28-30 (28.1, 29.1, 30.1) note that the policy has no methods and contends that the rules do not assist with how the policy can be achieved. They request a reference to an industry accepted volume such as NZS2890:2004.

Submitter 23 (23.2) requested amendments to the policy to better provide for public transport.

The policy is as follows:

Policy B2.1.7

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site and between car and cycle parks, and building entrances.

ASNZ 2890.1.2004 section 4 contains some comments on design for pedestrians in terms of surfacing, signage and could provide limited support in terms of detailed design elements. Specifying this standard may however mislead the intention of this policy to consider general user-friendly design principles and amenity considerations through an integrated approach.

Some Councils in America and the United Kingdom do have off-street parking design guides which consider the appropriate aspects including design for pedestrians and amenity. The potential effects for Council staff up-skilling and learning new provisions has been considered within the section 32 assessment and it was determined that on balance the benefits outweigh the costs.

It is considered advantageous for Council to develop a design guide (or include a parking chapter in a Business Design Guide) to provide guidance. This however would sit outside of the District Plan and provide additional guidance for Plan users.

It is not considered beneficial to add reference to ASNZ 2890.1.2004 as a method however it is noted that the township volume does not contain methods for this policy and the appropriate methods should be included. Greater clarity as to District Plan methods for parking could also provide clarity in respect to which rules achieve this policy.

I agree with submitter 23 that references to public transport would be useful and I recommend that these are included as suggested in the submission.

Township Volume

Policy B3.4.18(b) and (c)

Submitter 17 considers that the wording of policy B3.4.18(b) does not provide clear direction for assessing applications and administrators of the District Plan will not have adequate knowledge in the broad range of matters at their discretion.

Submitters 28-30 (28.3, 29.3, 30.3) requested the deletion of policy B3.4.18 (b) and (c) because they consider that it is not appropriate to deal with amenity issues in transport policy; and that these matters are already addressed in Policy 3.4.17.

Submitters 20 and 22 (20.4, 22.9) Supported policy B3.4.18(b) and suggested that the effects of reductions in parking achieved through travel demand management also be included.

Submitter 23 (23.2) also supported the policy and asked for amendments to include references to public transport.

The policies are as follows:

Policy B3.4.18 **(a)**

Ensure all activities have appropriate car-parking facilities to avoid, remedy or mitigate any adverse effects of car-parking on:

- The amenity values of streets;
- The privacy of residents; and
- Safe and convenient access to sites.

Policy B3.4.18 (b)

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians and cyclists. In determining these matters the following factors shall be collectively considered:

- **The overall development and site layout;**
- **Building location and orientation;**
- **Landscaping;**
- **Vehicle access and circulation;**
- **Pedestrian access and circulation (including relative to building entrances and pedestrian desire lines); and**
- **Safety and security of users.**

Policy B3.4.18 (c)

The assessment of parking space provision for the establishment of new activities shall consider the existing and future levels of accessibility to the site, by sustainable transport modes.

One of the key focuses of this plan change is to improve integrated assessment of transport and land use effects in terms of sustainable management of natural and physical resources.

Section B3 already contains policy B3.4.18 (now policy 3.4.18(b)) which considers the effects inadequate parking may have on amenity, privacy and site access. It encourages the provision of car parking to reduce the effects that result from people parking on the street, on amenity, privacy and good access to sites.

The proposed policies B3.4.18 (b) and (c) provide balance by considering the negative impact that parking provision may have. Car parks can be unattractive, and can also be a barrier to movement especially if they do not provide safe and convenient routes for pedestrians. The provision of car parking will not necessarily achieve the aims of policy

3.4.18(a) as it may reduce both amenity and the ease of access for non-car users. A balancing policy is therefore required, to make sure that the benefits and disadvantages of car-parking are given equal consideration.

I disagree with submitters 28-30 that it is not appropriate to address amenity in a transport policy; the aim of the plan change is that a coherent framework is in place for development as a whole. It considers transport policy along with the effects of transport and transport infrastructure like car parks. It is therefore wholly appropriate to consider issues of amenity as far as they are related to transport, such as the position and layout of car-parking.

However, since the notification of Plan Change 12, this issue has been addressed by PC29. PC29 makes larger development in the B1 zone (above 450m²) a restricted discretionary activity, with site layout and car parking being matters for discretion. Smaller developments are permitted activities but car-parking in front of buildings (between the front building façade and the street) is not permitted.

This does not, in my view change the need for a balance of requirements to be considered under transport; to ensure that the need for matters such as car-parking are not considered in isolation from their adverse effects. The submitters will note that significant amendments are proposed to the proposed methods related to this policy in the light of PC29.

I agree with submitter 23 that the policy could also include references to public transport and have recommended that it be amended accordingly.

I agree with the intent expressed by submitter 22 that the effects of travel demand management be taken into account in setting parking rates. However, I consider that policy B2.1.6(c) achieves this already and I have not recommended any changes for this reason.

As regards policy 3.4.18(c), the submitter (28-30) is mistaken when he states that the policy refers to amenity; it clearly relates to accessibility (by sustainable transport).

Recommendation 10

- 1 That submissions 20.4, 22.9 and 23.2 are accepted; submissions 28.1, 29.1, 30.1 and 28.3, 29.3, 30.3 are rejected; and that submission 17 is rejected with regard to this matter.
- 2 That the following amendments are made to the plan change:

Amend Policy B2.1.7 as follows:

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site, **including for users of public transport**, and between car and cycle parks, and building entrances.

Add the following methods to policy B2.1.7 in the Township Volume:

- Road formation
- Vehicle Accessways
- Vehicle crossings
- Car parking provision, design and layout

Add the following method to the Rural Volume, Part B2, Policy B2.1.7:

- Car parking provision, design and layout

Amend Policy B3.4.18(b) (Township Volume) as follows:

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians, cyclists **and users of public transport**. In determining these matters the following factors shall be collectively considered:

- The overall development and site layout;
- Building location and orientation;
- Landscaping;
- Vehicle access and circulation;
- Pedestrian access and circulation (including relative to building entrances, **public transport** and **along** other pedestrian desire lines); and
- Safety and security of users.

4.6.2 Rules

Parking Areas and Site Layout

Township (Rules 17.7 and 5.5.2) and Rural (Rule 4.6.4)

Submitters 1-3, 17, 25 and 28-30 (1.9, 2.9, 3.14, 17, 25.6, 25.16, 28.3, 29.3 and 30.3) oppose rule 17.7. They argue that amenity issues should not be managed by a catch all traffic generation rule (25, 28-30); that it gives the Council unreasonable discretion to control the layout of entire developments based simply on the number of car parking spaces (17, 28-30) and the rules and policies do not give a clear indication of what the Council is trying to achieve (28-30). Furthermore, that it is not effects based and could lead to decisions

being made in relation to the development of entire properties that are not sufficiently related to the effects of car parking (17).

Commenting on rule 5.5.2, submitter 25 considered that the rule had merit but that the threshold was too low and suggested that it should be 100 spaces. Submitter 32 (32.9) also questioned whether the threshold was appropriate.

Submitters 1-3 (1.3, 2.3 and 3.5) support the rules for new development, but not for existing activities. They consider the need for a consent to change 5 or more spaces to be inefficient. They notes that car parks will already need to meet standards on dimensions, manoeuvrability and location.

Submitter 25 considers there is an inconsistency between rules 4.6.6 where car parks with over 40 spaces are a controlled activity and 4.6.7 requiring assessment of any non-compliance as a restricted discretionary activity.

Rule 4.6.4 (Rural Zone) and rule 5.5.2 (Township living Zones) are as follows:

5.45.2 Any development or redevelopment of a parking area of more than 40 parking spaces shall be a controlled activity, in respect to safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

Rule 17.7.1 (Township Business zones) is as follows:

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

(a) The location, layout and orientation of parking areas relative to:

- i. Buildings, the road frontage, and any physical constraints for the site, and**
- ii. Vehicle manoeuvring, access and circulation, and**
- iii. Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and**

(b) The provision of lighting for the safety and security of the parking area users, and

(c) The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7.2 In the Business 3 zone, any development or redevelopment, of a parking area with more than 40 parking spaces shall be a controlled activity.

17.7.2.1 [Assessment matters as 17.7.1]

These rules implement policy 3.4.18(b). Parking spaces occupy large portions of the site and therefore have a highly significant impact on the layout of the site particularly given the prescriptive nature of parking space provision to accommodate stall width, length, aisle width and manoeuvring space. Other site requirements such as building entrances and landscaping are often constrained by the need to accommodate parking. This can result in poor urban design and amenity outcomes. These aspects require collaborative planning to ensure a good overall outcome for the site is achieved.

In terms of transport related on-site design this rule is intended to provide some balance between efficient design of car parking areas for use by vehicles (e.g. stall and aisle dimensions etc) and use by other modes. For example, in parking areas where there are multiple rows of parking and / or high turnover of parks, it is desirable to avoid the main vehicle circulation route separating these parks from the building entrance. Solutions may be as simple as a re-orientation of the parking modules for example to provide more direct pedestrian routes within and across the site and or improve pedestrian safety by reducing vehicle circulation in front of building entrances. In larger car-parks, a dedicated pedestrian route may be required. Ms Williams discusses this further in appendix 3.

This rule also complements other changes within the plan to achieve better connectivity and accessibility for all transport modes by ensuring that destination facilities (in this respect being sites / parking areas / site entrances) are safe, convenient and pleasant places to be (note there is a correlation between the number of parking spaces and likelihood of being a destination, although the actual number of trips to the site varies by land use).

As indicated in 4.4.1, PC29 has superceded some of the PC12 provisions related to site layout in the B1 zone. PC29 is subject to appeal but there is no need for Council to continue to seek similar changes through two separate processes. I therefore recommend that the amenity component of rule 17.7 is removed..

Rule 17.7.2 relates to the B3 zone, where no such new rule has been brought in and I therefore recommend that it is retained in PC12. However, I recommend that it is simplified and that is combined with rule that emerged from the PC29 hearing. The rule below is the PC29 rule with modifications shown underlined:

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 **In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity**

17.7.4 **Under rules 17.7.2 and 17.7.3,**The exercise of the Council's discretion shall be limited to the following:

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas

- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects

PC12 distinguishes between B1 areas and the B3 zone because of the different types of activities expected (for instance lower turnover of parking spaces and less requirement to create civic amenity because members of the public are less likely to be present).

With regard to the appropriateness of the threshold, Ms Williams has discussed this in Appendix 3 and concludes that it is appropriate (at 40 spaces) for reasons of pedestrian safety and circulation..

I have recommended that the remainder of the PC12 car-park design rule (17.7) is simplified as followed to clarify that it concerns safety and circulation; and that this is added as a final assessment matter.

The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

The result of this would be that rule 17.7 makes development in the B1 and B3 zone a controlled activity subject to a threshold (20 or 40); that matters of amenity are considered as per the PC29 decision; and that matters of safety and circulation are considered as described here.

I have also recommended that a separate rule is included for B2 land that deals with matters of safety only.

With regard to the issue raised by submitter 25, that 4.6.7 is inconsistent with 4.6.4, rule 4.6.7 has been amended in error. I recommend that rule 4.6.7 is amended to remove reference to rule 4.6.4 (and submission point 25.6 is accepted).

With regard to whether the rule should apply to existing car parks, the concern of submitters 1-3. I again defer to the decision that has already been made in Plan Change 29, where redevelopment was excluded and recommend that this change is also made to PC12.

Parking area dimensions

Submitter 25 considers that minimum car park dimensions have been incorrectly adopted from NZS2390.1:2004 which has been updated.

They also noted that the minimum dimension for mobility impaired parking was 3.2m - 3.6m and suggested that 3.2m was the appropriate figure.

The minimum car park dimensions have been carried over from the existing plan where they appear to be working well. It is not considered necessary to alter them regardless of changes to NZS2390.1:2004.

We agree with the submitter that 3.2m is the appropriate minimum for mobility impaired parking.

Recommendation 11

- 1 That submissions 25.6 and 25.7 is accepted, submissions 28.3, 29.3 and 30.3, 1.3, 2.3, 3.5, 1.9, 2.9 and 3.14 are accepted in part and submissions 17, 25.16, 25.19 and 32.9 are rejected.
- 2 That the following amendments are made to the plan change (PC29 amendments are shown in blue):

Township Volume

17.7.1 Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

(a) The location, layout and orientation of parking areas relative to:

i Buildings, the road frontage, and any physical constraints for the site, and

ii Vehicle manoeuvring, access and circulation, and

iii Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and

(b) The provision of lighting for the safety and security of the parking area users, and

(c) The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7 PARKING AREAS AND LANDSCAPING

17.7.1 In the business 1 zone, new car parking areas shall be a permitted activity if they comply with the following:

...

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity

17.7.4 **Under rules 17.7.1 and 17.7.2, The exercise of the Council's discretion shall be limited to the following:**

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas
- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects
- **The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.**

17.7.5 In the business 2 zone, except for industrial activities, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity. The exercise of Council's discretion shall be limited to the safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

Both Volumes

delete the definition of redevelopment

4.7 Road Widths

Submitter 25 considers that widths of collector and living 2 local roads are excessive and requests reduction of minimum widths in table E13.8 to 15m (collector) and 11.5m (Living 2) local (25.22).

The submitter notes that different categories of local road are not defined in table 13.8 and requests clarification (25.23).

Submitter 25 considers that rule E13.3.1.4 (limit to cul-de-sac length of 150m) is not justified and that connectivity can be provided by other means. They consider that E13.3.1.5 preventing cul-de-sacs from accessing other cul-de-sacs is not justified. They request deletion of rules E13.3.1.4 and E13.3.1.5 (25.24).

Submitters 28-30 consider that table E13.8 would require the removal of parking on Rolleston Drive and Masfield Drive to make way for cycle lanes and that roads in business zones should have parking on both sides. Requests amendment of table E13.98 to provide separate standards for collector and business roads in business areas to ensure that parking is provided on both sides of the carriageway (28.17, 29.17 and 30.17).

Relevant parts of Table E13.8 are as follows:

Table E13.8 — Road Standards

Type of Road	Legal Width (m)		Carriageway Formed Width (m)		Traffic lanes	Parking lanes Kerb and Channel	Specific provision for cycles (on road or off road)	Pedestrian Provision Footpath(s)
	Min	Max	Min	Max	Min. No. of	Min No. Of		Minimum
Arterial and Collector Roads — Any	20	20 25	11 13	13 14	<u>2</u>	2 Both sides	<u>Yes</u>	<u>Both sides</u> <u>One side only</u>
<u>Collector</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
Local — Business Local roads — any other	15 20	<u>20 25</u>	<u>8 12</u>	<u>8.5 13</u>	<u>2</u>	2-Both sides	<u>Optional</u>	<u>Both sides</u> <u>One side only</u>
<u>Local — Living 2 zone only</u>	<u>18</u>	<u>20</u>	<u>6</u>	<u>6.5</u>	<u>2</u>	<u>NA</u>	<u>NA</u>	<u>Optional but no more than one side.</u>
<u>Local - Major</u>	<u>16</u>	<u>20</u>	<u>8.5</u>	<u>9</u>	<u>2</u>	<u>1</u>	<u>Optional</u>	<u>One side</u>
<u>Local - Intermediate</u>	<u>13</u>	<u>15</u>	<u>7</u>	<u>8</u>	<u>2</u>	<u>1</u>	<u>NA</u>	<u>One side</u>
<u>Local - Minor</u>	<u>10</u>	<u>12</u>	<u>5</u>	<u>6</u>	<u>1</u>	<u>NA</u>	<u>NA</u>	<u>NA</u>

E13.3.1.4 Cul-de-sacs are permitted on local business roads. Cul-de-sacs are also permitted for local intermediate or local minor roads but shall be restricted to a maximum length of 150 metres.

E13.3.1.5 Any cul-de-sac road must connect to a through road and shall not only connect to another cul-de-sac.

I comment first on the requirements for road widths. These have been designed to allow a degree of flexibility depending on the use of the road corridor. The use of this space is not just for vehicular transport and access, but also for pedestrians, cyclists and creating a pleasant public environment. These matters are discussed in detail in section 5 of the Subdivision Design Guide (Street Design). It advocates that streets need to provide for a variety of uses, including: social space (places for people to be, including seating areas, informal stopping areas with places to linger); and amenity space (landscaping, street trees, water-races and other enhancements to the street scene). They also need to provide space for services and in some cases, stormwater treatment.

A collector road needs to provide good amenity because it is a busier traffic environment and may also form the most direct route for pedestrians and cyclists, meaning that it may also be

more heavily used by those modes. Collector roads must also be suitable for public transport.

Because of this more intensive use for a variety of purposes, there is more pressure on the use of a collector road. As well as an 11m carriageway, it needs to accommodate a 1.5m footpath on each side. There must also be space for rubbish bins, street trees and other amenity. The Council has always required a 20m width, which is not unusual and seeks to continue this because of the intensity of use of the corridor.

I expect that there might be circumstances where a narrower corridor could be appropriate, for instance where innovative design provides increased amenity. However, this would be best dealt with under a consent process where Council can make decisions on the basis of the plans before it.

The submitter also questions the need for a 18m legal width in Living 2 areas. This is based on the cross sections provided in PC17 (Part E Appendix 40). There is a need for sufficient space for servicing, stormwater disposal and also for amenity and walking access along the berm (whether or not a pathway is formed).

The Council would prefer to avoid deep swales or swales with steep sides because these can be harder to maintain, create the need for bridging structures and may not lend themselves to multiple uses (such as walking). As a result, a certain amount of width is required in the berm.

This is especially important in areas with more extensive stormwater requirements such as Lincoln, for instance Liffeyfields, where an extensive swale and basin system is incorporated into the road corridor.

It is also desirable to retain a wider width in Living 2 areas to future proof them in the event of future urban intensification. There are very few roads in these areas and if they are redeveloped in future it is inevitable that those roads that do exist will be the main (secondary) routes through the area. Council's experience is also that it can be relatively hard to get an extensive road network in these areas and therefore it must rely on more intensive uses of existing roads (for instance for parking). Some width in the road corridor gives more options for future redevelopment.

In view of this I have recommended that the 18m width is retained.

With regard to the need for definitions of local roads, this is provided in the definitions section under "local roads":

Local Road: means a road that is not intended to act as a main through route for motorised vehicle traffic as their primary network function is to provide property access, and they generally have lower traffic volumes. Any road in the district that is not specifically identified in this Plan as a State Highway, Arterial or Collector road is a 'local road'. New Local roads are further classified into the following sub categories.

Local Business Road (includes cul de sacs): means a local road that serves a commercial or industrial area within a business zone in the district. These roads can be

different in nature and of a higher standard, compared to a residential local road, as they need to cater for larger and heavier vehicles with their increased demands on vehicle manoeuvring, parking and property access.

Local Major Road: means a local road that connects to collector and arterial roads (and other local roads). They are likely to form part of a wider network of connected roads of a similar standard that extends over an urban area. Council's urban design terminology refers to these roads as "local area Streets"

Local Intermediate Road (includes cul de sacs): means a local road with low traffic volumes and speeds and primarily provides only for property access in urban areas, while maintaining some degree of connectivity best suited for walking and cycling between streets. The Councils urban design terminology refers to these as "neighbourhood streets".

Local Minor (includes cul de sacs): means a local road that primarily provides for property access. Local minor roads are referred to as "resident's streets" Local minor roads are required to maximize street amenity in a space shared by all road users and have a low speed environment (less than 50km/hr).

With regard to the length of cul-de-sacs, The maximum length of 150m is derived from the Subdivision Design Guide. It reflects the need to address excessive use of cul-de-sacs within subdivisions in the Selwyn District which have resulted in low levels of connectivity and / or legibility within urban areas, an example being the Ambrose Estate subdivision, centred around Rembrant Drive in Rolleston; or the area around Oak Tree Lane, also in Rolleston.

The desire for long cul-de-sacs also does not sit with the general policy direction of the plan as expressed through PC7 and this plan change.

PC7 added a number of new assessment matters for the consideration of subdivisions. These include the following:

- | | |
|-----------|--|
| 12.1.4.16 | The length of cul-de-sacs and whether a pedestrian connection is appropriate from the end of the cul-de-sac through to another road |
| 12.1.4.17 | The access to cul-de-sacs being from a through road rather than another cul-de-sac |
| 12.1.4.22 | Whether roads and reserves have a coherent and logical layout to facilitate connectivity, legibility and permeability eg desire lines are provided to cater for cyclists and pedestrian users. |
| 12.1.4.30 | Whether residential blocks achieve an average perimeter of 800m and maximum perimeter of 1000m unless precluded by an existing pattern of development. |

*In practice it is expected that subdivisions will be developed with a block structure in which blocks have an 800m perimeter (for instance with dimensions of 200m*200m or 300m*100m, refer to page 14 of the Subdivision Design Guide for a detailed explanation). This reflects a*

traditional pattern of development for instance in older parts of Darfield, Leeston, Lincoln or central Christchurch (see figure 2).

The above rules do not limit how this will be achieved and it will sometimes occur through two cul-de-sacs being joined by a walkway connection.

In practice, given this urban structure, 150m is a generous provision for a cul-de-sac. It is longer than would be required to access the interior of a block.

Furthermore, it is not expected that the urban structure would generally be formed of cul-de-sacs connected by walkways as the submitter appears to be suggesting. A limit to the length of a cul-de-sac is a useful check on the over-use of this development pattern. There is a place for cul-de-sacs within the road hierarchy, but if they are too long, or there are too many, then they affect legibility (ease of way-finding) and connectivity and they increase the distance that vehicles must travel.

In any case the plan change provides for flexible alternatives to the use of cul-de-sacs, including a variety of standards for the construction of connected roads. Restrictions on the length of cul-de-sacs ought not to make it difficult to develop.



Figure 2 – Development blocks in Darfield with a 600m perimeter

I note that non-compliance with this rule would be a discretionary matter and the effect of this would be to change the status of an application (not generate the need for additional consents). Longer cul-de-sacs could still be approved.

The submitter questioned the need to restrict the ability of cul-de-sacs to be accessed from other cul-de-sacs (rule E13.3.1.5). An ability to link cul-de-sacs to other non-through roads would essentially create a long network of cul-de-sacs and therefore undermine the intention of the 150m limit and the ability to achieve adequate levels of connectivity.

I note that this rule already exists in the district plan as assessment matter 12.1.4.17, listed above, but that this would only apply to the living zone. I recommend that the proposed rule is retained so that it can apply to all zones.

With regard to the point raised by submitter 28-30 on Rolleston Drive. The Plan standards are for new roads and would not apply retrospectively, so would not affect the existing roads referred to.

Notwithstanding the above, I would tend to support the argument that new collector roads should have parking on both sides in the business 1 zone. I have therefore recommended that a new line is added to the table to reflect this. I do not consider that it is needed in other business zones where the need for parking will not be so great.

Recommendation 12

1 That submissions 25.22, 25.23 and 25.24 are rejected and that submissions 28.17, 29.17 and 30.17 are accepted in part.

2 Amend Table E13.9 as follows:

Type of Road	Legal Width (m)		Carriageway <u>Formed</u> Width (m)		<u>Traffic lanes</u>	<u>Parking lanes</u> Kerb and Channel	<u>Specific provision for cycles (on road or off road)</u>	<u>Pedestrian Provision</u> Footpath(s)
	Min	Max	Min	Max	<u>Min No. of</u>	<u>Min No. Of</u>		<u>Minimum</u>
Arterial and Collector Roads – Any	20	20 25	11 13	13 14	2	2 Both sides	Yes	Both sides One side only
<u>Collector (except in Business 1 zone)</u>	<u>20</u>	<u>25</u>	<u>11</u>	<u>12</u>	<u>2</u>	<u>1</u>	<u>Yes</u>	<u>Both sides</u>
<u>Collector (Business 1 zone)</u>	20	<u>25</u>	<u>13</u>	<u>14</u>	<u>2</u>	<u>2</u>	<u>Yes</u>	<u>Both sides</u>

4.8 Traffic Generation Rule

Submitters 1-3 are concerned that rule 17.3.6 could be triggered by a redevelopment of their (B3) site without any increase in effects and request that B3 land is excluded (1.7, 2.7 and 3.12).

Submitters 28-30 consider that B1 zoning anticipates a certain level of traffic and that the rule is not required. They note that it appears to be based on Christchurch City rule which is under review and request deletion of the rules 17.3.6 and 17.3.7 or a review of the trip generation threshold (28.5, 29.5 and 30.5).

The proposed rules in question are as follows:

17.3.6 Any vehicle crossing to a site which generates more than 250 vehicle trips per day, or any vehicle crossing providing shared access to sites which cumulatively generate more than 250 vehicle trips per day, shall be a restricted discretionary activity, except that this rule shall not apply to any site located within the Business 2A zone (Izone).

17.3.7 Under rule 17.3.6 the Council shall restrict its discretion to consideration of:

17.3.7.1 The proximity to other vehicle crossings on the same or opposite side of the road, particularly those to sites which also generate more than 250 vehicle trips per day.

17.3.7.2 The proximity to road intersections.

17.3.7.3 The location of the vehicle crossing(s) and the impacts on the frontage road(s) including safety and efficiency for all road users (i.e. including pedestrians).

17.3.7.4 Whether any adverse effects on the frontage road (all road users) or location relative to other access points can be mitigated by the provision of physical works to the frontage roads or installation of traffic controls.

Ms Williams considers this matter in detail in her report. She notes that existing access controls have not been sufficient to manage the effects from larger developments and concludes that the rule is necessary and that the threshold is appropriate. I therefore recommend that it is retained in its current form.

Recommendation 13

That submissions 1.7, 2.7 and 3.12 and 28.5, 29.5 and 30.5 be rejected

4.9 Sight Distance

Both Volumes

Table E10.4, Diagram E10.A1 (rural), Rule E13.2.3 and Table 13.6 (township).

Submitter 25 (25.12) considered that sight distances are inappropriate and inconsistent with the NZTA Planning Policy Manual which states that the 85th percentile speed should be used. These equate to sight distances 50% of those specified in table E10.4. Requests update of table E10.4 and Diagram E10.A1 to match NZTA Planning Policy Manual. The submitter requested that non compliance with sight distances in table E13.2.3 should be restricted discretionary rather than discretionary (rule 5.3.6).

They also considered that sight spacing requirements in table E13.2.3 for the business zones are unrealistic given likely section sizes (a distance of 113m will be hard to comply with) (25.21).

Submitters 28-30 supported the rule as it elevates the importance of sight distances at vehicle crossings. They considered that distances in table 13.6 are in line with industry standards (28.6, 29.6 and 30.6).

Submitter 18 notes that the revised requirement for any access onto any road to meet sight distances will be hard to meet for properties on short streets or near corners. This could result in poor subdivision design against the intent of Plan Change 7, which promotes good urban design. May also result in poor urban design outcomes due to orientation of properties to the road and the location of vehicle entranceways and garages (18).

The submitter requests alteration of table 13.6 by removal of the requirement for sightlines from all vehicle access for local roads in residential areas, or ensure that the requirement does not apply to minor and Intermediate local roads as defined by table 13.8 (18).

The township rules are as follows:

5.3.1.43 The vehicle crossing complies with the relevant standards in Appendix E13.2.3.

5.3.6 Any activity which does not comply with Rule 5.3.1.3 shall be a discretionary activity.

13.2.3 Sight Distances from **Vehicle Crossings** ~~Access Point and Minimum Spacing Between Adjacent Property Accesses.~~

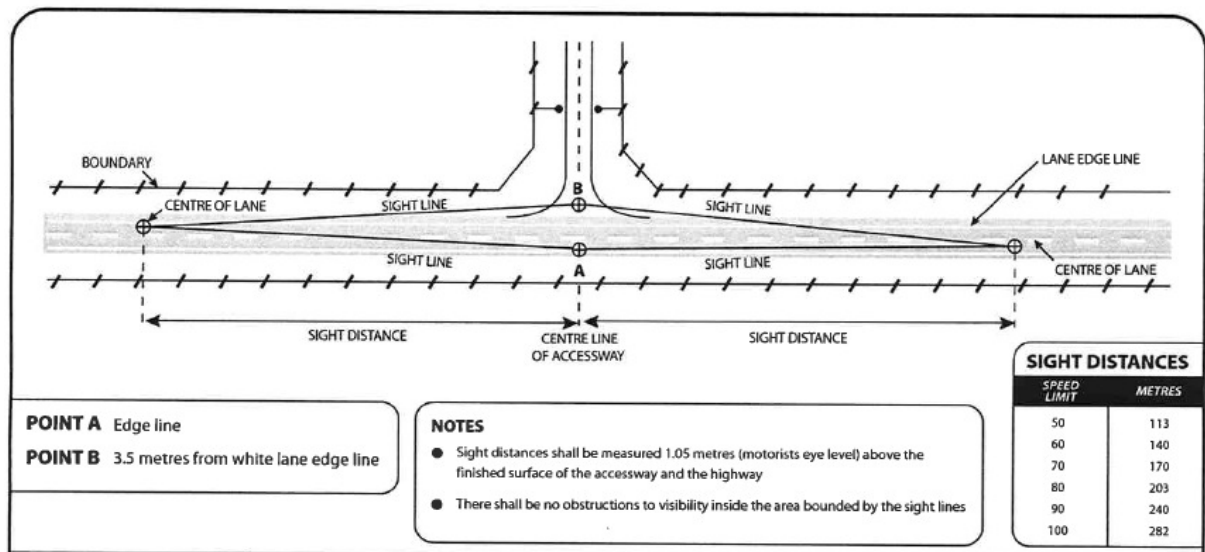
E13.2.3.1 Any access on any ~~Strategic Road or any Arterial Collector~~ Road shall have minimum unobstructed sight distances that comply with Table E13.6 ~~and E13.7~~ below **and measured in accordance with Diagram E13.2.**

Table E13.6 – Minimum Sight Distances

<u>Posted (Legal) Speed Limit (km/h)</u>	<u>State Highways and Arterials Required Sight Distances (m)</u>	<u>Collector and local roads</u>	
		<u>Living Zones Sight Distances (m)</u>	<u>Business Zones Sight Distances (m)</u>
<u>50</u>	<u>113</u>	<u>45</u>	<u>113</u>
<u>60</u>	<u>140</u>	<u>65</u>	<u>140</u>
<u>70</u>	<u>170</u>	<u>85</u>	<u>170</u>
<u>80</u>	<u>203</u>	<u>115</u>	<u>203</u>
<u>90</u>	<u>240</u>	<u>140</u>	<u>240</u>
<u>100</u>	<u>282</u>	<u>250</u>	<u>282</u>

(Rural volume diagram E10.4 is the same as the left two columns of this table)

Diagram E13.2 (Township) and E10.A1 (Rural) - Sight Distance Measurement and State Highway/Arterial sight distance values.



Ms Williams has discussed sight distances in appendix 3. As she notes, the adopted sight distances are the same as those provided in the NZTA Planning and Policy Manual.

The exception is the living zone, where reduced sight distances have been retained to provide more design flexibility for collector and local roads. Living zones generally have lower speed traffic and less through traffic.

With regard to submitter 18, I note that the sight distances reflect existing practice and are rarely triggered (only by roads with relatively tight bends; sight distances are not triggered by

intersections). For this reason I do not consider that the requirements restrict design overly (although I agree that it would be a concern if they did). Non-compliances can be covered by site specific design and conditions of consent. I consider this approach to be appropriate.

The category status for applications has been changed to discretionary due to the complexity and number of factors which may need to be considered.

Recommendation 14

That submissions 18, 25.12, 25.15, 25.21 be rejected and that submissions 28.6, 29.6 and 30.6 be accepted.

4.10 Intersection Spacings

Table 10.6 (rural), E13.5 and E13.9 (township)

Submitter 25 (25.13) considers that spacings are not justified and that values for 50 and 90 km/h roads follow ESD requirements in Austroads and would be applicable to arterial and strategic roads.

The submitter considers that SISD requirements would be more appropriate for collector and local roads. He states that the 800m distance for 100km/h roads not supported by Austroads and 500m would be more appropriate. He requests amendment of table 10.6 (rural) and E13.9 (township) as described.

This submission is discussed by Ms Williams. She has recommended changes to the tables as outlined below due to recent changes to Austroads guidance. These are based on the use of SISD for speed limits less than 100km/h. There are some reductions in townships because of the nature of urban roads and the need to accommodate urban land use patterns. For instance accommodating two sections back to back, desirable for urban design reasons, needs a distance of 60m-80m (see page 14 of the MDH design guide for an illustration of this concept).

This additional flexibility will help the Council to comply with Regional Policy which is concerned with efficient urban form and intensification (policy 7 of chapter 12A of the RPS, and policies 5.3.1 and 5.3.2 of the proposed RPS).

Recommendation 15

- 1 That submission 25.13 is accepted in part
- 2 That the plan change is amended as follows:

Table E13.9 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Distance (m)
100	800
90	500 248
80	400 214
70	305 181
60	220 151
50	160 123

Table E10.6 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Road Types	Distance (m)
100	All	800
90	All	500 248
80	All	400 214
70	All	305 181
60	All	220 151
50	State Highways, Arterials, <u>Collector</u> and Local Business Roads	160 123
50	Collector Roads	125
50 (or less)	Local roads only	75

4.11 Separation of Vehicle Crossings from Intersections

Submitter 25 (25.11 and 25.15) requested amendments to the Table 10.6 (rural), E13.5 and E13.9 (township). He notes that the principle is that lower classification roads can have lower intersection spacing. However, he notes that this is not always reflected in the tables which are based on the NZTA Planning Policy Manual.

Submitter 32 (32.15) requested that table E13.5 is amended to reduce separation distances from intersections for roads with a speed of 50km/h or less to allow for better design outcomes.

Ms Williams considers this submission in appendix 3 and notes that some of the numbers in the tables were transposed incorrectly. She also agrees that other changes reflecting the contents of the submission can be made. She has provided amended tables and a diagram to provide clarity on how the tables are to be interpreted. The diagram replaces E10.A2 and E13.4 as notified and is reproduced below (under recommendations).

I agree with submitter 32 that a reduction in the separation distances is required in low speed environments to allow for more flexibility in building orientation. I have therefore recommended changes as shown below.

Recommendation 16

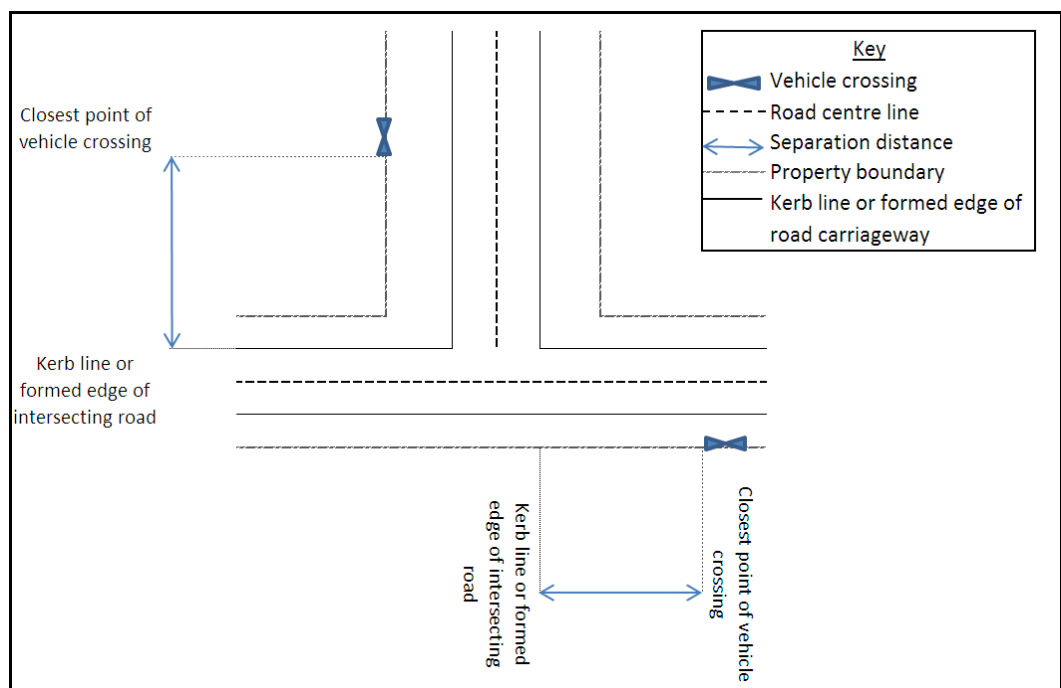
- 1 That submissions 25.11 is accepted in part and that submissions 25.15 and 32.15 are accepted.
- 2 That the following amendments are made:

Replace table E10.3 and Diagram E10.A2 (Rural Volume, Appendix E10) and Table E13.5 and Diagram E13.4 (Township Volume, Appendix E13) with the following:

		Intersecting Road Type Distances in Metres			
Vehicle crossing Joins to	Posted speed Km/hr	State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>

Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>

That the following diagram replace that previously notified to clarify the application of the rule:



4.12 Queuing Space

Submitter 28-30 (28.15, 29.15 and 30.15) notes that table E13.1 provides that a drive-through shall have 5 queuing spaces per booth, but Table E13.3 provides for queuing spaces based on the number of car parks. They request that table E13.3 is amended so that it cross references with E13.1(a).

Table E13.1 considers the parking demand of the drive-through activity. The parking demand for a drive through however occurs in a stacked layout (queue) from the booth rather than a typical parking arrangement with a stall and aisle space. The queueing space required can be thought of as a form of car parking.

The queue space provision in clause E13.3 depends on the total number of parking spaces required on-site and is measured from the site entrance. The need for this queue space is to protect the efficiency of the road from cars waiting to park and manoeuvre.

As a form of parking space, the stacked(queue) spaces in front of the drive through facility should be clear of the required queuing space from the road boundary / site entrance. This is particularly important where there is also a restaurant or other facilities on the site such that vehicles entering (or existing) parking spaces other than in front of the drive through can do so clear of vehicles waiting in line for the drive through.

In view of this, it would not be appropriate to link table E13.3 and E13.1(a). This is particularly the case for example where a site may service more than one booth or a drive through facility as well as other activities.

This submission does highlight that the use of the term queuing spaces may be confusing and I therefore suggest that the wording in table E13.1 could be changed to replace the word 'queuing' with 'stacked parking'.

Recommendation 17

- 1 That submissions 28.15, 29.15 and 30.15 are accepted in part
- 2 Amend table E13.1 as follows:

Table E13.1(a) — Minimum Parking Spaces to be Provided

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Drive-through facilities excluding service stations	5 queuing stacked parking spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 queuing spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash

4.13 New District Plan Issues

Submitters 3 and 32 (3.1 and 32.5) supported the inclusion of Issue 1 except that it may be used to lend credence to the Lincoln Southern by-pass. They were also concerned about the inclusion in Issue 2 of the "effects of traffic on Gerald Street". They also oppose the inclusion of reference to the Christchurch, Rolleston and Environs Transport Study in Issue 3.

Submitter 22 supports issue 1 and requests and amendment to more positively support transport choice (22.3).

The issue is as follows:

Issue 1

Integrating Land Use and Transport

Land use patterns can exacerbate the adverse effects of transport and result in a high dependency on the use of private motor vehicles. Initiatives such as the Greater Christchurch Urban Development Strategy (UDS) and the Regional Policy Statement (RPS) have identified where growth may be appropriate. The identification of future growth also requires consideration and integration of the strategic provision of transport infrastructure.

To reduce demand for transport and hence dependency on private motor vehicles, a network that facilitates more sustainable transport is required. This necessitates good connectivity (the linking of local facilities, adjoining land and surrounding neighbourhoods through connected transport networks) and permeability (providing choice and ease of movement through the network) through and between urban areas in the district as well as to destinations in surrounding districts.

In order to reduce adverse effects associated with transport, Selwyn District also needs to improve and promote the accessibility (ensuring all users, particularly active transport mode users have access to services) and permeability for sustainable travel modes such as walking, cycling and public transport. Selwyn District therefore needs to take a more direct role in determining where and how urban growth occurs.

The provision of good quality infrastructure for pedestrian, cycle and other sustainable modes is necessary to promote and provide for active travel and provide alternatives to private vehicle transport. Good pedestrian and cycle links must be located such that they provide a safe and direct route between key land use destinations and residential areas. Consideration and provision of land for both on and off road pedestrian and cycle facilities is therefore critical in the initial stages of planning.

Selwyn District has a number of urban areas separated by large areas of rural land. A significant number of people commute daily between Selwyn District and Christchurch. Given these characteristics, the provision or improvement, and promotion, of public transport services between townships and to Christchurch may require the provision of land for transit exchanges such as park and ride schemes.

The concern of submitters 3 and 32 relates to their opposition to an arterial road being placed through land in their ownership. They consider that the identification of the above issues would make this more likely.

In my view, limited weight should be given to the concerns of the submitters on this matter (the identification of the issues). Whilst I consider that the costs and benefits of a by-pass will need careful consideration, I do not consider that it is appropriate for landowner concerns over specific parcels of land to over-ride the identification of traffic-related issues as a matter that the District Plan should concern itself with. The submission does not provide any good reason why Issues 1 and 2 in particular should not be included in the plan.

Similarly, Issue 3 identifies more specific future transport needs and refers to CRETS. This study is a transport study. The District Plan has a broader concern (transport and other matters). It contains a broad range of objectives and policies to balance with the need for transport corridors. These include policies aimed at protecting residential amenity, for

instance. New provisions and proposals must be tested against this broad range of objectives. The inclusion of references to CRETS does not over-ride this need to consider holistic outcomes, which has recently been strengthened by the provisions of Plan Change 7. Therefore, no change is recommended.

Recommendation 18

That submission 22.3 is accepted and submissions 3.1, 3.6, 31.5 and 32.5 are rejected

4.14 Objectives

Submitters 3 and 32 oppose Objectives B2.1.3 and B2.1.4 (both volumes) which they consider places too much emphasis on transport and not enough on social, cultural and economic well-being (3.2, 3.7, 32.2 and 32.6).

Submitter 22 (22.3) supports objective B2.1.3 and requests amendments to accentuate transport choice.

The proposed objectives are as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote and provide for: sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.54

Adverse effects of land transport networks on natural or physical resources or amenity values, are **remedied or mitigated, including adverse effects on the environment from construction, operation and maintenance.**

Submitters 3 and 32 oppose Policy B2.1.26 (rural volume) as it places too much emphasis on the effects of heavy traffic through townships and not enough on the effects on alternate routes (3.4, 32.4)

Policy B2.1.26

Encourage heavy vehicles to use routes which bypass townships, where practical, and avoid new residential development along heavy vehicle bypasses.

I do not agree that Objective 2.1.3 places too much emphasis on transport. The first of these is principally aimed at providing for a variety of transport modes and permeability, as is clear from the explanation. It is not aimed at protecting the location of transport corridors. I note that the policy is supported by submitter 22 because it would support transport choice.

I do agree with the submissions with regard to Objective 2.1.4, on to the extent that I agree it should not ignore the standard approach in the Act to avoid as well as remedy or mitigate adverse effects and I recommend an amendment to reflect this.

I do not agree with the amendments to the explanation which would widen the scope of the objective, particularly with regard to location. I consider that the location of roads is covered adequately by other objectives and that this is especially the case in urban areas and areas of new development.

With regard to the need for policy B2.1.26, I consider that a policy of this nature is justified. The Council has received much feedback on the effects of heavy vehicles, especially in Lincoln (for instance in the Lincoln Opportunities study and Lincoln Structure Plan). As for Objective 2.1.4, I have recommended some amendments to reflect the ability to manage effects rather than avoid them in every case.

Recommendation 19

- 1 That submission 22.3 is accepted and that submissions 3.2, 3.7, 32.2, 32.6, 3.4 and 32.4 are accepted in part.
- 2 Amend the plan change as follows:

Amend Objective B2.1.4 and Policy B2.1.26:

Objective B2.1.54 (Both Volumes)

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied or ~~minimised~~ **mitigated**, including adverse effects on the environment from construction, operation and maintenance.

Policy B2.1.26 (Rural Volume)

Encourage heavy vehicles to use routes which bypass townships, where practical, and manage~~avoid~~**new residential development along heavy vehicle bypasses to ensure the operation of the bypass is not adversely affected by such development.**

Explanation and Reasons

Heavy vehicles travelling through townships can adversely affect:

- Residential amenity values through dust, noise and vibration;
- Perceptions of safety, especially for cyclists and pedestrians; and
- Roads, if they are not designed for heavy vehicles.

Policy B2.1.26 encourages heavy vehicles to use routes that bypass rather than bisect townships, to avoid these effects. The preferred method to achieve this is to design ring roads and bypasses that are quicker and easier to use, than roads which bisect townships. Consequently, once a bypass or heavy vehicle route is created, it is important that it is not adversely affected by new residential or business activities occurring along the route, and then trying to slow or restrict the traffic using it.

In some circumstances this will mean that new activities are not allowed to access the route. In others there may be some access to the route, provided this would not adversely affect the operation of the road.

Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

Amend Objective B2.1.3 as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

4.15 Demand Management

Submitter 22 supports policy B2.1.13 and B2.1.14 (Township Volume) (22.8). Submitters 28-30 (28.2, 29.2 and 30.2) consider that the policy should be aimed at reducing motorised travel rather than the need to travel per se.

The policies are as follows:

Policy B2.1.13

Assess Minimise the effects ~~of increasing of allowing or disallowing residential growth in townships in Selwyn District on~~ transport demand **associated with areas identified for urban growth by promoting efficient and consolidated** land use patterns that will reduce the demand for transport.

Policy B2.1.14

Encourage people to walk or cycle within and between townships **by providing a choice of routes for active transport modes and ensuring there is supporting infrastructure such as parking for cycles, at destinations.**

I am not persuaded that there is any need to amend the policy as suggested by submitters 28-30. The policy is aimed at efficient urban form that reduces transport demand. This will include motorised transport, but it may also include reducing distances for walking, cycling and other forms of transport to make them more convenient and appealing.

I note that there are no rules relating to transport demand management plans. Plan Change 12 seeks to put a policy framework in place to allow for the assessment of such plans but

there is no intention for a performance standard approach to be implemented at this stage. They remain something that the Council can consider in a discretionary consent.

Recommendation 20

That submission 22.3 is accepted and that submissions 28.2, 29.2 and 30.2 are rejected.

4.16 Road Classifications

Submitter 22 supports changes to road classifications and additionally suggests that Marshes Road (between Templeton and Prebbleton) be classified (22.2). Submitters 28-30 also supported the changes to the road hierarchy (28.7, 29.7 and 30.7).

Submitter 26 objects to the reclassification of Trices Road and considers it should not occur prior to PC17.

Marshes Rd is a pivotal part of the local roading network being incorporated into Stage 2 of the Christchurch Southern Motorway Extension that will involve grade separation and connection to the Shands Rd Interchange. Its future role in the network is still being considered by NZTA, CCC and SDC. Any decisions on Marshes Road will need to be made in conjunction with CCC and cannot be made at this stage.

Trices Rd forms part of a new orbital route running from SH73 to Halswell utilising Dawsons Rd, Hamptons Rd, and Trices Rd. The emphasis is on creating a safe and efficient route (including by controlling adjoining land use activities access) to cater for natural traffic growth in this context. This route has been identified in CRETS and it is obviously important that the route is achieved in its entirety including with Trices Road.

With this in mind, I do not agree with the submitter that it is premature to consider classification of roads at this time. There is always some potential development under consideration and I do not consider that the circumstances of the submission are compelling. I would consider that the road should be designated as an arterial whether or not the land is re-zoned so I do not see what bearing the zoning has in this decision.

Recommendation 21

That submissions 28.7, 29.7 and 30.7 are accepted and submissions 22.2 and 26 are rejected.

4.17 Other Matters

Policy B2.1.25 (Mitigation of the effects of construction of roads)

Submitters 1-3 requested that Policy B2.1.25 should be extended to protect nationally significant activities [like the CRI's in the B3 zone] from the effects of construction and maintenance of roads (1.5, 2.5 and 3.10).

The policy is as follows:

Policy B2.1.24~~25~~

Mitigate adverse effects from the construction or maintenance of roads or railway lines on:

- adjoining residents;
- any waterbodies or ecosystems; or
- any special landscape, cultural, heritage or amenity values of the site or area.

The policy is concerned with the adverse effects of construction such as dust and noise and cites certain environments, including residential environments and waterbodies.

I would consider that the B3 zone should have a similar level of control as the B1 zone. There is nothing in particular about the CRIs or the university that would require protection above and beyond other commercial or similar activities, regardless of its level of importance. I have therefore not recommended any amendments as a result of this submission.

Living Zones Rules - Subdivision (Notes)

Submitter 32 requests the deletion of notes 8 and 9 under chapter 12 which imply that land use consents should be bundled together with subdivision activity. They consider that this creates uncertainty with regard to notification status (32.10).

They consider that while it may be appropriate for subdivision and land use activities to be applied for concurrently and decided jointly, but that they need not necessarily be considered jointly for notification purposes, especially given the existence of a non-notification clause for subdivisions.

I consider that it is appropriate that consents be considered jointly. This is because the environmental effects are ultimately caused by the subdivision design and layout so it would be desirable to consider all effects in a holistic manner.

Furthermore, changes to the layout may occur at consent stage and these may necessitate further work (for example changes in road pattern may require amendments to earthworks).

Whilst subdivisions may be subject to a non-notification clause under rule 12.1.2, this is only if they comply with the standards and terms in rule 12.1.3. A breach of these means that the clause no longer applies.

I consider that this is similar to a non-compliance with a land-use rule (the matter raised by the submitter). It would be unusual for a breach of the subdivision standards and terms to trigger notification and in the same way I do not anticipate that a breach in a land-use rule as a result of subdivision would trigger notification. The exception would be when if the scale of effects generated was greater than could be anticipated by the subdivision alone. If this was the case then notification may well be appropriate. I therefore consider that the proposed notes should be retained.

Point Strips (Rule 12.1.4.23)

Submitter 32 opposes the provisions relating to point strips (32.13)

12.1.4.23 Where in the course of subdivision a new road, cycle way or pedestrian link is constructed and vested that will or could provide frontage to other land, that other land (with subdivision potential) can be separated from the new road, cycle way or pedestrian link by a point strip, and an agreement will be entered into by the first subdivider with the Council, to ensure the benefiting owner pays a fair share towards the cost of providing the frontage road, cycle way or pedestrian link.

The point strip(s) will transfer to Council on the deposit of the plan for each stage of the subdivision.

The point strip agreement sets the amount to be paid, which will be updated from the date of signature of the agreement by the Consumers Price Index. Such agreements will be held by the Council and can be identified by the point strip separating the subsequent property from frontage to the road, cycle way or pedestrian link.

The submitter has not provided any detail as to why they oppose this provision, the reasons for which are discussed on page 65 of the section 32 report. The provision is needed to give certainty to the community that future linkages will be achieved. It will also provide certainty to the developer as to the compensation due to them for providing access over roads that they build. I consider that the rule is a reasonable requirement and a necessary part of the package of rules achieving more integrated land use and transport and that the submission point should be rejected.

Access to Izone from Railway Road

A number of submitters (4-15 and 21) raised an issue relating to the loss of amenity to residents in Railway Road caused by access to Izone. Submissions relate to access to Izone from the Railway Road boundary, requesting physical works and restrictions around the operation of railway activities.

These submissions were opposed by submitter 31.

These submissions outline measures including that there should not be an access from Izone onto Railway Road. However, I note that this issue has been agreed recently under Plan Change 10, where a commissioner examined the proposed road layout and access in a public process. I agree with the further submission that this issue was considered at that time and that PC12 should not over-ride the decisions made in the PC10 process.

I therefore recommend that the submissions be rejected.

Corner Splays

Submitter 32 notes that stages 1 and 2 of the dairy block subdivision in Lincoln have avoided the use of splays where low speed environments are to be achieved. New rules 12.1.4.2 and 12.2 do not include exceptions to discourage the use of splays in this instance (32.11).

They propose an amendment as follows: "except that where splays are to be specifically avoided (as a subdivision design element) to encourage slower vehicle speed environments and enhance pedestrian safety and residential amenity, no splay will be required."

I agree with the submitter that there is a place for a “tight” road layout where splays are avoided to control the speed environment. I also note that tight corners are not the only mechanism available (for instance narrow roads are an alternative; but splays may be necessary to facilitate these).

I do not consider that there is any need for a change in the notified provisions. Rule 12.2.2.2 provides for a breach in this standard as a restricted discretionary matter and allows for the consideration of amenity, without changing the overall status of the application. I consider that this is the appropriate way to deal with this matter.

Noise from State Highways, Township Volume

In the Township Volume, PC12 proposes new rules for noise, removing rule 4.9.26 (which pertained only to Rolleston), and introducing new rules 4.9.3 and 4.9.4.

Since PC12 was notified, rule 4.9.26 has been modified by Plan Changes 7, 8 and 9, which include provisions to exclude the Living 3 area in Rolleston on the west side of Dunns Crossing Road and ODP areas 3 and 8 in Rolleston. The Living 3 area is a rural residential zoning and ODP areas 3 and 8 have agreed mitigation in place (a noise bund and an acoustic fence). The rule as amended is as follows, with the amendments highlighted:

- 4.9.26 Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the State Highway 1 carriageway. Except that this distance can be reduced where the dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes has been acoustically insulated or subject to mounding or other physical barriers so that traffic noise from State Highway 1 is limited to levels set out below, with all external doors and windows closed:

	Day-time (0700-2200 hours)	Night-time (2200-0700 hours)
Within Bedrooms	35 <u>dBA</u> (<u>Leq</u> 1 hour)	30 <u>dBA</u> (<u>Leq</u> 1 hour)
Within Living Area Rooms	40 <u>dBA</u> (<u>Leq</u> 1 hour)	35 <u>dBA</u> (<u>Leq</u> 1 hour)

As these exclusions have recently been agreed under the first schedule process since PC12 was notified, it would be appropriate to carry them through to the new rules.

Noise from State Highways, Rural Volume

Submitter 22 Supports Rules 4.9.3 and 4.9.4 in the Township volume to minimise reverse sensitivity from noise sensitive activities such as dwellings close to state highways. Requests the same rules in the rural volume (22.11).

The rules in question manage the level of noise within a dwelling to protect the transport corridor. I consider that it is reasonable that these also apply to the rural area. They would impose a setback of 40m from the sealed carriageway (as opposed to the current 20m boundary setback from the legal boundary of a strategic road).

Recommendation 22

- 1 That submission 22.11 is accepted, submissions 1.5, 2.5 and 3.10, 32.10, 32.11, 32.13 are rejected and that submissions 4-15 and 21 are also rejected
- 2 Insert the following rules in Part C of the Rural Volume under 3.13.1:

3.13.1.5 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 km/h or greater.

3.13.1.6 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 km/h or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

Amend proposed rules 4.9.3 and 4.9.4 as follows:

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater.

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

5 Recommendations

The following shows recommended changes to Plan Change 12 as notified. The following colour coding has been used to link the changes below to a recommendation in the report.

Colour coding (recommendation numbers)

Recommendation
2
3
4
5
6
7
8
9
10
11
12
15
16
17
19
22

In addition, text added as part of PC29 (presently subject to appeal) is shown with a **blue background**

5.1 Township volume

5.1.1 Policies

19

1 Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice** and avoid adverse effects of development.

2 Amend the proposed Objectives as follows:

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.5~~4~~

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied ~~or minimised~~ mitigated, including adverse effects on the environment from construction, operation and maintenance.

- 3 Amend policy B2.1.5 as follows:

2

Policy B2.1.5

Ensure the development of new roads is:

- integrated with existing and future transport networks and land uses; and
- designed and located to maximise permeability and accessibility;

through achieving a high level of connectivity within and through new developments to encourage use of public and active transport; **whilst having regard to the road hierarchy.**

Amend Paragraph 10 under explanation and reasons:

It is important to consider the location and design of new roads within the context of existing and anticipated transport networks and adjoining land use patterns. Strategic planning of transport networks and provision for public transport and active transport modes can reduce dependence on private motor vehicles and ensure permeability and accessibility to and through developments and existing townships. In respect to future public transport provision reference is made to the guide on “Providing for Passenger Transport within your subdivision”, **and Environment Canterbury’s Metro Strategy.**

- 4 Amend Policy B2.1.6(c)

7

Policy 2.1.6(c)

~~**Recognise that**~~**Encourage** parking provision on alternative sites and or travel via sustainable modes and or provision of workplace **or school** travel management plans **where it may reduce on-site car parking demand and have wider associated benefits** ~~**in limited situations where provided that such options are viable and enforceable**~~

- 5 Amend Policy B2.1.7 as follows:

10

Provide for pedestrian safety, security, circulation and access within parking areas by considering the interaction of vehicle access and manoeuvring, circulation, loading and parking, with likely pedestrian routes onto the site, **including for users of public transport**, and between car and cycle parks, and building entrances.

Add the following methods to policy B2.1.7 in the Township Volume:

- **Road formation**
- **Vehicle Accessways**
- **Vehicle crossings**
- **Car parking provision, design and layout**

Add the following method to the Rural Volume, Part B2, Policy B2.1.7:

- **Car parking provision, design and layout**

- 6 Amend Policy B3.4.18(b) (Township Volume) as follows:

Ensure that the provision of adequate car parking is not achieved at the expense of amenity, nor at the expense of safety and accessibility, for pedestrians, cyclists **and users of public transport**. In determining these matters the following factors shall be collectively considered:

- The overall development and site layout;
- Building location and orientation;
- Landscaping;
- Vehicle access and circulation;
- Pedestrian access and circulation (including relative to building entrances, **public transport** and **along** other pedestrian desire lines); and
- Safety and security of users.

- 7 Amend Paragraph 2 of Policy B2.1.12 under Explanation and Reasons:

2

The establishment of land use activities should consider the location within the road network in order to achieve compatibility with the roads they front **including effective access to the**

road network in terms of the road hierarchy and the avoidance or mitigation of reverse sensitivity effects which each has on the other. Activities which involve the movement of freight need to be appropriately located within the road network to ensure the safe and efficient movement for the larger vehicles to the activity whilst ensuring adverse effects on the community are minimised.

Transport Networks – Anticipated Environmental Results (Township)

State Highways and Arterial strategic Roads are safe the most efficient transport routes for “through” traffic travelling across the District.

- 8 Amend Policy B2.1.26:

19

Policy B2.1.26

Encourage heavy vehicles to use routes which bypass townships, where practical, and **manage** avoid new residential development along heavy vehicle bypasses to ensure the operation of the bypass is not adversely affected by such development.

Explanation and Reasons

Heavy vehicles travelling through townships can adversely affect:

- Residential amenity values through dust, noise and vibration;
- Perceptions of safety, especially for cyclists and pedestrians; and
- Roads, if they are not designed for heavy vehicles.

Policy B2.1.26 encourages heavy vehicles to use routes that bypass rather than bisect townships, to avoid these effects. The preferred method to achieve this is to design ring roads and bypasses that are quicker and easier to use, than roads which bisect townships. Consequently, once a bypass or heavy vehicle route is created, it is important that it is not adversely affected by new residential or business activities occurring along the route, and then trying to slow or restrict the traffic using it.

In some circumstances this will mean that new activities are not allowed to access the route. In others there may be some access to the route, provided this would not adversely affect the operation of the road.

5.1.2 Rules

- 1 Amend 4.5.5

3

Non-Complying Activities — ~~Vehicle~~ Vehicle Accessways and Vehicle Crossings

4.5.5 Any activity which does not comply with Rules 4.5.1.4(b), or 4.5.1.5 ~~or 4.5.1.6~~ shall be a non-complying activity.

- 2 Amend proposed rules 4.9.3 and 4.9.4 as follows:

22

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater.

Except for the Living 3 Zone at Rolleston identified on the Outline Development Plan in Appendix 39 and 40, and ODP Area 3 and ODP Area 8 in Rolleston, any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/hr or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	<u>24 hours</u>
<u>Within Bedrooms</u>	<u>35 dBA (Leq 24 hour)</u>
<u>Within Living Area Rooms</u>	<u>40 dBA (Leq 24 hour)</u>

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

5

- 3 Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

5.2.1.7 Shared access to more than 6 ~~dwelling~~s or sites (~~or potential sites~~) shall be by formed and vested road and not by a private accessway

- 4 Add a new discretionary activity to allow for secondary access in the Living Z zone (Township Volume):

Discretionary Activities — Vehicle Accessways

5.2.4 In the Living Z zone, rights of way that do not comply with rule 4.5.1.7 shall be a discretionary activity where they provide only secondary access to those lots (and there is alternative vehicle access to a formed and sealed road).

5.2.5 Any activity which does not comply with any of Rules 5.2.1.32 to 5.2.1.76 inclusive shall be a discretionary activity.

Non-Complying Activities — vehicular Vehicle Accessways

5.2.6 **Except as provided in rule 5.2.4**, any activity which does not comply with Rule 5.2.1.1, or 5.2.1.7 shall be a non-complying activity

- 5 Add a new assessment matter is added under rule 12.1.4 of the Township Volume:

12.1.4.2 If access is by a private accessway, whether it has capacity for any intensification under district plan averages for the zone.

- 6 Amend rule 5.2.1.7 (Living Zones) and rule 17.2.1.6 (Business Zones) to read

17.2.1.6 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

11

- 7 Amend rule 17.7 as follows

Township Volume

17.7.1 ~~Any development or redevelopment, of a parking area with more than 20 parking spaces shall be a controlled activity except that this rule shall not apply to any industrial activities within the Business 2 zone, to any activity within the B2A zone (Izone) or to the Business 3 zone.~~

17.7.1.1 The exercise of Councils discretion shall be limited to the following:

• The location, layout and orientation of parking areas relative to:

- iv. Buildings, the road frontage, and any physical constraints for the site, and**
- v. Vehicle manoeuvring, access and circulation, and**
- vi. Pedestrian and cyclist access and circulation within the site particularly safety at vehicle crossings, and**

• The provision of lighting for the safety and security of the parking area users, and

• The amount, location, height, variation and depth of landscaping within and adjacent to the parking areas and the road frontage.

17.7 PARKING AREAS AND LANDSCAPING

17.7.1 In the business 1 zone, new car parking areas shall be a permitted activity if they comply with the following:

...

17.7.2 In the business 1 zone, new car parking areas resulting in more than 20 parking spaces shall be a controlled activity

17.7.3 In the business 3 zone, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity

17.7.4 Under rules 17.7.1 and 17.7.2, The exercise of the Council's discretion shall be limited to the following:

- The degree to which low level landscaping has been provided in order to break up the appearance of hardsurfacing, particularly between the car park and pedestrian areas
- Whether an adequate number of trees within suitably sized planting beds, have been provided in appropriate locations within the car parking area in order to mitigate any adverse visual effects
- The safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

17.7.5 In the business 2 zone, except for industrial activities, new car parking areas resulting in more than 40 parking spaces shall be a controlled activity. The exercise of Council's discretion shall be limited to the safety, circulation and access for pedestrians within the site and moving past vehicle crossings.

5.1.3 Appendices

1 Amend rule E13.2.1.4:

6

E13.2.1.4 The minimum width of an accessway serving a single site shall be 3.5m

2 Amend rule E13.1.1.6:

8

E13.1.1.6 Parking spaces for mobility impaired persons shall be ~~provided at the required rate and shall be~~ included within the total requirement specified in table E13.1.

3 Amend Rule E13.1.3.3:

9

E13.1.3.3 Within a Business 1 or 2 Zone, parking required in table E13.1 above may be provided on a physically adjoining site, or on a site within 100m of the site on which the activity is undertaken, provided that in either of these situations:

- a) The parking shall be clearly associated with the activity by way of signage on both sites, **or alternatively be available for public use, and**
- b) ~~the parking is located on the same side of any road as the activity, and~~
- c) the most direct route provided or available for pedestrians from the parking area to the activity is not more than 200m and,
- d) if disabled parking cannot be physically accommodated on the same site as the activity, shall be provided at the closest point to the entrance to the activity with which they are associated and, the most direct route from the disabled parking spaces to the activity shall be accessible for mobility impaired persons and
- e) Parking on a separate site by an activity must be protected for the use of that activity (and any future activity on the activity site); **or by the general public;** by an appropriate legal instrument. A copy of the appropriate legal instrument shall be provided to SDC for their records.

4 Insert new subheading into Table 13.1(a)

8

Table E13.1(a) — Minimum Parking Spaces to be Provided

5 Add new subheading to Table 13.1(a) as follows:

Except as provided in table 13.1(b), the following parking rates shall apply:

6 Amend Table 13.1(a) as follows:

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Residential dwellings	2 spaces per residential dwelling except for units forming part of a comprehensive residential development which may provide either: 2 spaces per unit (dwelling) or 1 space per unit (dwelling), plus 0.5 spaces per unit on common land.
Commercial activities	3 spaces per 100m² Gross Floor Area (GFA) plus 1 space per 100m² outdoor storage or outdoor display area, plus 1 staff space per 100m² floor space
Industrial and service activities	21.5 spaces for the first 100m² GFA and 1 space per 100m² GFA thereafter.
Places of Assembly and/or Recreational activities facilities	10 spaces per 100m ² public area or 1 space per 10 seats, whichever is greater
Drive-through facilities excluding service stations	17 5 <u>queuingstacked parking</u> spaces per booth or facility.
Service stations	1 space beside each booth or facility except car wash facilities which shall be provided with 5 <u>queuingstacked parking</u> spaces per facility. 2 queuing spaces per booth or facility. 1 space per 50m² GFA of shop, plus 1 space per repair bay, 1 space per air hose and 3 queuing spaces per car wash
Retail activities generally. (including Commercial) Commercial activities involving retail sales (except as permitted under table E13.1(b) below)	2 4.5 spaces per 100m² GFA and/or outdoor display area
<u>Slow trade and Bulk goods Retail</u>	<u>2.5 spaces per 100m² GFA and / or outdoor display area</u>
<u>Food and Beverage</u> (except as permitted under table E13.1(b) below) Restaurants and/or taverns	<u>4 .5 spaces per 100m² PFA for the first 150m² then 19 spaces per 100m² PFA thereafter.</u> <u>Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u> 10 spaces per 100m² public indoor floor area 10 spaces per 150m² outdoor dining area
Emergency services facilities	1 space for every 4 personnel operating from the facility, and 1 space for every emergency service vehicle based at the facility such as a fire appliance or ambulance
Sports grounds and playing fields	15 spaces per hectare of playing fields
Hospitals and/or Elderly Persons Homes	1 space per 5 beds plus 1 space per 2 staff
<u>Carehomes</u>	<u>1 space per 3 clients</u>

ACTIVITY	MINIMUM PARKING SPACES TO BE PROVIDED
Health <u>Care</u> services	<u>2 3</u> spaces per professional <u>staff member employed on-site at any one time</u> plus 1 space per 2 staff
Offices	2.5 spaces per 100m ² GFA
Research facilities	1 space per <u>2 1.5</u> full time equivalent staff
Educational and/or day care facilities(<u>excluding Preschools</u>)	<p style="text-align: right;">8</p> <p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 1516 years of age, and</u></p> <p><u>1 space per full time equivalent staff member, plus 1 space per 8 students over 15 years of age, and</u></p> <p>Visitor / set down parking at:</p> <p><u>Primary schools: 1 space per 6 students</u></p> <p><u>All other education facilities: 1 space per 20 students under 15 years of age</u></p> <p>1 space per 2 staff, plus 1 space per 10 students over 15 years of age, except that in respect to student parking, any required on site parking provision can be deferred until a minimum of 105 spaces are required. At such time that the 105th space is required, the car parks shall be-formed and sealed on site within 6 months of that time.</p>
<u>Preschool</u>	<u>0.26 spaces per Child (including drop-off and staff parking)</u>
Visitor Accommodation	<u>The greater of 1 space per bed-unit or 1 space per five beds</u> plus 1 space per 2 staff
<u>Activities providing automotive servicing</u>	<u>3 parking spaces per work bay²</u>

7 Amend Introduction text to Table 13.1(b) as follows:

8

Table E13.1 (b) — Parking spaces to be provided for Town Centres, and Local and Neighbourhood Centres

The following requirements shall apply to:

- Retail and Food and beverage activities located within the main Business 1 zone within the town centres of Lincoln, Rolleston, Darfield, Prebbleton, Leeston or Southbridge, as shown on the respective Planning maps.
- Local and and Neighbourhood Centres as identified on an approved Outline Development Plan**

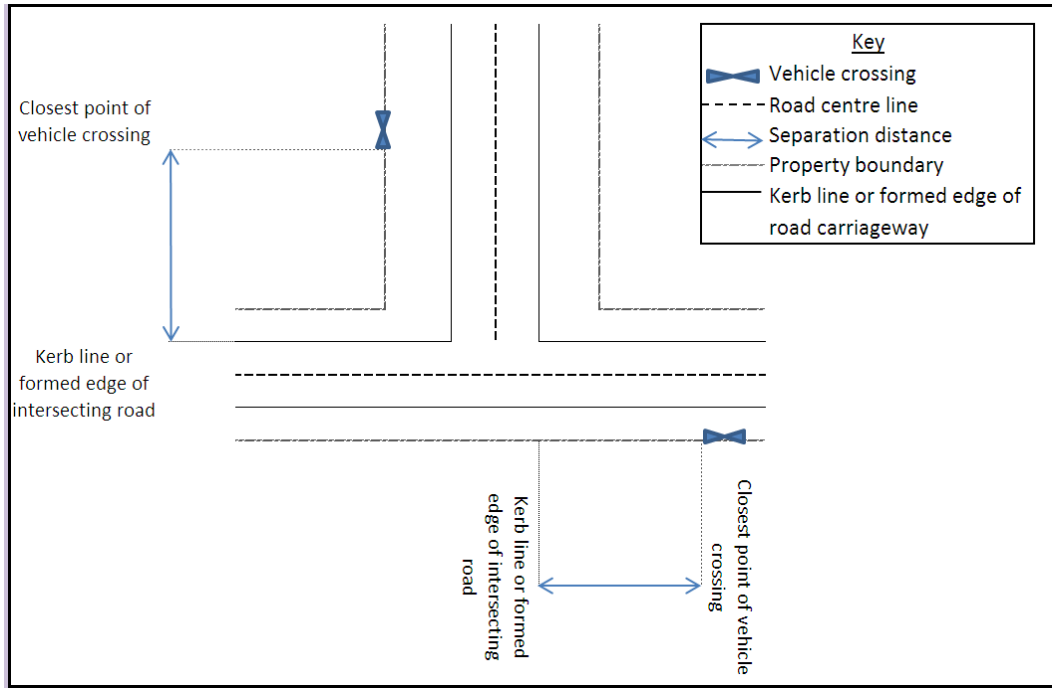
For the avoidance of doubt, the following requirements shall not apply to isolated pockets of Business 1 zoned land or areas of Business 1 zone land which are outside of the main town centre.

8 Amend Table 13.1(b) as follows:

<u>ACTIVITY</u>	<u>MINIMUM PARKING SPACES TO BE PROVIDED</u>
Food and Beverage (Lincoln, Rolleston, Darfield, Leeston; and Southbridge <u>except as specified below</u>)	3.5 spaces per 100m ² PFA for the first 150m ² then 15 spaces per 100m ² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking. Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.
Retail activities generally (including Commercial) (Lincoln, Rolleston, Darfield, Leeston; and Southbridge <u>except as specified below</u>)	3.5 spaces per 100m ² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.
Food and Beverage (<u>Neighbourhood centres (activities under 450m²) and Prebbleton</u>)	4.0 spaces per 100m ² PFA for the first 150m ² then 17 spaces per 100m ² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking. Where there is no public floor area for example a drive through only, one space shall be provided per staff member employed on the site at any one time.
Retail activities generally (including Commercial) (<u>Neighbourhood centres (activities under 450m²) and Prebbleton</u>)	4.0 spaces per 100m ² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.
<u>Food and Beverage</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² PFA for the first 150m² then 15 spaces per 100m² PFA thereafter. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u> <u>Where there is no public floor area, for example a drive through only, one space shall be provided per staff member employed on the site at any one time.</u>
<u>Retail activities generally (including Commercial)</u> <u>Local centres and Southbridge (activities under 200m² GFA)</u>	<u>2 spaces per 100m² GFA and/or outdoor display area. Of which the greater of 1 space or 15% of the total spaces required for the activity, shall be marked on-site to provide a minimum level of staff parking.</u>

- 9 Replace table E13.5 and Diagram E13.4 (Township Volume, Appendix E13) with the following:

Vehicle crossing Joins to	Posted speed Km/hr	Intersecting Road Type Distances in Metres			
		State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>



10 Amend Table E13.8 as follows:

12								
Type of Road	Legal Width (m)		Carriageway Formed Width (m)		Traffic lanes	Parking lanes Kerb and Channel	Specific provision for cycles (on road or off road)	Pedestrian Provision Footpath(s)
	Min	Max	Min	Max	Min No. of	Min No. Of		Minimum
Arterial and Collector Roads – Any	20	20 25	11 13	13 14	2	2 Both sides	Yes	Both sides One-side only
<u>Collector (except in Business 1 zone)</u>	20	25	11	12	2	1	Yes	Both sides
<u>Collector (Business 1 zone)</u>	20	25	13	14	2	2	Yes	Both sides
<u>Local – Living 2 zone only</u>	18 15	20	6	6.5	2	NA	NA	Optional but no more than one side

11 Amend Table E13.9:

15

Table E13.9 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Distance (m)
100	800
90	500 248
80	400 214
70	305 181
60	220 151
50	160 123

5.1.4 Definitions

11

1 Delete the definition of redevelopment:

Redevelopment in respect to any parking area includes:

- ~~Any change to the nature or type of park area users resulting from associated changes in land use (e.g. from office user to retail user), or~~
- ~~Any alterations to the parking area which change the pedestrian or vehicle circulation within or around the parking area, or~~
- ~~The reconstruction, repositioning, relocation or addition, of more than five parking spaces within any one year period.~~

2 Amend the following definitions:

8

Retail Activity: the use of land or buildings for displaying or offering goods for sale or hire to the public, including service stations. For the purposes of calculating car parking

requirements, slow trade and bulk goods retail shall mean large goods which typically have a low turn-over such as **building supplies**, white wares, furniture and vehicles.

4

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 and managed by the New Zealand Transport Agency. ~~State Highways are under the control of the New Zealand Transport Agency.~~ They are high capacity and high speed roads of national importance providing inter-district and regional links between significant transport destinations such as towns, cities, ports and other places of significance. State Highways are maintained ~~constructed and managed~~ to high standards to ensure they operate ~~correctly~~ efficiently, including managing both road and property access to them through the New Zealand Transport Agency's powers under the Government Rounding Powers Act. They are also subject to access controls in this Plan.

9

Workbay: for the purposes of calculating parking requirements, shall be the ~~size of the space~~ **area** required for ~~the each~~ motor vehicle ~~intended to be in a space where it can be~~ serviced and any area immediately surrounding the vehicle required for lifts / hoists that enable the vehicle to be worked upon. It is noted that any other floor area within the building surrounding the work bay shall be considered as retail, office or industrial as appropriate.

5.2 Rural Volume

5.2.1 Objectives and Policies

- 1 Amend Objectives B2.1.3 and 2.1.4:

19

Objective B2.1.3

Future road networks and transport corridors are designed, located and protected, to promote **transport choice** and provide for: **a range of** sustainable transport modes; and alternatives to road movement of freight such as rail.

Objective B2.1.54

Adverse effects of land transport networks on natural or physical resources or amenity values, are **avoided**, remedied or ~~minimised~~ mitigated, including adverse effects on the environment from construction, operation and maintenance.

Amend Transport Networks – Strategy:

Integration of Land use and Transport

- Policies and rules that reflect the need for an integrated approach to land-use and transport planning to **enable transport choice and** avoid adverse effects of development.

5.2.2 Rules

- 1 Insert the rule under 3.13.1:

22

3.13.1.5 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes shall be located no closer than 40m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/h or greater.

3.13.1.6 Any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes within 100m from the edge of the sealed carriageway of State Highways with a posted speed limit of 70 Km/h or greater shall have internal noise levels from road traffic that do not exceed the limits set out below with all windows and doors closed.

	24 hours
Within Bedrooms	35 dBA (Leq 24 hour)
Within Living Area Rooms	40 dBA (Leq 24 hour)

Living Area rooms means any room in a dwelling other than a room used principally as a bedroom, laundry, bathroom, or toilet.

- 2 Amend rule 4.5.1.7 (rural volume)

15

4.5.1.7 Shared access to more than 6 sites ~~(or potential sites)~~ shall be by formed and vested road and not by a private accessway

5.2.3 Definitions

4

State Highway: means any road that is identified as a State Highway in the road hierarchy classification as listed in Appendix 7/9 **and managed by the New Zealand Transport Agency**. ~~State Highways are under the control of the New Zealand Transport Agency. They are high capacity and high-speed roads of national importance providing inter-district and regional links between~~ **significant transport destinations such as** towns, cities, ports and other places of significance. State Highways are **maintained** ~~constructed and managed to~~

high standards to ensure they operate correctly ~~efficiently~~, including managing both road and property access to them through the New Zealand Transport Agency's powers under the Government Rounding Powers Act. They are also subject to access controls in this Plan.

11

Redevelopment in respect to any parking area includes:

Any change to the nature or type of park area users resulting from associated changes in land use (e.g. from office user to retail user), or

Any alterations to the parking area which change the pedestrian or vehicle circulation within or around the parking area, or

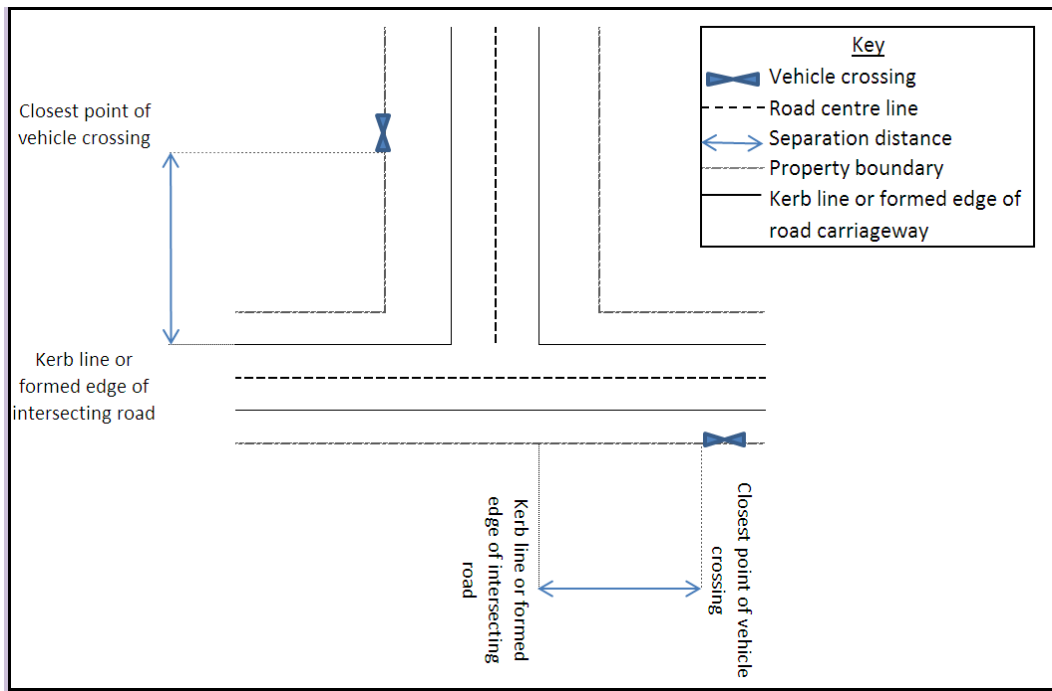
The reconstruction, repositioning, relocation or addition, of more than five parking spaces within any one year period.

5.2.4 Appendices

- 1 Replace table E10.3 and Diagram E10.A2 (Rural Volume, Appendix E10)

16

		Intersecting Road Type Distances in Metres			
Vehicle crossing Joins to	Posted speed Km/hr	State Highway	Arterial	Collector	Local
State Highway	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Arterial	<u>>50</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>30</u>
Collector	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>30</u>	<u>30</u>	<u>30</u>	<u>25</u>
Local	<u>>50</u>	<u>75</u>	<u>75</u>	<u>60</u>	<u>60</u>
	<u>≤50</u>	<u>25</u>	<u>25</u>	<u>25</u>	<u>10</u>



2 Amend Table 10.6 as follows:

15

Table E10.6 – Minimum distance between intersections

Posted Speed Limit (km/hr)	Road Types	Distance (m)
100	All	800
90	All	500-248
80	All	400 214
70	All	305 181
60	All	220 151
50	State Highways, Arterials, Collector and Local Business Roads	160 123
50	Collector Roads	125
50 (or less)	Local roads only	75

Appendix 1 List of Submitters

Submission No	Name
1	Ag Research
2	Plant and Food
3	Lincoln University
4	Kevin Chaney
5	Mike Forrester
6	Susan Chaney
7	Therese Catherine Clarke
8	Caronline Saunders
9	Jaqueline Wellard
10	Jesse DeWys
11	Karyn and Geoff Mitchell
12	John and Marilyn Ollett
13	Andrew Harris
14	Allan Harris
15	Nigel Fleck
16	Forli Ponies
17	Foodstuffs South Island Ltd
18	Davie Lovell-Smith
19	Selwyn Central Community Board
20	Minister of Education
21	Karl Pouschek
22	New Zealand Transport Authority
23	Canterbury Regional Council
24	Broadfield Estates Ltd
25	Urbis TPD Ltd
26	Mark, Grant and Rose Crabbe Partnership
27	Peter Townsend
28	Rolleston Retail Ltd
29	Roll Ten Investments Ltd
30	Rolleston Square Ltd
31	Izone Project Team
32	Lincoln Land Development
33	CDL
34	McIntosh, Jung and Lee

Appendix 2 Schedule of Submissions and Recommendations

Appendix 3 Technical Report (Lisa Williams)