

Introduction

Section 5.2 discusses Transit's approach to assessing development proposals. Table 5.2/2 in Section 5.2.3.4 lists a number of specific assessment criteria.

This Appendix contains:

- additional detail on each of the assessment criteria in that table; and
- a list of model responses to development proposals and standard conditions that Transit may advocate in respect of resource consents.

App5A.1

Detailed assessment criteria

Level, pattern and type of traffic generated by the development Transit will consider the traffic likely to be generated the development proposal. This will include an assessment of equivalent car movements per day (ecm/d), measured as an average over a year. However, if there is a daily, weekly, weekend and public holiday, seasonal or other peak, the maximum number of vehicles per hour will also be considered. Transit will need to know the directions of flow, the distribution of traffic and the likely impact on state highways and the wider road network. Transit will also assess the type of traffic and in particular the relative proportions of slow moving or heavy traffic, cyclists, pedestrians and passenger transport vehicles.

Current and projected levels of traffic and congestion on the state highway, intersections and approach roads The current and future predicted levels of traffic and congestion on the state highway and surrounding network will be a key consideration in assessing the impact of a development proposal.

Current levels of traffic will be assessed both as an annual daily average and as an hourly flow at peak times. However, it is important for Transit also to consider predicted traffic levels in future – generally 10 years. In doing so Transit will consider general rates of traffic growth, but will also make an assessment of the specific impact of traffic likely to be generated by other new development in the area that is permitted by the relevant RMA plans, or already has resource consent.

Congestion can be measured in a variety of ways – the level of service, the average vehicle speed (compared to free flowing conditions), or the percentage of time vehicles are delayed. Level of service is the most widely used measure and will normally be used by Transit when considering development proposals. Where available, Transit will supply levels of service data, in relation to a proposed development site, if requested.

In predicting likely congestion levels in the future, Transit will take into account predicted traffic growth and planned improvements to the state highway that are likely to occur, again generally within a 10-year period. Transit will also assess traffic and congestion levels on intersections and local road approaches to the intersections. Congestion is usually a system-wide issue - congestion on one part of the network often leads to transfer of traffic to another part of the transport system.

Safety record

The crash history of the state highway and the likely effect of the new development on road safety, will generally also be a key consideration. Road safety can decrease with increased traffic volumes, as a consequence of side friction and/or because there are fewer safe opportunities for passing and overtaking.

Transit will also consider any other safety effects of development proposals such as adverse effects of lighting on road users.

Cumulative effects and any precedent potentially set by the development

A proposed development may, in combination with the adverse effects of other development in the vicinity, have cumulative adverse effects on the state highway network.

The fact that a number of developments may incrementally create significant adverse effects on the state highway network underlines the importance of strategic land use planning, e.g. structure plans. Where development in an area has not been strategically planned for and a proposed development is likely to be the "straw that breaks the camels back", e.g. is likely to be the development which tips the level of service/safety of a stretch of state highway from being acceptable to unacceptable, Transit may be in a position where it needs to oppose consent being granted for the development at all.

However, Transit is open to entering into negotiations with developers/consent authorities to seek ways for the necessary state highway improvements or traffic management measures to accommodate the proposed development to be undertaken and funded.

The granting of a resource consent is not a precedent in the strict sense, because the fact that a resource consent has been granted for a certain type of development in an area does not mean that the consent authority is required to grant consent for other similar developments in that area. However, the granting of a consent may have an influence on how other applications are dealt with. Transit will bear this in mind when assessing development proposals.

Reverse sensitivity

Transit is committed to taking a proactive approach to reverse sensitivity effects. Transit will seek to avoid, remedy or mitigate such effects arising from new development near state highways through the RMA process. Transit's policy and guidance on this is provided in section 5.2 and Appendix 5D.

Physical effects

Developments can cause physical effects on a state highway, e.g. a lack of stormwater treatment and containment can cause localised flooding of the state highway, or a development can give rise to an increase in the need for the road corridor to be used by other utilities.

Transit's Environmental Plan set out Transit's approach to many such physical effects.

Community severance

Transit will consider any potential for community severance to be created or exacerbated as a result of new development. Location of new development on one side of a state highway, separated from essential services such as schools, shops and jobs on the other, is likely to create community severance, additional travel demand and possibly a need for additional safe access across the state highway for cyclists and pedestrians. Generally these types of situations should be avoided.

However, if in the circumstances it may be appropriate for a proposed development to proceed despite the fact that it creates or exacerbates community severance, Transit may seek developer contributions towards the provision of facilities such as overbridges, or improved at-grade crossing points to help avoid, remedy or mitigate any adverse effects of the development.

Whether the state highway is a motorway, expressway, bypass, Limited Access Road or has more than two lanes.

The status of a road as a motorway, or Limited Access Road (LAR) or whether it is managed as an expressway or performs the functions of a bypass, will generally be important in relation to Transit's assessment of proposed development, particularly development proposals that seek direct access to and/or from a state highway or access via a new state highway intersection.

Access to and from motorways is legally restricted to access to and from a road or other accessway specifically authorised by Transit. Transit is not under any obligation to provide access as a consequence of land being subdivided after the construction of a motorway.

Expressways are also managed with restrictive access policies. Many bypasses are also expressways and Transit will generally seek to protect bypasses from direct access and from development proposed along the bypass that has not been properly planned for.

A significant proportion of state highways have been declared LARs and no access to such road can take place except via a crossing place authorised by Transit. LAR status does not necessarily mean that Transit will refuse to authorise a crossing place for a proposed development. However it signals Transit's intention to carefully manage the number of accesses on such roads and to require access via a local road where one is available. Refer section 5.2.4.7 for further information on Transit's use of LARs.

Potential adverse effects of new accessways on future plans to add lanes or otherwise upgrade the state highway Transit's policy on network development, set out in section 3.4, describes the approach Transit takes to prioritising investment in four-laning, 2+1 lanes, passing lanes and slow vehicle bays. These measures are provided to increase capacity on congested highways, improve operational efficiency and/or provide safety benefits. The NSHS and regional passing and overtaking plans produced by Transit will identify where projects to improve the state highway will be considered within the next 25-30 years and the SHF provides details of the proposed programme for the next 10 years. Similarly Transit may have planned other treatments to improve road safety, such as the installation of median barriers or other turning or centreline restrictions.

Potential adverse effects of new accessways on future plans to add lanes or otherwise upgrade the state highway (continued) Where there is an intention to upgrade/treat a section of state highway in this way (particularly where the upgrade/treatment proposal has been identified in the NSHS and/or the SHF), direct access from new development, including changes to and intensification of established uses, onto the state highway may complicate or compromise the engineering treatments required for such works. The presence of accessways may also significantly increase the costs involved in such an upgrade. Under these circumstances, Transit will generally seek:

- the provision of alternative access solutions via existing or new local roads; or
- relocation of accessways to less sensitive locations on the state highway; and/or
- design of accessways to ensure safety now and in the future.

Where Transit intends to install median barriers or other turning or centreline restrictions this may lead to long detours to the nearest intersection for right turning movements from proposed new developments.

Whether alternative access via an existing or new local road is practicable, either now or in the foreseeable future

Transit has a preference for new development to access the state highway indirectly, via existing or new local roads and an existing intersection (which may need to be moved or upgraded). Transit will advocate for the construction of any new local roads that are required to achieve this, particularly in areas where incremental development is likely to cause cumulative effects. On *national* state highways in *peri-urban* areas, Transit will have a presumption against direct access to the state highway.

Where it is not necessary for such local roads to be provided immediately, Transit will look for plan rules, consent conditions, contractual agreements and development layouts that safeguard the proposed future route of the local road network and the potential for access onto it from individual developments.

Where new state highway accessways or intersections cannot be avoided, Transit will look at limiting the numbers of accessways and intersections serving developers' properties and in the wider area and may seek closure of some existing accessways.

Where development of a site and associated mitigation measures will enable indirect access to a state highway, Transit may seek for any existing direct accessways from that site to the state highway to be closed or for the use of such existing direct accessways to be limited.

Whether alternative access via an existing or new local road is practicable, either now or in the foreseeable future (continued)

Where the location of the development is in an *urban* or *peri-urban* area, Transit will advocate for the use of an urban design standard for new local roads (such as New Zealand Standard NZS 4404:2004), rather than a rural one. This will help to ensure that space for a footpath and cycleway is provided and therefore that the new development is more easily accessible by pedestrians and cyclists. It will also help to provide the right conditions for access by bus into the new development.

Suggested objectives, policies and rules in respect of state highway accessways for inclusion in regional policy statements and regional and district plans are included in Appendix 4A.

Accessway safety standards and guidelines Where Transit determines that a new accessway with a state highway is appropriate in the circumstances, Transit will consider the geometric design and safety of the proposed accessway, which generally will be required to comply with the safety standards and guidelines set out in Appendix 5B. Where appropriate Transit will seek design changes to development proposals to allow these standards and guidelines to be met.

Where an accessway cannot be designed to meet these standards and appropriate alternative safety treatments cannot be undertaken, Transit will generally object to the proposal. Where the state highway is a LAR, Transit will also seek to prevent such an accessway using its LAR powers under the TNZA.

Appendix 4B provides suggested objectives, policies and rules for accessway safety for inclusion in district plans and (where appropriate) in regional plans.

Indirect access via a local road intersection Where a proposed development will access a state highway indirectly, via a local road, Transit will consider the impact of the additional traffic generated on the state highway and any consequent need for upgrading of the local road/state highway intersection. The intersection standards that Transit will apply are contained within the relevant Austroads guides, which are listed in the draft SHGDM. In doing so Transit will follow the policy and approach to cost sharing set out in section 5.3.

App5A.2 Responding to development proposals

General approach

Transit's preferred approach to the avoidance, remedying and mitigation of adverse impacts on the state highway network from a proposed development is, through negotiation, to achieve alterations to the proposal prior to the applicant seeking Transit's approval.

Where this cannot be achieved, Transit will advocate for conditions of consent if the development is approved by the local authority.

This part of Appendix 5A is split into two parts. The first part is model responses to development proposals at the pre-lodgement stage and when developers are seeking Transit's input or written approval. These responses are more informal while retaining certainty. The second part contains suggested resource consent conditions, for use by Transit in formal responses to local authorities and for use by local authorities. The suggested resource consent conditions are more formal, enforceable and certain.

Model land use development responses

Location of a crossing place

- 1. Access to every lot of the subdivision is to be taken from the local road network and no access be obtained directly from a state highway.
- 2. Amalgamate existing accessways numbered YYY and ZZZ into one accessway located at LLL.
- 3. That the distance between the site access and the state highway intersection be no less than XXm.
- 4. That new s91 Transit New Zealand Act notices being sought and obtained.

Closure of an existing accessway

- 1. Accessways YYY and ZZZ shall be physically and permanently closed by removing culverts (if any) and all access formation, reinstating the fence line and re-grassing the road reserve.
- 2. Any unauthorised accessways shall be physically and permanently closed by removing culverts (if any) and all access formation, reinstating the fence line and re-grassing the road reserve.
- 3. Accessways YYY and ZZZ shall be physically and permanently closed by reinstating the highway berm and the construction of an earth bund to prevent the accesses from being re-established.
- 4. That right of way A shall be physically and permanently closed by removing culverts (if any) and all accessway formation, reinstating the fence line and re-grassing the road reserve and that the right of way be relinquished.

Accessway standard

- 1. That accessway YYY be upgraded to Transit New Zealand Planning Policy Manual 2007 Diagram C/D/E standard.
- 2. The new accessway at YYY be constructed to a Transit New Zealand Planning Policy Manual 2007 Diagram C/D/E standard.
- 3. That accessway YYY be upgraded to Transit New Zealand Planning Policy Manual 2007 Diagram C/D/E 15m radii heavy use standard.
- 4. The new accessway at YYY shall be constructed to comply with the required standard in the YYY District Plan.
- 5. The accessway shall be constructed to the standards of a side road.
- 6. The highway shall be to be widened on the accessway side of the highway, as detailed on plan YYY.
- 7. A right turn bay and associated seal widening to allow for the separation of right turning and south bound traffic shall be installed, as detailed on plan YYY.
- 8. The intersection is to have minor seal widening to assist decelerating vehicles turning left into YYY Road.
- 9. The site shall be formed, sealed and marked so that internal access and manoeuvrability is provided to ensure that vehicles do not reverse onto the state highway.
- 10. The accessway shall be sealed to the property boundary.

Drainage

- 1. A culvert shall be installed to the specifications provided by Transit
- 2. Traversable culvert ends are to be installed.
- 3. The entrance shall be contoured to prevent water shed onto the state highway.
- 4. Kerb and channel in accordance with YYY District Council standard ZZZ to collect stormwater shall be installed along the frontage of the site.

Visibility

- 1. Benching work and/or vegetation removal shall be undertaken to the west and east of accessway ZZZ to achieve continuous uninterrupted sight distance of YY metres in accordance with Transit New Zealand Policy Planning Manual 2007 Diagram A. Any vegetation shall be maintained to preserve this sight distance in perpetuity.
- 2. Vegetation to the south of accessway ZZZ is trimmed and maintained to ensure a minimum sight distance of YYY metres is achieved.

Building setback/clear zone

- 1. Any new habitable dwelling is set back at least YYY metres from the state highway boundary.
- 2. Any building or structure on the site shall be set back at least YYY metres from the state highway boundary.
- 3. Any vegetation planted within YYY metres from the state highway boundary shall be frangible so as to not create a safety hazard.

Segregation strip

1. A segregation strip of 0.05 metres width shall be provided along the frontages of all lots adjoining the state highway and YYY Road and shall be transferred to the Crown for the purpose of "the functioning indirectly of a road (Segregation Strip)"

Vesting

1. Proposed Lot VVV shall be transferred to the Crown for the purpose of "State highway."

Signage

- 1. The structure of any signage located within XXXm of the state highway boundary shall be designed and constructed in accordance with Land Transport New Zealand Road Traffic Standard 7: Advertising signs and road safety: design and location guidelines (RTS7) (or any updated standard that covers the same subject matter) and AS/NZS 1170 (structural integrity of signs) or Road Safety Manufacturers' Association Compliance Standard for Traffic Signs (or any updated standards that cover the same subject matter).
- 2. That vegetation on the site be maintained so that sight distances to the sign are maintained to be at least YYYm in both directions.

Dust

- 1. The parking areas nearest to the state highway shall be sealed in order to reduce dust.
- 2. All construction vehicles leaving the site shall first be washed down and inspected to prevent the tracking of mud and debris onto the state highway from the site.

Glare

- 1. An earth bund with frangible plantings between YYY and ZZZ shall be installed and maintained so that it minimises headlight glare for state highway traffic.
- 2. That landscaping be installed and maintained between the state highway and the parking area to ensure that the headlights of vehicles in the carpark are not visible from the state highway.

Miscellaneous

- 1. That no further sales to the public are undertaken from the site.
- 2. A review condition be volunteered by the applicant as a condition of consent to enable the council to request additional parking to be provided on site in the event that it is required based on demand.

All

- 1. That section 51 Transit New Zealand Act 1989 approval to undertake works within the state highway road reserve is obtained from ZZZ prior to works commencing.
- 2. This agreement is to be registered as an encumbrance on the certificates of title.

Advice notes

- 1. Future state highway upgrades that may compromise access:
 - where it is possible that a solid median barrier may be constructed.
 - passing lanes
- 2. That Transit notes future subdivision or more intensive land use will not be supported.
- 3. That Transit does not encourage or condone other complementary activities to locate in this area from the main urban area.

Suggested land use/subdivision and designation development conditions

Many resource consent applications and notices of requirement for designations that Transit comments on will require the imposition of appropriate conditions to address transportation issues that may affect the state highway network. The following section provides guidance as to appropriate conditions to address such issues.

Location of vehicle accessways

- 1. Vehicle access to any new lot shall be to and from the local road network and shall not be directly to or from a state highway.
- 2. The existing vehicle accessway(s) identified as "X" and "Y" on [insert details of plan] which is attached to and forms part of this [consent/designation] are to be closed prior to [insert timeframe in which the accesses are to be closed] and a new accessway is to be constructed at the location identified as "LLL" on the attached plan prior to [insert details of the timeframe in which this is to be done].
- 3. The distance between any part of a vehicle accessway to a site and any state highway intersection must be no less than XX metres. [need to say how this is measured; i.e. Distances shall be measured along the boundary parallel to the centre line of the roadway from the kerb line, or formed edge, of the intersecting road].

Closure of existing vehicle accessway(s)

1. No part of the development shall commence until the existing vehicle accessway(s) identified as "X" and "Y" on [insert details of plan] which is attached to and forms part of this [consent/designation] have been physically closed by [insert details of the works required to close the particular access e.g. removal of a culvert, construction of an earth bund etc.].

Vehicle accessway standards

- 1. That vehicle accessway identified as "YYY" on [insert details of plan] which is attached to and forms part of this [consent/designation]/ is to be upgraded to Transit New Zealand Planning Policy Manual 2007 Diagram C/D/E standard prior to [insert timeframe in which these activities are to be completed].
- 2. The vehicle accessway identified as "YYY" on [insert details of plan] which is attached to and forms part of this [consent/designation] is to be constructed to Transit New Zealand Planning Policy Manual 2007 Diagram C/D/E standard prior to [insert timeframe in which these activities are to be completed].
- 3. That vehicle accessway identified as "YYY" on [insert details of plan] which is attached to and forms part of this [consent/designation] is to be upgraded to Transit New Zealand Planning Policy Manual 2007 Diagram C/D/E 15m radii heavy use standard prior to [insert timeframe in which these activities are to be completed].
- 4. The new vehicle accessway identified as "YYY" on [insert details of plan] which is attached to and forms part of this [consent/designation] shall be constructed to comply with the [insert details of the relevant standard in the relevant RMA Plan or details of an appropriate local road construction standard] prior to [insert timeframe in which these activities are to be completed].
- 5. The site shall be formed, sealed and marked so that internal access and manoeuvrability is provided to ensure that vehicles shall not reverse manoeuvre onto any state highway prior to [insert timeframe in which these activities are to be completed"].
- 6. Any vehicle accesses shall be sealed to the property boundary from the formed edge of the roadway prior to [insert timeframe in which these activities are to be completed].

State highway upgrades

For subdivision consent conditions only

- 1. No section 224 certificate may be issued for any allotment(s) forming part of the development until [insert details of the required state highway upgrade e.g. "the state highway is widened on the access side of the highway", "a right turn bay and associated seal widening to allow for the separation of right turning and south bound traffic is installed", "minor seal widening to assist decelerating vehicles turning left into YYY Road] has been undertaken in general accordance with [insert details of plan of proposed works] (a copy of which is attached to and forms part of this consent).
- 2. Where a subdivision is to proceed in stages No section 224 certificate may be issued for any allotment(s) other than those allotments forming part of stage [X] of the development as identified on [insert details of a plan/table which identifies the various stages of the development], until [insert details of the required state highway upgrade] has been undertaken in general accordance with [insert details of plan of proposed works] (a copy of which is attached to and forms part of this consent).

State highway upgrades (continued)

For land use consent and designation conditions

- 1. No part of the development may commence until [insert details of the required state highway upgrade e.g. "the state highway is widened on the access side of the highway", "a right turn bay and associated seal widening to allow for the separation of right turning and south bound traffic is installed", "minor seal widening to assist decelerating vehicles turning left into YYY Road] has been undertaken in general accordance with [insert details of plan of proposed works] (a copy of which is attached to and forms part of this [consent/designation]).
- 2. Where a development is to proceed in stages No part of stages [X to Y] of the development as identified on [insert details of a plan/table which identifies the various stages of the development] may commence until [insert details of the required state highway upgrade] has been undertaken in general accordance with [insert details of plan of proposed works] (a copy of which is attached to and forms part of this [consent/designation]).

Drainage

- 1. A culvert shall be installed at X location which complies with [insert details of culvert specifications] prior to [insert timeframe in which these activities are to be completed].
- 2. All culverts shall have traversable culvert ends installed.
- 3. The entrance to any culvert shall be contoured to prevent water shed onto the state highway.

[Conditions 2 and 3 may require that plans/further information be submitted to demonstrate compliance with the condition]

4. In accordance with YYY District Council standard ZZZ, kerb and channel to collect stormwater shall be installed along the frontage of the site prior to [insert timeframe in which these activities are to be completed].

Visibility

- 1. Benching work and/or vegetation removal shall be undertaken to the *[provide direction; e.g. west, east]* of the vehicle accessway identified as "X" on *[insert details of plan]* which is attached to and forms part of this *[consent/designation]* to achieve a continuous uninterrupted sight distance of YY metres from the vehicle accessway in accordance with Transit New Zealand Policy Planning Manual 2007 Diagram A. Any vegetation shall be maintained to preserve this sight distance in perpetuity.
- 2. Vegetation in the vicinity of any vehicle accessway to and/or from a state highway shall be maintained to ensure a minimum sight distance of YYY metres is achieved from the vehicle accessway.

Building setback/clear zones

- 1. Any new habitable dwelling is to be set back a minimum of YYY metres from any state highway boundary.
- 2. Any building or structure (excluding any new habitable dwelling) shall be set back a minimum of YYY metres from any state highway boundary.
- 3. Any vegetation planted within YYY metres of any state highway boundary shall be frangible so as to not create a safety hazard.

Signage

- 1. Any signage located within XXXm of any state highway boundary shall be designed and constructed in accordance with Land Transport New Zealand Road Traffic Standard 7: Advertising signs and road safety: design and location guidelines (RTS7) and AS/NZS 1170 (structural integrity of signs) or Road Safety Manufacturers' Association Compliance Standard for Traffic Signs.
- 2. Vegetation on the site is to be maintained so that sight distances to any sign located on the site are maintained to be at least [X] metres in [both] directions.

Dust

- 1. All parking areas within [X] metres of any state highway shall be sealed in order to reduce dust.
- 2. All construction vehicles leaving the site are to be first washed down or a wheelwash device shall be fitted to prevent the tracking of mud and debris onto any state highway.

Glare

1. An earth bund no less than [X] metres in height with frangible plantings shall be installed and maintained at the location identified as "X" on [insert details of plan] which is attached to and forms part of this [consent/designation] prior to [insert timeframe in which these activities are to be completed] to reduce headlight glare for state highway traffic.

Sales

1. No sales to the public shall be undertaken from the site.

Traffic management plans

- 1. The [consent holder/requiring authority] shall prepare a traffic management plan which [insert details of what the traffic management plan is to achieve e.g. provides mechanisms to ensure that no vehicles reverse onto state highway[Y]], in consultation with Transit New Zealand. The traffic management plan shall be submitted to the Council within 3 months of the date of commencement of this [consent/designation] and be to the satisfaction of the [insert title of relevant Council officer]. Certification that the traffic management plan is to the satisfaction of the [insert title of relevant Council officer] must be obtained prior to the commencement of the activity and a copy of the plan so certified must be provided to Transit New Zealand.
- 2. The [consent holder/requiring authority] shall ensure that the certified traffic management plan is complied with on an ongoing basis.

Financial contributions (refer Appendix 5E)

1. The consent holder shall pay a financial contribution of [\$X] to the Council within [Y] days of the commencement of this consent. The financial contribution is for the purpose of avoiding, remedying or mitigating the adverse effects of the development on the state highway network by [meeting/contributing to] the cost of [insert details of relevant state highway project].

Reviews

1. The Council may on the [X] and [Y] anniversaries of the date of commencement of this [consent/designation] review the conditions of this [consent/designation] by giving notice of its intention to do so pursuant to section 128 of the Resource Management Act 1991, to require [insert details].

Reverse sensitivity

Refer Appendix 5D

Advice/ explanatory notes

- 1. If a new accessway will provide vehicle access directly to and/or from a state highway which is a limited access road, authorisation for that new accessway will need to be obtained from the Minister of Transport via Transit New Zealand under section 90 or section 91 of the Transit New Zealand Act 1989.
- 2. Where an existing accessway directly to and/or from a state highway that is a limited access road is to be closed and that accessway is an authorised crossing place under the Transit New Zealand Act 1989 the authorisation for that crossing place should be cancelled.
- 3. If a new local road intersection with a Limited Access Road state highway will be constructed, authorisation for vehicles to move on to or from that Limited Access Road state highway at the new intersection will need to be obtained from the Minister of Transport via Transit New Zealand under section 92(b) of the Transit New Zealand Act 1989.
- 4. The right to undertake the development authorised by this [consent/designation] is conditional upon the site having [a frontage/access to] [the existence of] a state highway that is a Limited Access Road. Accordingly, the consent holder must obtain authorisation from the Minister of Transport via Transit New Zealand under section 93 of the Transit New Zealand Act 1989.
- 5. The proposed structures within the state highway road reserve will require a Licence to Occupy road reserve from Transit New Zealand.