C7 TRANSPORT

The transportation network is a significant resource in its own right. The function of the transportation network varies considerably throughout the City. The State Highway is predominantly a through route with transport efficiency as the main measure of its sustainable management. The measure of sustainable use of industrial roads is more one of convenience for heavy traffic than the actual volume of traffic. For many suburban and rural roads the efficiency and convenience of the road must be balanced against the effects of road use e.g. noise and traffic, on the amenity of the suburban and rural areas. Considerable research has been undertaken on the effect of the transportation network on suburban amenity in those areas where there are high levels of through traffic. The effect of activities on efficient traffic flows and the effect of traffic on amenity are major aspects of the consideration of effects of activities throughout the City. This section sets an overall framework for the management of transportation issues and is complemented by transportation, traffic and parking provisions in the sections of the Plan dealing with each of the seven zones of the City.

Roads and rail are also network utilities as defined under the Resource Management Act. The State Highway Network and the North Island Main Trunk Line are both identified as being regionally significant infrastructure in the Regional Policy Statement and the Council is required to recognise its benefits and protect them from incompatible activities and reverse sensitivity effects. Chapter NU of the Plan addresses how effects from the construction, operation and maintenance of roads and how activities on roads are managed and how the state highway network and North Island Main Trunk Line are recognised and protected from reverse sensitivity effects.

Note: All formed and unformed roads are zoned in the District Plan Maps.

C7.1 OBJECTIVE

TO ACHIEVE A SAFE AND EFFICIENT TRANSPORTATION NETWORK THAT ENABLES THE PEOPLE OF THE CITY AND THE WIDER COMMUNITY TO PROVIDE FOR THEIR SOCIAL AND ECONOMIC WELL-BEING WITHOUT CREATING SIGNIFICANT ADVERSE ENVIRONMENTAL EFFECTS.

Explanation

The roads, footpaths, cycle ways, bridges etc which make up the transportation network are one of the City's key built resources. Maintaining and upgrading this resource is an expensive undertaking. The sustainable management of this resource means ensuring that the cost which a development would impose on this network, either in terms of damage to roads, or effects on public convenience are taken into account in the overall management of the resources of the City. This means ensuring that wherever practical, roads are used in a way and at a level consistent with their design and construction. It is also recognised that the transportation network can have a significant effect on the natural environment, and on amenity values. Managing the location of activities and development relative to the transportation network is one way of avoiding the effects of transportation being spread over a wide area, where mitigation measures are much more difficult to implement.
Section 74 of the Resource Management Act 1991 *Matters to be considered by territorial authority* provides that in addition to the requirements of section (2) of the Act that when preparing or changing a district plan a territorial authority shall have regard to

(b) Any-

(i) Management plans and strategies prepared under other Acts.

The Wellington Regional Land Transport Strategy is included under this section. The Porirua City Council supports the objectives and principles of the Wellington Regional Land Transport Strategy. The strategy acknowledges the current capacity of the strategic transportation network and seeks to manage travel demand within that network capacity through striking a balance between all modes of travel and managing parking provision.

C7.1.1 Policy

**To use a roading hierarchy as the basis for the management of the effects of traffic on adjacent activities, and the effects of activities on the transportation network.**

**Explanation**

A roading hierarchy sets out the factors e.g. length, width, traffic volume, which define a road as being in a certain category. The management policies which follow are then based on these categories.

**Method of Implementation**

A Roading Hierarchy has been included in Part H of the Plan. District Plan rules provide direction on how the future development of the transportation network will be managed, with new roads that are created as part of a subdivision being a controlled activity and any other new roads, including diversions of or alterations to existing roads, being a discretionary activity. Rules have also been used to control access to roads where there is a significant prospect of the cumulative effect of new activities resulting in a demand for the upgrading of the road, beyond what is necessary. This applies particularly in the Rural Zone. The general provisions of the Hierarchy e.g. widths and design speeds, will also be used in conjunction with the financial contribution part of the Plan in determining the extent of roading needed in conjunction with a development or subdivision.

**Principal Reasons**

A roading hierarchy indicates the relative importance of roads within the City according to their function in terms of access and distribution at a city, and regional level. The network comprises strategic, arterial and local roads designed and managed to meet their particular function and needs.

The provision of a hierarchy will assist the process of promoting an efficient road transportation network, by providing an indication of the relative importance of each road, against which the effects of land use and development can be ascertained. The function of a road is one of the key factors to be considered when deciding on the acceptability of the effects of an activity for which a resource consent has been sought.
C7.1.2 Policy

To ensure that the adverse effects of land use and development on the efficiency and safety of the transportation network are taken into account, and any intersection or frontage conflicts are avoided or minimised or remedied as appropriate.

Explanation

This policy relates to situations at important intersections and where vehicle crossings, manoeuvring etc could interrupt traffic flows and thereby reduce the efficiency of the transportation network.

Method of Implementation

The Roading Hierarchy is divided into primary roads and secondary roads. The primary roads are fundamental to the efficient operation of the transportation network. When considering an application for a resource consent one of the factors to be taken into account is the category of the affected road and the likely impact of the activity on the efficient operation of that road and adjacent intersections.

Principal Reasons

The use and development of land within the City can have significant effects on the efficiency of the transportation network. Some developments and uses may have beneficial effects on existing roads or public transport services.

Some may have adverse effects, such as increasing traffic on roads with no additional capacity or increasing conflicts that reduce safety and the level of traffic service. Such adverse effects will need to be avoided, if this is a reasonable and practical option, or minimised or remedied where it is not.

An efficient transportation network is essential to the health, safety and wellbeing of the City. Protecting the efficiency of this network from the adverse effects of land use and development must be a principal consideration. The transportation network also represents a major component of the City's physical resources, and as such, the sustainability of its potential to meet the needs of future generations should be promoted. The avoidance of any adverse effects on the transportation network should be a primary concern, or alternatively such effects should be minimised or remedied as appropriate to the circumstances and options.

C7.1.3 Policy

To avoid, remedy or mitigate the adverse environmental effects of the transportation network on the environment.

Explanation

The use and location of roads can significantly impact on the natural and physical environment and on communities. This policy is to ensure that due regard is given to ensuring a high standard of amenity through good design, landscaping and that the siting and classification of roads (in accordance with the Roading Hierarchy) takes into account the surrounding land uses, including the ecological values of environmentally sensitive areas.
Method of Implementation

The “Landscape and Ecology” section (C9) of the Plan identifies areas of particular visual and ecological significance. These are shown on the Planning Maps as Landscape Protection Areas. In assessing the merits of an application for new roads or the realignment of an existing road the Council shall have regard to the provisions of this section of the Plan.

Many Council programmes undertaken through the annual planning process seek to enhance the amenity of the transportation network. Consideration of opportunities to enhance amenity and community recreational opportunities is also a valid factor in the consideration of resource consents for activities on roads.

Principal Reasons

The Roading Hierarchy is divided into primary roads and secondary roads. The primary roads are fundamental to the efficient operation of the transportation network. The Council may ensure that in creating a more efficient transportation network that environmental considerations will be taken into account. A full assessment of environmental effects shall be undertaken with respect to the impact of proposed roads on neighbouring urban land uses; the loss or destruction of sensitive ecosystems, e.g. roads adjacent to the coast or wetlands, increases in silt run-off and non-point discharges from roads into waterways; and the loss of productive farmland and the visual impact of roading development etc.

The secondary roads serve an important function within the City but also offer greater opportunities for amenity enhancement. These roads carry relatively light traffic and efficiency should be balanced against amenity issues. Wherever these are compatible with the transportation network, additional activities which enhance environmental quality should be encouraged. This ensures that the resources of the community are managed in a sustainable way. Examples include using road berms for amenity planting thereby enhancing the attractiveness of the area, using traffic calming techniques to reduce the noise and risk to safety from traffic in residential area, or the temporary use of excess capacity in roading areas e.g. suburban car parks used for recreational purposes.

C7.1.4 Policy

To protect the corridors of existing and proposed major transport routes in the City.

Explanation

Protecting existing and proposed traffic corridors means ensuring that both the corridor, and nearby land is not developed in a way which would prevent the establishment and operation of an efficient transportation network.

Method of Implementation

The existing transport corridors will be managed and maintained so as to protect both their traffic and amenity functions. The principal method for protecting future road routes is through the designation of land for that purpose through the District Plan. This ensures that the land cannot be
used for a purpose which is contrary to its intended use as a road. Before the road can be built the land must be purchased, either through the willing sale of the land by the owner or under the provisions of the Public Works Act 1981. To ensure the effectiveness of this process, ongoing consultation is required between Transit New Zealand, Porirua City Council and the adjacent local authorities.

**Principal Reasons**

This policy seeks to ensure that the efficiency of both the existing main transport routes and future corridors or proposed routes within the district are protected.

The principal transport routes within the City are vital parts of the overall transportation network, as they connect not only one part of the City with another, but also the City with the remainder of the region, nation and the rest of the world. It is important, therefore, to maintain their efficiency and amenity, as well as the safety for those using these routes. This must also include those corridors of proposed transport routes, once it is demonstrated that such routes are necessary.

The major transport routes are a significant built resource which could be adversely affected by inappropriate development. The District Plan provides the means of ensuring that the importance of these routes is taken into account with development decisions in adjacent locations.

**Policy**

To encourage the undertaking of major road improvements in a timely manner and in a sequence, location and form that reflects comprehensive economic, social and environmental assessments.

**Explanation**

This policy promotes a strategic approach to major road improvements so that these improvements are located and constructed in due time. Improvements that will be encouraged are those which aid off peak efficiency, address particular local, environmental and safety problems, and do not rely on additional capacity being provided on other sections of road.

**Method of Implementation**

The principal method of implementation is to continue to refine the overall strategy for the roads within and through the City, and for Transit New Zealand and Council to ensure that their programmes of road development work, are integrated, and anticipate the long term needs of the City.

**Principal Reasons**

This policy seeks to ensure that the transportation network is developed in conformity with the Regional Land Transport Strategy, as referenced in the operative Regional Policy Statement.

The most significant roading issue for the City is the Transmission Gully highway scheme, which would comprise 21km of new construction in the Porirua City district (9km from Ranui Heights to Pauatahanui and 12km from...
Pauatahanui to the northern city boundary). Alternatives to this scheme include improvements such as incremental widening of the existing State Highway through Mana, Plimmerton and Pukerua Bay and also the east/west cross links such as Grays Road and State Highway 58 alongside the Pauatahanui Inlet.

Council has a strong preference for the Transmission Gully route as a high priority. It is seen as having long term strategic benefit for the City and Region. However, it is acknowledged that the enhancement of the capacity of State Highway One is also necessary.

The policy seeks to encourage the agencies concerned to avoid incremental development work which might prejudice the best long term solution to the roading needs of the City and Region.

C7.1.6 Policy

To encourage major new developments and activities in a manner that makes best use of the City’s existing and proposed transportation network.

Explanation

The efficiency of the City’s transportation network can be improved by ensuring that new developments are located where they will use excess capacity in the transportation network, or where they will not result in a loss of convenience or efficiency for existing users of the network.

In addition, new development should take account of the need to use public transport networks efficiently, and to promote ease of use by transport modes such as walking and cycling.

Method of Implementation

The Zones in the Plan reflect the need to manage the transportation network in each zone in accordance with the purpose for which it was designed and is suited. This is achieved through standards for vehicle movements and crossings.

The need to make adequate provision for public transport, walking, and cycling will be taken into account in decisions made on resource consents. Policy C6.1.4 outlines matters which will be taken into account by the Council when assessing proposed subdivisions.

Principal Reasons

Major new developments or land uses refer to those activities which either require resource consents as a notified application (because the scale of the activity has more than minor effects), or that they will require a change to the District Plan. Such major developments can have significant effects, either exclusively or cumulatively, on the efficiency of the transportation network. Where appropriate, improvements to the efficiency of the transportation network should be promoted. This can be achieved by providing opportunities for denser development in existing urban areas, and by reviewing any proposed expansion of the urban area (including non-rural development) in terms of its effects on the transportation network.
The transportation network represents a major investment of resources, many of which are non-renewable, such as the land taken up in roading and rail routes. New development can lead to improved efficiencies, such as increasing the potential market for public passenger services by encouraging denser residential development along public passenger routes. Expansions to the City's urban area can also have significant implications for the transportation network, which should be carefully considered at the time any changes are made to the District Plan.

The Zones in the Plan have been developed in the recognition that each has quite distinct transportation needs and transportation network. Each has some distinctive features e.g. the need for convenience for visitors in the City Centre, the importance of convenience for heavy traffic in the Industrial Zones, the importance of amenity in the Suburban Zone and the need to avoid upgrades of the rural roading network which are not cost-effective or necessary for the sustainable management of the rural resource.

C7.1.7 Policy

To encourage the use of bicycles for commuting, recreation, and general access around the City.

Explanation

Encouraging the use of bicycles means making the use of bicycles more convenient and safer.

Method of Implementation

The Council has demonstrated a commitment to encouraging the use of bicycles through the development of a cycle network in conjunction with the construction of the new bridge over the Porirua Stream. The most effective means of continuing this process is for Council to continue to fund the development of cycle ways through the annual planning process, and to encourage and require their development as appropriate as either a condition of a resource consent for a new road, or as a condition of subdivisional consent under the financial contribution provisions of the Plan.

Principal Reasons

There are strong environmental reasons for encouraging the use of bicycles as a major mode of travel throughout Porirua City. This is not the case at present and it requires a deliberate policy of introduction of cycle routes and safe roads for the use of bicycles.

It is necessary to have a publicly accepted programme which identifies a cycle network throughout the City providing safe, convenient routes for school children, and using the secondary road network and cycleways to provide a safe and convenient network for this mode of travel.
C7.1.8 Policy

To actively encourage the provision of public transport and its use throughout the City, and between the City and adjacent locations.

Explanation

This policy seeks to support the continued operation and use of buses and trains.

Method of Implementation

Public transport will be encouraged by supporting appropriate designations by requiring authorities, ensuring that the design, construction and management of the transportation network takes account of the needs of public transport operators, and through the active promotion of the continued provision of public transport to the Wellington Regional Council in its role as the urban public transport management authority.

Principal Reasons

Increasingly the development of the City is bringing greater numbers of visitors to the City. Porirua City is also a satellite city in a large urban region which results in a greater number of residents commuting to neighbouring authorities on a daily basis.

Public transport is essential to the daily activities of the City. It is a necessary safeguard against future changes in transport brought about through altered circumstances in economic, energy and urban activities, and can contribute to environmental savings. Public transport at present includes a range of rail, bus, and taxi services. It is important that roads are designed to take into account the need for public transport operation by allowing freedom of movement on bus routes and where appropriate encouraging a more efficient operation of public transport through bus preferences, taxi stands, clearways and exclusive use areas. Another aspect of transport is the encouragement of higher car occupancy. Ride share and joint use of vehicles should be encouraged as much as possible.

Without a deliberate policy of support to public transport in all its forms the current preference for private car use and the economic circumstances may tend to a continual rundown in public transport resulting in less flexibility and a reduced basic service within the community. It is therefore necessary to continuously take public transport factors into account when considering alterations to the transportation network and the future development of the City.

C7.1.9 Policy

To ensure that all activities provide adequate on-site visitor parking.

Explanation

This policy is aimed at ensuring that little or no reliance is placed on the roadside as a parking area.
Method of Implementation

**District Plan parking standards** have been developed for all zones based on the range of activities, pattern of development, and the availability of public parking. The standards have been set at a level which ensures that developments are able to provide adequate off-street parking for a range of activities or intensities of activity, over the life of the development. This has been done to avoid the incremental degradation of the transportation resource.

In the City Centre inner and outer pedestrian areas, the total reservoir of parking that is owned and administered by the Council is to be managed as a whole resource on the basis that each parking site serves many destinations. Council is constantly adjusting the balance between short and long term carparking that is owned and administered by Council, with due consideration to the total parking resource. Elsewhere both within and outside the City Centre inner and outer pedestrian areas, where land is in private ownership, individual sites must provide for the full extent of the parking demand associated with that site.

**Principal Reasons**

On many of the primary roads, roadside parking can reduce traffic safety and convenience. It is important that opportunities are taken to maximise the use of the primary road network, and ensure that the safety and efficiency of the network is not undermined by a pattern of development which relies on roadside parking for customer, resident and employee parking.

In the Suburban Zone, private kerb crossings severely limit the roadside parking areas available for visitor parking. Strict parking requirements for non-residential activities seek to avoid this resource being depleted.

In the Rural Zone, the majority of roads have little potential for safe roadside parking and it is a key transport management issue to avoid the development of a dependence on this, as has happened in other areas with roadside stalls and similar businesses.

**C7.2 ENVIRONMENTAL OUTCOMES ANTICIPATED**

The following environmental outcome is anticipated:

C7.2.1 An efficient and effective transportation network.

C7.2.2 Through good design and adequate landscaping to secure an attractive transportation network with high amenity standards.

C7.2.3 Avoid needless conflict between traffic and traffic effects on residential areas and community activities.

C7.2.4 The needs of local communities have a priority in the future development of the transportation network.
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