tasman district council | Te Kaunihera o te tai o Aorere

Aorere ki uta Aorere ki tai - Tasman Environment Plan

Issues and Options Report

Transportation

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Important Note

September 2021

The Office of the Minister for the Environment released the Exposure Draft Natural and Built Environments Act (NBA) on 29 June 2021 (the Exposure Draft). As set out in that Exposure Draft, Minister Parker proposes to replace effects under the RMA with positive **outcomes.**

The NBA and the proposed Strategic Planning Act (SPA), and Climate Change Adaptation Act (CAA) will influence the development of the TEP and how we are required to manage and plan for Tasman district's environment.

As of September 2021, this is what we know:

1. The purpose of the NBA is to enable: -
   (a) Te Oranga o te Taiao to be upheld, including by protecting and enhancing the natural environment; and
   (b) people and communities to use the environment in a way that supports the well-being of present generations without compromising the well-being of future generations.
2. Environmental limits the purpose of environmental limits is to protect either or both of the following: (a) the ecological integrity of the natural environment: (b) human health and must be prescribed for at least these matters: air; biodiversity, including habitats and ecosystems; coastal waters; estuaries; freshwater; and soil.
3. Sixteen draft outcomes are identified (these are provided in Appendix 3)

Te Oranga o te Taiao is to be central to the new legislation, reflecting a Te Ao Māori approach. It also encapsulates the intergenerational importance of the health and well-being of the natural environment.

In this report the author will, where necessary and appropriate, address the issues and options from the perspective of the new NBA purpose and outcomes.

Contents

1. Executive Summary

1.1 Introduction

Research for this Issues and Options paper for the Aorere ki uta Aorere ki tai –Tasman Environment Plan (TEP) has found that the most pressing transportation opportunities and issues in the Tasman District centre around:

1. giving effect to Te Tiriti O Waitangi partnerships and Te Ao Māori values,
2. increasing environmental protection from site specific and cumulative adverse impacts on both the natural and built environments,
3. ensuring that good transportation outcomes improve urban and rural design and development
4. travel planning, infrastructure and facilities to assist in mode shift
5. supporting connectivity and strategic integration of regional land and marine transport activities, assets, and infrastructure through existing or new infrastructure and natural environment restoration,
6. a move toward a low or zero carbon future in Tasman to ensure impacts and opportunities are equitably distributed (a just transition), and
7. strengthening the safety, efficiency, and resilience of the region's transport network to climate risks
8. air transport, particularly in relation to the private use of helicopters

Council has already invested in increasing connectivity within neighbourhoods and between residential and social services, commercial, industrial areas, diversification of transport modes, public transport to reduce traffic conflicts in existing urban areas. Ongoing financial commitments will be needed to prioritise both the Government's and the Council's zero carbon goals.

1.2 Purpose and Scope

The purpose of this report is to outline specific issues around Transportation, investigate potential options and define the recommended option(s) to address the issue. The feedback and direction received on the recommended option(s) will inform development of the Draft Aorere ki uta Aorere ki tai - Tasman Environment Plan (TEP).

Any draft recommended option(s) defined in this report will be tested with iwi, Council, and community and may evolve during the course of the plan development process.

1.3 Issue(s)

The following key issues have been identified. These have been identified from national and regional policy and planning documents, the Section 35 evaluation of the existing plan provisions, public engagement, and experience from Council staff.

1) The transport network is unable to cope with the demands of sustained population and economic growth and is constraining access to social and economic opportunities

2) the nature of our road network and how it is being used is leading to unacceptably high harm (deaths and serious injuries) to road users

3) Current transport form and design constrains access for healthy, safe and sustainable transport choices

4) The susceptibility of our network to hazards and threats leads to reduced condition and loss of access for the community

5) Vehicle use (primarily cars and trucks, but also planes and ships) is contributing to atmospheric, terrestrial and aquatic pollution

6) Increasing use of private helicopters is resulting in a range of adverse effects, including noise impacts, safety risks, environmental disturbance, and carbon emissions.

7) Tasman has an emerging and growing maritime transport sector. This sector will need support and policy controls to develop appropriately.

1.4 Outcome(s) Sought

The following outcomes have been identified. They have been arrived at from key relevant documents such as the draft NBA, the RLTP, the s35 evaluation, and the W&C strategy.

Inclusive access and improved travel options

- All people are enabled to participate in social and economic opportunities such as work, education, and healthcare through an accessible transport system (MoT)(GPS).
- People have travel options by ensuring that transport networks are fit for purpose and fit for the future (MoT)(GPS)(RLTP).
- The relationship of iwi and hapū, and their tikanga and traditions, with their ancestral lands, water, sites, wāhi tapu, and other taonga can be restored by improved connectivity and protected from culturally insensitive access (NBA).
- Public access to and along the coast, lakes, rivers, wetlands, and their margins, is protected or enhanced; whilst preserving their natural character (NBA).

Healthy and safe people

- Safe transportation infrastructure ensures that people are protected from transport-related injuries or death (MoT)(GPS)(RLTP).
- People are protected from harmful pollution making physically active travel an attractive option (MoT)(GPS)(RLTP).
- Appropriate regulatory settings are in place to ensure that helicopters and VTOL vehicles can be used, but in a way that does not cause actual adverse effects that, on their own or cumulatively, are more than minor or significant. (public, councillors)
- There is an appropriate level of restriction to protect important locations and areas from the impacts of helicopters and VTOL vehicles. (public, councillors)

Economic prosperity and improved freight connections

- The transport system supports economic activity and development via local, regional, and international connections, with well-designed transport corridors, creating efficient, reliable, and resilient movements of people and products (MoT)(GPS)(RLTP)

- Transportation in rural areas contributes to the development of adaptable and economically resilient communities; and promotes the protection of highly productive land (NBA)(NPS-HPL).

Resilience and security of transport networks

- The transport system minimises and manages the risks from natural and human-made hazards, anticipates and adapts to emerging threats, and recovers effectively from disruptive events (MoT)(RLTP).
- Urban areas are well-functioning by ensuring a resilient urban form with good transport links within and beyond the urban area (NBA)(RLTP).
- Infrastructure services support the well-being of people and communities, by increasing the generation, storage, transmission, and use of renewable energy to power vehicles, (NBA).

Environmental Protection from the adverse effects of transportation networks and modes

- Helicopters and VTOL vehicles do not cause adverse ecological effects (e.g. on bird populations). (public, councillors)
- Pollution of land and waterbodies from runoff of metals and hydrocarbons from roads is reduced.
- Air pollution by fine particulates in urban areas is reduced.
- Activities nearby to transportation corridors are protected from adverse effects, whilst transportation corridors and activities are protected.

Carbon Pollution

- To transition to a low carbon transportation system.(Govt policy docs, TDC adaption plan, public).
- Achieve the Government's and Tasman's carbon reduction objectives and targets.

1.5 How Issues relate to Iwi Interests and Values

Understanding transportation through a Māori cultural lens will need to be a focus for the Council.

Scaling up our forward thinking means asking questions like:

- What information and knowledge do we have on the experiences of Māori in transport?
- What impacts will proposals have on Te Oranga o te Taiao? For example, are moored container ships in Tasman Bay having on benthic ecosystems?
- What does a just transition look like for Māori communities and businesses?

Iwi Management Plan documents prioritise the natural environment and promote the transition away from fossil fuels for the long term wellbeing of the planet.

1.7 Summary of Analysis

The area of transportation is fast-changing and influenced by a wide array of government and regional policy influences. The Council will need to provide a policy approach that is fit for the next 10 years and beyond.

A strong move away from fossil-fuel vehicle-based transport will be required to meet the Government's emissions reduction targets and to help address climate change. National moves to set emissions limits, the clear car feebate scheme, review of the Emissions Trading Scheme, and others Much of the Council's programme is being led through the Strategic Policy team. The recently adopted Walking and Cycling Strategy is important here.

The TEP can contribute with objectives, policies and rules that will promote mode shift in urban areas. The TEP can also contribute by supporting and promoting a compact urban form that focusses on intensification wherever feasible and thereby limit the increasing pressure on the transportation system.

Several other councils are implementing measures such as maximum parking rates, incentives for walking and cycling, promotion of Low Traffic Neighbourhoods. The electrification of the light vehicle fleet can also be supported by the Council.

In addition, there are emerging transportation areas such as private use of helicopters and an important maritime transportation industry. These will need policy attention in order to avoid future impacts and realise future opportunities.

1.6 Recommendations

To address the issues, the following options are recommended:

Planning Issues	Options	Description of Options
1) Network is unable to cope with growth 2) Deaths and serious injuries . 3) Can't provide healthy, safe, sustainable transport choices 4) Network is susceptible to future disruption 5) Vehicle use is contributing to pollution	Options 2, 3, 4 and-5 recommended	2. Provide a stronger future focused set of transportation objectives and policies that support the current challenges and direction that has been set by the government, and through the RLTP, and through Council policy on walking and cycling and urban design outcomes. 3. Low traffic neighbourhoods, and greenways, are adopted as design outcomes for both greenfield and brownfield development 4. Provide a suite of plan provisions that will support and require the public and private sectors to provide electrification hardware. 5. Introduce policies and rules that require larger businesses and employers to: - Develop and report on workplace travel plans - Provide facilities to support active transport modes Plus implement rules which set maximum parking rates
6) Increasing use of private helicopters is beginning to result in a range of	Option 3 recommended	3. Amend the existing RPS/TRMP provisions and introduce further provisions to better regulate future effects. Also introduce a density control that introduces a first-in first-served density control for helicopter landing areas.

adverse effects, including noise impacts, safety risks, environmental disturbance, and carbon emissions.		
7) Tasman has an emerging and growing maritime transport sector	Option 2 recommended	Amend the existing RPS/TRMP provisions and introduce provisions to support marine transportation industry, and for the protection and sustainable use of the marine environment.

2. Principles Underpinning the Development of the TEP

2.1 Guiding Principles

The Council will use guiding principles in the development of the TEP. These principles are the philosophy and values that will underlie the approach and content of the TEP, but will not in themselves have specific objectives, policies or methods. The anticipated outcomes of the TEP should achieve these principles.

The principles for developing the Aorere ki uta, Aorere ki tai – Tasman Environment Plan are:

1. To recognise the interconnectedness of the environment and people, ki uta ki tai / mountains to the sea.
2. To enable healthy and resilient communities by achieving healthy and resilient environments (Te Oranga o te Taiao).
3. To work in partnership with Iwi.
4. To meet the present and future needs of our communities and iwi.
5. To enable community development within environmental limits.
6. To support and enable the restoration of at-risk environments.
7. To recognise and provide for the wellbeing of individuals, where this is not at the expense of the public good.
8. To take a precautionary or responsive management approach, dependent on the nature and extent of the risk, and where there is uncertainty or a lack of information.
9. To ensure the TEP provides strategic leadership for Council's key planning documents.

These principles will be implemented through evaluation of options in this report and in future Section 32 assessment, drafting and decisions.

2.2 Te Oranga o te Taiao

The Exposure Draft for Natural and Built Environments Act requires Te Oranga o te Taiao to be upheld and is described as follows:

Te Oranga o te Taiao incorporates—

(a) the health of the natural environment; and

(b) the intrinsic relationship between iwi and hapū and te taiao; and

(c) the interconnectedness of all parts of the natural environment; and

(d) the essential relationship between the health of the natural environment and its capacity to sustain all life.

The TEP process and document provides a key mechanism to achieve our desired outcomes for our relationship with Te Taiao (the natural world), including the community outcomes defined in the Long Term Plan[1], and the vision of the Te Tauihu Intergenerational Strategy (Wakatū, 2020):

[1] *The outcomes are available in the Long Term Plan on the Council's website*

"We are the people of Te Tauihu. Together, we care for the health and wellbeing of our people and our places. We will leave our taonga in a better state than when it was placed in our care, for our children and the generations to come."

The use of Te Oranga o te Taiao in this report utilises a similar approach and hierarchy to that defined for Te Mana O Te Wai in the National Policy Statement for Freshwater Management 2020 (MfE,2020. NPS-FM), and extends this fundamental concept to other domains: Te Tai (sea), Te Āngi (air) and Te Whenua (land).

The objective of this approach is to ensure that natural and physical resources are managed in a way that prioritises:

(a) first, the health and well-being of the natural environment and ecosystems;

(b) second, the health needs of people;

(c) third, the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future.

3. Background Context

The section 35 analysis that was previously done to evaluate the Transportation Chapter of the TRMP (Chapter 11) identified that many of the provisions were still relevant and appropriate at a high level, but that the provisions needed to be updated to address the new transportation challenges that are emerging.

There is a very wide and broad scope of guidance information that is addressed in the section below (Information Sources). Clearly, with government guidance and direction, the transportation sector can expect a high level of change over the term of the TEP.

The delivery of transportation outcomes is very much based on infrastructure, and this in turn is controlled by the Council's planning and expenditure. The TEP can help set the direction for this investment, and significantly can influence how private property is developed and used. Interventions that incentivise or disincentivise certain transportation options can be considered.

The transportation sector is an area that is experiencing innovation from a range of areas, from electrification to personalised air transport, there will be plenty of change on the horizon that will need to be considered at a policy level. Inevitably there will be the need for the future TEP to adapt and change according to policy trends and challenges.

3.1 Information Sources

There are a wide range of national strategies and plans which have a direct or indirect relationship with the Transportation portfolio. Some of these have been recently released and are summarised below.

The Tasman Regional Policy Statement (TRPS) provides the opportunity to investigate improvements for transportation, Council's other bodies of work, over the last few years, have picked up and run with changing community values, the international climate crises call, and central government priorities. Playing a pivotal role are:

- Te Anga Whakatakoto Hua mō ngā Waka - The Ministry of Transport's Transport Outcomes Framework (the MoT Outcomes),
- Te Tauākī Kaupapa Here a te Kāwanatanga mō ngā waka whenua - Government Policy Statement on land transport (the GPS),
- Ngā Kaupapa Huarahi o Aotearoa 2021–24 , The National Land Transport Programme (the NLTP),
- Connecting Te Tauihu Regional Land Transport Plan 2021-2031 (the RLTP)[2],
- Accessible Nelson Tasman, Regional Public Transport Plan (RPTP)
- the Future Development Strategy (FDS),

[2] *Connecting Te Tauihu Regional Land Transport Plan 2021-2031* at p.7 recognises the key transport issues in Te Tau Ihu for next 10 years are: vehicle usage growth and its effects on access; safety on our roads; the design of our transport system is constraining access for those wanting to use more sustainable modes; our communities are susceptible to losing access in more frequent weather events; vehicle usage is affecting our natural environment. Te Tauihu-RLTP-Final - June 2021.pdf (adobe.com)

- Council's Walking and Cycling Strategy 2022 (WCS),
- the Tasman Climate Action Plan (the TCAP), and
- the Long Term Plan 2021-2031 (the LTP).
- Council's Transport Activity Management Plan (Transport AMP),
- Nelson Tasman Land Development Manual 2020 (NTLDM),

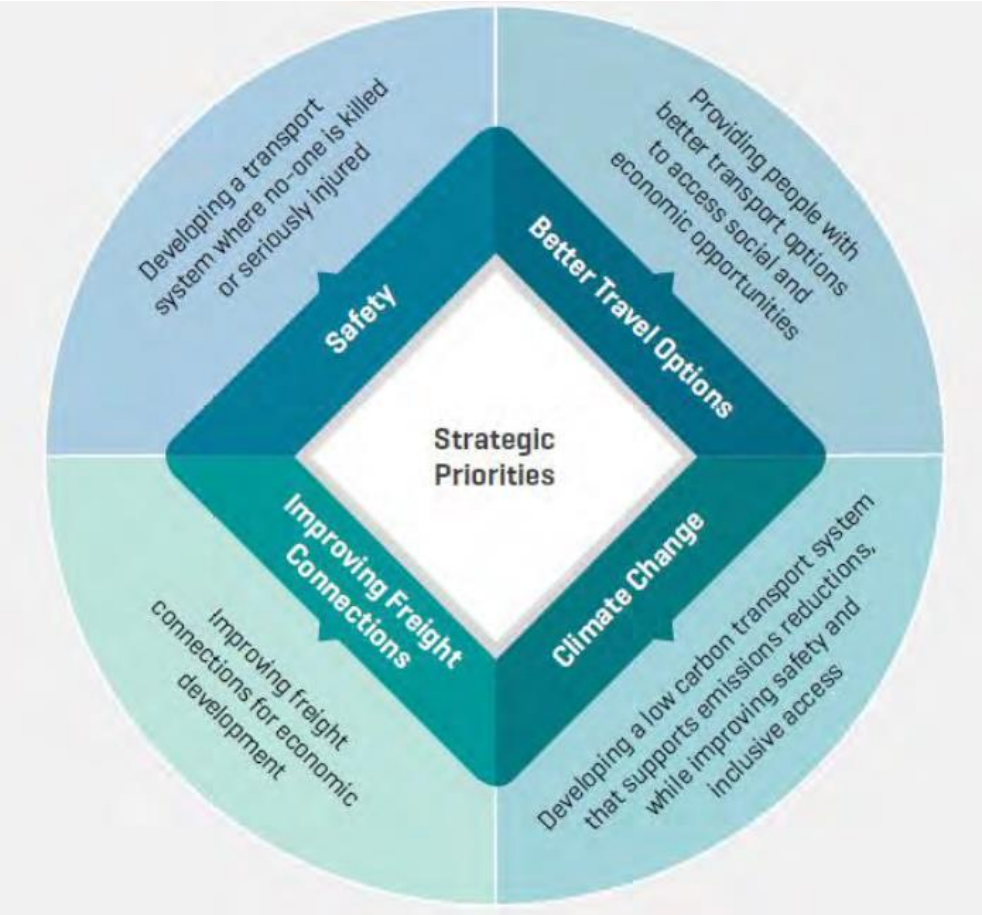
National directives such as the NPS-UD, have required change to the TRMP and Council has responded accordingly. The TEP does not need to reinvent the wheel and Council is well informed on Tasman District's transport legacies and future priorities whether community or central government driven.

The TEP would serve its communities best by ensuring its provisions provide both regulatory and non-regulatory methods to strengthen the value of Council's current investments to implement national and regional transportation priorities. This investment is already providing many positive outcomes for Tasman District's communities and aligns to the TRPS and TRMP provisions.

Some of the key outcomes directed by documents are further identified below

3.1.1 Government policy statement on land transport

The Government Policy Statement (GPS) is the government's main document which sets priorities and funding levels for land transport investment. The diagram below shows the strategic priorities in the 2021 GPS.



3.1.2 Connecting Te Tauihu Regional Land Transport Plan 2021-2031

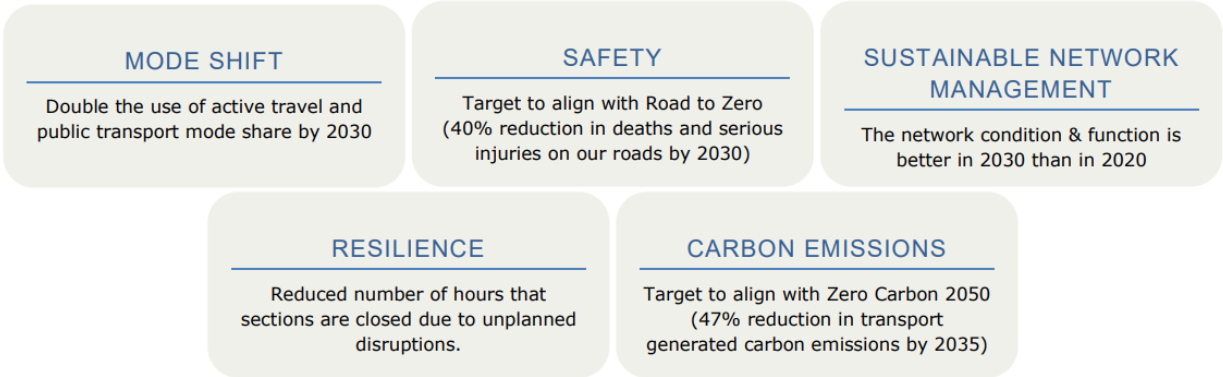
The RLTP is owned collectively by the Regional Transport Committee (RTC) comprising Waka Kotahi NZ Transport Agency (Waka Kotahi) and the three Territorial Authorities in Te Tauihu (MDC, NCC, TDC).

It sets the strategic transport direction to guide transport activities in Long Term Plans (LTPs) and identifies the agreed view of regional transport priorities to inform the National Land Transport Programme (NLTP). It also sets the long term vision and strategic direction for the region's land transport system.

The RLTP takes direction from the GPS. It establishes the following Strategic Objectives

The strategic objectives are aligned the Ministry of Transport's outcomes and also take account of the regional challenges facing Te Tauihu. Each objective is supported by policies.

The RLTP also establishes Headline Targets. These are outcomes that are expected to achieve from the RLTP over its 10 year horizon.



3.1.3 Iwi Management Plans and Intergenerational Strategy

Te Tauihu Intergenerational Strategy:

- Transport networks and options that are clean/green that will support our carbon-zero goals and that serve the needs of our people (i.e. availability/access)
- Is future focussed, supporting autonomous vehicles and smart transport systems that will provide for longer-term opportunities
- Identifies the need for a reduction in emissions from the transportation sector.

Iwi Management Plans are also supportive of emissions reductions, and a just transition where everyone has access to new transportation opportunities.

3.1.4 Section 35 Report – Chapter 11

This evaluation was dated March 2020. There were some key findings from the Evaluation of Chapter 11. Primarily the provisions suffer from not being updated and being somewhat out of date.

- Active transport infrastructure is not actively supported
- Public transport is identified, but not actively supported
- Technology changes are not identified or supported, including electrification of the transportation system.
- There are adverse effects on the environment (e.g. health, amenity, air quality, ecosystems, land productivity) that need to be addressed.

The direction was to retain much of the policy framework, but to update to reflect modern transportation planning and design, and to support desirable outcomes such as safety, walking and cycling, public transport, support for new technology, off-road amenity, low emissions and environmental outcomes.

3.1.5 Aotearoa New Zealand's Emissions Reduction Plan 2022[3]

This plan has been produced by the New Zealand Government as the next step in putting the country on a path towards a low-emissions economy and contributing to global efforts to limit temperature rise to 1.5C above pre-industrial levels. The management of Transportation will play a key role in achieving this. The Plan makes reference to the following:

- Reduce reliance on cars and support people to walk, cycle and use public transport including by:
    - improving the reach, frequency and quality of public transport and making it more affordable for low-income New Zealanders
    - increasing support for walking and cycling, including initiatives to increase the use of e-bikes
    - ensuring safer streets and well-planned urban areas.
- Rapidly adopt low-emissions vehicles including by:
    - continuing to incentivise the uptake of low- and zero-emissions vehicles through the Clean Vehicle Discount scheme and consider the future of the road user charge exemption for light electric vehicles beyond 2024
    - increasing access to low- and zero-emissions vehicles for low-income households by supporting social leasing schemes and trialling an equity-oriented vehicle scrap-and-replace scheme
    - improving EV-charging infrastructure across Aotearoa to ensure that all New Zealanders can charge when they need to.
- Begin work now to decarbonise heavy transport and freight including by:

[3] *Te hau marohi ki anamata – Towards a productive, sustainable and inclusive economy – Aotearoa New Zealand's first Emission Reduction Plan May 2022*

- providing funding to support the freight sector to purchase zero- and low-emissions trucks
- requiring only zero-emissions public transport buses to be purchased by 2025
- supporting the uptake of low-carbon liquid fuels by implementing a sustainable aviation fuel mandate and a sustainable biofuels obligation.

The document also sets four transport targets:

► Target 1 – Reduce total kilometres travelled (VKT) by the light fleet by 20 per cent by 2035 through improved urban form and providing better travel options, particularly in our largest cities.

► Target 2 – Increase zero-emissions vehicles to 30 per cent of the light fleet by 2035.

► Target 3 – Reduce emissions from freight transport by 35 per cent by 2035.

► Target 4 – Reduce the emissions intensity of transport fuel by 10 per cent by 2035

Other outcomes are:

- Ensure that Māori and government to work together on climate change actions
- Support the wider community to achieve an equitable transition
- Government to lead by example.

3.1.6 Te mahere urutaunga ā-motu (tuhinga hukihuki) Draft National Adaptation Plan April 2022[4]

This is the country's first national adaption plan to build a foundation for action so that all sectors and communities are able to live and thrive in a changing climate. It is about resilience and adaptation and includes sections relevant to Transportation.

3.1.7 TDC Walking and Cycling Strategy

The Council has recently adopted The Walking and Cycling Strategy. The Strategy has adopted four key principles, and a set of policies that will support a transition to greater walking and cycling.

The identified principles are:

1. improved actual and perceived safety of places to walk, cycle and get around on other micro mobility devices
2. improved look, feel, amenity and social opportunities in our urban and residential environments
3. an active transport network that makes the best use of existing infrastructure and is prioritised to provide the greatest benefit first
4. a network of walking and cycling infrastructure that is efficient and creates direct connections.

[4] *Ministry for the Environment. 2022. Draft National Adaptation Plan*

3.1.8 Public Feedback

In 2020, we undertook the first round of public engagement on the TEP. The following key themes, relevant to the transportation portfolio, were raised:

- a strong demand for improved walking and cycling facilities
- better public transport connections and facilities
- addressing vehicle congestion in key locations
- investigating ferry transport routes and opportunities
- ensuring that pedestrians and cyclists have a higher priority than cars in urban locations
- facilities to enable connectivity across busy state highways
- improvements to footpaths
- the need for a bypass for Motueka
- recommended changes to speed limits
- address the parking situation at Kaiteriteri, potentially with a park and ride facility

It is important to note that the majority of issues raised related to Council or NZTA infrastructure and services. There was less focus on broader transport policy, and issues that can be addressed in a resource management plan. However, the TEP will indirectly support the identified transportation outcomes but supporting a compact urban form and reduce reliance on the road infrastructure for private vehicle use.

3.2 Issue(s) we are seeking to address

Issue Identification	Discussion
The transport network is unable to cope with the demands of sustained population and economic growth and is constraining access to social and economic opportunities	1) The RLTP identifies the potential responses to this issue/problem. Most of the responses fall to the Tasman District Council as asset manager, and to Waka Kotahi 2) However, the RLTP does identify the Future Development Strategy, intensification action plans, reviewing land use and district and environmental plans, and car parking policies as key responses to this issue (noting the NPS-UD means carparking policies are now redundant) 3) The main contribution that can be made through the TEP as in the area of: (a) Future Development planning (primarily implementing the FDS); (b) Subdivision and greenfield development layout and facilities; 4) Once roads cycleways and other facilities have been vested with the Council, then further improvements fall to the Council.
User behaviour and roads are no longer fit for purpose and cause death and serious injuries.	1) This issue was identified in the RLTP, but no significant role is identified for land use planning. Key improvements will be achieved through investment by the Tasman District Council and Waka Kotahi. However appropriate subdivision layout and standards in the NTLDM may improve future safety outcomes. 2) Most safety risks are associated with higher speeds in rural locations. However, in the urban areas the greatest concern is accidents involving cyclists and intersections.
Current transport form and design constrains access for healthy, safe and sustainable transport choices	1) Tasman is an area with a high number of residents who undertake active walking and cycling as a recreational activity. There are also a high number of groups advocating for active transport, reduced emissions and creating more livable areas in a recent survey, residents were asked what their current mode of transport to work and school was and what would be their preferred mode. Of the people who indicated that their current mode was using a private vehicle, 45% said their preferred mode was cycling.

	2) Significant steps have been made by the Strategic Policy team to provide for active modes of transport through the provision of the Walking and Cycling Strategy. 3) The TEP has a contribution to make also, particularly in relation to residential, commercial and industrial activities that generate transport movements, including places of work and recreation. The TEP can also contribute to urban form and subdivision layout.
The susceptibility of our network to hazards and threats leads to reduced condition and loss of access for the community	1) The resilience of the transportation system is a key consideration. 2) Asset owners will make the fundamental decisions on transport infrastructure. This is dealt with further in the infrastructure portfolio. 3) Future planning of urban and rural development is a key consideration to avoid vulnerability. The Future Development Strategy already considers access and consideration is made of high-risk infrastructure linkages through the lifelines work.
Vehicle use is contributing to atmospheric, terrestrial and aquatic pollution	1) Government policy now requires progress towards reducing VKT. 2) There is a transition underway towards electric mobility, whether it be through battery electric vehicles, hydrogen or alternative energy mobility and public transport. 3) There is also a need to ensure that the transition is a "just transition" meaning that lower socio-economic communities and businesses have a full opportunity to participate in the transition. 4) Road vehicles contribute to a significant problem of metals and hydrocarbons washing off roads and resulting in pollution of land, streams, wetlands and coastal environments.
Increasing use of private helicopters is resulting in a range of adverse effects, including noise impacts, safety risks, environmental disturbance, and carbon emissions.	1) A trend that has been observed elsewhere in New Zealand is the increasing use of private helicopters for travel, including sometimes even commuting 2) In Tasman this is not considered a significant problem at the current time, but it is appropriate that the TEP considers it, as it is an emerging issue. 3) The key effects that have been identified from increasing helicopter use are (a) noise and carbon pollution in urban locations. (b) potential effects on bird habitats and feeding areas in coastal locations (c) reductions in urban and rural amenity from frequent use of helicopters. 5) In the future this issue may also extend to electric vertical takeoff and landing vehicles, known as eVTOL vehicles. Again, this is not an issue at the moment, but may become so in the lifespan of the TEP it should be considered as an emerging issue.
Tasman has an immature, but emerging and growing, maritime transport sector.	1) Maritime transport offers opportunities for reducing carbon emissions, and improving the efficiency of transportation networks. It also offers an opportunity to reduce reliance on land transport. 2) Consideration will need to be given to how a maritime transportation network can be grown. 3) The TEP will need to consider how marine transport can operate whilst avoiding remedying or mitigating environmental impacts.

3.2.1 Why Change is Needed (or Not)

It is very clear that change is required in the transportation devices to address the key issues that have been identified in the various documents identified above. The TEP Is a component of the wider policy shift that is required.

based on the feedback from participants in the TEP engagement there is also a strong level of demand from residents for changes in the transportation network and behavior.

3.3 How Issues relate to Iwi Interests and Values

The TEP plays an important role to support the expression of kaitiakitanga and rāngatiratanga. Iwi resource management priorities and leadership may be realised through provisions of the TEP. An innovative plan will support aspirations for managing ancestral whenua and taonga in the Tasman District and across Te Tauihu. To achieve Te Oranga o te Taiao, Te Mana o te Wai and Te Mana o te Tangata, this report has considered the following strategic outcomes:

- Respectful partnerships and governance structures supporting Council and iwi collaboration, in the Tasman District and across Te Tau Ihu are established and strengthened.
- Te Tiriti O Waitangi principles and customary rights inform a resource management framework to support iwi resource management values and priorities within the TEP.
- Iwi connections and access to cultural landscapes, sites of significance and heritage are protected and restored.
- Economic and cultural development is enabled through access to and the use of cultural redress resources, Te Tiriti O Waitangi settlement land and taonga, including the coastal environment, in accordance with Settlement Acts and Statutory Acknowledgments.
- Environmental limits and targets are set to achieve meaningful cultural, environmental and economic outcomes, enhancing the mauri of Te Taiao.
- Integrated management is supported by a ki uta ki tai philosophy enabling the application of tikanga and Mātauranga Māori to TEP provisions.

For each issue identified in this report the relationship to the above outcomes will be identified.

3.4 Statutory, Policy Context and Scope

The statutory and policy context has been set out above where the information sources were identified. All of those key documents were considered and fed into this policy assessment.

This portfolio contains wide ranging topics with effects across the district and across the Country. As such, a wide range of statutory documents have relevance. Appendix 2 contains a more complete summary of key and relevant statutory documents. As a high-level summary, the following items provide the statutory direction for this portfolio:

Legislation / Policy Document	Discussion
Resource Management Act 1991	Part 2 of the RMA 'Purpose and Principles' has many aspects with direct or indirect relevance to Transportation: • Section 6 'Matters of National Importance' - Transport is not directly identified but does have potential effects on the listed matters. • Section 7 'Other Matters' also do not mention transport, but transportation can directly impact on many of the matters identified.

	• Section 8 'Treaty of Waitangi' provides direction to take into account the principles of the Treaty of Waitangi when making in relation to managing the use, development, and protection of natural and physical resources, including Transportation activities.
Local Government Act 2002 (LGA)	Section 3(d) is one of the four purposes of the LGA 2002 to take a sustainable development approach to the well-being of communities. Section 17A (Delivery of Services) includes the requirement to meet the current and future needs of the community for good-quality infrastructure, local public services and the performance of regulatory functions.
Climate Change Response (Zero Carbon) Amendment Act 2019	This Act focuses on Government level policies for climate change adaption and mitigation, including setting domestic greenhouse gas (GHG) emission reduction targets to zero by 2050. This Act guides many recent government plans and policies.
National Policy Statements and National Environmental Standards	The National Policy Statement for Urban Development, Freshwater Management, plus the New Zealand Coastal Policy Statement 2010 (NPCPS) all have direct relevance to Transportation.

This paper intersects strongly with the infrastructure portfolio. Generally, the infrastructure portfolio relates to the structures and facilities on the ground. Transportation deals with the activities being undertaken on that infrastructure.

3.5 Methods Considered

Consideration of options to address identified issues and achieve desired outcomes fall into six main categories that are within the functions of Council:

- Regulation (through the Tasman Environment Plan)
- Investigation and Monitoring
- Education, Advice and Advocacy
- Works and Services provided by Council
- Financial assistance
- Community Partnerships

Other methods may also be undertaken by iwi, industry or community groups, which play an important role in achieving the outcomes sought in the Tasman district, however these aspects fall outside the scope of the options considered in this report, except indirectly where they may be supported by a Council function or service (for example financial subsidy or technical assistance for a community group project).

3.5.1 Implementation Plans

Any regulation options identified will be implemented through the development of the TEP. Any other non-regulatory methods identified will be actioned through a separate Implementation Plan that is released for community feedback alongside the Draft TEP.

The intent of the Implementation Plan will be to outline and cost the non-regulatory methods for inclusion in other Council processes including funding through the Long-Term Plan process and implementation through the Activity Management Plans.

3.4.2 Emerging Issues

There are a wide range of alternative transportation innovations that are emerging. Some of these have been addressed above such as eVTOL and other electric mobility.

It is likely that maritime based transportation will become more necessary. It is not yet clear what impact or issues this will throw up, but it is anticipated that increasing port development, along with land-based infrastructure will be required. Landward and seaward adverse effects will need to be considered.

The impacts of the aquaculture industry are also yet to be fully realised and are likely to contribute to a maritime transportation system.

Urban growth is a key consideration also. The direction and long-term extent of growth is not yet known but will have significant impacts on the transportation infrastructure and activities.

4. Issues 1 – 5

The first five issues relate to the form and function of land transport infrastructure. These issues have primarily been identified through the RLTP. The primary response to these issues is through the regional land transport programme, the LTP and infrastructure investment.

However, there are important contributions that can be made through the review of the resource management plan and the development of the TEP.

Issue 1: *The transport network is unable to cope with the demands of sustained population and economic growth and is constraining access to social and economic opportunities*

Issue 2: *User behaviour and roads are no longer fit for purpose and cause death and serious injuries.*

Issue 3: *Current transport form and design constrains access for healthy, safe and sustainable transport choices*

Issue 4: *Resilience: The susceptibility of our network to hazards and threats leads to reduced condition and loss of access for the community*

Issue 5: *Vehicle use is contributing to atmospheric, terrestrial and aquatic pollution*

Several of these issues are directly addressed through investment from local and central government. This report focusses on land development, and how resource management regulations can achieve the desirable outcomes.

Issue 5 is now clearly recognised and is the subject of extensive national guidance and legislation. Transport is one of NZ's largest sources of greenhouse gas emissions. It is responsible for:

- approximately 17 per cent of gross domestic emissions
- 39 per cent of total domestic CO2 emissions.

To reach net-zero long-lived emissions by 2050, we need to largely decarbonise transport. Urgent action and system-wide changes are needed to put our transport emissions on the trajectory to a low-emissions future.[5]

Issue 5 also includes impacts on terrestrial and aquatic environments from this discharge of hydrocarbons, metals and other pollutants from car tyres.

Discharges to air are a significant problem nationally with air pollution contributing to the premature deaths of more than 3,300 New Zealanders every year, and 13,000 cases of childhood asthma.[6]

The current transport system is also inequitable. Māori, Pasifika, disabled people, low-income households, women, older people, children and rural communities are often underserved by the transport system. They are also overburdened by related negative impacts, such as deaths, serious

[5] Te hau mārohi ki anamata Towards a productive, sustainable and inclusive economy - AOTEAROA NEW ZEALAND'S FIRST EMISSIONS REDUCTION PLAN 2022

[6] Health and air pollution in New Zealand 2016 (HAPINZ 3.0): Findings and implications | Ministry for the Environment

injuries and illness from transport crashes, and pollution. To ensure an equitable transition, the transport system needs to be more inclusive and affordable.[7]

More sustainable transport options can also reduce the cost of transport and reliance on global fossil fuel markets.

4.1 Outcome(s) Sought

Inclusive access and improved travel options

- All people are enabled to participate in social and economic opportunities such as work, education, and healthcare through an accessible transport system (MoT)(GPS).
- Providing people with better travel options by making sure transport networks are fit for purpose and fit for the future (MoT)(GPS)(RLTP).
- The relationship of iwi and hapū, and their tikanga and traditions, with their ancestral lands, water, sites, wāhi tapu, and other taonga can be restored by improved connectivity and protected from culturally insensitive access (NBA).
- Public access to and along the coast, lakes, rivers, wetlands, and their margins, is protected or enhanced; whilst preserving their natural character (NBA).

Healthy and safe people

- Safe transportation infrastructure ensures that people are protected from transport-related injuries or death (MoT)(GPS)(RLTP).
- People are protected from harmful pollution making physically active travel an attractive option (MoT)(GPS)(RLTP).
- Appropriate regulatory settings are in place to ensure that helicopters and VTOL vehicles can be used, but in a way that does not cause actual adverse effects that, on their own or cumulatively, are more than minor or significant. (public, councillors)
- There is an appropriate level of restriction to protect important locations and areas from the impacts of helicopters and VTOL vehicles. (public, councillors)

Economic prosperity and improved freight connections

- The transport system supports economic activity and development via local, regional, and international connections, with well-designed transport corridors, creating efficient, reliable, and resilient movements of people and products (MoT)(GPS)(RLTP)

[7] Te hau mārohi ki anamata Towards a productive, sustainable and inclusive economy - AOTEAROA NEW ZEALAND'S FIRST EMISSIONS REDUCTION PLAN 2022

- Transportation in rural areas contributes to the development of adaptable and economically resilient communities; and promotes the protection of highly productive land (NBA)(NPS-HPL).

Resilience and security

- The transport system minimises and manages the risks from natural and human-made hazards, anticipates and adapts to emerging threats, and recovers effectively from disruptive events (MoT)(RLTP).

- Urban areas are well-functioning by ensuring a resilient urban form with good transport links within and beyond the urban area (NBA)(RLTP).

- Infrastructure services support the well-being of people and communities, by increasing the generation, storage, transmission, and use of renewable energy to power vehicles, (NBA).

Environmental Protection

- Helicopters and VTOL vehicles do not cause adverse ecological effects (e.g. on bird populations). (public, councillors)

Carbon pollution

- To transition to a low carbon transportation system.(Govt policy docs, TDC adaption plan, public)
- The government has set the following four transportation targets. Achieving these targets will require action at all levels:

Target 1 – Reduce total kilometres travelled (VKT) by the light fleet by 20 per cent by 2035 through improved urban form and providing better travel options, particularly in our largest cities.

Target 2 – Increase zero-emissions vehicles to 30 per cent of the light fleet by 2035.

Target 3 – Reduce emissions from freight transport5 by 35 per cent by 2035.

Target 4 – Reduce the emissions intensity of transport fuel by 10 per cent by 2035.

The Council has identified the following targets in its Climate Change Action Plan:

Targets	Actions (short-term) 2019 - 2021
1(b) Council decisions for planning and infrastructure design supports private individuals and businesses to reduce their emissions by 80% by 2050. ***Targets are based on Zero Carbon Bill. If necessary, revise targets once enacted.***	(i) **Investigate options to encourage** low carbon footprint buildings, highly energy-efficient buildings, renewable energy use in buildings, reductions in refrigeration emissions from air conditioning and disposal of refrigerants, enhanced urban/subdivision design.
	(ii) **Implement the Nelson Tasman Future Development Strategy (NTFDS),** including the housing intensification component, to reduce the need for car-travel.
	(iii) **Investigate options** for supporting the local Warmer Homes programme.
	(iv) Review renewable energy generation provisions through the Tasman Environment Plan project.
1(c) Year on year, use of alternative transport modes increases, whereas use of single-occupancy internal combustion-engine vehicle on roads in Tasman District declines.	(i) In conjunction with NZTA and NCC, **investigate options** for increasing use of public transport (where this will provide the best outcome) and prepare action plan to increase public transport use.
	(ii) Investigate ways to **incentivise use of alternative transport modes**, such as ride sharing and EVs.

4.2 Scale and Significance

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	**Significant changes will be required**	**High**
Effects on matters of national importance (s6 RMA)	**Not a direct focus of these matters**	**Moderate**
Scale of effects – geographically (local, district wide, regional, national)	**All scales, national and global**	**High**
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)		**High**
Scale of effects on those with particular interests, e.g. Tangata Whenua		**Moderate**
Degree of policy risk – does it involve effects that have been	**Well signalled in national, regional and local policy documents**	**Low**

considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?		
Likelihood of increased costs or restrictions on individuals, businesses or communities.		**Moderate**

4.3 Options to address the Issues

The main options to manage the five key issues identified in section 4 are summarised in this table:

Option Number	Option Name	Description of Option
Option 1	Status quo	Retain the current TRPS/TRMP approach
Option 2	Strengthened and future-focussed provisions relating to transportation	Amend the existing TRPS/TRMP provisions and introduce further provisions to support transportation outcome and transportation infrastructure, and to address adverse effects from discharges.
Option 3	Promote Low Traffic Neighbourhood designs	Introduce provisions which direct future subdivision developments towards implementing Low Traffic Neighbourhood design outcomes
Option 4	support electrification of the vehicle fleet	Provide a broad policy support for the widespread electrification of Tasman's vehicle fleet. This approach will need to be supported by both the public and private sectors to be effective
Option 5	workplace travel plans and facilities	A suite of provisions that would require larger employers to provide for travel management, and to provide facilities to support active transport for employees

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

4.3.1 Option 1 – Status Quo

4.3.1.1 Current approach

The Section 35 evaluation of the TRMP found that, structurally, the transportation provisions are appropriate. However, the emphasis and support for car-based transport over active modes and public transport is now inappropriate.

There are examples of poor roading designs and accessways that have occurred under the TRMP.

The existing provisions are built around the RMA philosophy and focus on "avoid, remedy and mitigate adverse effects on the environment". This context is less appropriate now with a need to be more descriptive and prescriptive about the outcomes required.

4.3.2 Option 2 – Strengthened future-focussed provisions

Due to the issues identified in relation to Transportation and the requirements of the National Planning Standards to include Transportation within a broader chapter that includes energy and infrastructure, a revised set of provisions within the Tasman planning documents is proposed.

Should this option be progressed, it would feature the following approach:

- Objectives which:
    - Recognise the increasing load and importance of the transportation system in a growing district
    - Support traffic designs and investment that will improve road safety outcomes

    - will not prioritise the efficiency of the road network per se but will support with the need to incentivise and support mode shift towards active transport and public transport.
- Policies which:
    - Build on the direction set in the objectives
    - Support transportation outcomes set out in policy documents
    - Support transportation outcomes set out in the other following options
- Other methods:
    - Non-regulatory methods to promote transportation energy transition, and Council's work to support mode shift.

These provisions should also include strengthened stormwater and discharge provisions to address discharge of metals and hydrocarbons. This would be progressed through the discharges portfolio.

4.3.3 Option 3 – Promote "Low Traffic Neighbourhood" designs

A Low Traffic Neighbourhood (LTN) is a low-speed people-friendly area that allows vehicles access but prevents them from dominating or using the area as a short-cut. LTNs are also supported by reducing speeds through smaller residential streets. Any through-routes are interrupted by "modal filters", which allow through access for people (with wheelchairs, skateboards, prams, scooters, bikes, trikes, mobility scooters, and cargo bikes) but stop motor vehicles.

Many of the principles are adopted in the Council's walking and cycling strategy. In that strategy the terminology of greenways has been adopted. Greenways are a key tool to achieve LTNs.

An LTN is a scheme implemented to reduce through traffic in residential areas through the use of filtered permeability and traffic calming.

The evidence suggests that LTNs lead to decreased car use, increases in walking and cycling, and a decrease in crime.

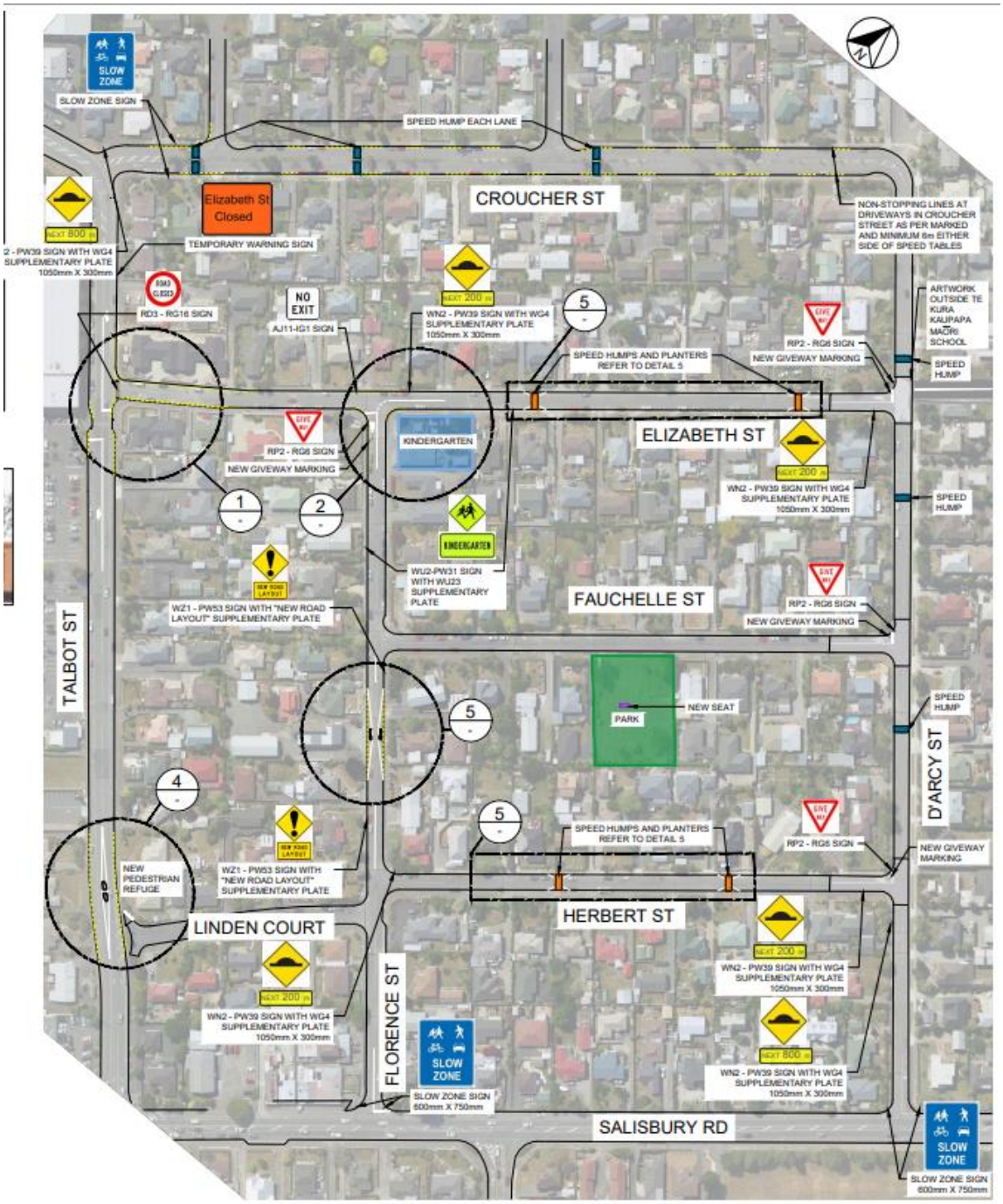
Greenfield development

The principles of LTN can be integrated into good subdivision design to ensure that traffic is directed to the most suitable roadways, but that the residential neighbourhoods have lesser access to motorised traffic, and high permeability to walking, cycling, and other forms of active transport.

It is proposed that better support for these layout options is included in the TEP.

Existing residential areas

It is also proposed that support be provided in the plan for LTNs to be implemented in existing neighbourhoods. This is already something that has been trialled for the Croucher and D'Arcy Street area. The emphasis is on preventing through traffic in residential areas, and also disincentivising through traffic by reducing speeds.



It is suggested that policy support for LTN in locations such as the Croucher street area, and many others, could be included in the TEP.

Another good example is the indicative road that is currently in place for the Jessie Street intersection with Aranui Road. Currently the expectation would be that that intersection is formed with a road connection from Jessie St. However, planning and engineering staff, as well as the residents of Mapua that we have spoken to, are agreed that a walking and cycling link is appropriate, while a full road link is inappropriate.

Therefore, this option would propose the inclusion of one or more policies that support the LTN approach. There would be two elements to implementing this approach:

1. Access to neighbourhoods is prioritised for non-vehicular traffic. Designs should not direct traffic through neighborhoods.

2. Vehicle connections to neighborhoods are not the most direct.

Essentially this approach is to provide a policy support for the philosophy of “right road for the right use”.

4.3.4 Option 4 – Supporting electrification of the vehicle fleet

Policy support for a transition to electric vehicles could be included in transportation provisions. Government direction is clearly to support electrification of the national vehicle fleet. Therefore, it is important that consideration is made at a local level to also support electrification.

It should be noted that the “electrification of the fleet” does not just necessarily refer to battery electric vehicles. Alternatives such as hydrogen power also qualify as hydrogen is converted into electrical power to drive electric motors. Therefore, a policy support for the electrification of the fleet, can be widely applicable and support both battery electric vehicles and potential future hydrogen-powered vehicles.

Electrification of the vehicle fleet can support a wide range of outcomes:

- support healthier, safer and more sustainable transport choices
- more resilient source of transportation infrastructure into the future
- improved local and ambient air quality
- lower noise environment
- lower maintenance costs
- less terrestrial and aquatic pollution associated with hydrocarbons (leaking oil etc)
- less atmospheric carbon dioxide pollution

The following changes are proposed:

- Objectives that:
  - Support the transition of the light and heavy vehicle fleets to electrification
- Policies which:
  - Support Council initiatives to facilitate electrification
  - Support private initiatives to provide for electrification
  - Support micro-mobility
  - Support the investigation of providing charging infrastructure at the two Council aerodromes for light planes
- Rule options which could:
  - Require car-based destination retailers, service stations, and significant employers to install vehicle charging infrastructure
  - Require all new dwellings to include charging infrastructure, unless no on-site car parks are provided
- Other methods:
  - Commit the Council to the installation of electric vehicle fast chargers in public locations around Tasman
  - Non-regulatory methods to promote transportation energy transition, and Council’s work to support mode shift.

4.3.5 Option 5 – Workplace travel plans and facilities

This option introduces some key interventions that could apply to some businesses, commercial activities, and large employers.

The NPS-UD contains Policy 11:

Policy 11: In relation to car parking:

(a) the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks; and

(b) tier 1, 2, and 3 local authorities are strongly encouraged to manage effects associated with the supply and demand of car parking through comprehensive parking management plans.

The guidance document on Policy 11 states:

> *"District plans may contain a policy stating that comprehensive parking management plans, travel demand management and other methods are the appropriate means of managing the demand and supply effects of car parking. Policy 11(b) encourages the use of comprehensive parking management plans. Maximum parking rates can be used and are a legitimate tool for demand management, and can support high density and public transport use objectives."*

Maximum car park numbers are important for developing a compact urban form. It will also support public transport and active modes. An oversupply of car parks will require a resource consent.

Workplace parks and facilities

Providing extensive carparks, few bike parks, no showers, no changing area and no personal storage area for employees are strong incentives to maintain car-based work travel. There is strong evidence that if such facilities are provided, then a substantial proportion of people will walk or cycle to work.

There are now several councils who are implementing the rules similar to what we're proposing here.

Auckland Council's unitary plan applies the following rules for dwelling, offices, hospitals and educational facilities in its commercial and city zones:

- Maximum numbers of on-site car parks based on Gross Floor Area (GFA)
- Requiring on-site bike parks
- Requiring one or more showers (depending on GFA)
- Requiring personal storage areas for staff

The Queenstown Lakes District Council is also currently preparing a set of rules that cover these same topics, but also cover "travel to work plans".

Travel to work plans

A further recommendation in this space is a resource consent trigger that could allow the Council to ask for, a Travel Plan. In many locations these are known as "Green Travel Plans".

Travel Plans are long-term management documents that are drawn up by major employers. They set measures to promote and encourage active transport, micro-mobility, and public transport options for their employees.

The NZTA provides an extensive toolkit and guidelines to help businesses with Travel Plans.

In Appendix 2 there is an example from the Hawkes Bay District Health Board. This has been an extremely successful programme.

Advice received from Auckland Transport (AT) suggests that Travel Plans are valuable but only when they come at the start. i.e. when a business is just establishing, or when moving location. Trying to change people's behaviours once they are established is extremely difficult and ineffective.

Travel Plans should where possible, be considered at resource consent time and integrated into the design and occupation of the new site rather than retrofitted after occupation. However, it may also be useful or appropriate to have an ability to require a Travel Plan as a condition of consent.

Travel Plans would be most applicable for:

- new commercial employers in Richmond (Queen Street and surrounding area)
- Existing and new supermarkets
- Big box retailers that might establish
- Industrial or Mixed business businesses in the Lower Queen Street or Richmond South area
- Industrial or Mixed business businesses establishing in Motueka West
- Possibly for some businesses that might also establish in locations such as Brightwater or Wakefield.

In this way, the Travel Plan can be seen as a similar requirement to a Farm Management Plan, or an Irrigation Management Plan that are often required for farming operations. A Travel Plan will have the effect of requiring an employer to consider the impacts that their business is having, and how they can support and encourage workers (and potentially customers also) to find alternative travel methods. Working from home, where practicable, would also be a valid aspect to include in a travel plan.

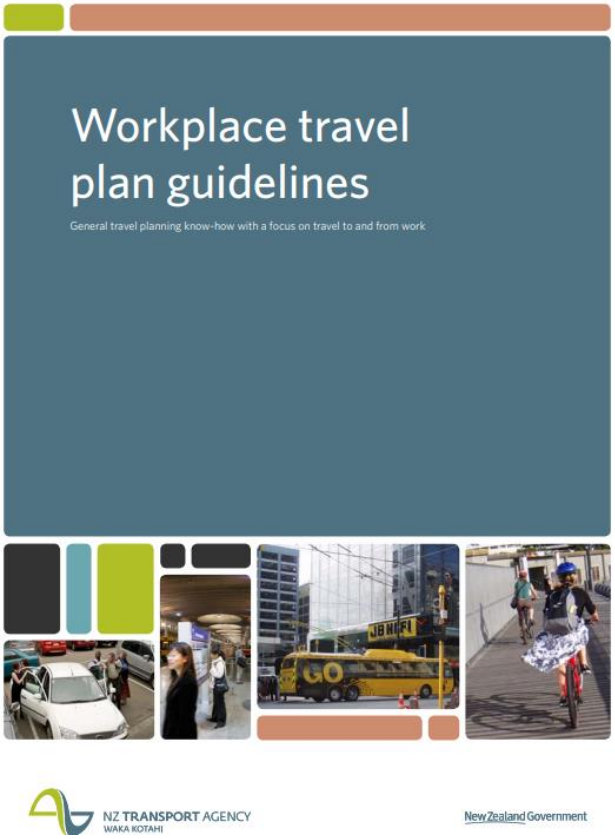
Travel Plans should be:

- proportionate to the size and scope of the proposed development and build on existing information wherever possible
- established at the earliest practicable possible stage of a development proposal
- be tailored to particular local circumstances
- be developed between the Council and the business, and potentially the local community.

Developing a workplace travel plan for a business or organisation will include:

- a survey of how staff travel to work
- developing and implementing actions to encourage and support staff to walk, cycle, use public transport or carpool

- checking the progress towards the benefits your travel plan aims to achieve.



4.4 Relevant Waahi per Option

As noted in section 3.2.3, Transportation is a topic that is relevant across all Waahi in the district. There will be focal areas where transportation issues are more significant. This will be largely dependent on the population base, and the intensity of urban development. Rural development has its own transportation requirements.

4.5 How does this Issue Relate to Iwi Interests and Values?

The Iwi Management Plans do not contain direction or Iwi perspectives on the above urban development issues. However, it is generally recognised that policies of sustainability and Te Mana o Te Taiao support the paramount place of the environment, and support the wellbeing of the people and communities as a strong secondary consideration.

Low speed traffic environments and support for active forms of transport would seem to be consistent with the positions that manawhenua iwi take.

4.6 Evaluation of all Options

Table 11 summarises the extent to which each option achieves a number of key considerations.

Options	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing	Effectiveness at	Strengths	Weaknesses

to address Issue					Issue(s)	addressing Issue(s)		
Option 1	Moderate	Low	Low	Low	Moderate	Low	Low	Moderate
Option 2	high	High	Moderate	High	Moderate	Moderate	Moderate	Low
Option 3	high	High	High	High	Moderate	Moderate	High	Low
Option 4	Moderate	High	High	High	High	Moderate	High	Low
Option 5	Moderate	High	High	High	Moderate	Moderate	Moderate	moderate

4.7 How does this Issue relate to other Topics?

The following relationships are of particular importance:

Topic	Relationship
Climate Change	The Climate Change topic applies across all aspects of the TEP project. The issues discussed in this section relate to climate change through the need to develop sustainable solutions for urban areas, reduce transportation use, and increase resilience of the transportation modes
Infrastructure	The roads, cycleways, walkways and other transportation infrastructure have a direct relationship with the modes of transportation that people carry out on them. The transportation activity and transportation infrastructure are therefore very closely aligned.
Natural Hazards	Natural hazards are relevant in that they relate to the resilience of the transportation network
Rural / Urban	Transportation is a key element of both the rural and urban environments. Transportation options can drive how these urban and rural environments are both shaped and operate.

4.8 Issues 1-5 - Recommended Options

4.8.1 Recommended Options

Option Number	Option Name	Description of Option
Option 2	Strengthened and future-focussed provisions relating to transportation	Provide a stronger future focused set of transportation provisions that support the current challenges and direction that has been set by the government, and through the RLTP, and through Council policy on walking and cycling and urban design outcomes.
Option 3	Promote Low Traffic Neighbourhood designs	Promote low traffic neighborhoods, and greenways, as the design outcome for both greenfield and brownfield development locations
Option 4	Supporting electrification of the vehicle fleet	Provide a suite of provisions that will support and require the public and private sectors to provide electrification hardware.
Option 5	Workplace travel plans and facilities	Introduce policies and rules that require larger businesses and employers to: - Develop and report on workplace travel plans - Provide facilities to support active transport modes Plus implement rules which set maximum parking rates

4.8.2 Assessment and Reasons

- The options recommended will support the outcomes that have previously been identified.
- A stronger policy framework will:
    - drive stronger subdivision and development designs
    - enable good decisions to be made through resource consent processes
    - support Council's investment in transportation infrastructure and support for progressive transportation outcomes
    - support the transition of the fleet through providing critical infrastructure and facilities
    - support the shift to active transport by requiring businesses and employers to think about their employees' travel, provide appropriate facilities, and regulating excessive supply of carparks
- Option 3 that has been recommended will drive a shift away from traditional subdivision design which has prioritised car-based travel, and connectivity, and instead support neighborhoods that are places for people first, and cars second.
- Rules, will enable and support the shift to active transport by requiring businesses and employers to think about their employees' travel, provide appropriate facilities, and regulating excessive supply of carparks

5. Issue 6 - Increasing use of private helicopters

Increasing use of private helicopters is beginning to result in a range of adverse effects, including noise impacts, safety risks, environmental disturbance, and carbon emissions. It is anticipated that use of helicopters and other vertical take-off and landing (VTOL) vehicles could increase substantially over the life of the plan.

This is a relatively small but emerging issue. During early consultation on the TEP staff have heard reports of:

- Increasing helicopter movements in several locations
- The possibility of private use of helicopters and VTOLs over Richmond
- A flight route in Golden Bay that is out over a nationally significant bird feeding and roosting area.

Other locations such as Waiheke Island have found that the effects have increased markedly and there is no regulatory framework in place to address it. The Council and CAA are now on the back foot to address it. But Waiheke is now home to 49 helipads and heliports, according to the article below.

AUCKLAND

Waiheke residents reach breaking point over helicopters

05/03/2022 Giles Dexter

A Waiheke lobby group wants a pause on new helipads being approved, and the traffic to be regulated as helicopters take over their once-peaceful skies. Credits: Image - Getty Images; Video - Newshub

Residents on Auckland's Waiheke Island are reaching breaking point as helicopters take over their once-peaceful skies.

A lobby group wants a pause on new helipads being approved, and the traffic to be regulated.

The suggestion from staff is that this is a matter that should be addressed as part of the TEP, not in a heavy-handed way, but to ensure that the matter is considered and consulted on, and an appropriate regulatory regime put in place.

A key issue in this matter is that the TRMP, in some zones, only regulates "a constructed or marked out landing area or pad for helicopters". Therefore, if a landing area is not constructed or marked out there is effectively no rule framework for the use of helicopters.

This could be a considerable issue in some key locations that are rural, but may be in close proximity to urban zones, coastal locations, locations that are outstanding natural features or landscapes, or other high amenity locations.

Consideration should also be given to electric VTOLs which are under rapid development and may become more widespread during the life of the TEP.

The Parliamentary Commissioner for the Environment looked into the issue of regulation of aircraft noise and found that Council has no jurisdiction over flight routes, nor any ability to close any part of the airspace with rules under the RMA.

However, the CAA can do so upon request. Ecologically and aesthetically sensitive locations may be appropriate locations in which to consider such closures.

5.1 Outcome(s) Sought

To put in place appropriate regulatory settings to ensure that helicopters and VTOL vehicles can be used, but in a way that does not cause actual adverse effects that, on their own or cumulatively, are more than minor or significant.

To provide an appropriate level of restriction to protect important locations and areas from the impacts of helicopters and VTOL vehicles.

To ensure that helicopter and VTOL vehicle use does have adverse ecological effects (e.g. on bird populations).

5.2 Scale and Significance

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	**Only small changes may be needed, but which could have larger changes to future effects**	**Low**

Effects on matters of national importance (s6 RMA)		**Medium**
Scale of effects – geographically (local, district wide, regional, national)	**District wide**	**Medium**
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)	**Multiple landowners. Potentially more landowners in the future**	**Low**
Scale of effects on those with particular interests, e.g. Tangata Whenua		**Low**
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?		**Low**
Likelihood of increased costs or restrictions on individuals, businesses or communities.		**Low**

5.3 Options to address the Issue

Objectives policies and rules for Waitaki District Council, Nelson City Council and West Coast were researched when arriving at the options.

Nelson and the West Coast were not particularly useful. Waitaki's recently notified plan contained a useful framework that is provided as an option.

The main options to manage the key issue identified in this section are summarised this table:

Option Number	Option Name	Description of Option
Option 1	Status quo	Retain the current RPS/TRMP approach
Option 2	Strengthened and specific provisions helicopters and VTOL	Amend the existing RPS/TRMP provisions and introduce further provisions to better regulate future effects
Option 3	Option 2, but with helicopter landing density control	As for option 2, but also introduce a density control that introduces a first-in first-served density control for helicopter landing areas.

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

5.3.1 Option 1 – Status Quo

5.3.1.1 Current approach

It is unclear whether the intention of the current TRMP rules was to quite strictly regulate and control any helicopter movements by classifying any helicopter landing location as a discretionary activity. If this was the case, then the rules do not regulate unmarked helicopter landing sites.

On the other hand, it may have been the intention to allow helicopter movements in any circumstances, but to just control the construction of marked out helipads. This would be a more liberal approach, but it is difficult to see what value there is in just regulating the marking out of a helicopter pad.

In any event, the only regulation of helicopter landing in the TRMP (rural zones) applies to the landing locations. There are no constraints on the number of helicopter movements, nor any controls on the purpose of those movements.

The rules state that any activity is permitted unless it is: "*a constructed or marked out landing area or pad for helicopters, an aircraft landing strip, aerodrome or airport*"

For the residential zone there is a tighter restriction on landing locations. In this situation the rules state that any activity is permitted unless it is: "*a landing area or pad for helicopters (other than for medical or fire-fighting purposes), an aircraft landing strip, aerodrome or airport*"

There are no provisions that could deal with the cumulative effect of multiple helicopter landing locations.

5.3.1.2 Assessment of Strengths and Weaknesses of the Status Quo

Strengths	Easy to understand rules
Weaknesses	Unmarked landing locations are permitted meaning that there is no regulatory framework for helicopter use in many locations. There are no controls on low level flight paths.

Table 10: Assessment of strengths and weaknesses of the status quo

5.3.2 Option 2 – Strengthened provisions controlling helicopters and VTOLs

Because there is a significant lack of clarity around the existing status quo rules, it is appropriate that a more clear and explicit regulatory framework be put in place for the operation of helicopters and for helicopter landing locations. A revised set of provisions for the TEP is proposed.

Should this option be progressed, a revised approach to the rules could be taken.

In appropriate zones the following rule (or similar) could be used. This rule is based on the Waitaki District Council rule.

Helicopter landing pads, and their use by VTOL vehicles could be permitted where:

1. The use is solely for the purpose of primary production activities; OR
2. the use of the landing pad is for any other activity which results in no more than eight aircraft movements per week (4 takeoffs and four landings); OR
3. the use is for electric powered aircraft that otherwise meet the noise standards in the plan; OR
4. use of land or water for emergency landings, rescues, and firefighting.

AND

5. in relation to conditions one and two, no flight path is over [sensitive zones e.g. residential].

Any activity that doesn't meet these conditions could be considered a Discretionary Activity.

They would also be rules that enable temporary activities such as for temporary military exercises, and activities involving helicopters that have a duration of no more than one week.

In residential locations it is not appropriate to have any permitted activity rights for frequent use of helicopters. This excludes temporary activities as explained above. All routine helicopter use from residential or commercial zones would require a resource consent.

5.3.3 Option 3 – Strengthened provisions, and with density controls

This option would introduce the same kind of rules as for Option 2, but this would also address the issue of cumulative effects of helicopter landing locations and flights.

As well as a role similar to that above, a maximum density of helicopter landing areas could be prescribed in the plan. This would mean, for example, in a popular area such as Kaiteriteri no more than X Helicopter landing locations would be permissible in any Y hectare area.

For example, it may be that no more than two helicopter landing locations are permissible and in a 10 hectare area. This would be a floating ratio that could be applied around the district. This would create a first and first served approach where, once the density has been achieved, no further helicopter landing areas are allowed, and a tougher resource consent status would apply.

Popular locations, including those where there are increasing numbers of holiday homes, such as Kaiteriteri, Marahau, St Arnaud, Golden Bay could benefit from this approach in the future.

5.4 Evaluation of all Options

Table 11 summarises the extent to which each option achieves a number of key considerations.

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	Low	Moderate	Moderate	Low	Low	Low	Low	Moderate
Option 2	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Low
Option 3	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Low

Table 11: Evaluation of options

5.5 How does this Issue relate to other Topics?

The following relationships are of particular importance:

Topic	Relationship
Noise	Clearly the main issue with helicopter use is noise. Use of helicopters as transportation means, will need to be carefully integrated with noise policies and rules.
Temporary Activities	Helicopter use is often associated with temporary activities. Such activities will need to be provided for in the temporary activity provisions.

5.6 Issue 5: Helicopters - Recommended Option

5.6.1 Recommended Option

It is considered that both option two and option three are worth exploring. Option three is an extension of option 2. To avoid the issue that is eventuating at Waiheke island, and could conceivably occur in locations in Tasman, some form of density control on helicopter landing locations should be considered.

Option Number	Option Name	Description of Option
Option 2	Strengthened and specific provisions helicopters and VTOL	Amend the existing TRPS/TRMP provisions and introduce further provisions to better regulate future effects

Option 3	Option 2, but with helicopter landing density control	As for option 2, but also introduce a density control that introduces a first-in first-served density control for helicopter landing areas.

Table 13: Energy – Recommended option

5.6.2 Assessment and Reasons

- The current rules are ambiguous, and do not control the effects of helicopters appropriately
- The proposed rule framework will create better clarity about the extent to which helicopters can be used in a rural location. It contains appropriate exemptions to enable primary production activities, and then additional controls for non primary production activity flying.
- There is a risk in popular holiday locations that helicopter and VTOL use increases and becomes unmanageable overtime. Putting in place a regulatory regime sooner rather than later is recommended in order to address effects before they arise.

6. Issue 7: Marine Transportation

Tasman has an emerging and growing maritime transport sector.

The TEP could be involved in:

- supporting the maritime sector's commitments to reduce GHG pollutants from shipping and port emissions
- enabling transition to renewable energy fuels
- protection of sea mammals from collision and seismic testing
- plastic pollution
- preventing introduction of invasive exotic species
- prevention of damage to important or regenerating benthic environments by ships and infrastructure
- the maintenance and enhancement of navigational safety.
- Planning for and maintaining the necessary transport linkages between port and produce/manufacturing locations

Ports Tarakohe, Motueka, Nelson and Marlborough, their associated transport networks and community connections, are vitally important to our region. Shipping changes globally are also having a major impact on the importing and exporting of goods and price rises. This is being felt most acutely from increasing costs of food, petrol, and the shortage of building and other material supplies.

The current relevant policies are in Chapter 20 of the TRMP (Effects of Craft Using the Surface of Coastal Waters). But this chapter generally relates to light craft.

6.1 Outcome(s) Sought

- The maritime transportation sector is able to grow and make a contribution to transport within the district and between Tasman and Nelson.
- Ports support and enhance the economic activity and prosperity of Tasman and Nelson.
- There may also be the potential for larger freight or passenger travel beyond the top of the south.
- Emissions are reduced through greater use of coastal shipping.
- Heavy vehicle transport on the road network is reduced.
- Adverse effects on the marine environment, and in port locations is avoided, remedied or mitigated.

6.2 Scale and Significance

Table 2: Scale and Significance

	Comments	Assessment
Degree of change from the Status Quo	**The TRMP currently contains little policy relating to marine transport**	**moderate**
Effects on matters of national importance (s6 RMA)		**low**

Scale of effects – geographically (local, district wide, regional, national)	**Regional coastal**	**Moderate**
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?)		**Low**
Scale of effects on those with particular interests, e.g. Tangata Whenua	**DOC, Tangata whenua, and marine users particularly affected**	**Moderate**
Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice?		**Low**
Likelihood of increased costs or restrictions on individuals, businesses or communities.	**Environmental performance for the plan in the marine space is necessary under the NZCPS**	**Low – moderate**

6.3 Options to address the Issue

The main options to manage the key issue identified in this section are summarised this table:

Option Number	Option Name	Description of Option
Option 1	Status quo	Retain the current RPS/TRMP approach.
Option 2	Strengthened and specific provisions relating to marine transportation	Amend the existing RPS/TRMP provisions and introduce provisions to support marine transportation industry, and for the protection and sustainable use of the marine environment.

Table 9: Options Identified – Energy

These options are described in turn below, followed by an assessment of their strengths and weaknesses.

6.3.1 Option 1 – Status Quo

6.3.1.1 Current approach

No specific consideration of marine transportation in the rules

6.3.1.2 Assessment of Strengths and Weaknesses of the Status Quo

Strengths	Simple and allows for some activities
Weaknesses	Not effective or efficient for the future marine industry in providing directional guidance.

6.3.2 Option 2 – Strengthened and specific provisions relating to marine transportation

The marine transportation content will sit in the same chapter as the infrastructure and energy content. This means a full and cohesive set of policy can be developed that will deal with ports, port infrastructure and activities, and maritime transportation policy.

Should this option be progressed, it would feature the following approach:

- Objectives which:
  - Recognise and support the increasing importance of marine transportation system in a growing district
  - Recognise the need for protection and restoration of the marine environment
  - Enable the sustainable use of the marine environment for transportation purposes.
- Policies which:
  - Build on the direction set in the objectives
  - Supporting the maritime sector's commitments to reduce GHG pollutants from shipping and port emissions
  - Enabling transition to renewable energy fuels,
  - Protect sea mammals from collision and seismic testing
  - Address waste management and plastic pollution in the marine industry
  - Preventing introduction of invasive exotic species
  - Prevention of damage to important or regenerating benthic environments by ships and infrastructure

- The maintenance and enhancement of navigational safety.
- Support transportation outcomes set out in policy documents
- Support transportation outcomes set out in the other following options

- Methods:
  - Regulatory methods and requirements
  - Non regulatory methods that Council may support to incentivise the marine transport industry.

6.4 Relevant Waahi per Option

All Waahi except for the Murchison Buller catchment Waahi which has no direct connection to the marine environment.

6.5 How does this Issue Relate to Iwi Interests and Values?

It will be important for Council to understand marine transportation through a Māori cultural lens, having a clearer vision on how we will tackle the formidable task of weaning off a fossil fuel economy, explore what needs to be done to protect the environment against cumulative impacts and imagine the future role of marine transportation.

Scaling up our forward thinking means asking questions like - what information and knowledge do we have on the experiences of Māori in transport? What impacts on Te Oranga o te Taiao, for example, are moored container ships in Tasman Bay having on benthic ecosystems? What does a just transition look like for Māori communities and businesses?

The marine environment is of significant importance to iwi and tangata whenua. Ensuring the rights of kaitiakitanga is prominent in Iwi Management Plans. This will require provisions to recognise customary and contemporary values for the realm of Hinemoana and Tangaroa, to manage the adverse effects of water transportation, improve land and sea connectivity and to provide for the maintenance and enhancement of navigational safety.

6.6 Evaluation of all Options

Table 11 summarises the extent to which each option achieves a number of key considerations.

Options to address Issue	RMA Purpose	NBA Outcomes	National Direction	TEP Principles	Efficiency at addressing Issue(s)	Effectiveness at addressing Issue(s)	Strengths	Weaknesses
Option 1	Low	Low	Low	Low	High	Low	Low	High
Option 2	High	High	High	High	Medium	High	High	High

6.7 How does this Issue relate to other Topics?

There are many relationships between Transportation and other topics, legislation, and national direction. This flows through to relationships within the Aorere ki uta, Aorere ki tai – Tasman Environment Plan project.

The following relationships are of particular importance:

Topic	Relationship
Climate Change	The Climate Change topic applies across all aspects of the TEP project. Transportation is of particular relevance due to the contribution that the fossil fuel

	energy use has on climate change. There is also relevance to climate change induced natural hazard frequency, for example storm surges, sea level rise or more intense rainfall events impacting on transportation infrastructure.
Natural Hazards	The Natural Hazards topic is relevant to the transportation topic in terms of the resilience of transportation corridors.
Rural / Urban	Transportation is a key consideration for both urban and rural environments. Urban environments are strongly shaped by transportation considerations
Energy	Energy is a key factor in transportation.
Infrastructure	Transportation and infrastructure must be considered together and are mutually dependent. This also includes coastal port infrastructure, and aerodromes which are relevant for air transport.

6.8 Issue 7 - Marine Transport: Recommended Option

6.8.1 Recommended Option

Option Number	Option Name	Description of Option
Option 2	Strengthened and specific provisions relating to marine transportation	Amend the existing TRPS/TRMP provisions and introduce provisions to support marine transportation industry, and for the protection and sustainable use of the marine environment.

6.8.2 Assessment and Reasons

- Option 2 will provide a policy framework for the marine transportation sector which is a newly emerging area not covered by objectives or policies under the TRMP.
- A policy framework can provide and enabling environment for marine transportation whilst addressing and avoiding remedying or mitigating the adverse effects of marine transportation.
- A policy set will be required in order to identify how the outcomes of the NBA will be achieved.
- Providing a policy framework will be more effective and efficient than the current absence of policy.

Appendix 1: Draft Outcomes (from draft Natural and Built Environments Act)

Section 8: Environmental Outcomes

To assist in achieving the purpose of the Act, the national planning framework and all plans must promote the following environmental outcomes:

(a) the quality of air, freshwater, coastal waters, estuaries, and soils is protected, restored, or improved:

(b) ecological integrity is protected, restored, or improved:

(c) outstanding natural features and landscapes are protected, restored, or improved:

(d) areas of significant indigenous vegetation and significant habitats of indigenous fauna are protected, restored, or improved:

(e) in respect of the coast, lakes, rivers, wetlands, and their margins, — (i) public access to and along them is protected or enhanced; and (ii) their natural character is preserved:

(f) the relationship of iwi and hapū, and their tikanga and traditions, with their ancestral lands, water, sites, wāhi tapu, and other taonga is restored and protected:

(g) the mana and mauri of the natural environment are protected and restored:

(h) cultural heritage, including cultural landscapes, is identified, protected, and sustained through active management that is proportionate to its cultural values:

(i) protected customary rights are recognised:

(j) greenhouse gas emissions are reduced and there is an increase in the removal of those gases from the atmosphere:

(k) urban areas that are well-functioning and responsive to growth and other changes, including by— (i) enabling a range of economic, social, and cultural activities; and (ii) ensuring a resilient urban form with good transport links within and beyond the urban area:

(l) a housing supply is developed to— (i) provide choice to consumers; and (ii) contribute to the affordability of housing; and (iii) meet the diverse and changing needs of people and communities; and (iv) support Māori housing aims:

(m) in relation to rural areas, development is pursued that— (i) enables a range of economic, social, and cultural activities; and (ii) contributes to the development of adaptable and economically resilient communities; and (iii) promotes the protection of highly productive land from inappropriate subdivision, use, and development:

(n) the protection and sustainable use of the marine environment:

(o) the ongoing provision of infrastructure services to support the well-being of people and communities, including by supporting— (i) the use of land for economic, social, and cultural activities: (ii) an increase in the generation, storage, transmission, and use of renewable energy:

(p) in relation to natural hazards and climate change,— (i) the significant risks of both are reduced; and (ii) the resilience of the environment to natural hazards and the effects of climate change is improved.

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Appendix 2: