17. Transportation

Introduction

Transport plays a key role in our lives and in the economic and social development of Marlborough, providing us with significant benefits and opportunities. It enables us to travel to work, shops and schools easily and helps us to enjoy many recreational and social opportunities. It is therefore important to ensure transport systems within Marlborough are effective and efficient.

Like much of regional New Zealand, Marlborough is dependent on transport links for moving people and goods to, from and within the District. Marlborough's location in central New Zealand makes it part of nationally important transport routes and links. These include the interisland water transport route through the Marlborough Sounds, State Highway 1, the main trunk rail and Blenheim Airport.

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

Transport infrastructure is a significant component of the physical resources of Marlborough. The community's reliance 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 networks can have adverse effects on the environment. The resource management issues in this chapter therefore focus on the sustainable management of the physical infrastructure of transport networks, the services that use them and the adverse environmental effects that arise from operation of the networks.

(Note that the provisions for water transportation in Marlborough's coastal marine area 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/airfield. It is important that these resources are recognised and provided for so that they can continue to serve the wider community now and in the future.

Marlborough is served by three airports/airfields: Blenheim Airport, some six kilometres 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 wellbeing of the people and community of Marlborough and are important for both passenger and freight transport. Blenheim Airport also contributes to the wider New Zealand community as part of a national network of airports for both passengers and freight.

Blenheim Airport is unique in that it is both a military and civilian airport. The civilian operation is undertaken by Marlborough Airport Limited through a licence from the New Zealand Defence Force (NZDF). Commercial operations include commuter flights between Blenheim and Wellington, Christchurch and Auckland as well as 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 (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 the 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 in Marlborough, maintaining around 1,000 permanent employees. These operations make an important contribution to sustaining local housing markets and businesses as well as community, social and personal services.

The Crown is required to comply with the provisions of the Resource Management Act 1991 (RMA), although there are a number of exceptions to this requirement, which are set out 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 Marlborough Environment Plan (MEP). 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 MEP.

Omaka is a public airfield situated approximately 500 metres from the south western boundary of Blenheim. The home of the first aero club in the country, the airfield is used extensively for gliding, general aviation (including private pilot training) and as a base for agricultural aviation within Marlborough. The airfield is open seven days a week, with more commercial flying activities occurring during the week and recreational flying during the weekend. Significant seasonal and weekend/public holiday aviation activities also occur, usually in relation to specific events. These events include the biannual Easter Airshow, 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 east of the airfield.

Picton Airport is privately owned and 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 from Picton Airport, while a float plane servicing the Marlborough Sounds operates from Picton Harbour.

Collectively, these airports contribute directly and indirectly to the local, regional and national economy. It is important therefore to ensure their long-term viability as strategic physical resources.

[RPS]

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 regionally significant infrastructure because of its contribution to the social and economic wellbeing of a large proportion of Marlborough's population as well as 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. 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, which will continue contributing to Marlborough's overall economic and social wellbeing.

[RPS]

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

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.

[RPS, D]

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. The commercial airport operator, Marlborough Airport Limited, currently has no plans to extend the existing runway. However, to protect the ability of the runway to be extended in the future, 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. This type of conflict 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 from the western boundary of Blenheim by approximately four kilometres of open land and from the eastern boundary of Renwick by approximately two kilometres. While there are currently no significant proposals to extend Blenheim or Renwick towards the airport, it must be recognised that there are no significant natural constraints on the expansion of these settlements in that direction either.

Omaka Airfield is situated approximately 500 metres from the boundary of Blenheim and is reasonably constrained within its present boundaries. Rezoning of land to the south west of Blenheim from rural to residential use prior to notification of the MEP 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 hazards, landscape impacts 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).

[RPS, D]

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

Although Marlborough's airports/airfields are important for strategic transportation purposes, their operation does have the potential to have adverse effects on amenity values for the community, particularly noise effects. 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.

[D]

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

For safety purposes it is critical to provide protection for air corridors used in approaches to and departures from the airports. Certain flight path air spaces (referred to as Obstacle Limitation Surfaces) have been defined around Blenheim Airport, Omaka Airfield and Picton Airport for planes approaching and departing airfields. Height restrictions and land use controls are used to ensure these flight paths remain clear from such obstructions as trees, aerials and buildings. In certain cases these Obstacle Limitation Surfaces extend beyond the Airport Zone.

[D]

Policy 17.2.2 – The potential incompatibility between airports and residential living in nearby rural environments should be managed through land use controls to:

(a) avoid new noise-sensitive activities being located within the Inner Noise Control Boundary; and

(b) mitigate the effects of noise from airport activity between the Outer Noise Control Boundary and the Inner Noise Control Boundary.

People's reactions to levels of aircraft noise can vary. Although there have not been a high levels of complaints 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. Aircraft movements at the airports are also likely to increase over time. It is appropriate therefore to control land use development to ensure any adverse effects of aircraft noise on health and amenity are minimised. This can be achieved through permitted activity rules regulating residential activity and other noise-sensitive activities likely to suffer adverse effects from aircraft noise. Effects may also be mitigated by the installation of acoustic insulation and ventilation systems, but in some circumstances there may be a need for assessment by way of resource consent.

[D]

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 from 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.)

Methods of implementation

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

[D]

17.M.1 Zoning

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

[D]

17.M.2 District rules

Airport Zone rules will see priority given to airport related activities, though in order to reflect differences in scale, type and frequency of activity, some rules will be specific to a certain airport.

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 airport protection corridors through height controls and restrictions on land use activities surrounding the airports.

An assessment of noise from Blenheim Airport and Picton Airport has been undertaken in accordance with NZS 6805:1992 'Airport Noise Management and Land Use Planning'. Noise control boundaries (noise contours that describe aircraft movements) are prescribed on the MEP overlay maps in Volume 4 of the MEP. 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.

For Omaka Airfield an assessment of where the inner and outer noise control boundaries should be located was incomplete at the time of notification of the MEP. Further monitoring of existing aircraft movements along with an assessment of future aircraft movements will be undertaken. Once this has been completed rules for Omaka Airfield will be included within the MEP by way of variation or plan change through the First Schedule process of the RMA.

[R]

17.M.3 Regional rules

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

[D]

17.M.4 Designation

Activities of the RNZAF Base Woodbourne are enabled by designation, as described in a schedule in Appendix 14 of Volume 3 of the MEP and as shown on the planning maps in Volume 4. The operational area of the RNZAF Base Woodbourne is covered by a designation, which coincides with the Airport Zone. This designation is for defence purposes in terms of Section 5 of the Defence Act 1990 and includes storage facilities for explosives. 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 provided for within the designation purpose.

[D]

17.M.5 Noise Management Plan

Work with the Marlborough Aero Club to develop a noise management plan to address noise generated as a result of aviation activities at Omaka Airfield. The implementation of the plan will assist in managing the actual and potential adverse effects on surrounding residential properties

from aircraft using the airport. The noise management plan will include, as a minimum, a contact for receiving and co-ordinating responses to aircraft related noise complaints, a complaints register, the establishment of an independently chaired Airport Noise Committee and a methodology for resolving aircraft related noise complaints.

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 has been identified in Chapter 4 - Use of Natural and Physical Resources as regionally significant infrastructure. This reflects the Council's function under Section 30 of the RMA regarding the strategic integration of infrastructure with land use. The network of roads, rail, cycleways and pedestrian pathways and the movement of vehicles, goods and people through that network are essential to the District's economic activity and the convenience and wellbeing of the people of Marlborough.

Marlborough's road network connects settlements in Marlborough with other regions and connects 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. Due to Marlborough's extensive land area, relatively low population base and a resulting lack of alternative forms of transport, Marlborough is heavily reliant on private motor vehicle transport. This has resulted in an extensive rural road network where state highways form connections between 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, as well as a number of secondary arterial roads in the urban environs of Blenheim. Existing access points from private property onto these state highway and arterial routes are numerous. On some sections of Marlborough's state highways, 'limited access roads' have been declared, meaning that properties can only be accessed from 'authorised crossing points' determined under the provisions of the Government Roading Powers Act 1989.

Most of the current road transport issues have arisen from the pressures of growth and development, which includes servicing expanding vineyards, marine farming traffic and increased logging traffic sharing roads with an expanding number of residents and visitors, particularly in the Marlborough Sounds. Factors originating outside of Marlborough can also have implications (for example, increasing tourist numbers and greater volumes of freight being transported through the District).

Due to the nature of existing development adjoining and surrounding roads (for example, in locations such as 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 resource must be managed in a way that ensures its ability to operate efficiently, including for access to properties, is not undermined.

[RPS, D]

Objective 17.3 – An efficient land transport network that 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 at the same time as providing for through traffic.

[RPS, D]

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

The road network in Marlborough is nationally important, with State Highway 1 (New Zealand's main north-south transport link) running through the District. This highway and others (including State Highways 6, 62 and 63) are therefore important in connecting other districts with Marlborough. The road and rail network also connects with other transport modes of national importance in Marlborough: for example, the link with the interisland ferry and shipping services that operate from the Port of Picton. This policy helps give effect to Policy 9 of the New Zealand Coastal Policy Statement 2010 (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. While Marlborough's transport needs are provided for by the entire transport network, road transport provides the significant link between the modes.

[RPS, D]

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:

State Highways	**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	**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 roads giving access to important tourist areas and providing significant intra-urban links.**
Secondary Arterial Routes	**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	**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. Local B Roads serve less than three residences and fewer than ten vehicles per day. These roads provide an access function.**

The Council has established this 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 roads classified lower on the hierarchy provide for very little through movement but have a

major access function. Local roads include Primary Arterial Routes, Secondary Arterial Routes, Collector Routes and Local Routes as set out above. Overall, the various types of road combine to form a complementary network. Consistency of standards for upgrading and making new additions to this network is important to ensure all components continue to operate effectively together to maintain safety standards and amenity values.

Commented [1]: By consent order dated 6 October 2022

The MEP categorises each of Marlborough's roads into one of the above classifications. Where resource consent is required for an activity or subdivision, the function of a road from which access will be obtained (if relevant) needs to be considered.

[D]

Policy 17.3.3 – Ensure the road hierarchy is periodically reviewed and where necessary amended to reflect on-going changes in land use, use of the coastal marine area, and changes to the road network.

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

Issue 17D – Land use, water and subdivision activities can have adverse effects on the sustainable management and planned function of the land transport network and how this network supports the district

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 activities that occur in the coastal marine area. 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 that 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.

In rural areas, changes in land use and/or zoning of rural land to allow for growth of urban areas can mean that the rural road network is inadequate to deal with resulting traffic changes. Road-side sales (particularly on main routes) can create safety issues as people enter and leave the site. 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 (including signs, aerial distractions and glare from lighting) can also 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 occupied by other network utilities, such as sewer and water pipes and telecommunication cables. The need to enable installation of these services must be recognised, but they can also cause adverse effects on the operation of the road network on a temporary basis, e.g. during maintenance activity.

Impacts on the land transport network often focus on land use activities and subdivision. However, in the Marlborough Sounds there are well-established marine farming and forestry industries that have flow-on effects for the Sounds road network, especially when harvested produce is transported to processing facilities on narrow and windy roads, for example from Port Underwood to Picton or Elaine Bay to State Highway 6.

Each road contributes to a network that functions as an integrated system for moving people and goods around and through Marlborough. Adverse effects of activities on the efficiency,

effectiveness and integrity of individual roads therefore has the potential to lead to cumulative effects on the planned function of the land transport network. This includes reductions in the ability to use the roads safely. Any diminished ability to use the land transport network will have implications for the social and economic wellbeing, and safety, of the community.

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 so it is necessary that the following provisions are consistent with the Council addressing its functions under this section of the RMA.

[D]

Objective 17.4 – Conflict between new and altered land use and subdivision activities and use of the land transport network is avoided, remedied or mitigated..

As 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 aims to ensure that any conflict arising from these uses is minimised in terms of the impacts on the land transport network. If this is achieved, people and the community will retain the ability to use the roads to move people and goods around and through Marlborough efficiently and safely

This objective is also 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.

[D]

Policy 17.4.1 – Manage the density, scale and location of subdivision and/or activities to maintain the planned function of the land transport network.

A major method in the MEP for managing the efficiency of the road network is through identification of a road's function, which is established by the road hierarchy (set out in Appendix 17 and Policy 17.3.2). It is 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 does not impair the function of a particular road, including as a result of cumulative and reverse sensitivity effects. Management will occur through district rules that describe where there is a need to consider the impacts of activities on the function of a road through the resource consent process.

[D]

Policy 17.4.2 – Avoid the spread of residential, industrial or commercial development fronting State Highways and arterial roads extending outwards from urban settlements or towns.

Avoiding the outward spread of urban areas (for residential, commercial or industrial development) along State Highways or arterial routes and limited access roads will help protect the safety and efficiency of roading networks including from cumulative effects. In addition, this policy, together with others set out in Chapter 12 - Urban Environments, 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 settlements as it focusses development around the areas that generally have the employment, community and infrastructural services able to sustain a growing population.

[D]

Policy 17.4.3 – Avoid development or subdivision where there would be significant adverse effects on social, cultural, economic or environmental values from extending or upgrading the road network.

If the resulting increases in vehicle use from subdivision or development are likely to be significant, it may be necessary in some locations to upgrade the road network away from the proposed site. The development 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 considerable investment is required in upgrading or extending the road network as well as ongoing maintenance. It may be appropriate in some circumstances to restrict or even prevent development or subdivision, 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 these would be appropriately considered through the resource consent process.)

[D]

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

Access along public roads is unrestricted and provides community-wide benefit. That benefit is reflected in the funding of road maintenance from Council rates. However, 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, i.e. the developer. Where roads need upgrading as a consequence of a development or subdivision, then the developer should also contribute to the costs of the upgrading.

[D]

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 threaten the functioning 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. To ensure potential conflicts with the functions of primary arterial and State Highways are minimised, it is appropriate that commercial and/or industrial activities be located on secondary arterial and collector routes.

[D]

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 a limit to the intensity or level of traffic that can be absorbed by the surroundings. Other activities generating high traffic volumes should also be avoided in residential areas.

[D]

Policy 17.4.7 – Space should be provided onsite to accommodate manoeuvring, loading and parking of vehicles without creating congestion or conflicts with moving vehicles or 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 kerbside 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, away from public roads, for that parking. Public roads will continue to be available for supplementary parking, particularly where kerbside parking maximises convenience for visitors to premises without compromising road safety.

[D]

Policy 17.4.8 – Support and/or 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 towns and settlements north and south of Blenheim and although people do cycle this section of the state highway, the environment is not conducive to the activity. Opportunities exist for using railway designated land to develop new cycle/walkways, such as that between 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.

Commented [2]: New Zealand Transport Agency ENV-2020-CHC-000056

Add two additional policies:

Ensure noise sensitive activities are set back a sufficient distance from land transport network boundaries to avoid, remedy and mitigate effects.

Allow noise sensitive activities to be located near land transport networks only where they do not compromise or limit the existing or planned function of the land transport network.

[D]

Objective 17.5 – The safety and accessibility of roads for all users as they travel along the road network in general is maintained and/or improved.

Important components in a sustainable land transport network are ensuring it can be used safely and is accessible for a range of uses and users, including pedestrians, cyclists and motor vehicles. The objective therefore seeks to ensure that these components are appropriately recognised and provided for.

[D]

Policy 17.5.1 – Ensure that standards of road design, vehicle access, vehicle crossings, loading and parking are related to the planned function of the adjoining road in terms of the roading hierarchy in Policy 17.3.2 to maintain road safety and accessibility.

The road hierarchy describes the planned function of a road. Road design relates to a variety of elements and controls, including road width, pavement construction, street lighting, signage, parking restrictions, activities and access points. Roads must be designed to a standard that enables the road to operate in accordance with that planned function to ensure safety and accessibility are maintained. Road design relates to a variety of elements and controls, including road width, pavement construction, street lighting, signage, parking restrictions, activities and access points.

[D]

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.

[D]

Policy 17.5.3 – Avoid establishing activities that generate high levels of pedestrian movement across national and arterial routes outside urban areas and towns.

To help maintain road safety it is important that activities likely to generate high levels of pedestrian movement are not located on national or arterial routes. The prime role of these routes is for through traffic and locating activities along them can result in safety hazards, creating potential conflict between motorised vehicles and pedestrians.

[D]

Policy 17.5.4 – Avoid the display of outdoor advertising signs that could adversely affect traffic safety by confusing, distracting 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 must 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 located off-site 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.

[D]

Policy 17.5.5 – Encourage and promote convenient and accessible car and cycle parking for both staff and visitors for all activities.

Commented [3]: Clause 16
MEP Update 7 – 04/11/20

The demand for parking generated by activities has the potential to adversely impact on the environment of an area. These adverse impacts are likely to occur when the demand for parking exceeds that provided onsite and there is an overspill of parking onto the adjacent roadside. Furthermore, 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 amenity values.

Commented [4]: Clause 16
MEP Update 7 – 04/11/20

It is considered that parking provision to meet normal generation demands will be primarily the responsibility of the property owner or occupier. The exception is within the Business 1 Zone, where the Council is responsible for providing public car parking space (both on and off street).

[D]

Policy 17.5.6 – Subdivision and land use activities shall avoid, remedy or mitigate adverse effects on the safety of and accessibility to the land transport network by ensuring among other matters:

Commented [5]: KiwiRail Holdings Limited
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- **(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 Business or Industrial 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 entrances from roads are constructed and maintained to standards appropriate to the circumstances of traffic volume, pedestrian and cycle movement and local traffic speed; and**
- **(f) new urban subdivisions and developments incorporate facilities for non-motorised transport users, including:**
  - **(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 the wellbeing of the community.

Transport has a direct impact on the natural and physical resources of Marlborough. Contaminants from vehicles (e.g. from tyres, brakes and oil or fuel spills) enter run-off 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 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, in particular archaeological sites that could be destroyed or damaged by earthworks.

Impacts from the land transport network can give rise to localised adverse effects on community health and wellbeing, 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 no 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 (for example, heavy vehicles are frequently noisier and generate more vibration) as well as 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 traffic increases (for example, unsealed roads). Changes in long-haul freight transport patterns and vehicles have also given rise to demands for new facilities within 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.

Inadequate provision of parking and loading areas can create adverse effects on 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.

[D]

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

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, community health, safety or wellbeing.

[D]

Policy 17.6.1 – Maintain amenity values in rural and urban areas by:

(a) encouraging the use of state highways and arterial routes by high volumes of through traffic and heavy vehicles; and

(b) discouraging high volumes of through traffic and heavy vehicle use of collector routes and local routes, when they do not need to use these roads to access their freight/produce, particularly, where they pass through residential areas.

The current state of vehicle technology in New Zealand means that noise and vehicle emissions can be expected from the operation of vehicles on roads. There is little the MEP can do to modify those conditions. However, the Council can 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. An exception is made for some primary production activities, which need to use collector and local routes to transport produce to processing facilities, ports or customers where no alternative route or method of transport exists.

Commented [6]: One Forty One (previously Nelson Forests)
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[R, D]

Policy 17.6.2 – The development and maintenance of the land transport network must be undertaken in a manner that protects natural and physical resources and the health, safety and wellbeing of the community through avoiding, remedying or mitigating:

(a) 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) loss of amenity values in modifying the landscape;

(d) loss of natural character in the coastal environment, wetlands, lakes, rivers and their margins;

(e) destruction of areas of significant indigenous vegetation and significant habitats of indigenous fauna;

(f) effects of severing communities and/or losing links between parts of settlements;

(g) adverse effects on local amenities, including from noise and vibration; and

(h) adverse effects on historic heritage, including the heritage resources identified in Appendix 13.

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

[D]

Policy 17.6.3 – 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 towns.

There is worldwide concern over the increasing use of non-renewable fossil fuels by all forms of transport. However, it appears that in the medium term the demand for fuel will continue to increase as independent mobility remains a major part of transportation. In Marlborough, this mobility is often necessary to ensure a basic level of accessibility (especially in rural areas) where, without a large population base, regular public transport systems are difficult.

The Council believes the best way 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.

[D]

Policy 17.6.4 – 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 assist in helping to reduce fossil fuel emissions from private vehicles by promoting walking and cycling and encouraging 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. Being a medium sized town with (mostly) flat topography, cycling is a particularly important form of transport in Blenheim.

Methods of implementation

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

[D]

17.M.6 District rules

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

Rules will require every subdivision and development 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). Resource consent will be required for land use activities that generate high levels of traffic.

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, 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.

[R]

17.M.7 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.

[D]

17.M.8 Designations

The MEP provides for all public roads and parking areas to be designated and will enable usual works and activities associated with roads within their boundaries. The MEP recognises designated railway lines and rail facilities.

[D]

17.M.9 Marlborough Regional Land Transport Plan

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

[D]

17.M.10 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 walking and bike tracks, with the New Zealand Transport Agency to upgrade facilities and safety for cyclists on the state highways and with Kiwi Rail to explore opportunities for cycling and walking adjacent to the rail corridor. The Council will 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. This strategy also explains why this is important for the future of Marlborough.

[D]

17.M.11 Information

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

[D]

17.M.12 Long Term Plan

Funding for the development and maintenance of the 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, the Council is responsible for all road related assets: footpaths, berms, street trees and plots, kerbs and channelling, street lighting and carparks.

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

[D]

17.M.13 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.

[D]

17.M.14 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.

KiwiRail Holdings Ltd 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.

[D]

17.M.15 Roading controls under the Land Transport Act 1998

The Council will consider using its powers under the Land Transport Act to manage the potential damage associated with the transportation of heavy loads, including harvested logs and quarried rock, on local roads or state highways, or the imposition of temporary restrictions on heavy traffic under section 16A.

This could involve bylaws under section 22AB of the Land Transport Act. The controls would be used to protect the physical condition and integrity of the road or for reasons of road safety.

Commented [7]: New Zealand Transport Agency ENV-2020-CHC-56 By consent order dated 6 October 2022

[D]

17.M.16 Limited Access Roads

Limited Access Roads are sections of the State Highway identified by the Waka Kotahi NZ Transport Agency that can only be accessed from authorised crossing points. Where access is proposed onto a section of the State Highway which has been declared a Limited Access Road, the approval of the Waka Kotahi NZ Transport Agency is required. Further information on Limited Access Roads is provided via the Waka Kotahi NZ Transport Agency website.

Commented [8]: New Zealand Transport Agency ENV-2020-CHC-56 By consent order dated 6 October 2022

Anticipated environmental results and monitoring effectiveness

The following table identifies the anticipated environmental results of provisions of the Marlborough MEP for air and land transport. The anticipated environmental results are ten year targets, unless otherwise specified and will be used as part of state of the environment monitoring to measure whether objectives are being achieved.

Anticipated environmental result	Monitoring effectiveness
17.AER.1 The effective and efficient operation of Marlborough's airports.	Airport operators do not complain about land use activities limiting or constraining airport operations. Monitor the number of aircraft movements at Blenheim Airport, Omaka Airfield and Picton Airport. Monitor complaints from land owners adjacent to airports and from the public about the operations of airports. Development of a noise management plan in association with the Marlborough Aero Club.
17.AER.2 The land transport network operates	Monitor reported crashes involving vehicles, cyclists or

Anticipated environmental result	Monitoring effectiveness
safely and efficiently.	pedestrians. Monitor the number and nature of complaints received in relation to the safety and convenience of motor vehicle routes, pedestrian routes and on- or off-street parking areas. Monitor implementation of the Marlborough Regional Land Transport Plan through the annual report of the Marlborough Regional Land Transport Committee.
17.AER.3 There are no more than minor adverse effects of the road network operation on the environment and community amenity values.	Monitor the complaints received from landowners about impacts on amenity values (noise, dust, vibration) from adjacent roads.
17.AER.4 Activities are able to safely and efficiently access the road network.	Review the road hierarchy five yearly to ensure long term future needs for access are regularly addressed.
17.AER.5 Ongoing development and improvement of walkways and/or cycleways and greater use made of cycling as a means of transport.	Monitor the outcomes of the Marlborough Walking and Cycling Strategy. Information is available on the Council's website and reviewed annually, about the location of walkways and cycling routes. Monitor data gathered through five yearly Census data on means of transport to work.