

6 TRANSPORT

6.1 RESOURCES, ACTIVITIES AND VALUES

The transport systems of the Waitaki District provide for the movement of people and goods throughout the District. These systems - road, rail and, to a limited extent, air - contribute to the social and economic functioning of the District by providing a means of access between home, work, educational, recreational, cultural and business activities, as well as routes for visitors to or through the District. Since the establishment of the majority of these transportation facilities and services, a greater awareness has developed of their global, regional and local impacts.

The principal transportation system available in the District is the roading system provided by the Council and Transit New Zealand, in the case of the State Highways. The District is traversed by a complex system of primarily sealed roads and highways and access into the high country via State Highway 83. State Highway 1 is the District's major arterial road which follows the coast.

The Main South Railway is the only remaining railway line in the District, running parallel to State Highway 1. The District also has two public airfields - Oamaru Airport and Omarama Airfield.

6.2 ISSUE 1 - Transport Efficiency

An essential role of the roads is to provide a safe road transport system to the people of the district and to support their activities as efficiently as possible, while recognising the ability of the community to pay for the required works and systems. The roads are an essential community resource. It is therefore important that activities are supported by a safe and efficient transport system, and that this system is not prejudiced by the inappropriate location, nature or design of individual's land use activities, and the traffic associated with their access, parking and servicing activities.

6.2.1 Explanation

The present road system does not transparently impose the full true costs on road users. Accordingly, the decisions made by individuals do not include many of the actual cost implications of their intentions to locate activities, and to design or operate the vehicle accesses to these activities.

These costs include the value of the time of travel, vehicle operating costs and the cost of traffic crashes. Other costs include the cost of road improvements to provide additional traffic handling capacity, safety works and the protection of areas from the effects of excessive traffic.

There are a number of tools available within the context of the district plan which can assist with the maintenance or enhancement of a safe and efficient road system, and hence the provision of good transport facilities to the community. These include:

- Developing road and access standards that promote a safe and efficient transportation network for all modes of transport.
- Promoting a concentrated pattern of urban development rather than a dispersed one. This helps reduce vehicle kilometres travelled, reduces the mean speed of

vehicles and crash severity, and encourages the use of modes other than motor vehicles all of which can contribute to reduced road vehicle use.

The concentration of urban development sought in the Plan would tend to occur naturally if the true cost of the use of the road system to the community was readily apparent to the users of the road. However at this stage road users do not have access to many of the pricing signals which would lead them intuitively to this solution. The absence of useful information about these costs does not make the costs go away however. For this reason the policies and rules in the Plan encourage a pattern of urban development which will go some way towards minimising the travel costs associated with new developments, and the impact of these new developments on existing activities.

Due to the potential conflicts between motor vehicles and between vehicles and pedestrians and the effect this can have on adjacent activities, it is particularly important to design and locate roads in a way which encourages safe and predictable vehicle movement. In addition, activities located alongside roads should be controlled to ensure the effects of these uses, such as the generation of vehicles, do not cause significant conflict with through traffic. This can be achieved in part by requiring off-street parking. Access points need to be limited, and access controlled, particularly in areas of higher speed restrictions such as rural areas or in areas where through traffic has priority.

Visual distractions or impediments to vehicle drivers, particularly in areas of higher speeds or vehicle numbers, can reduce the safety of vehicles, cyclists and pedestrians with consequential effects on activities and on the health and wellbeing of the people of the district. These conflicts can be avoided or mitigated by the control of activities alongside roads, such as advertising signs, aerial activities, glare and light overspill on to roads. Trees inappropriately located close to roads can shade road surfaces from sun in winter and prevent ice from melting and causing dangerous driving conditions.

As discussed in Section 5 ENERGY, globally there is a concern over the increasing use of non-renewable fossil fuels by all forms of transportation and the contribution of fossil fuel use to the emission of greenhouse gases, in particular carbon dioxide. Options available to lower fossil fuel usage include increased use of public transport, such as rail for freight haulage, and rail and bus transport for passengers. While the Council can be supportive of moves towards development of more effective public transport, they are not in a position to take a lead on this matter.

Efficient use of the road resource and energy resources can also be maintained by retaining the standard of roads. Part of maintaining the standard of arterial routes, involves limiting access onto these roads to enable through traffic to travel relatively unimpeded and safely. The extent to which access is permitted onto Arterial roads is the responsibility of both Transit New Zealand and the District Council, and generally varies between rural and urban areas. Parts of the State Highways within the District are declared Limited Access Roads onto which access can only be gained by existing authorised crossing points or by specific approval from Transit New Zealand.

Works can be carried out on local streets which inhibit through traffic and so reduce the possibility traffic accidents especially those involving vehicles and pedestrians. The study of the Oamaru Town Centre intends to develop a works programme to improve the efficiency of the town centre for vehicle and pedestrian movement. This Study has as one of its aims to increase both accessibility and safety in the town centre by developing an effective route for through traffic in conjunction with providing access to the Town Centre, car parking areas on the periphery and an efficient route to the heritage area and the penguin colony.

Air transport is also recognised as an alternative to land transport, particularly for persons or goods which need to arrive or leave the District in quick time. It is crucial to protect the

operation of any public airport or airfield from outside uses to allow them to function effectively and safely and hence provide the support expected for the land use activities of the district.

6.2.2 Objective 1

To promote the efficient use of the District's existing and future transportation resource and of fossil fuel usage associated with transportation, and the maintenance and improvement of access, ease and safety of all vehicular, cycle and pedestrian movements.

6.2.3 Policies

- 1 *To protect the safety and efficiency of traffic on arterial roads, particularly State Highways 1, 8, 82, 83 and 85, by restricting opportunities for additional access points off these roads and by ensuring that access to high traffic generating activities is adequately designed and located.*
- 2 *To promote the efficient use of fuel for transport purposes, by providing for a District-wide policy of consolidated urban areas.*
- 3 *To provide for home occupations within residential areas to reduce travel time and costs between home and work.*
- 4 *To require off-road loading for most activities in order to limit congestion and loss of safety and efficiency of adjacent roads and to promote the maintenance of the amenity of those roads.*
- 5 *To maintain and improve safety and accessibility within the District by adopting design, parking and access standards appropriate to a particular zone.*
- 6
 - i) *To safeguard the operation of Oamaru Airport and Omarama Airfield and to minimise the impacts of surrounding land uses on the operation of the airport.*
 - ii *To allow controlled growth at Omarama Airfield while limiting airfield noise effects through the adoption of suitable noise levels for airfield operations, and by preventing land uses that may be potentially incompatible with noise levels expected in the vicinity of the airfield.*
- 7 *To encourage development of pedestrian areas and walkways and cycleways within the main townships and on the approaches to all schools when the opportunity arises.*

6.2.4 Implementation Methods

To achieve policies 1 - 7 through:

- 1 defining arterial and non-arterial roads with associated design and access standards;
- 2 controlling the nature, scale, design and location of activities and associated access onto arterial roads;
- 3 consolidating existing and new urban developments through the clear definition of the extent of the existing towns and strong policy direction on the form and location of new urban areas;

- 4 including rules specifying performance standards for road construction based on a particular zone, and standards for safe and efficient access, for parking and loading and visibility;
- 5 investigating the need for and, where appropriate, developing additional pedestrian areas, walkways and cycleways within the District's main towns and on the approaches to all schools.
- 6
 - i) the provision of Oamaru Airport and Omarama Airfield and related activities by way of designation and zoning in the District Plan
 - ii) implementation of the air noise boundary techniques recommended in NZS 6805: "Airport Noise Management and Land Use Planning" for Omarama Airfield.;

6.2.5 Explanation and Reasons

It is necessary to provide where possible, minimum time of travel between work and home to assist in reducing reliance on fossil fuel transport. This can be achieved in part by permitting working at home and by directing new residential use into areas close to the business centre of Oamaru and in the townships. This can also be achieved by ensuring that activities residing by transportation networks do not unnecessarily impede the efficiency and safety of the networks.

It is essential for the continued development of industry, commerce and tourism in the District that an air transport access is maintained. It is also necessary to protect the operation of the Oamaru Airport and Omarama Airfield from outside uses to allow them to function effectively and safely.

6.3 ISSUE 2 - Environmental Effects of Transport

Motorised transport can adversely affect the amenities of areas of the District, for example, loss of visual amenity, privacy, and impact from noise and exhaust noise and emissions.

6.3.1 Explanation

Motorised transport has obvious advantages to the community in terms of convenience and mobility. However, there are environmental effects of the operation of transportation systems throughout the District. Some of these impacts are of global significance, such as the emission of greenhouse gases associated with vehicle emissions. Other impacts are of more local significance such as the noise and fumes associated with traffic visiting or passing through an area.

With regard to noise and fume emissions, the initiative to require or encourage more fuel efficient and quieter vehicles probably most effectively lies with government or regional councils, for example, by the introduction of mandatory vehicle emission performance testing as part of warrant of fitness tests.

The demand for parking is an effect generated by most activities which, in certain circumstances, has the potential to adversely impact on the environment of an area. These adverse impacts are likely to occur when the demand for parking for an activity exceeds that provided on-site and there is an overspill of parking onto the adjacent roadside. The efficient use and capacity of a road can be reduced by parked or manoeuvring cars particularly on the main roads where there is a predominance of through traffic. The amenity of an area can

also be compromised by on street parking resulting in a loss of privacy and visual appearance.

On the other hand, the provision of off-street parking in the central commercial and heritage areas of Oamaru may have the potential in some circumstances to adversely effect the coherence, convenience, compactness and visual appearance of this business centre.

6.3.2 Objective 2

Avoid or mitigate adverse effects on the surrounding environment as a result of transport.

6.3.3 Policies

- 1 *To protect the amenities of specified areas, particularly residential and pedestrian orientated town centres from the adverse effects of transportation activities.*
- 2 *To discourage traffic in areas where it would have significant adverse environmental effects.*
- 3 *To support the development of pedestrian links within settlements, in order to improve the amenity of the settlements.*
- 4 *To ensure new roads, railways, vehicle accessways and off-street parking are designed to visually complement the surrounding area and to avoid, remedy or mitigate adverse effects on the landscape, the coastal environment, waterways or areas which have significant conservation value.*
- 5 *To implement appropriate procedures, in conjunction with the takata whenua and Historic Places Trust, should any waahi tapu or waahi taonga be unearthed during roading construction.*
- 6 *To ensure adequate parking (including cycle parking) and loading provision which is sufficient to cater for anticipated demand and avoids the adverse effects of on-street parking and loading and the need to reverse onto arterial routes, is made in association with all activities.*
- 7 *To ensure sufficient accessible parking and loading facilities to cater for the anticipated demands of activities in close proximity to the central commercial area of Oamaru town while avoiding or mitigating disruption to commercial frontages and the need to reverse onto arterial routes.*
- 8 *To ensure trees are appropriately located to avoid or mitigate icing of road surfaces; obstruction of sight lines at intersections; or hazards from overhanging branches.*

6.3.4 Implementation Methods

To achieve policies 1 - 8 through:

- 1 implementation methods described under Issue 1;
- 2 the use of zoning provisions to define appropriate areas for different types of activities, in relation to their proximity to major through routes;

- 3 the appropriate use of standards for roadside or car park landscaping and/or vegetation planting;
- 4 avoiding disruption to the frontages in close proximity to the central commercial area of Oamaru town by:
 - a) the provision of attractive and convenient public car-parking,
 - b) recognition of activities using road-side parking,
 - c) the introduction of a special parking rate set by the Council for the central commercial areas of Oamaru town, where appropriate.

6.3.5 Explanation and Reasons

Impacts of traffic passing through or visiting an area can, to a certain extent, be controlled by developing and encouraging the use of a road hierarchy that directs the majority of such traffic on to pre-determined routes, away from the majority of residential areas. The hierarchy can be reinforced by traffic management measures that discourage the use of residential streets, other than by those vehicles that have no alternative. The development of safe, pleasant and convenient pedestrian links can assist in reducing vehicle usage and improve the amenity of access around a settlement.

The road environment is an important, highly visible and extensive area of public open space within the District. The way that the roads and their immediate surrounds are developed - their alignment, layout and associated plantings - are significant in maintaining and improving the amenity of both residential and business areas.

There are many ways to reduce the local impact of transport and traffic, including reducing the amount of traffic on roads, improving pedestrian access, improving the amount of convenient off-street parking available (both public and private), and encouraging development forms which make other forms of transport more attractive. The adoption of policies directed at the above outcomes should help conserve energy and provide for a more sustainable transport environment.

It is considered that parking provision is primarily the responsibility of the property owner or occupier. The Plan requires that all new development, redevelopment, or changes of activity within an existing building, provide parking and loading facilities in accordance with defined standards.

Within the Business 1 and H zones of Oamaru town many sites are small and do not supply on-site parking. In addition, pedestrian access, convenience and other amenity values may be adversely affected by on-site parking. The council will provide public car parks where appropriate. The Council may consider other mechanisms for funding the provision of these car parks such as special rates.

6.4 ENVIRONMENTAL RESULTS ANTICIPATED

- Safe, efficient and accessible transport systems.
- Construction of any new roads, accessways and parking areas to appropriate use and safety standards.
- Improvement to pedestrian safety and access throughout Oamaru town.

- Maintenance of aviation facilities that allow access to and from the District by way of air.
- Maintenance of an airport environment that is pleasant and airport activities are managed in such a way as to avoid excessive noise, glare, odour, visual distraction, or aviation hazards.