

Memo To:	James Beban, Corinna Tessendorf: Urban Edge Planning
From:	Don Wignall: Transport Futures
Subject:	Private Plan Change 55
Issue Date:	14-09-2022 Version: v2-6

Private Plan Change 55 Transport Issues

1 Purpose and Scope

- 1.1 The purpose of this work is to respond to transport related submissions to Private Plan Change (PPC) 55 documentation¹ as contained in the Upper Hutt City Council (Council) Section 32 reports².
- 1.2 Background documentation for the assessment of Plan Change (PC) 50 is also relevant³.

2 Submissions Summary

- 2.1 Most submissions relate to development related increased traffic on the road network, with attendant effects and associated documentation issues.
- 2.2 Other submissions address public transport, design aspects and the need for certainty in respect of required improvements. A breakdown of submissions by number and percentage is shown below.

Table 1 Submissions

Issue	No.		%
Scale of Traffic Increase	31		17%
Documentation Issues	27		15%
Unsuitable Roads	22		12%
Traffic Congestion	16		9%
Road Safety	16		9%
Accessibility Effects	14		8%
Pedestrian Facilities	10		5%
Cycling Facilities	8		4%
Commitment to Upgrades	8		4%
Bus services	6		3%
Rail Services	6		3%
Streetlighting	6		3%
Environmental Effects	5		3%
Leisure Access	5		3%
Heavy Vehicles	4		2%
Emergency Vehicles	2		1%
<i>Total</i>	<i>186</i>		<i>100%</i>

¹ Gabites Block Plan Change, Integrated Transport Assessment (ITA), October 2021 and Gabites Block: Peer Review of ITA, 10-11-2021.

² UHCC, Summary of Submissions and Full Submissions (Private Plan Change 55 1135 Maymorn Road 'Gabites Block', June 2022.

³ Plan Change 50, Assessment of Transport-related Provisions, 19-07-2021.

Upper Hutt City Council

2.3 Overall (suggested) responses to each submission category are provided below:

Table 2 Overall Responses to Submissions

Issue	Submissions	Responses
Scale of Traffic Increase	31	The implementation of PPC 55 would represent an increase in future traffic levels, however forecasts are well within the traffic carrying link capacity of the road network. The expected effects of PPC 55 on intersection capacity, speed, safety and environmental effects have also been considered, and these are also capable of being satisfactorily managed, during the implementation process.
Documentation Issues	27	Comments made in submission in respect of documentation have been recorded and will be considered and incorporated where appropriate, when further documentation is prepared.
Unsuitable Roads	22	Relatively minor changes to local roads and associated traffic management may be needed during the implementation process. This is (primarily) a Council responsibility, to action through resource consent considerations and through ongoing monitoring, forward regulatory and road investment programs.
Traffic Congestion	16	Traffic congestion is not currently a substantial issue, and modelling forecasts or post-development road network conditions indicate that operational conditions will remain within acceptable limits.
Road Safety	16	Safety monitoring is continuously undertaken by Council and any proposed road network improvements will be subject to safety audit prior to implementation.
Accessibility Effects	14	Any necessary works in respect of accessibility improvements will be included as resource consent conditions.
Pedestrian Facilities	10	This is (primarily) a Council responsibility, to assess and action through forward safety, accessibility and regulatory programs.
Cycling Facilities	8	This is (primarily) a Council responsibility to assess and action through forward safety, accessibility and regulatory programs.
Commitment to Upgrades	8	Any necessary works, that are additional to provisions (such as the shared user path) proposed by the applicant in PPC 55, will be included as resource consent conditions.
Bus services	6	This is primarily a GWRC responsibility, to assess and action through forward public transport planning and associated forward investment programs.
Rail Services	6	This is primarily a GWRC responsibility, to assess and action through forward public transport planning and associated forward investment programs.
Streetlighting	6	Any necessary works, that are additional to provisions (such as those addressing potential light pollution) proposed by the applicant in PPC 55, will be included as resource consent conditions and in Councils' forward investment programs.
Environmental Effects	5	No substantial environmental effects are anticipated to result from development traffic, in terms of acceptable standards being exceeded.
Leisure Access	5	This is a Council and GWRC (in relation to the Regional Park) responsibility to assess and action through forward safety, accessibility and regulatory programs.
Heavy Vehicles	4	A construction management plan will be prepared and is subject to resource consent approval. The use of the network by heavy vehicles from current activities, in terms of road maintenance and the operational safety of the road network, is continuously monitored by Council.
Emergency Vehicles	2	All design and required access standards will be complied with and included in any future resource consent conditions.

3.0 Detailed Discussion

Introduction

- 3.1 This discussion responds to more specific issues raised in submissions, but this does not extend to responding individually to each of the 50 submissions. It should also be emphasised that, in addition to the Gabites Block owner/developer and the Council, a number of other organisations have interests and responsibilities in respect of transport related matters, including Greater Wellington Regional Council (GWRC) and Waka Kotahi.
- 3.2 Most references are to the Integrated Transport Assessment (ITA)⁴ and associated Peer Review⁵, but some reference is made to the PC 50 Transport Assessment⁶.

Scale of Traffic Increase

- 3.3 Most submissions on this issue view the traffic increase from PPC 55 implementation as problematic in general terms.
- 3.4 The ITA (Table 3) indicates an upper peak (two-way) traffic generation level of 140 vehicles per hour (VPH) from PPC 55, of which 108 VPH are forecast to use Plateau Road in the morning peak hour. The ITA (in 3.1) also estimates a current AM peak traffic volume on Plateau Road (immediately south of SH2) of 280 VPH. Putting this in context, the hourly link capacity of Plateau Road exceeds 2,000 VPH.
- 3.5 Current road network traffic volumes are shown in Table 1 of the ITA and forecast PPC 55 traffic generation is contained in Table 3. However, an increase in traffic volumes does not necessarily represent a problem and would only become so if, following mitigation, the 'effects' arising from increased traffic were to be problematic.
- 3.6 Several potential effects from increased traffic are referred to in submissions, including: possible congestion, safety, accessibility and environmental issues, as discussed further below.

Traffic Congestion

- 3.7 *Suggestion that PPC 55 may create congestion.* Current traffic related delays on the road network are typically small and short-lived in nature. Future demand forecasts and associated modelling indicates that operational traffic conditions following PPC 55 will remain within acceptable limits. Specific locational submissions are addressed below:
- i. *Suggestion of SH2/Plateau Road Intersection Congestion.* This has been assessed in the ITA (section 8.2) in traffic capacity terms and is forecast to operate satisfactorily post-PPC 55.
 - ii. *Suggestion of Plateau Road/Maymorn Road/Parkes Line Road Congestion.* The addition of PPC 55 traffic to the road network has been assessed, see ITA (section 8.1) which does not forecast any operational capacity issues on the local network.

Road Safety

- 3.8 *Suggestion that road safety may be compromised.* Road safety records are reviewed in the ITA (section 4.0) which shows local road safety problems are not currently an issue. Perceived safety, particularly for vulnerable road users, will be supported the shared user path) proposed by the applicant in PPC 55 and Council will monitor future conditions,

⁴ Gabites Block Plan Change, Integrated Transport Assessment (ITA).

⁵ Gabites Block: Peer Review of ITA, 10-11-2021.

⁶ Plan Change 50, Assessment of Transport-related Provisions, 19-07-2021.

including reviewing speed management measures, referencing Waka Kotahi procedures⁷, and introducing changes where required.

Accessibility Effects

- 3.9 *Suggestion that local accessibility may be compromised.* Local accessibility to community facilities and travel nodes is currently adequate. Parking related issues relating to Plateau School can occur for short periods, but access is in general well managed. In the future, if demand increases following PPC 55, access provision and management measures will be adjusted to provide appropriate facilities where these are required, through the resource consent application process and as part of Councils' management of the local network.

Environmental effects

- 3.10 *Suggestion that PPC 55 traffic may result in environmental problems.* This a matter for consideration at the resource consent application stage and through Councils' forward programming activities. No breaches of acceptable standards are anticipated in connection with traffic related noise or air pollution. Other considerations are discussed below:
- i. In response to potential generation of CO² emissions if PPC 55 proceeds, consideration will be given to appropriate provision for sustainable modes during the resource consent application process,
 - ii. No specific traffic effects associated with residential amenity have been identified.

Unsuitable Roads

- 3.11 *Potential unsuitability of the current road network to accommodate increased demand, in terms of physical constraints and alignment.* The operational and safety performance of the local road network is based partly on physical characteristics and partly on traffic management measures. Council have responsibility to determine safe operating speeds and to require or provide any necessary improvements, with reference to Waka Kotahi recommended standards⁸, as the usage of roads changes.

Pedestrian Facilities

- 3.12 *Suggested need for pedestrian facilities.* Additional footpaths and pedestrian crossings are not currently required. In the future, in the event of PPC 55 implementation, the shared user path proposed by the applicant in PPC 55 and any further provision of pedestrian facilities and/or changes to road operating speeds will be reviewed as necessary, as walking activity increases.

Cycling Facilities

- 3.13 *Suggested need for cycling facilities.* Additional cycling facilities are not currently required. In the future, in the event of PPC 55 implementation, the shared user path proposed by the applicant in PPC 55 and any further cycle path facilities and/or changes to road operating speeds will be reviewed as necessary, as cycling activity increases.

Commitment to upgrades

- 3.14 *Suggested need for necessary upgrades / improvements to be committed / funded.* This a matter for consideration at the resource consent application stage and through Councils' forward programming activities. Detailed assessment, design, costing, funding

⁷ Land Transport Rule: Setting of Speed Limits 2022.

⁸ Austroads, Guide to Road Design.

approvals/commitments can only be confirmed at a later stage of the planning process, although a shared user path is proposed by the applicant in PPC 55.

Bus services

- 3.15 *Suggested need for more bus services.* This is primarily a GWRC assessment issue and in terms of provision, a resourcing and programming issue. There is no reason that buses cannot adequately serve PPC 55 by means of general service buses, school buses and rail replacement buses. Physical provision for buses is a consideration at the resource consent application stage, referencing Waka Kotahi public transport design guidance, and through Councils' and GWRC's forward programming activities.

Rail services

- 3.16 *Suggested need for more rail services.* This is primarily a GWRC assessment issue and in terms of provision, a resourcing and programming issue. There is no physical constraint preventing passenger train service frequencies being increased in the future to serve Maymorn Rail Station and GWRC have indicated their intention to do so⁹.

Streetlighting

- 3.17 *Suggested need for lighting or lighting and associated effects.* This a matter for consideration at the resource consent application stage and through Councils' forward programming activities. If additional street lighting is needed for safety / security reasons this is entirely capable of being provided in a sensitive and appropriate way to minimise any negative impacts and measures to address potential light pollution are proposed by the applicant in PPC 55.

Leisure access

- 3.18 *Suggestion that PPC 55 traffic may have negative effects on leisure access.* This a matter for consideration at the resource consent application stage and through Councils' forward programming activities. The GWRC also has responsibilities in relation to regional park, leisure trail access and rail station parking.

Heavy vehicles

- 3.19 *Suggestion that PPC 55 traffic may exacerbate problems associated with heavy vehicles.* Existing heavy vehicle movements are satisfactorily accommodated on the local road network at present. In the future, if PPC 55 is implemented, the management of construction traffic will be considered through a traffic management plan and resource consent conditions may be made by Council.

Emergency vehicles

- 3.20 *Suggestion that PPC 55 may result in problems for emergency vehicle access.* This a matter for consideration at the resource consent application stage, referencing F5-02 GD¹⁰, when emergency vehicle access requirements will be taken into account.

Documentation Issues

- 3.21 *Documentary inadequacies suggesting some issues may have not been addressed or lack of clarity.* It is difficult to respond to general comments, but all necessary assessments in connection with PPC 55 have been undertaken and all documentary requirements have

⁹ Lower North Island Rail Integrated Mobility, 01-11-2021

¹⁰ Designers' guide to firefighting operations, Emergency vehicle access, Fire and Emergency New Zealand

been complied with. Specific issues raised in submissions regarding documentation are addressed below:

- i. *A full transport plan is needed.* An ITA has been provided by the PPC 55 applicant and this has been peer reviewed for Council.
- ii. *A traffic management plan is needed.* If the PPC 55 is approved, in due course it is expected that a construction traffic management plan, referencing CoPTTM¹¹, will be required for consideration by Council at resource consent stage.
- iii. *Reports provided lack detail in respect of footpaths, cycleways and roads.* These are matters for consideration at resource consent stage, referencing NZS 4404:2010, when more detailed assessment and design work is undertaken.

3.22 *Potential documentation errors.* Specific references to documentation made in submissions are responded to below:

- i. Reference in the ITA Peer Review to a minimum 1,000 m² lot size around Maymorn Rail Station should have been to PPC 55 documentation¹². This does not affect the findings of the Peer Review, which considered dwelling and traffic generation estimates contained in the PPC 55 ITA.
- ii. The rural section of Maymorn Road (in the ITA and Peer Review) should have been stated as having a speed limit of 80 km/hr. This correction does not affect the outcome of the Peer Review, which raised concerns over the current speed environment and recommended that, at the time of development, a review of speed limits, to reflect the future use of the road, is undertaken.
- iii. The SIDRA modelling analysis for the SH2 / Plateau Road intersection, as reported in the ITA (section 8.2), was thought to have a layout assumption error. However, this is speculative, and the ITA modelling analysis has been reviewed by Waka Kotahi and found to satisfy their requirements.

Greater Wellington Regional Council

3.23 Transport related matters raised in the submission from GWRC are discussed below:

- i. *Additional parking for Rail Trail and Pākuratahi park users is needed within the road reserve on Maymorn Road and additional connections between development roads and park tracks are needed.* These considerations relate to access to the Regional Park in general rather than being a specific PPC 55 issue.
- ii. *Reduce affected stretches of Maymorn to 50 km/hr.* At the time of development, it is recommended that a review of speed limits, to reflect the future use of the road, is undertaken.
- iii. *Further analysis of the impact of through traffic is needed in respect of Mangaroa School.* The ITA describes the proportion of local development traffic using Parkes Line Road, namely 32 VPH (two-way) in the morning peak hour.
- iv. *A reference to school buses in respect of Mangaroa School is needed.* Provision of rural school services is a matter for the School and Ministry of Education.
- v. *An electrical vehicle charging station is needed.* Charging electric vehicles can best, and most conveniently, be undertaken at each individual dwelling, within the development.

¹¹ The Code of Practice for Temporary Traffic Management, Waka Kotahi

¹² Gabites Block Private Plan Change, Landscape Analysis, October 2021.

Waka Kotahi

- 3.24 Transport related matters raised in the submission from Waka Kotahi are discussed below:
- i. A footpath is needed on one side of internal road network. The PPC 55 applicant has now supplied an updated Structure Plan that includes roading typologies with appropriate footpath provision.
 - ii. Shared user path should be designed to meet appropriate standards. The PPC 55 applicant is now proposing to introduce amendments to require the provision of a shared cycleway and walkway and to introduce a new standard, outlining design requirements the pathway.
 - iii. A connection from the shared path to Maymorn Train Station passenger platform is needed, including a safe crossing of Maymorn Road. The PPC 55 applicant now proposes to introduce amendments to include a requirement for a safe crossing of Maymorn Road and to include an indicative design for a pedestrian connection to the train station, in the Structure Plan.

4.0 Summary

- 4.1 The submissions received for PPC 55 cover wide range of transport related issues. Most broader planning and feasibility issues have been addressed through the assessment and reporting documentation produced for Councils' consideration of the PPC 55 and PC 50 proposals.
- 4.2 A range of matters raised in submissions are more detailed and will be considered further, if PPC 55 is approved, through the resource consent application process.
- 4.3 Some points of correction are accepted and will be incorporated into any future documentation required, although these corrections do not materially affect the conclusions of transport assessments undertaken.