



SECTION 32 REPORT

Transport

1	Executive Summary	1
2	Introduction and Purpose.....	2
3	Statutory and Policy Context	2
	3.1 Resource Management Act 1991	2
	3.2 National Policy Statement on Urban Development Capacity 2016	3
	3.3 National Planning Standards 2019	4
	3.4 Regional Policy Statement 2010.....	4
	3.5 Iwi Environmental Management Plans.....	6
	3.6 Other Legislation and Policy Documents.....	8
	3.7 Local Policies, Plans and Strategies.....	11
4	Context, Research and Trends	17
	4.1 Operative District Plan Approach	17
	4.2 Other Methods.....	20
	4.3 State of the Environment.....	20
	4.4 Effectiveness of the Operative District Plan Approach	24
	4.5 Effectiveness of Other Methods	25
	4.6 Other Relevant Research/Documents.....	25
5	Consultation	27
	5.1 General Consultation	28
	5.2 Consultation with Iwi Authorities	28
6	Key Resource Management Issues	30
7	Proposed District Plan Provisions (Objectives, Policies and Methods/Rules)	30
	7.1 Strategic Objectives	30
	7.2 Objectives and Policies	30
	7.3 Rules	31
	7.4 Indicative Transport Network	32
	7.5 Definitions.....	33
8	Approach to Evaluation.....	34
	8.1 Evaluation of Scale and Significance	34
	8.2 Explanation Summary.....	34
9	Evaluation of Objectives	36
10	Evaluation of Options to Achieve the Objectives	39
11	Summary	43
12	Appendices	43



1 Executive Summary

The transport network is an essential physical resource that contributes to the social and economic wellbeing of the District. It includes all transport corridors and infrastructure, including state highways, roads, pedestrian and cycle pathways, rail corridors and flight paths at the New Plymouth Airport. The transport network enables the movement of goods, the provision of services and for people to travel between home, work, educational, recreational, cultural, commercial and other activities, both within and beyond the district.

The Operative District Plan acknowledges the role that the transport network plays in providing for the movement of people, good and services in and out of, and within the District by air and road. It includes a hierarchy of roads to assist in managing the effects on, and of, the road network. There is no specific chapter for managing transport. Rather the *Traffic and Transport Management Strategy* is implemented through rules within each of the Environment Area (zone) rules. These rules include minimum standards for parking spaces, vehicle access points and other technical matters. They also place limits on the volume of traffic generated by activities and contain specific rules for land containing indicative roads.

The outcomes experienced on the transport network are variable. The hierarchy of roads is a useful planning tool in managing the road network. However, the Operative District Plan has been ineffective in managing construction traffic and high trip generating land uses. These issues have given rise to high volumes of traffic on some local roads, with resulting amenity issues and maintenance costs.

The key resource management issues relating to Transport are:

- The safety of road users and the efficient and effective movement of people and goods.
- Achieving a connected, integrated and accessible transport network.
- Promoting public and active modes of transport and reducing reliance on private motor vehicles.
- Managing the effects of the transport network on the surrounding environment and protecting the network from adverse effects, such as reverse sensitivity and high traffic volumes.

The key changes proposed for Transport are:

- A standalone chapter with specific objectives, policies, rules and effects standards for Transport (including road, air and rail).
- Clarifying and strengthening the objectives and policies and, where necessary, better aligning them with current industry best practice.
- Strengthening the policy direction for connectivity and transport integration, including road and subdivision layouts which promote connectivity of spaces and places.
- Implementing traffic generation thresholds for high trip generators, including construction traffic.
- Updating references to technical standards and documents.
- Updating car parking requirements.

- Updating the road transport network hierarchy and the locations of indicative roads.

As a complete suite, the Transport Chapter will promote the safe and efficient operation of the transport network, better integrate land use and transportation, promote a more integrated transport network and manage the adverse effects that the operation, maintenance and development of transport network may generate.

2 Introduction and Purpose

This report contains a summary section 32 evaluation of the objectives, policies and methods relating to the transport topic in the Proposed District Plan. It is important to read this report in conjunction with the section 32 overview report which contains further information and evaluation about the overall approach and direction of the District Plan Review and Proposed District Plan.

This report sets out the statutory and policy context for the Transport topic, the key resource management issues, specific consultation and approach to evaluation on this topic to decide on the proposed provisions. The report also includes a review of the existing plan provisions and an evaluation of alternative methods to achieve the purpose of the Resource Management Act (RMA) in relation to the transport topic. Other closely related section 32 reports include Subdivision, Future Urban Growth, Commercial and Mixed Use Zones, Network Utilities, Noise and Signs.

3 Statutory and Policy Context

3.1 Resource Management Act 1991

Section 31 of the RMA sets out the functions of territorial authorities. The key function for the Council is the integrated management of the use, development, or protection of land and associated natural and physical resources. "*Natural and physical resources*" includes natural landforms, buildings and structures. Structures include road and rail networks.

Section 6 of the RMA specifically requires that the Council recognises and provides for matters of national importance. No Section 6 matters are specifically relevant to Transport although it is acknowledged that any new transport infrastructure or improvements to existing infrastructure would need to be provided for in a way that is consistent with Section 6 of the RMA.

The Council needs to have particular regard to the following Section 7 RMA matters:

- (b) the efficient use and development of natural and physical resources.*
- (c) the maintenance and enhancement of amenity values.*
- (f) maintenance and enhancement of the quality of the environment.*

The above matters are of particular relevance when ensuring the transport network (being a natural and physical resource) is operated, maintained and developed safely and efficiently, is well-connected, is integrated and maintains or enhances surrounding amenity values within the District.

Section 8 of the RMA requires the Council to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). Tangata whenua, through iwi authorities, have been consulted as part of the District Plan Review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted. Furthermore, section 74(2A) of the RMA requires councils to take into account relevant Iwi Management Plans and their bearing on the resource management issues of the District.

3.2 National Policy Statement on Urban Development Capacity 2016

The National Policy Statement on Urban Development Capacity 2016 (NPS-UDC) recognises the national significance of urban environments and provides direction to decision-makers on planning for urban environments.

The relevant objectives and policies place a requirement on local authorities to provide for urban growth. The NPS-UDC requires the Council to look at the district projected population growth and pre-empt market demand by unlocking and servicing land feasible for development.

New Plymouth District meets the NPS-UDC definition of 'high growth urban area'. The population is projected to grow from an estimated 83,400 in 2018 to 92,400 in 2028, and to 106,100 by 2048. This equates to growth of 22,700 (27.2%) and these people will have a wide range of social, housing, environmental and economic needs. Critical to planning for these needs is integrated decision-making on transport methods and infrastructure.

Policy PA1 of the NPS-UDC states that "Local authorities shall ensure that at any one time there is sufficient housing and business land development capacity according to the table below":

Short term	Development capacity must be feasible, zoned and serviced with development infrastructure.
Medium term	Development capacity must be feasible, zoned and either: <ul style="list-style-type: none"> • serviced with development infrastructure, or • the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002.
Long term	Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.

Policy PA2 states that "Local authorities shall satisfy themselves that other infrastructure required to support urban development are likely to be available."

The NPS-UDC has been considered in developing the proposed Transport provisions.

3.3 National Planning Standards 2019

Released in April 2019, the purpose of the National Planning Standards is to improve consistency in plan and policy statement structure, format and content.

The standards were introduced as part of the 2017 amendments to the RMA. Their development is enabled by sections 58B–58J of the RMA. They support implementation of other national direction such as national policy statements and help people to comply with the procedural principles of the RMA.

As discussed in the Overview Report, the Proposed District Plan will give effect to the planning standards. Of particular relevance to the Transport topic is the directive that:

Provisions relating to energy, infrastructure and transport that are not specific to the Special purpose zones chapter or sections must be located in one or more chapters under the Energy, Infrastructure and Transport heading.

Consequently, the Proposed District Plan Chapter relating to the Transport topic is to be named simply “Transport”.

3.4 Regional Policy Statement 2010

Under Section 75(3)(c) of the RMA, the District Plan must give effect to the Regional Policy Statement. The Operative Taranaki Regional Policy Statement 2010 (RPS) does not explicitly contain a Transport section. However, there are transport related elements in policy direction for other topics, particularly within the ‘built environment’ which encompasses transport systems.

The key directions from the RPS for the District Plan in so far as they relate to transport are as follows:

- Providing for nationally and regionally significant infrastructure (including roads and rail) within the District.
- Protecting nationally and regionally significant infrastructure from the adverse effects of other activities.
- Integrating land use and transportation planning.
- Providing for efficient transport patterns and modes of transport. This includes integrating transport networks, connections and modes to enable the sustainable and efficient movement of people, goods and services, encouraging travel choice and low-impact forms of travel including opportunities for walking, cycling and public transport.

The following objectives and policies found within the Built Environment chapter (15) of the RPS are of relevance to Transport:

SUD Objective 1:

To promote sustainable urban development in the Taranaki region.

SUD Policy 1:

(a) encouraging high quality urban design, including the maintenance and enhancement of amenity values.

(b) promoting choices in housing, work place and recreation opportunities.

- (c) promoting energy efficiency in urban forms, site layout and building design.*
- (d) providing for regionally significant infrastructure.*
- (e) integrating the maintenance, upgrading or provision of infrastructure with land use.*
- (f) integrating transport networks, connections and modes to enable the sustainable and efficient movement of people, goods and services, encouraging travel choice and low-impact forms of travel including opportunities for walking, cycling and public transport.*
- (g) promoting the maintenance, enhancement or protection of land, air and water resources within urban areas or affected by urban activities.*
- (h) protecting indigenous biodiversity and historic heritage.*
- (i) avoiding or mitigating natural and other hazards.*

Of specific relevance to Transport are sub policies (d), (e) and (f) above.

INF Objective 1:

To provide for the continued safe and efficient operation of the region's network utilities and other infrastructure of regional significance (including where this is of national importance), while avoiding, remedying or mitigating adverse effects on the environment.

INF Policy 1:

Provision will be made for the efficient and effective establishment, operation, maintenance and upgrading of network utilities and other physical infrastructure of regional significance (including where this is of national importance) and provision for any adverse effects of their establishment to be avoided, remedied or mitigated as far as is practicable.

INF Policy 2:

The adverse effects of subdivision, use and development on the safety, efficiency, operation, maintenance and upgrading of the region's network utilities and on other physical infrastructure of regional significance (including where this is of national importance) will be avoided or mitigated.

INF Policy 4:

New land use generated by growth and development and the associated local, regional and national infrastructure to service that growth should be integrated and planned alongside one another to avoid either constraints being imposed on necessary growth and development by the lack of supporting infrastructure or to avoid unsustainable demands being placed on infrastructure to meet new growth.

The framework provided by the RPS, and to which the District Plan must give effect to, has been considered in developing the proposed Transport provisions.

3.4.1 Regional Policy Statement Interim Review 2017

An interim evaluation of appropriateness, efficiency and effectiveness of the RPS was completed in June 2017. The review concluded that the objectives for urban development in the region and to provide for regionally significant infrastructure were generally being achieved.

Through the review process, the Council sought stronger guidance/direction about strategic urban development and what constitutes good urban design and establishing strong city centres. Noting that the New Plymouth District is now banded a high growth area¹ under the NPS-UDC, transport has a key role in delivering sustainable urban design through connectivity and the promotion of non-private vehicle transport modes, as well as the location of land for housing supply.

3.5 Iwi Environmental Management Plans

For the purposes of the District Plan Review, Iwi Environmental Management Plans must be taken into account under Section 74 (2A) of the RMA. At the time of writing, there is one Iwi Environment Management Plan that has been lodged with the Council - Taiao, Taiora: An Iwi Environmental Management Plan for the Taranaki Rohe (2018).

Taiao, Taiora is a document for Taranaki Iwi to guide and inform decision making by the Iwi. It is structured into five sections, reflecting the interrelated natural systems. Taiao, Taiora sets out issues, objectives and policies. While none directly mention traffic and transportation, the section on Papatuanuku (the land) includes the following policy:

- 11. New urban development will be designed in a manner which reflects the environmental and cultural values of the site including:*
- vi. Creating walkable settlements that have provision for bikes and public transport.*

The following Iwi Management Plans are in various stages of preparation and have been considered in the preparation of this report:

- 3.5.1 Ko Tā Maniapoto Mahere Taiao, the Maniapoto Iwi Environmental Management Plan (2016). Still under revision.

Ko Tā Maniapoto Mahere Taiao outlines the iwi's vision for environmental sustainability. The Plan describes issues, objectives, policies and actions, to protect, restore and enhance the relationship of Maniapoto with the environment; and also the social, cultural, spiritual and economic relationships. The Plan includes a section on Infrastructure and Industry (Section E) which outlines the significance of the transport network to the iwi, particularly the local road network which is critical to industry and to social connection. Transport within the rohe is characterised by a large network of small volume local roads, key state highways.

Issue 22.2.3.5 Despite the requirement for a robust transport network, some of the impacts of such a network on Maniapoto include but are not limited to:

- adverse effects on sites of significance and wāhi tapu.
- adverse effects on visual amenity and sightlines to places of significance.
- effects of modification and diversion of water and waterways.
- restrictions and limitations on cultural activities – swimming, bathing, recreation.
- increased sedimentation and pollution from diffuse and point sources.
- barriers to natural migration and movement of fish, tuna and other species.
- loss of or limited access to mahinga kai sources.

¹ Population to grow by more than 10% from 2013 to 2023

The Plan contains two objectives in relation to transport networks, with corresponding policies and actions for the objectives. The two objectives are:

22.3.4 To ensure transport infrastructure connects Maniapoto communities and enables industry and businesses to develop while minimising negative impacts on the environment.

22.3.5 To minimise adverse effects on Maniapoto of transportation.

- 3.5.2 Ngāti Mutunga Iwi Environmental Management Plan (2016 update). Final draft provided; still under revision.

Ngāti Mutunga Iwi Environmental Management Plan has a goal to provide for sustainable management of the environment for the social, cultural, economic, and environmental wellbeing of the iwi. The Plan highlights a specific issue in the rohe is the transport of stock and the adverse effects this has had on the environment. The Plan contains the following objective and policies:

Objective: to encourage the adoption of industry best practice in the region in order to minimise adverse effects of stock transport on the environment and our cultural values.

Policies:

- 1. Discourage use of roads for moving stock, and encourage development and use of over or underpasses where possible.*
- 2. Encourage the stand down of stock before transport, to minimise urination and defecation during transportation.*
- 3. Support installation and use of effluent disposal sites.*
- 4. Require Ngāti Mutunga involvement in the selection of locations for future effluent disposal sites.*
- 5. Encourage the adoption of best practice for stock transport, including storage of effluent and procedures for washing trucks.*

- 3.5.3 Tai Whenua, Tai Tangata, Tai Ao, Te Atiawa Iwi Environmental Management Plan (2019). Council has provided comments on the Draft.

Tai Whenua, Tai Tangata, Tai Ao is a document for Te Atiawa Iwi reaffirming the iwi's role as kaitiaki. Its secondary role is to guide and assist councils and other agencies in understanding issues of significance to Te Atiawa. It sets out the iwi's framework for engagement, guiding principles and issues and objectives relating to eight domains; guardianship; inland and coastal whenua; freshwater; coastal and marine environment; air and atmosphere; flora and fauna; wahi taonga, urupā and sites of significance to Maori; Taranaki maunga. While none directly mention traffic and transportation, the section on Subdivision and Development includes the following policies:

Policy TTAN4.5 Require developers, regional council and district councils to provide subdivision applications that are comprehensive so all aspects of the activity can be evaluated upfront and thus avoid issues being missed. This information may include but is not limited to the following:

- c) plans showing roading networks.*

Policy TTAN4.11 Require early and effective consultation on and the use of Te Atiawa names for new subdivisions or roads.

3.6 Other Legislation and Policy Documents

Other relevant legislation and regulations that are relevant to the Transport topic, and have been considered in preparing the Proposed District Plan, are summarised below:

3.6.1 Government Policy Statement on Land Transport 2018/19 – 2027/28

The Government Policy Statement on Land Transport (GPS) sets out the government's priorities for expenditure from the National Land Transport Fund over the next 10 years. It sets out how funding is allocated between activities such as road safety policing, state highway improvements, local and regional roads and public transport.

Their Policy Statement includes strategic priorities, and objectives and themes – demonstrating a commitment to safety, liveable cities, regional economic development, protecting the environment, mode neutrality, and to delivering the best possible value for money. The four strategic priorities are:

- Safety.
- Access.
- Environment.
- Value for money.

Safety and access are the key strategic priorities. This reflects the Government's intention to address the level of death and serious injuries on our roads and the desire to create more liveable cities and thriving regions.

3.6.2 Regional Land Transport Plan 2015/16 – 2020/21

The Regional Land Transport Plan for Taranaki 2015/16-2020/21² (RLTP) sets out the strategic direction for land transport in the Taranaki region over an approximately 30 year planning horizon. The RLTP states the regional priorities for the next 10 years, and outlines the proposed land transport activities between 1 July 2015 and 30 June 2021 that seek to contribute to these.

The RLTP includes a summary of Taranaki's land transport issues, objectives and policies. The objectives contained within the RLTP, which are supported and to be achieved via by a suite of policies, are listed below:

- An integrated and collaborative approach to transport and land use planning that maximises transport effectiveness.
- An effective, efficient and resilient land transport system that enhances economic wellbeing, growth and productivity in the Taranaki region and beyond.
- A safe transport network increasingly free of death and serious injury.
- A people-focused multi modal land transport system that caters for the different and changing needs of transport users, connects communities and enables participation.

² The Regional Land Transport Plan for Taranaki replaced the Regional Land Transport Strategy for Taranaki and Regional Land Transport Programme for Taranaki.

- A land transport system that is robust, responsive to changing needs and resilient to external influences.
- An energy efficient and environmentally sustainable land transport system.
- An adaptable and flexible approach to managing and developing the land transport system that optimises funding options to best meet the needs of the region in an affordable way.

All of the above objectives have been considered in developing the proposed transport provisions.

3.6.3 Regional Walkways and Cycleways Strategy for Taranaki 2007

The Regional Walkways and Cycleways Strategy, developed by the Taranaki Regional Council, sets a framework for developing and implementing a range of walking and cycling related initiatives within the Taranaki region. The Strategy's vision is *"To provide greater transport choice and opportunities for people to discover and enjoy Taranaki's unique environment through walking and cycling."*

The Strategy was prepared in response to a key direction of the Regional Land Transport Strategy 2006 (subsequently replaced by the RLTP) for an increased emphasis on alternative modes of transport and their infrastructure provision, as well as education, advocacy and promotion. The purpose of the Strategy is to:

- Promote walking and cycling in Taranaki.
- Identify current and possible future walkways and cycleways as part of an integrated, region-wide network which connects Taranaki's natural environment and provides linkages with other walking, cycling and roading infrastructure, as well as population centres.

The Strategy, which is currently under review, provides broader strategic direction at the regional level, then focuses on key walkway and cycleway development opportunities within the Taranaki region. The Strategy identifies District Plans as a method to improve walking and cycling infrastructure.

3.6.4 Local Government Act 2002

The Local Government Act 2002 (LGA) sets out the responsibilities of territorial authorities in relation to land transport matters, including responsibility for local roads, footpaths and street lighting as well as local planning, road-safety works and parking services. Section 102 of the LGA requires the Council to adopt a policy on development contributions or financial contributions. New development increases pressure on the capacity of the Council's infrastructure (roads, sewers, stormwater, water and open space) and service delivery and can result in the need to upgrade existing and/or develop new infrastructure and services. Through its Long Term Plan, the Council sets development and financial contributions at appropriate levels to ensure that the costs of growth are paid for by those who create the demand for the additional infrastructure and services.

3.6.5 Land Transport Management Act 2003

The Land Transport Management Act 2003 sets out the requirements and processes for local authorities to obtain funding for roading construction and maintenance. As amended in 2013, it requires regional transport committees to develop a Regional Land

Transport Plan and sets out the requirements for Regional Councils to contract for the provision of public transport services.

3.6.6 Railways Act 2005

The Railways Act 2005 sets out the requirements for the licensing of rail operations in New Zealand. It covers both light and heavy railways. It also includes basic safety obligations of operators and the general public when near a railway, as well as the powers the railway operators have to protect and manage the railway corridor, inclusive of level crossings.

3.6.7 NZTA Planning Policy Manual 2007

The New Zealand Transport Agency Planning Policy Manual (PPM) is one of a number of the Transport Agency's manuals. The PPM sets out the Transport Agency's policy, standards and guidelines on transport planning, land use planning and the integration of the two. The purpose of the PPM is to provide national consistency in the implementation of the Transport Agency's Integrated Planning Policy. This manual has been considered in reviewing the District Plan and evaluating Plan provisions.

3.6.8 One Network Road Classification

The One Network Road Classification (ONRC) classifies New Zealand's roads into six categories based on how busy they are, whether they connect to important destinations or are the only route available. The ONRC is a tool that assists with budget bids for the National Land Transport Programme. It helps the New Zealand Transport Agency and local authorities to focus investment where it is required the most. The classification of roads throughout New Zealand was completed in 2013.

To be included in a particular category a road must meet the agreed criteria and thresholds, including at least one of either – typical daily traffic, heavy commercial vehicles or bus (urban peak) as appropriate.

The six categories are as follows:

1. National – roads that make the largest contribution to the social and economic wellbeing of New Zealand by connecting major population centres, major ports or international airports and have high volumes of heavy commercial vehicles or general traffic.
2. Regional – roads that make a major contribution to the social and economic wellbeing of a region and connect to regionally significant places, industries, ports or airports. They are also major connectors between regions and in urban areas may have substantial passenger transport movements.
3. Arterial – roads that make a significant contribution to social and economic wellbeing, link regionally significant places, industries, ports or airports and may be the only route available to some places within the region, i.e. they may perform a significant lifeline function. In urban areas they may have significant passenger transport movements and numbers of cyclists and pedestrians using the road.
4. Primary Collector – locally important roads that provide a primary distributor/collector function, linking significant local economic areas or areas of population. They may be the only route available to some places within the region and in urban areas they may have moderate passenger transport movements and numbers of cyclists and pedestrians using the road.

5. Secondary Collector – roads that provide a secondary distributor function, linking local areas of population and economic sites and may be the only route available to some places within this local area.
6. Access – all other roads. Low volume roads within this category will fall into the low volume subset.³

3.6.9 NZS 4121: 2001 Design for Access and Mobility – Buildings and Associated Facilities

NZS 4121 sets out requirements for the design of buildings, facilities within buildings, driveways, car parks, passages and any associated landscaping and accessways for use by people with disabilities. The Standard covers access provisions for a number of scenarios. NZS 4121 is a reference document in the Proposed District Plan regarding the requirements for on-site vehicle parking spaces for people with disabilities.

3.7 Local Policies, Plans and Strategies

The local policies, plans and strategies listed below have been considered in developing the proposed Transport provisions.

3.7.1 New Plymouth District Strategic Framework

The vision for the New Plymouth Strategic Framework is Building a Lifestyle Capital (He Whakatutu Haupū Rawa Hei Ahua Noho). The community outcomes this will achieve are: Putting people first (Aroha kit e Tangata), Caring for our place (Manaaki whenua, manaaki tangata, haere whakamua) and Supporting a prosperous community (Awhi mai, Wahi atu, tatou katoa).

3.7.2 The New Plymouth District Blueprint

The Blueprint is a 30-year spatial plan for the district first adopted in June 2015. All of the key directions and associated high-level initiatives in the Blueprint are relevant to the Transport Chapter, and were considered during the review of the provisions. These are:

- Environment – enhance the natural environment with biodiversity links and clear waterways.
- Communities – strengthen and connect local communities.
- Citizens – enable engaged and resilient citizens.
- Growth – cohesive growth that strengthens the city and smaller settlements.
- Industry – strengthen the rural economy, industry, the port and airport.
- Talent – attract entrepreneurs, talented workers and visitors.
- Central City – champion a thriving Central City for all.
- Destination – become a world class destination.

3.7.3 Regional Economic Development – Tapuae Roa

Tapuae Roa–Make Way for Taranaki: *Taranaki Regional Economic Development Strategy*, August 2017 (Tapuae Roa) is a culmination of work undertaken by the district councils and regional council of Taranaki in partnership with Ngā Iwi o Taranaki. It is designed to feed into the Long-Term Plans of all the councils in the region, and influence public and private sector investment decision-making on future activities.

³ <https://www.nzta.govt.nz/assets/Road-Efficiency-Group/docs/functional-classification.pdf>

Tapuae Roa recognises that the foundation of the region's economy is commodity-based with a strong agricultural and energy sector presence and anticipates incremental growth in these areas. However, Tapuae Roa focuses strongly on other sectors that will accelerate economic growth in Taranaki, including tourism. Referred to as the "Visitor Sector Future" this is the opportunity for Taranaki to sustain a recent upward trend in visitors and add depth to the economy.

The Action Plan for the Visitor Sector contains an aspirational 7.5% growth target per annum. Short term priorities for the Visitor Sector Futures include a suite of new visitor experiences, including "Drive Journeys". Furthermore, improving accessibility and connectivity within and to Taranaki is a foundation focus of Tapuae Roa. The Strategy notes that there is room for improvement of road connections within Taranaki for tourism, efficient transport and safety reasons.

The Transport Chapter of the Proposed District Plan can directly support Tapuae Roa to maximise economic benefits.

3.7.4 Infrastructure Strategy 2018-2028

The Infrastructure Strategy identifies the significant infrastructure issues the New Plymouth District is likely to face over the next 30 years. It takes a long-term view of the infrastructure and services needed and how they will be provided. It details the options available for managing these issues and their implications. It also outlines the Council's preferred response and how much it is likely to cost. Sitting alongside the Council's Financial Strategy, the Infrastructure Strategy helps to avoid any major surprises in the future.

The Infrastructure Strategy highlights the significant infrastructure issues likely to be faced over the life of the strategy within the following asset groupings: water supply, wastewater, stormwater, flood protection, transportation, recreation and open space, and solid waste.

The key transportation issues are:

- Growth of population and climate change leading to increased maintenance and renewal requirements.
- Increased expectations of quality, and footpath and cycleway infrastructure.
- Growth of population and resiliency limited by a single Waiwhakaiho Bridge crossing.

The possible options for addressing the key transportation issues are outlined below in relation to the guiding themes:

Theme 1: What we need to renew

The Council will focus on all of the following:

- Upgrading roads to take modern traffic loads.
- Using the ONRC to focus on renewing the 'right assets' at the 'right time' with a 'fit for purpose' investment approach.
- Using forecasting models to plan long-range renewal requirements.

Theme 2: Response to growth

- Option 1: respond to growth related transportation infrastructure requirement as the need arises.
- Option 2: conduct traffic network modelling to better understand the impacts of predicted growth and plan accordingly in advance.

The preferred response is Option 2. Traffic modelling is programmed to occur over the next few years and will result in a Rooding Master Plan. This will provide the information needed to make an informed decision about the need, location and timing of a potential second bridge crossing over the Waiwhakaiho River to the Smart Road growth area. It will also help identify and test the need for alternative roads around the perimeter of the existing urban New Plymouth area, such as a link road from Omata to State Highway 3 and linking Smart Road with industrial and rural land to the east.

Theme 3: Meeting community expectations

- Option 1: focus investment on high use areas of the transportation network.
- Option 2: spread investment evenly across the transportation network.

The preferred response is both Option 1 and 2. The Council intends to strike a balance between ensuring that high use areas are adequately developed and appropriately maintained, and providing a level of service in low use areas that is appropriate for the road type and extent of usage, i.e. 'right assets' at the 'right time' that are 'fit for purpose'. The implication of adjusting the levels of service to meet the evolving needs of the community is that some people/groups may experience reduced service in order to improve levels of service in another area.

Theme 4: Building resilience

- Option 1: develop and maintain the roading network to meet today's needs only, replace 'like with like' when renewing assets at the end of their useful life.
- Option 2: take a 'whole of life' approach that considers long term network resilience for renewals and when planning significant projects.

The preferred response is Option 2. Likely increases in rainfall and the impact on roadside drainage capacity need to be considered in the short to medium term. The Council is intending to invest \$10m over the life of the Infrastructure Strategy to improve the resiliency of the road network, with a focus on slip prevention. Planning a second Waiwhakaiho River crossing is critical for long term growth. If the existing crossing is damaged or closed, the city will be divided with the only other crossing at Egmont Village.

3.7.5 Keeping New Plymouth Moving and Growing

The New Plymouth District is predicted to grow by 19% between 2013 and 2045. It has been identified that the existing transportation network within the New Plymouth district is unlikely to function efficiently and safely with the anticipated increase in traffic volume that will come with projected growth.

The Council, Taranaki Regional Council, Venture Taranaki, New Zealand Transport Agency and Beca Ltd (facilitator) have been involved in framing the issue which has been documented in a report titled Keeping New Plymouth Moving and Growing. This is a "Strategic Case" which functions as a strategic assessment of existing

transportation network limitations within the New Plymouth District and the ability to accommodate projected growth.

The following key problems have been identified:

1. Capacity limitations of key and strategic arterial routes do not meet current demand and will not support future growth – there are already known limitations to the existing network which are likely to be exacerbated as the population grows.
2. Natural landforms, arterial layout and poor alternative mode permeability are limiting city connectivity – the New Plymouth District is dissected by numerous river valleys resulting in undulating topography which provides challenges for walkers and cyclists, the central city is separated from urban New Plymouth by double laned state highways and the use of alternative modes of transport is limited due to only the high demand routes being serviced with alternative mode infrastructure.
3. Complex roads and a high number of modal conflict points are driving high actual and perceived personal and collective risk – there are safety issues in relation to cyclists, intersections and around schools.
4. A lack of viable alternative routes during a major event results in significant delays and risk of transport and utility severance – movement east to west is currently restricted by having only one crossing point over the Waiwhakaiho River via State Highway 3 and New Plymouth is at risk of disconnection should this fail.

It has been recommended that the Strategic Case continues to the Programme Business Case phase. The purpose of the Programme Business Case is to investigate and develop a preferred programme of activities for implementation that will best achieve the benefits and outcomes defined in the Strategic Case. It is envisaged that the Programme Business Case will involve an in-depth modelling exercise in order to better understand the problems identified in the Strategic Case. Once the nature of the problems are more understood the benefits and opportunities from addressing those problems will become clearer and investment objectives can be established. From these objectives will come a list of programmes of work to evaluate against each other in order to understand the best value for money in terms of investment.

3.7.6 Strategic Transport Study 2008

The Strategic Transport Study was commissioned by Council and Transit New Zealand (now the New Zealand Transport Agency). The purpose of the Study was to:

- Develop a long term strategy for upgrading the road network to cater for future traffic volumes.
- Develop a traffic plan for managing the existing road network.

While primarily focusing on road transport matters, it acknowledged that alternative modes (to road transport) should be enhanced, new public transport services should be provided between Bell Block and New Plymouth and cycle lanes should be provided on arterial and collector roads in accordance with the Council's Cycle Strategy. The development of travel plans for industry, schools and the Western Institute of Technology were to be encouraged to reduce reliance on the private car.

3.7.7 New Plymouth District Cycling Strategy 2007

The New Plymouth District Cycling Strategy sets priorities for works and initiatives to be carried out regarding the planning, managing and promotion of cycling in the District. The Cycling Strategy's objectives are:

1. Improving cycle safety through network improvements and education.
2. Increasing the role of cycling as a viable mode of transport.
3. Promoting cycling as a healthy and fun recreational activity.

The Cycling Strategy recognises that cycling has the potential to make a significant contribution to an integrated and sustainable transport system, has little impact on the built and natural environment and is an alternative (and healthier) form of transport to the private car.

3.7.8 New Plymouth District Parking Strategy 2013-2023

The development, distribution and on-going management of parking is one of several key elements needed in successfully planning and providing for growth and development of the New Plymouth District.

The New Plymouth central area plays an important role in the district as a centre for shopping, business, accommodation, entertainment and some essential services. There is a need to balance the demand for parking between short term users, e.g. shoppers, and long term users, e.g. commuters, particularly during weekdays when the demand for parking is highest.

As part of its commitment to facilitating and supporting the growth and development of the New Plymouth District, the Council prepared this Strategy as a framework for how it will provide for and manage parking in the next ten years.

The Strategy encompasses all parking within the district including public and private business car parking spaces, as well as central city, suburban and town centre parking. However, the nature of parking demand is such that this Strategy predominantly focuses on the New Plymouth central area where the provision and management of parking is of primary interest to the community. The Strategy addresses parking for private motor vehicles as well as other types of parking such as loading zones, accessible spaces, taxi stops, bus stops and bicycle parking.

The Strategy also acknowledges the relationship that parking has with the road transportation network. People expect to drive to and from good quality parking spaces on good quality roads. The provision of parking and roads can affect how people perceive ease of movement around our district's roads. In this respect the provision of parking needs to be aligned with the capacity of the road transportation network so as not to create any unnecessary pressure for new or improved roads.

The Strategy refers to the following one-off actions that are relevant to the centre and commercial areas and the Operative District Plan:

- Propose a plan change to the District Plan to remove minimum parking requirements for private off-street parking in the New Plymouth central area.
- Investigate issues regarding Appendix 23 (Traffic and Transport) of the District Plan as part of the District Plan Review scheduled to commence in 2015.

- Develop design guidelines for private off-street parking.
- Review the dimensional parking standards of the District Plan.

The Strategy contains the following on-going actions that are relevant to the centre and commercial areas and the Operative District Plan:

- Monitor parking utilisation and patterns.
- Monitor existing resource consents granted for parking shortfalls.
- Review the on-street dining policy, in particular the temporary conversion of parking spaces into dining areas.
- Assist providers of private off-street parking to improve utilisation.

3.7.9 Let's Go Project

In June 2010 the Council was one of two councils (the other being Hastings) awarded a combined \$7 million over two years to develop walking and cycling initiatives. The Council branded its project "Let's Go." Let's Go is all about getting the community to choose walking, cycling or the bus for short trips, instead of the car. It also aims to encourage people out of their cars and onto the district's spectacular shared pathways and streetscapes by making walking and cycling the easiest transport options. Initiatives have included improvements to roads, footpaths, walkways and bridges plus community programmes and travel planning. A further \$5 million has been awarded to further develop our on and off road networks and support community initiatives around the district.

3.7.10 Council's Land Development and Subdivision Infrastructure Standard (Local Amendments Version 3)

The Council's Land Development and Subdivision Infrastructure Standard (Local Amendments Version 3) contains the detailed technical and engineering requirements for new and upgraded infrastructure assets. The standard encourages sustainable development and best practice design while emphasising liveability and environmental quality. The key areas covered in the standard include requirements for earthworks and geotechnical needs, roads, stormwater, waste water, water supply, landscape and network utility facilities. The standard includes up to date design principles such as:

- Low impact design (LID) solutions for stormwater management.
- Urban design principles for roading design.

The Council's Land Development and Subdivision Infrastructure Standard (Local Amendments Version 3) has recently been updated to ensure that the Council maintains best practice and meets technological advancements. It ensures the standard complies with evolving national and international standards and responds to local issues observed since its original adoption in 2013. The changes that affect roading standards are:

- The road types have been modified to better accommodate trenched services, street trees, parking bays and stormwater treatment.
- Mechanistic design methods (more in-depth design and construction processes) are now required for all road types in order to increase durability.
- All new urban local roads are to be constructed with asphaltic concrete of a thickness that is fit for purpose. This will make them smoother and harder wearing, and will result in less vehicle noise and reduced whole of life costs.

The draft local amendments were released in February 2019 for feedback and are in the process of being adopted by Council. They are included as a reference document in the Proposed District Plan.

4 Context, Research and Trends

4.1 Operative District Plan Approach

4.1.1 Context

The Operative District Plan became operative in August 2005. As described in the Overview Report, the Operative District Plan is an effects-based plan and standards are used within each Environment Area to determine what is appropriate based on the character and amenity values that the community seeks to protect, as opposed to listing activities that are permitted, or are subject to some type of resource consent application.

Provided an activity can meet the required standards, generally there is no reason to preclude it from a particular environment area even though that particular activity is not generally associated with it. Where an activity does not meet the baseline standards, applicants would be required to apply for resource consent.

Given this effects-based framework, the Operative District Plan does not have a chapter that specifically manages transport. Rather the "Traffic and Transport Management Strategy" is implemented via rules contained within the Environment Area (zone) rules.

4.1.2 Plan Changes

Plan Change PLC08/00004 – Change to Provisions for Vehicle Access Points

This plan change corrected the height that the minimum distance for vehicle access points on roads is measured from in Diagram 23.6, Appendix 23 of the District Plan. This changed the height from 1.5m to 1.05m, so that it is consistent with the guidelines in the Transit New Zealand (now New Zealand Transport Agency) Planning Policy Manual, and can be more effectively implemented.

This plan change became operative on 5 June 2007.

Plan Change PLC/00039 – Removal of Parking Requirements for Private Development in New Plymouth Central Area

This plan change was an action in the New Plymouth District Parking Strategy 2013-2023 and removed minimum parking requirements for private off-street parking in the New Plymouth central area. The Parking Exemption Area is bounded by Dawson, Molesworth, Eliot and Powderham Streets. It was expected to have the following consequences:

- Unnecessary parking spaces and areas will not be created in the New Plymouth central area.
- The urban area will not be so spread out, thus reducing urban sprawl.
- There will be fewer impervious surfaces, thus reducing stormwater runoff and pressure on the stormwater sewer system and/or surrounding land.

- The distances people must travel between activities due to more efficient use of land and buildings will be reduced. This helps to create environments that are pleasant to walk and cycle in. It also maintains pedestrian volumes, in turn creating positive economic impacts for business owners.
- There will not be an oversupply of parking thus encouraging people to travel by more sustainable modes such as walking or cycling. Lower vehicle numbers will mean less air pollution, accidents and congestion. There will also be less stress on the roading network, less need for maintenance and less pressure to increase the capacity of the roading network.
- Land will be used for more intensive uses such as living, working and shopping as opposed to just parking. These more intensive uses will result in more economic use of land and buildings in the New Plymouth central area and are also likely to be more pleasing on the eye than if the land was used for parking.

This plan change became operative on 12 September 2014.

4.1.3 Operative District Plan Provisions

The Management Strategy in relation to Traffic and Transport identifies two objectives, one related to the road transportation network, the other related to air traffic, with associated policies:

Objectives and Policies

Objective 20: *To ensure that the road transportation network will be able to operate safely and efficiently.*

Policy 20.1: The movement of traffic to and from a SITE should not adversely affect the safe and efficient movement of VEHICLES, both on-SITE, onto and along the ROAD TRANSPORTATION NETWORK.

Policy 20.2: The safe and efficient operation of the ROAD TRANSPORTATION NETWORK should not be adversely affected by land use activities that have insufficient or substandard parking or loading areas.

Policy 20.3 Potential conflict between VEHICLES, pedestrians and cyclists moving on the ROAD TRANSPORTATION NETWORK should be minimised to protect the safety and efficiency of ROAD and footpath users.

Policy 20.4: SIGNS should be designed and located to avoid ROAD or footpath user obstruction, distraction or confusion.

Policy 20.5: Adverse effects from stock truck effluent spillage onto ROADS should be avoided or minimised to ensure the safety and efficiency of the ROAD TRANSPORTATION NETWORK.

Policy 20.6: Motorist sightlines at ROAD/railway level crossings should not be restricted by the establishment or siting of vegetation, BUILDINGS or other STRUCTURES.

Policy 20.7: Subdivision should not adversely affect the safe and efficient operation of the ROAD TRANSPORTATION NETWORK.

Objective 21: *To ensure that all air traffic using New Plymouth airport will be able to operate safely and efficiently.*

Policy 21.1: BUILDINGS, STRUCTURES and TREES should not encroach upon defined AIRPORT FLIGHT PATH SURFACES of New Plymouth airport.

Other Management Strategy provisions that highlight Transport related issues, include:

- That compact towns encourage a density of population necessary to support alternative passenger transport and local services, and that there is an inter-relationship of land use and transport planning, each informing the other (Issue 1A).
- That new roads formed by subdivision or upgrades made to the existing road transportation network can detract from the visual amenity of any area (Issue 5).

Roading Hierarchy

The Operative District Plan uses a roading hierarchy as a planning tool to assist in the management of adverse effects generated by land use and development on the road transportation network. A simplified version of road classification used by Transit New Zealand (now the New Zealand Transport Agency) has been used in the Operative District Plan to group all of the District's roads. "Primary arterial routes" and "secondary arterial routes" have been grouped together as arterial roads. Road classifications have been determined by taking into account traffic volumes, street function and road engineering specifications. The Operative District Plan roading hierarchy is as follows:

- State Highways – Roads of national strategic importance are significant elements to the national economy, have the highest degree of access control and the highest level of user service. State highways include all motorways and declared limited access roads.
- Arterial Roads – Roads of regional or district strategic importance that are significant elements of the regional or local economy, and have access standards determined principally on the basis of strategic function and traffic volumes.
- Collector Roads – Roads that are locally preferred routes between or within areas of population or activity. They collect, distribute or link traffic from the arterial network, and have property access as a high priority.
- Local Roads – All other roads servicing land use activities, including cul-de-sacs and service lanes.

Indicative Roads

The Operative District Plan identifies indicative roads on the planning maps to show the preferred location and type of road required in the future. Rules apply to proposed development within the vicinity of indicative roads to protect the route desired by the Council. These include the following locations:

- Bell Block: A number of indicative local roads in the northwest of Bell Block, along with an indicative collector road linking Parklands Avenue with Airport Drive. There are also many indicative local roads connecting "The Links" with Bell Block and an identified collector road linking Parklands Avenue with State Highway 3.
- Waitara: Indicative local roads in the eastern residential area of Waitara.
- Inglewood: Indicative local road linking the southwestern residential area with the State Highway south.
- Oakura: Indicative local road from Cunningham Lane to Russell Drive.

- Indicative roading within identified Structure Plan Areas.
- Indicative local roads within New Plymouth’s residential area, including at Hurdon and Whalers Gate.
- Indicative pedestrian routes/links, including near Barrett Domain and Hurdon.

Rules and Standards

The Traffic and Transport Management Strategy is implemented via rules contained within the Environment Areas (zones). Rules and standards provide for:

- Erection of structures on sites that contain an indicative road, subject to setbacks.
- Subdivision of land containing an indicative road, as a restricted discretionary activity.
- Minimum standards for vehicle access points, parking spaces, loading and standing space, driveways, manoeuvring spaces, queuing spaces within each environment area.
- Limits on traffic being generated by activities (excluding traffic generated by construction work, emergency services or temporary events).

4.2 Other Methods

The Council has implemented a number of actions to support alternative modes of transport and to improve the safety of the District’s road transport network by:

- Providing public parking spaces for bicycles (the parking pod outside Centre City is an example of this).
- Providing traffic management devices (such as the chicanes, plantings and pedestrian crossings in Pendarves Street).
- Safety around schools (a current focus on Vogeltown Primary School, with the potential for raised pedestrian crossings and restricted parking).
- The removal of on-street car parks and the creation of recessed on-street parking along arterial routes (Devon Street at Lynmouth is an example of this).
- Using the designation process to assess and mitigate any adverse effects arising from major transport projects (the Airport Drive realignment, discussed in the section below is an example of this and will be included in the Proposed District Plan).

4.3 State of the Environment

4.3.1 Context

New Plymouth District is generally well connected and serviced with roads varying in type and function. There are a number of state highways in the District, including the regionally strategic State Highway 3 and the regional distributor State Highway 45. New Plymouth and the District’s towns are connected by this network. Local roads within the city and towns are an essential service provided by the Council that keep communities connected, safe and economically viable.

Significant investment has been made to the state highways in recent years. The NZTA road improvements project at Waiwhakaiho, to improve capacity between Vickers Road and Hobson Street was completed in 2016 at a total cost of \$24m. This project was driven by safety and efficiency needs and involved widening to two lanes in each

direction, replacing two bridges and providing better facilities for walking and cycling. The current NZTA State Highway 3 Waitara to Bell Block route improvements project aims to improve the safety of this area. In particular, the intersections with Airport Drive and Princess Street are focal points for improvement.

In terms of rail services, the rail line running between Marton and New Plymouth (owned and operated by KiwiRail) enters the district from the south. It passes through Inglewood and continues north, turning westward behind the industrial area of Bell Block before entering New Plymouth city. The rail line then largely follows the coastline from East End Beach to its termination point at Port Taranaki. Currently, this rail line is only used for freight services with no passenger service.

In terms of air transport, the district (and region) is served by the New Plymouth Airport, located north of Bell Block. The Airport serves domestic locations of Auckland, Wellington and Christchurch. In the 12 months to April 2018, a record 434,000 passengers passed through New Plymouth Airport. This is a 30% increase on 2013 passenger numbers⁴. In the nine months to 31 March 2019, 343,063 passengers passed through the terminal⁵, which is a further growth in numbers. Passenger numbers are expected to continue to grow and a new airport terminal will open in late 2019.

The role of the Operative District Plan has primarily been to ensure efficiency and safety of the road transport network and for air traffic using the airport. The following issues have arisen over the last decade:

4.3.2 Adverse Effects of High Trip Generating Activities

High trip generating activities are those land use activities that generate high volumes of traffic. Some activities may generate high volumes of private motor vehicles, such as supermarkets and destination shopping centres. Others may generate high volumes of heavy vehicles, such as forestry harvesting and industrial plants.

Activities that generate high levels of traffic are ideally located adjacent to the state highway network, which is designed to move large volumes of vehicles. An example of this is Methanex Motunui. However, some high trip generating activities that have established in the district over the last decade have challenged local roading networks and the communities they serve.

Primary production, such as oil and gas activities, forestry harvesting and agriculture have a significant influence on the district's road network. There is demand for good links to transport primary products and provide access to locations of natural and physical resources (e.g. oil and gas reserves).

Some recent issues and challenges posed to the land transport infrastructure have been associated with the establishment of new activities which generate significant amounts of heavy vehicle movements in a concentrated period (e.g drilling for oil and gas, and forestry harvesting). Two particular issues have arisen:

- Adverse effects on the amenity of surrounding areas, including noise, vibration and road safety.

⁴ New Plymouth District Council Press Release April 2018

⁵ New Plymouth District Council Press Release May 2019

- Significant wear and tear of road surfaces. In some cases, these activities have required localised upgrades to maintain a safe and efficient roading network.

The granting of resource consent in 2013 for an oil and gas exploration wellsite in Tikorangi led to concerns being raised with the Council and through the media regarding traffic safety risk.

4.3.3 Adverse Effects of Construction Traffic

The number of vehicles using a site (traffic intensity) may lead to significant adverse effects. For example, there is a direct link between vehicle numbers and noise generation. Some activities generate high volumes of vehicles during their construction and others may generate high volumes of vehicles during their operation, or both.

Construction traffic, while temporary, can be intensive. The Operative District Plan excludes traffic generated by construction work from any assessment of effects. Since the Plan has been operative, there have been a number of applications for activities where the traffic effects of the construction phase are considerably greater than the traffic effects during the operation of the activity. The aforementioned wellsite at Tikorangi is an example of this and has given rise to community concern. It is acknowledged by members of the oil and gas industry that construction and its associated heavy traffic can be disruptive to communities⁶. The exclusion of construction traffic from assessment under the District Plan is no longer recognised as best practice.

4.3.4 Ad Hoc Development Leading to Disconnected Communities with Little Transport Integration

Among the District Plan's most important roles is planning the way the District is shaped (where people live, work and play) and the way people get around it. Therefore, it is critical to prioritise transport infrastructure and connectivity in decisions relating to land development. Such decisions last for many decades and impact on people's day to day lives.

Over the last decade there has been development of greenfield land at the periphery of the District's urban areas, resulting in sprawling urban form, for example, ribbon development along Henwood Road at Bell Block and cluster development in the Fernbrook Drive and upper Carrington Road areas. This has led to an ad hoc provision of water, wastewater, and stormwater infrastructure networks as well as roading layouts that result in disconnection, lack of integration with the current network, lack of provision for cycling and lack of links to pedestrian walkways. Roading layouts that are characterised by cul-de-sacs, for example The Links, which has a single access and eight cul-de-sacs, do not support connectivity and community connection. Layouts that incorporate right of ways further add to a lack of connection. Sprawling infrastructure networks are generally acknowledged to result in greater financial costs (capital and lifecycle) when compared to higher density infill in established urban areas.

Uncontrolled urban expansion can result in disconnected neighbourhoods and place pressure on existing infrastructure compromising both residential and rural amenity values. To combat this expansion, it has become increasingly evident that there is a need to consolidate urban boundaries.

⁶ Todd Energy Taranaki Community Update: Mangahewa, September 2018
<https://www.toddenergy.co.nz/2018/09/06/taranaki-community-update-mangahewa-news-september-2018/>

Achieving connected communities is a theme throughout the Proposed District Plan, with the Residential Zone, Future Urban Zone and Subdivision Chapters all containing provisions that ensure development occurs in a planned manner that include road and subdivision layouts which promote accessibility, connectivity and integration with the surrounding context.

4.3.5 Onerous On-Site Carparking Requirements

The number of on-site carpark spaces required for each activity is set out in the Operative District Plan. For example, a new 4 bedroom dwelling requires 2 car parking spaces per site, a dwelling with 5 or more bedrooms requires 3 car parking spaces per site. As noted in the Residential Section 32 Report, there is a dominance of car parking spaces (including garaging) in front yards in the residential Environment Areas, which has significant visual amenity effects on the streetscape.

An oversupply of on-site parking in the central city was addressed through Plan Change 39 and a Parking Exemption Area was included in the Operative District Plan. As part of the District Plan Review, Zone Audits were carried out and it was clear that off-street carparking areas in the town centres of Waitara and Inglewood are potentially limiting the development of land. There are empty lots where buildings once stood and, in some cases, these have been converted into unsightly leased car parking areas. The expansive areas of under-utilised and unattractive hard seal make for unpleasant walking environments. Under the Operative District Plan, where a new building or repurposed building is developed, there is a requirement to provide on-site carparking, which is further contributing to an oversupply of carparks.

The minimum number of on-site car parking requirements has been considered during the development of the effects standards (which cover a range of technical traffic and transport parameters) in the Transport Chapter.

4.3.6 Emerging Issue – Electric Vehicles

Electric Vehicles, including plug-in hybrid electric vehicles, are providing an opportunity for New Zealanders to reduce CO² emissions and increase the uptake of renewable energy. The pricing and capability of electric cars has advanced quickly in a short period of time and they are now practical for many households.

It is important that the Proposed District Plan recognises this emerging issue and provides for the installation of publicly available electric vehicle charging infrastructure, such as in existing parking spaces and new developments throughout the District.

4.3.7 Requests and Complaints from the Community

During the last six years, there have been four queries and seven complaints relating to Transport that have come in through the Customer Request Management System. Two queries were on the carparking provisions, one regarding a proposed road and the other from another territorial authority looking to develop provisions for reparation of damage caused by heavy vehicles. The complaints covered three matters: heavy vehicle movements at a wellsite, provision of carparks for the disabled and a road boundary issue.

4.3.8 Resource Consent Trends/Data

During the period 2008-2018, the rules relating to Transport were triggered over 1000 times.

There were two rules that were triggered significantly more than other rules: traffic generation and parking requirements, which were both triggered approximately 250 times. Interestingly, the rule for traffic generation was triggered more frequently over the last five years (an average of 32 times) than the five years prior (an average of 19 times). Whereas the reverse was the case for the parking rule: triggered an average of 18 times over the last five years and an average 26 times over the five years prior. The plan change exempting onsite parking requirements in the central city explains the reduction in parking-related resource consents. Whereas an increase in out-of-zone activities across different environment areas, and an increase in the scale of activities in the Rural Environment Area, explains the increase in traffic generation-related resource consents.

In terms of zones, the Residential Environment Area was the most common zone for resource consent followed by the Business Environment Area.

4.4 Effectiveness of the Operative District Plan Approach

The key implementation issues experienced with the Operative District Plan approach to managing Transport are:

Issue	Comment	Response
Issue 1: The structure of the Operative District Plan is complex.	The Operative District Plan contains a Traffic and Transport Management Strategy in one section and provisions woven throughout the separate Environment Areas.	Simplified plan structure in accordance with the National Planning Standards – in this case a standalone chapter for Transport.
Issue 2: Inconsistent application and implementation of industry best practice, including New Zealand Standards and NZTA's road classification.	Feedback from the development industry is that the Council is not being "true to the infrastructure standard" and that there is a lack of integration between the District Plan and NZS4404. In particular, difficulties are being experienced in implementing road design details (e.g. road widths, road design, road types, other options for roads, such as linkers), including implementing the concept that roads are more than conveyors of vehicles.	Remove reference to out-of-date Standards. Update reference to the latest version of relevant New Zealand Standards: NZS4404:2010 Land Development and Subdivision Infrastructure with local amendments. Apply NZTA's One Network Road Classification when developing a local road transport network hierarchy.
Issue 3: Ad hoc development and urban sprawl are occurring in the district	Developer focus on compliance with the controlled activity framework (minimum lot sizes), is leading to missed opportunities for good connectivity, integrating subdivision into the surrounding context and responding to topography.	Strengthened policy direction for connectivity and transport integration, including road and subdivision layouts which promote connectivity of spaces and places.

Issue	Comment	Response
Issue 4: High trip generating activities are resulting in adverse effects on the environment, including amenity of surrounding areas.	The Operative District Plan does not define high trip generating activities or contain specific rules for activities that generate high volumes of traffic (whether they be heavy or light vehicles). This is leading to local amenity issues and road works to address damage to local roads.	High trip generating activities identified; for example, by establishing thresholds. Inclusion of provisions for high trip generating activities.
Issue 5: Traffic generation as a result of construction activities is resulting in adverse effects on the environment.	The Operative District Plan specifically excludes construction traffic from assessment under the Traffic and Transport Management Strategy. Yet, sometimes the construction stage requires higher volumes of heavy traffic than the operation of an activity.	Inclusion of provisions for all traffic generating activities, including construction traffic.
Issue 6: The use of 'Vehicle Equivalent Movements' as a measure of traffic generation has caused confusion.	The calculations required to determine the breakdown of vehicle movements generated by a site has caused confusion for Plan users.	Consider replacing 'Vehicle Equivalent Movements' with a simpler measure.
Issue 7: The locations of indicative roads are out-of-date.	The Operative District Plan includes indicative roads and pedestrian routes which were drafted prior to 2005. Since that time, issues such as urban growth, NZTA highway projects, walkway extensions and geotechnical research have meant some of the 2005 alignments need correction and new alignments need to be added.	Updated locations of indicative transport networks throughout the District.

4.5 Effectiveness of Other Methods

Transport is a broad issue and the Council has obligations under various pieces of legislation. All transport obligations cannot be adequately delivered through a single strategy, plan or programme. The resource management response to transport is contained in the District Plan. The local strategies: Infrastructure Strategy, Cycling Strategy and Parking Strategy also play critical roles, as do projects and programmes such as the 'Let's Go' Project. In combination, they deliver a comprehensively planned, developed and maintained transport network for the community.

4.6 Other Relevant Research/Documents

In order to assess what is seen to be best practice elsewhere in New Zealand, the district plan transport provisions of the Hamilton, Christchurch and Auckland councils were analysed. These three plans were chosen as they are considered to provide recent examples of plan provisions and an appropriate range of plan approaches for evaluation purposes. In the process of becoming operative, the content of the plans

has been challenged by the transportation industry to ensure they are fit-for-purpose and follow good transport planning practice. The following analysis focuses on key provisions for each Plan relating to the objectives and policies, transport hierarchy, general provisions, technical standards, parking provisions and provisions for high trip generators.

4.6.1 District Plan Objectives and Policies

All three district plans vary in relation to the number of Transport related objectives. Hamilton sets a city-wide objective, Christchurch has two city-wide objectives and Auckland has six city-wide objectives.

All Plans seek to ensure high traffic generating activities are assessed to ensure appropriate design and location, provide for the establishment of a transport network hierarchy and minimise adverse effects of the transport network. A number of different policies seek to promote active modes of transport and public transport.

Parking policies generally seek to reduce reliance on parking provision in central areas, with the Christchurch Plan providing for parking reduction factors based on location and design matters and the Auckland Unitary Plan seeking to limit the supply of parking in central areas and for office activity in general.

4.6.2 Transport Hierarchy

The transport hierarchy of the plans reviewed generally relate to roads. Christchurch links cycleways and pedestrian networks through a non-statutory document while Hamilton includes pedestrian focused areas within the hierarchy. Auckland includes only arterial roads on the planning maps however guidelines for preparing integrated transport assessments make reference to the Regional Arterial Road Plan which includes the identification of a regional cycle network.

4.6.3 General Provisions

The plans are generally consistent in terms of triggering restricted discretionary status for any non-compliance with permitted activity standards. Of note, the Auckland Unitary Plan sets discretionary and non-complying activity status for car parking activities and identifies vehicle access restriction areas.

4.6.4 Technical Standards

The plans are generally consistent in terms of technical traffic engineering standards (e.g. dimensions, tracking curves, gradients etc.). The primary difference in the standards is the restriction on the number of vehicle crossings, with Auckland allowing two crossings per frontage (except for identified restricted frontages), Christchurch allowing between one and three based on the frontage length and type of road, and Hamilton providing for one vehicle crossing for residential activities, one per frontage along strategic transport routes and two for sites with greater than 20m frontage.

4.6.5 Parking Provisions

Lower parking provisions are generally required in higher density areas. All plans set no minimum requirement for car parking in the central city areas (including residential activities). In Auckland a mix of maximum and minimum standards apply to different zones. Other plans include standards for car parking buildings / sites that trigger the need for resource consent.

Cycle parking spaces and end of trip facilities for cycling are required for the majority of activities in Auckland, Christchurch and Hamilton. For Auckland and Christchurch end of trip facilities are required for certain activities (offices, education facilities, hospitals, commercial activities) whereas for Hamilton facilities are required in certain zoned (central city and business zones).

4.6.6 Analysis of Provisions for High Trip Generators

As part of the District Plan Review, the Council engaged Beca Ltd to provide specific advice on activities that generate high levels of traffic, with corresponding thresholds of vehicle movements and gross floor areas as triggers for requiring an Integrated Transport Assessment (ITA). Beca Ltd's report is attached to this report as Appendix 1.

High trip generator rules are generally activity based. Auckland, Christchurch and Hamilton all require ITAs at set thresholds although for Auckland an ITA is only required for the higher level traffic generator activities. For Christchurch and Hamilton, any high trip generator activity requires either a simple or complex ITA depending on set thresholds. Auckland Unitary Plan does not differentiate between construction and operational traffic, but the other two plans do specifically address construction traffic, in detailed ITA's.

To determine the thresholds for high trip generators in New Plymouth District, reference was made to the thresholds in the three recently adopted district plans. The thresholds proposed in the Transport Chapter largely reflect those set in these other plans, with some variations. The variations in thresholds have been proposed to reflect the impacts that are expected from each land use, along with land use effects that are considered to have a greater or lesser effect in the New Plymouth District. In particular, traffic generated by the construction and maintenance of oil and gas sites is specific to the District and it is recommended that a threshold for "Energy Activities" is included in the Proposed District Plan.

In terms of measuring vehicle movements, Beca Ltd's report does not support the Operative District Plan approach of using 'Vehicle Equivalent Movements'. Instead, it recommends that activities that are likely to generate a high number of heavy vehicles per day should be identified based on gross floor area thresholds or simply "vehicle movements". If the term "vehicle movements" is used in the proposed provisions it should be defined as follows:

Vehicle Movement: a single journey to or from a particular site by a person within a motor vehicle.

5 Consultation

Extensive consultation with key stakeholders and the local community has been undertaken as part of the District Plan Review process. Refer to the General Overview Section 32 Report for details on the methods that were used to carry out that consultation. Feedback from consultation relevant to the transport provisions is summarised below.

5.1 General Consultation

5.1.1 Draft District Plan

Following release of the Draft District plan in 2016, feedback on Transport issues was received from seven parties. The primary issue raised was the heavy concentration on the urban environment and a lack of focus on rural roads. The condition of rural roads, including the cumulative impact of heavy vehicles was stressed by several parties. The Taranaki Regional Council requested that the Plan include more emphasis on integrated and connected transport and identify where additional investment is promoted. Other issues raised included a need to focus on sustainable transport systems and specific roading improvements (e.g. the Coronation Avenue intersection with the State Highway).

5.1.2 Draft Digital District Plan

When the Draft Digital District Plan was released in 2018, the Council received feedback on Transport issues from seven parties. Todd Energy requested clarification regarding high trip generator activities. Powerco commented on the rule relating to the erection of structures affecting an indicative road network, requesting an exclusion for network utilities. The Taranaki Regional Council expressed support for the draft policies, noting their consistency with the RPS. They recommended explaining and mapping the roading hierarchy and boosting reference to public transport related infrastructure and access to Port Taranaki. The Ministry of Education requested a change in the formula used to determine the required number of parking spaces at education facilities. CCS Disability Action requested reference to and enabling of accessible transport. Bland & Jackson Surveyors Ltd provided detailed comments on a number of points relating to definitions, consistency, plan structure and clarification, for example around matters of high traffic generator activities, access points and parking requirements. KiwiRail requested that the railway network be acknowledged as part of the transport network through policy, and made suggested amendments regarding access over a railway, vehicle access points close to a level crossing and minimum sight distances near level crossings.

The feedback from general consultation was considered during drafting of objectives and policies, and consequent amendments to the provisions were made. In particular, feedback regarding the scope of the transport network, high trip generator activities, accessibility and technical requirements have led to redrafting and refinement of provisions.

5.2 Consultation with Iwi Authorities

Ngā Kaitiaki provided feedback on the Transport Chapter of the Draft District Plan, emphasising that the operation of the roading network impacts upon the character and amenity of an area. And that in some locations, the network provides an opportunity for 'biodiversity links' to be provided between areas of habitat. Other social concerns raised by Ngā Kaitiaki are:

- Declining future car use for certain groups (e.g. younger drivers) and the need for flexibility to enable the system to respond, including provisions for cycle ways, public transport and walking.
- Ribbon and other dispersed development along arterial routes, with vehicles moving into and out of these developments.

Incompatible land use and transport development (e.g. residents in new housing estates built alongside arterial routes opposing further development of the routes because of concerns about traffic noise and other environmental impacts). The noise environment generated from the roading network can impact on the health and well-being of people living or working in an area (e.g. noise and learning ability, or noise and sleep deprivation).

Ngā Kaitiaki specifically requested the following in relation to the draft provisions:

- An objective be included ensuring that the use and operation of the transport network does not detract from the amenity and/or character of surrounding environments, particularly residential areas.

The following objectives and policy have been reworked and require that amenity and character of the surrounding environment is considered:

TRAN-O3: Activities generate a type or level of traffic that is compatible with the local road transport network they obtain access to and from.

TRAN-O4: The existing and future transport network is not compromised by incompatible activities which may result in reverse sensitivity effects and/or conflict.

TRAN-P10: Ensure the road transport network is located and designed to avoid, remedy or appropriately mitigate adverse effects on adjacent land, while recognising the positive benefits of enabling the road transport network.

- That the objective to accommodate a range of transport modes should be more directive, and set out what modes are required to be catered for (walking, cycling, public transport etc).

The proposed principal objective, TRAN-O1, has been amended following Ngā Kaitiaki's suggestion. The objective now promotes walking and cycling as well as public transport.

- Policies that manage the effects of traffic are broadened to specify that the amenity values and character of the immediate environment adjoining the road network, as well as the character of the road is important.

There is much stronger emphasis in the Proposed District Plan on promoting alternative modes of transport to the motor vehicle, e.g. the road transport network hierarchy refers to 'pathway connections'; additions to the existing transport network must link to the existing network including pathway connections and public transport routes. The Transport Chapter outlines a road transport network hierarchy and associated rules which set expectations about which type of road is appropriate in that environment and the level of use anticipated on the road. Other chapters of the Proposed District Plan also cater for character and amenity in respect to the transportation network. The Entrance Corridors Chapter requires that sites adjacent to entrance corridors (New Plymouth, Waitara and Inglewood) will be subject to rules regarding setbacks of buildings, structures and outdoor storage from the road, landscaping and planting of that strip. The Signs Chapter requires that signs adjacent to entrance corridors are limited in their number, height and size. The Noise Chapter requires all habitable rooms to comply with the Noise Insulation for Noise Sensitive Activities in the Effects Standards relevant to the underlying zone.

6 Key Resource Management Issues

The key resource management issues that need to be addressed are:

- The safety of road users and the efficient and effective movement of people and goods. This is essential for the social and economic wellbeing of the District.
- Achieving a connected, integrated and accessible transport network. A network that is able to respond to current and future needs, maximises integration with land use and development is essential for sustainable development, and to avoid inefficient use of land.
- Promoting public and active modes of transport and reducing reliance on private motor vehicles.
- Managing the effects of the transport network on the surrounding environment and protecting the network from adverse effects, such as reverse sensitivity and high traffic volumes.

7 Proposed District Plan Provisions (Objectives, Policies and Methods/Rules)

7.1 Strategic Objectives

The applicability/relevance of all the proposed Strategic Objectives will need to be considered for all development proposals requiring resource consent under the Proposed District Plan: Strategic Objectives UDF-13 to UDF-24 in relation to Urban Form and Development Matters are of particular relevance to the Transport provisions.

7.2 Objectives and Policies

The proposed provisions are set out in the Transport Chapter of the Proposed District Plan. These provisions should be referred to in conjunction with this evaluation report. The proposed provisions are summarised below.

In summary, the proposed objectives and policies provide a framework to deliver:

1. Connectivity and Integration.
2. Safety and Efficiency.
3. Management of traffic generation.

Specifically, the objectives and policies:

- Recognise the national, regional, and local benefits of the transport network to the community.
- Provide for a well-connected, integrated and accessible transport network.
- Allow the transport network to operate safely, efficiently and effectively.
- Direct the levels of traffic on roads, compatible with the road transport network hierarchy.
- Allow the construction, maintenance and development of the transport network, while managing the potential adverse effects.
- Manage the potential reverse sensitivity effects of land-use activities on the transport network.

7.3 Rules

A number of rules are the same or similar in nature to the Operative District Plan, such as setback requirements for structures near indicative roads. The Proposed District Plan also continues the approach of including technical parameters for vehicle access points, driveways, manoeuvring space and suchlike, although these have been updated to reflect best practice and latest standards.

The key changes proposed are:

- Electric vehicle charging stations are a newly proposed permitted activity, which will allow charging stations to be located within carparks and road reserves.
- Based on Beca Ltd's research into best practice, with local considerations, a table of high trip generator activities has been developed and included in the Transport Chapter. If an activity triggers its threshold, resource consent will be required as a restricted discretionary activity and an ITA necessary as part of the application. Triggers include measures of gross floor area or vehicle movements. This table includes construction activities and energy activities (both with trigger points of 200 vehicle movements per day). A supporting definition for vehicle movements has been added to the Definitions Chapter.
- The requirements for onsite provision of carparking spaces have been relaxed to support compact urban form and encourage alternative modes of transport to the motor vehicle. The Town Centres and Local Centres require on-site car parks under the Operative District Plan. The Zone Audit work demonstrated that there is an oversupply of carparking in these centres. In order to support compact walkable commercial areas the proposed provisions no longer require on-site carparking in the centres. Furthermore, in the Residential zones, the proposed provisions require only one space for residential activities in the Medium Density Residential zone, and two spaces in the other two Residential zones, irrespective of the number of bedrooms. (Under the Operative District Plan a new four bedroom dwelling requires two car parking spaces per site and a dwelling with five or more bedrooms requires three car parking spaces per site.)

7.3.1 Permitted Activity rules provide for the following, subject to standards:

- Roads and vehicle access points (other than onto a state highway) in all zones.
- Building activities and trees within the Airport Flight Path Surface 2 in all zones.
- Electric vehicle charging stations.
- Operation, maintenance and repair or construction of the transport network.
- Any other activities not listed in the Chapter.

7.3.2 Restricted Discretionary Activity rules for:

- Erection of structures on or adjacent to an indicative road transport network.
- Erection of structures on or adjacent to a railway corridor.
- High trip generator activities.
- Vehicle access points onto a state highway.
- Vehicle access points over a railway level crossing.

7.3.3 The effects standards cover a range of technical traffic and transport parameters including those for:

- Vehicle access points.

- Parking.
- Loading and standing spaces.
- Driveways and right of ways.
- Manoeuvring space.
- Queuing space.

The Transport rules also require compliance with the following New Zealand Standards:

- NZS 4404:2010 Land development and Subdivision Infrastructure and NZS 4404:2010 with local amendments.
- NZS 4121:2001 Design for Access and Mobility – Buildings and Associated Facilities

7.4 Indicative Transport Network

The Proposed District Plan identifies indicative transport networks on planning maps, with rules protecting their alignment. Indicative transport networks provide some certainty as to where the Council is directing future urban growth, while still providing flexibility regarding the precise location and alignment of transport networks. The Proposed District Plan contains four types of indicative transport corridors: arterial, collector, local and pathway connection. These align with the road/pathway types in the road transport network hierarchy. The primary purpose for identifying indicative roads and pathways is to show where the Council wants to achieve connectivity between different neighbourhoods and communities for vehicle users, walkers and cyclists, to avoid disconnection through, for example, dead end cul-de-sacs and dispersed forms of development. The secondary purpose for identifying indicative roads and pathways is to protect the route of the future road so that buildings and structures are not constructed within its path.

The reasons for identifying these indicative transport networks generally fall under the following groupings:

- Strategic Links – these are roads required in the future for the wider public good to take the pressure of existing roads, particularly state highways and arterial roads. They may be located in residential areas where the space to construct a new road is not immediately apparent or they may be in Rural zoned areas where subdivision is restricted. The Long-Term Plan 2018-2028 (LTP) has budgeted for transportation network modelling/a Rooding Master Plan in the early years of the LTP. This will determine the type and location of roads required and the best District Plan mechanism to protect these routes (i.e. indicative roads or designations). Due to the District Plan Review project predating the Rooding Master Plan project, any changes or new additions required to the indicative roads in the District Plan will be progressed through plan changes.
- Growth Links – these are roads required in the future by people residing in new subdivisions to assist with connectivity. They are located on areas of land proposed as Future Urban Zones, some of which include Structure Plans.
- Retrofitted Links – these are transport networks required in the future to assist with connectivity. They are located on existing Residential zoned land and the land may be developed or undeveloped. At the time the Residential zone was placed on the land, indicative transport networks were not identified. As time has progressed, it has become apparent that these links are now required. The need for Pathway connections is due to the success of the Let's Go Programme. If a

landowner subdivides their land they will be expected to provide a road or pathway connection.

The erection of buildings or structures affecting an indicative transport network is proposed to be a Restricted Discretionary Activity where the building or structure is located:

- Within an allotment containing an indicative transport network;
- Within 20m of the edge of an indicative road; and/or
- Within 5m of an indicative pathway connection.

As with the Operative District Plan, if an applicant can demonstrate that a road constructed in an alternative location to that of the indicative road will still achieve connectivity then the Council will consider this.

7.5 Definitions

The Proposed District Plan contains the following road transport network hierarchy and associated definitions:

- State Highway – means a road of national strategic importance that is a significant element of the national economy, having the highest degree of access control and the highest level of user service. It includes all motorways and declared limited access roads. Some state highways contain cycle lanes.
- Arterial Road – means a road that has a significant role in the function of the regional or local economy, having its access standards determined principally on its function and traffic volumes. Some arterial roads contain cycle lanes.
- Collector Road – means a road that is a locally preferred route between or within areas of population or activity. It collects, distributes or links traffic from the arterial network, and has property access as a high priority. Some collector roads contain cycle lanes.
- Local Road – means any road other than a state highway, arterial road or collector road, and includes cul-de-sacs and service lanes.
- Pathway Connections – means a shared pathway that enables multiple users to get around on foot, bicycle, scooter, skateboard and with mobility devices. It is not intended for use by motor vehicles.

The various roads and pathway connections in the road transport network hierarchy in the Proposed District Plan have been classified based on the ONRC. However, the ONRC allocates classifications to roads based on how busy they are as at a point in time to determine where funding is allocated. Therefore some classifications in the road transport network hierarchy are different to those in the ONRC to reflect known issues and future urban growth. For example, some newly constructed roads in new subdivisions have a low grade under the ONRC because the traffic volume on them at the time they were allocated was low but once the area is fully developed the traffic volumes will be higher. The Council has set higher grade classifications in order for corresponding standards in the Proposed District Plan, such as design standards for vehicle access points and minimum distances between vehicle access points, to be triggered.

8 Approach to Evaluation

Section 32(1)(a) of the RMA requires that this report contain a level of detail that corresponds with the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of this proposal.

The section of the RMA requires that:

- New proposals must be examined for their appropriateness in achieving the purpose of the RMA.
- The benefits and costs, and risks of new policies and rules on the community, the economy and the environment need to be clearly identified and assessed.
- All advice received from iwi authorities and the response to the advice needs to be summarised.
- The analysis must be documented, so stakeholders and decision-makers can understand the rationale for policy choices.

8.1 Evaluation of Scale and Significance

	Minor	Low	Medium	High
Degree of change from the Operative Plan			✓	
Effects on matters of national importance		✓		
Scale of effects – geographically (local, district wide, regional, national).			✓	
Scale of effects on people (how many will be affected – single landowners, multiple landowners, neighbourhoods, the public generally, future generations?).			✓	
Scale of effects on those with specific interests, e.g. Tangata Whenua		✓		
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?		✓		
Likelihood of increased costs or restrictions on individuals, communities or businesses.			✓	

8.2 Explanation Summary

In summary:

- The degree of change from the Operative District Plan is medium, considering that the activity status for Transport related activities are generally being retained and the transport related technical standards are being updated to reflect best practice. There is however, greater policy direction and emphasis on managing high trip generators and achieving a more integrated transport network and better connectivity.

- The geographical scale applies to the whole District, however the wider community and tangata whenua are likely to be affected positively by the Proposed District Plan provisions as it is expected to promote better connectivity and transport integration whilst managing the effects on the safety, efficiency and effectiveness of the transportation network.
- Major facility sites, some of the development community (e.g. larger subdivision schemes) and some more intensive and / or larger land use and development proposals will be affected by the Proposed District Plan provisions (e.g. high trip generators).
- The Proposed District Plan provisions do not directly relate to a section 6 RMA matter of national importance. However, the following Section 7 RMA matters are relevant: (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values: and, (f) maintenance and enhancement of the quality of the environment.
- The Proposed District Plan provisions are considered to be in accordance with best practice, and similar to the approach adopted in similar second generation plans across New Zealand.

Overall, it is considered that the scale and significance of the proposal is medium. The level of detail in this report corresponds with the scale and significance of the environmental, economic and cultural effects that are anticipated from the implementation of the Transport provisions.

9 Evaluation of Objectives

Existing Objective(s)	Appropriateness to achieve the purpose of the Act
<p>Objective 20: To ensure that the road transportation network will be able to operate safely and efficiently.</p> <p>Objective 21: To ensure that all air traffic using New Plymouth airport will be able to operate safely and efficiently.</p>	<p>While functional, Objectives 20 and 21 are general and limited. While partially achieving the purpose of the RMA by ensuring safety and efficiency, the contribution that the transport network makes towards the social, cultural and economic wellbeing of the district is not being recognised or adequately provided for.</p> <p>Rail transport is not included in the objectives and they do address the issue of accessibility and alternative modes of transport. The objectives do not address the issue of conflicting activities or reverse sensitivity effects on the transport network. Therefore, the objectives do not reflect nor respond to the resource management issues identified in this report.</p> <p>The existing objectives are considered to be narrow and ineffective in achieving the purpose of the RMA and do not give full effect to the RPS with regard to sustainable urban design and connectivity, and alternative modes of transport.</p>
Proposed Objective(s)	Appropriateness to achieve the purpose of the Act
<p>TRAN-O1: The transport network is a well-connected, integrated and accessible system that:</p> <ol style="list-style-type: none"> 1. meets and is responsive to current and future needs, including projected population growth; 2. maximises opportunities to link with land uses; and 3. promotes the use of public transport, walking and cycling, and reduces dependency on private motor vehicles. <p>TRAN-O2: The transport network is safe, efficient and effective in moving people and goods within and beyond the district.</p>	<p>The purpose of the RMA is to promote the sustainable management of natural and physical resources by managing the use, development and protection of physical resources in a way which enables people and communities to provide for their social, economic and cultural well-being. Under Section 7 of the RMA, this includes the following matters which Council should have regard to: (b) the efficient use and development of natural and physical resources; (c) the maintenance and enhancement of amenity values: and, (f) maintenance and enhancement of the quality of the environment. The proposed objectives deliver on the purpose and principles of the RMA in the following ways:</p> <ul style="list-style-type: none"> • The efficiency of the transport network is influenced through the promotion of land use development patterns that are integrated with a fit for purpose transport network, reduction in the need for unnecessary movements along the network and provision of a range of transport modes. A well-connected and integrated transport network is a

Proposed Objective(s)	Appropriateness to achieve the purpose of the Act
<p>TRAN-O3: Activities generate a type or level of traffic that is compatible with the local road transport network they obtain access to and from.</p> <p>TRAN-O4: The existing and future transport network is not compromised by incompatible activities which may result in reverse sensitivity effects and/or conflict.</p> <p>TRAN-O5: Adverse effects from the construction, maintenance and development of the transport network are managed.</p>	<p>critical physical resource which is required to provide for the social, economic and cultural well-being of people and the community.</p> <ul style="list-style-type: none"> • A safe, efficient and effective transportation network is necessary for the functioning of the District. People must be able to move within, into and from the District in order to live, work and play. A safe, efficient and effective transportation network contributes towards protecting the health and safety of people and communities, ensuring they will be able to provide for their ongoing social, economic and cultural well-being. • High traffic generating land uses and development may adversely affect the safe and efficient use of the transportation network by increasing traffic volumes where the network lacks capacity to manage it. Appropriate measures can be put in place to ensure adverse effects of high trip generators on the transport network can be avoided, remedied or mitigated. The consideration of these effects will ensure that provision is made for people and communities social, economic and cultural well-being. • Sensitive land uses in proximity to the transport network have the potential to create reverse sensitivity effects, hindering the efficient and effective operation of the network. These effects need to be recognised and managed. Considering reverse sensitivity effects ensures that provision is made for people and communities social, economic and cultural well-being. • Constructing and maintaining the transport network can generate local adverse effects which need to be balanced against the wider benefits of providing a safe, efficient and effective transport network. The objectives sets a framework for managing these effects and provides assurance to affected people and communities that these effects will be managed through decision-making processes where a resource consent is required. Considering these effects will ensure that provision is made for people and communities' social, economic and cultural well-being.

Evaluation of Alternative Options	Appropriateness to achieve the purpose of the Act
One all-encompassing objective	The review considered drafting a single all-encompassing objective to emphasise to Plan users that the transport network is to be considered holistically, and that effects should be managed in an integrated manner. However, the provision of a single objective would lack the necessary level of detail to direct outcomes and address issues identified. Such an approach could be inadequate. As such, the development of inter-related objectives is considered more appropriate to manage the transport network and for achieving the purpose of the RMA.
<p>Summary</p> <p>The proposed suite of objectives will achieve the purpose of the RMA as they recognise the social and economic contribution that the transportation network makes to the District. They clearly state and support the ongoing use and development of the network. The proposed objectives also contain safety and amenity goals and give effect to the RPS with regard to providing for alternative modes of transport and an integrated approach to transport planning. The proposed provisions align with contemporary planning practice applied through other second generation District Plans.</p>	

10 Evaluation of Options to Achieve the Objectives

Options to achieve the District Plan objectives relating to Transport	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
<p>Option A: Proposed approach</p> <p>A specific district-wide chapter in the District Plan entitled "Transport".</p> <p>A suite of policies emphasising:</p> <ol style="list-style-type: none"> 1. Connectivity and Integration 2. Safety and Efficiency 3. Management of Traffic Generation <ul style="list-style-type: none"> • Permitted activity status for most transport related activities, subject to meeting minimum technical standards. • Restricted discretionary activity status where minimum technical standards are not met. • Default restricted discretionary activity status for buildings or structures affecting indicative transport 	<ul style="list-style-type: none"> • A single chapter that contains all objectives, policies, rules and effects standards relating to Transport will reduce Plan complexity. • Plan complexity is also reduced by cross-referencing accepted industry engineering standards. • The proposed approach is aligned with the objectives. • The provisions give effect to the RPS by delivering an integrated and connected transport network. • Specific and clear policy direction on the minimum standards required for vehicle crossings, car parks and suchlike. • Improves provisions for a broad range of transport modes. 	<ul style="list-style-type: none"> • The refocus in technical standards will take some time for Plan users to become familiar with. • Activities that generate high traffic volumes will be subject to resource consent requirements and associated compliance costs. • Activities that generate high volumes of traffic during their operation and/or construction phase will be subject to assessment and potentially require resource consent. 	<ul style="list-style-type: none"> • The approach achieves the proposed objectives in an efficient and effective manner by providing a balance between management of adverse effects and enabling appropriate activities to occur. • This approach is efficient as the benefits outweigh the costs. • Streamlined, simplified rules that are easier for Plan users to interpret and apply. The clear direction in policy framework and standards is expected to result in increased compliance and effective compliance monitoring. • This approach addresses current issues of high traffic generators and construction traffic, in particular providing appropriate assessment criteria to enable a 	<ul style="list-style-type: none"> • The risk of not acting is that that current implementation issues with the Operative District Plan continue and incrementally result in adverse effects on the safety, efficiency and effectiveness of the transport network and sustainable management of the natural and physical environment. Therefore, the District Plan will not give effect to the RPS in respect of achieving an integrated transport network. • Overall, it is considered that there is sufficient information to act, and that risks of not acting are outweighed by the benefits of acting.

Options to achieve the District Plan objectives relating to Transport	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
<p>networks, high trip generators, direct vehicle access onto a state highway or railway level crossing.</p>	<ul style="list-style-type: none"> • Clear direction means that Plan users and landowners will have an upfront and clear understanding of requirements for transport provisions in the Plan. • The matters of discretion allow for all transport related effects to be considered. 		<p>complete assessment of possible environmental effects.</p> <ul style="list-style-type: none"> • Resource consent process enables the efficient and effective management of adverse effects on the environment resulting from transport related activities, and provides certainty to applicants with regard to requirements and process. • The proposed approach is future-focused and assists in the delivery of sustainable urban growth and connected communities. 	
<p>Option B: Status quo regulatory approach Retention of Operative District Plan provisions.</p>	<ul style="list-style-type: none"> • Plan users and landowners are familiar with current provisions, resulting in reduced costs in understanding and complying with the transport sections of the Plan. • Increased flexibility for developers and business 	<ul style="list-style-type: none"> • Fails to address resource management issues and meet objectives. • Fails to give effect to the RPS. • Lack of future focus and limited policy guidance, direction or emphasis on achieving an integrated 	<ul style="list-style-type: none"> • Monitoring and feedback shows that the existing approach is not effectively or efficiently achieving the purpose of the RMA. • Due to limited policy guidance and lack of transport integration and connectivity, poor 	<ul style="list-style-type: none"> • The current policy framework lacks detail and specific direction on management of effects of transport related activities. • The Council's ability to manage certain effects is limited.

Options to achieve the District Plan objectives relating to Transport	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
	<p>owners with high trip generating land uses, including traffic volumes during the construction phase.</p>	<p>transport network and connectivity.</p> <ul style="list-style-type: none"> Referencing of out of date technical standards Limited control of high trip traffic generators and construction traffic, and resultant effects on the transport network and amenity of people and communities. Ineffective consideration of adverse transport related effects and poor quality environmental outcomes. Due to all of the above factors, there is greater potential for a reduction in amenity values and quality of the environment. 	<p>outcomes may eventuate.</p> <ul style="list-style-type: none"> Lack of direction leads to inconsistent decision making and lack of control over certain activities. Therefore, this option is not considered to be the most efficient, effective or appropriate option to achieve the objectives. 	<ul style="list-style-type: none"> The ineffectiveness of the current planning framework is demonstrated in Section 4 of this report, and is no longer considered to be best practice. It is considered that the risk of acting on these provisions outweighs the risk of not acting. There is sufficient information not to act on this approach.
<p>Option C: Further relaxation of the District Plan The creation of District Plan provisions permitting development with minimal standards relating to technical requirements</p>	<ul style="list-style-type: none"> Flexibility for activities, subdivision and development. 	<ul style="list-style-type: none"> Significant adverse effects on traffic safety and efficient functioning of the transport network. No clear direction or ability to implement connectivity or an 	<ul style="list-style-type: none"> Further-relaxed standards would enable activities, subdivision and development to occur without any constraints. This approach would potentially result in significant adverse 	<ul style="list-style-type: none"> This approach would be inconsistent with the RMA and the RPS, therefore there is sufficient information not to act on it.

Options to achieve the District Plan objectives relating to Transport	Benefits	Costs	Efficiency and Effectiveness	Risks of acting/not acting
(e.g. carparking provision, road layout).		integrated transport network.	effects on the safety of transport network users, as well as the efficient and effective functioning of the network.	
<p>Quantification Section 32(2)(b) requires that if practicable the benefits and costs of a proposal are quantified.</p> <p>Given the assessment of the scale and significance of the proposed changes above it is considered that quantifying costs and benefits would add significant time and cost to the s32 evaluation processes. The evaluation in this report identifies where there may be additional cost(s), however the exact quantification of the benefits and costs discussed was not considered necessary, beneficial or practicable.</p>				
<p>Summary The above table has demonstrated that Option A (Proposed Approach) is the most appropriate method for ensuring that the transport network is able to operate safely, effectively and efficiently, is well-connected, works as an integrated system and that the effect of transport related activities are appropriately managed.</p>				

11 Summary

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives and policies provide direction and certainty to plan users on the outcomes expected for the transport network, with a focus on achieving: a safe, efficient and effective network; and well-connected and integrated system; and ensuring effects of and on the transport network are appropriately managed.
- The rule framework generally enables transport related activities as a permitted activity subject to meeting minimum technical design standards. The erection of buildings or structures affecting indicative transport networks, high trip generators, direct vehicle accesses onto a State highway or railway level crossing require a restricted discretionary activity to allow a case by case assessment of the proposal.

Overall, it is considered that the set of preferred provisions is the most appropriate given that the benefits outweigh the costs, and there are considerable efficiencies to be gained from adopting the preferred transport provisions. The risks of acting are also clearly identifiable and limited in their extent.

12 Appendices

Appendix 1: Traffic Advice - Construction Traffic and Operational Traffic (Beca Ltd)