

TO: Robert Buxton, Consultant Planner

FROM: Logan Copland, Planner – Transportation

DATE: 19 August 2020

SUBJECT: **LUC-2018-679**

43 CARGILL STREET, DUNEDIN

APPLICATION:

Land use consent is sought to construct a three-storey building, containing four, eight habitable room residential units and basement garaging for nine vehicles. Overall, there will be 32 habitable rooms established on the site.

The site is zoned Inner City Residential in the 2GP. Cargill Street is classified as Local Road in the 2GP's Road Classification Hierarchy. The site is zoned Residential 4 under the 2006 District Plan. Cargill Street is classified as a Local Road in the District Plan's Road Hierarchy. The application was lodged prior to the decisions release of the 2GP. Therefore, it is understood that the activity status is set by the 2006 District Plan, not the 2GP in this instance.

20 habitable rooms could be established on this site under the 2GP. The proposal is therefore over-dense as per 2GP requirements. However, the proposal complies with the density requirements of the 2006 District Plan. On that basis, the proposal is a restricted discretionary activity due to various performance standard contraventions.

KEY CONSIDERATIONS

The main matters that require consideration from a transportation planning perspective are:

- Car parking demand / supply
- Car parking design, including a shortfall of queuing space
- Vehicle access provisions

These matters will be assessed below.

ACCESS:

A new vehicle access will be constructed in the centre of the site's frontage to Cargill Street. The vehicle access will be approximately 6.0m wide, which exceeds the minimum width requirement contained within Rule 6.6.3.9.a.i. The applicant has stated that the vehicle access will also comply with the gradient requirements contained within Rule 6.6.3.7.a and 6.6.3.7.b. For completeness, a condition is recommended to that effect.

The vehicle access will be appropriately separated from all nearby intersections, complying with the requirements of Rule 6.6.3.4.a.iii. In terms of sight lines at the vehicle access, I note

that Cargill Street has a constant downward slope in a northeastern direction, towards the city centre. However, there are no vertical crests or horizontal curves in Cargill Street, in the vicinity of the site. Therefore, it is expected that relatively good sight lines will be achievable at this vehicle access.

Rule 6.6.3.2.b.i requires a minimum 69m of clear sight visibility available for a new vehicle access onto a public road with a posted speed limit of 50km/h. I consider that the available sight distance in both directions will exceed this requirement. While kerbside parking may affect sight lines for exiting vehicles, I note that this is typical of any residential vehicle access on a Local Road. Furthermore, NZTA RTS 6 – *Guidelines for visibility at driveways* (RTS 6) states that for Local Roads, driveways should have 'lines of clear sight' between vehicles at or within the sight distance measurement of the driveway and vehicles on the road opposite the driveway. This indicates that it is appropriate to measure the minimum sight distance requirement from the road centreline in these scenarios, as opposed to 5.0m back from the edge of the road carriageway as would be appropriate for higher volume accesses onto higher order roads.

Overall, I consider that the vehicle access is located such that vehicles will be able to safely enter and exit the site without any operational problems. Conditions of consent are recommended to ensure that the access is formed to an appropriate standard. The applicant is also advised that the vehicle crossing, between the road carriageway and the property boundary, is within legal road and is therefore required to be constructed in accordance with Council's Vehicle Entrance Specification (available from DCC Transportation). Subject to the above, the vehicle access provisions are considered to be appropriate.

PARKING AND MANOEUVRING:

Nine onsite car parking spaces will be provided at basement level to service 32 habitable rooms. Rule 15.5.8.1 of the 2GP requires two car parking spaces for eight habitable rooms on a site, plus one space for every four habitable rooms (or part thereof).

Therefore, the development triggers a requirement of eight onsite car parking spaces per 2GP requirements. The proposal exceeds this requirement by one space. Therefore, the parking quantum is acceptable and further assessment is not considered necessary in this regard.

The car parks are shown to be laid out in a 90° format, with a central aisle and car parking either side. The car parks will be at least 2.705m wide x 5.0m deep, though most will be 2.8m wide. Car Park 1 will be 3.105m wide. The aisle is shown to be 6.010m wide.

Rule 6.6.1.1.a.i of the 2GP requires car parking spaces for residential activities to be at least 2.5m wide by 5.0m deep, with an aisle width of 5.8m wide. In this instance, I note that all car parking spaces will be permanently obstructed by the walls on each side of the parking area. Therefore, as per Rule 6.6.1.1.c.ii.2, the stall depths of each car parking space are required to be extended by 300mm. If these changes were made on the context of the current design, a shortfall in available aisle width would result.

There is currently 16.010m from end of car park to end of car park, currently made up of two 5.0m car parks and a 6.010m aisle. Increasing the stall depth of each car park by 300mm would result in a 5.41m wide aisle, which is less than required by Rule 6.6.1.1.a.i. While it would be desirable to deepen the car parking spaces, I consider the design to be acceptable, as the minor shortfall in stall depths will not result in any noticeable adverse effects. The additional aisle width will ensure that parked vehicles will not significantly obstruct the space required

to provide for vehicle movement in and out of the car parking area. Furthermore, as the car park will service residential activity, it is expected that users will become familiar with the layout. That said, it is advised that if practicable, the building should be widened so that the minimum parking standards are complied with.

As the car park will contain a blind aisle, the aisle should be extended a minimum 1.0m beyond Car Park 5, to assist with manoeuvring in and out of the space. A condition is recommended to that effect.

Onsite manoeuvring space is required pursuant to Rule 6.6.1.2.a.ii and Rule 6.6.1.2.a.iii, as the parking area provides for more than five residential activities and more than five car parking spaces. There is adequate space on the site for vehicles to turn around and exit in a forward direction, based on the generous stall and aisle widths. While there may be a temptation for vehicles using Car Parks 1 and 6 to reverse off the site, due to their proximity to the vehicle access, I consider this to be unlikely given that these car parking spaces are significantly wider than required by the 2GP. In my view, this will make turning around on the site easier and more desirable than reversing off the site.

There will be no queuing space provided on the site, while a minimum of 6.0m is required by Rule 6.6.1.3.a.i for car parks with between 5-20 spaces. This is the appropriate category as nine parking spaces will be provided onsite. The potential effect of this breach is that vehicles may at times be required to queue beyond the site boundary, if a vehicle is entering the car park at the same time as another vehicle is manoeuvring out of a car park near the entrance. In such scenarios, a vehicle may obstruct the footpath on Cargill Street.

In this instance, I consider the effects of this breach to be de-minimis. With reference to appropriate traffic generation guidelines, such as NZTA Research Report 453 – *Trips and parking related to land use* and RTA – *Guide to traffic generating developments*, inner city residential developments typically generate lower volumes of traffic than residential developments in other areas. Such trends could possibly be explained by the proximity of these activities to the CBD, which generally provides good access to various local employment opportunities and alternative modes of transport. It is expected that these factors combined are likely to contribute to a lower number of vehicle movements and car park turnover associated with such developments.

This is relevant when assessing a shortfall of queuing space, as these car parks are expected to experience a low level of turnover due to the factors mentioned above. Therefore, the likelihood of conflict occurring between incoming traffic and vehicles manoeuvring out of parking spaces near the vehicle access is low. On that basis, I consider that a shortfall in queuing space will not result in any significant adverse effects on the safe and efficient operation of the transport network in this instance. Conditions are recommended to ensure that the parking area is formed to an appropriate standard

CONCLUSION

Transport considers the effects of the proposed development on the transportation network to be less than minor, subject to the following condition(s) and advice note(s):

ROAD BOUDARY SETBACK:

It is understood that the building will encroach into the road boundary setback. The applicant is advised that all structures/buildings associated with this development must be contained

within the site boundaries. DCC Transportation does not authorise any legal road encroachments in this instance.

CONDITIONS:

- (i) The vehicle access must be formed to a maximum width of 6.0, minimum 3.0m, be hard surfaced from the edge of the Cargill Street road carriageway, toward the property boundary for a distance of not less than 5.0m, and be adequately drained for its duration.
- (ii) The vehicle access must comply with the maximum gradient requirements contained within Rule 6.6.3.7
- (iii) The surface of all parking, associated access and manoeuvring areas shall be formed, hard surfaced and adequately drained for their entirety, and parking spaces permanently marked.
- (iv) The car parking aisle must be extended by at least 1.0m beyond Car Park 5.
- (v) Sufficient manoeuvring space shall be provided on the site to prevent vehicles reversing directly onto or off Cargill Street. The area shall be large enough so that an 85th percentile design motor car is only required to make two reversing movements when manoeuvring.
- (vi) Any damage to any part of the footpath or road formation as a result of the demolition or construction works shall be reinstated at the applicant's cost.

ADVICE NOTES:

- (i) The vehicle crossing, between the road carriageway and the property boundary, is within legal road and will therefore require a separate Vehicle Entrance Approval from DCC Transport to ensure that the vehicle crossing is constructed in accordance with the Dunedin City Council Vehicle Entrance Specification (note: this approval is not included as part of the resource consent process).
- (ii) It is advised that, if practicable, the building be widened to enable the minimum parking requirements contained within Rule 6.6.1.1.c.ii.2.
- (iii) All structures/buildings associated with this development must be contained within the site boundaries. DCC Transportation does not authorise any legal road encroachments in this instance.