

Chapter 17: Transportation

Draft Marlborough Regional Policy Statement Provisions

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Introduction

Transport plays a key role in our lives and in the economic and social development of Marlborough and it provides us with significant benefits and opportunities. It enables us to get to work, to shops and to schools as well as helping us to enjoy many recreational and social opportunities. It is therefore important to ensure transport systems are effective and efficient.

Marlborough, like much of regional New Zealand, is very dependant on transport links for moving people and goods to and from, and within, the district. Marlborough's geographic location in central New Zealand makes it part of nationally important transport routes and links. These are the inter-island water transport route through the Marlborough Sounds, State Highway 1, the main trunk rail and Blenheim Airport.

Within Marlborough there is a tendency to rely heavily on motor vehicle transport. However, the extensive nature of the Marlborough Sounds and the various activities that occur there means that water transport is a fundamental part of Marlborough's overall transport network. Air transport from Omaka Airfield near Blenheim and at Picton Airport at Koromiko is also of local and regional importance for the community.

Transport infrastructure is a significant component of the physical resources of Marlborough. The reliance people have on transport infrastructure and networks to provide for their social and economic wellbeing means that it is important to enable their continued use. On the other hand establishing, maintaining and using transport infrastructure and transport networks can have adverse effects on the environment. The resource management issues therefore focus on the sustainable management of the physical infrastructure of transport networks as a resource, the services that use them and the adverse environmental effects that arise from operation of the networks.

(Note that the water transportation provisions have been included within Chapter 13: Use of the Coastal Environment.)

Air Transportation

Issue 17A – There are significant positive effects arising from the operation of Marlborough’s airports/airfields and it is important these are recognised and provided for so the airports can serve the wider community now and in the future.

Marlborough is served by three airports/airfields: Blenheim Airport, some 6 kilometres to the east of Blenheim; Omaka Airfield, also on the outskirts of Blenheim; and Picton Airport, located at Koromiko near Picton. Collectively these airports/airfields contribute significantly to the social and economic well-being of the people and community of Marlborough and are important for both passenger and freight transport. Blenheim Airport in particular also contributes to the wider New Zealand community as part of a national network of airports for both passengers and freight.

A unique aspect of Blenheim Airport is that it is both a military and civilian airport. The civilian operation is undertaken through a licence by Marlborough Airport Limited from the New Zealand Defence Force (NZDF). Commercial operations include commuter flights between Blenheim and Wellington, Christchurch and Auckland and scenic flights. Other air related activities carried out at the airfield include aircraft engineering (Safe Air Ltd), a NZ Post mail and distribution centre for the upper South Island and some limited commercial activities within the civilian passenger terminal.

The airforce base itself (RNZAF Base Woodbourne) makes an important contribution to the NZDF effort through providing ground training facilities for RNZAF personnel and depot level maintenance for military (and civilian) aircraft (provided through a contract with Safe Air Ltd). Although not strictly a transportation issue, the continued operation of RNZAF Base Woodbourne is important because of its integration with the operation of Blenheim Airport. Collectively RNZAF Base Woodbourne, Blenheim Airport and other licence holders, are the single largest employer of people in Marlborough with around 1,000 permanent employees. These operations make an important contribution to sustaining local housing markets, businesses, and community, social and personal services.

The Crown is bound by the provisions of the RMA. A number of exceptions are provided for in section 4 of the RMA. One of these exceptions is where the Minister of Defence certifies the work or activity is necessary for reasons of national security. However, in relation to RNZAF Base Woodbourne, NZDF activities are provided for by a 'Defence Purposes' designation in the RPS/Resource Management Plan. The designation allows the NZDF to carry out activities in support of the purposes of section 5 of the Defence Act 1990. The NZDF manages the environmental effects of its activities in accordance with the RMA and in compliance with the RPS/Resource Management Plan.

Omaka is a public airfield situated some 300-500 metres from the south western boundary of Blenheim. The airfield is used extensively for general aviation (including private pilot training), as a base for agricultural aviation for Marlborough and also for gliding. Flying occurs there seven days a week with more commercial flying activities occurring during the week and recreational flying during the weekend. There are significant seasonal and weekend/public holiday aviation activities, which are biased towards specific events. These events include the biannual Easter Air show, summer recreation flying events (gliding etc) and night time helicopter operations for vineyard frost protection.

One other significant feature of Omaka has been its development as an aviation heritage centre. The airfield is the venue for the biennial Omaka Airshow and attracts strong visitor interest with displays of vintage and antique aircraft. The Aviation Heritage Centre itself is located just to the east of the airfield.

Picton Airport is a privately owned airport located within the Koromiko Valley, approximately 20 kilometres from Blenheim. A scheduled air service operates daily to and from Wellington. In addition, the airport provides access to properties in the Marlborough Sounds and is used for scenic flights and general aviation, including tandem parachuting. A helicopter service also operates out of Picton Airport while a float plane servicing the Marlborough Sounds operates from Picton Harbour.

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Collectively the airports contribute directly and indirectly to the local, regional and national economy. It is therefore important to ensure the long-term viability and sustainable management of Marlborough's airports as strategic physical resources.

Objective 17.1 – The use of Marlborough's airports/airfield continues to contribute to the social and economic wellbeing of Marlborough.

Marlborough's airports and airfield are a significant physical resource and contribute to the social and economic wellbeing of the people and community of Marlborough. Blenheim Airport has been specifically recognised in Chapter 4: Use of Natural and Physical Resources as being regionally significant infrastructure because of its contribution to the social and economic wellbeing of a large proportion of Marlborough's population and because of its strategic importance nationally. (RNZAF Base Woodbourne has also been identified as regionally significant infrastructure.) Omaka Airfield and Picton Airport have also been identified as being regionally significant infrastructure as they are regionally important for general aviation, agricultural aviation, aviation heritage, tourism and the provision of air access to the more remote areas of Marlborough, including to the Marlborough Sounds. Therefore it is essential for the continued development of industry, commerce and tourism activity in Marlborough that a high level of air transport access is maintained to enable a continued contribution to Marlborough's overall economic and social wellbeing.

Policy 17.1.1 – Recognise the importance of Blenheim Airport, Omaka Airfield and Picton Airport as a transportation mode for Marlborough's residents and businesses, visitors and tourists.

A specific zoning has been used to recognise and provide for the ongoing use and development of Blenheim Airport, Omaka Airfield and Picton Airport. The zoning, which enables the application of specific rules for airport related activities, will effectively provide for the continued development, improvement and operation of the airports subject to measures to avoid, remedy or mitigate any adverse effects. The difference in scale and intensity of the activities and functions of each of the three facilities means that different rules are likely to be applied.

Policy 17.1.2 – To protect the commercial operational capability of Blenheim Airport through to 2040.

Based on current projections, it is unlikely that the main runway at Blenheim Airport will reach capacity in the foreseeable future. There are no plans currently by the commercial airport operator, Marlborough Airport Limited, to extend the existing runway. However, to protect the ability of the runway to be extended, the Airport Zone extends over land to the west of the current runway.

Issue 17B – Operation of airports and associated aircraft activities can be affected by various land use activities and generate effects that impact upon surrounding environments.

Urban encroachment is a significant threat to the future sustainability of airports. Increases in population in areas affected by aircraft noise can result in public pressure to modify airport operations, for example by altering flight tracks or introducing curfews. This may result in reverse sensitivity conflicts between peoples' expectations of residential amenities and noise generated from airports. These type of conflicts can have significant adverse effects on the operation and viability of airports. In addition some land uses could affect the safe operation of airports, especially activities that involve structures (e.g. aerials) or attract birds (e.g. landfills or open ponds).

Blenheim Airport is currently separated by approximately four kilometres of open land from the western boundary of Blenheim. While there are currently no significant proposals to extend Blenheim towards the Airport, it needs to be recognised that there are no significant natural constraints on the expansion of Blenheim in that direction either.

Omaka Airfield is situated some 300-500 metres from the boundary of Blenheim. The airfield is reasonably tightly constrained within its present boundaries. Rezoning of land to the south west of

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Blenheim from rural to residential use prior to notification of the RPS/Resource Management Plan will result in residential development occurring close to Omaka Airfield.

The area surrounding the Picton Airport is predominantly rural in nature and urban encroachment is unlikely to be a problem although the airport is located in close proximity to several houses and a primary school. Complaints have been received by the Council in the past regarding noise arising from the operation of the aircraft.

Each of Marlborough's airports/airfields has the potential to cause significant environmental effects including traffic generation, chemical/fuel hazard, landscape impact, and most significantly, noise pollution. The operational efficiency and functioning of Blenheim Airport, Base Woodbourne and Omaka Airfield requires continual on-site maintenance and servicing of aircraft, often associated with significant noise generation (engine testing in particular).

Objective 17.2 – A balance is achieved between the operational needs of Marlborough's airports and the amenities and well-being of the community.

Although Marlborough's airports/airfields are important for strategic transportation reasons, the operation of them does have the potential to have an adverse effect on amenity values for the community, particularly the effects of noise. Additionally there are a range of activities that can affect the safe operation and viability of airports/airfields. Therefore the objective seeks a balanced approach to allowing aircraft to operate effectively and efficiently while at the same time safeguarding the amenity values of local communities and individuals.

Policy 17.2.1 – Provide for the operational needs of airports by the protection of air corridors through restrictions on height and land use.

It is critical in safety terms to provide for protection of the air corridors used to approach and leave the airports. Certain air spaces have been defined around Blenheim Airport, Omaka Airfield and Picton Airport for flight paths for planes approaching and leaving airfields. Height restrictions and land use controls are used to ensure these flight paths remain clear from such obstructions as trees, arials and buildings.

For Blenheim Airport specifically, a Runway Protection Overlay extends beyond the boundary of the Airport Zone. The purpose of this is to provide protection to aircraft approaching and departing the airport from certain land use activities (e.g. forestry, activities that attract birds, buildings) that could have an impact on the safe and efficient operation of aircraft.

Policy 17.2.2 – The potential incompatibility between airports and residential living in nearby rural environments should be managed through land use controls to avoid new noise-sensitive activities locating near airports.

The reaction of people in a community to levels of aircraft noise can vary. Although there has not been a high level of complaint about the level of noise generated from airports in Marlborough, there is recognition that aircraft noise can cause a significant nuisance, and detract from the amenity values and quality of the environment. It is appropriate therefore to control land use development in order to ensure any adverse effects of aircraft noise on health and amenity are minimised. This can be done through rules that regulate residential activity and other noise-sensitive activities likely to suffer adverse effects from aircraft noise. Effects may be mitigated by the installation of acoustic insulation and ventilation systems but may also in some circumstances need to be assessed by way of resource consent.

Policy 17.2.3 – Establish maximum acceptable levels of aircraft noise exposure around Marlborough's airports for the protection of community health and amenity values.

Although Policy 17.2.2 is aimed at avoiding reverse sensitivity conflicts arising through the establishment of noise sensitive activities close to airports, it is important that noise that may arise through airport activities such as engine-testing and ground running activity, are appropriately managed. (Note that in terms of the provisions of the RMA the Council has no ability to control aircraft noise once aircraft are airborne.)

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Methods of Implementation

The methods listed below are to be implemented by the Council unless otherwise specified.

17.M.1 Zoning

The Blenheim Airport, Picton Airport and Omaka Airfield will be zoned as Airport Zone. For Blenheim Airport, the extent of the zone reflects the existing and possible future extension of the main runway to the west.

17.M.2 District Rules

The Airport Zone rules will see priority given to airport related activities but the rules will be somewhat different for each airport, reflecting the differences in scale, type and frequency of activity occurring at each.

District rules in zones adjoining the airports will effectively provide for the continued development, improvement and operation of the airports subject to measures to avoid, remedy or mitigate any adverse effects, including from noise. Rules will define the extent of the airport protection corridors through height controls and restrictions on land use activities surrounding the airports.

An assessment of noise from Blenheim Airport, Omaka Airfield and Picton Airport has been undertaken in accordance with NZS 6805:1992 'Airport Noise Management and Land Use Planning'. Noise control boundaries, which are noise contours that describe the aircraft movements, are prescribed on the RPS/Resource Management Plan maps. Within these boundaries, district rules will require resource consent for land use activities to enable the effects of noise on those activities to be assessed or, for permitted activities, will require additional noise insulation in new residential units and extensions to existing dwellings.

17.M.3 Regional Rules

Regional rules will set standards for the management of discharges to air or to land within each of the Airport Zones.

17.M.4 Designation

Activities of the RNZAF Base Woodbourne are enabled by designation, as described in a schedule to the RPS/Resource Management Plan and as shown on the planning maps. The operational area of the RNZAF Base Woodbourne is covered by a designation. The designation coincides with the Airport Zone and is for defence purposes in terms of section 5 of the Defence Act 1990 and also includes explosive storage facilities. A second designation provides for the protection of the airspace above Base Woodbourne and the surrounding area. The activities of the civilian airport are not however, provided for within the designation purpose.

Land Transportation

Issue 17C – The land transport network is an important regional resource, providing for the movement of people, goods, services and resources. It is important to ensure an efficient infrastructure is maintained to enable people and communities to provide for their economic and social wellbeing.

Marlborough's land transport network is a significant component of the physical resources of the district and as such has been identified as regionally significant infrastructure in Chapter 4: Use of Natural and Physical Resources. This reflects the function the Council has under Section 30 of the RMA in terms of the strategic integration of infrastructure with land use. The network of roads, rail, cycleways, and

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pedestrian pathways, and the movement of vehicles, goods, and people through that network, are essential to the district's economic activity, and to the convenience and wellbeing of the people of Marlborough.

Marlborough is heavily reliant on private motor vehicle transport because of Marlborough's extensive land area, relatively low population base and a resulting lack of alternative forms of transport. This has resulted in an extensive rural road network that has state highways linking other districts, major arterial routes within Marlborough, local sealed roads and many kilometres of metalled roads extending far into rural areas.

The arterial road network hierarchy includes State Highways 1, 6, 62 and 63, primary arterial routes along Queen Charlotte Drive and Kent Street, Picton; and a number of secondary arterial roads in the urban Blenheim environs. There are many existing access points from private property onto these state highway and arterial routes. (On some sections of Marlborough's state highways 'limited access roads' have been declared, which means that properties can only be accessed from 'authorised crossing points' determined under the provisions of the Government Roothing Powers Act 1989.)

Marlborough's road network connects settlements in Marlborough and with other regions, and links the other key transport modes of air, rail and water transport. The road network is strategically important, both regionally and nationally, with State Highway 1 running through the district.

Most of the current road transport issues have arisen from the pressures of growth and development; whether that involves the servicing of the expanding vineyards, marine farming traffic and increased logging traffic sharing roads with an expanding number of residents and visitors, particularly in the Marlborough Sounds. Some factors originating outside of Marlborough also have implications, e.g. greater numbers of tourists visiting and more freight being transported through the district.

Because of the nature of existing development adjoining and surrounding roads, e.g. in locations like Blenheim and the Wairau Plain, it is extremely difficult, physically, legally and economically to develop new or alternative roads, or even in some locations to widen existing road reserves. With this in mind the existing land transport network as a resource needs to be managed in a way that ensures its ability to operate efficiently, including for access to properties, is not undermined.

Objective 17.3 – An efficient land transport network, which recognises and provides for different users.

The transportation of nearly all goods and people within Marlborough is undertaken by road users using the land transport network and this situation is unlikely to change significantly in the medium term. It is therefore important to plan and manage the land transport network efficiently to enable people to access different parts of the district as well as providing for through traffic.

Policy 17.3.1 – Recognise the importance of the land transport network as providing linkages with other districts and regions and to other transport modes in Marlborough.

The road network is nationally important with State Highway 1 being New Zealand's main north-south transport link running through the district. This highway (and others i.e. highways 6, 62 and 63) are therefore very important in linking other districts with Marlborough. The road and rail network also connects with other transport modes in Marlborough, which are of national importance: this is the link with the inter-island ferry and shipping services that operate from the Port of Picton. This policy therefore helps to give effect to Policy 9 of the NZCPS, which requires in part recognition of efficient links between ports and other transport modes as contributing to a sustainable national transportation system. The road network also connects with air transport opportunities and connects settlements in Marlborough. Marlborough's transport needs are provided for by the transport network as a whole acting together, however, road transport is the feature of the network that provides the significant link.

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Policy 17.3.2 – Develop and maintain a hierarchy of roads to assist in achieving efficient use of the road network with each road being classified based on its planned traffic function. The hierarchy of roads comprises the following:

National Routes	form part of a network of strategic importance and are a significant element in the national economy, for which a high level of through service must be provided on a continuous basis. These routes are state highways.
Primary Arterial Routes	are of strategic regional importance and are a significant element in the regional economy. These roads also provide a high level of through service and include those giving access to important tourist areas, and those providing significant intra-urban links.
Secondary Arterial Routes	are of strategic district importance and are a significant element in the local economy. These roads will provide both a through function and an access function.
Collector Routes	are locally preferred roads between or within areas of population or activities, complementing arterial routes. These roads provide an access function.
Local Routes	Local A Roads are all other roads serving more than three residences, and Local B Roads are those serving less than three residences and less than ten vehicles per day. These roads provide an access function.

The Council has established the hierarchy of roads to classify each road based on its planned traffic function and its use as access for adjacent land uses. The highest classified roads are intended to provide for the greatest level of through movement with a minimum access function, while local roads provide for very little through movement, but have a major access function. Overall, the various types of road combine to form a complementary network. Consistency of standards for upgrading and new additions to this network is important to ensure all components continue to operate effectively together, to maintain safety standards and amenity values. The RPS/Resource Management Plan categorises Marlborough's roads into one of the above classifications. Where resource consent is required for an activity or subdivision, then the function of a road from which access will be obtained (if relevant), needs to be considered.

Policy 17.3.3 – Ensure the road hierarchy classification is periodically reviewed and, where necessary, amended, to reflect on-going changes in land use, water use and road access relationships.

Changes in long haul freight transport patterns, vehicle use, social patterns, or in land and water uses may give rise to the need for new transport infrastructure or changes to the existing infrastructure. A periodic review of the road hierarchy will enable the assessment of the impact of changes on the road network and will be undertaken through the First Schedule process of the RMA.

Issue 17D – A lack of strategic integration of Marlborough's land transport network with land use, water, and subdivision activities can have adverse effects on the sustainable use of the land transport network.

The sustainability of the land transport system, especially in terms of the road network, can be adversely affected by adjacent land use activities, including subdivision of the land, and also activities that occur on water. Changes in land use such as an intensification of activities or a change from residential to business activity can result in the creation of new accesses, which are too close to intersections and to each other, or do not have adequate sight distance. These changes can result in activities that generate high volumes of traffic or increases in heavy traffic, for which the existing road network is unsuited. The intensification of land use and increases in traffic volumes can also have an impact on the movement of pedestrians and cyclists.

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In rural areas, changes in land use as well as changes in zoning of rural land to allow for growth of urban areas can mean that the rural road network is unable to deal adequately with the resulting traffic changes. Road-side selling places particularly on main routes can create safety issues with people entering and leaving such sites. Increasing recreational activity can also place pressures on the road network. This is particularly an issue if the roads are not constructed for the increased traffic volumes.

Activities on adjacent land (e.g. signs, aerial distractions and glare from lighting) can have adverse effects on the safety and efficiency of the road network if they are poorly located, distract drivers' attention, restrict visibility or cause confusion with "official" road information signs.

Road reserves are commonly used by other network utilities, such as sewer and water pipes and telecommunication cables. The need to enable these services to be installed has to be recognised, but there can be adverse effects on the operation of the road network on a temporary basis, e.g. during maintenance activity.

Much of the focus of impacts on the land transport network is centred around land use activities (and subdivision). However, in the Marlborough Sounds there is a well established and extensive marine farming industry that has flow-on effects for the Sounds road network, especially when harvested produce has to be transported to processing facilities on often narrow and windy roads e.g. routes from Port Underwood to Picton and from Elaine Bay out to State Highway 6.

It is also important to recognise that the Council has a statutory function under the RMA for the strategic integration of infrastructure with land use through objectives, policies, and methods (section 30(1)(gb)). Infrastructure includes roads and so the need for the following provisions is consistent with the Council addressing its functions under this section of the RMA.

Objective 17.4 – Conflict in providing for subdivision, use or development activities and with use of the land transport network is minimised.

Given the land transport network has been identified as a significant resource, it is important that it is able to function without being adversely affected by subdivision, use or development activities. The objective is aimed at ensuring that any conflict arising from these uses are minimised in terms of the impacts on the land transport network. This objective is relevant in the context of Policy 4.2.2 (Chapter 4: Use of Natural and Physical Resources), which seeks to protect regionally significant infrastructure such as the district roading network, from the adverse effects of other activities.

Policy 17.4.1 – Manage the density, scale and location of subdivision and/or activities so that the planned function of the road network is maintained.

A major method in the RPS/Resource Management Plan in managing the efficiency of the road network is through identification of the function of a road, which is established through use of the road hierarchy. It is therefore important that subdivision or activities that generate traffic, whether on land or in the coastal marine area, are managed so that their location, density and/or scale do not result in the function of a particular road being impaired. Management will occur through district rules setting out where there is a need to consider the impacts of activities on the function of a road through the resource consent process.

Policy 17.4.2 – Avoid the spread of residential, industrial or commercial development fronting national routes and arterial roads extending outwards from urban settlements or townships.

In terms of the impacts on the road network, avoiding the outward spread of urban areas (for residential, commercial or industrial development) along national or arterial routes and limited access roads, will help protect the safety and efficiency of these routes. In addition, this policy, together with those set out in Chapter 12: Townships and Small Settlements, seeks to provide for the efficient use of energy, services and infrastructure by containing the outward spread of urban areas. This is an important aspect of the development of the settlements as it focuses development around the areas that generally have the employment, community and infrastructural services able to sustain a growing population.

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Policy 17.4.3 – Avoid development or subdivision where extending or upgrading the road network would have significant adverse social, cultural, economic or environmental impacts.

In some locations if the resulting increases in vehicle use from a subdivision or development is likely to be significant then there could be a need to upgrade the road network away from the proposed site. The development of or extension of a road could have significant environmental impacts and may also impact on existing development. This could be in situations where the development or subdivision is in a remote location and there will be a need for considerable investment in upgrading or extending the road network and consequently ongoing maintenance. It may be appropriate in some circumstances to restrict or even prevent development or subdivision occurring particularly within the coastal environment where there is a statutory requirement to avoid adverse effects to preserve areas with outstanding natural character and to protect outstanding natural features and landscapes (Policies 13 and 15 of the NZCPS). Where these outstanding values are not present there may well be options to remedy or mitigate adverse effects and therefore it is appropriate that this is considered through the resource consent process.

Policy 17.4.4 - Ensure that the cost of new roading, which is needed to provide access to new subdivision or development, is met by the developer, and that upgrading of existing roads that is needed as a result of development is contributed to by the developer.

Access along public roads is unrestricted and provides community-wide benefit. That community-wide benefit is reflected in the funding of road maintenance from Council rates. Where new roads are required to connect new subdivisions or developments to the existing road network, the capital cost of that construction should be met by the principal beneficiary of the access being: the developer. Where roads need upgrading as a consequence of a development of subdivision, then the developer should contribute to the costs of the upgrading.

Policy 17.4.5 – Commercial and industrial activities with potential to adversely affect the arterial road network, should preferably be located on properties with access to secondary arterial and collector routes.

Development pressures, along with the aspirations of commercial or industrial operators to locate on high traffic routes, can be a threat to the integrity to the function of national and arterial roads. While there is a need to provide for people's economic wellbeing, this should not be at the expense of the way in which the road network operates. Therefore to ensure potential conflicts are minimised with the functions of primary arterial and national routes, it is more appropriate that commercial and or industrial activities are located on secondary arterial and collector routes.

Policy 17.4.6 – Avoid the establishment of commercial or industrial activities attracting high traffic volumes in areas where there is a potential for conflict with residential uses.

Traffic associated with non-residential development has the potential to affect the residential amenity of the immediate area. While non-residential use is provided for as a permitted activity in residential areas, this is limited to an intensity or level where the effect of traffic can be absorbed by the surroundings. Other activities generating high traffic volumes should be avoided in residential areas.

Policy 17.4.7 – Ensure that activities that generate demand for parked vehicles and which involve loading of vehicles, provide space within their site to accommodate manoeuvring, loading and parking of vehicles without creating congestion or conflicts with moving vehicles or with pedestrians on adjacent roads.

The efficient use and capacity of a road can be reduced by parked or manoeuvring vehicles particularly on roads where there is a predominance of through traffic. Public roads in urban areas do provide a certain amount of kerb-side vehicle parking. However, it is important to maintain roads for the free movement of vehicles and cyclists and to ensure that parked vehicles do not compromise pedestrian safety. Where activities give rise to demand for vehicle parking they will be expected to make provision, clear of public roads, for that parking. Public roads will continue to be available for supplementary parking particularly where kerb-side parking maximises convenience for visitors to premises without compromising road safety.

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Policy 17.4.8 – Investigate opportunities for greater use of public transport in Blenheim and between Blenheim and other townships.

Having fewer vehicles on roads by having a public transport system could result in a reduction in the burning of fossil fuels, air emissions from vehicles, the need for parking for private vehicles and an increase in the efficiency of the road network. While the Council is supportive of moves towards developing a more effective public transport system and in the case of Blenheim has already taken a lead role on this matter, it is difficult to operate an extensive public transport system given the size and dispersed nature of Marlborough's population.

Policy 17.4.9 – Support/advocate for the use of rail corridors for alternative transport uses such as walking and cycling, where safe and practicable.

State Highway 1 dominates the townships north and south of Blenheim and although some people do cycle this section of the state highway, the environment is not conducive to cycling. Opportunities exist for using railway designated land to develop cycle/walkways, especially between Spring Creek and Blenheim and Blenheim and Riverlands. This would provide direct connections for local communities in an off-road environment with relatively high amenity and will help the Council encourage walking and cycling as safe, environmentally friendly, healthy and enjoyable travel options.

Objective 17.5 – The safety and accessibility of roads for pedestrians, cyclists and vehicle movement generally, is maintained and/or improved.

Important components in having a sustainable land transport network are making sure it can be used safely and that it is accessible for a range of uses. The objective therefore seeks to ensure that these components are appropriately recognised and provided for.

Policy 17.5.1 – Maintain road safety and accessibility by ensuring that standards of road design, vehicle access, vehicle crossings, loading and parking are related to the intended use of each site and its relationship to the adjoining road classification.

The road hierarchy represents the intended function of a road. The function that a road is intended to fulfil has to be designed to a standard that enables the road to operate in accordance with that function and to ensure safety and accessibility are maintained. The design relates to a variety of elements and controls, and includes a road's width, pavement construction, street lighting, signage, parking restrictions, activities and access points etc.

Policy 17.5.2 – Encourage the development of pedestrian areas, footpaths, walking tracks, and cycleways, especially on the approaches to all schools, to improve amenity and accessibility for residents.

People will be encouraged to walk or cycle rather than use motorised transport if they are provided with a safe and pleasant environment. The creation of pedestrian and cycle links can be an important part of improving safety and access. The subdivision and development process provides the opportunity to establish walking and cycling links thereby enabling the transport network to be developed in an integrated manner.

Policy 17.5.3 – Avoid establishing activities that generate high levels of pedestrian movement across national and arterial roads.

It is important in order to help maintain road safety that activities likely to generate high levels of pedestrian movement are avoided from being located on national or arterial routes. Given that the prime role of these routes is for through traffic, locating activities on these routes can result in a loss of safety creating potential conflict between motorised vehicles and pedestrians.

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Policy 17.5.4 – Avoid the display of outdoor advertising, which may adversely affect traffic safety by causing confusion or distraction to, or obstructing the view, of motorists or pedestrians.

Signs and other forms of outdoor advertising are a necessary part of the community's social and economic activities. However, the potential adverse effects of outdoor advertising on traffic safety are of concern to the Council. Different environments within the district have different levels of sensitivity to the potential adverse effects of signs. In particular, careful consideration needs to be given to the location, design, size, or type of signs along state highways and primary arterial routes, where the potential for conflicts with traffic safety are highest.

The erection of signs on the site where an activity is undertaken is accepted as part of that activity and will generally be a permitted activity subject to meeting standards. Signs that are located off-site in order to attract customers to another site will need to be assessed through the resource consent process to determine whether there will be an adverse impact on traffic safety. In some situations there may be improved traffic safety outcomes through off-site location of signs.

Policy 17.5.5 – Ensure that convenient and accessible car and cycle parking is available for both staff and visitors for all activities, including for use by people with disabilities.

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 onsite 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 main roads where there is a predominance of through traffic. The amenity of an area can also be changed by on street parking resulting in a perceived loss of privacy and visual amenity.

To avoid or reduce these effects, adequate off-street parking for all activities will be necessary and it is considered that parking provision to meet normal generation demands will be primarily the responsibility of the property owner or occupier except within the Central Business Zone of Blenheim where historically the Council has been the provider of public car-parking space (both on and off street).

Policy 17.5.6 – Enable the sharing of carparking facilities to meet RPS/Resource Management Plan requirements where the peak demand for the activities do not coincide. When considering a resource consent application to share carparking facilities the following will be assessed:

- (a) The proximity of all activities to the carparking area;
- (b) The combined parking demand (not to exceed the capacity of the carpark at any time); and
- (c) The operating and peak operating hours of the activities to use the shared carpark.

It is not always possible to provide for the full provision of off-street parking for each activity needed. In some circumstances it will be possible for different activities to share carparking facilities because of the differences in timing of when each activity occurs. This policy enables that situation to occur subject to a resource consent application assessing the matters listed.

Policy 17.5.7 – Subdivision and land use activities shall avoid, remedy or mitigate adverse effects on the safety of and accessibility to the road network by ensuring:

- (a) Buildings, vegetation and activities do not reduce clear sight lines for trains and road vehicles at level rail crossings, or for vehicles at road intersections.
- (b) Vegetation planted on land alongside rural roads is set back so that roads are not shaded and subjected to icing in winter.
- (c) Adequate formal crossing facilities are provided where high levels of pedestrian activity are generated from an activity located adjacent to an arterial road **or in a commercial zone.**
- (d) Activities do not create distractions for any road or rail users, including from glare, inappropriate lighting, smoke, discharges, or other distractions.

- (e) **Vehicle crossing places and vehicle entrances from public roads are constructed and maintained to standards appropriate to the circumstances of traffic volume, pedestrian and cycle movement, and local traffic speed.**
- (f) **New urban subdivisions and developments incorporate facilities for non-motorised transport users. This includes:**
 - (i) **Footpaths or access ways intended to be used by both cyclists and pedestrians, and their separation for safety reasons where practicable;**
 - (ii) **Provision for cycle traffic within road carriageways in such a way that lane width, design, and surface finish are adequate to safely accommodate both motorised vehicles and cycles; and**
 - (iii) **Pedestrian access routes connecting residential areas, schools, shopping centres, recreation reserves, and public transport collection points and terminals where appropriate.**

The matters listed in the policy will in some circumstances be prescribed through standards on permitted activity rules. In other circumstances where a resource consent is required, these matters will be considered, where applicable, in the assessment of resource consent applications. (Not all of these matters will be a relevant consideration in every application.)

Issue 17E – The land transport network can have adverse effects on Marlborough’s natural and physical resources and on the wellbeing of the community.

Transport has a direct impact on the natural and physical resources of Marlborough. Contaminants from vehicles (eg. from tyres, brakes and oil and fuel spills) enter runoff from road surfaces and parking areas, contributing to a reduction in water quality with potentially damaging effects on sensitive aquatic flora and fauna.

Earthworks associated with the construction and maintenance of roads can also be a source of sediment contamination of waterways, if mitigation measures are not put in place. Development of the land transport network can affect areas of natural habitat or of outstanding landscape value where these may need to be removed or severed to enable the construction of roads. Sites of significance to Marlborough’s tangata whenua iwi may also be affected by road construction, particularly archaeological sites, which could be destroyed or damaged by earthworks.

In terms of community health and wellbeing, the impacts from the land transport network can give rise to localised adverse effects including: reduced safety; loss of amenity due to noise and dust; and vehicle exhaust emissions (although because of Marlborough’s low population, there is currently not a significant issue with exposure to transport pollutants).

Road transport noise and vibration can be issues especially in urban areas. Noise levels can vary with the type of vehicle (e.g. heavy vehicles are frequently noisier and generate vibration) and the type of road surface and strength, with different seal types resulting in different noise levels. With State Highway 1 running through the middle of Seddon, Blenheim and Picton, people are also potentially exposed to significant noise from through traffic.

Increased traffic volumes can exacerbate existing safety concerns and generate new ones, especially where the road network is not designed to accommodate the traffic increases, for example, unsealed roads. Changes in long-haul freight transport patterns and vehicles have also given rise to demands for new facilities in the land transport infrastructure such as overnight parking areas for heavy goods vehicles, and stock effluent disposal facilities.

Increased traffic volumes occurring in or near residential areas can create inconvenience from congestion, making it difficult for people to access their properties and generally reducing the amenity values of the area. These effects can also diminish the amenity values of business areas, particularly retail areas where high quality environments are desirable.

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Inadequate provision of parking and loading areas can create adverse effects on the amenity values, including visual impacts, of an area. Parked vehicles can detract from scenic viewpoints and, where illegally parked, can obstruct footpaths, berms and access to adjacent properties. Additionally, while road networks provide connections between places, the construction of new roads, particularly major roads designed primarily for the passage of through traffic, may sever existing communities and make movement between the areas separated by the road more difficult.

Objective 17.6 – Development, maintenance and use of the land transport network in a way that looks after Marlborough’s natural and physical resources and the health, safety, and wellbeing of the community.

Motorised transport has obvious advantages to the community in convenience and mobility. However, there are numerous environmental effects of the operation of transportation systems throughout Marlborough. 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 decreased accessibility to some areas or impacts on amenity values. The aim of this objective is to ensure that the development, maintenance and use of the land transport network does not cause adverse effects on natural and physical resources or on community health, safety and wellbeing.

Policy 17.6.1 – Maintain amenity values in rural and urban areas by encouraging the use of national and arterial routes by high volumes of traffic and heavy vehicles and discouraging high volume and heavy traffic use of collector routes and local routes, particularly where these pass through residential areas.

The current state of vehicle technology in New Zealand means there are minimum levels of noise and vehicle emissions that must be expected from the operation of vehicles on roads. There is little the RPS/Resource Management Plan can do to modify those conditions. The RPS/Resource Management Plan can however, control the extent of these effects by adopting a road hierarchy, which encourages higher volumes of traffic and heavy traffic movements on certain routes and discourages them on others. For some primary production activities however, there will be a need for use of collector and local routes to transport produce to processing facilities.

Policy 17.6.2 – Encourage quality road design that enhances the general visual experience.

Roads are an important, highly visible and extensive area of public open space within the district. Development of roads and their immediate surrounds (alignment, layout and associated plantings) is significant in maintaining and improving the amenity of both residential and business areas.

Policy 17.6.3 – The development, maintenance and use of the land transport network needs to be undertaken in a way that protects natural and physical resources and the health, safety, and wellbeing of the community through avoiding, remedying or mitigating:

- (a) The adverse effects on air and water quality, including from contaminated run-off from roads discharging into water or onto or into land;
- (b) Effects on places of significance to Marlborough’s tangata whenua iwi;
- (c) A loss of visual amenity in modifying the landscape;
- (d) A loss of natural character in the coastal environment, wetlands, lakes and rivers and their margins;
- (e) The destruction of areas of significant indigenous vegetation and significant habitats of indigenous fauna;
- (f) The effects of severing communities and/or losing links between parts of settlements;
- (g) The adverse effects on local amenities including from noise and vibration.

It is important that where new roads are proposed, or extension to or upgrading of existing roads that the effects identified in this policy are avoided, remedied or mitigated.

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Policy 17.6.4 – Mitigate the adverse effects of vehicle and fossil fuel usage where practicable by reducing potential travel times to and from home, work, community and business places, through consolidated development of Marlborough’s townships.

World-wide there is a concern over the increasing use of non-renewable fossil fuels by all forms of transport. However, it appears that the demand for fuel for transportation will continue to increase into the medium-term, as independent mobility remains a major part of transportation. In Marlborough, this mobility is often necessary simply to ensure a basic level of accessibility, especially in rural areas and without a large population base, to have a regular public transport system.

Therefore, the way in which the Council can assist to mitigate the effects of vehicle and fossil fuel usage, is to consider the pattern and density of urban development and how these can influence transport demands. A compact urban area with increased densities can reduce the need for and length of trips by private motor vehicles. The location of employment in relation to where people live can also have an effect on trip generation and the type of transport used.

Policy 17.6.5 – Encourage and promote changes in movement patterns and travel habits that will lessen the pressures on the land transport network, reduce the extent of pollutants from motor vehicles and foster improved community health.

The Council can also assist in helping to reduce the use of fossil fuels for private vehicle transport by promoting walking and cycling as alternatives and to encourage the use of public transport where it is available. It is important to encourage walking and cycling as a healthy and environmentally friendly alternative form of transport. Cycling is a particularly important form of transport in Blenheim being a medium sized town with flat topography for the most part.

Policy 17.6.6 – Avoid the spread of pest plants along road verges.

Pest plants are often found on road reserve. Earth moving equipment and the use and storage of gravel can be a vector for the transfer of pest plants from one location to another as can the general use of roads by earth moving vehicles or equipment. The intent of this policy is to avoid to the greatest extent possible the spread of pest plants from location to location through Marlborough.

Methods of Implementation

The methods listed below are to be implemented by the Council unless otherwise specified.

17.M.5 District Rules

Rules will classify all of Marlborough’s roads into one of the following classifications: national routes; primary arterial routes; secondary arterial routes; collector routes and local routes. Land use activities and subdivision activities may be subjected to rules based on these classifications.

Rules will control subdivision and developments to require every site to be connected to a public road by a suitable vehicle access way formed to a standard appropriate to the rural or urban circumstances, except for allotments that can only be accessed through the coastal marine area. For land use activities that generate high levels of traffic a resource consent will be required.

Rules will control signage on road reserve and land adjacent to roads for traffic safety reasons. Rules will also set standards for other safety related effects on transport routes (such as building setbacks, glare, night lighting, smoke and dust discharges, liquid discharges, and shading from vegetation).

Provision will be required for non-vehicle land transport including facilities for pedestrians, cyclists, and people with disabilities. Rules will also establish requirements for parking and loading and access facilities for activities involving loading or delivery vehicles.

The use of zoning provisions will define appropriate areas for different types of activities, in relation to their proximity to major through routes.

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17.M.6 Regional Rules

Transportation activities will be subject to the regional rules controlling discharges to land, water, and air, for activities in the beds of rivers such as bridges and culverts and for minor takes of water such as for dust suppression.

17.M.7 Designations

The RPS/Resource Management Plan provides for all public roads and parking areas as designated public works and will enable usual works and activities associated with roads within their boundaries. The RPS/Resource Management Plan recognises designated railway lines and rail facilities.

17.M.8 Marlborough Regional Land Transport Strategy

The Marlborough Regional Land Transport Strategy identifies the region's land transport needs, including roads, rail, public transport, cycling, walking and the movement of freight. This strategy outlines how these needs will be met in a sustainable manner.

17.M.9 Walking and Cycling

The Council will continue to maintain and extend the network of pedestrian and cycle routes and facilities throughout the district. The Council will also continue to work with other agencies, notably Department of Conservation, in maintaining and upgrading the network of recreational walkways and with NZTA to upgrade facilities and safety for cyclists on the State Highways. The Council will also maintain a Walking and Cycling Strategy that outlines what the Council will do to make it easier and safer for people to walk and cycle and gives some background about why this is important for the future of Marlborough.

17.M.10 Information

The Council's website provides information on the location of cycling and walking opportunities. This information is updated regularly and when new recreational facilities or opportunities become available. Much of this information is also available in map form through visitor centres.

17.M.11 Long Term Plan

Funding for the development and maintenance of Council owned land transport network is provided for through the Long Term Plan. (State Highways are the responsibility of the New Zealand Transport Agency.) As owner of the local road network the Council provides and maintains roads to standards that achieve an acceptable balance between user levels of service and cost. In addition Council is responsible for all road related assets – footpaths, berms, street trees and plots, kerb and channelling, street lighting and carparks.

Funding is also provided for the maintenance of a number of wharves located around the Marlborough Sounds, which are owned by the Council. Funding is also set aside for a developing focus on alternate transport modes such as walking and cycling and for public transport.

17.M.12 Code of Practice

The Council has developed a Code of Practice for Subdivision and Development, which serves as a practical guideline for the construction of roads and other services infrastructure.

17.M.13 Affected Party Status

The New Zealand Transport Agency will be treated as an affected party in respect of certain resource consent applications for land use activities or subdivisions of land adjacent to state highways.

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New Zealand Railways Corporation will be treated as an affected party in respect of any resource consent application for land use activities or subdivisions of land adjacent to the rail line.

Anticipated Environmental Results and Monitoring Effectiveness

The following table identifies the anticipated environmental results of the transportation provisions of the Marlborough RPS/Resource Management Plan for air transport and land transport. The anticipated environmental results are 10 year targets, unless otherwise specified. They will be used to measure whether the objectives are being achieved, as part of state of the environment monitoring.

Anticipated Environmental Result	Monitoring Effectiveness
<p>17.AER.1</p> <p>The effective and efficient operation of Marlborough's airports.</p>	<p>Airport operators do not complain about land use activities limiting or constraining airport operations.</p> <p>Monitor the number of aircraft movements at Blenheim Airport, Omaka Airfield and Picton Airport.</p> <p>Monitor complaints from land owners adjacent to airports and from the public about the operations of airports.</p>
<p>17.AER.2</p> <p>The land transport network operates safely and efficiently.</p>	<p>Monitor reported crashes involving vehicles, cyclists or pedestrians.</p> <p>Monitor the number and nature of complaints received in relation to the safety and convenience of motor vehicle routes, pedestrian routes, and onstreet or off-street parking areas.</p> <p>Monitor implementation of the Marlborough Regional Land Transport Strategy through the annual report of the Marlborough Regional Land Transport Committee.</p>
<p>17.AER.3</p> <p>There are no more than minor adverse effects of the operation of the road network on the environment and on the community's amenity values.</p>	<p>Monitor the complaints received from landowners about impacts on amenity values (noise, dust, vibration) from adjacent roads.</p>
<p>17.AER.4</p> <p>Activities are able to safely and efficiently access the road network.</p>	<p>Review the road hierarchy xx yearly to ensure long term future needs for access are regularly addressed.</p>
<p>17.AER.5</p> <p>Ongoing development and improvement of walkways and/or cycleways and greater use made of cycling as a means of transport.</p>	<p>Monitor the outcomes of the Marlborough Walking and Cycling Strategy.</p> <p>Information is available on the Council's website and reviewed annually, about the location of walkways and cycling routes.</p> <p>Monitor data gathered through 5 yearly Census data on means of transport to work.</p>