

## **Chapter 4**

### **Delivering the Integrated Planning Policy through influencing land use planning**

---

This chapter contains the following section:

<b>Section No.</b>	<b>Topic</b>
4.1	Managing the effects of land use change on the transport network

# 4.1 Managing the effects of growth and development on the transport network

---

## 4.1.1 Introduction and issues

---

### **Land use planning and developments**

Consistent with Transit's statutory objective, Transit's engagement in the planning process extends well beyond reacting to individual development proposals. Transit also engages in strategic land use planning and takes a proactive role by working in partnership with local authorities, developers and other key stakeholders to help determine the location, form and timing of development. Transit seeks to minimise adverse effects of growth and development on the transport network and to ensure that the multi-modal transport requirements of growth are provided. For information on Transit's approach to individual land use development proposals, see Chapter 5.

---

### **The impact of different growth patterns**

The location, scale, density, design and mix of land uses are major determinants of the demand for travel due to two main factors – the extent to which different patterns of development reduce the distances people need to travel and the extent to which they enable multi-modal travel choice. It is essential that the transport impacts of new growth and development are properly understood and that urban form is managed so that adverse effects on the transport network are minimised.

---

### **Transport infrastructure to service growth**

Although growth can be designed to minimise transport impacts, there will always be a need to develop the transport network and provide new infrastructure to meet the needs of growing communities. It is important that the transport needs of growth are reflected in the timing and delivery of new multi-modal transport infrastructure.

---

### **Land use planning mechanisms**

The primary mechanism for influencing the structure and form of growth and development and for ensuring that necessary transport infrastructure is provided is the statutory planning framework i.e. RPSs, RLTSs and regional and district plans. Regional growth strategies, urban development strategies and structure plans, although non-statutory, are also important mechanisms for influencing the form and pattern of growth and development and for identifying infrastructure requirements. Transit will strongly advocate for these non-statutory documents to be recognised in and given effect to, through statutory policy statements and plans.

Transit's goal is to achieve a greater recognition of the transport implications of development and growth in statutory planning documents. Over time this should reduce the need for Transit's input into individual development proposals.

---

## 4.1 – Managing the effects of growth and development

### **Transit contribution**

Transit will seek to engage fully in the development of these statutory and non-statutory planning documents, including contributing technical knowledge (for example on transport trends and traffic modelling) so that sustainable and integrated patterns of land use are identified and given effect to through strategic planning processes.

---

### **Role of land use planning within the RMA**

There is increasing recognition of the importance of strategic land use planning as a mechanism for ensuring the sustainable management purpose of the RMA is achieved. The importance of statutory plans is recognised through:

- regional councils being explicitly required to establish, implement and review objectives, policies and methods to integrate infrastructure with land use<sup>1</sup>;
- regional councils being explicitly required to establish, implement and review objectives, policies and methods to achieve integrated management of the natural and physical resources of their region<sup>2</sup>;
- regional councils being required to have regard to management plans and strategies prepared under other Acts, such as RLTSs, when preparing or changing regional policy statements<sup>3</sup>;
- district plans increasingly having regard to the transport effects of development;
- territorial authorities now being required to amend district plans to give effect to regional policy statements where necessary<sup>4</sup>; and
- structure plans now being recognised by the Environment Court as being an appropriate way to achieve the integrated management of the effects of the use, development and protection of land and associated natural and physical resources<sup>5</sup>.

In practice structure plans are becoming more widely used and growth strategies and urban development strategies are being developed for many of NZ's larger urban areas. However, there are still large areas of NZ without a regional growth strategy and Transit considers that some strategies require more focus on the transport impacts of growth and development. Further, Transit will strongly advocate for such plans and strategies to be recognised and given effect to in statutory policy statements/plans.

---

### **Shared responsibility**

There needs to be shared responsibility for managing the effects of land use on transport because it is neither practical nor reasonable for any one party to assume sole responsibility. Transit, territorial authorities, landowners and developers must all assume responsibilities to varying degrees.

---

<sup>1</sup> Section 30(1)(g)(b) RMA

<sup>2</sup> Section 30(1)(a) RMA.

<sup>3</sup> Section 61(2)(a) RMA.

<sup>4</sup> Section 73(4) RMA.

<sup>5</sup> J B Farms Limited & Ors v Dunedin City Council C140/06.

## 4.1 – Managing the effects of growth and development

<b>4.1.2</b>	<b>Policy on engagement in land use planning</b>
	<i>Transit will give effect to the Integrated Planning Policy by implementing this supporting policy:</i>
<b>Early engagement</b>	<p>Transit engages in statutory planning processes from the outset to ensure the transport consequences of growth and development are understood, managed and provided for. In particular, Transit seeks consistency with integrated planning and sustainable management objectives in statutory planning documents.</p> <p>Transit supports the preparation of regional growth strategies and structure plans as mechanisms for identifying integrated and sustainable patterns of land use change and infrastructure funding mechanisms. Transit will strongly advocate that these strategies and plans are recognised in and given effect to through the regional policy statement, regional land transport strategy, district plan(s) and long term council community plan(s) at the earliest opportunity.</p>
<b>Outcomes</b>	<p>Through this engagement, Transit advocates for and supports planning initiatives and decisions of local authorities and developers that result in land use changes that:</p> <ul style="list-style-type: none"><li>• improve road safety, minimise traffic congestion and reduce the adverse social and environmental effects of transport; and</li><li>• encourage low impact travel behaviours by providing travel choice,</li></ul> <p>while supporting the community outcomes identified by local authorities.</p>

### 4.1.3 Methods

---

#### 4.1.3.1 Method 1 – Participation in planning processes

---

##### **Participation in planning processes**

Transit will participate in land use planning processes and will seek to influence:

- national policy statements and national environmental standards;
  - regional land transport strategies;
  - regional policy statements and regional and district plans;
  - growth strategies, urban development strategies, structure plans and other strategic planning documents;
  - long-term council community plans; and
  - decisions on plan changes and variations, applications for land use and subdivision consents and notices of requirement for designations (refer Section 5.2).
-

## 4.1 – Managing the effects of growth and development

**Resources and expertise** Where appropriate Transit will offer information, resources and expertise, for example in traffic modelling, as part of its contribution to these processes. Where such resources are provided to local authorities they will generally be provided without charge. Transit’s ability to provide such resources will be subject to the availability of staff resources and funding.

---

### 4.1.3.2 Method 2 – Planning mechanisms

---

**Partnering in non-statutory planning processes** Transit recognises the role and benefits of non-statutory planning processes that address land use and transport issues together and involve all relevant agencies. These provide a mechanism for options to be explored and solutions to be identified in a relatively informal, constructive way. The benefits of this process include a level of dialogue that extends beyond the limitations of a statutory process, for example to multi-agency funding and coordination of outcomes.

---

**Preference for statutory implementation** Transit will strongly advocate that the outcomes of non-statutory planning processes are given effect to through relevant statutory plans, including regional policy statements, regional and district plans and RLTSs at the earliest opportunity. This will help ensure that these outcomes are given appropriate weight in decision-making.

---

**Influencing plans** When participating in planning processes, Transit will seek:

- inclusion in planning documents of appropriate objectives, policies and methods (including rules) that are consistent with the IPP and contribute to an integrated, safe, responsive and sustainable land transport system;
- consideration of the short and long term consequences of land use change for the state highway network and the land transport system as a whole, taking into account state highway categorisation and the road hierarchy, in order to maintain an efficient and effective transport system;
- patterns of land use change that minimise adverse transport effects, including those on the state highway, by reducing journey distances and enabling travel choice (Appendix 4A provides examples of approaches that can help deliver these outcomes);
- provisions, including zoning and performance standards, which ensure land uses in the vicinity of the state highway network are compatible with state highways (refer also to section 5.2 and Appendix 5D on reverse sensitivity); and
- objectives, policies and rules that require developers to avoid, remedy or mitigate the adverse effects of their development on the land transport system and in particular on state highways and provide mechanisms for requiring developers to make an equitable contribution to the costs any required mitigation works.

Appendix 4A provides a checklist of issues to be assessed/raised in Transit submissions on plans. Appendix 4B contains suggested objectives, policies and methods (including rules) for regional policy statements and regional coastal plans, other regional plans (where appropriate) and district plans.

---

## 4.1 – Managing the effects of growth and development

### Integrated transport assessments

Transit will seek for the inclusion of provisions in district plans and regional policy statements that require applications for resource consent for new major traffic generating activities to include an Integrated Transport Assessment (ITA) (refer section 5.2 and Appendix 5C) as a part of the assessment of environmental effects under the RMA. Transit will also advocate where appropriate for an ITA to be undertaken as part of the development of plans, plan changes and plan variations.

### 4.1.3.3

#### Method 3 – Prioritisation of state highway projects

### Funding

Integration of planning and funding improves certainty – that transport infrastructure will be provided to meet the needs of new growth and that development inconsistent with an agreed growth strategy is less likely to occur.

In prioritising improvements to the state highway network in areas experiencing growth pressure, Transit will place weight on whether proposed new roads or improvement projects support regional growth plans particularly where:

- development of these growth plans has involved all relevant agencies; and
- they have been given effect through statutory plans.

Further details on Transit’s approach to transport planning and investment in the state highway network is found in Chapter 3 above.

### Land Transport NZ’s approach

Land Transport NZ, in assessing potential activities for funding, also places priority on activities that are developed within the context of a regional growth strategy and regional land transport strategy. Moreover, activities for which funding is sought are specifically assessed for their impact on 13 sustainability trends (available from the website [www.landtransport.govt.nz](http://www.landtransport.govt.nz)) including where:

- *“development patterns of towns and cities reduce the need to travel;*
- *development of towns and cities, design of networks and operating rules provide a safe and convenient environment for walking, cycling and other personal travel options;*
- *more people choose active modes of transport;*
- *people use private vehicles less at congested times;*
- *the availability and use of shared transport, passenger transport and services for the transport disadvantaged increases; and*
- *a higher proportion of freight is carried on rail and coastal shipping”*