

2.42 – Crossings on arterial roads - section 32 evaluation for the Proposed Auckland Unitary Plan

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1 Overview and Purpose

This evaluation should be read in conjunction with Part 1 in order to understand the context and approach for the evaluation and consultation undertaken in the development of the Proposed Auckland Unitary Plan (the Unitary Plan).

1.1 Subject Matter of this Section

The subject matter of this report is the approach the Auckland-wide transport rules in the Unitary Plan take to providing for vehicle access onto arterial roads. Arterial roads are identified on the infrastructure layer of the planning maps. Arterial roads include roads that Auckland Transport further categorises as motorways, strategic, primary and secondary roads. This report considers the Auckland-wide approach to vehicle access to arterial roads as contained in the district level objectives, policies and rules relating to transport. Some higher level objectives which occur at RPS level are also considered.

1.2 Resource Management Issue to be Addressed

The subject matter of this report assists in addressing the following issues of regional significance addressed in the Unitary Plan:

- 1.1 Enabling quality urban growth
- 1.2 Enabling economic well-being

The manner in which vehicle access is provided to arterial roads has implications for the issues of enabling quality urban growth and economic wellbeing, for the following reasons:

- vehicle access can affect the safe and efficient operation of the transport system, with arterial roads being a key part of that system
- vehicle access can affect the placemaking, movement and access functions of arterial roads
- arterial roads are of strategic importance to the overall transport network - as primary connections for the movement of people and goods; key components of the public transport network, the regional strategic freight network, and the regional cycle network; and areas of high pedestrian numbers in some locations such as centres
- vehicle access is a critical interface in the integration of land use and transport, and the zoning pattern of the Unitary Plan provides for intensive land uses along many sections of the arterial road network.

There is a need to manage the inter-relationship between land use and how vehicle access is provided to and from land-use to various types of roads. This includes providing for vehicle access to arterial roads in a manner which is safe and efficient and minimises conflict between the placemaking, movement and access functions of roads. Vehicle access from sites can affect the operation and functions of the road and critical intersections. In considering the effect of vehicle access, regard needs to be given to both the volume of vehicle / people trips generated, as well as the physical form and location of the vehicle crossing.

The need to accommodate new vehicle access, or changes to existing vehicle access arrangements can impact on the transport system by affecting the following:

- the location and use of bus stops
- the ease of movement along bus lanes
- safety of cyclists and pedestrians
- amenity infrastructure located within the road eg street trees and planting, street furniture, art works and information signs.
- stormwater and overland flow paths
- network utility infrastructure (eg for power, water, telecommunications) located in the road.

Vehicle access to arterial roads needs particular consideration because of the strategic importance of these roads to the overall road network. These are the most important roads in Auckland for the movement of people and goods - arterial roads provide connections to other regions outside Auckland, connect the principal sectors of the region and connect the major nodes or activity sectors within sectors. Traffic volumes on arterials can be up to and exceed 40,000 vehicle per day. This includes cars, buses and heavy commercial vehicles. The arterial network forms a key component of the public transport network, the regional strategic freight network and the regional cycle network. Some sections of arterial roads have high pedestrian numbers, particular in the city centre, city centre fringe, retail strips, and town centres. Arterial roads are also a critical part of the rural road network with rural settlements and key community infrastructure usually located on or very close to them. A significant proportion of the proposed new public transport system (i.e. Rapid and Frequent Service Network) is located along arterial roads, and needs to be supported by bus priority measures within the arterial roads. The impact of vehicle access to land adjacent to these roads needs to be carefully considered to ensure that the Rapid and Frequent Service Network delivers the anticipated transport benefits needed to support a quality, compact urban form.

The Unitary Plan provides for the most intensive land uses along arterials eg in the City, Metropolitan, Town and Local Centres zones and in the Mixed Use zone. This includes locations well-served by the Rapid and Frequent Service Network. The Unitary Plan therefore needs to consider how vehicle access is provided from the arterial road network to intensive land uses.

1.3 Significance of this Subject

This is considered to be a policy shift of low to moderate significance. It will have social and economic benefits by contributing to the development and operation of significant infrastructure in the form of an effective, efficient and safe integrated transport system.

1.4 Auckland Plan

Chapter 13 Auckland's Transport of the Auckland Plan contains the following strategic directions, priorities and directives of relevance to this report:

'Strategic direction 13

Create better connections and accessibility within Auckland, across New Zealand and to the world.'

'Priority 1

Manage Auckland's transport as a single system'

'Directive 13.1

Manage Auckland's transport system in accordance with the principles in Box 13.1 and review existing policies to reflect Auckland's single system transport approach and principles.'

'Directive 13.2

Manage Auckland's transport system according to the following transport functions:

- international - seaports and airport
- national - inter-regional connections by road, rail, sea and air
- Auckland-wide - those parts of the transport system that provide safe and efficient movement of people and goods through all or parts of Auckland
- local - those parts of the transport system that provide safe, local access and connectivity, and that support communities.'

‘Priority 2

Integrate transport planning and investment with land use development’

In terms of Directive 13.2 above, arterial roads have both national and Auckland-wide functions.

1.5 Current Objectives, Policies, Rules and Methods

The objectives, policies and rules of most of the transport sections of the legacy plans address requirements for safe and convenient access, and the need to have regard to the effect on the safe and efficient operation of the adjoining road network.

Legacy plans generally include a roading hierarchy but have relatively few rules which are directly related to the roading hierarchy. For example, the Auckland City Isthmus Plan identifies strategic routes, regional arterial roads, district arterial roads, collector roads and local roads. The ‘defined road boundary’ control is the main rule which is directly related to the roading hierarchy. This requires consent for vehicle access and / or activities located within a certain distance of major intersections. There are also rules requiring on site manoeuvring to be provided on specific types of roads ie higher order roads in the roading hierarchy.

1.6 Information and Analysis

The report completed by Flow Transportation Specialists in 2012 provided recommendations about how vehicle access and the design of parking and loading should be treated in the Unitary Plan. This report recommended a ‘defined road boundary’ approach for arterial road types. This approach is similar to the legacy plans. The report also made recommendations about the number and width of vehicle crossings.

A report completed by Transport Planning Solutions et al, also in 2012, included consideration of vehicle access issues for the city centre. This document emphasised the importance of minimising the number and width of vehicle crossings to support good urban design.

Following these reports, Auckland Transport and NZTA provided additional information. NZTA sought to control vehicle access to state highways in a manner similar to some of the legacy plans. Auckland Transport was of the view that the Unitary Plan should develop an approach for arterial roads that went beyond the defined road boundary approach of the legacy plans.

1.7 Consultation Undertaken

Internal consultation has been undertaken within the council and with Auckland Transport.

External consultation has occurred as part of the consultation on the August 2012 and March 2013 drafts of the Unitary Plan. The August 2012 draft was circulated to some key stakeholders eg NZTA, and the Key Retailers Group. The March 2013 draft was subject to enhanced public engagement.

Feedback to the draft provisions relating to this matter has primarily been from NZTA and Auckland Transport. The only other specific feedback was from Westfield (New Zealand) Ltd in response to the March draft. Westfield sought that ‘any activity that has access within part of a site subject to a frontage to an arterial road’ should be a controlled activity, rather than a discretionary activity. The feedback stated that the restricted discretionary status failed to take into account the functional and operational requirements of the activities that the vehicle accesses serve and support.

Additional details are provided in 5.2 and in the s32 dealing with the overall consultation approach.

1.8 Decision-Making

The council has worked closely with its council controlled organisation (CCO) and NZTA in developing the approach to vehicle access to arterial roads. Auckland Transport’s approach has been informed by work undertaken about how its road classification should be reflected in the Unitary Plan provisions. This has been no specific political decision making on this topic. The proposed provisions were included in both the October 2012 and March 2013 draft versions of the Unitary Plan.

1.9 Proposed Provisions

The activity table in the Auckland-wide Transport rules lists the following restricted discretionary activity:

‘Construction or use of a vehicle crossing¹ where a Vehicle Access Restriction applies under clause 3.4.1.2 and 3.4.1.3’

Clause 3.4.1.2 and 3.4.1.3 includes the following vehicle access restrictions:

‘2. Clause 3 below applies in any of the following circumstances:

- a. a new vehicle crossing is proposed
 - b. an activity is established on a site
 - c. there is a change of activity
 - d. a building(s) is constructed, substantially reconstructed, altered or added to.
- Except that this does not apply in the case of a dwelling where the reconstruction, alteration or addition does not increase the number of dwellings on a site

3. except where consent has been granted by means of a restricted discretionary activity, Vehicle Access Restrictions apply and vehicle crossings must not be constructed or used to provide vehicle access across that part of a site boundary which:

- a. is located within 10m of any intersection, as illustrated in Figure 4
- b. is subject to the following types of Vehicle Access Restriction (as identified on the planning maps) in the zones listed below:

Table 12:

Type of Vehicle Access Restriction	Zone
Vehicle Access Restriction - General	All zones except the City Centre which is covered in clause 3.3.1.1.a
Vehicle Access Restriction - Motorway Interchange Control	All zones
Vehicle Access Restriction - Level Crossing	All zones

c. has frontage to a state highway other than a motorway and one of the following apply:

- i. a new vehicle crossing is proposed

¹ ‘Vehicle crossing’ is defined in the Unitary Plan as:

‘Facilities for vehicle access between a road carriageway and a site boundary.’

clause 3.4.5 for access to a state highway
d. has frontage to an arterial road as identified on the planning maps other than a state highway which is covered in clause c above.'
(underlining added)

The underlined rule is the focus of this report - it requires a restricted discretionary activity consent for construction or use of vehicle access to an arterial road. There is an exception in clause 3.4.5 which allows use of an existing access to a state highway where it meets certain standards including serving no more than three sites and no more than three dwellings.

The arterial roads identified on the planning maps have been provided by Auckland Transport and form part of their road classification. The Auckland Transport road classification groups roads into arterial (motorways, strategic, primary and secondary), and non-arterial (collector/connector roads, local streets, lanes and service lanes, and shared space/shared zones). The Unitary Plan only shows arterial roads as a collective grouping - it does not distinguish the Auckland Transport sub-classifications of motorways, strategic, primary and secondary.

In consultation with NZTA, some specific rules have been included in the Unitary Plan for access to state highways. Clause 3.4.5.1 permits vehicle access to a state highway, excluding motorways, where all of the following criteria are met:

- '3.4.5. Vehicle crossings and access for state highways, excluding motorways
1. Vehicle access to a state highway, excluding motorways, is permitted where all of the following criteria are met:
 - a. the access is an existing authorised crossing place pursuant of s. 91 of the Government Roading Powers Act 1989
 - b. the access serves dwellings only
 - c. the access serves no more than three sites and no more than three dwellings.
 - d. the vehicle crossing is constructed in accordance with Figure 10
 - e. the stopping sight distance is in accordance with Tables 17 and 18.
 - f. compliance with (d) and (e) is confirmed in writing by a chartered professional engineer at the time of resource, subdivision building consent application, whichever is lodged first.'

Proposals which do not meet the above criteria require consent as a restricted discretionary activity.

Similar rules about access to state highways are found in other district plans where NZTA has advocated for their inclusion.

The matters of discretion for access within a vehicle access restriction (including access to state highways which do not meet the permitted activity criteria) are: adequacy for the site and the proposal, design and location of access, effects on pedestrian and streetscape amenity, and effects on the transport network.

1.10 Reference to other Evaluations

The list below identifies the s32 evaluations of most relevance to this report. In particular, this section 32 report should be read in conjunction with the evaluations identified below with an asterisk (*).

- 2.1 Urban form and land supply
- 2.3 Residential zones

- 2.4 Business
- 2.6 Business building form and design
- 2.9 Accessory parking*
- 2.37 Schools
- 2.38 Non-accessory parking*
- 2.39 Traffic in centres
- 2.40 Cycle parking
- 2.46 City Centre precincts

2 Objectives, Policies and Rules

2.1 Objectives

The following objectives are proposed:-

Regional policy statement level

The following RPS objectives under Part 1, Chapter B, Section 3) 3.2 Significant infrastructure and energy, are relevant to the topic:

'3. Development, operation, maintenance, and upgrading of significant infrastructure is provided for and enabled, while managing any adverse effects it may have on:

- a. areas with significant landscape, cultural and historic heritage, and natural ecological and biodiversity values
- b. the health, safety and amenity of communities'

'5. Infrastructure planning and development is integrated and co-ordinated at an early stage with land use and development to support residential and business growth.

6. Auckland's significant infrastructure is protected from reverse sensitivity effects and incompatible subdivision, use and development.'

The definition of infrastructure in the Unitary Plan refers to 'the facilities, services and installations that enable a community to function' and includes 'motorways and roads'. The definition is as follows:

Infrastructure

The facilities, services and installations that enable a community to function. This includes activities, structures, facilities and installations for:

- airports
- airport approach surfaces
- water supply and wastewater reticulation (including storage and treatment facilities)
- broadcasting
- defence
- education
- electricity generation, transmission and distribution
- healthcare
- hospitals
- transmission, distribution and storage of gas and liquid fuels
- motorways and roads
- walkways and cycleways
- ports
- public parks
- public institutions

- public transport
- railways
- solid waste disposal
- stormwater
- telecommunication and radiocommunication
- air quality and meteorological services.
(underlining added)

The definition of significant infrastructure is as follows:

‘Significant infrastructure - existing or proposed infrastructure, or a component of infrastructure, which:

- *due to its location, function, development or operation, is of strategic (critical) importance to the form, function and/or growth of Auckland, or otherwise has national significance; or*
- *if unavailable, would have a serious adverse effect on or would not enable the social or economic wellbeing of Auckland or a community within Auckland: or*
- *it is a lifeline utility as defined in section 4 of the Civil Defence Emergency Management Act 2002.’*

Arterial roads fit within the definition of significant infrastructure. They have strategic importance to the form, function and growth of Auckland and have a key role in the functioning of the wider transport network. ‘Lifeline utility’ as defined in section 4 of the Civil Defence Emergency Management Act 2002’ includes ‘an entity that provides a road network (including State highways)’.

The following RPS objective under 3.3 Transport is relevant to the topic:

‘2. An effective, efficient and safe integrated transport system that is integrated with, and supports, a quality, compact form of urban growth and associated land use.

3. A well developed, operated and maintained transport system that manages potential adverse effects on the natural environment and the health, safety and amenity of people and communities.’

Auckland’s transport system, as described in the introduction to 3.3 (see below), includes roads, and the interaction between land use activities and the transport network. Vehicle crossings are a key interface between land use activities and the transport network.

‘Auckland’s transport system comprises

- State highways, all other roads, rail, ports, airports and airfields, public transport (land and sea), parking spaces and structures, accessways, cycle and pedestrian routes, and all of their related facilities.

- broader elements including transport users and their behaviours, and the interaction between land use activities and transport networks.’

(underlining added)

District level

The following objective at Part 3, Chapter H, Section 3 - 1.1 Infrastructure (District level) is relevant.

‘3. Safe, efficient and secure development, operation and upgrading of infrastructure is enabled, to service the needs of existing and planned development.’

The following objectives at 1.2 Transport (District level), are key:

'1. Land use and all modes of transport are integrated in a manner that enables the adverse effects of traffic generation on the transport network to be managed.'

...

'4. Parking and loading is designed, located and accessed safely and efficiently for pedestrians and vehicles within and outside the site and in a manner which contributes to quality design of the built environment.

5. Development provides access between the road and activities in a manner which:
a. facilitates the effective, efficient and safe operation of the transport network
b. prioritises pedestrian safety and amenity along public footpaths
c. achieves a balance between the placemaking, movement and access functions of the road.'

Relevance - Addressing the key Unitary Plan issues

The objectives address the following issues identified in the Regional Policy Statement part of the Unitary Plan:

- Enabling quality urban growth
- Enabling economic well-being

Relevance - Achieving the purpose of the Act

Section 5 - 5(1) states that the purpose of the Act is 'to promote the sustainable management of natural and physical resources'. The objectives are in accordance with this purpose. Infrastructure and the transport system are physical resources which need to be sustainably managed. In accordance with *section 5(2)*, the objectives seek to manage the use, development and protection of the infrastructure and the transport system in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety. The objectives recognise that to be a high performing economy, Auckland needs to have effective, efficient and safe transport links to enable the movement of goods, services and people. The objectives also recognise that the transport network is important for social well-being, both for the connections it provides, but also because of the placemaking function of roads, and their contribution to public amenity. In including references to 'safe', the objectives recognise that the way in which the transport network is provided for and operated is important in enabling health and safety for all road users, including pedestrians and cyclists.

The objectives seek to sustain the potential of infrastructure and the transport system to meet the reasonably foreseeable needs of future generations. This is clearly evident in objective 5 at 3.2 Significant Infrastructure and Energy (RPS) and objective 2 at 3.3 Transport (RPS). Objective 5 (RPS 3.2) refers to infrastructure planning and development supporting residential and business growth. Objective 2 (RPS 3.3) refers to the transport system supporting a 'a quality, compact form of urban growth and associated land use'. Objective 1 at 1.1 Infrastructure (District level) refers to enabling infrastructure 'to service the needs of existing and planned development'.

The list below identifies which of the objectives are most closely related to providing for the three well-beings (social, economic and cultural), and to health and safety.

- social:
 - RPS 3.2 Objectives 3 and 5
 - RPS 3.3 Objective 2
 - District level 1.1 Objective 3
 - District level 1.2 Objectives 1, 4 and 5
- economic:

- RPS 3.2 Objectives 3, 5 and 6
- RPS 3.3 Objectives 2 and 3
- District level 1.1 Objective 3
- District level 1.2 Objectives 1, 4 and 5
- cultural:
 - RPS 3.2 Objective 3(a)
- health and safety:
 - RPS 3.2 Objective 3(b)
 - RPS 3.3 Objective 3
 - District level 1.1 Objective 3
 - District level 1.2 Objectives 1, 4 and 5.

The definition of significant infrastructure in the Unitary Plan refers to infrastructure which 'if unavailable, would have a serious adverse effect on or would not enable the social or economic wellbeing of Auckland or a community within Auckland'. Objectives which provide for significant infrastructure such as the arterial road network are therefore clearly related to the purpose of the RMA.

Section 6 - of the Act identifies the matters of national importance which need to be recognised and provided for in achieving the purpose of the Act. None of the matters are of specific relevance to the objectives in the context of considering vehicle access to arterial roads. The matters of national importance are addressed by other regional policy statement level objectives in the Unitary Plan.

Section 7 - of the Act identifies 'other matters' which need to be given particular regard to in achieving the purpose of the Act. The matters of particular relevance to the objectives are:

- '(aa) The ethic of stewardship
- (b) The efficient use and development of natural and physical resources
- (c) The maintenance and enhancement of amenity values'
- '(f) Maintenance and enhancement of the quality of the environment
- (g) Any finite characteristics of natural and physical resources'

Section 8 - requires the principles of the Treaty of Waitangi (Te Tiriti O Waitangi) to be taken into account in achieving the purpose of the Act. The objectives need to be considered in the context of the Unitary Plan as a whole. When viewed within that context, the objectives do not require amendment to reflect the principles of the Treaty of Waitangi (Te Tiriti O Waitangi).

Usefulness

The objectives at the regional policy statement level, are useful in setting the direction which the district plan level objectives, policies and rules need to give effect to. All the objectives will be useful for assisting decision-making when assessing plan changes, notices of requirement, and resources consents involving infrastructure and the transport system including vehicle crossings onto arterial roads.

The objectives contribute to achieving other environmental outcomes in the Unitary Plan. In particular the objectives contribute to achieving environmental outcomes about a quality built environment.

Achievability

The regional policy statement objectives are in accordance with the council's functions as a regional council under s30(1) of the RMA. In particular they are in accordance with the following functions:

'a. the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the natural and physical resources of the region:

b. the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance.'

...

'gb. the strategic integration of infrastructure with land use through objectives, policies, and methods;'

The district level objectives are in accordance with the council's functions as territorial authority under s31(1)(a) and (b) of the Act i.e.:

'a. the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:

b. the control of any actual or potential effects of the use, development, or protection of land, ...'

The Unitary Plan will contribute to the achievement of these objectives by policies and rules which:

- provide for infrastructure
- integrate land use and infrastructure.

The following methods, which occur outside the Unitary Plan, also contribute to the achievement of these objectives:

- the construction, operation and maintenance of transport infrastructure by the council, Auckland Transport, NZTA, KiwiRail and other transport providers and operators
- codes of practices e.g. the Auckland Transport Code of Practice (ATCOP)
- Bylaws

Reasonableness

The outcomes set are expected to have greater benefits than costs. The objectives are reasonable because they recognise the relationship between the transport system, including vehicle access to sites, and land use. Objective 5 at 1.2 Transport (District level) recognises that vehicle access needs to achieve a balance between the placemaking, movement and access functions of the road.

2.1.1 Policies

This section identifies policies of particular relevance to the objectives. The policies identified are those which are of most relevance to how controls on vehicle access to arterial roads give effect to the objectives.

The following policies under 3.2 Significant Infrastructure and energy (RPS), are of relevance:

'1. Provide for the efficient development, use, operation, maintenance and upgrading of secure and reliable infrastructure.'

'4. Recognise and provide for the operational and technical requirements of significant infrastructure.'

'7. Avoid reverse sensitivity effects by requiring subdivision, use and development to not occur in a location or form that constrains the use, operation, maintenance and upgrading of existing and planned significant infrastructure'

The following policies under 3.3 Transport (RPS), are of relevance:

'1. Enable the effective, efficient and safe development, operation and maintenance of an integrated intra-regional and inter-regional transport system including:
a. state highways and all other roads, including the rural road network
b. the rail network
c. Auckland Airport and Auckland and Onehunga ports, including their local, national and international trade, freight and visitor connections
d. smaller airports, airfields and port facilities
e. the public transport network, including the development and operation of bus and train stations and stops, bus way, park and rides, ferry wharves and terminals
f. pedestrian and cycle networks.²'
(underlining added)

'2. Support the management of Auckland's transport system to optimise, in an effective, efficient and safe manner, the people and/or goods carrying capacity of transport routes recognising the full range of trips being undertaken throughout Auckland by all sections of the community.'

'5. Recognise the arterial road network needs to be managed to provide priority to public transport and freight movements.'

'7. Manage the increase in transport movements associated with development which is in accordance with the quality compact form of urban growth provided for in the Unitary Plan while recognising that there may be increased delays in some locations and during some periods of the day.'

'9. Improve the integration of land use with transport by:

...

c. managing activities along freight routes, other heavily trafficked roads, rail lines, or adjacent to ports and airports so that they do not compromise the effective, efficient and safe operation of these routes or give rise to reverse sensitivity effects.'

'11. Avoid, remedy or mitigate potential adverse effects from the transport system on community safety by:

a. ensuring all transport infrastructure (including new vehicle access) is designed to facilitate the safe movement of people and goods by managing potential conflicts between pedestrians, cyclists and vehicles

...'

The policies support the objectives by:

- providing for infrastructure and the transport system in an enabling manner
- recognising the relationship between infrastructure and subdivision, land use and development.

The following policies in 1.1 Infrastructure (District level), are of particular relevance:

² Cycling and pedestrian facilities are often located within the road, so are affected by how vehicle crossings are managed.

- ‘10. Provide for the construction, use, operation, maintenance and development of the road network in a manner which:
- a. contributes to the operation of the single integrated multi-modal transport system
 - b. provides for the transport movement and accessibility functions of the road
 - c. provides for the placemaking functions of the road
 - d. provides for a range of transport infrastructure, streetscape amenities, and network utility services within the road.
11. Provide access to the road network which is safe and efficient and minimises conflict between the placemaking, movement and access functions of roads.
12. Undertake or require works to be undertaken in an existing or planned road, in a manner which will achieve positive movement, access and placemaking outcomes taking into account:
- a. the functions, priorities and operational characteristics of the road
 - b. the characteristics of the location
 - c. the place/context design typology which is appropriate to the design of a road in the particular location.
 - d. any historic heritage or special character context
 - e. the selection, location and installation of streetscape amenities, such as seating, cycle parking, plaques and memorials, public art, litter bins, public toilets and drinking fountains, to:
 - i. enhance the street environment
 - ii. avoid visual clutter
 - iii. avoid impeding or causing a hazard for people including those with mobility or visual impairments, aged people or children
 - f. design principles for streets and the street design process.’

The following policies in 1.2 Transport (district level), are of particular relevance:

- ‘19. Require vehicle crossings and associated access to be designed and located to provide for safe and efficient movement to and from sites and minimise potential conflicts between vehicles, pedestrians, and cyclists on the adjacent road network.
20. Avoid or restrict vehicle access to and from sites adjacent to motorway interchanges, and on arterial roads, including state highways, so that the:
- a. location, number, and design of vehicle crossings and associated access provides for the efficient movement of people and goods on the state highway and road network
 - b. any adverse effect on the effective, efficient and safe operation of the motorway interchange arising from vehicle access adjacent to a motorway interchange is avoided, remedied or mitigated.’

The policies contribute to achieving the purpose of the objectives by providing for the road network (including construction, use, operation, maintenance and development), while requiring the network to contribute to the single integrated multi-modal transport system. This includes taking into account the functions of roads (transport movement and accessibility and placemaking) and providing for access to the road network.

2.1.2 Rules and other methods

The proposed provisions are summarised in 1.9 above. Of all the alternatives considered, these rules will be the most effective at achieving the objectives. In terms of efficiency, given the strategic importance of the arterial road network, the costs of this alternative are considered to be outweighed by the benefits. These provisions would be relatively easy to implement when a vehicle crossing permit is sought from Auckland Transport, or a building

consent is sought from the council. In these situations, the council or Auckland Transport would be informed of the proposal and would be able to advise the applicant that a resource consent is required, if they were not already aware of this. Implementation is more difficult where changes in activity occur over time and the council is not aware of them.

As noted under 2.1, the following methods, which occur outside the Unitary Plan, also contribute to the achievement of the objectives:

- the construction, operation and maintenance of transport infrastructure by the council, Auckland Transport, NZTA, KiwiRail and other transport providers and operators
- codes of practices e.g. the Auckland Transport Code of Practice (ATCOP)
- Bylaws

2.1.3 Costs and Benefits of Proposed Policies and Rules

The costs and benefits of the alternatives considered, including the proposed policies and rules, are outlined in 3. The description of costs and benefits is generally provided in a qualitative rather than quantitative manner. There has been no analysis that monetises costs and benefits.

It is not expected that the provisions will have any measurable effect on economic growth and employment to be provided or reduced. However as noted in 2.1, to be a high performing economy Auckland needs to have effective, efficient and safe transport links to enable the movement of goods, services and people.

2.1.4 Adequacy of Information and Risk of Not Acting

It is considered that there is sufficient information on which to base the proposed policies and rules. The strategic importance of the arterial network as significant infrastructure with movement, access and placemaking functions is proven and well known

3 Alternatives

The proposed preferred alternative is discussed in 2.0 above. The status quo alternative is outlined in 1.5 above.

The alternatives considered are:

1. Status quo - Retain the provisions of the legacy plans
2. Alternative 1 - Provide for vehicle access to arterial roads (including state highways) in the same manner as non-arterial roads.
3. Alternative 2 - As for Alternative 1, with the addition of specific rules for state highways, and a defined road boundary control.
4. Alternative 3 - Preferred approach - Include specific rules for state highways (other than motorways) which include limited provision for access as a permitted activity. Otherwise require restricted discretionary activity consent for all vehicle access to arterial roads. Limit vehicle crossings to one per site on arterial roads (additional crossings can be sought as a restricted discretionary activity).

	Status quo - Retain the provisions of the legacy plans	Alternative 1 – Provide for vehicle access to arterial roads (including state highways) in the same manner as non-arterial roads	Alternative 2 – As for Alternative 1 with the addition of a defined road boundary control, specific rules for state highways, and a limit of one crossing per site (as a permitted activity) on arterial roads	Alternative 3 – Preferred approach
	<p>Description Retain the provisions of the legacy plans which adopt a range of approaches to vehicle access to arterial roads. The approaches would generally be a modified version of Alternative 2 - ie with a defined road boundary control, and specific rules for state highways in some legacy plans.</p>	<p>Description There would still be development controls specifying: the maximum number of vehicle crossings per site; separation distance between crossings; the maximum and minimum crossing widths. However two crossing would be permitted for all sites (the proposed rules limit arterial roads to one crossing per site).</p> <p>There would not be any specific rules about vehicle access to state highways.</p> <p>Restricted discretionary activity consent would still be required for vehicle access within the following locations (since they are not particular to arterial roads):</p> <ul style="list-style-type: none"> • within 10m of any intersection • Vehicle Access Restriction - General (identified on planning maps) except in the City Centre zone, where it is non-complying. • Vehicle Access Restriction - Motorway Interchange Control (identified on planning maps) • Vehicle Access Restriction - Level Crossing (identified on planning maps) 	<p>Description There would still be development controls specifying: the maximum number of vehicle crossings per site; separation distance between crossings; the maximum and minimum crossing widths. However only one crossing would be permitted for sites on arterial roads as compared with sites on non-arterial roads.</p> <p>There would be a defined road boundary control which restricts access within 25m of intersections between arterial roads.</p> <p>There would be any specific rules about vehicle access to state highways.</p> <p>Restricted discretionary activity consent would still be required for vehicle access within the following locations (which are not particular to arterial roads):</p> <ul style="list-style-type: none"> • within 10m of any intersection Vehicle Access Restriction - General (identified on planning maps) except in the City Centre zone, where it is non-complying. • Vehicle Access Restriction - Motorway Interchange Control (identified on planning maps) • Vehicle Access Restriction - Level Crossing (identified on planning maps) 	<p>Description Require a resource consent (restricted discretionary activity status) for the construction or use of a vehicle crossing where access is to an arterial road (other than state highways).</p> <p>For state highways (other than motorways), make limited provision for use of an existing vehicle crossing as a permitted activity where specific controls are met.</p> <p>Only permit one crossing for site on arterial roads (as compared with two for sites on non-arterial roads). (Additional crossings can be sought via a resource consent for a restricted discretionary activity).</p>
Appropriateness	This alternative does partly address the issues identified in 1.2 of this report by providing some additional controls to regulate vehicle access to arterial roads. The alternative does not support the objectives.	This alternative goes the least way to addressing the issues identified in 1.2 of the report. The alternative does not support the objectives.	This alternative does partly address the issues identified in 1.2 of this report by providing some additional controls to regulate vehicle access to arterial roads. The alternative does not support the objectives.	This alternative is the most appropriate for addressing the issues identified in 1.2 of this report. It uses a resource consent approach to regulate vehicle access to arterial roads. This recognises the manner in which vehicle access is provided to these key parts of the transport network has implication for the safe and efficient operation of the transport system, and the placemaking, movement, and access functions of arterial roads. The alternative does support the objectives.
Effectiveness	This alternative would be more effective than Alternative 1 at contributing towards successful achievement of the objectives. However this alternative does not fully recognise the importance of the arterial network, and vehicle crossings to that network.	This alternative would have limited success at achieving the objectives. There would still be some control over vehicle crossings on all roads, including arterial roads, but the level of control would not be sufficient to achieve the objectives.	This alternative would be more effective than Alternative 1 at contributing towards successful achievement of the objectives. However this alternative does not fully recognise the importance of the arterial network, and vehicle crossings to that network, in achieving the outcomes set out in objectives 4 and 5 at 1.2 Transport (District level).	This alternative is the most effective in achieving the objectives
Efficiency	<p>Due to the strategic importance of the arterial road network the costs of this alternative are considered to outweigh the benefits.</p> <p>This approach would be relatively easy to implement in the following situations:</p> <ul style="list-style-type: none"> • where a vehicle crossing permit is sought from Auckland Transport 	<p>Due to the strategic importance of the arterial road network the costs of this alternative are considered to outweigh the benefits.</p> <p>This alternative would be the easiest to implement because it does not require an additional regulation for vehicle access to arterial roads.</p>	<p>Due to the strategic importance of the arterial road network the costs of this alternative are considered to outweigh the benefits.</p> <p>This approach would be relatively easy to implement in the following situations:</p> <ul style="list-style-type: none"> • where a vehicle crossing permit is sought from Auckland Transport 	<p>Due to the strategic importance of the arterial road network the benefits of this alternative are considered to be outweighed by the costs.</p> <p>This approach would be relatively easy to implement in the following situations:</p> <ul style="list-style-type: none"> • where a vehicle crossing permit is sought from Auckland Transport

	Status quo - Retain the provisions of the legacy plans	Alternative 1 – Provide for vehicle access to arterial roads (including state highways) in the same manner as non-arterial roads	Alternative 2 – As for Alternative 1 with the addition of a defined road boundary control, specific rules for state highways, and a limit of one crossing per site (as a permitted activity) on arterial roads	Alternative 3 – Preferred approach
	<ul style="list-style-type: none"> where a building consent is sought. <p>In these situations the council or Auckland Transport would be informed of the proposal and would be able to advise the applicant of the Unitary Plan requirements, including whether a resource consent is required (if they were not already aware of this).</p>		<ul style="list-style-type: none"> where a building consent is sought. <p>In these situations the council or Auckland Transport would be informed of the proposal and would be able to advise the applicant of the Unitary Plan requirements, including whether a resource consent is required (if they were not already aware of this).</p>	<ul style="list-style-type: none"> where a building consent is sought. <p>In these situations the council or Auckland Transport would be informed of the proposal and would be able to advise the applicant that a resource consent is required, if they were not already aware of this.</p> <p>It is more difficult to implement where changes in activity occur over time and the council is not aware of them.</p>
Costs	<p>Inconsistent approaches</p> <p>Retaining the legacy approaches misses an opportunity to create a more consistent set of objectives, policies and rules, including consistent assessment criteria.</p> <p>Costs as per Alternatives 1 and 2</p> <p>Depending on the approach carried over from the legacy plan, the costs from Alternatives 1 and 2 will apply.</p>	<p>Adverse effects resulting from sub-optimal location and design of vehicle access on the arterial road network</p> <p>The council is unable to consider individual proposals on their merits to achieve better location and design of vehicle crossings and associated access on parts of the arterial road network. This means that the site specific effects of particular access proposals cannot be considered, except where it is part of a wider consent proposal.</p> <p>This approach would also potentially increase the number of vehicle crossings onto arterial roads. This can compromise the safe and efficient operation of the arterial road for all users including pedestrians and cyclists. It can also adversely affect pedestrian amenity.</p> <p>Increased numbers of vehicle crossings can slow travel times by increasing ‘side friction’ as delays occur when vehicles enter and exit the arterial road.</p>	<p>Resource consent costs</p> <p>There are costs and uncertainty associated with obtaining a resource consent for vehicle crossings within the defined road boundary, or for proposals which seek additional crossings or do not comply with the permitted activity rules for vehicle crossings on state highways. Resource consent costs are a regulatory barrier which can discourage appropriate development. Costs and uncertainty are incurred by businesses, developers and residents. The cost of processing resource consents are incurred by the council. While the council can recover costs from the applicant, this does not always cover the full cost of processing</p> <p>The costs and uncertainty are reduced by the use of the restricted discretionary activity status and by statements in the Unitary Plan about notification. These applications will be considered without public or limited notification.</p> <p>The resource consent costs are less than in Alternative 3.</p> <p>Adverse effects resulting from sub-optimal location and design of vehicle access on parts of the arterial road network</p> <p>Except for where other vehicle access restrictions apply (such as the defined road boundary control), the council is unable to consider individual proposals on their merits to achieve better location and design of vehicle crossings and associated access on parts of the arterial road network. This limits the opportunity that council has to consider the site specific effects of particular access proposals.</p> <p>This approach would also potentially increase the number of vehicle crossings onto arterial roads. This can compromise the safe and efficient operation of the arterial road for all users including pedestrians and cyclists. It can also adversely affect pedestrian</p>	<p>Resource consent costs</p> <p>There are costs and uncertainty associated with obtaining a resource consent for construction or use of a vehicle crossing onto an arterial road (including state highways). Resource consent costs are a regulatory barrier which can discourage appropriate development. Costs and uncertainty are incurred by businesses, developers and residents. The cost of processing resource consents are incurred by the council. While the council can recover costs from the applicant, this does not always cover the full cost of processing.</p> <p>The costs and uncertainty are reduced by the use of the restricted discretionary activity status and by statements in the Unitary Plan about notification. These applications will be considered without public or limited notification.</p> <p>The resource consent costs are highest in this Alternative 3.</p> <p>Less flexibility for developers / property owners</p> <p>This alternative allows developers and property owners the least flexibility (when compared with Alternatives 2 and 3) in constructing and using vehicle access to arterial roads.</p>

	Status quo - Retain the provisions of the legacy plans	Alternative 1 – Provide for vehicle access to arterial roads (including state highways) in the same manner as non-arterial roads	Alternative 2 – As for Alternative 1 with the addition of a defined road boundary control, specific rules for state highways, and a limit of one crossing per site (as a permitted activity) on arterial roads	Alternative 3 – Preferred approach
			<p>amenity.</p> <p>Increased numbers of vehicle crossings can slow travel times by increasing 'side friction' as delays occur when vehicles enter and exit the arterial road.</p> <p>Less flexibility for developers / property owners</p> <p>This alternative constrains the flexibility available to developers and property owner in constructing and using vehicle access to parts of the arterial road network. The degree of restraint is greater than alternative 1 and less than alternative 3.</p>	
Benefits	<p>Familiarity with existing approach</p> <p>Users of the legacy plans (including applicants, developers, planning consultants and council officers) are familiar with, and used to applying, the existing approach.</p> <p>Benefits as per Alternatives 1 and 2</p> <p>Depending on the approach carried over from the legacy plan, the benefits from Alternatives 1 and 2 will apply.</p>	<p>Avoiding resource consent costs</p> <p>Avoids the costs and uncertainty associated with obtaining the additional resource consents required for access to arterial roads under Alternative 2 and 3. Resource consent costs are a regulatory barrier which can discourage appropriate development. Costs and uncertainty are incurred by businesses, developers and residents. The cost of processing resource consents are incurred by the council. While the council can recover costs from the applicant, this does not always cover the full cost of processing</p> <p>Flexibility for developers / property owners</p> <p>This alternative allows developers and property owners the most flexibility (when compared with Alternatives 2 and 3) in constructing and using vehicle access to arterial roads.</p>	<p>Improved location and design of vehicle crossings on parts of the arterial road network</p> <p>Individual proposals that trigger a resource consent can be assessed on their merits, allowing the council (in consultation with its CCO, Auckland Transport) to achieve better location and design of vehicle crossings and associated access on parts of the arterial road network. One of the key assessment criterion is about the location and design of the access not having an adverse effect on the safe and efficient operation of the adjacent transport network, including public transport, pedestrians, cyclists and general traffic. Another key assessment criterion is about the access not having an adverse effect on pedestrian or streetscape amenity. There is also an assessment criterion which allows the council to consider whether the site can reasonably be served by alternative access arrangements.</p> <p>This approach would potentially reduce the number of vehicle crossings onto arterial roads. This is mainly because the standard rule limits vehicle crossings onto arterial roads to one per site. A reduction in crossing numbers can improve safe and efficient operation of the arterial road for all users including pedestrians and cyclists. It can also improve pedestrian amenity.</p> <p>The extent of this benefit is less than would be achieved under Alternative 3, but more than would be achieved under Alternative 1.</p>	<p>Improved location and design of vehicle crossings on all of the arterial road network</p> <p>Individual proposals that trigger a resource consent can be assessed on their merits, allowing the council (in consultation with its CCO, Auckland Transport) to achieve better location and design of vehicle crossings and associated access. This means that the site specific effects of particular access proposals can be considered. One of the key assessment criterion is about the location and design of the access not having an adverse effect on the safe and efficient operation of the adjacent transport network, including public transport, pedestrians, cyclists and general traffic. Another key assessment criterion is about the access not having an adverse effect on pedestrian or streetscape amenity. There is also an assessment criterion which allows the council to consider whether the site can reasonably be served by alternative access arrangements.</p> <p>This approach would potentially reduce the number of vehicle crossings onto arterial roads. This is mainly because the standard rule limits vehicle crossings onto arterial roads to one per site. A reduction in crossing numbers can improve safe and efficient operation of the arterial road for all users including pedestrians and cyclists. It can also improve pedestrian amenity.</p> <p>The extent of this benefit is greatest in this Alternative 3 because of the greater requirement for resource consents.</p>
Risks	<p>The strategic importance of the arterial network as significant infrastructure with movement, access and placemaking functions is proven and well known.</p> <p>The main risk of acting in accordance with this alternative is that adverse effects will arise from sub-optimal location and design of vehicle access on parts of the arterial road network.</p>	<p>The strategic importance of the arterial network as significant infrastructure with movement, access and placemaking functions is proven and well known.</p> <p>The main risk of acting in accordance with this alternative is that adverse effects will arise from sub-optimal location and design of vehicle access on parts of the arterial road network.</p>	<p>The strategic importance of the arterial network as significant infrastructure with movement, access and placemaking functions is proven and well known.</p> <p>The main risk of acting in accordance with this alternative is that adverse effects will arise from sub-optimal location and design of vehicle access on parts of the arterial road network.</p>	<p>The strategic importance of the arterial network as significant infrastructure with movement, access and placemaking functions is proven and well known</p>

4 Conclusion

Alternative 3 is the preferred approach. This alternative is preferred because it recognises that, given the significance of the arterial road network, there is a need to consider individual proposals involving vehicle access to arterial roads on their merits. This is the approach which achieves access between developments and the road in a manner which facilitates the efficient, efficient and safe operation of the transport network; prioritises pedestrian safety and amenity along public footpaths; and achieves a balance between the placemaking, movement and access functions of the road.

The following alternatives are not recommended:

1. Status quo: Retain the approach of the legacy plans
2. Alternative 1: Provide for vehicle access to arterial roads in the same manner as non-arterial roads.
3. Alternative 2: As for Alternative 1, with the addition of specific rules for state highways, and a defined road boundary control.

The following alternative is recommended:

1. Alternative 3: Preferred approach - Include specific rules for state highways (other than motorways) which include limited provision for access using existing vehicle crossings as a permitted activity. Otherwise require restricted discretionary activity consent for all vehicle access to arterial roads. Limit vehicle crossings to one per site on arterial roads (additional crossings can be sought as a restricted discretionary activity).

Recommended objectives, policies and methods

In conclusion from the preceding discussion, the following are the recommended objectives, policies and methods.

- The objectives and policies at 3.2 Significant Infrastructure and Energy (RPS), 3.3 Transport (RPS), 1.1 Infrastructure (District level) and 1.2 Transport (District level) as outlined in this report
- The Auckland-wide transport rules which give effect to Alternative 3
- The definitions of infrastructure and significant infrastructure in the Unitary Plan.

5 Record of Development of Provisions

5.1 Information and Analysis

Date	Author	Title	Comments	Appendix
2011-12-09	Flow Transportation Specialists	Vehicle Access and Parking/Loading Design	Base document informing development of vehicle access rules. Recommended a 'defined boundary approach' for arterial type roads.	3.42.1
2012-01-25	Transport Planning Solutions Ltd; Houghton Consulting Ltd; Urbanismplus Ltd	Number of Parking and Loading Spaces Required for the city centre	Base document informing development of vehicle access rules for the City Centre. Emphasised the importance of minimising the number and width of vehicle crossings to support good urban design.	3.9.4
2012-03	Auckland Council	Auckland Plan		

Date	Author	Title	Comments	Appendix
2012-09	Auckland Council	Provisions as included in the August 2012 draft of the Unitary Plan	Circulated internally and to some stakeholders	3.9.7

Date	Author	Title	Comments
	Legacy councils	Legacy district plans	Researched by Flow and TPS as part of their reporting.

5.2 Consultation Undertaken

Date	Author	Title	Comments
2012-09	Various	Feedback received to August 2012 draft of the Unitary Plan. Responses also.	Feedback received from Auckland Transport, NZTA, Key Retailers Group, the council's Built Environment Unit and Transport and Strategy Unit,
2013	Auckland Council	Draft Unitary Plan, March 2013	

5.3 Decision-Making

Refer to the general decision making process part of the s32. There has been no specific political decision making on this topic.