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CHB Proposed District Plan - One Network Framework

Assessment Pursuant to RMA Section 32AA

8 October 2021 **(DRAFT)**

Environmental Planning +
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1. Introduction

This assessment pursuant to S32AA of the Resource Management Act 1991 (RMA) has been prepared as part of a proposal to update the PDP to reflect a wider change in the way that Road Controlling Authorities in New Zealand are classifying their roading network. These changes are a national initiative now being led by Waka Kotahi NZ Transport Agency.

The PDP currently refers to the Waka Kotahi NZ Transport Agency One Network Road Classification – Functional Classification (ONRC). The ONRC is however now being progressively replaced by the Waka Kotahi NZ Transport Agency One Network Framework - Movement and Place (ONF). The PDP contains few references to the ONRC classifications, meaning that any change to the provisions of the PDP are likewise very limited.

This report sets out the process taken, and the assessment undertaken in response to the requirements of RMA S32AA for the replacement in the PDP of the ONRC classifications with ONF classifications, together with any other consequent changes.

This process has confirmed that the proposed change to include the ONF classifications in place of the ONRC classifications will assist the PDP to achieve its objectives.

2 Purpose of this Assessment

This report has been prepared to meet the requirements of S.32AA of the Resource Management Act 1991. In accordance with S.32AA(1), it presents an evaluation of the changes proposed by the inclusion of the ONF into the PDP, against the current provisions of the PDP.

S.32(3) specifies the examination required pursuant to S.32(1)(b). This examination accordingly in part addresses the provisions and objectives of the proposed change, and the objectives of the existing PDP to the extent that those objectives:

- Are relevant to the Objectives or the ONF
- Would remain if the ONF submission were to take effect.

Significantly the ONF has been prepared by Waka Kotahi New Zealand Transport Agency (NZTA) and is described as *"our new national classification system. It will be used to determine the function of our roads and streets, and inform decision making.*[1]

NZTA further describe this evolution of the ONRC as responding to the "*recognition that shared, integrated planning approaches between transport and land use planners will result in better outcomes. 'Systems thinking' allows us to link strategies and policies together and support more holistic decision-making that in turn improves the liveability of places.*

The new One Network Framework acknowledges the transport network has a 'Place' function. This means roads and streets are destinations for people, as well as transport corridors. The new framework also introduces classifications for different modes of transport, recognising that our roads and streets have different functions for different modes.

The ONF evolves the One Network Road Classification to a two-dimensional classification focused on Movement and Place. The ONF recognises that shared, integrated planning approaches between transport and land-use planners will result in better outcomes.

The Ministry of Transport in conjunction with NZTA and currently working on a Transport Evidence Base Strategy (TEBS) intended to create an environment ensuring data, information, research, and evaluation play a key role in evidence-based decision-making. This references the ONF as a key strategy *" The One Network*

[1] NZTA website 5 October 2021, https://www.nzta.govt.nz/roads-and-rail/road-efficiency-group/one-network-framework/about-the-onf/

Framework evolves the One Network Road Classification into a systems-wide, multi-modal classification framework that aligns with the Government's transport outcomes areas, the GPS, Road to Zero and the Local Government Act's four well-beings[2].

There is a clear alignment between this intent and that of the existing objectives of the PDP. The ONFs development is the result of a recognition that there is a need to improve the planning for roads in New Zealand that betters takes into consideration the nature of adjacent land use. The PDP and its objectives already recognise the value of such an approach.

In that context, this evaluation assessment contains the following component parts.

- Identification of the Statutory and Policy Context and Defining the Problem that including the ONF will address
- An examination of the inclusion of the ONF into the PDP with regard the purpose of the Act
- An examination of the ONF and its provisions as the most appropriate way to achieve the objectives of the PDP by
    - an identification and assessment of identified reasonably practicable options and
    - An assessment of the efficiency and effectiveness, and the benefits and costs of the proposed ONF provisions in achieving the objectives, and
    - A summary of the reasons for deciding on the ONF provisions.

3 Statutory and Policy Context

Resource Management Act – Part 2 Purpose

Section 74 sets out the requirements for District Council in the preparation of District Plans in accordance with Section 31 and the provisions of Part 2 'Purpose and Principles'.

The Purpose of the Act is set out in Section 5. This includes managing the use, development and protection of natural and physical resources and enabling people and communities to provide for their wellbeing. Managing land use and the provision for infrastructure is aligned with this purpose.

> ***5 Purpose***
> *(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.*
> *(2) In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while—*
> *(a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
> *(b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
> *(c) avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

Several matters within Section 7 are also of particular interest and have been considered. S.7(b), (c), and (f) most clearly relate to the intent of the ONF.

> ***7 Other matters***
> *In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to—*
>
> *(a) kaitiakitanga:*
> *(aa) the ethic of stewardship:*
> *(b) the efficient use and development of natural and physical resources:*

[2] Ministry of Transport 2021, https://www.transport.govt.nz/assets/Uploads/Report/TEBSProgressReport2020.pdf

(ba) the efficiency of the end use of energy:
(c) the maintenance and enhancement of amenity values:
(d) intrinsic values of ecosystems:
(f) maintenance and enhancement of the quality of the environment:
(g) any finite characteristics of natural and physical resources:
(h) the protection of the habitat of trout and salmon:
(i) the effects of climate change:
(j) the benefits to be derived from the use and development of renewable energy

Resource Management Act – Part 4 Functions, Powers and Duties

Section 31 sets out the functions of territorial authorities for giving effect to the Act. The District Council has a clear requirement and mandate to provide for and manage long-term growth in the District, including residential growth and the long-term provision for and management of infrastructure. Roads and movement infrastructure and the provision for and management of them i=s an important function of territorial authorities.

These matters have particular relevance to the further evaluation of the inclusion of the ONF classifications into the PDP.

31 Functions of territorial authorities under this Act
(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:
(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:
(aa) the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district:
(b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—
(i) the avoidance or mitigation of natural hazards; and
(iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:
(iii) the maintenance of indigenous biological diversity:
(d) the control of the emission of noise and the mitigation of the effects of noise:
(e) the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:
(f) any other functions specified in this Act.
(2) The methods used to carry out any functions under subsection (1) may include the control of subdivision.

RMA National Direction and Guidance, Regional Policy Statement and Regional Plans

The May 2021 'Remaining District Wide Chapters and Relocated Buildings Provisions Section 32 Topic Report' (the S.32) report considered national direction and guidance such as the National planning Standards, National Policy Statement for Urban Development, and regional statutory documents such as Regional Policy Statement (RPS) and Regional Plans (RP).

An evaluation of the PDP's objectives for transport was completed in section 4 of the S.32, and an assessment of the provisions in section 5 (discussed later in this report). This found the PDP objectives to be consistent with identified relevant sections of the RPS, and to be the most effective way to achieve the purpose of the RMA

The inclusion of the ONF classifications proposes no changes with respect to the objectives of the PDP. Rather inclusion of the ONF classifications seeks to introduce amended provisions to better meet those objectives and maintain or improve consistency with national and regional statutory and guidance documents.

Central Hawkes Bay Integrated Spatial Plan (ISP)

Inclusion of the ONF will also assist the District to achieve several aspirational goals identified in the Integrated Spatial Plan (ISP), namely those related to more sustainable transport infrastructure and wellbeing in the form of open space and transport mode-mobility choice.

The Central Hawke's Bay Three Towns' Integrated Spatial Plan (ISP) project is a 30-year blueprint of growth opportunities and constraints across the District. The ISP identifies its purpose as, amongst other things, guiding growth across the District's three towns, and informing the District Plan review. Although not an RMA statutory document, it is a key document as it provides important information on the needs and wellbeing of the District's community, as well as opportunities and constraints.

Significant growth is projected for the District, and transportation infrastructure is identified in the ISP as having a significant part to play in meeting the needs of the Districts community. The ISP has identified a significant number of transport projects related to movement infrastructure such as roading, pathways, and open space. The need for integration between the roading network and land use is clearly referenced.

The greater emphasis placed road classifications that respond to adjacent land use by the ONF suggests the inclusion of the former would further enable the District to address its aspirations.

Development of the ONF and Reclassification of the Road Network

The PDP currently includes the ONRC road classification system. In reviewing and improving the classification system NZTA has indicated that the ONF is an evolution of the ONRC that looks to build upon the ONRC's past successes. This replacement of the ONRC references with its successor the ONF, rather than being a transfer from one system to another, reflects the evolution of the system in response to national strategic direction and guidance.

Notably this evolution is directly relevant to more effective management of the roading resource and specifically addresses the value in integrated management with the adjacent land use resource. The below excerpt while lengthy provides a good summary of this evolution, and reinforces its value and relevance to meeting the objectives of the PDP.

"Providing a nationally consistent framework has been a giant leap forward. The benefits of the ONRC are numerous, and it is embedded in a number of national policies and systems. The national application of the ONRC has been world leading and has meant it can be used as the basis for a wide range of decision-making.

Following on from these initial benefits, the evolution of the ONRC into the One Network Framework (ONF) ensures it is fit for purpose in more complex urban environments, where there are a number of competing demands on limited road and street space, and a range of modes to be accommodated. This work also brings together and embeds the success of the Network Operating Framework (NOF), which have been utilised in urban areas.

By evolving ONRC to account for extended needs, the framework is strengthened into something that can be used across transport and land use disciplines, increasing its relevance.

The ONF provides a common language that can assist in linking strategies and policies together and support better, more holistic, decision-making. This common language also offers a mechanism to translate local movement and place frameworks into a national framework for more aligned investment conversations.

The ONF seeks to bring more granularity to the way our rural networks are classified, by better differentiating our freight routes from our general traffic routes and reflecting the specific context of our rural roads. It will allow us to better define and articulate the differences between metro, urban and rural transport needs and provide a consistent, level playing field for future investment conversations, based on locally-recognised needs rather than broad categories.

This recognises that:

- *5–10% of the network is located within heavily urbanised metro areas, and has limited corridor space, complex interactions and tensions between modes at different times of the day that will need in-depth analysis.*
- *Another 10–15% are in wider urban areas, mostly residential, with different scales of complexity.*

- *The majority of New Zealand's network – nearly 80% – is rural and runs through diverse geography where the locations of important places like marae, town centres, tourist attractions or schools are often the key factors driving the needs of local RCAs.*

Updating the ONRC will also allow for revised Customer Levels of Service and updated performance measures reflecting all land transport modes, in both urban and rural contexts, as well as surrounding land use. It will also more closely align the ONF to the NOF, to help standardise the application of roading classifications around the country.[3]

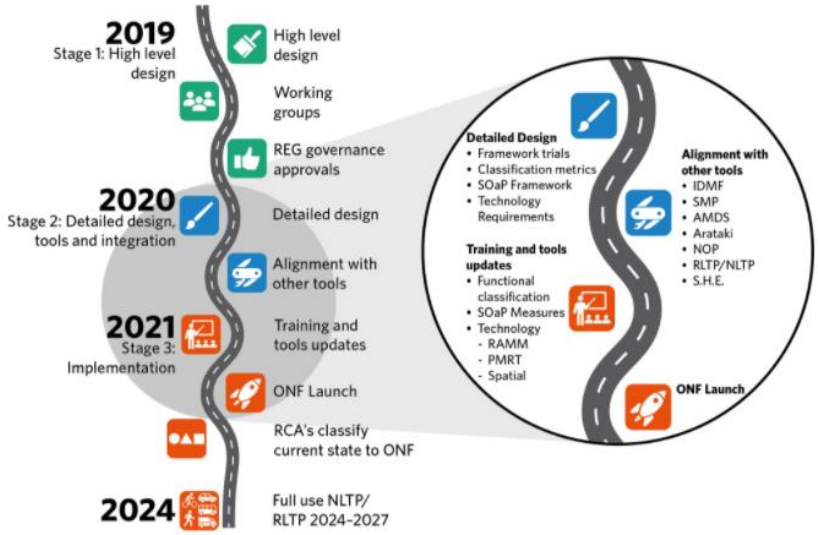

Fig.1: Indicative timeframe for development and adoption of the ONF[3]

4 Defining the 'Problem'

The Council has a responsibility under the Act to provide for the sustainable management of the development of land and resources through its District Plan. A significant resource is the Districts roads. This significance is recognised in the

The key Issue or problem (the Problem) is that the road network classifications under the ONRC that have been incorporated into the PDP have now been updated and are no longer in use by the Council as Road Controlling Authority. The inclusion of the ONRC classifications as currently identified in the PDP, while accurate when the PDP was prepared, as evidenced in the S.32 (see below) is now out of date and needs to be replaced.

This is a nationwide change, with the new ONF referenced in strategic national documents such as the GPS. Road controlling authorities have now begun to replace the ONRC classifications with ONF classifications. The indicated timeframe for this change for ONRC to ONF was late 2021 and completion by 2024.

The new classifications for all roads in central Hawkes Bay District have already been completed and included on the national RAM database.

May 2021 PDP Section 32 Assessment

In section 5 the S.32 for the PDP considered the inclusion of the ONRC classifications to be the most effective and efficient alternative as these were the 'current' provisions at the time. This is no longer the case, with the ONF classifications having evolved through the further development of the ONRC.

The reason identified in the S.32 is no longer applicable to the adoption of the ONRC classifications, but instead would apply to its successor ONF classifications.

[3] https://www.nzta.govt.nz/roads-and-rail/road-efficiency-group/one-network-framework/about-the-onf/the-journey/

Resource Management Issue is Already Identified in the PDP

The below reproduces the Resource Management Issue identified in the PDP for Transport. Inclusion of the ONF will continue to acknowledge this Issue.

No need has been identified to amend Issue TRAN-I1 or identify new Issues in the Transport Section.

Proposed District plan Issues
Proposed District Plan – Transport TRAN-I1 Efficient and safe use of the District's roads and other transport infrastructure can be adversely affected by the inappropriate design of land use activities, their access, parking and servicing

Matters identified in the ISP

Most of the population of the District live in its three townships, Otane, Waipawa and Waipukurau. It is also in these places where most growth is project to occur. The rural parts of the district rely on the extensive roading network. These connections are very important to the wellbeing of the District.

The ISP has identified connectivity projects under the banner of 'Connected Citizens' and identified it as important to achieving most of the principles set out in the ISP. The ISP contains a range of project such as road safety and efficiency improvements., traffic calming, walking, and cycling improvements or facilities. wayfinding, trails, public transport. The contribution the roading resource makes to the District is significant.

The management of the road resource has the potential to significantly add to, or detract from the wellbeing of the District, as has been recognised by the PDP in Issue TRAN-I1.

The recognition of the contribution of roads and connections to the wellbeing of the District, and the varying form that this key infrastructure resources takes is consistent with the movement and place philosophy of the ONF.

Although the ISP is not a statutory document, it provides key insight into the aspirations and wellbeing of the District. The alignment between the approaches taken in the ISP and ONF are significant in understanding how the PDP may best address its Issues TRAN-I1 and its objectives, as assessed below.

5 Section 32AA Evaluation Requirements

Section 32AA Further Evaluations

This further evaluation report under Section 32AA:

(a) is required only for any changes that have been made to, or are proposed for, the proposal since the evaluation report for the proposal (the PDP) was completed (the changes);

(b) must be undertaken in accordance with section 32(1) to (4);

(c) must despite paragraph (b) and section 32(1)(c), be undertaken at a level of detail that corresponds to the scale and significance of the changes; and

(d) must—

(i) be published in an evaluation report that is made available for public inspection at the same time as the approved proposal (in the case of a national policy statement or a New Zealand coastal policy statement or a national planning standard), or the decision on the proposal, is notified; or

(ii) be referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with this section.

Section 32 Requirements for Evaluation Reports

A further evaluation under Section 32AA must cover the matters set down in Section 32 (1) to (4), in particular:

- whether the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act (s32(1)(a).
- whether the provisions in the proposal are the most appropriate way in which to achieve the objectives including by identifying other reasonably practicable options for achieving the objectives; assessing the efficiency and effectiveness of the provisions in achieving the objectives; and summarizing the reasons for deciding on the provisions (s32(1)(b)).
- contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal (changes) (s32(1)(c)).

The evaluation must take into account:

- the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions including opportunities for economic growth and employment that are anticipated to be provided or reduced (s32(2)(a)) and, if practicable, quantify them (s32(2)(b)); and
- the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions (s32(2)(c)).

Matters for Evaluation

This is a further evaluation under s 32AA, meaning that only those objectives, policies and methods that are to be amended, affected, or added as a result of this submission are subject to and included in this assessment. The original Section 32 evaluation (dated May 2021) remains valid for all other content.

Inclusion of the ONF does not require the amendment of any objectives or the insertion of any new objectives. A minor amendment is required to only two policies – TRAN-P3 and SUBP5. This amendment is only to remove specific classifications that would no longer be in use by the PDP and have been superseded by those of the ONF. The intent of the policy TRAN-P3 would remain unchanged.

Matters for evaluation fall into only one area.

Enabling use of the ONF classifications within the Plan

1. Enable the use of the new classifications, by replacing any ONRC classification where specifically named within a policy, standard or other provision of the PDP.

6 Evaluation - Assessing Objectives and New or Amended Objectives

Within the parameters of S.32AA the need for new objectives relative to the retention of existing objectives was considered. A brief examination of the existing objectives with respect to the identified Problem was undertaken. It was determined that no objectives needed to be amended, deleted, or added, and that the use of ONF classification would further assist the PDP to achieve its existing objectives.

Examination with respect to the Objectives of the Plan, and the Purpose of the RMA

Part 2 (Ss5-8) sets the overall purpose and principles that all RMA decision-making falls under and provides guidance on weighting and importance of matters.

It is a requirement of this S32 that the inclusion of the ONF classifications and any other consequent amendments be assessed against the objectives of the Plan.

Early in the development of this S.32AA a review was undertaken of these relevant objectives and issues to gain a robust understanding of the intention of the objectives. In turn this better enabled an assessment of the proposed ONF changes against them. It also better enabled the evaluation of proposed ONF changes for alignment and compatibility with existing objectives and with respect to Part 2 of the RMA.

The existing objectives of the PDP seek the management of the roading resource so that it is:

- safe, resilient, efficient, and effective in moving people and goods within and beyond the District; and
- activities generate a type or level of traffic that is compatible with the roads they are located on.

Replacing the ONRC classifications with those of its successor, the ONF results in no need for change or alteration to the existing objectives of the PDP.
The new ONF classifications and intent are more aligned with the objectives of the PDP than the previous ONRC classifications. The Problem to be addressed in this S.32AA relates to whether the proposed changes improve the ability of the PDP to achieve its objectives.

Existing Objectives of the PDP	Examination	
TRAN-O1 The transport network is safe, resilient, efficient and effective in moving people and goods within and beyond the District. TRAN-O2 Activities generate a type or level of traffic that is compatible with the roads they are located on.	A need has been identified to replace the ONRC road classifications with the new ONF classifications. The newer ONF is an evolution of the ONRC. This change is compatible with existing objectives of the PDP. When considered alongside the associated Issues and Goals of the Transportation section the new ONF and its classifications continue to be consistent with the objectives of the PDP, and their intent can be considered to be in closer alignment. No need has been identified to amend or replace any of the existing objectives of the PDP. The change to ONF classification will improve the alignment of the national roading classification system with the objectives of the PDP. The change is also considered to achieve the objectives in a manner consistent with other statutory direction such as the RPS.	**Finding: There is therefore no need to amend or replace any existing Objectives.**

7 Evaluation - Effectiveness and Efficiency of the Proposed Provisions (Policies and Methods)

This section contains an evaluation of the changes required to provisions within the PDP against the existing objectives of the PDP.

An examination of the effectiveness and efficiency of the policies and methods of the Proposal is required by S.32AA.

- **Effectiveness** assesses the contribution new provisions make towards achieving the objective, and how successful they are likely to be in solving the problem they were designed to address.
- **Efficiency** measures whether the provisions will be likely to achieve the objectives at the lowest total cost to all members of society, or achieves the highest net benefit to all of society. The assessment of efficiency under the RMA involves the inclusion of a broad range of costs and benefits, many intangible and non-monetary.

S.32(2)(a) requires an identification of the benefits and costs. This requires this assessment to *"Identify and assess the benefits and costs of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including the opportunity of economic growth and employment that are anticipated to be provided or reduced."*

- A **benefit**, or positive effect, can be described as a consequence of an action (e.g., a change to a plan) that enhances well-being within the context of the RMA.
- A **cost**, or negative effect, can be described as what society has to sacrifice to obtain a desired benefit.

The RMA defines costs and benefits to include those that are both monetary and non-monetary. Environmental, economic, social, and cultural benefit and cost effects are addressed in this assessment.

Opportunities for economic growth and employment are considered where pertinent, although for this purely roading classification proposal such opportunities are likely to be secondary or indirect, resulting from enabling population growth.

In this assessment only those costs and benefits that have been identified are explicitly referenced. The assessment of effectiveness and efficiency in this report has also considered the risk of acting or not acting with respect to the provisions where there is uncertain or insufficient information.

Amendments to Policies

Two changes are proposed to Policies. In both cases the change related to the removal of the reference to the classifications if 'Arterial and Collector' roads, and would be needed as nether of those terms is used in the ONF. The deletion of these terms would result in the policy being amended as indicated below (removed text struck out, added text underlined).

Proposed District Plan Policies Affected
TRAN-P3 To protect ~~Arterial and Collector~~ roads within the transport network from inappropriate development. SUB-P5 To encourage in the General Residential Zone, subdivision design that develops or uses subsidiary roads, in order to avoid an increase in the number of direct access crossings onto roads classified ~~arterial~~ Transit Corridors, Urban Connectors, Activity Streets, City Hubs, Main Streets, for traffic safety purposes

Amendments to Plan Maps

The classifications are not referenced on the PDP plan maps and no changes to the Plan Maps are proposed. A reference to the Plan Maps would need a consequential adjustment to remove the reference to the ONRC (shown in strikethrough text below).

Existing reference to the maps in the PDP

It is noted that notwithstanding the reference in TRAN – Transport 'Introduction', as underlined and highlighted in the relevant paragraph below, the classifications are not shown on any of the Plan Maps. This has the effect of meaning that none of the roads in the District have classifications in the PDP. The reference, underlined below, may be better removed. For clarification, the proposed introduction of the ONF classifications into the PDP examined in its assessment does not propose the introduce of classifications to the Plan Maps.

"Part of the successful management of the transport network is identifying the principal function of roads that form the roading network. A road hierarchy ~~(using the One Network Road Classification)~~ has been developed for Council's road network (consisting of 1,265 km of formed roads), where the purpose of each road is defined in TRAN-APP5 to this part of the District Plan ***and is identified on the District Plan Maps.*** *Land use and access provisions are related to the function of roads to ensure that the road network operates in a safe and efficient manner."*

Assessment of Amendments to Policies

Section	Amended / New Provision	Assessment: Benefits / Cost / Efficiency / Effectiveness	Achieves
Transportation		Cost and Benefits (environmental, economic, social, and cultural)	
TRAN-P3 To protect Arterial and Collector roads within the transport network from inappropriate development.	TRAN-P3 To protect roads within the transport network from inappropriate development	This amended policy will result in the specific reference to the 'Arterial' and 'Collector' roading classifications being removed. Although this could potentially broaden the applicability of the policy such considerations would arise through the robust consideration of a resource consent in any case. Arterial and Collector roads are not defined on the plan maps. There are no significant changes to standards or rules that might otherwise significantly disadvantage adjacent land uses and activities. **Benefits** include; • More **efficient** and **effective** by replacing a specific classification that has been superseded and is not identified on the planning maps and no longer in use by the road controlling authority. • More **effective** in the new classifications place greater emphasis and recognition on adjacent land use as identified in the PDP and better able to achieve integrated management of the road network and the effects between it and land use. • More **efficient** at aligning the road classifications in the district with those intended for use by Waka Kotahi and adjacent districts, and increasingly in use for project and funding assessments. No additional **costs** have been identified. **Benefits are thus environmental, social, and cultural, and economic and no costs have been identified.**	TRAN-O1 TRAN-O2
SUB-P5 To encourage in the General Residential Zone, subdivision design that develops or uses subsidiary roads, in order to avoid an increase in the number of	SUB-P5 To encourage in the General Residential Zone, subdivision design that develops or uses subsidiary roads, in order to avoid an increase in the number of direct access crossings onto roads classified Transit Corridors, Urban Connectors, Activity Streets, City Hubs, Main Streets, for traffic safety purposes	This amended policy will result in the specific reference to the 'Arterial' roading classification removed. Arterial roads are not defined on the plan maps and so the ONRC classification would be relied upon. The ONRC classification is no longer in use meaning that this policy would become less effective. The replacement of the ONRC classifications with the ONF classifications listed would result in the policy remained in application across the same set of roads. There are no significant changes to standards or rules that might otherwise disadvantage adjacent land uses and activities. **Benefits** include;	TRAN-O1 TRAN-O2

direct access crossings onto arterial roads for traffic safety purposes		• More **efficient** and **effective** by replacing a specific classification that has been superseded, is not identified on the planning maps and no longer in use by the road controlling authority. • More **effective** as the new classifications place greater emphasis and recognition on adjacent land use as identified in the PDP and are better able to achieve integrated management of the road network and the effects between it and land use. • More **efficient** at aligning the road classifications in the district with those intended for use by Waka Kotahi and adjacent districts, and increasingly in use for project and funding assessments. No additional **costs** have been identified. **Benefits are thus environmental, social, and cultural, and economic and no costs have been identified.** *Note: There is no directly relevant objective within the subdivision section of the PDP. The amendment to this policy will have no impact on the achievement of objectives SUB-O1, SUB-O2, SUB-O3, SUB-O4 or SUB-O5.*	

Amendments to Rules, Standards, Assessment Matters, and other Provisions

Proposed changes to Rules, Standards and Assessment Matters are considered to be in alignment with existing Policies of the PDP**.**

Alignment with national classifications for roads
Inclusion of the ONF classifications seeks assist in the achievement of the objectives of the PDP.

Key changes proposed by the inclusion of the ONF include:

Replacement of the references to and replication in the PDP of the ONRC classifications

- Remove references to ONRC from within a small number of standards in the PDP that relates to signs and setbacks, and replace these with the new ONF classifications.
- Remove references to ONRC classifications from the Principal Reasons part of the Transport section in the PDP that relates to signs and setbacks, and replace these with the new ONF classifications.
- Replace the reproduced ONRC classifications from one Appendix, TRAN-APP5

Assessment of Amendments to Rules and Standards

Section	Amended / New Provision	Assessment: Benefits / Cost / Efficiency / Effectiveness relative to the current provisions of the PDP	Achieves
Signs		Cost and Benefits (environmental, economic, social, and cultural)	
SIGN-S5 Illumination and Movement	Amend SIGN-S5 Illumination and Movement - All Zones as a consequential amendment as follows (deletions shown in strike through, additions shown as underlined): 1. Signs must not be erected on or adjacent to a road which will use flashing or revolving lights unless used to identify a hazard. 2. Signs must not be illuminated by any method whatsoever, such that its illumination casts light or reflected light on to any other property. 3. Signs visible from roads classified as Transit Corridors, Interregional Connectors, Rural Connectors, Stopping Places and Peri-urban Roads ~~arterial~~ in a 100kph legal road speed area, must not be illuminated unless the premises are open for business.	This minor change to a standard seeks to ensure that the PDP continues to control signs when arterial roads are reclassified into the new ONF classifications. The former road classifications are being replaced and the standard if unchanged will no longer relate to any road classifications. Replacing it with the new classifications will enable the standard to achieve the relevant objectives of the PDP. **Benefits** include: • More **effective and efficient** as the standard will relate to a current road classification, enabling the standard to be implemented. • More **efficient** as the PDP will remain consistent with other District Plans as these all progressively incorporate the new ONF classifications. Additional **costs** if any are unlikely to be significant and would only relate to situations where the new classifications might restrict a sign that was not previously visible from a road classified as 'arterial', however benefits such as the better integration of transport with land use planning and a more accurate reflection of the land use and the characteristics of roads mean that any costs are likely to be outweighed by benefits. . **Benefits are thus likely to be environmental, and potentially social, and economic benefits are likely to outweigh economic costs. There are unlikely to be cultural benefits or costs.**	TRAN-O1 TRAN-O2

Section	Amended / New Provision	Assessment: Benefits / Cost / Efficiency / Effectiveness	Achieves
Setbacks		Cost and Benefits (environmental, economic, social, and cultural)	
GRUZ-S4, RLZ-S4 and RPROZ-S5 Setback from	Amend GRUZ-S4, RLZ-S4 and RPROZ-S5 Setback from Roads and Rail Network – with respect to:	This minor change to a standard seeks to ensure that the PDP continues to control signs when arterial roads are reclassified into the new ONF classifications. The former road classifications are being replaced and the	TRAN-O1 TRAN-O2

Roads and Rail Network	Accessory Buildings associated with Primary Production Activities as a consequential amendment as follows (deletions shown in strike through, additions shown as underlined): 4. Minimum setback of any building(s) from road boundaries is 5m. 5. Minimum setback of stockyards and stock loading ramps/races fronting roads that are classified as ~~Arterial or Primary Collector~~ Transit Corridors, Interregional Connectors, Rural Connectors, Stopping Places and Peri-urban Roads is 20m. 6. Minimum setback of any building(s) from the Rail Network Boundary is 5m	standard if unchanged will no longer relate to any road classifications. Replacing it with the new classifications will enable the standard to achieve the relevant objectives of the PDP. **Benefits** include: • More **effective and efficient** as the standard will relate to a current road classification, enabling the standard to be implemented. • More **efficient** as the PDP will remain consistent with other District Plans as these all progressively incorporate the new ONF classifications. Additional **costs** if any are unlikely to be significant and would only relate to situations where the new classifications might restrict a sign that was not previously visible from a road classified as 'arterial', however benefits such as the better integration of transport with land use planning and a more accurate reflection of the land use and the characteristics of roads mean that any costs are likely to be outweighed by benefits. . **Benefits are thus likely to be environmental, and potentially social, and economic. Benefits are likely to outweigh economic costs. There are unlikely to be cultural benefits or costs.**	

Section	Amended / New Provision	Assessment: Benefits / Cost / Efficiency / Effectiveness	Achieves
Street Classifications Reference		Cost and Benefits (environmental, economic, social, and cultural)	
TRAN-APP5 – One Network Road Classification	Replace the provisions of TRAN-APP5 – One Network Road Classification – Functional Classification in their entirety with the classifications contained within the One Network Framework (see Appendix)	This change will help to achieve the objectives of the PDP as it will replace a set of road classifications no longer in use in the District with its successor classifications. This change in this reference appendix of the PDP will clarify and explain the new classification for users of the PDP, and avoids confusing references that are no longer relevant. This change will be necessary if other policies, standards, and text in the PDP changes to reflect the transition form the ONRC classifications to its ONF replacement. **Benefits** include: • More **efficient** in that it ensures the reference TRAN-APP5 is consistent with other sections of the plan and the classifications in use by the District in its Road Controlling Authority function. . • More **effective** as it provides greater accuracy and clarity for PDP users with respect to the current roading classifications in the District,	TRAN-O1 TRAN-O2

		enabling the PDPs standards and policies, and applications for resource consent and subdivision to be properly considered. As this part of the PDP is a reference section and contains no rules, standards or assessment matters, no **costs** have been identified. There will be **benefits** in the form of greater clarity for PDP users, and greater consistency with classifications that have or will be introduced in neighbouring Districts. **Benefits are thus likely to be principally economic but may also be social, cultural, or environmental. No costs have been identified**	

Risks of Acting or Not Acting

In addition to an assessment of the benefits and costs of the proposal, S.32(2) requires an assessment of the risk of acting or not acting *"if there is uncertain or insufficient information about the subject matter of the provisions".*

The evolution of the ONRC classifications to the ONF classifications is recent, and was not sufficiently advanced at the time the District Plan Review was undertaken to enable it inclusion in the PDP. As a result, the PDP was unable to address this problem at the time of its drafting. It is notable that the S.32 for the PDP specifically referenced the appropriateness of including the most current roading classifications, now the ONF.

It is clear that the PDP and its objectives intended to reference and use the current (ONRC at the time) road classifications to appropriately manage the roading resource in the District, and the potential effects on it from adjacent land uses. The current roading classifications are now those of the ONF, meaning that policies, standards, and other provisions that relate to the ONRC classifications will no longer be able effective or to achieve the objectives of the PDP. To achieve its intent the PDP needs to contain the new classifications.

For these reasons it is considered that the risk of not acting is a significant constraint on the ability of the PDP to achieve its objectives.

8 Summary and Conclusion

This evaluation has been undertaken in accordance with Section 32AA of the Act to evaluate and examine its need, effectiveness, efficiency, benefits, and costs; and the appropriateness of the proposed introduction of the ONF classifications into the PDP against the objectives of the PDP.

The evaluation undertaken demonstrates that this proposal is the most appropriate option as:

- The ONF classifications will further assist the PDP to achieve its objectives and to address the identified resource management issues and respond to higher order statutory documents such as the Hawke's Bay RPS.
- The proposed changes to policies, standards and other provisions will provide more greater clarity and certainty to plan users as it will ensure consistency between the PDP and the management of the road resource by the District as Road Controlling Authority.
- The proposed changes to policies, standards and other provisions will ensure consistency between the Central Hawkes Bay PDP, and the Plans of other adjacent TLAs, and with the classification used by the CHBDC and other Road Controlling Authorities.
- The proposed changes will have very little economic cost, and no environmental, social, or cultural costs have been identified.

Overall, it is considered that the proposed ONF provisions are appropriate given that the benefits outweigh the costs, the PDP will be more effective, and there are considerable efficiencies to be gained from adopting them. The risks of not acting are also clearly identifiable and outweigh the risks of acting.

Appendix One: ONF Street Categories

Street Category	Description
Local streets	Local streets provide quiet and safe residential access for all ages and abilities and foster community spirit and local pride. They are part of the fabric of our neighbourhoods, where we live our lives and they facilitate local community access. Local streets are the most common and most diverse streets in urban areas. They are generally important components of walking and cycling networks and should support these transport choices for local trips
Urban connectors	Urban connectors provide safe, reliable and efficient movement of people and goods between regions and strategic centres and mitigate the impact on adjacent communities. The purpose of urban connectors is to provide for efficient movement of people and goods from A to B. There are low levels of interaction between the adjacent land use and the street. Servicing adjacent land has a lower priority, as the key role of these streets is to move along them rather than accessing adjacent properties.
Activity streets	Activity streets provide access to shops and services by all modes. There is significant demand for movement as well as place with a need to manage competing demands within the available road space. Activity streets aim to ensure a high-quality public realm with a strong focus on supporting businesses, traders and neighbourhood life. Activity streets are where people spend a significant amount of time, working, shopping, eating, residing, and undertaking recreation.
Civic spaces	These streets have a higher Place classification representing the increased level of on-street activity and higher density adjacent land use generating that activity. The lower Movement classification indicates that these streets are mainly intended for localised on-street activity with little or no through movement. The lateral movement of pedestrians is usually given priority in these spaces. Examples include pedestrianised streets, plazas and low speed shared streets. These are spaces that people are encouraged to spend time in, and where people on foot can relax and move freely.
Main streets	Main streets have an important Place function but a relatively important movement function as well. They aim to support businesses, on-street activity and public life while ensuring connections with the wider transport network. While not having the scale of through movement of city hubs, they provide a similar function, needing to balance the interaction between people and goods movement and on-street activity. Examples include rural or district townships and provincial cities where the main through road also doubles as the main commercial centre.

City hubs	City Hubs are dense and vibrant places that also have a high demand for people movement. They are also places providing focal points for businesses and culture. These streets should aim to reduce the impact of high traffic volumes while accommodating high pedestrian numbers, multi-modal journeys and access to public transport and essential emergency services. Managing the large number of competing demands along city hubs requires careful consideration and generally involves significant trade-offs. These streets have a high number of people moving through and across them and so require efficient modes of transport, with lateral movement access prioritised to mitigate the impacts of congestion and ensure a safe environment. Examples include major city centre streets such as Queen Street in Auckland and Lambton Quay in Wellington.
Transit corridors	Transit Corridors provide for the fast and efficient long-distance movement of people and goods within the urban realm. This includes motorways and urban expressways. By definition all dedicated, high movement and mode specific transport corridors such as heavy rail networks and busways are included in this classification.
Rural roads	Rural roads primarily provide access to rural land, for those that live there, and in support of the land-use activity being undertaken. Rural roads are the most common and most diverse roads in rural areas. They have no appreciable on-street activity occurring and in many parts of the country are unsealed. Some rural roads are important for freight, collecting dairy and forestry and other primary produce from their source, while others, where volumes of vehicular traffic are very low, can provide safe and pleasant recreational and tourism routes, including the New Zealand Cycle Trail and Te Araroa (New Zealand's walking trail). In some parts of New Zealand, rural roads are utilised more by people riding horses than by vehicles.
Rural connectors	Rural connectors provide the link between rural roads and interregional connectors. They support an increased level of through traffic, while also providing access from the adjacent land they pass through. Examples include feeder roads into townships and roads to regionally significant tourist attractions.
Peri-urban roads	Peri-urban roads primarily provide access from residential property on the urban fringe, where the predominant adjacent land-use is residential, but usually at a lower density than that found in urban residential locations. On street activity is discernible and local in nature but also at lower levels than in urban areas. The level of people and goods movement on peri-urban roads can range from low volume through to regional.
Stopping places	Stopping places are where people gather in a rural setting. There is adjacent land-use generating on-street activity, and lateral movement across the roadway can be expected. They have levels of on-street activity or adjacent land-use generating activity that is above the level normally generated by local residents. Examples include rural schools, community halls, marae, and sites

	of scenic interest. The movement classification around stopping places covers the entire range from M5 to M1 and so they can occur on quiet rural roads through to interregional connectors.
Interregional connectors	Interregional connectors provide safe, reliable and efficient movement of people and goods between regions and strategic centres in a rural context. The focus of interregional connectors is to provide for efficient movement of people and goods over significant distances, and therefore these roads will usually have reduced land use access along them, many being designated as limited access roads (LARs).

The ONF's two sets of movement and place categories, a set for urban and a set for rural.

Environmental Planning +

Urban Planning +

Urban Design +

CPTED +

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