

Section 25: Monitoring

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25. MONITORING

25.1 Statutory Requirement to Monitor

Section 35 of the Resource Management Act 1991 requires Council's to monitor both the State of the Environment and the effectiveness of the District Plan.

In addition Section 75(1)(i) requires a District Plan to state the procedures used to review the effectiveness of the Plan and the implementation methods used to achieve the objectives and policies contained within the Plan. Thus, there is a clear statutory requirement that Council monitors the effectiveness of the Plan as a tool to achieve the intentions of the Act and the state of the environment, which is in turn partly created through activities provided for in this Plan.

25.2 Objectives, Policies and Methods for Monitoring

25.2.1 Compliance Monitoring

Objective 1:

To identify and undertake appropriate compliance monitoring in order to discharge the Council's duties under Section 35 of the Resource Management Act 1991.

Policies:

- 1.1 To gather information as appropriate to enable effective compliance monitoring.
- 1.2 To assess consent holder compliance with the conditions of land use and subdivision resource consents.
- 1.3 To support the monitoring process with appropriate enforcement and prosecution measures if monitoring indicates non compliance.
- 1.4 To maintain a record of complaints.

Methods:

The Council may use, but is not constrained to using, any of the following methods:

- Random selection and assessment of compliance by current resource consent holders.
- Timely response and investigation into complaints received by the Council.
- Appropriate enforcement or prosecution, where necessary.
- Preparation of an annual resource consent compliance, monitoring, and enforcement report.

25.2.2 Process Monitoring

Objective 2:

To identify and undertake appropriate process monitoring in order to discharge the Council's duties under Section 35 of the Resource Management Act 1991.

Policies:

- 2.1 To gather information that is applicable to various District Plan provisions.
- 2.2 To assess whether the provisions of the District Plan are being complied with, and whether the provisions are still reasonable, necessary, and efficient in achieving the purpose of the Resource Management Act 1991.
- 2.3 To report on the information in a comprehensive and understandable manner to enable the public to participate effectively in the planning process.

Methods:

The Council may use, but is not constrained to using, any of the following methods:

- Public Surveys.
- Education.
- Assessment of the Council Records (e.g. Building Consents, Resource Consents, etc.).
- Preparation of reports on various issues (e.g. numbers of resource consents process, which parts of the District Plan are most affected by resource consents, etc.).

Explanation

The Council is required to undertake process monitoring under Section 35(2)(b) of the Resource Management Act 1991. Process monitoring is where the effectiveness of the objectives, policies and rules within the District Plan are assessed with respect to the promotion of the sustainable management of natural and physical resources (Section 5). The results obtained from this aspect of monitoring could lead to a need to alter part of the District Plan provisions. The Council may, but is not limited to, use the methods described above as sources of information to ensure that process monitoring is carried out in a fair, transparent, reasonable, and efficient manner.

25.2.3 State of the Environment Monitoring**Objective 3:**

To identify and undertake appropriate environmental monitoring in order to discharge the Council's duties under Section 35 of the Resource Management Act 1991.

Policies:

- 3.1 To gather information on the state of the environment.
- 3.2 To assess the current state of the environment, and consider the information collected against historical data.

Methods:

The Council may use, but is not constrained to using, any of the following methods:

- Comprehensive preparation and updating of the State of the Environment Report (first edition produced in 1995) every five years.

Explanation

Monitoring the state of the environment is a requirement under Section 35(2)(a) of the Resource Management Act 1991. State of the Environment monitoring seeks to measure environmental "health" within the territory covered by the Palmerston North City Council. The production of a State of the Environment Report is part of the monitoring process which documents the findings or results obtained

from the monitoring activities. It should be noted that State of the Environment monitoring depends on the quality and range of data available. In this context, range means the diversity of data available, covering areas from physical and natural environments to social and economic environments.

The Council has already produced two State of the Environment Report in June 1995 and September 2000. A wide range of parameters were monitored including People, Amenity, Transport, Land-use, Water and Waste. The information gathered from the monitoring can be used to ensure that the Council is effectively carrying out its functions under Section 31 of the Resource Management Act 1991.

At this time, due to the diversity of data required to be collected and analysed, the State of the Environment Report is produced and reviewed comprehensively every five years. As conditions and requirements change, the information gathered and reported would also reflect the changes. The parameters currently monitored may have additional issues included for monitoring and reporting in response to the changes within the environment and would contribute to ensuring that the provisions within the District Plan are operating effectively.

25.3 Monitoring of Key Environmental Results

25.3.1 Subdivision

- (a) The consolidation of development within existing urban boundaries is promoted:
 - Monitor the number of infill subdivisions undertaken within the Residential Zone by ward.
 - Monitor the number of greenfields subdivisions undertaken within the currently allocated Residential Zone.
- (b) The productive potential of the City's land and soil resource is maintained:
 - Identify areas of high productive capability.
 - Monitor the number of subdivisions undertaken on productive land, numbers of lots created, and sizes of lots created.
- (c) An appropriate level and standard of roading, services and reserves is maintained:
 - Identify areas where existing roading or service provision is reaching capacity.
 - Identify areas where existing provision of reserves is approaching or has exceeded the standard of 4 hectares per 1000 population.
 - Monitor the rate of subdivision in identified areas to ensure that adverse effects associated with increased subdivision on the provision of roads, services or reserves are avoided, remedied or mitigated.
- (d) The margins of major rivers will receive more protection and public access to them will be improved:
 - Monitor the provision of esplanade reserves or strips along the rivers or streams stated in Policy 4.2 of the Subdivision Section.
 - Identify and evaluate other instruments for achieving the result - e.g. Regional Plans, designations, etc.

25.3.2 Land Use

Rural

- (a) Managed urban expansion which avoids the adverse effects of activities on the rural environment:
 - Identify preferred areas for future urban expansion into the Rural Zone.
 - Monitor the demand for urban expansion by the level of subdivision and building development in existing residentially zoned areas.
 - Identify areas of rural land with high productive capability and evaluate the most appropriate option/s to manage the effects of future urban expansion on these areas.

- (b) Establishment of activities which contribute to the diversity and enhancement of the amenity values of the rural environment:
- Identify activities that enable diversity of the rural environment.
 - Monitor District Plan provisions to ensure that expected standards of amenity and diversity are being provided.
 - Monitor the complaints received regarding the impact of rural activities on rural amenity.
- (c) Provision for a diversity of rural lifestyles, and opportunities to use and develop the natural and physical resources of the rural area:
- Identify range of rural activities operating in the Rural Zone
 - Identify areas where diversity is being limited by physical constraints or existing development.
- (d) The avoiding, remedying or mitigating of the adverse effects of activities on the rural environment:
- Monitor the complaints received regarding adverse effects, such as noise and traffic.
 - Monitor the number of resource consent applications issued for activities within the Rural Zone and the nature of any conditions applied.
 - Monitor the number of resource consent applications declined and the grounds for refusal.

Residential

- (a) Residential development which contributes to the achievement of high quality environmental and amenity outcomes for individuals and neighbourhoods:
- Monitor and evaluate the rules and performance conditions of the District Plan controlling the design of housing stock with regard to maintaining high standards of amenity.
 - Identify numbers and proportion of residential building consents that comply fully with District Plan provisions.
 - Identify numbers of resource consents that are granted for residential non-compliance. Breakdown by provision and ward.
 - Survey the extent of compliance with design principles contained in the Palmerston North Housing Design Guide and Aokautere Design Guide.
- (b) Sustaining the compact form of the City through the continuation of managed infill development:
Avoidance of excessive sprawl on the periphery of the City and the unsustainable expansion of services:
- Monitor the rate of infill (numbers of subdivisions processed) and changes to the rate of infill development.
 - Identify areas where infill is not appropriate.
 - Monitor and evaluate whether the provisions of the District Plan enables infill development to continue.
 - Identify preferred areas for urban expansion.
 - Evaluate greenfields subdivisions regarding whether those areas would enable further infill development.
- (c) Provision of a variety of non-residential activities in the residential area, which provide convenient services for residential dwellers and avoids unnecessary journeys out of the area:
Control on the effects of non-residential activities to ensure they are compatible with residential amenity values:
- Identify existing and possible non-residential activities that provide convenient services to residential zone occupiers.
 - Identify the effects (positive or adverse) of non-residential activities.

- Identify criteria to determine appropriate residential amenity values (e.g. noise, particulate matter discharges, etc.)
 - Evaluate whether the effects from non-residential activities are consistent with the criteria established for maintaining residential amenity.
 - Monitor District Plan provisions to ensure that adverse effects from non-residential activities are avoided, remedied or mitigated.
 - Monitor nature and extent of complaints received regarding adverse effects generated by non-residential activities in the Residential Zone.
- (d) Positive direction with regard to appropriate development on any land subject to a natural hazard:
- Identify areas of existing residentially zoned land subject to natural hazards.
 - Identify areas where residential activity and/or development is restricted due to the actual or potential adverse effects that are caused by natural hazards, where such effects cannot be avoided, remedied or mitigated.
 - Review level of potential hazard risk.
 - Monitor provisions of the District Plan to ensure that adverse effects to residential activity from natural hazards are avoided, remedied or mitigated (include provisions to discourage residential activity in hazard-prone areas).
- (e) Protection and preservation of areas with a particular historic character:
- Identify residential areas with a recognised historic character (of local, regional or national importance).
 - Monitor and evaluate District Plan provisions to ensure that adverse effects from development in historic character areas are avoided, remedied or mitigated.
 - Monitor the extent of compliance in the Savage Crescent Conservation Area with the advice contained within the Savage Crescent Design Guide.

Business

- (a) Provision of an adequate level of pedestrian comfort:
Provision of safe and convenient routes for motor vehicle and pedestrian movement and adequate levels of parking:
- Identify designated pedestrian streets which do not have continuous retail frontage or verandah coverage.
 - Identify preferred routes for motor vehicle movement, pedestrian movement, parking nodes, areas of conflict.
 - Identify and monitor areas where existing provision of parking, provision of roading, and provision for pedestrians is approaching, or has exceeded, capacity.
 - Identify and monitor the number and nature of complaints received in relation to the safety and convenience of motor vehicle routes, pedestrian routes, and on-street or off-street parking areas.
 - Monitor, by way of survey, the perceived comfort of pedestrians within areas of the Inner Business Zone.
- (b) Creation of business areas which are vital and viable and make the best use of existing physical resources:
Retention of compact and convenient business areas:
Better utilisation of existing physical infrastructure:
- Identify areas where there is a vacancy of existing buildings or land.
 - Identify areas where the existing provision of business zoned land is reaching capacity or is fully developed.
 - Identify the range of business activities within the business zones and evaluate whether the diversity is reducing or increasing.
 - Identify existing and projected demand for “business zoned” land.
 - Identify and monitor areas where business zoned land is not being efficiently used for business purposes - i.e. residential or industrial activities, or vacant.
 - Identify and evaluate existing infrastructural capacity and level of use.

- Evaluate options of redevelopment of existing sites vs. re-zoning of interface residential areas to business.
 - Evaluate District Plan provisions to ensure that business zoned land is able to be used efficiently for business activities.
- (c) Better utilisation of unused or under used buildings and/or sites:
- Identify existing buildings that are not fully tenanted.
 - Identify building and site attributes that are sought by new and existing businesses.
 - Identify similarities between untenanted buildings and extract possible reasons and/or causes.
 - Evaluate options for efficient use of existing resources - e.g. regulation, redevelopment initiatives, condensing business zones, Annual Plan programmes, etc.
 - Evaluate District Plan provisions, objectives, and policies to ensure continued efficient use of existing buildings and/or sites.
- (d) Maintenance of conveniently located local shopping areas:
- Identify growing residential areas where existing shopping centres are insufficient for projected residential demand.
 - Evaluate demands for commercial services in residential areas.
 - Identify and evaluate options for providing land for suburban commercial development and zoning such land accordingly.
 - Evaluate District Plan provisions to enable a range of appropriate commercial activities to establish within existing and new shopping centres where those activities provide a convenient service to surrounding residents.
- (e) Effective protection for the residential amenity values of areas adjoining local business zones:
- Identify range of effects that could arise from commercial activities.
 - Evaluate District Plan provisions to ensure that adverse effects from activities on the amenity of adjoining residential areas are avoided, remedied or mitigated.
 - Identify and monitor the number of resource consents issued for development in Local Business zoned areas and the nature of any conditions applied to the development.
 - Monitor the number and frequency of complaints received in relation to the effects arising from established Local Business zoned areas.

Industrial

- (a) The efficient use of physical resources within the Industrial and North East Industrial Zones through their use for industrial purposes:
- Monitor the demand for Industrial zoned land.
 - Identify and monitor existing industrial land resources.
 - Identify and monitor areas where industrial land is not being efficiently used for industrial purposes (i.e. business or residential activity, or vacant).
 - Identify the capacity of existing infrastructure, and monitor areas where the existing infrastructure is approaching or has reached capacity.
 - Evaluate options of redevelopment of existing industrial sites vs. re-zoning of adjoining areas or new greenfields areas for industrial purposes.
 - Monitor District Plan provisions to ensure that the District Plan is enabling the efficient use of industrial zoned land for industrial purposes.
- (b) Enhanced visual amenity of industrial sites:
The maintenance of the amenity values of those areas surrounding the Industrial and North East Industrial Zones:
- Identify industrial areas where visual amenity is important (e.g. on a major road, adjoining a residential area, etc.).

- Identify and monitor the number of resource consents issued for developments in the Industrial and North East Industrial Zones and assess the nature of any conditions imposed.
- Monitor the number and nature of complaints raised in relation to adverse effects generated and/or visual amenity in industrial areas.
- Evaluate existing landscaping standards and identify deficiencies.
- Evaluate District Plan provisions to ensure that adverse effects from activities on the amenity of adjoining residential or business areas are avoided, remedied or mitigated.
- Identify and evaluate methods available to ensure a high standard of visual amenity on industrial sites is maintained.

Recreation

- (a) Adverse effects of recreation activities, buildings or structures on people and the environment are avoided, remedied or mitigated:

The protection of amenity values of residential areas which abut the City's Recreation Zones:

Maintaining a high standard of amenity within the Recreation Zones:

- Identify and monitor activities, buildings or structures that generate adverse effects on neighbouring residential areas.
 - Evaluate District Plan provisions to ensure that adverse effects generated by recreational activities, buildings or structures are avoided, remedied or mitigated.
 - Identify, evaluate and monitor alternative options for appropriate management of effects of activities in the Recreation, Conservation and Amenity, Water Recreation, Racecourse, and Showgrounds Zones (e.g. regulation, voluntary initiatives, by-laws, management plans, etc.).
 - Monitor the number and nature of complaints received regarding adverse effects generated by activities in the Recreation, Conservation and Amenity, Water Recreation, Racecourse, and Showgrounds Zones.
- (b) The conservation and preservation of open spaces with significant scenic, scientific, conservation and amenity values:
- Identify and monitor activities that likely to generate adverse effects on the integrity of the scenic, scientific, or conservation and amenity values of the area.
 - Evaluate District Plan provisions to ensure that actual or potential adverse effects generated by activities, buildings or structures on the integrity of the area are avoided, remedied or mitigated.
- (c) Adverse effects generated by activities on the surface of the water will be either avoided, remedied or mitigated:
- Identify and monitor activities on the Water Recreation Zone that generate adverse effects on surrounding areas.
 - Monitor the number and nature of complaints received regarding the adverse noise effects generated by activities operating on the Water Recreation Zone.
 - Evaluate District Plan provisions to ensure that the effects of activities are appropriately controlled and the adverse effects are avoided, remedied or mitigated.
 - Identify and evaluate alternative methods to control the adverse noise effects of activities on the environment (e.g. regulation, curfews, by-laws, education initiatives, etc.).
- (d) Provision for the ongoing use of the physical resources of the Racecourses:
Provision for the ongoing use of the physical resources of the Showgrounds:
- Identify, evaluate and monitor the effects of activities deemed to be appropriate for operation and/or establishment in the Racecourse and Showgrounds zones.
 - Evaluate District Plan provisions to ensure that appropriate activities are able to continue operation and the physical resources of the Racecourses and Showgrounds are being used in an efficient and appropriate manner while

avoiding, remedying or mitigating the adverse effects that activities can generate on surrounding business, residential and rural areas.

Utilities

- (a) Control of the potential adverse environmental effects of utility structures and buildings.
- Monitor research initiatives on the effects of electromagnetic radiation and, in particular, consideration to implementing any future national environmental guidelines on the siting of cellphone transmission sites.
 - Evaluate and monitor District Plan provisions to ensure that adverse effects generated by utility networks on the environment are avoided, remedied or mitigated.

25.3.3 Hazardous Substances

- (a) Minimised risk to people, property and the environment associated with the location and development of hazardous facilities within the city:
- Identify the number, nature and location of hazardous facilities establishing within the City.
 - Identify the number of resource consents issued for the establishment of hazardous facilities in the City and assess the nature of any conditions imposed.
- (b) Minimised risk to people, property and the environment associated with the accidental or unintentional release of hazardous substances:
- Identify the number of reported accidents associated with hazardous facilities established since 31 May 1995 and assess the effectiveness of any performance conditions or conditions of consent in avoiding, remedying or mitigating any potential effects.
 - Identify the number of resource consents issued for the establishment of hazardous facilities siting in the City and assess the effectiveness of conditions imposed in preventing or mitigating any effects associated with the unintentional or accidental release of hazardous substances.
- (c) Avoidance of the contamination of the natural environment by hazardous substances:
- Identify the number of reported incidents within the City which have involved discharges of hazardous substances to land and/or water without a necessary consent from the Regional Council, and assess the effectiveness of any performance conditions or conditions of consents applied to the activity in avoiding, remedying or mitigating any potential effects.

25.3.4 Natural Hazards

- (a) Avoidance of the development of areas affected by natural hazards, where these hazards cannot be remedied or mitigated:
- Identify already developed areas of the City that are subject to natural hazards.
 - Identify and monitor areas that are potentially developable that are subject to natural hazards, and the rate of development in those areas.
 - Identify and evaluate methods of controlling and restricting development in areas subject to natural hazards where the identified hazards cannot be remedied or mitigated.