

15 July 2019

Maxine Day
Team Leader of Urban and Rural Development Policy
Tasman District Council
Via email: tasmanrmp@tasman.govt.nz

Dear Maxine

Tasman District Plan Change 69: NZ Transport Agency Submission

Thank you for the opportunity to submit on the proposed Plan Change 69: Nelson Tasman Land Development Manual. Please find attached the NZ Transport Agency's submission.

We welcome the opportunity to discuss the contents of our submission with Council officers. If you have any further questions, please do not hesitate to contact myself on (04) 830 6291 or susan.rawles@nzta.govt.nz.

Yours sincerely



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FORM 5, CLAUSE 6 OF FIRST SCHEDULE, RESOURCE MANAGEMENT ACT 1991

Submission on Proposed Plan Change 69 to Tasman District Council District Plan – Nelson Tasman Land Development Manual

To: Maxine Day
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Via email: tasmanrmp@tasman.govt.nz; max.day@tasman.govt.nz

From: NZ Transport Agency
PO Box 5084
WELLINGTON 6140

1. This is a submission on the following proposed plan change

Plan Change 69 to Tasman District Council District Plan – Nelson Tasman Land Development Manual

2. The NZ Transport Agency could not gain an advantage in trade completion through this submission.

3. We wish to be heard on this matter.

4. Role of the NZ Transport Agency

The NZ Transport Agency ('**Transport Agency**') is a Crown entity providing an integrated approach to transport planning, investment and delivery. The Transport Agency's statutory objective is to undertake its functions in a way that *contributes to an affordable, integrated, safe, responsive and sustainable land transport system*. It aims to create transport solutions for a thriving New Zealand and does this through four key functions, which are:

1. Planning the land transport networks (with partners)
2. Investing in land transport (with partners)
3. Managing the state highway network, and
4. Providing access to and use of the land transport system.

The Transport Agency acknowledges the importance of incorporating up-to-date infrastructure standards in the District Plan and planning for the integration of safe, efficient, and resilient infrastructure investment across Tasman.



5. Submission

The Transport Agency opposes in part Plan Change 69. The Transport Agency supports the development of consistent Land Development standards across Nelson and Tasman and the inclusion of the up-to-date standards in the District Plan.

While the Transport Agency is generally supportive of Plan Change 69 and the inclusion of the Nelson Tasman Land Development Manual (**NTLDM**) 2019 in the District plan, there are several areas within the proposed plan change that we consider can be framed or replaced, to give better effect to the Transport Agency's concerns and address the outcomes of the NTLDM.

The Transport Agency would like to work with the Council to enable adequate resolution of the Transport Agency's issues and ensure that the safe and efficient operation of the state highway is maintained.

The Transport Agency provided some high-level input to the development of the draft NTLDM in August 2016. Further to and in accordance with these comments the Transport Agency seeks that plan Change 69 provides greater clarity of the Transport Agency's responsibility's and standards and the requirements under the Government Roding Powers Act (**GRPA**) 1989 with regard to Limited Access Roads (**LAR**). The Transport Agency also seeks that where possible Plan Change 69 is aligned with the National Planning Standards, including the definitions. The Transport Agency have also been working with a working group of Network Utility providers on a best practice network utility chapter. It is from this draft that many of our suggested changes have been pulled from. This is consistent with approach we are applying nationally; to see alignment with the draft chapter.

The amendments to Plan Change 69 sought by the Transport Agency are set out in the table below.

Table 1: Tasman District Plan Change 69 – Transport Agency Amendments Sought

Plan Change 69 Reference	Submission with Reasons	Amendment sought from the Local Authority: Text sought to be removed or <i>added</i> .
<p>Chapter 2.2 Defined Words</p> <p>Road</p> <p>Oppose and Replace</p> <p>The definitions should seek to be consistent with the definitions prepared as part of the national planning standards in order to improve national consistency across district plans.</p>	<p>Remove the proposed definition of road and replace with the definition of road in the Resource Management Act and the National Planning Standards.</p> <p>Road—means the following:</p> <p>(a) State highway—means a road constructed and managed by the New Zealand Transport Agency and which has a vital role in the strategic road network linking Nelson and Tasman to other areas of the country;</p> <p>(b) Arterial road—means a road that is constructed and managed to minimise its local access function and typically join centres of population within regions and neighbouring regions and provide links to the higher order State Highway network;</p> <p>(c) Principal road—means a road constructed and managed to connect and augment the higher order transport system;</p> <p>(d) Collector road—means a road that is constructed and managed to distribute traffic between and within local areas, and form a link between higher order (principal and arterial) roads and lower order (sub-collector and local) roads;</p> <p>(e) Sub-collector road—means a road that is constructed and managed to distribute traffic at a neighbourhood level, intermediate of collector roads and local roads;</p> <p>(f) Local road—means a road that is constructed and managed for the primary function of providing direct access to properties</p>	

<p>fronting the road, and along which only traffic having an origin or destination there will travel.</p> <p>(g) Residential lane means a road that is a public road providing access for between seven (7) and twenty (20) residential units.</p> <p>(h) Shopping street means a road that is constructed and managed to serve a range of functions within commercial areas of town centres, including pedestrian, on road parking supply, amenity, local traffic circulation and servicing.</p> <p>(i) Service lane means "service lane" as defined in Section 315 of the Local Government Act 1974.</p> <p>Road: Has the same meaning as in section 315 of the <u>Local Government Act 1974</u>; and includes a <u>motorway as defined in section 2(1) of the Government Roadway Powers Act 1989</u>.</p>	<p>fronting the road, and along which only traffic having an origin or destination there will travel.</p> <p>(g) Residential lane means a road that is a public road providing access for between seven (7) and twenty (20) residential units.</p> <p>(h) Shopping street means a road that is constructed and managed to serve a range of functions within commercial areas of town centres, including pedestrian, on road parking supply, amenity, local traffic circulation and servicing.</p> <p>(i) Service lane means "service lane" as defined in Section 315 of the Local Government Act 1974.</p> <p>Road: Has the same meaning as in section 315 of the <u>Local Government Act 1974</u>; and includes a <u>motorway as defined in section 2(1) of the Government Roadway Powers Act 1989</u>.</p>
<p>Support The road network is comprised of a number of different types of roads but excludes vehicle access. This provides clarity for all plan users.</p>	<p>Retain wording as proposed.</p>
<p>Chapter 6 Urban Environment Effects</p>	
<p>6.2.20 Methods of Implementation 6.2.20.1 (h)</p>	<p>Amend The wording, as currently proposed allows any NTLDM manual to be used. In accordance with best practice it is considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.</p>
<p>6.3.20 Methods of Implementation 6.3.20.1(f)</p>	<p>Amend The wording, as currently proposed allows any NTLDM manual to be used. In accordance with best practice it is considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.</p>
<p>Chapter 11 Land Transport Effects</p>	
<p>11.2.20 11.1.20 Methods of Implementation</p>	<p>Amend The wording, as currently proposed allows any NTLDM manual to be used. In accordance with best practice it is</p>

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11.1.20.1(o)	considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.	Standards of any Council the <i>Nelson Tasman</i> Land Development Manual 2019 that address network layout and design, access vehicle crossing, intersections and sight distances to ensure the safety, efficiency and effective functioning of the transport network.
11.2.30 ^{2.0} Methods of Implementation 11.1.20.1(h) 2	Amend The wording, as currently proposed allows <i>any</i> NTLDM manual to be used. In accordance with best practice it is considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.	Amend the method of implementation as follows: Standards of any Council the <i>Nelson Tasman</i> Land Development Manual 2019 that can ensure the design and construction of roads that are safe, effective and efficient.
Chapter 13 Natural hazards		
13.1.2 Objective 13.1.2.1 and 13.1.2.2 13.1.3	Support The Transport Agency generally supports the design of land development and network infrastructure that is resilient to Natural Hazards.	Retain wording of Objective 13.1.2.2 as proposed.
13.1.20 Methods of Implementation 13.1.20.1 (f)	Amend The wording, as currently proposed allows <i>any</i> NTLDM manual to be used. In accordance with best practice it is considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.	Amend the method of implementation as follows: Standards of Council's the <i>Nelson Tasman</i> Land Development Manual 2019 that can ensure appropriate location for development, management of hazard related development effects, and a more resilient design, materials and construction or network infrastructure.
Chapter 15 Strategic Infrastructure and Network Utilities		
15.2.1 Issue 15.2.1.1	Support The Transport Agency supports the issue acknowledging the relationship between land use development and the adequacy and integration of network infrastructure.	Retain wording as proposed.
15.2.2 Objective 15.2.2.1	Amend The Transport Agency generally supports the inclusion of an objective to ensure network infrastructure assets meet environmental outcomes and the needs of the community. It is considered that in order to achieve this, there should be a reference to network infrastructure being safe as well as efficient, effective and integrated.	Amend the Objective as follows: 15.2.2.1 <i>Safe, Efficient, effective</i> and integrated provision of network infrastructure assets to meet environmental objectives and the needs of communities for their health and safety, amenity and social-cultural well-being.

<p>15.2.3 Policies 15.2.3.1 – 15.2.3.5</p>	<p>Amend The Transport Agency generally supports the inclusion of new policies to connect the development of infrastructure with the effects of land development. The policies should also refer to <u>safe</u> and efficient network infrastructure to ensure infrastructure itself is safe and to better reflect the requested change to Objective 15.2.2.1.</p>	<p>Amend policy 15.2.3.3 and 15.2.3.5 as follows: 15.2.3.3 To support an <u>safe and</u> efficient network infrastructure design that includes the environmental costs and benefits over the whole life of the network infrastructure. 15.2.3.5 To support <u>safe</u>, efficient and effective network infrastructure design that provides for public health and safety, and community wellbeing.</p>
<p>15.2.20 Methods of implementation 15.2.20.1 (a) and (b)</p>	<p>Amend The Transport Agency supports rules as a method to regulate the standard of development and ensure effective, efficient and integrated network infrastructure. This is achieved through reference to the appropriate specific standards. The wording, as currently proposed allows any NTLDM manual to be used. In accordance with best practice it is considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.</p>	<p>Retain 15.2.20.1(a) and amend 15.2.20.1(b) as follows: Mandatory standards of <u>any the Nelson Tasman Council Land Development Manual 2019</u> that specify the design and construction of network infrastructure services.</p>
<p>Methods of implementation 15.2.20.2(a)</p>	<p>Amend The wording, as currently proposed allows any NTLDM manual to be used. In accordance with best practice it is considered that the methods of implementation throughout the plan reflect the specific NTLDM that has gone through the statutory plan change process.</p>	<p>Amend 15.2.20.2(a) as follows: Best practice matters of <u>any the Nelson Tasman Council Land Development Manual 2019</u> that guide the design and construction of network infrastructure services</p>
<p>Chapter 16 General Rules</p>		
<p>Chapter 16.2 Transport (Accesses, parking and Traffic)</p>		
<p>16.2.2.1 Permitted Activities (Land Use – Vehicle Access Considerations)</p>	<p>Amend The Transport Agency seeks amendments via an advice note to raise awareness of the Transport Agency's responsibilities and standards with regards to development which impacts the state highway or requires vehicle access from a Limited Access Road. This assists developers to understand their responsibilities at an early stage in the due diligence / resource consent process. It is considered best practice to</p>	<p>Include new advice notes, as follows: <u>Where the state highway is a Limited Access Road, it is not considered a road for the purposes of access and approval is required from the NZ Transport Agency for an access under the Government Roading Powers Act 1989.</u> <u>Where private access is required from the state highway, or where the development will impact on an intersection or any part of the</u></p>

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	undertake the resource consent process and the Limited Access Road process in parallel.		<u>state highway, the NZ Transport Agency standards require consideration. Consultation with the NZ Transport Agency is recommended in these cases.</u>
16.2.2.3(q)	Amend		Amend note under 16.2.2.3(q) as follows: Note: Design information for storm water interceptor treatment devices and storm water treatment and collection systems are provided in the current Nelson Tasman Land Development Manual 2019.
16.2.2.6	Amend Restricted Discretionary Activities (land-use general).	The Transport Agency generally supports the inclusion of new matters of discretion including the ability to consider the effects of accessways on the safety and efficiency of traffic on the adjoining road and the ability of the site to accommodate parking, manoeuvring and access requirements.	Retain wording as proposed.
16.2.20	Amend Principle reasons for rules. Access and Vehicle Crossing		Any Council <u>The Nelson Tasman Land Development Manual 2019</u> provides mandatory and good practice matters, for the design and construction of vehicle crossings and access points from private property to the transportation network. The implementation of these matters can ensure that safety, effectiveness and efficiency objectives and policies of the plan can be met.
16.3	Subdivision		
16.3.3.1	Amend Controlled Subdivision (Residential Zone – Standard Density Development)	Discretion should be included in the rule framework to allow for the consideration of effects on the state highway or intersections with the state highway as a result of subdivision, as effect are not limited to local roads.	Amend matters of discretion as follows: (2) The proximity, safety and ease of access between any site and the nearest collector, principal, or arterial road <u>or state highway</u> including: <ul style="list-style-type: none"> • The number of intersections between the frontage of any site and the nearest of those roads; • The driving time between any site and the nearest of these roads; The walking distance between any site and an arterial or principal road, along public roads, pedestrian ways, or footpaths through reserves.

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<p>16.3.4.1 Controlled Subdivision (Business and Industrial Zone)</p>	<p>Support The Transport Agency supports the provision of discretion to consider the effects of business and industrial subdivision on the surrounding road network, including the state highway.</p>	<p>Retain wording as proposed (matter of discretion 4).</p>	20
<p>16.3.5.1 Controlled Subdivision (Rural 1 and Rural 1 Coastal Zone),</p>	<p>Support The Transport Agency supports the provision of discretion to consider the effects of new roads as a result of business and industrial subdivision on the surrounding road network, including the state highway.</p>	<p>Retain wording as proposed (matter of discretion 3)</p>	21
<p>16.3.7.1 Controlled Subdivision (Rural Zone 3)</p>	<p>Support The Transport Agency supports the provision of discretion to consider the effects of new roads as a result of rural subdivision on the surrounding road network, including the state highway.</p>	<p>Retain wording as proposed (matter of discretion 3).</p>	22
<p>16.3.7.1 / 6.3.8.4 Restricted Discretionary Subdivision (Rural Residential Zone – Specified Locations)</p>	<p>Support The Transport Agency supports the provision of discretion to consider the effects of new roads as a result of rural subdivision on the surrounding road network, including the state highway.</p>	<p>Retain wording as proposed (matter of discretion 11).</p>	23
<p>Schedule 16.3A: Assessment Criteria for Subdivision</p>	<p>Amend Criteria should be included in the rule framework to allow for the consideration of effects on the state highway or intersections with the state highway as a result of subdivision, as effect are not limited to local roads. Sensitive activities establishing near existing state highways can be affected by issues such as road-traffic noise, causing health effects such as sleep disturbance. In order to protect the health and wellbeing of occupants of new developments on subdivided land, criteria regarding reverse sensitivity effects should be included.</p>	<p>Amend criteria 36 as follows, (36) The proximity, safety and ease of access between any site and the nearest collector, principal, or arterial road or <u>state highway</u> including: <ul style="list-style-type: none"> • The number of intersections between the frontage of any site and the nearest of those roads; • The driving time between any site and the nearest of these roads; • The walking distance between any site and an arterial or principal road, along public roads, pedestrian ways, or footpaths through reserves. <p>Include new criteria as follows: <u>The potential for adverse cross-boundary effects, including reverse sensitivity.</u></p> </p>	24
<p>New Zealand Government</p>			25

<p>Schedule 16.3B: Transport Conditions Road access and parking</p>	<p>Support The Transport Agency continually seeks to raise awareness of the Limited Access Road provisions and supports the conditions that consent is given prior to any accesses being established from a limited access road. This maintains the safety and efficiency of the state highway.</p>	<p>16.3B (b) Support wording as proposed.</p>
<p>Chapter 19 Information Required with land Use Consent or Subdivision 19.2.1 and Land Use and 19.2.2 Subdivision</p>	<p>The Transport Agency supports the requirement to show the formation of crossings, access, car-parks and stormwater arrangements as well as the linkages between proposed roads and existing or future roads as part of resource consent applications.</p>	<p>Support wording of 19.2.1.5 and 19.2.2.22 as proposed.</p>

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