

SECTION 2.5 TRANSPORTATION

2.5.1 INTRODUCTION

An effective transportation network is a key element in the efficient functioning of the Hastings District and its economy. On a local scale transportation networks are critical in the daily functioning of the District. As a community the Hastings District is highly dependent on the mobility of its population, and particularly dependent on a well designed roading network as its primary means of physical communication. The District is a major producer of primary produce and manufactured goods and linkages to both domestic and international markets are crucial in maintaining a healthy economic sector.

While the population is highly dependent on motor vehicles, the transportation network can also generate negative environmental effects. Noise, and exhaust pollution are the common effects associated with both road and rail transport. These effects are increasingly compounded by the continued growth of traffic, particularly on routes which were not designed to handle present or predicted levels, or by the inappropriate use of local roads as arterial routes, or de facto bypasses.

Establishing clear environmental criteria for the transport network, and promoting its safe and efficient use is important for the community. This can be achieved by traffic management on the network, and the control of land use activities alongside it. It is also achieved by long term network planning, and the development of a strong hierarchical network.

Bridge Pa Aerodrome also provides an important transport resource in the Hastings District. However the operation of the aerodrome can generate some significant noise effects which will need to be managed in a way that protects both the operation of the aerodrome, and the amenity of adjoining residents.

Walking and cycling are environmentally friendly transportation modes, which complement vehicle networks. Public transport is also a major consideration, though low volumes of population, combined with dispersed communities, means that public transportation is not always a cost effective option. However for parts of the community it is an essential component of their actual mobility.

The transportation network is a key element in the daily functioning of the Hastings District. The Hastings District is a major producer of primary produce and manufactured goods, and linkages to both domestic and international markets are crucial in maintaining a healthy economic sector. While Council has a key role in establishing and maintaining the transportation network, many of its transport functions are undertaken under other legislation. It is the responsibility of Council, through provisions in the Plan to manage the effects of the transportation network and the effects on it as part of the integrated management of effects, and with a view to promoting the sustainable management of the natural and physical resources of the Hastings District.

2.5.2 RESOURCE MANAGEMENT ISSUES

- ***Establishment and on going development of a planned transport hierarchy for the Hastings District.***

Transport patterns on the Heretaunga Plains are largely unstructured, and this has led to undesirable environmental consequences on residential and rural areas associated with inappropriate traffic patterns. The adoption of a transport hierarchy which identifies a tiered multi modal transport system based on motorised and non motorised function and planned levels of service is important to enable the effective management of all user traffic and to control the environmental effects associated with different traffic patterns.

The adoption of a hierarchy is also important to enable landowners and other users to identify relevant transport function, likely traffic volumes, and any associated environmental effects that will be accepted for different transport corridors within the hierarchy.

Any adopted hierarchy also needs to be physically implemented to ensure that traffic patterns match traffic planning; the establishment of appropriate design standards, signage, and environmental criteria is important in establishing an effective structured transport network.

- ***Integrated management of the transportation network.***

Integrated management of the Hastings District's resources is one of the Council's duties under the Resource Management Act. Issues for the integrated management of the transportation network, which must be managed through the District Plan include:

- major changes to the transport network, such as new roads, closures and re-alignments, may have effects on the environment and will therefore require designations and resource consents.
- development of resources may affect traffic flows.
- the need for new transport corridors as a result of development, therefore developers may be required to provide roading and/or financial contributions for roading purposes.

The Council also has a role under legislation other than the RMA to maintain and develop transport corridor. The Council will continue to work with other bodies responsible for transport to ensure roading networks operate as an integrated whole.

- ***The environmental effects of unnecessary traffic utilising local roads.***

The open grid pattern of central Hastings has resulted in a large number of suburban (local) roads becoming used as de facto traffic bypasses, and as collector or arterial routes. This generates unnecessary and undesirable levels of traffic on local roads and has safety and environmental consequences for the community, particularly in terms of noise, vibration and impact on the amenity of residential areas.

- ***The opportunity to utilise a range of transportation networks.***

While vehicle ownership and usage continues to grow nationally, the use of public transport systems, car-pooling or alternative transportation systems including the use of bicycles and the pedestrian network should be encouraged as sustainable and environmentally friendly transportation modes.

- ***Continued provision of air services.***

Bridge Pa Aerodrome is the only commercial airfield located within the District boundaries. It is in close proximity to residential areas, and its principle approach path is above the suburb of Flaxmere. The continued use and development of the airfield is significant for the District, however any expansion may have significant environmental impacts on the local communities surrounding it.

- ***Protecting the transport infrastructure from the effects of adjoining land uses.***

The transport infrastructure in the District is an important resource in its own right as it provides for the primary movement of people and goods within the community and between communities, and provides the principal corridor for a variety of utility services. Inappropriate levels of development, and poor access to and from the network can compromise the functional efficiency and safety of the network.

- ***The provision of adequate levels of public carparking.***

As part of its wider commercial strategy the Council has undertaken to provide public carparking to service the central business District of Hastings City, and the Havelock North commercial centre. The Council needs to ensure that adequate levels of carparking are provided in a manner which is convenient and cost effective for the public to use. The provision of carparking needs to be closely matched to growth in retail floor space to ensure that acceptable levels of provision are maintained.

- ***The potential damage to the environment caused by the accidental or unintentional release of hazardous substances during the transportation of them throughout the District.***

Under Sections 30 and 31 of the Resource Management Act, Council is required to take steps to prevent or mitigate the potential for hazardous substances to have adverse effects on human health, the environment and property. The Hastings District has some major industries that store, use and transport hazardous substances, including the timber industry and food production and processing industries. The effects of transporting hazardous substances are intrinsically tied to the transportation network and the sensitivity of the receiving environment through which they pass. Accordingly the transportation of them is an important component in the integrated management of the transportation network and the location of activities which depend on the use of hazardous substances.

2.5.3 OBJECTIVES

- T01 *To establish and maintain a safe, efficient, and environmentally appropriate transport network.*
- T02 *To avoid or mitigate the effects of inappropriate transport activity on the environmental and amenity values of the community.*
- T03 *To protect the efficient operation of the transport network from the adverse effects of land uses and any adverse traffic impacts associated with land use activities, on the District's transport corridors.*
- T04 *To promote the effective co-ordination and integration of roading development as well as other transportation networks in the region.*
- T05 *To provide for the effective, safe, and convenient use of non-vehicle based transportation on the Heretaunga Plains.*
- T06 *To promote the continued use and development of Bridge Pa Aerodrome in a manner that remains sensitive to the environmental and amenity values of adjoining communities.*
- T07 *To protect the environment from the adverse effects and risks from facilities and activities involving the transportation of hazardous substances.*
- T08 *To provide for adequate levels of public carparking in the commercial areas of Hastings and Havelock North.*

2.5.4 POLICIES

- TP1 Develop and implement a Strategic Transportation Plan for the integrated Management of the effects of transportation networks.**

Explanation

Council will continue to co-operate with the local authorities and agencies in the region in the preparation and maintenance of a Regional Land Transport Strategy and use this as a basis for a District Strategic Transportation Plan. This will provide a mechanism for integrated management of the transportation system with other regional and inter-regional networks. While the District Strategic Transport Plan will mainly be implemented under other legislation, key components will need to be implemented through the District Plan, particularly where new links need to be designated or established under the Network Utilities and Subdivision and Land Development Sections (13.3 and 15.1).

- TP2 Minimise the exposure of the community to environmental effects of inappropriate or unnecessary traffic on different parts of the District's transport network.**

Explanation

Poor network planning or design can lead to unnecessary volumes or types of traffic on certain transport corridors. The management of the network can streamline traffic patterns, and ensure that the negative impact of road traffic use are minimised on adjoining land users. Conversely in areas designed to accept higher or heavier traffic volumes, appropriate mitigation standards will need to be adopted by land users to ensure adequate levels of protection are maintained.

- TP3 Encourage the opportunity to utilise alternative transportation modes throughout the District.**

Explanation

General amenity standards can be enhanced by reducing vehicle emissions associated with increased reliance on motor vehicles. Convenient pedestrian, bicycle, and public transport networks can reduce reliance on vehicle transport, reducing the negative environmental effects associated with vehicle use.

- TP4 Progressively introduce environmental limits within the transport hierarchy to define the environmental standards that the transport hierarchy will be required to meet.**

Explanation

At present the transport hierarchy is defined by information relating to traffic volume, and a range of design criteria. There is currently insufficient data available to establish robust environmental limits to protect land uses from the effects of vehicular traffic pollution, particularly on existing routes.

The Council will address these matters during the life of the District Plan with the intention of introducing appropriate standards once these can be confidently established.

- TP5 Allow identified land activities to establish on certain routes within the transport hierarchy.**

Explanation

Some land use activities generate significant traffic movements which can generate negative environmental impacts on adjoining land uses, as well as on the efficiency and safety of the transport network. The District Plan will seek to ensure that the location of such activities is restricted to transport corridors within the hierarchy that are capable of accommodating the effects of their significant traffic movements.

- TP6 Ensure that when land use activities require to join or leave the transport network the efficiency or operation of the roading network is not adversely affected.**

Explanation

The safe and efficient movement of vehicles between the transport network and individual sites is important to maintain suitable levels of functionality on the transport system. The Hastings District Council Best Practice Design Guide outlines objectives to ensure that our transport network is designed in a manner that reflects the use function whilst creating quality places and sustainability communities. Where necessary the District Plan will require activities and developments to align to national standards where specified.

- TP7 Review in conjunction with the Hawke's Bay Aero Club and the wider Bridge Pa community, future development opportunities, constraints and environmental consequences associated with the continued growth and development of the Bridge Pa Aerodrome.**

Explanation

The Bridge Pa Aerodrome is a key resource of the District. In addition to providing a close air link to the urban communities of Hastings and Havelock North, it accommodates aircraft used in supporting the land management practices of the District, and services the Regional Hospital at Hastings with support aircraft.

Any extension of the aerodrome is likely to have direct impact on the District road network, and on the local Bridge Pa community. The Council will work with the Hawke's Bay Aero Club, and the community to establish a long term future plan for the aerodrome and establish the environmental bottom lines for the operation of the aerodrome, and the community.

- TP8 Manage the effects associated with the operation of the Bridge Pa Aerodrome on adjoining activities.**

Explanation

Noise associated with the use of the Bridge Pa Aerodrome will generate negative effects on adjoining land uses. The District Plan will control the establishment of activities which are incompatible with the operation of the aerodrome, as well as establishing appropriate noise limits for the operation of the aerodrome and its associated activities.

- TP9 The transportation of hazardous substances will be considered in the planning and management of transportation networks and their relationship to land use activities so as to avoid, remedy or mitigate the adverse effects and unacceptable risks to the environment.**

Explanation

Under the Resource Management Act, Local Authorities have a duty to control the adverse effects of activities on the environment. The nature and scale of environmental effects and risks associated with the transportation of hazardous substances is related to their location and the sensitivity of the surrounding environment.

- TP10 Review the provision of public carparking in the Central Commercial Zone as required.**

Explanation

The effective and efficient provision of carparking in the Central Commercial zones is an integral element in the development of these areas. The Council's Parking Management Strategy has identified the appropriate location, scale, and distribution of carparking, and the types of control and charging that will apply. The Parking Management Strategy will be reviewed to ensure that an effective public carparking regime continues to be provided in the Central Commercial Zone.

2.5.5 METHODS

These Objectives and Policies will be met through the following Methods.

- **Hastings District Plan**

Residential Zones (Section 8.0): The Residential objectives and policies will identify the need to consider and provide for pedestrian and cycle facilities.

The frequency and scale of heavy vehicle movement on local roads in residentially zoned areas will be controlled in order to avoid negative amenity impacts on residential land uses.

Commercial Zones (Section 9.0): Certain activities that separate high traffic volumes will be encouraged to locate on parts of the network that can accommodate the effects of their activities.

Noise DWA (Section 14.2): The District Plan seeks to address road traffic noise by the establishment of a strong network that will concentrate heavy traffic and arterial and collection traffic onto specified routes. In addition the Environmental Impact Report required for each new road in the District will address noise issues, and the mitigation works required to protect the adjoining community.

Noise associated with the operation of the Bridge Pa Aerodrome will be controlled by the limitation on hours of operation

Subdivision and Land Development (Section 15.1): The District Plan's subdivision and land development policy will require the appropriate provision of alternative transport networks as part of future subdivision design, particularly within the New Development Areas (see Appendix 2.4-1 of the District Plan).

Hazardous Substances (Section 13.8): The Objectives and Policies seek to ensure that the potential effects on the environment, including ecosystems, and human health due to unintentional release or loss of control of hazardous substances is effectively managed, including the transportation of hazardous substances.

- **Transport Act 1962**

This Act deals with the transport of hazardous substances on land. It establishes classes of substances and deals with labelling, documentation and training of drivers. Specific regulations are provided in the Dangerous Goods Rule: Land Transport Rule NZ5433 (1999).

- **District Transportation Strategy**

The Council will undertake the preparation of a District Transportation Study, which will provide a long term planning tool for the development and maintenance of the District transportation network. This plan will integrate itself with the Regional Transportation Strategy and will establish the Council's Transport Hierarchy which will be incorporated into the District Plan.

- **Transport Hierarchy**

The transport Hierarchy adopted in the District Plan will identify the function and development parameters of roads in the District. Activity standards in the District Plan will be employed where appropriate to control the location of activities and establish standards for access to and from the transport network. The Hastings Roding Hierarchy is outlined in Appendix 2.5-1 and shown on the Road Hierarchy Maps in the District Planning Maps).

- **Subdivision and Infrastructure Development in Hastings: Best Practice Design Guide**

The Hastings District Council best practice design guide will outline design principles for transport corridors and infrastructure provision but will allow flexibility in terms of detailed design.

- **Engineering Code of Practice**

The Hastings District Council Engineering Code of Practice will provide a method of achieving acceptable design standards to meet the objectives as detailed in the Best Practice Design Guide. This guide will provide advice and include design criteria to match the expected volume and mix of expected traffic and levels of environmental and amenity treatment to match anticipated environmental impacts

- **Resource Management Act 1991: Powers of Designation**

The Hastings District Council will, as necessary undertake the designation of any Proposed Road in support of the Strategic Transportation Plan.

- **Council Infrastructure Investment and Construction**

The Hastings District Council will ensure that where funds and land availability permit, new transport corridors and corridors subject to major rehabilitation, will be constructed to the standards specified for them by the Hastings Transport Hierarchy.

- **Hastings District Reserves Development Strategy**

As part of Council's wider planning and investment functions it will plan toward the incorporation of effective and safe pedestrian and bicycle networks throughout the urban areas and more widely on the Heretaunga Plains.

Council will in conjunction with the Transport Hierarchy also continue to pursue physical traffic calming and street improvements in consultation with the community.

- **Liaison with the Roding and Transportation Authorities**

Council will continue to work with New Zealand Transport Agency (NZTA) and the Hawke's Bay Regional Council and its adjoining territorial local authorities to ensure the effective development and integration of transport networks (including public transport) across the District and Region.

- **Parking Management Strategy**

For parking in the Commercial Zones of Hastings and Havelock North.

2.5.6 ANTICIPATED ENVIRONMENTAL OUTCOMES

It is anticipated that the following specific outcomes will be achieved:

- The reduced intrusion of unnecessary vehicular traffic into residential streets.
- The establishment of an effective arterial and collector transport system to manage expected traffic flows and provide attractive routes for heavy vehicles and inter-District/region traffic.
- The establishment of long term design and environmental standards for roads, and for activity adjoining different types of road in the network.
- The improved use and integration of environmentally sustainable transportation forms throughout the urban area, and across the Heretaunga Plains.

APPENDIX 2.5-1

HASTINGS DISTRICT TRANSPORT HIERARCHY		
CLASSIFICATION	DESCRIPTION	ROADS INCLUDED
National Routes	Routes Roads which: - form part of a network of strategic importance, and - are significant elements in the national economy	Motorways, and principal State Highways (Hawke's Bay expressway)
Regional Arterials	Routes which are: - of strategic regional importance, and - a significant element in the regional economy	State Highways not included in National Routes category. Roads giving access to important tourist areas centres of population, roads linking different transportation modes, roads providing significant inter - urban links and, all other roads of regional importance.
District Arterials	Routes which are: - of strategic importance, and - a significant element in the local economy	Links between residential, commercial, industrial or recreational land use activities. Generally such roads would be within urban areas but in some localities such roads would provide alternative links between centres of population or be significant for the movement about a District of goods or produce.
Collector Routes	Routes which are: - locally preferred between or within areas of population or activities; and - complementary arterials	Primarily suited to urban situations, yet have a place in rural areas. In rural areas, where land use activity is relatively intensive, it is necessary to provide links between local roads and arterials. Unless defined as a District Arterial all roads in industrial areas will meet Collector Route criteria.
Local Streets	Routes whose primary function is property access	All other roads servicing land use activity.

The key point to note in Appendix 2.5-1 is that the transport corridors are classified by their type and character rather than by the volume of traffic they can carry. Of the five classifications shown in Appendix 2.5-1, the classification 'National Routes' refers specifically to the State Highway Network. The other four classifications generally refer to roads that are administered and maintained by the Hastings District Council. The transport Hierarchy Maps show how roads within the District are defined in relation to the hierarchy as included in the District Planning Maps.