PART 9 - TRANSPORTATION

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Plan modification annotations - key

△x Indicates where content is affected by proposed plan modification x. Refer to plan modification folder or website for details.

[x] Indicates where the content is part of plan modification x, which is subject to appeal.

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TRANSPORTATION

9.0 INTRODUCTION

This section of the District Plan acknowledges that transportation forms an integral part of the Central Area and must be managed in a manner which complies with the purpose of the Act.

The physical components of transportation in the Central Area are the roads (including motorways), railways and waterways (including the port). The use and development of these resources must be integrated with the other physical elements within the Central Area to achieve sustainable management of the urban environment.

One of the major goals in the Strategic Plan is the improvement of access for vehicular and pedestrian traffic. However, as both an activity and an element of infrastructure, transportation has a significant impact on the quality of experience which the public will have and this must be considered when transport strategies and land use policies are developed. Conversely, policies which affect the distribution of people and activities will have effects on transport and these issues must also be addressed.

The Council recognises the importance of maintaining the Central Area's position as the hub of the region. Although the region has experienced a gradual decentralisation of work opportunities to other centres, the Central Area continues to provide employment for a significant proportion of Auckland's population. This results in a large daily movement of people and vehicles to and from the Central Area particularly during peak periods, with most commuters reliant on the motor car. It is in the long-term interests of Auckland that transportation be managed in a way that promotes efficiency and reduces dependence on private vehicles. It is important to gain efficiency through increased use of passenger transport. Regardless of the form of transport however, it is also important that the quality of the pedestrian environment is maintained and enhanced.

It is considered that the district plan provisions for Central Area transportation and parking may require reviewing during the life of this plan. In particular, once a regional parking policy is in place and good progress has been made towards providing alternatives to the single occupant car for access to and within the Central Area, the Council proposes to initiate a review to take account of these developments.

9.1 RESOURCE MANAGEMENT ISSUES

9.1.1 GENERAL

The promotion of the sustainable management of transportation raises issues which range from global to local concerns. The Plan's powers control local urban issues only. However, it is important to recognise that local transportation issues have a significant place within the wider context of regional, national and global concerns, especially in relation to their cumulative effects. Measures taken to promote sustainable management at a local level, will need to acknowledge and be consistent with measures taken regionally and nationally.

Globally there is concern over the increasing use of non-renewable fossil fuels by most forms of transport. The rate of use has a significant impact on the future availability of these fuels and on the earth's atmosphere in terms of pollution and the "greenhouse" effect. To address this it is necessary to encourage efficient use of the energy resource associated with transportation. One way of achieving this is through promoting the efficient use of existing transportation structures and in particular, passenger transport systems. This must occur while ensuring that the adverse effects on the environment are avoided, remedied or mitigated.

At a national level, questions about how to encourage the efficient use of energy resources and how to achieve more environmentally acceptable transport systems need to be addressed.

At a regional level the focus is directed on ways of concentrating urban areas rather than on dispersal. Attention is also given to maintaining and promoting efficient and accessible linkages between areas.

At the local level increasing car usage, congestion and awareness of society's responsibilities to the local and global environment emphasise the need for strategies to achieve the sustainable use of the existing transportation infrastructure and the avoidance or reduction of the effects on the local environment.

Current trends point to a continuing growth of traffic in the Central Area but at a lesser rate than that of the Auckland region. The increasing traffic volumes are being accommodated by a transport network which has only limited possibilities for expansion. This is leading to a

situation where the development of alternative forms of passenger transport is becoming increasingly important.

The Central Area also accommodates activities which generate heavy traffic and have significant environmental impacts. These activities are located in the Harbour Edge Strategic Management Area and specifically in the Port Precinct and, to a lesser extent, Wynyard Quarter. Movement to and from these areas occurs by means of road (bulk cargo vehicles) and rail. The growth in cargo volumes will continue to increase over the next few years and furthermore, it is unlikely that the hazardous facilities on Wynyard Quarter will be totally relocated within the next planning period. For this reason it will be necessary to make provision for this type of traffic in the Central Area.

A major resource management issue facing the Central Area therefore is the development and adoption of a balanced transport strategy. Such a strategy must address the need to provide safe and efficient movement of vehicles and people in a way that minimises adverse effects on the environment.

9.1.2 TRANSPORTATION ISSUES

The significant resource management issues relating to transportation in the Central Area are as follows:

a) Ensuring that people and goods have easy access to, from and within the Central Area in a way that seeks to maintain and enhance its function.

b) Recognising the potential for the development of passenger transport.

c) Acknowledging the high number of pedestrians and the consequent need to address the quality of the walking environment.

d) Recognising that easy access is dependant on a variety of modes (eg, trains, buses, cars, cycles, foot, helicopters), systems (eg traffic management systems) and infrastructure (eg, rail, roads, public transport facilities).

e) Managing parking facilities to reduce congestion on the road network.

f) Encouraging the use of passenger transport as an alternative form of commuter travel.

9.2 RESOURCE MANAGEMENT OBJECTIVES AND POLICIES

9.2.1 OBJECTIVE

To ensure that people can move easily around the Central Area.

Policies

a) By providing for safe, attractive, efficient and identifiable linkages, networks and environments for vehicles, including bicycles and pedestrians.

b) By reducing conflict between pedestrians and vehicles, and particularly in those parts identified in the Plan as pedestrian-orientated areas.

c) By integrating pedestrian walkways with the passenger transport network.

d) By identifying certain roads as part of the public open space system.

e) By ensuring that the vehicular and pedestrian systems are legible and well signposted.

9.2.2 OBJECTIVE

To maintain accessibility to and from the Central Area.

Policies

a) By giving greater priority to passenger transport and service traffic where appropriate.

b) By acknowledging the limited capacity of the road system.

c) By adopting techniques to discourage traffic in areas where it would have significant adverse environmental effects.

d) By controlling activities where this is necessary to ensure efficient road operation.

e) By providing for, protecting and enhancing the roading system to ensure its long term sustainability for efficient vehicular movement.

f) By providing for future road works to improve the roading system.

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g) By encouraging the establishment of cycle facilities and cycle ways.

h) By providing for the efficient and safe movement of pedestrians.

i) By providing for the transportation activities which are related to the efficient operation of the commercial port.

j) By enabling short-term public visitor parking areas or buildings in appropriate locations in the Central Area.

k) By managing the location of non-ancillary commuter parking areas and/or buildings throughout the Central Area.

9.2.3 OBJECTIVE

To provide for the development of improved passenger transport to, from and within the Central Area.

Policies

a) By improving passenger transport facilities.

b) By providing for an integrated passenger transport facility that incorporates alternative transport modes.

c) By giving priority to passenger transport and service traffic, where appropriate

d) By promoting passenger transport as an alternative means of commuter travel.

e) By encouraging passenger transport use through managing the provision of ancillary and non-ancillary commuter parking as a means of contributing to the attractiveness of the Central Area as a place to work, conduct business, live and visit.

9.2.4 OBJECTIVE

To reduce traffic congestion, improve traffic flow and manage the parking supply in the Central Area.

Policies

a) By ensuring the parking policy complements efforts aimed at improving the City's passenger transport system while at the same time ensuring the Central Area can continue to function as the central business district for the City and Region and remains attractive for people to work, live in and visit.

b) By managing the provision of non-ancillary commuter parking facilities throughout the Central Area.

c) By making provision for car parking while minimising effects on the efficiency of the transport system.

d) By ensuring that the supply and use of parking encourages access for all users of the Central Area.

9.3 RESOURCE MANAGEMENT STRATEGY

9.3.1 THE PLANNING CONTEXT

The Council's Strategic Plan identifies as one of its dimensions the need for Auckland to be a place where it is easy to move around. This goal is addressed by a strategy which balances investment in roading with increased emphasis on public transport. At the strategic policy level therefore access is to be enhanced through the combination of improvements to passenger transport and to the roading network.

The Council's powers for directly influencing transportation in terms of the District Plan focus on those elements which are within the domain of resource management and within the Council's influence and control. The methods adopted in the Plan complement the wider approach to transportation for the City.

Accordingly the District Plan adopts measures which seek to encourage efficient use of the transportation resource and provide access to people and vehicles in a way that avoids or reduces significant adverse effects on the environment.

9.3.2 ACCESSIBILITY

The Central Area fulfils a crucial role in the region's economy and its efficient functioning necessitates a transportation system that ensures good access. The capacity of the Central Area's roading network and parking facilities is, however, limited. It is therefore considered desirable to prioritise traffic in the Central Area and particularly in the Core Strategic Management Area where the demand for space is at its greatest. To maximise access and efficiency, priority should be given to passenger transportation**,** service vehicles and permitted ancillary parking and public visitor parking. Service vehicles constitute traffic which is necessary for the efficient operation of activities in the Central Area.

In the Core Strategic Management Area preference is given to permitted ancillary parking, short-term visitor car parking and to service vehicles. The street network in the Central Area fulfils a variety of functions which must be balanced against each other. Not only do the streets serve as essential elements for vehicular traffic but they also offer access and considerable amenity for pedestrians.

Together with parks, squares and other public spaces, the streets provide the public with access to sunlight, sky, air, orientation and access to buildings.

It is crucial to ensure that prioritising traffic in the Central Area contributes to maintaining or enhancing the attractiveness of the Central Area as a place to work, conduct business, live and visit.

The significant adverse effects generated by the Central Area's transportation system must be managed in a way which reduces their impacts. Although of importance throughout the Central Area, this concern is particularly significant in the pedestrian-orientated areas where the intensity of activities generates large pedestrian volumes. In these areas it may be necessary to restrain vehicular movement by giving priority to passenger transport and service traffic. The integration of the pedestrian network with the passenger transport system will reinforce a pedestrian culture in the Central Area.

There are a number of cyclists entering the Central Area each day, especially to the Learning Quarter. It is important to make provision for cycle facilities in order to contribute to an efficient transport system in the Central Area.

The potential environmental impacts of proposals involving helicopter facilities in the Central Area will be assessed to ensure that they have no long-term effects on amenity standards of the Central Area.

The Plan also provides for the efficient and safe transportation of hazardous materials to and from Wynyard Quarter. It is unlikely that the existing activities in this Quarter will be totally relocated in the foreseeable future and reliance on vehicular conveyance of hazardous material will continue. Furthermore the Quarter will continue to provide for the marine and fishing industries and transportation associated with those activities. The upgrading of intersections and roads from the Wynyard Quarter to the motorway must address the need to direct this traffic away from the Central Area.

The efficient operation of the port is also reliant on rail and road for the movement of freight. It is important that these transport links be enhanced while the significant adverse effects of traffic are minimised.

Road works in strategic locations will be necessary to improve links in and out of the Central Area as well as within certain sectors.

9.3.3 PASSENGER TRANSPORT

The Plan acknowledges that the potential exists to develop an integrated transport system to reduce traffic congestion, increase the efficiency of access to the Central Area and enhance its attractiveness as a destination.

Such an integrated system would imply significant infrastructure improvements in strategic locations as well as the need to review existing passenger transportation operations. For passenger transport to become a viable alternative, it must compete effectively with the private car as an option for commuters. Increasing the efficiency of the existing system is a key factor in changing the current perception of passenger transport. Although the Council has limited control over the provision of a regional transport system, the Plan provisions support its establishment. The Central Area's strategic location requires that certain important passenger transport facilities are located within it. The proposed terminal at Britomart is intended to be one of the key elements in the development of a passenger transport system for the region comprising bus, heavy rail, light rail and ferry services. The Central Area contains suitably located land parcels to accommodate passenger transport facilities. Examples include the rail designation into Britomart, the Britomart site which in conjunction with the Central Area's road system could accommodate a fixed mass transit system.

9.3.4 PARKING

The Central Area is the principal business centre for the City and the Region. It is a popular destination with a high concentration of buildings, people and traffic. Onsite parking measures applying in the Central Area along with improvements to passenger transport are aimed at assisting in increasing the efficiency of the road network both within and outside the Central Area.

Of particular concern is congestion generated by commuters to and from the Central Area. The Plan encourages people to use alternative means of transport to that of the motor car. In order to encourage passenger transport patronage and enhanced business efficiency, parking provision for passenger transport and service traffic enjoys a high priority in the Central Area. The provision of parking ancillary to residential activities is also given a high priority.

In order to limit the number of carparks in developments, a maximum permitted level of parking rather than a required minimum in the Central Area is set. The control is applied within a framework defined as the Central Parking District (CPD). Within the CPD, roads are classified into five parking road types. These road types provide the differentiation between the number of carparks permitted ancillary to developments in different parts of the Central Area. An important consideration in applying this strategy is that the restriction on parking is complemented by an efficient and attractive passenger transport system.

9.3.5 ENERGY EFFICIENCY

The effective use of the existing transportation resource is an important factor in achieving energy efficiency. The Council's direct role in this process is limited but measures can be taken to facilitate changes to transportation initiatives. Particular measures include:

a) Designating land for road widening and implementing improvements to the roading network at strategic locations to assist in improving the traffic flows.

b) Improving the operating environment for buses by upgrading bus stops, implementing bus priority measures and improving user information systems.

c) Providing for alternative forms of passenger transport systems as permitted activities or through the resource consent procedure.

d) Enhancing pedestrian facilities.

e) Directing high traffic volumes along identified corridors to preserve the levels of pedestrian and residential amenity in other parts of the Central Area.

f) Applying basic design and operational standards to achieve safety, visibility and access.

g) Prioritising traffic with preference given to the needs of passenger transport and goods and service traffic while having regard to any adverse effects on pedestrian, cyclist and private motor vehicle movements.

h) Encouraging cycling by improving infrastructure and facilities for cyclists.

9.4 ANTICIPATED ENVIRONMENTAL RESULTS

The provisions in this Plan are expected to contribute to the more effective use of the present transportation network in the Central Area and to contribute to the development of an efficient passenger transport system. This will improve access to, from and within the Central Area.

The adoption of an approach which balances investment in roading with alternatives to private motor vehicle transport (eg passenger transport, cycling and walking) is likely to exert a positive effect on the environment. This can be attributed to the fact that passenger transport, cycling and walking are more efficient than private cars in conveying passengers. Restricting the numbers of parking spaces for private vehicles in the Central Area will limit the number of private vehicles and encourage commuters to consider passenger transport as an alternative. This strategy is expected to have a positive influence on the transportation system and also reduce adverse effects on the environment. Not only will the pedestrian and cycling environment benefit**,** there will also be improvements with respect to water quality and the levels of atmospheric pollution.

It is anticipated that implementing the policies to reduce traffic congestion, increase the efficiency of the transport network and improve pedestrian amenity will make it easier and safer to walk and cycle into and within the Central Area, and improve access to passenger transport stops. The policies of the Plan will contribute to achieving an integrated passenger transport system based on rail, road, ferry and light rail, reinforced by parking provisions that discourage private commuter traffic as a means of access to the Central Area.

9.5 PLAN METHODS

9.5.1 ACCESSIBILITY

9.5.1.1 Introduction

Access to the Central Area is by all conventional forms of transport, including ferry and rail.

The Central Area's roading network is recognised as a valuable element of the transportation resource. Sustainable management of this resource is achieved by:

a) applying a road hierarchy, according to function

b) classifying road types according to capacities and function to ensure efficient operation, and

c) designating land for future road works where necessary and appropriate.

9.5.1.2 Road Hierarchy

Roads throughout the City, including the Central Area are classified in the form of a hierarchy according to their intended function.

The classification of roads determines their elements and controls width, street lighting, road signs, parking restrictions, activities, etc.

The higher the classification, the more priority is afforded to the movement of through traffic. Conversely, the lower the classification, the more priority is given to access (pedestrian, service and parking). The higher order roads are expected to cater for higher traffic flows.

Safety issues are influenced principally by carriageway width, alignment, visibility and traffic speed. Where appropriate, techniques will be used to discourage traffic in

areas where it would have adverse environmental effects. Such techniques are implemented outside of the Plan, and include road closures, narrowing of carriageways, turn restrictions, one-way road restrictions and other bylaw-based controls.

The road classification hierarchy is as follows:

Strategic Roads

Strategic roads form part of the national road network and include that part of the motorway which is in the Central Area.

Regional Arterial Roads

The regional arterial roads shown on Planning Overlay Map 7 carry the major traffic movements between the principal sectors of the region. They predominantly carry through traffic and vary from two to six lanes of traffic, up to 20m to 30m in width. On-street parking needs to be balanced against the efficient movement of vehicles or road safety. Access controls may be applied to assist the flow of traffic. Where feasible, opposing traffic flows should be separated by a flush median form or by a kerbed median. Conditions of consent may be imposed on applications to address these matters.

District Arterial Roads

District arterial roads which are usually two or four lanes up to 20m wide are essential to sustain overall travel within the City. At some key intersections local widening may be required for increased capacity. Access controls may be applied on any development.

Collector Roads

These roads collect and distribute traffic to and from the arterial road network, and also act as local main roads supplementing the primary network. They provide the main connections between areas of the City and the arterial road network. In many instances they provide a direct link between two arterials. It may be desirable in some cases to extend the kerbs to form indented parking to reduce pedestrian crossing distances and permit improved amenity. Four traffic lanes may be required on some collector roads. Road reserve widths of 17m to 20m are appropriate. Conditions of consent may be imposed to mitigate potential adverse effects of any proposal.

Local Roads

Local roads provide direct access to abutting properties. With the exception of cul de sacs they also collect and distribute traffic to and from other streets within and in some cases beyond the local area. It is desirable to keep through or extraneous traffic flows on local roads to a minimum. Measures may be taken to regulate activities or inhibit through traffic on local roads. Such measures will, however, only be undertaken where there is an identified problem, there has been full consultation with affected parties and the works are coordinated with Council's overall work priorities. There is seldom the need to provide for more than two traffic lanes plus on-street parking access and pedestrian footpaths on local roads. Road reserve widths can vary from 14m to 20 m.

Service Lanes

Service lanes provide side or rear access for vehicular traffic to any land from district arterials or collector roads in business areas. With increasing traffic flows and congestion along main roads, servicing premises from the road is becoming increasingly difficult. The provision of service lanes may be necessary to reduce traffic conflict between service vehicles, pedestrians and other vehicle traffic. Therefore proposed service lanes have been designated where it is necessary and practicable to provide them.

9.5.1.3 Improvements to the Road Network

Certain sections of the road network in the Central Area are currently being considered for upgrading. No new motorways are currently planned for the Central Area although additions to the existing system are proposed. The programmed roading proposals are expected to occur in conjunction with efforts aimed at increasing passenger transport patronage.

The following roading projects in the Central Area are planned:

Motorway Access

Roading improvements are required to improve traffic flows to and from the motorways at:

- Fanshawe Street (for the northern motorway) including bus priority measures;
- Nelson Street, Hobson Street and Stanley Street and The Strand (for the southern and north western motorways).

This will necessitate road improvements works to several major intersections in the Central Area.

Improvement of Routes to the Port

Major improvements are to be made in roading access to the port of Auckland from the southern and north-western Motorways.

The Strand (State Highway 16) is the strategic route connecting the Port Precinct with the motorway. However, the Quay Street - Tangihua Street - Beach Road - Stanley Street motorway connection is also an important route serving the Port, particularly the Bledisloe Terminal. Notwithstanding the improvements being made to the SH 16 connection through to Quay Street, the Council recognises that in the longer term the intended expansion of the Bledisloe Terminal may increase the current level of port traffic using the Beach Road route.

Improvement of the Road Network

The improvement of the internal Central Area road network will be driven by the need to enhance conditions for passenger transport, to provide more efficient traffic flows and enhance the pedestrian environment.

Existing Arterials

Optimum use is to be made of the City's existing arterial road network for the safe and efficient movement of people and goods. The Council will continue to implement low cost traffic management techniques, aimed at making more efficient and safer use of the available road space.

Road widening will be required at some critical intersections and along some lengths of roads experiencing heavy traffic flows. Bus priority measures will be introduced on certain bus routes.

9.5.1.4 Road Widening Designations

Land which will be required for road widening in the foreseeable future is designated, but no acquisition programme has been determined. The policy is to acquire land as needed. The Council will acquire land designated for proposed road widening where hardship or undue difficulty is caused by the designation. The Council may purchase the whole of a site if the severance of the land required for road widening makes the balance of the site incapable of reasonable use. Where land designated for proposed road widening is subdivided, the Council will generally enter into an agreement with the owner to vest the designated land as road (refer Section 86 of the Resource Management Act 1991).

Where part of a site is designated for a proposed road widening, the designated land cannot be built on.

Where an applicant is prepared to enter into a satisfactory legal agreement with the Council, structures such as signs and verandahs or canopy overhangs may be permitted within the area covered by the building line provided that it is demonstrated that the development to which these structures relate is able to function in accordance with the requirements of the Plan when the widening takes place and provided that the structures within the building line area are removed without cost to the Council, immediately prior to the commencement of the works involved in widening the road.

9.5.1.5 Interchange and Intersection Controls

The capacity of a road network is generally limited by the standard of the intersection therefore it is important that access to roads in locations which would have an adverse effect on the effective and efficient operation of the intersection be addressed. The defined road boundary control serves as the principal intersection control in the Central Area. Controls on motorway interchanges also exist. Both are essentially directed at limiting access in locations which would compromise the effectiveness, efficiency and safety of the road system.

Motorway Interchanges

The capacity of a road is normally limited not so much by the lane capacity as by the capacity of the intersections. Similarly the successful operation of the motorway system depends upon the ability of the interchanges to operate at their full design capacity. The interchange enables traffic to enter or leave the motorway system and also provides the driver with a zone of transition from the high speed, limited access, frontage highway to the low speed surface road with its traditional rights of use, access, frontage development and kerbside parking. Generally certain activities are attracted to interchange areas and these are invariably high generators of traffic. These are usually:

- activities which are placed next to the interchange in order to cater for the motorist
- activities which are placed next to the interchange because of the convenience and usefulness of the motorway for heavy traffic which transports goods arising from such activities.

It is recognised that it is sometimes preferable to locate activities that are heavy traffic generators near interchanges, having due regard to other planning issues involved. The Council will exercise its discretion in determining which high traffic generating activities locate in these areas and ensure the interchange or its adjoining intersections are not overloaded.

Sites identified as subject to the Interchange Controls are depicted on Planning Overlay Map 7. Any change of activity or the erection of a building on these sites which proposes a vehicular access in the area identified as being subject to control will be deemed a restricted discretionary activity. The criteria for assessment of an application are listed under Clause 9.6.2.1 and 9.6.2.2(e).

Road Intersections

Intersection improvements or controls are needed to reduce accidents and to maintain or increase the traffic capacity of the road network. Control of the location of vehicular access servicing new development is necessary close to these important intersections which are congested, or are likely to become congested during the planning period.

In locations near critical intersections identified as a defined road boundary on Figure 9.7 and defined in Clause 9.7.3.7, close consideration will be given by the Council to the location of vehicle crossings. In addition, in considering restricted discretionary activities for a site subject to an interchange control or the defined road boundary control, the Council may use its powers under the Act to control the type of activity, the placing of building lines, the provision of off-street parking and loading requirements and/or the maintenance of sight lines.

9.5.1.6 Cycle Facilities

The Council wishes to encourage cycling as a means of travel and recreation, and to improve road safety for cyclists.

Separate cycleways may be feasible and appropriate in certain locations. However, in an intensely developed area such as the Central Area, it must be recognised that the opportunities for separate cycleways will be limited. Therefore provisions will have to be made using the existing infrastructure.

Many arterial roads in the Central Area are not sufficiently wide to provide separate facilities for cyclists given the lane configuration and width standards considered desirable. A balance between overall safety, traffic pressures and passenger transport considerations as well as cycling needs must be achieved. On two-lane arterial roads improved conditions for cyclists can be achieved by adjusting lane widths. Kerbside lanes need to be wide enough to ensure that a motor vehicle can pass a bicycle safely within the lane. Development of cycling infrastructure, both riding and parking facilities should be considered in all proposed road developments.

It is acknowledged that the large majority of cycle trips use existing roads. Where recognised cycle routes cross heavily used roads, new or improved crossing facilities may be warranted.

The Council will use the following methods to encourage cycling in the Central Area:

- Provision of end point facilities by including development bonuses where applicable (see Clause 6.7.2 Bonus Floor Area).
- Amendment of traffic lane configurations.
- Provision of contra-flow lanes on one way streets where appropriate.
- Provision of on-street bicycle stands at selected locations.
- Provision of strategic cycle routes and the extension of existing routes.

Most of the above are included as part of the Council's Cycle and Walking Strategy.

9.5.1.7 Pedestrian Environment

The Plan recognises the need to provide a safe, attractive, accessible and legible pedestrian environment within the Central Area. The concern for the pedestrian in the Central Area is reflected in various parts of the Plan, including the sections concerned with activities and development controls. This is further reinforced by the provisions contained in the Public Open Space Section of the Plan (see Part 14.2). These provisions have been applied to the Central Area's open spaces including parks and squares. In addition certain streets have been included in the Public Open Space 3 provisions.

The Plan recognises pedestrian activities as also forming part of the transportation system and for this reason emphasises the need for a street environment which is sympathetic to all pedestrians, including providing for the needs of the disabled. In the Central Area, the built environment plays an important part in the pedestrian experience. In order to enhance the pedestrian environment in the Central Area, the Plan adopts a range of measures including design guidelines to ensure the following factors are taken into account:

- Safety: enhancing daytime and night-time safety of facilities.
- Visibility: enhancing the visibility of facilities for passers-by.
- Street crossings: refining pedestrian phasing at traffic lights.
- Footpath surfacing: improving the quality of surfacing.
- Maintenance: ensuring the maintenance of footpaths, lighting and street furniture.
- Convenience: enhancing the convenience of pedestrian flows by appropriately locating street furniture.

Note: The maintenance and improvement of the Central Area transport system, including the roading network, must take into consideration the objectives, policies and rules specified in the Public Open Space Section of the Plan and the Consolidated Bylaw.

9.5.2 PASSENGER TRANSPORT

The Plan acknowledges the significant contribution which an improved passenger transport system can offer the Central Area. It is accepted that passenger transportation provision in Auckland must be planned at the regional level and cannot be effectively approached in a piecemeal fashion. The Council is one of many parties involved in addressing the region's passenger transportation needs and has limited powers in directly influencing transportation as a whole. It can, however, focus on those elements which lie within the ambit of resource management and within the Council's influence and control.

Access to and from the Central Area for passenger transport and particularly buses can be enhanced through road widening and the reservation of bus priority lanes. These measures can improve the efficiency of the existing system and the attractiveness of passenger transport for commuters.

The location of bus shelters which are convenient to users can raise the level of bus patronage. The Council is in a

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position to improve the quality of bus shelters in the Central Area. The level of service can be further enhanced by the introduction of user friendly travel information based on advanced technology systems currently available.

The Plan also facilitates the provision of passenger transport systems such as light rail which require infrastructural improvements to the Central Area's streets and other public spaces. These activities and ancillary activities such as passenger stops, platforms, power pylons and information equipment, have been classified as a restricted controlled activitiy in Clause 12.6.3.1. An application will be assessed in terms of the criteria in Clause 12.7.2.

9.5.3 PARKING

The Plan restricts the amount of off-street parking which may be provided on sites in the Central Area principally because of access problems and the limited traffic-carrying capacity of the roading system. For the purposes of this control, the boundaries of the Central Parking District correspond with those of the Central Area.

The Central Area is a popular destination with high concentrations of buildings, activities, people and traffic. To reduce traffic congestion, disruption of the retail frontage and enhance the pedestrian environment, the Plan makes the number of parking spaces permitted on each site in the Central Parking District proportionate to building size.

The amount of permitted parking depends on the particular road which serves the site. Each road in the Central Parking District is rated according to an acceptable level of traffic movement likely to be generated by car parking spaces. The capacity of each site is restricted accordingly. Where a site fronts or has access to more than one road, the parking intensity associated with the road to which the major part of the parking has access will govern the level of parking to be permitted.

A further measure aimed at increasing the efficiency of the road network in the Central Parking District is the prioritising of access to parking as follows:

Priority 1.

Passenger transport.

Priority 2.

Servicing of development (including taxis) and residential (including after hours preferential parking).

Priority 3.

Access to short-term public visitor parking; ie, parking associated with trips, other than work trips, where duration is up to 3-4 hours and associated with business, shopping or entertainment.

Priority 4.

Permitted ancillary parking, ie, parking associated with the trip to work but the vehicle is used for business purposes.

Priority 5.

Access to commuter parking, ie, where the duration of stay is for most of the day. This parking is associated with the journey to work which causes peak hour congestion.

Roads are classified into five parking road types (see Figure 9.1: Central Parking District). No parking is allowed on sites which depend on main retailing roads for their access (see Figure 9.1, Type 1 roads). Elsewhere in the Central Parking District, as the intensity of development lessens and available road capacity and accessibility to the main distributor roads improves, the specified limits on off-street parking are less restrictive. The parking limits permitted for a site are specified in 9.7.1 of the Plan.

a) **Type 1 Roads:** These are the main retail roads with high pedestrian volumes. Access to car parks off these roads is not permitted but passenger transport stops are allowed.

b) **Type 2 Roads:** These roads are:

   i) close to Queen Street and have an important servicing function

   ii) major passenger transport corridors

   iii) direct links to the motorway system and carry high traffic flows.

   There is limited capacity for parking.

c) **Type 3 Roads:** These roads are located at or towards the edge of the higher intensity office and retailing core of the Central Area. Traffic capacity, passenger transport and amenity considerations warrant stricter parking considerations than Type 4 roads.

d) **Type 4 Roads:** These roads consist of mainly local access roads and some cul-de-sacs located at the outer edge of the Central Parking District.

e) **Type 5 Roads:** These roads are located in Wynyard Quarter only. This road type is due to the capacity constraints of the primary access roads to and from the Quarter where they intersect with Fanshawe Street, which is a major arterial gateway for the Central Area. Traffic capacity, passenger transport and amenity considerations warrant the restrictive parking methods imposed through the Wynyard Quarter provisions in Part 14.9.

Part 5.5.1 sets out the requirements when parking is a primary activity on a site. The Plan makes provision for

short-term public visitor parking as a discretionary activity on Type 2, 3 and 4 roads. Leased or commuter parking areas or buildings are provided for as discretionary activities on Type 3 and 4 roads within the "less pedestrian-orientated area" only.

While the rules of this Plan place a maximum permitted limit on the provision of carparks, loading facilities are required to be provided on all development unless otherwise stated. The parking activity constraints are additional to any other constraint placed on the activity itself which generates the parking demand.

In certain situations the scale or location of parking areas or buildings and the location of access can have adverse effects on the environment in terms of increased congestion, delays, decreased safety, noise and visual intrusion. For that reason limits have been placed on the scale of car parking buildings and on the location of activities and access so that the individual impact of each proposal in these locations can be assessed.

9.6 ACTIVITIES – RULES AND ASSESSMENT CRITERIA

Activities	Consent Required
Any parking relating to a permitted, controlled or discretionary activity providing for more than 100 vehicles, excluding parking ancillary to existing port related activities located in the Port Precinct.	RC
Any access proposed to be located in the area identified as being affected by the Interchange Control Area notation as identified on Planning Overlay Map No. 7 and as described in Clause 9.7.3.6.	RD
Any access to sites subject to the vehicle access restriction control as described in Clause 9.7.3.5.	RD
Any access proposed to be located within the Defined Road boundary as described in Clause 9.7.3.7.	RD
Any activity which seeks to depart from the parking and loading standards in Clauses 9.7.1.2 and 9.7.2.	RD
Ancillary car parking in excess of Clause 9.7.1.	D
The transfer and utilisation of unrealised parking within the Learning Quarter: Area 1 in accordance with clause 9.7.1.	RC

RC= Restricted Controlled Activity

RD =Restricted Discretionary Activity

D=Discretionary Activity

9.6.1 RESTRICTED CONTROLLED ACTIVITIES

9.6.1.1 General criteria for assessing restricted controlled activities

An application for a restricted controlled activity shall be accompanied by an assessment of the environmental effects of the proposed activity in terms of the relevant criteria in Part 15 and the following matters:

a) Vehicle access to and from the site must:

i) ensure adequate sight distances and avoid congestion.

ii) be sufficiently separated from pedestrian access to ensure the safety of pedestrians.

b) Parking areas must:

i) be located away from residential precinct boundaries. Where this is impracticable, adequate screening shall be provided in the form of fencing or landscaping.

ii) meet particular requirements for safe and efficient vehicle circulation on site to avoid or mitigate adverse effects on the roading network.

9.6.1.2 Consent Conditions

In granting any consent the Council may impose conditions in respect of the matters specified in Section 108 of the Act and on the following:

a) location and extent of vehicular access

b) intensity and scale of activity (in order to manage traffic generation within the capacity limits of the adjoining road system)

c) capacity and/or safety of the road system (in order to accommodate the proposed traffic generation).

See key on page 1 of this section

9.6.1.3 Criteria for the assessment of the transfer and utilisation of unrealised parking within the Learning Quarter: Area 1

An application for a restricted controlled activity for the transfer and utilisation of unrealised parking on a recipient site within the Learning Quarter: Area 1 will be considered against the following criteria:

a) The extent to which vehicle access to and from the site provides adequate sight distances and avoids, remedies or mitigates congestion likely to have more than minor adverse effects.

b) The extent to which vehicle accessways are designed to ensure the safety of pedestrians.

c) The extent to which parking areas are designed to enable safe and efficient on-site vehicle circulation to avoid or mitigate adverse effects on the roading network.

d) The extent to which traffic generated from the parking area on the site may give rise to adverse effects on the roading network, having regard to the current and future traffic volumes in the area and any traffic problems in the areas, e.g. high accident rates.

9.6.1.4 Consent Conditions

In granting consent to the transfer and utilisation of unrealised permitted parking in the Learning Quarter Area: 1, the Council may impose conditions in respect of the matters specified in Section 108 of the Act and on the following:

a) The location and extent of vehicular accessways.

b) The total number of parking spaces provided (in order to manage traffic generation within the capacity limits of the adjoining road system).

c) Measures to increase the capacity and/or maintain the safety of the road system (in order to accommodate traffic generation from the site).

9.6.2 DISCRETIONARY ACTIVITIES

Those activities classified as restricted discretionary activities may be considered without the need for notification (refer Clause 15.3.2.6).

9.6.2.1 General criteria for assessing discretionary activities

An application for a restricted discretionary or discretionary activity shall be accompanied by an assessment of effects of the proposed activity in terms of the relevant criteria contained in Part 15, and the following matters:

a) Accessibility of the site.

b) Current traffic problems in the area, eg, congestion, high accident rate.

c) Existing and probable future traffic volumes on adjacent roads.

d) The feasibility of improving the roading system to manage increased traffic.

e) Traffic congestion and pedestrian/vehicle conflict likely to be caused by the proposal.

f) Vehicle access to and from the site must:

- ensure adequate sight distances and avoid congestion caused by entrance and exit of vehicles.
- be sufficiently separated from pedestrian access to ensure the safety of pedestrians.

9.6.2.2 Assessment criteria for specific activities

In addition to the criteria contained in Clause 9.6.2.1 above, the following matters shall be considered by the Council in exercising discretion on an application for resource consent:

a) Ancillary car parking

An application to exceed limits for off-street parking ancillary to a permitted activity on any site in the Central Parking District will be considered as a discretionary activity and assessed against the criteria in clauses 9.6.1.1 and 9.6.1.2.

b) Car parking areas or buildings

The requirements relating to car parking areas or buildings are contained in Part 5 - Activities. Where car parking is proposed as the primary activity, the relevant development controls for the site shall apply (refer Part 6).

c) Reduction in loading spaces

Where the proposal fails to comply with the loading standards in Clause 9.7.1.2 and 9.7.2 and has been identified as a restricted discretionary activity, it will be considered against the following criteria but only as they relate to the off-site effects of the activity.

i) Whether or not it is physically practicable to provide the required loading spaces on the site in terms of the existing location of buildings, availability of access to the road, and other similar matters.

ii) Whether there is an accessible and adequate on-street loading space in close proximity or the ability to create such a facility.

iii) Whether there is another site in the immediate vicinity that has available loading spaces which are not required at the same time as the proposed activity. In such a situation the Council will require a legal agreement between the applicant and the owner and occupiers of the site confirming such an arrangement.

iv) Whether a demonstrably less than normal number of loading spaces will be needed by the proposal, eg, due to specific business practice, operating method, type of customer.

v) Whether the site is located in a Conservation Area or on a heritage site and the provision of all the required loading spaces would detrimentally affect the specific character and features of the area or site.

vi) Whether a significant adverse effect on the character and amenity of the surrounding area will occur as a result of not providing the required loading spaces.

In granting consent to an application for a reduction in loading spaces the Council may impose conditions in respect of the matters specified in Section 108 of the Act and on the following:

- Location, extent and nature of vehicular access and circulation.
- Intensity and scale of activity so as to keep traffic generation in the vicinity within the capacity and safety limits of the adjoining roading system.
- Measures to be implemented in order to increase the capacity and/or safety of the roading system in order to accommodate the proposed traffic generation and ensure adequate allowances for future traffic growth arising from the reduction in the provision of the loading space(s). Financial contributions may be required from the applicant to achieve these measures.
- The lack of loading space provision on the applicant's site. Where there is an existing public parking area in the vicinity, the Council may impose a condition requiring the applicant to lease a certain number of loading spaces within it to mitigate any adverse effects.

d) Stacked parking

Stacked parking occurs when access to a parking space is achieved through another parking space. Consideration may be given to an application subject to the following criteria. Stacked parking;

i) will generally only be allowed in special circumstances in order to alleviate adverse effects, where no feasible alternative exists.

ii) associated with residential development may be approved where no feasible alternative exists, and spaces are held in common ownership under a single title and cannot be offered or allocated as individual parking spaces

iii) may, in some circumstances, be allowed as a means of providing staff parking.

iv) shall not hinder the internal circulation of parking areas

v) must be specifically designed to the satisfaction of the Council.

e) Interchange and intersection controls

Any change of activity or the erection of a building on sites subject to the interchange and intersection controls will be deemed to be a restricted discretionary activity where the activity is of such an intensity or character that vehicle movement likely to arise from the use of the site has one or more of the following characteristics:

i) a high volume of vehicle traffic which leads to excessive turning movements and/or weaving near the interchange;

ii) vehicle access is obtained by access points near the ends of interchange ramps or in a position where it would interfere with the operation of the interchange.

iii) in the case of 35 Grafton Road (as shown in figure 6.15A) the following additional matters will be considered:

- How safe and efficient cycle, pedestrian and vehicular access to and from the site and surrounding area is to be achieved. Taking into consideration the safe operation of the intersections of Stanley Street with Wellesley Street East and with Grafton Road, vehicular access is expected to be located along the Stanley Street frontage.
- How the site integrates with adjacent bus, footpath and cycle routes.
- Whether the level of lighting proposed along the street frontages of the site optimises public safety for those travelling to and from the site, in particular at any site access point and along adjoining footpaths and cycle ways.
- The recommendations contained in the travel plan prepared for any activity on the site. A travel plan shall be submitted with the resource consent application to develop the site and for any subsequent change of use. The travel plan shall demonstrate the tools and targets to encourage people to travel by alternative modes of transport other than by private car, including

public transport, walking, cycling and ride sharing. The travel plan shall include the following:

(a) Information on existing vehicle, public transport, cycle and pedestrian infrastructure.
(b) Details on the initial implementation and continued development of the travel plan.
(c) Methods to achieve and monitor the objectives of the travel plan.
(d) A description of facilities to encourage alternative means of transport such as showers and bicycle racks. The ratios for bicycle parking for private development set out in the ARTA Guidance Note for Cycle Parking Facilities 2007 or subsequent updated guidelines to be used as a guide for the provision of cycle parking.

9.7 RULES - DEVELOPMENT CONTROLS

9.7.1 STANDARDS

9.7.1.1 Parking

Where a site is located within the Central Parking District as defined in Figure 9.1, the maximum number of parking spaces shall not exceed the following:

Type 1 - Roads: 0

Type 2 - Roads: 1 space per 200 sq.m. of GFA

Type 3 - Roads: 1 space per 150 sq.m. of GFA

Type 4 – Roads: 1 space per 105 sq.m. of GFA

Type 5 - Roads: See clause 14.9.11.1 in Part 14.9 Wynyard Quarter.

The following are exceptions to the above parking standards.

A. Parking for accommodation

Except as specified in clause 14.9.11.1, the maximum permitted parking for accommodation shall be:

i) one space per self contained unit with a GFA of

0-79m²;

ii) two spaces per self contained unit with a GFA of 80m² or more.

Note: For the purpose of the standard under Clauses 9.7.1.1 and 9.7.1.2 "self-contained unit" means a building, a room, or a group of rooms used, designed or intended to be used exclusively as a single independent and separate accommodation unit.

B. Parking in the Learning Quarter: Area 1

Where a site (hereafter referred to as "the recipient site") is located within the Learning Quarter: Area 1 and is accessed from either Grafton Road or Alten Road, an application for a restricted controlled activity may be made to transfer to the recipient site the unrealised permitted parking from any other site or sites within the Learning Quarter: Area 1 ("the donor site") held in the same ownership as the recipient site. Any transferred parking may be provided in addition to the amount of parking permitted on the recipient site in respect of any building or buildings erected on, or proposed for, that site.

For the purpose of this rule, the unrealised permitted parking able to be transferred from the donor site, is the difference between the amount of parking permitted on the donor site and the amount actually provided, but only if the number of parking spaces provided on the donor site is less than that permitted.

The maximum permitted carparking spaces will be calculated on the standard for the road type to which the car parking facility on the recipient site gains access.

The total number of parking spaces permitted within the Learning Quarter: Area 1 inclusive as shown on Quarter Plan A shall not exceed 2000. Application to exceed this total will be assessed as a non-complying activity.

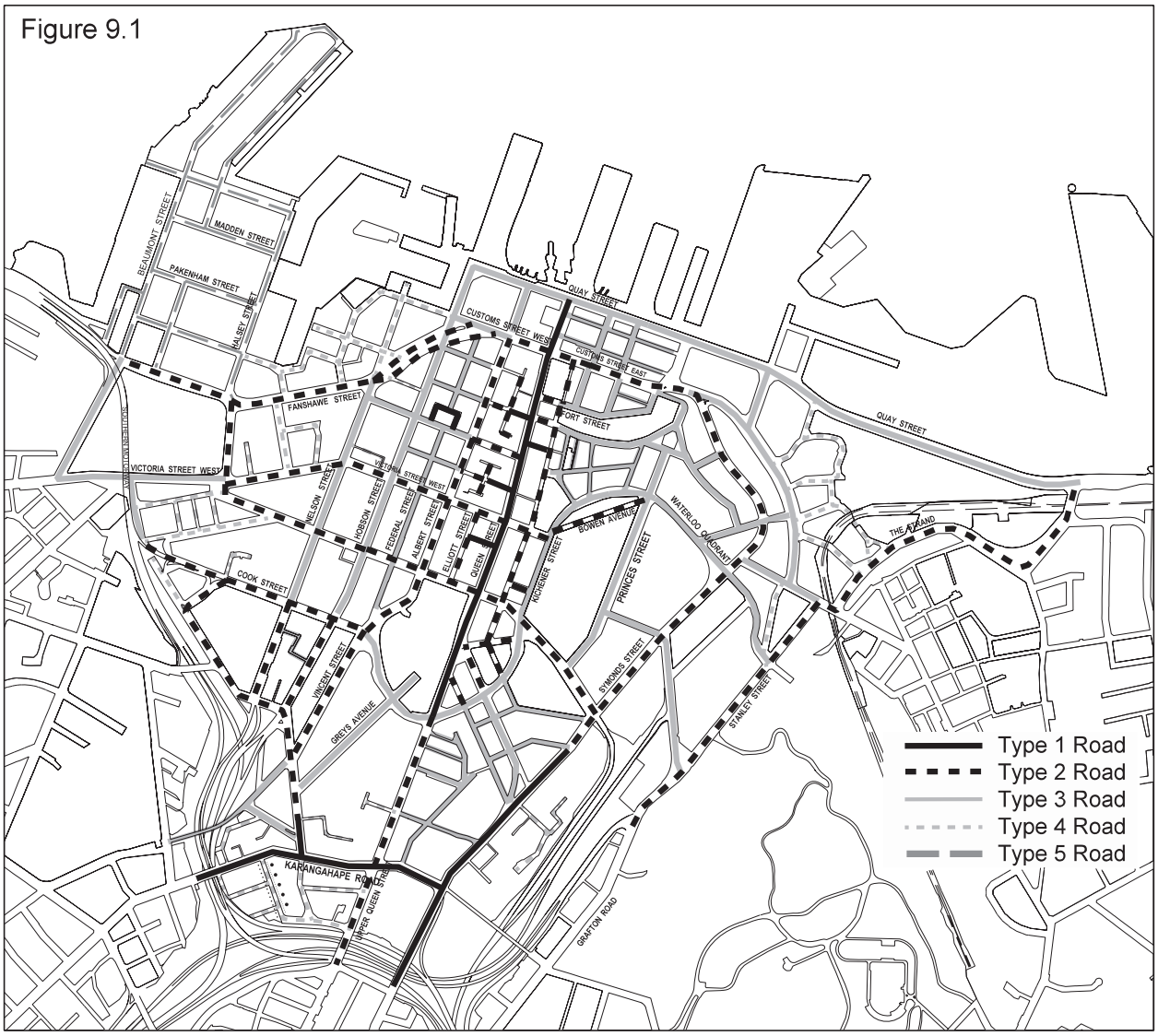
For the purpose of monitoring the total number of parking spaces a register shall be maintained by the Council and the following shall be recorded in it:

(i) the address and legal description of the donor and recipient sites;

(ii) the number of parking spaces transferred to the recipient site and/or retained on the donor site; and

(iii) the date of the consent permitting a transfer.

Figure 9.1



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