

# 2012

## District Plan Monitoring Report: Section 14: Transport



Queenstown Lakes District Council

August 2012

## Executive Summary

The focus of this monitoring report is whether the District Plan objectives are being achieved with regard to transport matters in the District. This report identifies the following resource management issues to be dealt with through the review:

1. Resolving inconsistencies between parts of the Plan;
2. Fixing known problems;
3. Aligning the approach taken with adopted strategies and current best practice

Other than through the listed known issues, the current transport related provisions are working well. The opportunity is for improved alignment to more recently adopted strategies and latest best practice.

## Introduction

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Section 35 of the Resource Management Act states that:

Every local authority shall monitor-

...[(b)] the efficiency and effectiveness of policies, rules, or other methods...

and take appropriate action (having regard to the methods available to it under this Act) where this is shown to be necessary.

This report fulfils the requirements of section 35(b) in relation to the Section 14 of the Queenstown Lakes District Plan, which manages transport matters. This report monitors the effectiveness and efficiency of the Section 14 objectives, policies and rules. The assessment matters and notification provisions have also been monitored. Section 14 is supported by the Plan's Appendix 6: Road Hierarchy and Appendix 7: Traffic Design Standards. These have also been considered as part of this monitoring process.

Findings in this report will assist in informing the review of the Queenstown Lakes District Plan, due to be publicly notified in October 2013.

## What is the Transport Section of the District Plan?

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The 'purpose' statement for section 14 states:

*Ease of accessibility for people and goods by all modes of transport to all parts of the District is essential to the social, cultural and economic well being of the community. Accessibility is dependent on an efficient and safe transport network and the availability of safe and suitable loading and parking. Protection is provided for pedestrians on major traffic routes.*

The 'purpose' statement correctly focusses on accessibility, safety and efficiency of the transport network. This statement makes no specific reference to environmental matters. However these issues are addressed in the objectives, policies and rules within section 14.

## **How was Section 14 created?**

A District Plan Section on transport matters was created as part of the 1995 Proposed District Plan.

Section 14 was made fully operative by the Environment Court in decision C134/2003 on 22 September 2003.

Section 14 has subsequently been revised through the following plan changes:

- Plan Change 6 Access Widths (made operative 15 October 2009)

Plan Change 6 amended the Site Standards and Assessment Matters in section 14 to ensure that the width of access ways to residential properties is appropriately designed for current and future use.

- Plan Change 8 Car Parking (made operative 15 October 2009)

Plan Change 8 amended the District Plan requirements for on-site car parking spaces to ensure better alignment with actual parking demands for residential and visitor accommodation development.

- Plan Change 16 Three Parks (made operative 19 January 2011)

Plan Change 16 introduced transport related provisions into Section 14 which specifically relate to the delivery of the Three Parks Special Zone.

Amendments to Section 14 are also proposed as part of Plan Change 19 Frankton Flats and Plan Change 36 Industrial Zone B. Plan Change 19 seeks to add a new table for onsite parking requirements related to that zone. Plan Change 36 seeks to include car parking areas with Industrial B zones as a Controlled Activity and to add Industrial B zones to the Site Standard related to loading.

## **Effectiveness of Section 14 Objectives and Policies**

Section 14 Objectives and Policies have been assessed, and three main issues have been identified:

- Aside from those amendments made through Plan Changes 6, 8 and 16, the objectives and policies (together with associated rules and the technical data provided in the associated appendices) have remained unchanged since their inception in 2003. Plan Changes 6 and 8 have made relatively minor alterations to the plan to better reflect the requirements for parking in the district. However, the bulk of provisions do not fully reflect latest best practice and the variety of transport related council and community strategies that have been produced since the Plan was made operative.
- Significantly, there is little strategic direction to ensure transport and land use/development is provided as part of the District Wide or Sustainable Management chapters of the District Plan. There are a range of objectives and policies which could be relocated to the District Wide Chapter as they provide

strategic guidance which goes to the heart of how the development within the district is managed.

- Thirdly, through Plan Change 16, a number of provisions have been introduced into section 14 in relation to the Three Parks Special Zone. Most of these are very site specific and do not reflect the broad, general direction that the rest of Chapter 14 seeks to provide. As these have been produced and added to the plan more recently (2011) they reflect more up to date approaches to transportation issues. Whilst these are currently specific to the Three Parks area only, as part of the review of the District Plan, these could be developed further and applied to other parts of the district as part of any updating of the plan provisions. Furthermore, for ease of use and to differentiate that the Transport Chapter is to provide direction across the district, those provisions which are purely related to the Three Parks Special zone may be better located within the Plan together with the other provisions for that zone.
- Fourthly, the development of parking controls under Plan Change 19 has been questioned by submitters because of the absence of a district wide approach to travel behaviour change through parking management. The absence of a wider approach has made difficult the application of parking controls aimed at managing traffic demands more in line with the capacity of the road network.

The Section 14 Objectives and Policies are considered in detail below:

**Objective 1 – Efficiency:**

**Efficient use of the District’s existing and future transportation resource and of fossil fuel usage associated with transportation.**

This objective seeks to provide a broad strategic direction for managing development in relation to transport matters. As such, this could be used as the basis for providing more directed provision for land use and transport integration.

Policy	Comment
1.1 To encourage efficiency in the use of motor vehicles.	This reiterates and expands slightly on the content of Objective 1.
1.2 To promote the efficient use of all roads by adopting and applying a road hierarchy with associated access standards based on intended function	As worded, this is effectively a direction for those making the plan to provide a road hierarchy and access standards.
1.3 To promote the efficient use of roads by ensuring that the nature of activities alongside roads are compatible with road capacity and function.	This provides strategic policy direction for the plan which can also be applied to individual development proposals.
1.4 To protect the safety and efficiency of traffic on State Highways and arterial roads, particularly State Highway 6A, by restricting opportunities for	This provides policy direction for development proposals. However, this also considers safety issues that are addressed under Objective 2.

	additional access points off these roads and by ensuring access to high traffic generating activities is adequately designed and located.	
1.5	To promote the efficient use of fuel for transport purposes, by providing for a District wide policy of consolidated urban areas, townships, retail centres and residential environments.	This provides strategic policy direction for the plan in relation to growth management and the consideration of transport matters rather than providing for individual development proposals.
1.6	To promote and provide for the consolidation of new areas of residential development and for higher density development within identified areas	This provides strategic policy direction for the plan.
1.7	Enabling for home occupations within residential areas to reduce travel time and costs between home and work.	This provides strategic policy direction for the plan rather than for individual development proposals. This should be addressed through residential zone provisions.
1.8	To consider options for encouraging and developing greater use of public transportation facilities and in particular to continue to investigate the options for alternative transport means.	Public transport and other alternatives to single occupant private car transport are important contributors to the efficiency of the local transport network. However, this is a vague policy which offers little in the way of firm direction for development proposals.
1.9	To require off-road parking and loading for most activities to limit congestion and loss of safety and efficiency of adjacent roads and to promote the maintenance and efficiency of those roads.	This provides a policy basis for parking requirements addressed under the chapter 14 Rules. However, this also considers safety issues which are addressed under Objective 2
1.10	To require access to property to be of a size, location and type to ensure safety and efficiency of road functioning.	This provides a policy basis for access requirements addressed under the chapter 14 Rules. However, this also considers safety issues which are addressed under Objective 2

## **Objective 2 - Safety and Accessibility**

### **Maintenance and improvement of access, ease and safety of pedestrian and vehicle movement throughout the District.**

This Objective provides a focus on access and safety issues in relation to transport matters. However, some of the policies which sit below this Objective and those under

Objective 1 reflect linkages between efficiency, access and safety. To reduce the level of repetition in the plan, consideration could be given to combining these.

Policy	Comment
<p>2.1 To maintain and improve safety and accessibility by adopting and applying a road hierarchy with associated design, parking and access standards based on the intended function.</p>	<p>As with Policy 1.2, this Policy, as worded, is effectively a direction for those making the plan. It does, however, provide the linkage to the use of the road hierarchy, parking and access standards.</p>
<p>2.2 To ensure the intensity and nature of activities along particular roads is compatible with road capacity and function, to ensure both vehicle and pedestrian safety.</p>	<p>This provides strategic policy direction for the plan in relation to growth management and also provides a policy direction for the consideration of transport matters for individual development proposals.</p>
<p>2.3 To ensure access and movement throughout the District, and more particularly the urban areas, for people with disabilities is not unreasonably restricted.</p>	<p>This policy should be reviewed to reflect latest best practice regarding mobility, focusing on accessibility rather than disability. This change of approach would acknowledge that the issue is broad and often involves those without “disabilities” – e.g. those with pushchairs, the elderly, the young etc.</p>
<p>2.4 To encourage the development of pedestrian and cycle accessways, within the main townships.</p>	<p>By using the term “encourage” the effectiveness of this policy is weak. If the provision of these particular routes is considered to be a requirement of development the policy should say so.</p>
<p>2.5 To maintain and upgrade, where appropriate, the existing roads and provide for new roads and related facilities where these are important for providing access. In particular, to investigate and/or make provision for:</p> <ul style="list-style-type: none"> <li>• a new road link from Man Street to the One Mile roundabout.</li> <li>• a new road linking Queenstown and Frankton on the northern side of SH6A above Frankton Arm.</li> <li>• a long term roading network for the Frankton flats area to protect the through route function of State Highways and</li> </ul>	<p>This policy needs to be revisited. At present it appears to be of little relevance to the District Plan and is more of an instruction for Council and NZTA consideration as part of its role as infrastructure providers.</p> <p>The relevance of identifying these specific upgrading schemes needs to be reviewed in line with the Council’s transportation strategies and, for example, the outcomes of the Inner Links study. If routes are identified for these works to be carried out within a reasonable timeframe then perhaps these should be identified and protected through District Plan mechanisms.</p>

	provide access to residential, commercial and recreational activities.	
2.6	<p>To ensure intersections and accessways are designed and located so:</p> <ul style="list-style-type: none"> <li>• good visibility is provided.</li> <li>• they can accommodate vehicle manoeuvres.</li> <li>• they prevent reverse manoeuvring onto arterial roads; and</li> <li>• are separated so as not to adversely affect the free flow of traffic on arterial roads.</li> </ul>	This provides suitable policy direction for development proposals.
2.7	To ensure vegetation plantings are sited and/or controlled so as to maintain adequate visibility and clearance at road intersections and property access and to prevent the icing of roads during winter months, except and unless that vegetation is important to the visual amenity of the District or is protected as part of the Heritage Provisions.	This provides suitable policy direction for development proposals.

**Objective 3 - Environmental Effects of Transportation**

**Minimal adverse effects on the surrounding environment as a result of road construction and road traffic.**

The objective only focusses on the environmental effects of road construction and road traffic. There are environmental effects related to other transport forms, e.g. boat traffic, aircraft noise, pedestrian/cycle routes. In many cases, these other matters are covered under other sections of the plan (e.g. boat and aircraft noise), but generally, the objective as written doesn't fully match it's heading. The overall environmental impact of the transport network should be considered to be a strategic matter which could be considered together with efficiency, access, and safety as a district wide approach towards transportation issues.

The impacts of transport on water and air quality are not adequately addressed in the policies and rules.

Policy	Comment
3.1 To protect the amenities of specified areas, particularly residential and pedestrian orientated town centres from the adverse effects of transportation activities.	This provides policy direction for development proposals.
3.2 To discourage traffic in areas where it would have adverse environmental effects.	This provides policy direction for development proposals.
3.3 To support the development of pedestrian and similar links within and between settlements and the surrounding rural areas, in order to improve the amenity of the settlements and their rural environs.	This provides support for the provision of these links but does not require them. As such it is weak policy direction for development proposals
3.4 To ensure new roads and vehicle accessways are designed to visually complement the surrounding area and to mitigate visual impact on the landscape.	This provides a policy direction for development proposals, however, this policy together with its associated rules should be reviewed to reflect current best practice and NZ Standard 4404.
3.5 To maintain and enhance the visual appearance and safety of arterial roads which are gateways to the main urban centres.	This provides a policy direction for development proposals, however, this policy together with its associated rules should be reviewed to reflect current best practice and NZ Standard 4404. The safety matter reflects Objective 2.
3.6 To incorporate vegetation within roading improvements, subject to the constraints of road safety and operational requirements, and the maintenance of views from the roads.	This provides the required policy direction, however, consideration needs to be given to the references to the safety and operational matters which are also covered under Objective 2.
3.7 To implement appropriate	This provides a policy direction for

	procedures, in conjunction with the takata whenua and Historic Places Trust, should any waahi tapu or waahi taonga be unearthed during roading construction. (see Section 4.3 Objective 1 Policy 1 for consultation procedures with takata whenua).	development proposals, but should be reviewed to ensure the cross referencing is correct at the time the review of the District Plan is notified
3.8	To set areas aside for staff car parking in Business and Industrial Zones.	This does not relate well to the Objective. It is more related to Objectives 1 and 2 (see Policy 1.9) or Objective 5.

#### **Objective 4 - Town Centre Accessibility and Car Parking**

**Town centres which are accessible to pedestrians and vehicles, and legible to all persons wishing to access them, commensurate with other town centre objectives and policies.**

The objective provides guidance for transport matters in town centres and acknowledges that there are other objectives and policies that relate to the town centres.

However, there is a disjoint between the following policies and the District Plan rules pertaining to Town Centre parking (where there is no parking requirement). The policies are also overly focused on the provision of parking as a means of achieving accessibility – it does not acknowledge the roles of passenger transport, cycling and walking for physical access.

<b>Policy</b>	<b>Comment</b>
4.1 To achieve a general reduction in the dominance of vehicles and heavy commercial vehicles within each town centre through the on-going establishment of off-street car parks.	Provides policy context for the provision of off-street car parks. This (and associated rules) should be reviewed in the context of the Parking and Town Centre Strategies which may provide more focussed policy direction in how and where such off street parking is to be provided in and around town centres.
4.2 To manage vehicle movement within the town centres to provide for appropriate levels of accessibility, minimise congestion and promote personal safety.	Provides suitable policy context for the traffic management and design. Ignores amenity.
4.3 To require all activities and developments to contribute towards the provision of off-street vehicle parking.	Provides policy context for the provision of off-street car parks. This (and associated rules) should be reviewed in the context of the Parking and Town Centre Strategies which could provide more context as to how contributions towards off street parking could be provided in and around town

		centres.
4.4	To provide an integrated and well located off-street car parking resource around the periphery of the town centres.	Provides policy context for the provision of off-street car parking the periphery of the town centres. This (and associated rules) should be reviewed in the context of the Parking and Town Centre Strategies which may provide more focussed policy direction in how and where such off street parking is to be provided in and around town centres.
4.5	To provide off-street parking within particular areas of the town centres in order to limit and reduce traffic flowing into and through those areas and thereby retain the character of the centres.	Provides policy context for the provision of off-street car parking the periphery of the town centres. This (and associated rules) should be reviewed in the context of the Parking and Town Centre Strategies.
4.6	To require all vehicle accesses to properties and developments to be designed in accordance with a set of specified standards, which ensure vehicle manoeuvring, has minimal impact on the safety and efficiency of roads and footpaths and the amenity of any particular area.	The policy provides suitable direction for access design. However this could apply equally to all areas of the district not solely town centres.
4.7	To encourage on-site parking in association with development and to allow shared off-site parking in close proximity to development in residential areas to ensure the amenity of neighbours and the functioning of streets is maintained.	It is unclear as to what this policy is directed. As it is under the heading of Town Centres, it can be assumed to relate to residential uses only within town centres; however the policy refers to residential areas. Does this relate to all residential areas in the district, does it include those areas only on the periphery of town centres, or is purely in relation to those within identified town centre zones?

### Objective 5 - Parking and Loading - General

**Sufficient accessible parking and loading facilities to cater for the anticipated demands of activities while controlling adverse effects.**

The objective provides the required context for the Plan's parking policies and rules. These policies and their associated rule require review.

Policy		Comment
5.1	To set minimum parking requirements for each activity based on parking demand for each land use while not	Provides policy context for the parking requirements provided in the rules. It allows for all forms of parking provision to be addressed. This (and associated rules)

	necessarily accommodating peak parking requirements.	should be reviewed in the context of the Parking Strategy and latest best practice. Consideration needs to be given to the setting maximum parking standards where appropriate or simply having no requirement (as is the case presently in the town centres).
5.2	To ensure business uses have provision for suitable areas for loading vehicles on-site.	This provides suitable policy direction for development proposals.
5.3	To ensure car parking is available, convenient and accessible to users including people with disabilities.	This provides suitable policy direction but accessibility could be more than those with disabilities. As with Policy 2.3, This policy should be reviewed to reflect latest best practice regarding mobility, thereby acknowledging that this issue is broad and often involves those without disabilities – e.g. those with pushchairs, the elderly, the young etc.
5.4	To require all off-street parking areas to be designed and landscaped in a manner which will mitigate any adverse visual effect on neighbours, including outlook and privacy.	This provides suitable policy direction for development proposals. However, this policy, its associated rules and all other design related transport policy, need to be reviewed to reflect latest guidance contained in NZ Standard 4404
5.5	To require the design of parking areas to ensure the safety of pedestrians as well as vehicles.	This provides suitable policy direction.
5.6	To set areas aside for staff car parking in business and industrial zones.	This provides suitable policy direction for development proposals. Duplicates Policy 3.8.

## Objective 6 - Pedestrian and Cycle Transport

### Recognise, encourage and provide for the safe movement of cyclists and pedestrians in a pleasant environment within the District.

The objective provides the required context for the Plan's cycle and pedestrian focussed policies and rules. This objective (and its associated policies and rules) does not address provision of destination facilities (cycle parking, showers, lockers) that contribute to the attractiveness of cycling and walking as alternatives to the single occupant car.

Policy	Comment
6.1 To develop and support the development of pedestrian and cycling links in both urban and rural areas.	Provides a broad direction. It could be suggested that this should be considered to be part of a general integrated transport network and also as part of a recreational

		network. As such it should be considered as part of the overall efficiency, accessibility and safety issues addressed in previous objectives as well.
6.2	To require the inclusion of safe pedestrian and cycle links where appropriate in new subdivisions and developments.	This provides suitable policy direction.
6.3.	To provide convenient and safe cycle parking in public areas.	This provides suitable policy direction. This could be addressed as part of matters under Objective 5 as well.

### Objective 7 - Public and Visitor Transport

#### Recognition of public transport needs of people and provision for meeting those needs.

The objective is rather bland in that it refers only to the recognition of public transport needs. It could be more direct and positive about ensuring these needs are provided for. It also makes no specific reference to visitor transport referred to in the title. It is also unclear as to what is meant by visitor transport.

Policy		Comment
7.1	To plan and encourage an efficient pattern of public transport.	Provides a broad and general policy basis around public transport provision. However, this issue of efficiency should already be addressed as part of the overall approach towards transport efficiency, accessibility and safety covered under the first objectives in this section if a properly integrated transport network is being provided for.  The need to make suitable provision for buses on appropriate routes needs to be considered as a specific policy direction.
7.2	To investigate opportunities for public transport as an alternative to, or in association with, changes or extensions to the major road network.	This is a weak policy as it requires investigation rather than any solid requirement for provision.
7.3	To promote and investigate opportunities for a public transport link between Queenstown and Frankton.	This is a weak policy as it requires investigation and promotion rather than any solid requirement for provision. It is unclear as to whether this is addressed through existing bus services or if additional measures are required.

7.4	To support the development and operation of various types of tourist transport.	This is a weak policy as at it offers support for tourist transport rather than pointing to anything solid. It is unclear as to exactly what we are dealing with here, is it coach parking, car rental servicing/pick up areas, airport transport links?
7.5	To liaise with the Otago Regional Council and public transport operators to ensure the public transport needs of the District are met.	This doesn't provide any tangible policy assistance to those using the District Plan and should be occurring as a matter of course through the Regional Passenger Transport Plan and the Regional Land Transport Strategy.

### Objective 8 - Air Transport

#### **Effective and controlled airports for the District, which are able to be properly managed as a valuable community asset in the long term.**

This objective acknowledges the importance of air transport to the district and how the effects of airports are managed. It is clear from the policies that sit below this objective that this is primarily targeted at commercial airports (Wanaka and Queenstown) rather than the smaller airports or helicopter landing areas which are aimed at tourist activities etc. This should be stated in the objective to avoid confusion – alternatively additional policy provision for the other airports should be provided. As this section is aimed at transport matters for the district rather than at tourism it would be appropriate to target this objective at the main commercial airports only and address the other airports in the relevant zone chapters.

Policy		Comment
8.1	To provide for appropriate growth and demand for air services for Queenstown.	Appropriate policy direction, but it is ambiguous as it refers to “appropriate growth”.
8.2	To avoid or mitigate any adverse environmental effects from airports on surrounding activities.	Appropriate policy direction, but it lacks focus. This sets out the policy context for noise boundaries but it could also be interpreted to refer to other environmental effects such as air pollution from aircraft for which is a far broader issue. Consider merging with Policy 8.3.
8.3	To establish an Air Noise Boundary and Outer Control Boundary for Queenstown and Wanaka airports.	This sets out the policy context for noise boundaries. Consider merging with Policy 8.2
8.4	To advocate a noise management regime at Queenstown airport to help manage the environmental effects of aircraft noise through means available to the Queenstown	This is not under the control of the District Plan and should therefore be deleted.

	Airport Corporation but not available through the District Plan.	
8.5	To provide for appropriate recreational airport facilities at Wanaka.	Appropriate policy direction, but it is ambiguous as it refers to “appropriate recreational airport facilities”
8.6	To ensure buildings at both airports have regard for and are sympathetic to the surrounding activities, and landscape and amenity values by way of external appearance of buildings and setback from neighbouring boundaries.	This provides suitable policy direction.
8.7	To ensure noise monitoring regimes are established for the District’s airports by the respective requiring authorities.	This provides suitable policy direction. However, to date, there has been a lack of effective monitoring and associated enforcement.
8.8	To manage noise sensitive activities in areas with existing urban development surrounding the airport, while ensuring future noise sensitive activities in areas currently undeveloped and adjacent to airports are restricted.	This provides suitable policy direction.

### Objective 9 – Three Parks

**In the Three Parks Zone, an urban structure, well-considered building design, and other initiatives which, together, help to reduce car use and provide practical alternatives.**

This is very specific to the Three Parks special zone rather than transport issues across the district. As such, it could be relocated to that section of the plan.

Policy	Comment
<p>9.1 To require that the urban structure (including road layout, cycle and walking networks, land use densities, and block sizes) is well-connected and specifically designed to:</p> <p>9.1.1 Enable public transport to efficiently service the area, now or in the future (which may, in the future, also include the provision of a significant transport hub/</p>	This provides suitable policy direction which could be applied to other new development areas.

<p>inter-change); and</p> <p>9.1.2 Ensure that on-street car parking is provided; and</p> <p>9.1.3 Reduce travel distances through well-connected streets; and</p> <p>9.1.4 Provide safe, attractive, and practical routes for walking and cycling, which are well-linked to existing or proposed passenger transport and local facilities and amenities within the zone, and which are well-connected to other areas beyond the zone, particularly the Wanaka Town Centre.</p>	
<p>9.2 To require applications for Outline Development Plans, Comprehensive Development Plans, and larger scale commercial developments to show how they will help reduce private car travel and encourage realistic alternative modes of transport, including through avoiding the excessive provision of car parking</p>	<p>This provides suitable policy direction which could be applied to other new development areas.</p>
<p>9.3 To recognise that constraining the provision of car parks may be one appropriate method of managing single occupancy car trips, particularly in later stages of development as the Commercial Core becomes more established.</p>	<p>This provides policy direction for the Three Parks scheme only, but is weak in that it does not require any specific measures to be undertaken.</p>
<p>9.4 To encourage large scale developments (i.e. those with at least 150 employees) to prepare voluntary travel plans through the Council providing advocacy and assistance, and considering reductions in parking requirements where travel plans are proposed.</p> <p>Refer to Council guidelines relating to Travel Plans.</p>	<p>This provides policy direction which could be applied to other new development areas. While it introduces the concept of travel plans, these remain voluntary.</p>

## Effectiveness of Section 14 Rules

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The various status of transport related activities contained are contained under section 14.2.2 of the Plan:

### 14.2.2.2 Controlled Activities

*The following shall be Controlled Activities provided they are not listed as a Discretionary Activity and comply with all the relevant Site Standards. The matter in respect of which the Council has reserved control and listed with each Controlled Activity:*

*Car Parking Areas in the Town Centre, Business, Industrial Zones, Ballantyne Road Mixed Use Zone, Corner Shopping Centre Zone and Activity Area 2 of the Kingston Village Special Zone.*

*Car parking areas in respect of their access, location, landscaping, separation from pedestrians, compatibility with surrounding activities and method of provision in the Town Centre, Business, Industrial, Corner Shopping Centre Zones and Activity Area 2 of the Kingston Village Special Zone.*

### 14.2.2.3 Discretionary Activities

*The following shall be Discretionary Activities:*

- i Car parking for Non-Identified Activities  
Car parking for any activity not identified in Table 1, and which is not a permitted or controlled activity within the zone in which it is located.*
- ii Any activity which does not comply with the following Site Standards shall be a Discretionary Activity with the exercise of the Council's discretion being restricted to the matter(s) specified in that standard.*

In accordance with Rule 14.2.2.1, any activity which complies with all the Site Standards and is not listed as a Controlled or Discretionary Activity shall be a Permitted Activity.

Section 14.2.4 of the plan identifies the relevant Site Standards. These cover:

- Parking and Loading
- Access
- Bicycle Parking Standards (specific rules only for the Three Parks Zone)

The following Assessment Matters are listed under 14.3.2 of the Plan:

- i Controlled Activity - Parking Areas, Location and Method of Provision*
- ii Controlled Activity and Site Standard - Landscaping*
- iii Parking and Loading Provision*
- iv Parking and Loading Area and Entranceway Design*
- v Access*
- vi Maximum Gradient for vehicle access*
- vii Vehicle Orientated Commercial Activities including Service Stations and Rural Selling Places*

*viii In the Three Parks zone, whether proposed initiatives which discourage private car use and encourage alternative modes of transport justify a reduction in the minimum parking requirement.*

These standards and assessment matters need to be reviewed in the context of the relevant transport, parking and town centre strategies and the guidance contained within NZ Standard 4404. For example, 14.2.4.1 iv (Parking and Access Design) refers to the 2004 version of NZ Standard 4404 and should be updated.

14.2.4.1 ii (f) states that roof top car parking shall be a restricted discretionary activity. Consideration should be given to listing this with the other activity status matters rather than as a standard.

Furthermore, consideration needs to be given to the merits of rolling out the bicycle standards for Three Parks to the rest of the district either as it is or in amended form. Alternatively, this zone specific standard could be relocated to the section of the plan that considers that zone. The same consideration should be applied to the Assessment Matter 14.3.2 viii.

Specific issues have been identified in relation to the parking requirements identified in Table 1:

- 14.2.4.1 Table 1 - Clarification is required in relation to the car parking requirements for industrial activity in Frankton. It is unclear whether this relates to Glenda Drive Industrial Estate or the whole of Frankton including Frankton Flats.
- 14.2.4.1 Table 1 - Clarification is required in relation to activities converting to double key operations separating the unit with kitchen and creating a single bed unit. These are assessed as 'Visitor Accommodation – guest room (e.g. hotel), however, these do not operate on the same way as hotels and may require differing parking requirements.
- 14.2.4.1 Table 1 – Visitor Accommodation - no minimum size is set in relation to where requirements for coach parking apply. There may be instances for smaller operations where only a drop off facility is required or where there are no coach facilities at all are required.

Rule 14.2.4.2, Access, (ii) Design of Vehicle Crossings. Parts (a) and (b) of the rule are incorrect. The rule currently is written as follows:

*Vehicle crossings providing access to a road in a Rural Zone shall comply with the standards in Appendix 7 (Diagram 2, 3 or 4 depending on the activity served by the access).*

*For all other accesses the design of the vehicle crossing shall be such that:*

- (a) the access crosses the property boundary at an angle of 90 degrees plus or minus 15 degrees;*
- (b) the vehicle crossing intersects with the carriageway at an angle of between 45 degrees and 90 degrees;*

It should be amended to read as follows:

- (a) the access crosses the property boundary at an angle of between 45 degrees and 90 degrees;*

- (b) *the vehicle crossing intersects with the carriageway at an angle of 90 degrees plus or minus 15 degrees;*

Discussions with Lakes Environmental officers have also identified that clarification is required in relation to a number of the Section 14 rule provisions, including the following:

- Design of access points, particularly in relation to shared access points
- Off street manoeuvring space
- Vehicle crossings
- Pedestrian safety within car parking areas
- The use and design of non-slip road surfaces on steeper gradients
- Design and provision of street lighting. (A large variety of different designs for street lighting can have a detrimental visual impact on the street, and can result higher maintenance costs).

The bulk of these matters can be addressed through minor rewording to ensure that greater clarity is provided. However, a full technical review of the detailed Section 14 rules provisions is required to ensure that the provisions are up to date and in line with latest guidance and best practice. This process will be required to consider and address the matters raised by Lakes Environmental.

## **Transport Related Appendices**

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The Road Hierarchy for the District is laid out in Appendix 6 of the current District Plan 6 and detailed guidance on Traffic Design Standards is contained in Appendix 7. As a part of the review of transport matters within the District Plan these two appendices will need to be updated where appropriate.

The road hierarchy is important for management of the road network beyond the narrow confines of the District Plan. At national level there is a desire to achieve greater consistency in the application of hierarchies and the levels of service that are attached to them.

Designations are listed within the District Plan however roads (which are also subject to designation processes) are not included. This is standard practice for District Plans, however, consideration should be given to including a reference which confirms a blanket approach to road designations.

## **Alignment of Section 14 with latest adopted strategies, standards and current best practice.**

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As stated above, Section 14 was made operative in 2003 and although there have been subsequent alterations made to it through Plan Changes 6, 8 and 16, the plan provisions have largely remained unaltered since that point in time. However, since 2003, a number of transport related council strategies and other policy guidance documents have been produced. These include:

- Wanaka Transportation and Parking Strategy March 2008
- Wakatipu Transportation Strategy November 2007
- Cycling and Walking Strategy 2009
- Links Study 2008

There is also guidance on transport related matters within the Queenstown and Wanaka Town Centre Strategies which need to be considered as part of this process.

Outside of these Council strategies, the Plan provisions need to be updated to reflect the 2011 Regional Land Transport Strategy and to reflect design guidance in New Zealand Standard 4404.

As part of the District Plan review the current provisions need to be reassessed and revised where appropriate to reflect these strategies and overall to reflect current best practice measures to provide clear and up to date direction on the following transport related topics:

1. Provision of general guidance on land use and transport interaction at a strategic level (e.g. potentially through the use of the District Wide and Sustainable Management Chapters)
2. Demand Management (including travel plans, integrated transport assessments)
3. A review of the rules – particularly those related to design standards to reflect New Zealand Standard 4404 and other best practice.
4. A review of the parking standards and how these spaces are to be provided particularly in and around town centres
5. The Road Hierarchy listed in Appendix 6 – this needs to be reviewed and updated

## **What's Next**

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The review of the District Plan however provides an opportunity for improved alignment to more recently adopted strategies and best practice. The next step is to development of options to address the known issues listed above.