Part 9 Transportation

9.1 Transportation Issues

9.1.1 Issues Overview

Because Franklin is a large rural district, transportation links are of key importance in providing for social and economic needs.

Road transport is the predominant means of transportation within Franklin. Franklin's road network links together the main urban centres, rural and coastal settlements, and farming communities, as well as providing links with other districts and regions. It also brings goods, services and visitors into the district and takes away its produce.

Two principal state highways, numbers 1 and 2, pass through Franklin. Because of Franklin's geographical location, all vehicles travelling to and from Auckland on these national routes, and on other routes, have no option but to pass through it.

Franklin's roads are a significant physical resource that needs to be sustainably managed in a way that enables people's social, economic, health, and safety needs to be met. The former Franklin District Council's 2002 Asset Management Plan – Roading identifies that Franklin's roading network consists of 1595 kilometres of roads on which in excess of 400 million vehicle kilometres are travelled each year.

The plan has had regard to the Regional Land Transport Strategies of the former Auckland Regional Council (current operative date November 2005) and the Waikato Regional Council (current operative date 29 November 2006) These documents are reviewed more often than district plans and Council will monitor their provisions in terms of any plan changes that may be needed). Many of the major issues addressed by them are not significant for Franklin. Of most potential significance in terms of any growth strategies and the management of the roading 'asset' are the roading hierarchies which are defined as part of implementing these strategies (see 9.4).

The issues of rail traffic, passenger transport, and cycling are not considered to be significant in Franklin, to the degree that special provision is needed in this plan.

Railway lines are designated for use and this is shown on the plan maps. The Act specifically excludes from consideration noise from trains, unless they are stationary, such as at a station. Therefore people must make their own choices about the location of houses or other activities which may be sensitive to the noise or vibration from train traffic. Similarly, people sensitive to noise from aeroplanes should note that the northern parts of the Awhitu Peninsula are subject to noise from air traffic approaching and leaving Auckland International Airport, Mangere. Again, the possibility of disturbance should be taken into consideration by people looking to reside in these areas.

The issue of passenger transport services by rail and road is very much one for Council to take up at a strategic level in terms of 'making things happen'. The district plan is not the appropriate instrument for influencing the critical investment or commercial decisions that must be made in the passenger transport industry, although it can make provision for land to be used for terminals and can regulate for road design to provide for bus manoeuvres. These supportive measures are achieved through the provisions of the plan, albeit without express mention of 'buses' and 'terminals'. It is noted that

one of the main strategies towards greater use and viability of bus services in ‘metropolitan’ areas is allowing intense residential development along bus routes (corridors). For the foreseeable future, this is not necessary or appropriate for Franklin.

9.2 Roading Issues

9.2.1 Roading Functions

Roads have two principal functions. They provide for:

- the movement of vehicles between destinations; and
- access to land use activities along, or connected to them.

Depending upon the type of road, and the effects of established and ‘allowed’ activities, either the movement or the access function will be more important. Motorways and state highways, for example, must provide for the safe and efficient movement of large volumes of traffic, and can be adversely affected by inappropriate signs, developments, or subdivisions, or inadequate access design. In contrast, local or neighbourhood roads should only provide for access to houses, shops and other activities.

The greater the degree to which the opposing functions of movement and access are quickly interpreted by the road-user (driver) and understood by the wider community, the safer, more efficient and cost-effective the provision and use of roads will be. This result is only achievable through a combination of:

- careful road design (and construction), and
- the ongoing effects-based management of land-use and subdivision activities.

9.2.2 Conflicting Activities

Some land use activities conflict with the function of the roads that they front or rely upon for access. This is particularly so where activities that generate many vehicle movements, and hence rely upon good access, locate along state highways and other important traffic routes. Because of their requirement for access, the activities conflict with the safe and efficient movement of traffic on those roads.

Conflicts have arisen, for example, on state highways 1, 2 and 22 within Franklin’s rural areas. Roadside stalls, food outlets and other such activities have had an adverse effect on traffic movement and safety. These activities locate along the main traffic routes to serve the needs of the travelling public and are often well patronised. For a variety of reasons, they tend not to be in one area, and are more often found to be 'sprawled' along the main roads.

The large number of subdivisions undertaken within Franklin in the past 10-15 years has resulted in a significant increase in vehicle access points, or driveways, onto main rural and urban roads. Again, this has compromised the safe and efficient movement of traffic on those roads. It has the effect of slowing traffic and increasing the frequency and speed of driver decision-making, which in turn can introduce driver-frustration leading to hasty or unsafe manoeuvres. Added to this is the inevitable distraction of signs and other indications of the existence of activities on the sides of roads.

Because of a significantly increasing population in Franklin, many roads are now carrying more traffic than they were designed for. This has increased the conflict between 'movement' and 'access' in urban, rural and coastal areas, and brought ahead the need to upgrade many roads. The financial cost of this is an effect which needs to be carefully managed to ensure that necessary works are done in a timely fashion and are paid for in proportion to the degree of impact that different sectors of the community are having on the roading resource.

Business activities, for example, desire to be in prominent locations and easily accessible. Manukau Road south of Pukekohe is lined with such activities. However, this road is also a major arterial traffic route and traffic movement has been compromised, incrementally by business activity. There are also problems with increasing through-traffic in residential areas. This adversely affects the safety and amenity of residential areas.

In summary, Franklin's roading network is carrying increasingly more traffic. Subdivision and new land use activities are placing greater access pressure on roads that have an important traffic movement function. Many of the activities are incompatible with the predominant function of the road they front.

9.2.3 Energy and Environment

Because Franklin is a large rural district, the use of motor vehicles to commute to and from widely scattered settlements and communities is largely unavoidable, particularly as the district has few public transportation systems.

The widespread and increasing use of vehicles has a high energy cost and produces carbon dioxide and other waste gas discharges potentially harmful to the environment.

This issue is complex and needs to be addressed by central government agencies and regional Councils (which have primary responsibility for "discharges") in addition to the district Council. The global issues of "greenhouse gases" and use of "fossil" fuels are not considered to be issues which a district plan can effectively address or realistically manage. The Council can however influence vehicle use by managing urban growth, the use of rural and coastal land resources, and the effects of activities such as subdivision.

9.2.4 Noise

Traffic on roads is a significant source of noise and vibration in the environment. The greatest potential for an adverse effect relates to the siting of residential buildings. The setting back of new houses from 'main' roads is considered to be an appropriate method for ensuring a healthy living environment, provided properties are generally large enough to allow an effective set back.

Therefore the plan provides that along nominated National or District Arterial Routes or Collector Roads in rural and coastal areas a 20 metre 'front yard' will apply. This set back will in most cases achieve a distance between moving vehicles and houses which will attenuate noise to within the accepted 75 dBA nuisance threshold for residential activities. (Refer to "Acoustic Noise Measurements" by Hassall and Zaveri, June 1988, Bruel and Kjaer.)

Where new roads are proposed, particularly 'arterial' or 'national' routes, the need to address the effects of noise can be built into the design, and avoided or mitigated by such works as earthmounding, walls or fencing. However, a more common occurrence is new houses being built along existing major routes, hence the front yard requirement.

9.2.5 Hazardous Substances transported on Roads

Under the Act there is joint responsibility with the regional Councils for this matter. The issues related to the effects are not easily resolved in terms of putting in place and maintaining effective controls. A

region-wide risk assessment programme and strategy is required addressing factors such as the wide range of hazardous substances that are transported; their varying toxicities, frequency and volume on the roads; the practicalities of designated routes for particular substances or vehicles; the role of existing transport regulations governing these activities, and of emergency services in the case of accidents; and the complex issue of existing use rights pertaining to transportation activities. The Council considers that a great deal more work is required to address the issues comprehensively, starting at the regional level, particularly given that the routes carrying the greatest volumes of 'heavy' traffic are national (state highways) or arterial routes, and most of this traffic is simply passing through Franklin (refer to 9.4). Any strategy would have to apply equally to all adverse effects, no matter what the probability or degree of impact. Even milk tankers, which are common in Franklin, carry potentially hazardous liquids as far as major, accidental spills into sensitive environments are concerned.

Consequently, while the use of land involving certain defined hazardous substances is managed primarily through the Business zone's controls and standards (see Rule 29.7), the matter of their transportation is only addressed indirectly, in that this zone is confined to certain areas, usually along or close to main transport routes. For a Discretionary activity (anywhere in Franklin) the assessment criteria of the plan and the Act allow consideration of a wide range of issues, including the transportation of hazardous substances.

A 'wait and see' approach to the introduction of rules controlling transportation activities will remain at least until such time as the Council can be assured that cost-effective methods for managing hazardous substances transportation are available to it, and that there will not be any duplication of methods or strategies.

9.3 Objectives, Policies and Methods

9.3.1 Objective - Minimise Conflict

To minimise conflict between the movement and access functions of roads and ensure, as far as practicable, that activities are compatible with the predominant function of the roads they front.

Policies:

1. That the district's roads are classified in terms of the relative importance of their movement and access functions and that a road hierarchy be established based on that classification.
2. That the effects of the subdivision, use and development of land are assessed in terms of the road hierarchy to determine and ensure the compatibility of activities with the roads they front or rely upon for access.
3. That activities that would lead to new or extended 'ribbon' development along, and with direct access to, existing or proposed state highways and district arterial roads be avoided through the plan's activity controls and decisions and conditions on resource consents.
4. That activities that generate high volumes of traffic or frequent trips be prevented from establishing in locations where direct access from state highways and district arterial roads is necessary unless the characteristics of, and provision made for, the traffic generated (including crossing and intersection design) are such as to ensure the avoidance of any adverse effects; in the case of state highways and ‘arterials’, the ingress/egress should be designed in accordance with the New Zealand Transport Agency standards or guidelines. (Note: The New Zealand Transport Agency will generally expect that the requirements of Table 9 are satisfied.)
5. That multi-lot subdivisions in rural and coastal areas be required, where practicable, to obtain access from state highways or district arterial roads via a local road or a single common access lot or easement of right of way rather than through separate vehicle access points for each new lot.
6. That all activities provide parking and loading facilities and to have access points (vehicle crossings) which comply with the Council's minimum standards for same.
7. That the plan uses front yards in all zones to assist in minimising conflict between roads and land use activities.

Methods of Implementation of Policies:

1. Refer to Part 9.4.
2. Zones and the status of activities therein have been designed with this policy in mind. Resource consent applications will be assessed in these terms.
3. Self-explanatory (refer to zones and other rules for controls).
4. See the zones. See “Planning for a safe and efficient State Highway Network: A Guideline” by Transit New Zealand, February 1994.
5. Self-explanatory.
6. See zone and subdivision rules and Part 51: PARKING, LOADING AND ACCESS.
7. See the development standards in each zone.

Reasons and Explanation for Objective, Policies and Methods:

Roads are important to the social and economic well-being of the district and therefore there is the need to ensure that the movement and access functions are not compromised.

Anticipated Results:

- As far as possible an efficient roading network.

9.3.2 Objective - Safety

To ensure a safe roading network.

Policies:

1. That all activities be assessed in terms of the roading hierarchy to determine the appropriate standards of vehicle access, driveways and parking and loading areas, and manoeuvring space.
2. That minimum standards be required to be satisfied for the location, design and construction of vehicle access points and road intersections.
3. That all persons and agencies ensure, as far as practicable, that road furniture, signage and vegetation is located, designed and maintained so as not to cause road safety problems, including visual obstruction or distraction.
4. That no activity be permitted to create a situation where glare or light overspill from exterior lighting associated with that activity dazzles, distracts or otherwise impairs driver vision on roads adjacent to the activity.

Methods of Implementation of Policies:

See the assessment criteria and performance standards within each zone relating to individual activities. The New Zealand Transport Agency guidelines quoted under Objective 9.3.1 will also be used as appropriate.

Reasons and Explanation for Objective, Policies and Methods:

The district plan alone cannot ensure a safe roading network as there are many factors outside the plan's scope, not all of which are addressed here. Activities that require access and egress to the roading network are subject to the provisions of the plan and where necessary their effects on the roading network should be considered and appropriate standards required. Where problems of road safety already exist the Council and the New Zealand Transport Agency will have to address these directly, using enforcement action if necessary.

Anticipated Results:

- As far as possible a safe roading network.

9.3.3 Objective - Other Adverse Effects

To ensure that the construction, modification and use of roads do not cause adverse effects.

Policies:

1. The activity status of various types of road works be determined in accordance with the nature and scale of the effects likely to be associated with each type of work.
2. That road works requiring land use consent only proceed following due consideration for avoiding, remedying or mitigating any adverse effects.
3. That for activities requiring land use consents and involving frequent trips and/or significant types or quantities of hazardous substances, consideration be given to the routes intended to be used and the alternative routes available; where a route is not considered to be appropriate

in terms of the potential adverse effects on the environment of any road crash or other possible mishap, consideration will be given to alternative sites for the proposed land use, and to the greater suitability and appropriateness of such sites; any assessment will in particular consider:

- routes containing sensitive land uses such as schools and hospitals;
- ease of access for emergency vehicles both to the site of the activity and any parts of the alternative routes being considered;
- susceptibility of natural resources along the alternative routes to damage or contamination from the particular hazardous substances; and
- the policies of adjoining territorial authorities on these issues.

4. That when roads are stopped, a land use zone and its relevant objectives, policies and rules are applied to that land; where a new road is gazetted, the landuse zone shall be removed from that land and the road shall be subject to the objectives, policies and rules that apply to NETWORK AND OTHER UTILITIES.

Methods of Implementation of Policies:

These policies will apply predominantly to activities that require resource consents. Policy 2 can also be applied to the process of "requiring" (designating) land for new roads. The methods by which this policy might be implemented include:

- constructing permanent or temporary stormwater siltation/detention ponds or such other works as may be required in connection with a Regional discharge consent;
- realigning roads or carriageways to avoid or preserve natural features, and cultural heritage items or areas;
- planting and landscaping;
- earthmounding and fencing (for noise management and amenity purposes);
- the construction of rest areas and scenic viewing facilities;

With regard to Policy 4, an overarching rule applies to all situations where a road is stopped or a new road is gazetted (see Rule 9.6).

For other methods refer to Part 15 (Network and Other Utilities/Activities throughout the District) and the various performance standards of the zones of the plan. See also the environmental impact assessment requirements related to subdividing land.

Reasons and Explanation for Objective, Policies and Methods:

Roads are a significant public resource which should be provided for in the plan. The construction of new roads and significant alterations to existing roads can have significant effects on the environment. These need to be addressed in a similar manner as other activities with similar effects.

When roads have been stopped in the past, the plan maps have been left with a strip of unzoned land. It is important that when roads are stopped a land use zone is applied and that the plan maps accurately reflect the status of gazetted roads as NETWORK AND OTHER UTILITIES. This will ensure a contiguous provision of land use zones across the plan maps and that roads are subjected to the relevant objectives, policies and rules.

There is a need to distinguish between 'minor' and 'major' road works in terms of the likely

significance of their environmental effects. Part 15 of the plan therefore uses rules to create a hierarchy of activity categories and standards to achieve this. In general, only those works which are not ‘minor’ will require resource consents. Performance standards and policies for assessing applications are appropriate methods of implementation.

Anticipated Results:

The effective management of the effects of roading activities throughout the district.

9.4 Roading Hierarchy

Franklin's main roads are classified in terms of the relative importance of their movement and access functions. This classification is done in conjunction with the regional Councils. They are required to prepare Regional Land Transport Strategies for achieving the land transport needs of the region. The roading hierarchy has implications for land use as well as for the capital works funding of improvements to the roading assets of the district.

At the 'top' of the hierarchy are those roads which have as their principal purpose the unrestricted movement of vehicles. Accordingly the access available to properties along the route of such roads is either totally restricted or strictly managed through design. At the other extreme (local roads) the objective is to maximise the ease and safety of access to properties, even to the point where the road is designed (or remodelled) to slow or calm traffic such that the safety of pedestrians or children is paramount. The greater the degree to which these opposing functions are clearly interpreted by the road-user (driver) and understood by the community, the safer and cheaper the use of roads will be. This result is only achievable through a combination of road design and ongoing management of land-use and subdivision activities.

The roading hierarchy for the district is as follows:

NATIONAL ROUTES:

Motorways and principal state highways which form part of a strategically important national network of roads. These are roads which have the highest degree of access control and, where required, standards for access, and for which a high level of user service must be provided at all times. These roads have a significant role in the national economy.

- State Highway 1
- State Highway 2

ARTERIALS:

Roads serving as links of strategic importance between or within regions and between districts. Such roads provide links between the main urban centres and are important for the movement of goods and produce. They may also function as 'local' roads, providing access to land use activities. However, access standards for activities along these roads are determined principally on the basis of the road's strategic function and traffic volumes.

- Buckland Road
- George Street (Buckland Road – Whangarata Road)
- River Road
- Waiuku Road

COLLECTOR ROUTES:

Locally preferred routes between or within areas of population or activity. These roads complement district arterial roads but have property access as a higher priority. In rural and coastal areas they provide links between arterial and local roads.

- Aka Aka Road
- George Street (Dominion Road – Buckland Road)
- Harrisville Road
- Highway 22

- Kaiaua Road
- Koheroa Road
- Lyons Road (SH2 – Paparimu Road)
- Mangatangi Road
- Mercer Ferry Road
- Mile Bush Road
- Onewhero – Tuakau Bridge Road
- Otaua Road
- Paparata Road
- Paparimu Road
- Pokeno Road
- Tuakau Bridge – Port Waikato Road
- Waiuku – Otaua Road
- Whangarata Road

LOCAL ROADS:

All other roads servicing land-use activities, with standards appropriate for their traffic volumes.

9.5 Location of Vehicle Crossings - Table 9: Standards for the Location of Vehicle Crossings

9.5.1

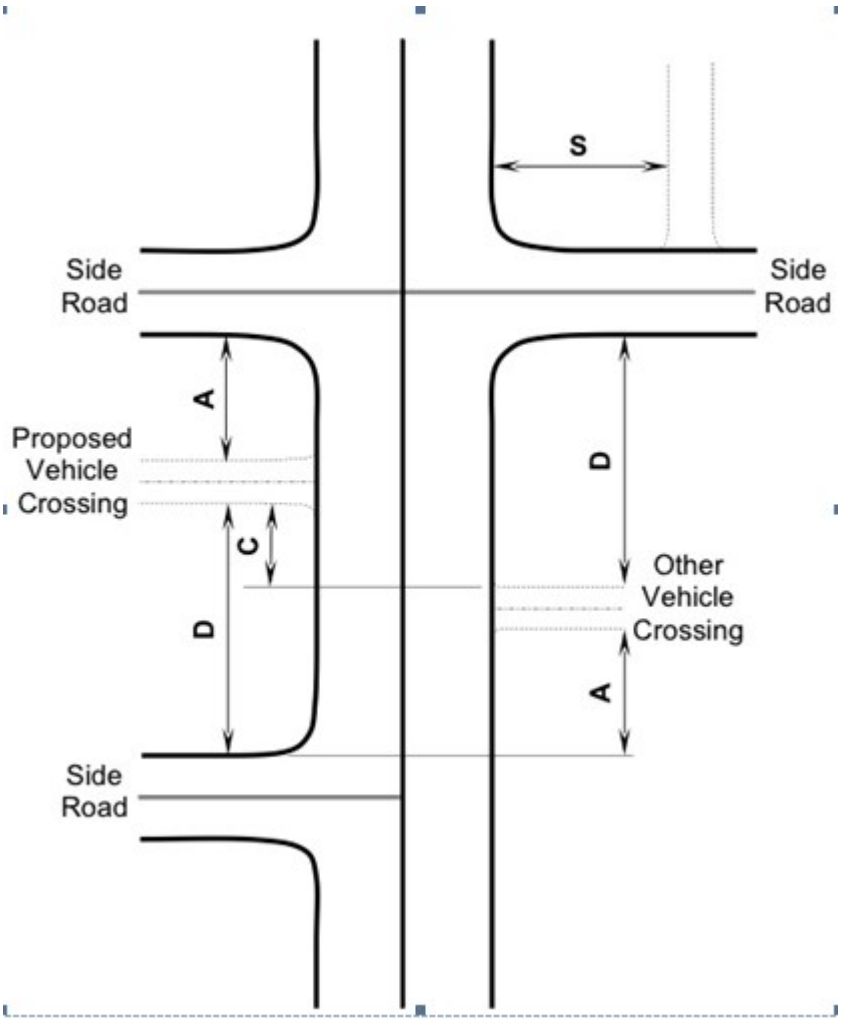
The following standards will be used with respect to vehicular access to arterial and collector roads in the district (refer to Part 9.4). Where any part of 9.5 is not complied with, an application for consent to a Restricted Discretionary Activity is required and Council will assess the activity in terms of the assessment matters that are relevant to the zone.

Table 9.A: Up to 30 Vehicle Movements[1] per Day

SIGN-POSTED SPEED[2] (km/h)	SAFE STOPPING DISTANCE (metres)	MINIMUM DISTANCES THAT CROSSINGS ARE TO BE FROM SIDE ROADS[3] (metres)			MINIMUM DISTANCES BETWEEN CROSSINGS or SIDE ROADS (ie Road Intersections)[7]	
		Approach[4]	Departure[5]	Side Road[4]	Crossings (metres)	Side Roads (metres)
100	210	150	200	30	200	800
80	130	90	120	30	100	800
70	105	60	100	30	40	400
60	80	30	40	20	20	200
50	80	20	20	15	15	150

Table 9.B: More than 30 Vehicle Movements[1] per Day

SIGN-POSTED SPEED [2] (km/h)	SAFE STOPPING DISTANCE (metres)	MINIMUM DISTANCES THAT CROSSINGS ARE TO BE FROM SIDE ROADS [3](metres)			MINIMUM DISTANCES BETWEEN CROSSINGS or SIDE ROADS (ie Road Intersections) [7]	
		Approach[4]	Departure[5]	Approach[4]	Crossings (metres)	Side Roads (metres)
100	210	200	200	60	200	800
80	130	120	120	60	100	800
70	105	100	100	45	40	400
60	80	50	50	30	20	200
50	80	20	30	20	15	150



Notes:

1. Vehicle movements are calculated as follows:

   1 car to and from the site: = 2 movements
   1 truck to/from the site: = 6 movements (car equivalent)
   1 truck and trailer to/from site = 10 movements (car equivalent)

2. 'Signposted' speed is that which is gazetted for a particular stretch of road and which is demarcated at the beginning of that stretch by way of an official sign.
3. Crossings are to be these distances away from side roads, whether those side roads are on the same side as the crossing or not (represented by A and D in the diagram).
4. The 'Approach' distance is measured to the nearest side road 'downstream' (ie on the left side of the road) from the crossing. Again, the nearest side road may be on either side of the road to which the crossing relates (represented by A in the diagram).
5. The 'Departure' distance is a measurement from the crossing back to the nearest side road 'upstream' (on the left side of the road). Again, the nearest side road may be on either side of the road (represented by D in the diagram).
6. This is the minimum distance that a crossing on a side road must be away from a 'main' road' (i.e., the 'main' road that the side road intersects with) (represented by S in the diagram).
7. This is the minimum distance that one private crossing is to be from another private crossing (represented by C in the diagram); or one side road is to be from another side road (intersection to

intersection).

9.5.2

Any new vehicle crossing to be installed on a local road shall be located at least 7 metres from the kerb tangent point at the nearest intersection with another local road.

9.6 New and Stopped Roads

9.6.1 Application of Zone to Stopped Roads

Where a road has been stopped, the adjacent land use zone and its relevant objectives, policies and rules shall be applied to that land.

Where a road is stopped and there are two different land use zones applying to the adjacent land, then both adjacent zones are extended to the centreline and applied accordingly to form the boundary between the two zones.

9.6.2 Removal of Zone from New Road

Where a new road is gazetted, the land use zone shall be removed and the objectives, policies and rules of 15.1 NETWORK AND OTHER UTILITIES AND ESSENTIAL SERVICES shall apply.