CHAPTER 35 ACCESS, PARKING AND LOADING

OVERVIEW

The efficiency and safety levels inherent in the District roading network are, in part, a product of the adjacent land uses. The level of service provided by a road is influenced, in part, by the location and form of access, trip generation rates from activities, and on-street and on-site parking. The speed of traffic on the road is influenced by the road design, site distances, access and intersection location. The Council will manage matters relating to the speed environment at the resource consent stage. The resource consent process will enable consideration of matters which influence the level of service of the road.

A roading hierarchy indicates those roads that may require special treatment and management. Because of the nature of the District roading system, only two levels are identified: State Highways and District Roads. District roads are broken into sub-levels depending on their traffic volumes and purpose. These sub-levels are indicated in Rule 2.8 of the Subdivision Chapter. The primary function of state highways is to provide for a through road function. The safety and efficiency of the state highways is protected by rules in the District Plan (e.g. access, signage). District roads provide for mainly a property access function. Transit New Zealand further protects the safety and efficiency of State highways by authorising the location and design standards of side road intersections and works in the road reserve, including crossing places.

The prime mechanism for managing on-site parking and manoeuvring areas is the Building Code. The Council wishes to augment that code to cover activity that does not involve buildings and where loading is required.

Parking and loading on-site is necessary to preserve a road's level of service and to reduce congestion and thereby maintain the safety, character and pleasantness of the street environment.

The Council will continue to establish service lanes and public carparks to relieve on-street congestion where appropriate.

ISSUE 1	**Transport systems can adversely affect the quality of the environment through increased noise, air quality emissions, loss of visual amenity, privacy and accessibility.**
OBJECTIVE 1	**To provide a safe and efficient transport network within the District while avoiding, remedying or mitigating the adverse effects on the environment.**

POLICIES

1A To provide for the use, maintenance and development of roads while avoiding, remedying or mitigating any adverse effects on the environment.

1B To manage the District's transport network to promote the safety needs of all users, including drivers, cyclists and pedestrians.

1C Practical methods to achieve greater energy conservation and energy efficiency in the transport sector shall be promoted.

EXPLANATION AND REASONS

It is essential for the continued development of the district that access to arterial road networks is maintained or enhanced. The district plan needs to recognise and provide for a transportation system, which is vital to the people of Banks Peninsula and the wider region.

The transport system however can have many and significant impacts on people and the environment. There are direct effects of traffic such as noise, vibration and fumes, and there are also indirect effects such as a reduction in the amount of land available for alternative uses, loss of privacy, increased congestion, and accident damage and injury. The Council has limited ability to control some of these factors, but it can impose standards for works associated with roading, and can require landscaping of roading improvements.

There is limited opportunity for decreasing the reliance on private motor vehicles in this district since population densities are low, and to a large degree public transport within the district is not viable. Efficiency gains are more likely to be made through other ways such as providing information for vehicle owners as to how vehicles can be run more efficiently, and by promoting or facilitating the use of telecommunications as an alternative to transportation. Increasing vehicle efficiency and decreasing the use of vehicles will help to avoid adverse environmental effects such as air pollution and will help to conserve the steadily dwindling sources of fossil fuels.

ISSUE 2	**The need to promote a transport network, including access, parking and loading, that is safe and efficient, for the benefit of people and the community and to enhance the social and economic wellbeing of the District.**
OBJECTIVE 2	**To ensure that the transport network, including vehicle access, and vehicle parking and loading areas, is designed and located to an acceptable standard for public safety and allows for the efficient movement of traffic.**

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POLICIES (Updated: 2 July 2011)

2A A road hierarchy shall be maintained and protected to enable the District to function with minimal conflict between activities, traffic, and people.

2B Ensure that the number, location, design and gradient of vehicle accesses and vehicle crossings are compatible with road capacity and function, including the State Highways, in order to promote both vehicle and pedestrian safety.

2C Ensure the provision of off-street parking and loading areas, based on potential parking demand, in order to promote vehicle, cyclist and pedestrian safety and to promote the efficient functioning of the roads, including State Highways. In certain circumstances consideration will be given to reduced parking levels or alternative means of parking provision, including a financial contribution in lieu of providing car parking spaces.

2D To promote integrated development planning, including traffic management, for areas and communities within the District where development and land use change is occurring.

EXPLANATION AND REASONS (Updated: 2 July 2011)

The Plan seeks to ensure that there is integration between development and land use and the transport network to ensure that problems associated with congestion, manoeuvring, access, parking and loading do not occur.

Provision needs to be made for off-street parking and loading facilities to avoid the need to carry out these manoeuvres on the street. The efficiency and safety of roads may be adversely affected by vehicles parking or loading/unloading goods off site particularly on roads where vehicle speeds and volumes are greatest. In some circumstance consideration will be given to reduced or alternative parking provision, including the use of cash in lieu of car parking spaces as financial contribution, particularly where sites are constrained in some way, joint provision of spaces is acceptable or where the activity involves a change to the use of a protected or notable building where compliance with parking provision is not possible or would adversely affect the historic character of a building or the surrounding area.

Vehicle access ways need to be positioned away from intersections to avoid unnecessary distractions for drivers in areas where a visually confusing environment complicates decision making. The size, number and gradient of accesses also need to be controlled to allow ease of vehicle access and upgrading of roads while maintaining the roads capacity and function and also protecting other road users and pedestrians from unpredictable manoeuvres.

ISSUE 3	**The safe and efficient operation of key transportation corridors and strategic transportation infrastructure can be compromised by inappropriate development.**
OBJECTIVE 3	**To protect key transportation corridors and strategic transportation infrastructure from the effects of landuse and development that may compromise their strategic function, safety and efficiency.**

POLICIES

3A To provide for the safe and efficient use of key transport corridors (including road and rail) and strategic transport infrastructure and protect them from the establishment or expansion of incompatible adjacent landuse activities that could adversely affect their primary function.

3B To recognise and protect the primary function of State Highway 74 to provide the road transport access route to the Port of Lyttelton while recognising that Norwich Quay also serves Lyttelton township and must be managed appropriately.

3C To require a standard and level of access onto the State Highways that avoids ribbon development, promotes road user safety and provides for the on-site parking, loading and manoeuvring of vehicle traffic generated by new activities or redevelopment of existing facilities.

3D In order to maintain a safe and efficient State Highway network, the provision of internal roading networks and the rationalisation of access onto the State Highway for development or redevelopment initiatives will, where practicable and reasonable, be promoted within the District.

EXPLANATION AND REASONS

In terms of transportation into and out of the District, high quality transport links are needed, particularly to Lyttelton Port. This requires an efficient, safe network appropriate to the types of vehicles and trains, which will be using the links. It is essential to maintain and further develop links that are both efficient and safe so as to support the viable operation of transport links for people and goods.

Given that rail and arterial road links are busy, it is important that new sensitive landuse activities do not encroach on these key transport corridors. Lyttelton Port is a vital sea link to the district, region and New Zealand, and for that reason is an important part of the strategic transportation infrastructure. It is important that it continues to provide an efficient and effective service through the protection of associated rail and arterial road corridors. Protection of the Port is further addressed through the Lyttelton Port Recovery Plan.

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In order to maintain an efficient and safe State Highway network, it is recognised that developments or redevelopments with access onto a Highway will, where practicable and reasonable, need to rationalise any access points through internal roading networks or, where available, use alternative access onto the local roads.

METHODS TO ACHIEVE OBJECTIVES AND POLICIES

- District Plan rules for access, loading, parking and manoeuvring.
- Liaison with road controlling authorities or individual about works and planning programs.
- Liaison with developers to co-ordinate proposals and to explore alternative means of providing for servicing.
- Implementation of the Akaroa Waterfront and Traffic Management Plan.
- Council will give consideration to ways of promoting or facilitating increased use of telecommunications in place of the need for transportation.
- Provision of information to vehicle owners as to how vehicles can be run more efficiently.

RULES

1. Permitted Activities

Permitted activities are identified in the Zone rules. These and the following activities are permitted where they meet the conditions set out in Rule 2 (below):

a) Any activity carried out on a road (as defined by the Local Government Act 1974) is permitted where it involves the exercise of public's right of passage.

b) Works on a road are a permitted activity, and the earthworks rules in the underlying Zones shall not apply. It should be noted that the road controlling authority requires any person undertaking works to seek authorisation from the authority.

2. Conditions for Permitted Activities

The following standards shall be met by all permitted activities and shall be used as a guide for all other activities, except that these standards do not apply in the Lyttelton Port Zone. Any permitted activity which fails to comply with any of these standards shall be deemed to be a discretionary activity.

2.1 Access to State Highways and District Roads

The creation of a new property access, or the change in character, intensity and scale of the use of an existing access is a permitted activity provided the following conditions are met:

- The traffic generated by the property activity is less than 60 equivalent car movements per day for access to a State Highway, or 100 equivalent car movements per day for access to a district road.
- Compliance with Table 1 regarding sight distances, clearance from intersections and minimum access spacing. This table is to be read in conjunction with Appendix XIV.
- For access to State Highways, construction of vehicle access (crossing design and/or localised road widening) is provided in accordance with either Diagram C or D in Appendix XIV, as determined by the vehicle generation thresholds (a) and (b) in Table 2.
- For access to State Highways, no alternative legal access is available to another road.
- All properties with legal access to a State Highway shall provide for all parking and manoeuvring on-site.

Table 1: Property Access Performance Criteria

Posted (Legal) Speed Limit (km/h)	Minimum Sight Distances (m)[1]	Location of Property Access Relative to Intersection – see Diagram B (Appendix XIV)						Minimum Spacing Between Adjacent Property Accesses (on same or opposite frontages) Distance N (m) see Diagram B
		Minimum Distance K (m)		Minimum Distance L (m)		Minimum Side Road Distance M (m)		
		Vehicle Generation Thresholds (ecm/d) (ecm/d = equivalent car movements per day)[2]						
		(a)	(b)	(a)	(b)	(a)	(b)	
50	85	15	20	20	30	15	20	7.5 or 15[3]
60	115	30	50	40	50	20	30	20
70	140	60	100	100	100	30	45	40
80	170	90	120	120	120	30	60	100
100	250	150	200	200	200	30	60	200

Notes:

[1] Sight distance to and from an access to enable safe vehicle turning manoeuvres. Refer to Diagram A (Appendix XIV) for method to determine sight distance at a property access.

[2] Equivalent car movement is defined as follows:
- 1 car to and from the property = 2 equivalent car movements.
- 1 truck to and from the property = 6 equivalent car movements.
- 1 truck and trailer to and from the property = 10 equivalent car movements.

Provided that a single residential dwelling is deemed to generate 8 car equivalent movements per day (ecm/d).

[3] 7.5m for residential, 15m for all other land uses.

[4] Vehicle generation thresholds are determined in accordance with the roading hierarchy for the District, and refer to the equivalent car movements as set out below in Table 2.

Table 2: Vehicle Generation Thresholds

Roading Hierarchy	(a)	(b)
State Highways	Up to 30 ecm/d	30 – 60 ecm/d
District Roads	Up to 50 ecm/d	50 – 100 ecm/d

The construction of the access shall be in accordance with either diagram C or D in Appendix XIV, as determined by the vehicle generation thresholds, a) or b), set out in the table above. Vehicle generation thresholds are determined in accordance with the roading hierarchy for the District, and refer to the equivalent car movements per day, as set out below.

2.2 Access to Rural Roads for Activities (Rural, Rural-Residential and Akaroa Hill Slopes Zones)

All new rural entrances on District roads shall be constructed in accordance with diagrams C and D in Appendix XIV. The entrances must be designed so that heavy vehicles can enter and leave the property in a safe and convenient manner without damaging the edge of seal.

Where a building consent is issued for a building on any site that does not already have a satisfactory entrance, the owner will be required to construct an entrance to the current Council standard.

The Council may require the upgrading of existing roads necessary to serve any controlled, discretionary or non-complying activities.

2.3 Access to Urban Roads for Activities (Residential, Residential Conservation, Papakaianga, Small Settlement, Boat Harbour, Industrial and Town Centre Zones)

One vehicle crossing per site. Any further crossings will be assessed as a discretionary activity.

All work on crossings within the road boundaries shall be done at the expense of the owner of the property serviced by the crossing. In respect of any premises requiring a crossing, the charge will be the cost of construction of the crossing as determined annually.

Subdividers shall normally be required to provide only those crossings where the location is fixed at the time of subdivision, such as private ways. In all other cases, the crossings shall be constructed at the time of building in accordance with Council standards.

2.4 Loading Path and Space Dimensions

Activities requiring loading facilities or servicing from heavy vehicles shall comply with the percentile designs for two axled trucks (see Appendix XIV) or a greater dimension of design where articulated vehicles or trucks and trailers are to be used.

2.5 On-Site Parking and Loading

Every person who proposes to establish an activity on any site or who changes the use of any land or building, shall provide suitable areas for the parking of vehicles and loading as required below, unless specified elsewhere in the rules of the Plan:

Table 3: Parking Space Requirements

Activity	Parking Spaces Required
Health Care Facilities	1 per 50m^2 gross floor area
Industry	1 per 50m^2 gross floor area 1 loading space per 200m^2 of gross floor area
Offices	1 per 50m^2 gross floor area
Places of Assembly - Activities within buildings - Activities outside buildings	 1 per 30m^2 gross floor area 15 per hectare gross land area
Retail Premises	1 per 30m^2 gross floor area 1 loading space per 200m^2 gross floor area
Service Stations	1 per 50m^2 gross floor area Loading area on site for an articulated fuel tanker clear of access/egress aisles
Visitor Facilities - Restaurants - Taverns	 1 per 30m^2 gross floor area 1 per 10m^2 gross floor area
Visitor Accommodation - Accommodation (excluding hotels and backpackers) - Hotels - Backpacker hostels	 1 for every accommodation unit, plus 1 staff park for every 10 units. 1 for every four bedrooms, plus 1 staff park for every 20 bedrooms. 1 for every five beds.
Residential (Papakaianga, Rural-Residential, Small Settlement, Residential, Residential Conservation (Akaroa) and Town Centre Zones	2 per dwelling, minimum dimensions: width 3 metres, depth 5.5 metres
Residential Conservation Zone, Lyttelton	1 per dwelling, minimum dimensions: width 3 metres, depth 5.5 metres

Activity	Parking Spaces Required
Residential (Town Centre)	2 parking spaces which may be stacked. Parking spaces shall have the minimum internal dimensions: width 3 metres, depth 5.5 metres
Small Settlement Zone (Takamatua CDA area only)	4 parking spaces per dwelling, minimum dimensions: width 3m, depth 5.5m

2.6 Exclusion of Land for Service Lane or Road

All parking and loading spaces and manoeuvring areas shall be provided on-site but not on land required for a service lane or any road.

2.7 Location of Parking and Loading Areas

The provision for parking and loading in respect of any site shall not be on:

- part of any manoeuvring area or access lane or road.
- any screening area required by this Plan; or
- any solid waste storage area required by this Plan,

provided that in the Town Centre Zone manoeuvring may be on service lanes where land for a service lane is provided by the applicant.

Parking spaces shall not occupy loading spaces or loading spaces occupy parking spaces.

Parking and loading spaces are to be either visible from the public road or clearly signposted at the road frontage.

2.8 Formation of Parking and Loading Areas

Parking and loading areas shall be formed and paved with an all weather surface so as not to create a dust nuisance for adjoining properties.

3. Restricted Discretionary Activities

3.1 Variation to the Access Provisions Provided

Creation of a new property access, or the change in character, intensity and scale of the use of an existing access which does not meet the conditions required for Rule 2.1 above is a restricted discretionary activity in regard to access considerations alone.

3.2 Resource Consent Conditions

If granting a resource consent, the Council shall restrict the exercise of its discretion to conditions on the following:

- The location of vehicle entry and exit from the site.
- Design of the crossing.
- Design and size of parking and queuing spaces on site.

4. Discretionary Activities (Updated: 2 July 2011)

4.1 Variation to the Number of Parking Spaces Provided

An application must be made for consent as a discretionary activity to reduce the number of parking spaces required by Rule 2.5 above. The Council shall consider the following alternative means of parking and loading:

- Joint Provision of Parking and Loading for Several Activities
  - ú Where several activities are established on any one site or on several sites in any area the Council may permit the developers of such activities to provide joint off-street parking and loading areas for their common use. The number of parking spaces required shall be the sum of the requirements for each activity.
  - ú Where it can be shown that the parking or loading demand of one or more of the activities occurs at a different time from that of the remaining activities, the Council may allow a reduction in respect of the parking or loading requirement for one or more of the activities.
  - ú The Council may allow a developer to enter into an agreement to use an existing parking or loading area as a joint area where the demand for parking or loading of vehicles occurs at a different time from that of the existing activities or where the Council considers there is sufficient capacity to accommodate the additional vehicles.
  - ú In every case the Council shall require written documentation of the agreement or arrangement entered into.
  - ú The Council reserves the right to re-impose the individual requirements should circumstances change with respect to a consent granted to any developer, owner or occupier to use any joint parking or loading area.
- Cash in Lieu
  - ú The Council may accept a financial contribution in lieu of car parking spaces and the monies received shall equate to the cost of the land nearby and formation of a carpark for the spaces not provided on-site. A financial contribution for parking shall only be received where the Council owns or has land in the vicinity of the subject site which is identified as suitable for public car parking.
  - ú An account shall be kept at the Council's offices of the number of spaces funded by developments in the vicinity of the identified public carpark. This information must be referred to prior to the Council accepting a financial contribution.
- On-Street Parking
  - ú Where on-site parking is required but the Council considers it is not reasonable or practicable, now or in the future, to make such provision, the Council may approve on-street parking facilities as close to the site as is reasonable and practicable.
  - ú The Council may require a set back of the footpath to accommodate on-street parking and may require the full cost to be borne by the applicant.

- Additional Land Areas
  - ú The Council may approve parking on suitable land sufficiently close to the subject site. The Council shall require legal evidence of the parking site being tied to the activity.

4.2 Protected and Notable Buildings

The Council may consider waiving, in whole or in part, the parking requirements for any activity which is established within a Protected or Notable Building identified in Appendices IV and V where it can be demonstrated that the occupation of the building by the activity will facilitate the objectives and policies in Chapter 14 of the Plan.

5. Non-Complying Activities

Any permitted activity which does not comply with the conditions for permitted activities and is not otherwise specified as a restricted discretionary or discretionary activity is a non-complying activity.

REFERENCE TO THE BUILDING CODE

Vehicle manoeuvring distances, parking dimensions, queuing spaces and circulation rates and pedestrian access are controlled by the Building Code. It should be noted that the 1993 Building Code "Acceptable Solutions" or its successor must be complied with at the building stage.

Parking and Access for Disabled Persons are to be provided in accordance with the Building Code.

REFERENCE TO TRANSIT NEW ZEALAND'S FUNCTIONS

Transit New Zealand retains control of the design and construction standards of crossing places and road intersections with State highways.

ASSESSMENT OF APPLICATIONS

6. Restricted Discretionary Activities

Applications for restricted discretionary activities shall be assessed against the following criteria:

- Whether the crossing is sufficiently remote from an intersection having regard to traffic volumes on the roads, the 85th percentile of vehicles on the

roads, and any other factors that will prevent congestion and confusion between vehicles turning at the crossing or the intersection.
- Whether there is a need to separate entry and exit in order to reduce potential traffic confusion and congestion.
- Whether there is adequate queuing and parking space on site so that vehicles do not queue over vehicle crossings.
- The design of the crossing in relation to pedestrian and cyclist safety.
- Any cumulative effects of extra access points on the function of the frontage road(s) in terms of its position in the roading hierarchy.
- Whether the speed environment of the road, as determined by the 85th percentile speed data, is such that the sight distance standards in the Plan can be safely reduced.

7. Discretionary Activities

Applications for discretionary activities will be assessed against the following:

- The relevant objectives and policies of this chapter.
- Any other objectives and policies of the Plan which are relevant to consideration of the application.
- Any relevant criteria set out in Chapter 30 (Resource Consent Procedures).
- In addition, the conditions for permitted activities and standards for controlled activities will be used as a guide.

ANTICIPATED ENVIRONMENTAL RESULTS

The following environmental results are anticipated from the implementation of the objectives and policies relating to transport, parking, access and loading:

- Improved safety in the transportation network.
- Improved access and safety for pedestrians.
- Parking and loading facilities provided in a way that minimises the impact of vehicles accessing those activities and on the safety and efficiency of the adjacent road network.
- Safe and efficient operation of key transportation corridors and strategic transport infrastructure.