



# **Palmerston North City District Plan**

## **Section 32 Plan Change G: Aokautere Growth Area**

**2022**

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## Part I: Proposed Plan Change

### 1 Purpose of Report

1. Palmerston North City Council (PNCC or Council) has prepared Proposed Plan Change G – Aokautere (Proposed PCG) - to the Operative District Plan for notification under the Resource Management Act 1991 (RMA).
2. This Section 32 evaluation report has been prepared to accompany Proposed PCG. It summarises the evaluation of alternatives, costs and benefits undertaken by PNCC in respect to the proposed District Plan provisions relating to the identified Aokautere growth area. In summary, PNCC must establish that Proposed PCG is the most appropriate way to achieve the purpose of the Act, including an assessment that the proposed changes are the most appropriate means available to achieve the objectives – when compared against alternative methods available, including doing nothing (the ‘status quo’ option).
3. The intention of this report is to:
  - Explain why Proposed PCG is needed;
  - Evaluate the objectives;
  - Identify the potential options to address the issues;
  - Evaluate the options; and
  - Record why the proposed plan change is the most appropriate way to achieve the objectives of Proposed PCG and more broadly, the District Plan and RMA.
4. This report fulfils the requirements of section 32 of the RMA.

### 2 Description of the Proposed Plan Change

5. Proposed PCG seeks to rezone a new greenfield growth area to the south-east of Palmerston North for residential development and inserts an accompanying structure plan and provisions (objectives, policies, and rules) into the District Plan.
6. The purpose of proposed PCG is to provide for additional housing supply in Aokautere (and the City), to help meet growth projections for Palmerston North over the medium to long term. Proposed PCG plans to provide this housing supply through environmentally sensitive, coordinated, and comprehensively planned development of the Aokautere area.
7. A Structure Plan has been produced, following a masterplan process, which is carried down through Proposed PCG’s policy and rule framework to shape and guide development in the Aokautere plan change area. This directive planning approach has been used to:
  - (a) Highlight the natural and landscape characteristics of the plan change area, and make them a feature of development;
  - (b) Protect and enhance those natural areas and landscape features;

- (c) Support a range of housing densities in the plan change area with a high level of amenity and access to sunlight, open space, and connections to adjoining areas;
  - (d) Provide for a local business zone (neighbourhood centre) to ensure residents have access to local services and facilities, and supporting<sup>1</sup> higher density living; and
  - (e) Deliver high quality transport, ecological, and water management outcomes.
8. The Structure Plan covers approximately 454 hectares of land between the foothills of the Ruahine/Tararua Ranges and the south bank of the Manawatū River and integrates with the existing surrounding neighbourhood areas of Turitea, Aokautere and Fitzherbert.
9. The plan change area is identified in the Innovative and Growing City Strategy and City Growth Plan (2021) as a preferred residential growth area. Development within the plan change area will partially address existing residential development capacity constraints and contribute towards achieving targets for housing development capacity for Palmerston North.
10. In summary, Proposed PCG involves:
- (a) Rezoning approximately 454 hectares of Rural land in Aokautere to a mix of Residential, Local Business and Conservation and Amenity zones.
  - (b) Providing for both conventional and medium density housing, with the plan change expected to provide for 1,050 new dwellings of varying densities across rural residential, suburban low density, medium density, and apartments (the “Primary Option”). An optional development option including use of repurposed land from Adderstone Reserve would result in 1,064 new dwellings; however, whether this option is available is entirely dependent on the outcome of a separate statutory process under the Reserves Act 1977,<sup>2</sup> with the outcome of that process yet to be determined and is treated as only a possibility (the “Adderstone Reserve Option”).
  - (c) An optional development scenario within the growth area involving the development of a retirement village within the Aokautere Residential Area; carefully positioned to integrate with the proposed neighbourhood centre (the “Retirement Village Option”). The Retirement Village Option replaces some suburban low density and medium density lots within the Primary Option with on-ground dwellings, apartments, and rest home/dementia care units. The net result being, however, a very similar housing yield with the Retirement Village Option adding another 104 dwelling units.
  - (d) The development of a comprehensively planned and well-connected neighbourhood centre alongside residential development, which supports retail/commercial and employment generating activities, and provides access to services and amenities.

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<sup>1</sup> The Village Centre Assessment (Appendix 12) describes the urban character and built form of the centre as an “inspirer of housing density” as well as important to social and mental health of the community.

<sup>2</sup> The reasons for the possible re-purposing of part of Adderstone Reserve are set out in the Parks and Reserves Servicing Assessment 2021, at Appendix 13.

- (e) The vesting and rezoning of the gully network to the Conservation and Amenity zone which provides for their protection, maintenance, and enhancement. The boundary of the Conservation and Amenity zone presently aligns with the indicative 5m no-build setback<sup>3</sup> boundary adjacent to the gully edge, which will be confirmed on subdivision.
- (f) A portion of land remaining/being zoned Rural-Residential.
- (g) Inserting the Aokautere Structure Plan and related provisions to manage subdivision and development in accordance with the Structure Plan into the District Plan.
- (d) Consequential amendments to the District Plan.

### **3 Proposed Amendments to the District Plan**

#### **3.1 District Plan Provisions**

- 11. Refer to Appendix 1 for all amendments proposed to the Definitions (Section 4), Rural (Section 7), Greenfields (Section 7A), Residential (Section 10), Business (Section 11), and Conservation and Amenity (Section 15) Zone sections of the District Plan.
- 12. The proposed Aokautere Structure Plan is also included in Appendix 3. The Aokautere Structure Plan is defined within the District Plan as including the following:
  - 7A.4: Aokautere Structure Plan
  - 7A.4A: Aokautere Structure Plan – Street Hierarchy
  - 7A.4B: Aokautere Structure Plan – Lot Pattern and Density
  - 7A.4C: Aokautere Structure Plan – Precinct Plan
  - 7A.4D (1–17): Aokautere Structure Plan – Street Cross Sections
  - 7A.4E: Aokautere Structure Plan – Adderstone Reserve Option
  - 7A.4F: Aokautere Structure Plan – Adderstone Reserve Option Street Hierarchy
  - 7A.4G: Aokautere Structure Plan – Adderstone Reserve Option Lot Pattern and Density

#### **3.2 Planning Maps**

- (a) Amend zoning maps to reflect the changes set out in Table 1 in Section 1.1 of this Report and illustrated in the map within Appendix 2. The changes see land zoned Recreation, Rural, Residential and Rural-Residential Overlay changed to a mixture of Residential, Local Business, Rural, Rural-Residential Overlay, and Conservation and Amenity zones.
- (b) Insert Map 10.1A (Developable Land) and Map 10.6.3.3(i) (Multi-Unit Residential Housing Area – Aokautere Structure Plan).

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<sup>3</sup> The 5m no-build setback is illustrated on the Aokautere Structure Plan. It was adopted on the recommendation of the GHD Stormwater Strategy (Appendix 11) for stormwater purposes and to protect the sensitive gully slopes and is in approximate alignment with the 4:1 gully slope (i.e., where the ground slope is equal to or steeper than 25% (i.e., 4:1 horizontal to vertical).

### **3.3 Consequential Changes**

Make consequential changes, including numbering changes, as a result of the insertion of new rules, as necessary.

## Part II: Section 32 Report

### 1 Introduction

1. This evaluation report (the, or this, “Report”) has been prepared to fulfil the obligations of PNCC under section 32 of the RMA, with respect to undertaking a plan change to the District Plan. This report should be read together with the text of the District Plan, the plan change (including the Structure Plan), and the technical reports set out in Appendices 4 to 13.
2. For any plan change to the District Plan, PNCC is required under section 32 of the RMA to carry out an evaluation of whether objectives of a proposal are the most appropriate way to achieve the purpose of the Act (sustainable management of natural and physical resources).
3. A section 32 evaluation must also examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by identifying other reasonably practicable options for achieving the objectives and assessing the efficiency and effectiveness of policies, rules, and other methods in considering whether they are the most appropriate means of achieving these objectives.
4. The evaluation must consider the benefits and costs associated with each policy, rule, or method and the risk of acting or not acting if there is uncertain or insufficient information on the subject matter.

#### 1.1 Overview and purpose of the plan change

5. Palmerston North is currently experiencing strong population growth. The City’s population is projected to increase by an estimated 31,164 over the next 30 years, from 90,500 to 121,664.
6. PNCC is required to provide housing capacity to cater for the increasing population. The proposed plan change is part of the strategic planning response to assist in providing the necessary housing through land release and development of greenfield urban growth areas.
7. The purpose of Proposed PCG is to rezone land in the Aokautere area to enable additional housing capacity through residential development involving a range of density and housing types, supported by a local business zone (Figure 1). This is consistent with the identification of Aokautere as a growth location,<sup>4</sup> with Council’s stated projections ranging from 400 to 1200 additional dwellings within the greenfield growth area.
8. The rezoning of land under Proposed PCG includes approximately 454 hectares to the south-east of the existing residential environment. The area is topographically complex compared to the existing residential environment, featuring gullies and ravines between flatter plateaus.
9. Proposed PCG presently provides the potential to create 1,050 residential lots and requires the establishment of a neighbourhood centre to support the new Aokautere Residential Area.

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<sup>4</sup> Innovative and Growing City Strategy and City Growth Plan (2021).



There is the potential for additional dwellings if either or both of the Adderstone Reserve Option or Retirement Village Option (described earlier) are implemented in accordance with the Aokautere Structure Plan and related provisions within the District Plan.



**Figure 1: Proposed Plan Change G Area**

10. The proposed rezoning area is depicted in the maps within Appendix 2.
11. An overview of the changes in zoning proposed as part of Proposed PCG is below:

**Table 1: Operative and Proposed Zoning**

Legal description	Operative zoning / overlay	Proposed Zoning
LOT 2 DP 484516 LOT 695 DP 509873 LOTS 1000 1001 DP 550078	Residential	Residential, Conservation & Amenity
LOT 98 DP 330144 LOT 1003 DP 490091	Residential	Residential, Conservation & Amenity
LOT 2 DP 484516 LOT 695 DP 509873 LOTS 1000 1001 DP 550078	Residential, Rural	Residential, Conservation & Amenity
LOT 2 DP 484516 LOT 695 DP 509873 LOTS 1000 1001 DP 550078	Residential	Residential, Conservation & Amenity
PT LOT 3 LOTS 6 7 DP 68798 LOT 44 45 DP 72136 -RECREATION RESERVE & WALKWAY	Residential, Recreation, Conservation & Amenity	Residential, Conservation & Amenity
LOT 98 DP 330144 LOT 1003 DP 490091	Residential, Rural	Residential, Local Business, Conservation & Amenity
LOT 224 DP 557630	Residential, Rural	Residential, Conservation & Amenity
SEC 2 SO 509209	Rural	Rural
LOT 1 DP 81706 LOT 1 DP 431826 SEC 3 SO 28303 SEC 1 SO 37253 SEC 1 SO 509209 PT SEC 292 293 TOWN OF FITZHERBERT	Rural, Rural-Residential Overlay	Rural, Conservation & Amenity, Rural-Residential Overlay
LOT 11 DP 560678 SEC 267 TWN OF FITZHERBERT	Rural, Rural-Residential Overlay	Residential, Rural, Conservation & Amenity, Rural-Residential Overlay
LOT 52 DP 553275	Residential, Rural	Residential

12. Proposed PCG seeks to amend the District Plan by introducing the Aokautere Structure Plan to support development of the greenfield area and proposes changes to the plan framework (zoning, objectives, policies, rules and methods) to implement the Structure Plan and its intended spatial, environmental and urban design outcomes.

## 2 Resource Management Issue

### 2.1 Growth Context

13. After several decades of low growth, Palmerston North's population is again expanding more quickly. The Council anticipates an annual increase of 1.0% over the next ten years followed by more moderate growth of 0.6% to 0.7% per annum. The number of households will increase even faster. If predictions are accurate, the city will need 500 new dwellings each year between now and 2031, and 400 per year between 2032 and 2051.
14. To meet that demand, PNCC's City Growth Plan, which sets out the long-term strategic housing and development direction for Palmerston North, includes an action to *Update the District Plan to rezone identified growth areas for housing and business needs*. That action is proposed to achieve the City Growth level of service set out in the 2021 Long Term Plan to "*Provide enough development capacity to meet expected demand for housing and business in the short, medium and long term*".
14. Council has completed a Housing Capacity Assessment in June 2021 to inform its planning and infrastructure decisions. Key findings of that assessment were:
  - a) Palmerston North has a high level of demand for housing over the short term, influenced by past years of undersupply. There is further pressure from a surge in the rate of population and economic growth in the city, which is the highest rate of growth since the 1970s.
  - b) This growth is placing pressures on the city's housing stock, resulting in strong growth in average land value and house prices.
  - c) More land will be required to be rezoned to accommodate greenfield development for the medium and long-terms.
15. Following on from those findings, Council set its housing bottom lines. Housing bottom lines are used to state the amount of development capacity needed to meet expected housing demand in the region, plus the appropriate competitiveness margin. Council adopted the following bottom lines (recorded in chapter 1 of the District Plan):

### 1.3.4 National Policy Statement – Urban Development Targets 2021

	<b>Short-term</b> July 2021 – June 2024 <i>Target includes an additional margin of 20%</i>	<b>Medium-Term</b> July 2024 – June 2031 <i>Target includes an additional margin of 20%</i>	<b>Long-Term</b> July 2031 – June 2051 <i>Target includes an additional margin of 15%</i>	<b>30-year total</b> July 2021 – June 2051
<b>Total household growth</b>	<b>Minimum growth target</b>			
	<b>1,523</b>	<b>3,523</b>	<b>7,925</b>	<b>12,971</b>
	<b>Projected actual demand</b>			
	<b>1,269</b>	<b>2,936</b>	<b>6,891</b>	<b>11,096</b>
<b>Projected residential preference – based on minimum growth target</b>				
Greenfield	609	1,762	4,359	6,729
Infill <sup>1</sup>	838	1,585	3,170	5,593
Rural/rural-residential	76	176	396	649

<sup>1</sup> Infill share includes retirement villages and apartments

Short term:

- Infill 55% (including multi-unit and minor dwellings)
- Greenfield 40%
- Rural/Rural Residential 5%

Medium term:

- Infill 45% (including multi-unit and minor dwellings)
- Greenfield 50%
- Rural/Rural Residential 5%

Long term:

- Infill 40% (including multi-unit and minor dwellings)
- Greenfield 55%
- Rural/ Rural Residential 5%

16. While intensification will provide significant new opportunities for housing growth (and a plan change is under development to further enable intensification), greenfield land availability is necessary to ensure Council's housing bottom lines are achievable.
17. However, greenfield areas that are zoned for housing are almost fully built out. Short-term growth areas such as Whakarongo and Kikiwhenua have capacity for approximately 770 dwellings but are not fully infrastructure enabled. Consequently, the available greenfield land is estimated to be less than 100 sections not already subject to development. Council is seeking to address this through upgrading or extending services in Whakarongo and Kikiwhenua, however, this alone will not be enough to address identified housing needs over the short to medium terms.
18. Further land for greenfield development must therefore be zoned for Council to achieve its housing bottom lines.
19. Three major growth locations are being progressed– Whakarongo, Kākātangiata (formerly City West and Anders Road/Racecourse), and Aokautere. Council stated projections at Aokautere range from 400 to 1,200 additional dwellings beyond those currently zoned.

20. Proposed PCG is intended to provide land for greenfield development in the medium to long-term. It is expected that more than half of the planned capacity for Aokautere will be used within the medium term (3-10 years), and the balance will be developed over the 11-to-15-year period. The uptake of development capacity may differ depending on market conditions and this will be investigated through 3 yearly updates to the housing capacity assessment under the NPSUD. The estimated uptake in Aokautere is based on the following assumptions:
- a) Existing demand for greenfield growth currently exceeds supply and is anticipated to do so for at least the next two years;
  - b) Development can leverage existing water and wastewater network infrastructure in the short-term;
  - c) Budgets exist in the Long Term Plan (LTP) to upgrade water and wastewater network infrastructure in the medium term to accommodate full development;
  - d) Land ownership is limited to only three parties, which reduces complexity that exists in other growth locations, where aggregation will be required to facilitate development.

## **2.2 Why Aokautere?**

21. Aokautere has long been identified as a potential growth area of the City, with preparation of Proposed PCG beginning in 2018. The reasons Council intends to facilitate growth in Aokautere using Proposed PCG are:
- a) Aokautere is a peri-urban area with available land for greenfield development.
  - b) There is the potential to remedy and prevent environmental issues caused by current patterns of development through implementation of a structure plan, such as ad hoc fragmentation of land, environmental degradation and/or damage (particularly to the gully network), and a lack of integrated stormwater management.
  - c) A plan change provides Council the opportunity to intervene to rectify other identified resource management issues in the area, such as a lack of public connection to the gully reserves, poor urban form outcomes due to the extensive use of cul-de-sacs and right of ways, non-integration between landowners creating poor connectivity throughout Aokautere, and a lack of accessible community infrastructure and services to meet local needs.
  - d) A structure plan would also address the need for developers to deliver a more diverse range of housing types.
22. These resource management issues have been significantly influenced by the low-level regulatory approach of the first-generation District Plan. As a result, Pacific Drive developed into an approximately 2.2km cul-de-sac. This has somewhat improved through the connection of Johnstone Drive into Pacific Drive, but it still places a significant reliance on Pacific Drive to accommodate most transport movements throughout the wider catchment.
23. The development pattern at Aokautere has resulted in ad-hoc development, the proliferation of cul-de-sacs and a reliance on long rights-of-way to access properties. This development

pattern has emerged partially as a result of responding to landform, but it has also been due to a lack of integrated development between different property owners, and ultimately a lack of an overall plan to guide development. Currently, there are approximately 20 hectares of remaining zoned development capacity within the operative residential zoning at Aokautere, with large parts of that development capacity affected by geotechnical constraints.

24. This development pattern discourages active transport and promotes poor urban form outcomes. A more holistic development framework, guided by a structure plan, will deliver a more connected and integrated street network throughout the new growth areas of Aokautere, facilitate safe movement for drivers, cyclists and pedestrians, allow for public transport services in the area, promote mode shift, and limit travel times.
25. Significant and ongoing non-compliance issues have also been a feature in Aokautere. This primarily relates to illegal earthworks and the filling of gullies. Proposed PCG seeks to address this through a planning framework that avoids inappropriate development and adverse effects on the gully network. Proposed PCG also seeks to enhance biodiversity and water quality outcomes, consistent with national statutory and regulatory direction.

#### *Infrastructure and Services*

26. An advantage of Aokautere is the ability to provide a co-ordinated approach to the provision of water, wastewater, and stormwater across the Aokautere Residential Area. There are existing water and wastewater services with the ability to service growth over time. Specifically, the LTP presently contains funding to respond to urban growth related wastewater and water supply needs in Aokautere, including:
  - a) *Programme 2030 – Urban Growth – Aokautere – wastewater* contains funding in years 2022/23, 2023/24 and 2024/25 to enable development capacity for anticipated growth. This also includes network resilient upgrades to reduce risk of service failure. This will be achieved by relocating services in vulnerable locations, such as in gullies, to reduce the risk of stormwater ingress or sewage spills.
  - b) *Programme 1880 – Urban Growth – Aokautere – Water Supply* contains funding in years 2024/25 and 2025/26 to enable development capacity for anticipated growth. This funding is primarily associated with the provision of an additional water reservoir in Turitea to provide for the long-term water supply needs of Aokautere. One reservoir is already operational, and the second reservoir is planned to be delivered in 2025/26.
27. A comprehensive, integrated stormwater strategy has also been developed for the Structure Plan area (Appendix 11), which will ensure that stormwater quality and quantity is managed to avoid further impacting the freshwater receiving environments within the gully networks.
28. There is a need to address transport infrastructure safety concerns within Aokautere and the supporting network in advance of development. These issues are outlined in Ms Fraser’s Transport Assessment (Appendix 5), and largely relate to the ability of the transport network in the plan change area (particularly intersections with State Highway 57 and improvements to Ruapehu Drive) to safely accommodate the additional vehicle movements to and from new dwellings in the Aokautere Structure Plan area.

29. Council has investigated solutions to address identified transport safety issues and on 9 March 2022 resolved to prepare work programs to inform provision in the LTP for the relevant infrastructure, which are planned to be available before the hearing of Proposed PCG.

### **2.3 Supporting Technical Evidence**

30. In considering and preparing Proposed PCG, PNCC has either completed or commissioned technical reports and supporting documents.
31. A list of the technical reports is attached as Appendix 15, with the reports accompanying this Report and available on Council's website.

### 3 Regulatory and Policy Context

32. This section identifies the legislative and national, regional, and local policy framework that provides the context for Proposed PCG.

#### 3.1 Statutory Context

33. Section 74 of the RMA requires PNCC to change its District Plan in accordance with the provisions of Part 2. Similarly, section 32(1)(a) of the RMA requires an evaluation report to examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the RMA. The purpose and principles are set out in Part 2, sections 5-8 of the RMA. Other sections of the RMA which are also considered relevant to Proposed PCG are set out below.

##### *Section 5 – Purpose of Act*

34. Section 5 sets out the purpose of the RMA, which is to promote the sustainable management of natural and physical resources. Sustainable management *'means managing the use, development, and protection of natural and physical resources to enable people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety, while –*
- *sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
  - *safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
  - *avoiding, remedying, or mitigating any adverse effects of activities on the environment'*
35. Proposed PCG is considered to be consistent with the purpose of Part 2 of the RMA as it will promote the sustainable management of the land resource available for residential development to enable people and communities to provide for their social and economic well-being. Proposed PCG will also assist with meeting the reasonably foreseeable needs of future generations, safeguard the life-supporting capacity of the natural environment and avoid, remedy or mitigate any adverse effects of activities on the environment; In achieving this purpose, councils also need to recognise and provide for the matters of national importance identified in section 6, have particular regard to other matters referred to in section 7 and take into account the principles of the Treaty of Waitangi under section 8.

##### *Section 6 – Matters of national importance*

36. Section 6 outlines matters of national importance that shall be recognised and provided for in achieving the purpose of the RMA. It is considered that these matters are recognised and provided for either through Proposed PCG or the existing provisions of the District Plan. Although Proposed PCG provides for increased development opportunities it should be noted that there are District Plan provisions currently in place to address matters of national importance within different zones.



37. However, specific provisions have been included in Proposed PCG to ensure natural hazards are addressed in and around the Aokautere gully network. This will ensure that the management of significant risks from natural hazards as required by section 6(h) are recognised and provided for and will also give effect to the natural hazard provisions in the RPS, as discussed in Section 3.2 of this Report.
38. Specific provisions in Proposed PCG also address the preservation of natural character of wetlands and areas of indigenous biodiversity within the network of gullies in the plan change area (sections 6(a) and (c)) by way of formal recognition and protection, and public access to those area (section 6(d)) through the construction of recreational pathways, and through linkages between development and cycling/walking tracks. These matters are expressed through the objective and policy framework of the Proposed PCG.

#### *Section 7 – Other Matters*

39. Section 7 outlines other matters which require local authorities to have particular regard to in relation to managing the use, development, and protection of natural and physical resources. Proposed PCG specifically seeks to address the efficient use and development of natural and physical resources (section 7(b)) through providing for a greater opportunity for further residential development in established peri-urban areas and by coordinating development of currently undeveloped land to avoid inefficient use of land. The introduction of the Structure Plan (which is implemented through objectives, policies, and assessment criteria) also addresses the maintenance and enhancement of amenity values (section 7(c)), preserving the intrinsic values of ecosystems (section 7(d)) and the maintenance and enhancement of the quality of the environment (section 7(f)). This broader scheme of Proposed PCG represents the Council stewardship-based approach to development in Aokautere for the benefit of this and future generations (section 7(aa)).

#### *Section 8 – Treaty of Waitangi*

40. All persons exercising functions and powers under the RMA must take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). In this regard, engagement has been undertaken with Rangitāne to understand their position and aspirations in relation to the plan change area. This is further discussed in Section 4.1 of this Report.

#### *Section 31 – Functions of territorial authorities under the Act*

41. Section 31 of the RMA was amended in 2017 to give territorial authorities the function of the 'establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district'. Access to housing is fundamental to providing for the well-being of current and future residents of Palmerston North. Proposed PCG will provide for additional residential development capacity and variety to assist with meeting growth demands and needs, alongside a neighbourhood centre to support the urban community.

#### *Section 75 – Contents of district plans*

42. This section of the RMA requires district plans to contain an appropriate framework to give effect to higher order statutory documents. It is considered that these matters are recognised

and provided for either through the existing provisions of the District Plan or Proposed PCG. An assessment on how Proposed PCG gives effect to higher order documents is undertaken below.

*Section 76 – Effects of activities on the environment*

43. Under section 76(3) of the RMA, when evaluating rules, PNCC must have regard to the actual or potential effects of activities on the environment. The effects on the environment are considered through the assessments explained in Appendix 15 of this Report.

*National Policy Statements*

44. Under section 75(3)(a) of the RMA a district plan must give effect to any national policy statement.

*The National Policy Statement on Urban Development 2020 (NPS-UD)*

45. The NPS-UD came into effect on 20 August 2020.
46. The objectives of the NPS-UD seek to achieve the following:
- (a) Well-functioning urban environment that enable people to provide for their social, economic, and cultural well-being, and for their health and safety, now and into the future;
  - (b) Planning decisions that improve housing affordability;
  - (c) Enable more people to live in areas of an urban environment that are near centres, employment, well served by public transport or there is a high demand for housing;
  - (d) Recognition that urban environments and amenity values change overtime;
  - (e) Planning decisions take into the principles of the Treaty of Waitangi;
  - (f) Decisions on urban development are integrated with infrastructure and planning decisions, strategic over the medium and long term, and responsive;
  - (g) Local authorities have robust and up to date information about their urban environments and use it to inform planning decisions;
  - (h) Urban environments support reductions in greenhouse gases and are resilient to the effects of climate change.
47. PNCC is a tier 2 Council under the NPS-UD.
48. Proposed PCG gives effect to the NPS-UD as far as it is relevant to the plan change. Along with other greenfield areas within Palmerston North, Proposed PCG will assist with providing development capacity to meet expected housing demand. The development capacity that Proposed PCG will enable has been assessed as part of the Structure Plan process (see Part I of this Report and Appendix 4). Adopting a comprehensive planning approach ensures

a well-functioning urban environment that is well served by public transport in an area adjacent to an existing urban environment where there is demand for housing.<sup>5</sup>

49. Engagement with iwi and hapū is ongoing, specifically with Rangitāne o Manawatū (Rangitāne). This engagement resulted in a cultural impact assessment prepared by Rangitāne in 2020 (the CIA) which includes the values and aspirations of iwi and hapū for the Aokautere area including with regard to the supply of housing for iwi and hapū. As far as possible these matters have been addressed through Proposed PCG, with continued efforts around the City's housing strategy to occur through later (pending) urban growth plan changes. Further details are set out within Section 4.1 and Appendix 6.

#### *National Planning Standards*

50. Section 75(3) requires a district plan to give effect to a national planning standard. The first set of national planning standards came into force on 3 May 2019. They provide direction on the structure and form of plans, including definitions, and aim to district and regional plans more consistent and easier to use. Given the scope of Proposed PCG and the format and style of the District Plan, the national planning standards will be adopted in a more integrated way through a subsequent plan change to the District Plan.

#### *National Environmental Standards*

51. Of the seven National Environmental Standards (NESs) currently in force, only the NES Freshwater 2020 is considered to be directly relevant.
52. Wetlands have been identified within the plan change area (reserves G13–18 shown in Appendix A), with other wetland environments potentially existing in other parts of the gully network. The ecological features of the plan change area are set out in the ecological reports of Dr Forbes in Appendix 7.
53. Proposed PCG provides for the formal protection and ongoing management of the gully network (and any wetlands they contain) by requiring that they vest in council upon subdivision, and then ultimately including them within the District Plan's conservation and amenity zones. Where wetlands have been identified in other areas (outside the gullies) they have been identified on the Structure Plan, with the view to ensure avoidance of the areas. The proposed provisions provide opportunities for conservation allotments to be established.

### **3.2 Regional Policy Context**

54. Section 75(3) requires a district plan to give effect to any operative regional policy statement. The table below identifies the relevant provisions and resource management topics contained in the Manawatu-Whanganui One Plan, which is a consolidated plan which contains the Regional Policy Statement and the Regional Plans.

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<sup>5</sup> See also the assessment of Policy 3-7 of the One Plan (at page 18), the Eco City Strategy (2021) (at page 29), the Climate Change Plan (2021) (at page 29), the Environmental Sustainability Plan (2021) (at page 29), with regard to implementing the NPS-UD.

**Table 2: Relevant provisions of the Horizons One Plan Regional Policy Statement**

Key One Plan Objectives & Policies	Response in Proposed PCG
<p><b>Objective 2-1: Resource management</b></p> <p>a. To have regard to the <i>mauri</i>* of <i>natural and physical resources</i><sup>^</sup> to enable <i>hapū</i>* and <i>iwi</i>* to provide for their social, economic, and cultural wellbeing.</p> <p>b. Kaitiakitanga<sup>^</sup> must be given particular regard and the relationship of <i>hapū</i>* and <i>iwi</i>* with their ancestral <i>lands</i><sup>^</sup>, <i>water</i><sup>^</sup>, <i>sites</i>*, <i>wāhi tapu</i>* and other <i>taonga</i>* (including <i>wāhi tūpuna</i>*) must be recognised and provided for through resource management processes.</p>	<p>Consultation with mana whenua (Rangitāne) has been undertaken, along with preparation of the CIA (Appendix 6), and the planning and resource management aspirations of Rangitāne for the plan change area have been taken into account and provided for where possible.</p> <p>The gully networks within the plan change area contain areas of indigenous biological importance, natural character, and waterways, all of which are matters of importance to Rangitāne as mana whenua. Proposed PCG seeks to protect and enhance those areas and improve access to them.</p>
<p><b>Objective 3-3: The strategic integration of infrastructure with land use</b></p> <p>Urban development occurs in a strategically planned manner which allows for the adequate and timely supply of land and associated infrastructure.</p>	<p>The Aokautere Structure Plan area has previously been identified as a future growth area through the Palmerston North City Growth Plan, and predecessor growth plans.</p>
<p><b>Objective 3-4: Urban growth and rural residential subdivision on versatile soils</b></p> <p>To ensure that territorial authorities consider the benefits of retaining Class I and II versatile soils for use as production land<sup>^</sup> when providing for urban growth and rural residential subdivision.</p>	<p>The NZ Land Resource Inventory indicates that the plan change area may contain a small area of Class II soils. However, the area in question (bordering the Turitea Stream between Valley Views Road and Turitea Road) is currently zoned rural-residential, has already been subdivided into sub-economic lot sizes.</p>
<p><b>Policy 3-4: The strategic integration of infrastructure with land use</b></p> <p>Territorial Authorities must proactively develop and implement appropriate land use strategies to manage urban growth, and they should align their infrastructure asset management planning with those strategies, to ensure the efficient and effective provision of associated infrastructure.</p>	<p>The proposed Aokautere Structure area is supported by the provision of a reticulated wastewater supply which is adequate to service projected growth. Parks and reserve infrastructure are addressed in the structure plan itself.</p> <p>Stormwater and transport infrastructure will need to be upgraded over time to service the developed plan change</p>

	<p>area. However, Council recognised, by resolution on 9 March 2022, the need to fund and provide adequate infrastructure to support the development of the plan change area. Work programs are being prepared for the relevant infrastructure to inform LTP planning and are planned to be available before the hearing of PCG.</p> <p>The proposed plan provisions require adequate stormwater to be in place before residential development can proceed.</p>
<p><b>Policy 3-7: Energy efficiency*</b></p> <ul style="list-style-type: none"> <li>a. The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must have particular regard to the efficient end use of energy in consent decision-making processes for large users of energy.</li> <li>b. <i>Territorial Authority</i><sup>^</sup> decisions and controls on subdivision and housing, including layout of the <b>site</b>* and layout of the lots in relation to other houses/subdivisions, must encourage energy-efficient house design and access to solar energy.</li> <li>c. <i>Territorial Authority</i><sup>^</sup> decisions and controls on subdivision and land<sup>^</sup> use must ensure that sustainable transport options such as public transport, walking and cycling can be integrated into <i>land</i><sup>^</sup> use development.</li> </ul>	<p>The layout of the lots in the Structure Plan are designed for solar gain, with the lot pattern providing orientation of housing suited to accessing light.</p> <p>The Structure Plan and proposed provisions specifically work to integrate walking, cycling, and to encourage modal shift. The width and alignment of roads set out in the Structure Plan are designed to accommodate public transport in the form of buses. These matters are outlined further in the Transportation Assessment (Appendix 5).</p>
<p><b>Objective 5-2: Water Quality:</b></p> <ul style="list-style-type: none"> <li>a. Surface Water quality is managed to ensure that: <ul style="list-style-type: none"> <li>i. <i>Water</i> quality is maintained in those <i>rivers</i> and <i>lakes</i> where the existing water quality is at a level sufficient to support the Values in <b>Schedule B</b></li> <li>ii. <i>Water</i> quality is enhanced in those <i>rivers</i> and <i>lakes</i> where the existing <i>water</i> quality is not at a level sufficient to support the Values in <b>Schedule B</b></li> <li>iii. <i>Accelerated eutrophication and sedimentation of lakes in the region is prevented or minimised</i></li> <li>iv. The special values of <i>rivers</i> protected by <i>water conservation orders</i> are maintained</li> </ul> </li> <li>b. Groundwater quality is managed to ensure that existing groundwater quality is maintained or where it is degraded/over allocated as a result of human activity, groundwater quality is enhanced.</li> </ul>	<p>The proposed growth area will be required to manage stormwater in accordance with existing Operative District Plan framework, strengthened by objectives, policies, and rules in sections 7 and 7A which seek to ensure that subdivision proposals protect, restore, and enhance the gully network in Aokautere. These require stormwater discharges to be managed in such a way that minimise impact on the gully network.</p> <p>An overarching stormwater strategy has been prepared for the structure plan area following expert hydrological and hydraulic assessment (see Appendix 11). A stormwater management plan complying with that stormwater strategy required as part of any comprehensive development plan</p>

<p><b>Policy 5-9: Point source discharges<sup>^</sup> to water<sup>^</sup></b></p> <p>The management of point source <i>discharges<sup>^</sup></i> into surface <i>water<sup>^</sup></i> must have regard to the strategies for surface <i>water<sup>^</sup></i> quality management set out in <b>Policies 5-3, 5-4 and 5-5</b>, while having regard to:</p> <ol style="list-style-type: none"> <li>the degree to which the activity will adversely affect the <b>Schedule B</b> Values for the relevant <b>Water Management Sub-zone*</b></li> <li>whether the <i>discharge<sup>^</sup></i>, in combination with other <i>discharges<sup>^</sup></i>, including non-point source <i>discharges<sup>^</sup></i> will cause the <b>Schedule E</b> water quality targets* to be breached</li> <li>the extent to which the activity is consistent with <i>contaminant<sup>^</sup></i> treatment and <i>discharge<sup>^</sup></i> best management practices</li> <li>the need to allow reasonable time to achieve any required improvements to the quality of the <i>discharge<sup>^</sup></i></li> <li>whether the <i>discharge<sup>^</sup></i> is of a temporary nature or is associated with necessary maintenance<sup>^</sup> or upgrade* work and the <i>discharge<sup>^</sup></i> cannot practicably be avoided</li> <li>whether adverse <i>effects<sup>^</sup></i> resulting from the <i>discharge<sup>^</sup></i> can be offset by way of a financial contribution set in accordance with <b>Chapter 19</b></li> <li>whether it is appropriate to adopt the <i>best practicable option</i>.</li> </ol>	<p>for subdivision in the plan change area (new Policy 4.6, chapter 7A of the Proposed PCG).</p> <p>The Structure Plan provides for preliminary stormwater treatment using raingardens.</p>
<p><b>Policy 5-10: Point source discharges<sup>^</sup> to land<sup>^</sup></b></p> <p><i>Discharges<sup>^</sup></i> of <i>contaminants<sup>^</sup></i> onto or into <i>land<sup>^</sup></i> must be managed in a manner which:</p> <ol style="list-style-type: none"> <li>does not result in pathogens or other toxic substances accumulating in soil or pasture to levels that would render the soil unsafe for agricultural, domestic, or recreational use</li> <li>has regard to the strategies for surface <i>water<sup>^</sup></i> quality management set out in <b>Policies 5-3, 5-4 and 5-5</b>, and the strategy for groundwater management set out in <b>Policy 5-6</b></li> <li>maximises the reuse of nutrients and <i>water<sup>^</sup></i> contained in the <i>discharge<sup>^</sup></i> to the extent reasonably practicable</li> <li>results in any <i>discharge<sup>^</sup></i> of liquid to <i>land<sup>^</sup></i> generally not exceeding the available <i>water<sup>^</sup></i> storage capacity of the soil (deferred irrigation)</li> <li>ensures that adverse <i>effects<sup>^</sup></i> on rare <b>habitats*</b>, <b>threatened habitats*</b> and <b>at-risk habitats*</b> are avoided, remedied, or mitigated.</li> </ol>	
<p><b>Objective 6-1: Indigenous biological diversity</b></p>	

<p>Protect areas of significant indigenous vegetation and significant habitats of indigenous fauna and maintain indigenous biological adversity<sup>^</sup>, including enhancement where appropriate.</p>	<p>The proposed structure plan area is located within a variable landscape, with relatively plateaus interspersed between an elaborate network of gullies. Proposed PCG has been developed to encourage development that is responsive to the topography to support the retention of the natural character of the area and seeks to recognise the gully network as a key amenity and habitat asset for the area.</p>
<p><b>Policy 6-2: Regulation of activities affecting indigenous <i>biological diversity</i></b></p> <p>For the purpose of managing indigenous <i>biological diversity</i><sup>^</sup> in the Region:</p> <ol style="list-style-type: none"> <li>a. Habitats determined to be <i>rare habitats</i><sup>*</sup> and <i>threatened habitats</i><sup>*</sup> under <b>Schedule F</b> must be recognised as areas of significant indigenous vegetation or significant habitats of indigenous fauna</li> <li>b. <i>At-risk habitats</i><sup>*</sup> that re assessed to be significant under Policy <b>13-5</b> must be recognised as significant indigenous vegetation or significant habitats of indigenous fauna.</li> <li>c. The Regional Council must protect <i>rare habitats</i><sup>*</sup>, <i>threatened habitats</i><sup>*</sup> and <i>at-risk habitats</i><sup>*</sup> identified in (a) ad (b), and maintain and enhance other <i>at-risk habitats</i><sup>*</sup> by regulating activities through its regional plan and through decisions on resource consents<sup>^</sup>.</li> <li>d. Potential adverse effects<sup>^</sup> on any <i>rare habitat</i><sup>*</sup>, <i>threatened habitat</i><sup>*</sup> or <i>at-risk habitat</i><sup>*</sup> located within or adjacent to an area of <i>forestry</i><sup>*</sup> must be minimised.</li> <li>e. When regulating the activities described in (c) and (d), the Regional Council must, and when exercising functions and powers described in Policy <b>6-1</b>. <i>Territorial Authorities</i><sup>^</sup> must:             <ol style="list-style-type: none"> <li>i. Allow activities undertaken for the purpose of pest plan and pest animal control or habitat maintenance or enhancement.</li> <li>ii. Consider indigenous <i>biological diversity</i><sup>^</sup> offsets in appropriate circumstances as defined in Policy <b>13-4</b></li> <li>iii. Allow the <i>maintenance</i><sup>*</sup>, <i>operation</i><sup>*</sup> and <i>upgrade</i><sup>*</sup> of existing structures<sup>^</sup>, including infrastructure<sup>^</sup> and other physical resources or regional or national importance as identified in Policy <b>3-1</b>, and</li> <li>iv. Not unreasonably restrict the existing use of production land<sup>^</sup> where the effects of such land<sup>^</sup> use the <i>rare habitat</i><sup>*</sup>, <i>threatened habitat</i><sup>*</sup> or <i>at-risk habitat</i><sup>*</sup> remain the same or similar in character, intensity, and scale.</li> </ol> </li> </ol>	<p>Any biodiversity sites classified under Schedule F within the (to the extent they exist within the structure plan) have been identified for protection. The gully network has been assessed by an ecologist, Dr Forbes, and areas ranging from threatened/at risk habitats to lower value (mostly exotic) have been identified. In addition, Dr Forbes has recommended areas for retirement, protection and restoration on the Waters Block. Where those areas are within the Structure Plan, they have been identified for future management purposes. Where there are areas of significant vegetation identified outside the Structure Plan area, they will be included in future reviews of the District Plan to address Significant Natural Areas.</p>
<p><b>Policy 6-8: Natural Character</b></p> <ol style="list-style-type: none"> <li>a. The natural character of the coastal environment, <i>wetlands</i><sup>^</sup>, <i>rivers</i><sup>^</sup> and <i>lakes</i><sup>^</sup> and their margins must be preserved, and these areas must be protected from inappropriate subdivision, use and development.</li> </ol>	<p>The gullies are proposed to be zoned as Conservation Amenity Zone and will be retained as a public open space. This will support the retention and enhancement of the biodiversity of the site. It will also enhance public access to the site.</p> <p>The wider connectivity identified for Proposed PCG supports public access to the gully network.</p>

<ul style="list-style-type: none"> <li>b. The natural character of these areas must be restored and rehabilitated where this is appropriate and practicable.</li> <li>c. Natural character of these areas may include such attributes and characteristics as: <ul style="list-style-type: none"> <li>i. Natural elements, processes, and patterns,</li> <li>ii. Biophysical, ecological, geological, geomorphological, and morphological aspects,</li> <li>iii. Natural landforms such as headlands, peninsulas, cliffs, dunes, wetlands, reefs, freshwater springs, and surf breaks,</li> <li>iv. The natural movement of water and sediment including hydrological and fluvial processes,</li> <li>v. The natural darkness of the night sky,</li> <li>vi. Places or areas that are wild and scenic,</li> <li>vii. A range of natural character from pristine to modified, and</li> <li>viii. Experiential attributes including the sounds and smell of the sea; and their content or setting</li> </ul> </li> </ul>	
<p><b>Policy 6-9: Managing natural character</b></p> <p>In relation to the natural character of:</p> <ul style="list-style-type: none"> <li>a. The component of the coastal environment which is not coastal marine area<sup>^</sup> (CMA), and</li> <li>b. <i>Wetlands<sup>^</sup>, rivers<sup>^</sup> and lakes<sup>^</sup></i> and their margins subdivision, use or development must generally (but without limitation) be considered appropriate if it: <ul style="list-style-type: none"> <li>c. is compatible with the existing level of modification to the environment,</li> <li>d. has a functional necessity to be located in or near the component of the coastal environment which is not coastal marine area (CMA), wetland<sup>^</sup>, river<sup>^</sup> or lake<sup>^</sup> <i>and no reasonably practicable alternative locations exist,</i></li> <li>e. It is an appropriate form, scale, and design to be compatible with the existing landforms, geological features, and vegetation</li> <li>f. Will not, by itself or in combination with <i>effects<sup>^</sup></i> of other activities, significantly disrupt natural processes or existing ecosystems, and</li> <li>g. Will provide for the restoration and rehabilitation of natural character where that is appropriate and practicable.</li> </ul> </li> </ul>	
<p><b>Policy 6-10: Public access to and along <i>rivers<sup>^</sup> and lakes<sup>^</sup></i> and their margins</b></p>	



<ul style="list-style-type: none"> <li>a. Activities within or near <i>rivers</i><sup>^</sup> and <i>lakes</i><sup>^</sup> must be established and operated in a manner which readily provides for public access. Public access may be restricted only where necessary for safety, cultural or conservation purposes, or to ensure a level of security appropriate for activities authorised by a <i>resource consent</i><sup>^</sup>.</li> <li>b. Public access for recreational purposes must recognise the need to protect <b><u>rare habitats</u></b><sup>*</sup>, <b><u>threatened habitats</u></b><sup>*</sup> and <b><u>at-risk habitats</u></b><sup>*</sup>.</li> <li>c. Public access must recognise existing provide <b><u>property</u></b><sup>*</sup> rights.</li> </ul>	
<p><b>Objective 9-1: Effects<sup>^</sup> of natural hazard<sup>^</sup> events</b></p> <p>The adverse <i>effects</i><sup>^</sup> of <i>natural hazard</i><sup>^</sup> events on people, property, <i>infrastructure</i><sup>^</sup> and the wellbeing of communities are avoided or mitigated.</p>	<p>The topography of the plan change area exposes development to potential erosion/subsidence hazards. The Structure Plan has been prepared so as to avoid significant natural hazards, following expert geotechnical advice (see Appendix 9).</p>
<p><b>Policy 9-4: Other types of natural hazards<sup>^</sup></b></p> <p>The Regional Council and <i>Territorial Authorities</i><sup>^</sup> must manage future development and activities in areas susceptible to <i>natural hazard</i><sup>^</sup> events (excluding flooding) in a manner which:</p> <ul style="list-style-type: none"> <li>a. ensures that any increase in risk to human life, property, or <i>infrastructure</i><sup>^</sup> from <i>natural hazard</i><sup>^</sup> events is avoided where practicable, or mitigated where the risk cannot be practicably avoided,</li> <li>b. is unlikely to reduce the effectiveness of existing works, <i>structures</i><sup>^</sup>, natural landforms or other measures which serve to mitigate the <i>effects</i><sup>^</sup> of <i>natural hazard</i><sup>^</sup> events, and</li> <li>c. is unlikely to cause a significant increase in the scale or intensity of <i>natural hazard</i><sup>^</sup> events.</li> </ul>	<p>Management of hazards is achieved through the Proposed PCG policy and rule framework, including requiring a geotechnical assessment of land stability and/or liquefaction risk at the consenting stage. Additionally, the Proposed PCG policy framework mandates the avoidance of activities that exacerbate or create natural hazards.</p> <p>Further, the structure plan area has been mapped by land hazard classes (similar to what is presently in place in the plan change area). Some residential areas on the structure plan marked for development are on class D land (moderate risk), which will need to demonstrate that land stability issues can be appropriately managed before subdivision and use. The geotechnical report also recommends site specific assessment for development proposed for Class C land, and proposed Map 10.1A and the related activity status reflects that classification. This is a change to the existing planning approach (under Map 10.1) where development on Class C land is a permitted activity. This updated approach for the Aokautere</p>

	<p>Residential Area demonstrates additional precaution by the Council. The Rural-Residential Overlay is presently identified as being on Class E land, however as discussed in the geotechnical report in Appendix 9 this does not preclude development of this area (subject to geotechnical assessment) due to the limitations of the model with larger lot sizes (as opposed to residential) and the greater opportunities on larger allotments to locate a house site that avoids or effectively manages the risk of any hazards.</p>
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### **Regional Land Transport Plan (RLTP)**

55. Under section 74(2)(b)(i) of the RMA when changing a district plan, a territorial authority shall have regard to management plans and strategies prepared under other Acts.
56. The RLTP is one of the relevant strategies. The RLTP is prepared by the Regional Council and sets the direction for the region's land transport system for the next 30 years. It is a statutory requirement of the Land Transport Management Act 2003 (LTMA). Engagement has been undertaken with Horizons, which is outlined in Section 4.3 of this Report.
57. The relevant provisions of the RLTP are described in the transportation report in Appendix 5. Key objectives include:
- **Objective 1: Travel Choice** - Transport users in the region have access to affordable transport choices that are attractive, viable, and encourage multi-modal travel.
  - **Objective 2: Connectivity and Efficiency** - The regional transport network connects central New Zealand and is efficient, reliable, and resilient.
  - **Objective 3: Safety** - The transport network is safe for all users.
  - **Objective 4: Environment** - The impact of transport on the environment and the transport system's vulnerability to climate change is minimised.
  - **Objective 5: Land Use Integration** - Transport and land use are integrated to support well connected communities that promote a strong regional economy and liveable region.
58. The Aokautere Structure Plan has been designed to integrate land use and public transport planning so that a range of transport options are viable for residents of and visitors to the plan change area. The creation of walkable catchments around community infrastructure, employment and recreational opportunities supports increasing usage of non-car modes of transportation, such as walking and cycling. Proposed Plan G has been designed to provide opportunities for better utilisation of existing transport corridors and greater uptake of public transport. Overall, Proposed PCG aligns well with the objectives of the RLTP.

### **Iwi Management Plans**

59. Under section 74(2A) of the RMA PNCC, when changing a district plan, must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority. No iwi management plans have been lodged with PNCC.

## **3.3 District Plan and Strategies**

### *Section 2: City View Resource Management Issues and Objectives*

60. The overarching resource management issues and objectives for the City are outlined under section 2 of the District Plan. These Issues and Objectives establish the intent of the Plan at the strategic level. The strategic approach set out by the City View section provides a basis

and direction for the identification of lower level and more specific resource management issues, objectives, policies and methods for the specific zones in the District Plan.

61. The City View Issues and Objectives were reviewed and updated as part of Plan Change 8. The City View Objectives that are directly applicable to the Greenfield Areas highlight:
1. *Planning for residential, industrial, commercial and rural-residential growth sustains a compact, orderly and connected urban form which avoids the adverse environmental effects of uncontained urban expansion into the rural zone.*
  2. *The provision of infrastructure, particularly within identified growth areas, shall be efficient, timely, environmentally sensitive and economically sustainable.*
  3. *The integrated and efficient provision of, and access to, infrastructure, network utilities and local services is facilitated for all residents.*
  4. *Transparent and equitable funding mechanisms are in place to support the provision of infrastructure required to service growth.*
  5. *A variety of high quality residential living environments are provided to satisfy the needs of all residents.*
  6. *Rural subdivision and development is directed away from Class I and II versatile soils.*
  7. *The infrastructural demands of rural subdivision and development are minimised.*
  8. *The distinctive rural and urban character of the City is recognised and a clear differentiation is provided regarding subdivision, development and servicing expectations within rural and urban areas.*
  9. *Subdivisions, buildings and infrastructure are designed and constructed to promote a coordinated, healthy and safe environment.*
  10. *The visual appeal of the City is enhanced.*
  11. *The principles of good urban design are given effect to for all new subdivisions, urban intensification and major building developments, particularly those located within the City Centre or fronting key transportation routes.*
  12. *A wide range of business and economic activities are provided for.*
  13. *Investment within the City is stimulated and identified priority sectors such as research, education, public administration, retail, logistics, construction, manufacturing and agriculture are well supported.*
  14. *The City Centre remains the primary focus for retail, office, commercial and cultural activities within the City. Other commercial centres will be planned to ensure that they support the primary role and function of the City Centre.*

15. *Active engagement from tangata whenua within resource management decisions.*
16. *The historic heritage of the City is researched, identified and preserved within the context of sustainable management.*
17. *The natural and cultural heritage features of the City are preserved and enhanced, including the margins of the Manawatu River and sites of significance to tangata whenua.*
18. *The characteristics and values of outstanding natural features and landscapes are:*
  - a. *protected from inappropriate subdivision, use and development; and*
  - b. *managed in a manner where all subdivision, use and development directly affecting them avoids significant adverse cumulative effects.*
19. *The effects of natural hazards are avoided or mitigated taking into account the effects of climate change and the significant social disruption caused by natural hazard events.*
20. *The benefits of renewable electricity generation are recognised, and barriers to the provision of small and community-scale renewable electricity generation are reduced, while adequately managing the potential effects of such activities.*
21. *A broad range of recreation and leisure opportunities are provided for in the City which contribute towards an enhanced quality of life.*
22. *Appropriate noise standards are in place to protect noise sensitive activities.*
23. *Infrastructure operates in a safe and efficient manner, and the effects of activities which could impact on the safe and efficient operation of this infrastructure are avoided, remedied or mitigated.*
24. *All forms of transport, including public transport, walking, cycling and private vehicles are adequately provided for to assist with sustainable energy use and a healthy lifestyle.*

#### *Section 10: Residential Zone*

62. Section 10 sets the direction for residential development in the City. It includes objectives around using existing residential land efficiently to avoid unnecessary sprawl and maintain the look and feel of residential areas. The Residential Zone enables a variety of housing choices, protects street character when redevelopment happens, and contains goals for a more sustainable and resilient city.
63. The Residential Zone also enables a number of non-residential activities such as community houses, accommodation motels, education facilities, health facilities, home occupations, structural maintenance of flood protection works, and temporary military training activities.

*Section 7A: Greenfield*

- 64. Plan Change 6: Whakarongo Residential Area rezoned land to the east of the city identified as one of PNCC’s preferred areas for residential growth under the Palmerston North City Residential Growth Strategy 2010. Specifically, Section 7A enabled greenfield development within identified areas with the guidance from a Structure Plan.
- 65. The greenfield Structure Plan approach in Section 7A provides a framework which the Council can rely on as a base in Proposed PCG and future greenfield residential options. The key focus for these areas is to ensure that development is comprehensively designed in a manner which produces high quality private and public realms which are coordinated with regard to natural hazards mitigation, connectivity, infrastructure provision, and urban design.

**Relevant Council Strategies & Plans**

- 66. A general outline of the relevant Council documents and strategies that have also informed Proposed PCG, or will be relevant to its implementation, are set out below:

**Table 3: Relevant Council Strategies and Plans**

<p>Innovative and Growing City Strategy (2021)</p>	<p>The Innovative and Growing City Strategy is one of Council’s core strategic documents, setting out Council’s strategic goal 1: an innovative and growing city.</p> <p>This strategy identifies that Council’s main role is to make sure land and infrastructure are available to accommodate growth and provide market choice while responding to changing demographics and needs. It is also noted that:</p> <ul style="list-style-type: none"> <li>• there is strong demand for housing and new residential sections</li> <li>• uptake of new housing typologies (multi-unit development) has been slow</li> <li>• Council wants Government, Council and private land be developed for housing</li> <li>• Productive land should be protected for sustainable food production</li> <li>• Council will discourage the provision of urban services in rural areas because it is an inefficient form of infrastructure investment</li> <li>• Council will work with developers to reduce risks and uncertainty over design and consents, and to encourage more housing choice.</li> </ul> <p>Proposed PCG contributes to the delivery of this strategic direction by supplying more development capacity, providing for housing choice, and the opportunity to repurpose underutilised Council land at Adderstone Reserve for housing (as discussed in Section 2, and Appendix 13).</p>
<p>City Growth Plan (2021)</p>	<p>The City Growth plan details how Council intends to provide development capacity to meet expected demand for housing and business in the short, medium, and long term. It directs Council to provide public spaces that are sustainable, connected, diverse, integrated, adaptable, interesting, comfortable, and safe.</p>

	<p>Proposed PCG contributes to the delivery of the City Growth Plan by increasing development capacity to address identified housing demand.</p>
<p>Transport Plan (2021)</p>	<p>The Transport Plan details how Council intends to deliver an integrated multi-modal transport network that connects people and goods with destinations in a safe, efficient, and sustainable manner and evolves to meet new transport demands with less reliance on private motor vehicles.</p> <p>Proposed PCG seeks to give effect to the Transport Plan by requiring the delivery of a transport network that is interconnected, supports multi-modal use, enables the extension of public transport throughout Aokautere, and establishes clear priorities for all users based on place and movement principles.</p>
<p>Street Design Manual (2013)</p>	<p>The Street Design Manual (SDM) sets out the design philosophy and vision for Palmerston North streets. A set of standard designs have been proposed to ensure a consistent and coherent network is designed that balances the needs of all street users and aesthetics.</p> <p>The Plan Change Area is defined under the SDM as hosting both Rural Arterial and Rural Road typologies, however residential development in the Plan Change area would start to change the nature of the road typologies within the Plan Change area.</p> <p>Proposed PCG departs from some of the cross-sections identified in the Street Design Manual. This has been influenced by the adoption of the more recent national guidance in the One Network Framework developed by Waka Kotahi. The transport network has also had to respond to unique landform characteristics in Aokautere, and broader design objectives (such as providing greater visibility and accessibility to the gully network), which has necessitated a change in approach. This is supported at a technical level through reporting on the plan change and Proposed PCG will seek to establish an agreed departure to this in the structure plan and associated cross-sections to inform resource consenting processes.</p>
<p>Creative and Liveable City Strategy (2021)</p>	<p>The Creating and Liveable City strategy is one of Council's core strategic documents, setting out Council's strategic goal 2: a creative and exciting city.</p> <p>Citymaking is a key feature of this strategy that Proposed PCG helps to contribute towards. The creation of a centrally located village centre helps contribute towards the strategy's intent to create a city that has great places for all people. The intention to create an interconnected suburb that enables active transport choices and access to the gully network and reserves also plays a significant role. The gully network also provides an opportunity to celebrate Rangitāne history and recognise local natural heritage through biodiversity protection and enhancement. Further development of the gully network as a recreation asset also helps contribute towards Palmerston North being one of the most active communities in New Zealand.</p>
<p>Active Communities Plan (2021)</p>	<p>The Active Communities Plan details how Council plans to provide a wide range of accessible and well-maintained play, active recreation, and sports</p>

	<p>facilities to increase levels of physical activity and participation in sport and active recreation and meet a diverse range of local communities.</p> <p>Proposed PCG helps contribute to this plan by promoting active modes, extending the gully walkway network and making it a feature of the extended suburb. Proposed PCG also provides for a number of new local reserves to support the active recreation needs of future residents.</p>
Eco City Strategy (2021)	<p>The Eco City strategy is one of Council’s core strategic documents, setting out Council’s strategic goal 4: to be an eco-city.</p> <p>Proposed PCG aligns with the Eco City Strategy by encouraging biodiversity enhancement in the gully network and less carbon intensive development through more efficient use of land for housing.</p>
Climate Change Plan (2021)	<p>The Climate Change Plan sets out the Council’s planned climate change adaptation and emissions reduction actions, which are designed to achieve the target of a 30% reduction in greenhouse gas emissions by 2031.</p> <p>Proposed PCG helps contribute to this outcome by enabling more efficient development, revegetation of native biodiversity within the extensive gully system in Aokautere and expansion of the green corridor, emission offsets through extensive replanting. Stormwater management approaches in Plan Change G will also assist with climate change adaptation, by ensuring that stormwater systems and receiving environment are responsive to climate change.</p>
Environmental Sustainability Plan (2021)	<p>Proposed PCG readily aligns with the biodiversity chapter of the Environmental Sustainability Plan. It seeks to require the vesting of the gully system for biodiversity and emission offset purposes. It also provides for water quality improvements through stormwater management and biodiversity enhancement.</p>



## 4 Consultation and Engagement

67. Consultation has been undertaken with Rangitāne, key agencies/stakeholders and the wider community throughout the development of the Structure Plan and the plan change.

### 4.1 Iwi engagement

68. Engagement has been undertaken with Rangitāne throughout preparation of Proposed PCG, and has involved group hui, individual hui, and the provision of written material.

69. The CIA was also received from Rangitāne in 2020, which is included in Appendix 6. The CIA provided an overview of the long-standing association Rangitāne has with Aokautere and its significance to them, potential effects of Proposed PCG on the cultural values of the Aokautere landscape, and recommendations on the plan change.

70. Key planning issues for Rangitāne are set out below, along with the planning response to date:

**Table 4: Rangitāne planning issues raised and responses**

<p>Restoration works: While supportive of the restoration works to enhance biodiversity in the plan change area, Rangitāne request that they are offered their own opportunities to undertake restoration in the area, and for a mana whenua representative to be included on the Green Corridors committee to ensure restoration is being undertaken in a culturally appropriate manner.</p> <p>Rangitāne also requests that their native species records are used to inform planting of reserves and restoration of gullies, with any seeds sourced from appropriately proximate locations to the plan change area. They seek to be involved in any process including translocation of species into the plan change area.</p>	<p>Chapter 15, Policy 1.7 encourages the involvement of tangata whenua, landowners, and the wider community in initiatives to protect, restore, and maintain areas of indigenous vegetation.</p> <p>The Council will continue to work with Rangitāne across a range of non-regulatory measures, including restoration planting.</p>
<p>Affordable housing: Rangitāne requests that the Council demonstrate how the proposed structure plan will support provisioning of affordable housing in the City.</p>	<p>The range of housing typologies and densities enabled under Proposed PCG should assist with affordability. The release of land for development will also address housing scarcity/demand with local benefits for affordability.</p>
<p>Stormwater: Rangitāne seek that direct stormwater discharges to gully systems are avoided and that stormwater is appropriately managed to avoid new adverse effects on the gully systems.</p>	<p>The stormwater strategy provided for in the Proposed PCG provisions manages effects on the gully systems. Among other things, these provisions set out a need to avoid overland discharge down gully slopes, with all run-off discharge managed in a way which</p>

	should not result in adverse effects on the gully network.
Accidental archaeological discovery: Rangitāne request inclusion of their Accidental Archaeological Discovery Protocol as a part of any earthworks consent, for a cultural monitor to be on site during initial earthworks, and to be part of the induction process for workers.	Rangitāne’s archaeological discovery protocol (ADP) requirements have been expressly provided for and are required as part of earthworks plans needed for subdivision and development within the plan change area. An applicant must also address how tangata whenua and cultural monitoring have been accounted for in discussions on any ADP.

## 4.2 Landowners

71. PNCC has engaged with the three landowners who own the developable land within Aokautere at various times throughout the plan change process, including in the initial stages in 2018, in 2019 when feedback was sought on the Structure Plan, and to varying degrees over 2021 and 2022 with discussions around some specific issues. Prior to that the landowner feedback was also accounted for as part of the masterplan process when responding to stakeholder and community feedback. This is discussed in sections 4.3 and 4.4 below.
72. There is broad support for residential housing capacity within Aokautere, with the landowners seeking the ability to develop their land for residential housing as a soon possible; supported by a more enabling District Plan with the ability to intensify, as necessary.
73. One landowner has also raised the possibility of a retirement village locating within the Residential zone, near the proposed local business zone and on land that was proposed to accommodate medium density development under the Structure Plan.
74. Council has engaged with the landowner over whether a retirement village could be incorporated into the plan change, without compromising underlying principles/outcomes sought for the plan change. Construction of a retirement village in the location and manner proposed by the developer is not supported as it reduces the quality of the resulting urban form, and risks undermining the viability and vibrancy of the neighbourhood centre. However, a retirement village which successfully integrates with the Aokautere Neighbourhood Centre could be accommodated within the site proposed by the landowner if developed in a manner which has regard to the Aokautere Structure Plan, including the required roading network, and the specific requirements of the Aokautere Neighbourhood Centre Precinct Plan.
75. An alternative option (as reflected in the Aokautere Structure Plan (Map 7A.4)) – the Retirement Village Option - has been proposed whereby the retirement village would be located in a manner which positively fronts and integrates with the Aokautere Neighbourhood Centre and in a manner consistent with the related Precinct Plan (Map 7A.4C). This will ensure that the retirement village supports a vibrant Neighbourhood Centre, with urban character and built form that encourages the walkable catchment (and beyond) to access the centre. The Retirement Village Option could create up to a further 104 housing units within

the Aokautere Residential Area. Otherwise, if the Retirement Village Option is not pursued, the Structure Plan provides for mixed use apartments and medium density housing in and around the Neighbourhood Centre, with a very similar overall housing yield for the area.

### 4.3 Key stakeholders

76. Key stakeholder engagement on the residential development of the Aokautere growth area was initiated as part of the development of the Housing Strategy and the Structure Plan (and related Masterplan process) and has been ongoing with several agencies until the point of notification. Engagement has taken place with the Regional Council and Waka Kotahi in the form of individual and group meetings, and through the circulation of key documents including the Structure Plan, draft Masterplan, and some of the key technical reports.
77. The Ministry of Education has also been consulted on the proposed plan change; however, a site which had been identified for a new potential school was ultimately not pursued by Ministry officials. Another site was selected in the vicinity of the Aokautere Residential Area which will still service the projected growth for the area.
78. Key issues and the planning response are set out below:

**Table 5: Horizons planning issues raised and responses**

<p>Stormwater management will need to be carefully considered, as the topography of the plan change area may cause erosion if stormwater is discharged over land. Stormwater flows into the gullies should also not exacerbate flooding issues downstream. There should be no discharge to any rare, at risk or threatened habitat.</p> <p>Horizons encourages stormwater infrastructure to be integrated with other infrastructure and land use (including on-site mitigation measures to control run-off and managing onsite permeability).</p> <p>Development should be located away from areas prone to surface ponding.</p>	<p>These matters have been addressed in the stormwater strategy (see Appendix 11) and related plan provisions. These provisions involve avoidance of effects and management of stormwater through a mandatory stormwater management plan.</p>
<p>Horizons encourages PNCC to manage water in a manner responsive to climate change.</p>	<p>PNCC manages water in a responsive manner, with planning underway, and funding available for, the provision of an additional water reservoir in Turitea to provide for the long-term water supply needs of Aokautere. See paragraph .</p>
<p>Biodiversity protections will be required for known sites and may include others.</p> <p>Further loss of indigenous biodiversity, or lack of enhancement through urban development is</p>	<p>An ecological assessment has been undertaken for the plan change area (see Appendix 7). The provisions of Proposed PCG seek to achieve active protection of ecological and biodiversity</p>

an issue that would need to be addressed to be consistent with the provisions of the One Plan.	values of the gully network, wetlands, and any significant natural areas.
Housing density needs to encourage energy efficient development.	Designed for and achieved through the lot layout provided for in the provisions and shown on the Structure Plan, and through the promotion of a variety of modes of transport.
The transport network should accommodate public transport, with PNCC ensuring that issues with the manoeuvrability of buses are planned for and avoided.	Buses are accommodated throughout the plan change area. The Transport Report (Appendix 5) records that the proposed collector road network within the Structure Plan has been designed with the possibility of accommodating a bus route. There will be flexibility to determine appropriate bus routes and bus stop locations when there is sufficient demand to make these services viable.
Consideration should be given to protecting LUC Class 1, 2 and 3 soils for productive uses to align with the One Plan and draft National Policy Statement for Highly Productive Land.	This matter is discussed in section 3.2 of this Report.

**Table 6: Waka Kotahi planning issues raised and responses**

<p>State Highway 57</p> <p>The intersection of State Highway 57 and Turitea Road is considered a risk, and safety improvements may be required</p> <p>Council should consider of upgrades to accommodate pedestrian needs for the crossing of State Highway 57.</p> <p>Improvements to SH57 generally may be required to accommodate growth and to address current Level of Service Deficits, including lack of active mode facilities and severance issues being created by the state highway in Aokautere.</p>	<p>Consultation with Waka Kotahi is ongoing.</p> <p>Council has endorsed in principle the recommendations of Ms Fraser’s Transport Report (Appendix 5) for upgrade of the intersections identified within stipulated timeframes in order to accommodate growth and development in the plan change area and to address the current level of service for Aokautere.</p> <p>As noted elsewhere in this Report, Council has resolved to prepare work programs for these improvements, to inform planning for the LTP, and to also progress discussions with Waka Kotahi around funding and timing of the State Highway intersections.</p>
<p>A traffic impact assessment needs to identify wider network effects to consider whether intersection treatments are required to ensure the ongoing safe and efficient operation of the network</p>	<p>A traffic assessment has been completed (see Appendix 5), with Ms Fraser’s review informing the Structure Plan’s development and the formation of the plan provisions</p>

	regarding safe and efficient operation of the transport network.
Any transport network upgrades should be signalled in the structure plan so that they are understood by plan users	Key recommendations of the assessment contained within the Transport Report (Appendix 5) have been incorporated into the policy/rule the framework of the Proposed PCG. This includes a performance standard which sets out triggers for certain works, whether before any development, or when service reaches a certain level, necessitating action.

#### 4.4 Community

- 79. At a general level consultation has been undertaken as part of PNCC’s housing strategy planning, including the work that led to identifying Aokautere as a growth area for the City.
- 80. More targeted consultation with the community was undertaken regarding residential development within the Aokautere Structure Plan area in 2019. This included a Council-run public information session, with 65 people in attendance.
- 81. The outcomes of this engagement informed the preparation of Proposed PCG. In particular, the following issues were addressed through the Structure Plan, proposed provisions, and the accompanying technical work:

**Table 7: Community planning issues raised and responses**

<p>Geotechnical</p> <p>There are concerns from multiple residents that a former gully has been filled in with loose materials and is not stable, and that a geotechnical assessment needs to be undertaken before any development takes place on the site to ensure that neighbouring properties are not affected.</p> <p>The stability and suitability of much of the land within the Structure Plan area was questioned, with some residents concerned that much of the area is not suitable for development.</p>	<p>The Council’s Geotechnical Report (Appendix 9) indicates that some areas will need site specific assessment but confirms that the area can conceivably be developed.</p> <p>The Structure Plan is supported by the geotechnical report and the plan provisions are a reflection of the advice set out that report. The areas where development is subject to potential natural hazards have been clearly signposted in Proposed PCG, and the policy/rule framework of the plan change addresses those hazards by imposing a more stringent activity status, geotechnical assessment requirements and, as appropriate, implementation of mitigation/engineering solutions.</p>
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<p><b>Stormwater</b></p> <p>Concern over the ratio of impermeable vs permeable site coverage specifically on the higher density housing, and what rules the council may have in place for this.</p> <p>Concern regarding the effects of increased stormwater on the areas outside of Aokautere, especially those that already struggle with large amounts of run-off.</p>	<p>These matters are addressed in the Stormwater Management Strategy Report (see Appendix 11), which accounts for development in accordance with the density proposed within the Structure Plan. It will encompass all development within the Structure Plan area. It is therefore expected that the stormwater strategy will compensate for differences in approach taken in prior development through a holistic management approach. Plan provisions require a Stormwater Management Plan to be lodged with Council before development proceeds, with the plan having to address a number of matters which collectively ensure that effects of stormwater are appropriately managed.</p>
<p><b>Transport</b></p> <p>Concerns raised regarding Aokautere Drive and whether it could handle the increased traffic volume, as residents have stated that it is already at capacity in many regards, including the danger of the Aokautere/Pacific Drive intersection.</p> <p>Concerns regarding Valley Views regarding its proposed extension and connection to the wider Aokautere Structure Plan area. Many residents on this road also have livestock and are concerned about the increase in traffic volumes and the effect this may have.</p> <p>Concerns regarding whether both the Valley views and Turitea Road thoroughfares are both needed, and how the Turitea Road connection may be more viable than extending Valley Views.</p> <p>Concerns regarding the viability of building higher density housing far away from the proposed shopping centre and school, and the reliance on private transport that this may create with these residents.</p>	<p>These matters are addressed in the Transport Assessment (Appendix 5) and are reflected in the Structure Plan and associated plan provisions.</p> <p>Upgrades are required in some cases before development, and those upgrades are supported by the provisions through activity status and rules.</p> <p>The proposed roading network, as far as possible, has had regard to feedback around proposed extensions and connections through the Aokautere Structure Plan area. The traffic assessment specifically considers, and makes recommendations in respect of, the Valley Views and Turitea Road connections.</p> <p>The proposed Aokautere Neighbourhood Centre included as part of the Structure Plan, as well as well-connected public transport and walking/cycling facilities, will assist with avoiding excessive private car travel for residents of the plan change area.</p>

<p>Concerns regarding the viability of the potential bus route in the Plan, and whether it covers enough of the area to ensure it can be used by all residents.</p> <p>Concerns about houses directly adjoining Aokautere Drive, and the potential for yard setbacks from the carriageway.</p> <p>The potential effects of the new gorge route via Fitzherbert East Road and Aokautere Drive on this intensified residential development.</p>	<p>Provision for public transport has been made in line with expert transport recommendations (see Appendix 5).</p> <p>The only proposed houses adjoining Aokautere Drive are at the end of the Adderstone Reserve/Abby Rd development where the proposed lots are set back 40m from the road due to Waka Kotahi noise setback requirements. There is also a significant level change with the lots in this area set well up above the road.</p> <p>A small reduction in traffic within the plan change area is expected following the opening of the gorge route in 2024. Additional transport capacity will be required regardless, which in some cases will be in response to development, and in others where transport levels of service drop below particular trigger levels.</p>
<p>Landscape/Amenity/Ecology</p> <p>Concerns regarding the visual impact of intensified residential development in this primarily rural area, and the impact this will have on the residents who prefer a rural setting. This concern was raised by several Moonshine Valley residents who look out over Aokautere.</p> <p>Queries raised about the safeguarding of the gully system and the overall amenity values of the area. People queried how Council will ensure the gully system is protected, and whether native planting and enhancement of the landscape would take place.</p>	<p>The policy framework of Proposed PCG is responsive to visual impact through proposed provisions. Although there will be inevitably some change to the existing environment with the change in use and density, the plan seeks to manage any effects wherever possible. These matters are addressed in the Landscape Assessment (Appendix 10).</p> <p>The proposed plan provisions provide for the eventual vesting of the gully network in Council, to protect ecological biodiversity values. The gullies will also be rezoned to conservation and amenity, with a view to their restoration and enhancement. The conservation and amenity zone provisions require the restoration protection and</p>

<p>Queries regarding the retention of public access into the gullies and creation of walkways and shared paths.</p>	<p>enhancement of the gully network; with earthworks also now the subject of a specific rule in the Conservation and Amenity zone. In addition, Dr Forbes has recommended areas for retirement, protection and restoration on the Waters Block. Where those areas are within the Structure Plan, they have been identified for future management purposes. Where there are areas of significant vegetation identified outside the Structure Plan area, they will be included in future reviews of the District Plan to address Significant Natural Areas.</p> <p>Strong linkages are created by the structure plan between the gullies, open spaces, the local centre and development. A narrative description and indicative layout can be seen in the Masterplan report (Appendix 4).</p>
<p>Water supply</p> <p>Concern regarding the water supply and its capacity in terms of the increase in number of dwellings and people.</p>	<p>PNCC has provision within the Long Term Plan for water supply for growth in Aokautere . The funding is primarily associated with the provision of an additional water reservoir in Turitea to provide for the long-term water supply needs of Aokautere. One reservoir is already operational, and the second reservoir is planned to be delivered in 2025/26.</p>
<p>Housing Design</p> <p>Concerns that the high-density housing could have a significant visual impact.</p> <p>Concerns that the higher density housing could become ‘student flats’, which would change the overall current demographic of the Aokautere area.</p> <p>Concerns regarding the affordability of the houses that will be built.</p> <p>Queries over the varying lot sizes that are proposed in the area, and justification sort for the location of these.</p>	<p>A strong urban design, high amenity focus has been taken with the design of the Proposed PCG. Planning controls will manage development within the parameters set out in the Structure Plan, to ensure cohesive, positive urban outcomes. These controls are explained in detail in the Urban Design Statement in Appendix 14.</p> <p>The Structure Plan will deliver an urban area through provision for residential densities, street typologies, and planning controls which inform on-site amenity, privacy, and access to open space and</p>



<p>Concerns regarding privacy due to the intensified residential development.</p> <p>Concern regarding the potential for houses to be built under power lines and pylons.</p>	<p>daylight. Again, see the Urban Design Statement in Appendix 14.</p>
<p>Reverse Sensitivity</p> <p>Concerns raised over the proposed encroachment of residential zoning on the boundary of rural land used for farming.</p> <p>Concerns from Valley Views residents regarding the impact of the potential increase in traffic on those who keep livestock and farm in the area. It was also highlighted that livestock cross the roads often when being transferred between paddocks, and their safety in relation to increased traffic flow and volume was questioned.</p>	<p>Noise reverse sensitivity has been addressed through an avoidance of the sensitive area (see the recommendations in Appendix 8) in preparing the Structure Plan.</p>

## 5 Proposed Plan Change G – Changes to the District Plan

82. Proposed Plan Change G seeks to rezone land contained within the area covered by the Aokautere Structure Plan. This involves introducing a new structure plan, alongside new objectives, policies and rules that apply specifically to the identified Aokautere growth area.
83. The plan change also seeks to ensure that resulting development is consistent with the vision and design outcomes sought by the Structure Plan, as discussed in detail in the accompanying Masterplan (Appendix 4) which was prepared to assist in implementation of the Structure Plan. The Masterplan has been referenced as a ‘Method’ in the District Plan and while a non-regulatory tool, Council officers are able to consider the Masterplan as part of any consenting process under section 104 of the RMA.
84. The resource management issues identified for Aokautere (see Section 2 of this Report) require careful attention. There is a pressing need to overcome a legacy of uncoordinated development and infrastructure in an area with well-defined landscape boundaries and topographical complexity, and with a highly valued gully network for environmental, cultural and social reasons. In light of these constraints and opportunities, the Council has developed a detailed and comprehensively planned Structure Plan for the Aokautere growth area.

### 5.1 Overview

85. Proposed Plan G consists of the following:
- (a) Rezoning land within the Aokautere Structure Plan area from Rural, Rural-Residential and Recreation to Residential, Local Business, and Conservation and Amenity Zones, while some land will remain/become Rural-Residential. See Section 1, Table 1.1.
  - (b) A proposed Aokautere Residential Area, governed by the Aokautere Structure Plan (defined to include Map 7A.4 through Map 7A.4G) to be inserted into the District Plan, with associated objectives, policies and rules added to Sections 7 (Rural) and 7A (Greenfields) for subdivision and to Section 10 (Residential) for use and development.
  - (c) A proposed Local Business Zone, with the addition of the Aokautere Neighbourhood Centre Precinct Plan (identified in Map 7A.4C) informing development of the centre, along with associated objectives, policies and rules added to Section 11 (Business).
  - (d) Rezoning of the gully network within the Aokautere Structure Plan to Conservation and Amenity zone, with the gullies to be vested at the earliest stage of subdivision), with the addition of supporting policies and rules into Section 15 (Recreation).
86. The Aokautere Structure Plan provides for two alternative options described in Section 2 above.<sup>6</sup> One option, the Adderstone Reserve Option, provides an alternative to the primary layout (the Primary Option, described in Part I, Section 2 above) on the Structure Plan, and involves a partial disposal and repurposing of Adderstone Reserve for housing. The Primary

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<sup>6</sup> At paragraph 1 the options are described as the Adderstone Reserve Option and the Retirement Village Option.

Option identified for the Structure Plan retains the existing extent of Adderstone Reserve. Whether or not the Adderstone Reserve Option will be an available alternative will not be known until the completion of a separate statutory process under the Reserves Act 1977.

87. The Adderstone Reserve Abby Road area is a large flat open space that has been held for reserve development pending the development of the Aokautere area. It was acquired in the absence of a broader structure plan for the entire area and since then it has been considered for junior sports field provision (in the early 2000s) but ultimately the need was not present in that location. The Parks and Recreation Servicing Memorandum (Appendix 13) has identified that the reserve could be partially repurposed to achieve broader strategic outcomes; in particular to accommodate the need for more housing, with retention and development of one (1) hectare of the reserve on the flat portion of Adderstone Reserve closest to Abby Road.
88. Given that any repurposing for housing requires consultation and decision-making under the Reserves Act 1977, Proposed PCG seeks to accommodate two options for Adderstone Reserve. Both options are presented through the Aokautere Structure Plan – the Primary Option at Maps 7A.4, 7A.4A, and 7A.4B and the Adderstone Reserve Option set out within Maps 7A.4E, 7A.4F, and 7A.4G. While providing for the possibility of further land becoming available through the repurposing process, it is notable that this section 32 assessment is not dependent on the outcome of the Adderstone Reserve Option, with both options able to work within the growth area. The final layout will be confirmed prior to hearing of the plan change.
89. The other alternative layout represented in the Aokautere Structure Plan is the Retirement Village Option (as described in Part I, Section 2 above), which is intended to provide opportunity for a different development scenario within the parameters of the Structure Plan while ensuring the key principles and intended outcomes of the Structure Plan (and Masterplan) process are achieved for Aokautere. In support of this alternative, a number of assessment criteria have been added to Section 10 of the District Plan, as discussed below.
90. A copy of the sections of the District Plan with proposed changes are in Appendix 1.

## **5.2 Objectives**

91. New or amended objectives have been proposed for Sections 7A, 10 and 11. The objectives are set out in Table 9 in Section 7 of this Report.
92. The objectives seek to ensure delivery of a well-connected, high-amenity suburban residential environment, with variations in density, lot type and typology, supported by access to a generous network of open space and reserves which will be protected and enhanced.

## **5.3 Policies, Rules and Methods**

93. New policies and rules have been proposed to:
  - (a) Provide opportunities for differing densities and types of housing by introducing specific Medium Density areas, in addition to the Suburban Low Density areas.

- (b) Ensure delivery of a high amenity, connected neighbourhood centre which is well positioned to support walking, cycling and public transport, with the view to supporting community needs and the growth of higher density housing over time.
- (c) Recognise the ecological, indigenous biodiversity and landscape values of the gully networks within Aokautere and afford protection of those values through management of effects, and a focus on protection, restoration and enhancement.
- (d) Ensure stormwater management achieves hydraulic neutrality through the development and that there is no increase in stormwater effects on surrounding areas. Related to this is the establishment and management of a 5m no build setback from the gullies to provide for stormwater management for the area.
- (e) Avoid adverse effects on the gully network.
- (f) Effectively manage natural hazards and earthworks.
- (g) Set appropriate bulk and location standards which recognise the intended future state of residential areas including character and amenity values.
- (h) Set built form and amenity-based standards that define minimum living environments outcomes in the subdivision and residential development sections.
- (i) Discourage activities, including non-residential activities, which will have an adverse impact on the character and amenity of the Aokautere Structure Plan, including the Aokautere Neighbourhood Centre.
- (j) Ensure access to the transport network, including public transport and active transport, in subdivision design and development through policies; as is connection to the gully and reserve open spaces, including the recreational trails.
- (k) Require key infrastructure in advance of development, including stormwater infrastructure and operational infrastructure to address safety concerns, and in other cases, transport works will be required when levels of service are met.

94. The above matters are not intended to be exhaustive and should be read alongside the proposed changes set out in Appendix 1, and as further evaluated below in Section 8.

#### **5.4 Rules**

95. Subdivision in the Aokautere Rural Residential Area (Section 7) and Greenfields Residential Area (Section 7A) is a Restricted Discretionary Activity, subject to a range of performance standards being met. Those standards reflect the policy matters set out in Section 5.3 above.
96. Subdivision in a Rural-Residential Area that does not comply with the Aokautere specific performance standards become a Non-Complying Activity (R7.15.4.1). Subdivision in a Greenfield Residential Area defaults to a Non-Complying Activity (7A.5.5.1) where it does not meet certain performance standards (relating to preparation of a Comprehensive

Development Plan, timing of the provision of infrastructure, lot size, water sensitive design, and transport network upgrade requirements); where it does not establish a 5 metre no-build setback as identified on the Aokautere Structure Plan; and/or where it does not provide for a neighbourhood centre in accordance with the Aokautere Neighbourhood Precinct Plan (Map 7A.4C). This reflects the importance of development occurring as contemplated by the Aokautere Structure Plan, for reasons set out in paragraph 84 and Part II, Section 2 above.

97. Dwellings, minor dwellings and accessory buildings in the Aokautere Residential Area are a Permitted Activity where they comply with the performance standards described in R10.6.1.5, including matters relating to height, setback, separation distance, site area and coverage, on-site amenity, fencing and developable land within the Aokautere Residential Area. Where permitted activity standards are not met buildings or structures within the Aokautere Residential Area become a Restricted Discretionary Activity under R10.6.3.2.
98. The exception is where the dwellings, minor buildings or accessory buildings are located within the medium density areas shown on the Aokautere Structure Plan in which case they fall to be assessed under the multi-unit residential development rules in R10.6.3.3 as a Restricted Discretionary Activity. Specific requirements are proposed to apply to the Aokautere Residential Area including with respect to avoidance of effects on the gully network, height, recession and setback requirements, and timing of transport network upgrade requirements. Where the dwellings, minor buildings or accessory buildings do not meet the standards in R10.3.3 they will be a Discretionary Activity.
99. Any dwelling, minor building and accessory building must be on “Developable Land” as defined under the District Plan otherwise it will be a Restricted Discretionary Activity. Proposed PCG defines Developable Land for the purposes of the Aokautere Structure Plan area by reference to proposed Map 10.1A. Under this approach development on Class C, D and E land will be considered as a Restricted Discretionary Activity, while development on class A and B (subject to other performance standards being met) will be permitted. The exclusion of Class C from what is defined as ‘Developable Land’ differs from the existing approach for Aokautere (Map 10.1) but is consistent with the Geotechnical Report prepared for Proposed PCG. The practical effect is that Class C, D and E land will be subject to geotechnical assessment prior to development, and as part of the resource consent process, with any recommendations (including site avoidance or mitigation) needing to be followed.
100. Changes relating to non-residential activities in Section 10 of the District Plan (specifically R10.7.4) relate to retirement villages (R10.7.4.6) in a Greenfield Residential Area. Any proposed retirement village would be assessed with regard to its location within any relevant structure plan and/or precinct plan, whether roading network has been provided in accordance with any relevant structure plan and/or precinct plan, how it integrates with any Local Business Zone, a number of specific design outcomes and principles, and the availability of infrastructure, including for the Aokautere Residential Area, necessary transport infrastructure. Where new retirement villages in the Aokautere Residential Area are not located and developed in accordance with the Aokautere Structure Plan they will be a Non-Complying Activity pursuant to a proposed new rule, R10.7.5.3.
101. Activities within the proposed Local Business Zone are permitted subject to the permitted standards in R11.10.2 being met including proposed standards for the Aokautere

Neighbourhood Centre relating to signage and residential activities being above ground floor level. Where residential activities are proposed at ground level in the Aokautere Neighbourhood Centre the activity becomes a Non-Complying Activity under R11.10.5. In all other respects where the activity does not comply with the R11.10.2 it would fall to be assessed as a Restricted Discretionary Activity under R11.10.3.1 of the District Plan.

102. The construction, alteration of, or addition to, buildings in the Local Business Zone is a Permitted Activity where performance standards are met, including specific standards proposed as part of Proposed PCG for the Aokautere Neighbourhood Centre relating to floor area and density, building height, building frontages, verandas, shop fronts and glazing, and consistency with the Aokautere Centre Precinct Plan (Map 7A.4C). If these standards are not met, the activity will default to a Restricted Discretionary Activity under R11.10.3.3. The exception is where the construction, alteration of, or addition to, buildings does not meet the performance standards relating to site density (for residential use) and compliance with the Aokautere Neighbourhood Centre. In that case, the construction, alteration of, or addition to, buildings will be Non-Complying Activities under R11.10.5 of the District Plan.

## **5.5 Maps**

103. Proposed PCG amends and introduces a number of maps as explained in Section 3.2.

## **6 Evaluation of Alternatives and the Preferred Option**

### **6.1 Introduction**

104. Section 32 of the RMA sets out the requirements for preparing and publishing plan change evaluation reports. A proposed plan change needs to be evaluated in terms of:
- (a) Whether its stated objectives are the most appropriate way to achieve the purpose of the RMA.
  - (b) Whether the proposed provisions are the most appropriate way to achieve this objective/s by:
    - Identifying other reasonably practicable options for achieving the objectives.
    - Assessing the efficiency of the provisions in achieving the objectives.
    - Summarising the reasons for deciding on the provisions.
105. Section 32(2) requires the benefits and costs of implementing provisions to be assessed in terms of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. If practical, these benefits and costs should be quantified.
106. In this report, 'most appropriate' has been interpreted to mean 'suitable, but not necessarily superior'.<sup>7</sup> This means that the most appropriate option does not need to be the most optimal or best option, but it must demonstrate that it will meet the objectives in an efficient and effective way.

### **6.2 Scale and Significance**

107. Under s32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal. The level of detail undertaken for this evaluation has been determined by an assessment of the scale and significance of the environmental, economic, social and cultural effects anticipated through introducing and implementing the proposed provisions. There is a degree of subjectivity about this evaluation, and its primary purpose is to broadly determine the level of analysis required for the proposed plan change. It is not intended to be an economic cost-benefit analysis although it will help determine if one is required.

Key considerations that informed this assessment included:

- (a) The reasons for the change;

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<sup>7</sup> *Rational Transport Soc Inc v New Zealand Transport Agency* HC Wellington CIV-2011-485-2259, 15 December 2011.

- (b) The resource management issues being addressed by Proposed PCG;
- (c) The degree of change from the Status Quo;
- (d) Who and how will be affected, and when.
- (e) Degree of impact on, or interest from iwi/Māori;
- (f) The geographical scale of impacts;
- (g) The types of effects; and
- (h) The degree of policy and implementation risk, or uncertainty.

108. Based on this assessment the scale and significance of the proposed provisions are considered to be moderate-high for the following reasons:

- (a) Proposed Plan Change G is a response to higher order documents and national direction (the NPS-UD) and local resource management issues (refer Part II, section 2 of this Report) that seek to provide additional housing capacity to meet growing demand in the City. This will go some way to resolving the resource management issue around housing supply, by providing for greater capacity and housing choice and to provide for growth in a comprehensively planned manner. In this regard, it also implements non-statutory planning initiatives including the City's Housing Strategy.
- (b) Proposed development seeks to protect the unique qualities of the area – seeking to protect and enhance the Aokautere gully network and its valued ecosystems – consistent with higher order direction (national and regional) around freshwater and biodiversity.
- (c) The proposed plan change involves changes to the District Plan (across a number of sections) which are largely specific to Aokautere, however, they are based on an existing structure plan approach introduced through section 7A of the District Plan. The changes will not significantly impact on other rural-residential, residential or greenfield areas within the City. Further, they do not represent a significant change in approach to greenfield development (under section 7A), particularly at the level of objectives and policies.
- (d) The geographical area and effects of the plan change are largely limited to Aokautere. While the supply and choice of housing has a high level of interest in the City generally, there are only three landowners with private land directly impacted by the Structure Plan proposals. Changes to other provisions have broader effect, although they involve amendments to existing policies regarding subdivision (requirements for a comprehensive development plan, for example), or deletion of unnecessary requirements (parking in light of the introduction of the NPS-UD, for example).
- (e) Rangitāne have a significant interest in how Aokautere is developed, particularly with regards to the gully network, and also the supply, choice and affordability of housing.



- (f) The effects of Proposed PCG will be ongoing from the date the Schedule 1, RMA process commences through notification of the plan change.
- (g) When considering effects, there will be positive impact on the social and economic wellbeing of the community, particularly in relation to housing supply and housing choice. There will be a range of permanent effects on the character and amenity of the area, which will be managed through the Structure Plan and the outcomes it seeks to achieve, as well as protection of the gully network in Aokautere over the long term. There will be a range of permanent effects on infrastructure and services and community centres and open space. Overall, there will be a positive impact on Part 2 matters, with the plan change assisting the Council in achieving its obligations under ss 7(b) and 7(f).
- (h) The proposed provisions provide clearer direction on the outcomes sought and therefore greater certainty for landowners / businesses and plan users. There remains an element of risk around landowner reaction to elements of the Structure Plan approach, as well as timing of upgrade works to support the anticipated growth need to be addressed through the Long Term Plan and planning for staged growth through the proposed provisions.

109. Overall, a high level evaluation of these provisions has been identified as appropriate.

### **6.3 Quantification of Benefits and Costs**

110. Section 32(2)(b) of the RMA requires that if practicable, the benefits and costs of a proposal are quantified. Significant work has been undertaken to understand the impacts of the proposed plan change and to shape the provisions. This includes, but is not limited to, retail assessments, development capacity assessments and infrastructure modelling. However, it would be costly and time consuming to quantify all benefits and costs of the proposal. There are also many social benefits to Proposed PCG that are difficult to monetise or quantify. Therefore, specific quantification of the benefits and costs in this report is considered neither necessary, beneficial nor practicable. Instead, this Report records an appropriate and fulsome evaluation of Proposed PCG on a qualitative basis and identifies more generally where any additional costs or cost may arise as a consequence of the plan change.

### **6.4 Evaluation Approach**

111. Sections 7, 8 and 9 below assess the appropriateness of objectives, analyses options for achieving the objectives, and evaluates the proposed provisions for the preferred approach. A tiered approach has been undertaken because Proposed PCG seeks to amend and add objectives and policies (to varying degrees) to sections 7, 7A, 10, 11 and 15 of the Plan.

112. Three principal options were considered in developing Proposed PCG, with a fourth option being a variation (or enhanced version) of one of the primary options. These include:

- (a) Maintain the status quo with a mixture of rural and rural-residential zoned land, and with residential development a non-complying activity within the Rural zone.

- (b) Rezone the Aokautere Structure Plan area and introduce the Aokautere Structure plan and rely on the operative greenfield and residential provisions for managing residential development within Aokautere.
- (c) Rezone the Aokautere Structure Plan area to Residential and introduce the Aokautere Structure Plan, with specific Aokautere provisions (objectives, policies and rules).
- (d) Enhanced version of Option (c) with the Aokautere Structure Plan introducing a mix of residential, business and conservation and amenity zones, including a Neighbourhood Centre Precinct Plan and Aokautere specific provisions (objectives, policies and rules).

113. Each of these options is assessed below.

114. The evaluation demonstrates that the preferred option is Option D, which involves adopting the existing district plan approach for subdivision in Section 7 (rural-residential) and Section 7A (greenfield) and incorporating a specific mixed use Structure Plan for Aokautere, including residential, local business and conservation and amenity zoning of land, and related objectives, policies and rules. This approach achieves the purpose of making additional land available for 'greenfield' housing development in Aokautere in an efficient and effective way.

**Table 8: Analysis of Options**

Options	Costs	Benefits	Efficiency & Effectiveness
<p>Option 1 - Maintain the status quo for the growth area with a mixture of rural and rural-residential zoned land, with residential development a non-complying activity</p>	<p>Plan provisions are unresponsive to current and future housing demands and have created inconsistent environmental outcomes.</p> <p>The focus of the rural zone is on retaining land for primary production and looks to protect larger landholdings by avoiding fragmentation. This approach is not consistent with urban development in line with NPS-UD expectations. There would also be continued uncertainty about residential development within a rural environment.</p> <p>Would not provide the housing capacity required to address housing demand and meet population growth. There would be limited ability, if any, to address housing choice, density, affordability.</p> <p>The area would continue to be developed in an ad hoc manner through individual consent applications, with inconsistent urban design and environmental outcomes for the area.</p> <p>Gully network would not be specifically protected, with related cultural and social costs.</p> <p>Consenting (related to activity status), implementation and compliance costs would continue for landowners and Council.</p>	<p>No plan change costs for Council.</p> <p>No additional infrastructure costs to service the area.</p> <p>Retention of primary production focus in use of land.</p>	<p>It would not be effective on delivering on Council’s strategies and the RPS. It also does not satisfy the requirements of the NPS-UD in that it would not enable a variety of housing types to be provided or contribute to a well-functioning urban environment.</p> <p>It would result in a lower yield of houses and an inefficient use of land. It would not be effective in realising the full development potential of the land</p> <p>This option would not create a compact urban form and deliver on public transport services.</p> <p>It would not address the Masterplan process which has been used as a planning tool to develop the integrated approach to development of the Aokautere growth area.</p>
<p>Option 2 - Rezone the</p>	<p>Requires a plan change process to re-zone the land; with associated costs.</p>	<p>Residential activities are specifically provided for and anticipated and</p>	<p>Efficiency in that it would be simple plan change with rezoning only.</p>

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<p>growth area to residential and rely on the existing section 7A greenfield provisions to manage residential growth.</p>	<p>Will not accommodate the local neighbourhood centre with rezoning of only residential land. This creates uncertainty over whether a neighbourhood centre will be delivered for the Aokautere growth area.</p> <p>Will not provide for the different density outcomes (including medium density through the multi-unit criteria), which will limit housing typology, choice and affordability.</p> <p>Uncoordinated, ad hoc development would continue through unrelated consent applications, likely resulting in greater adverse effects on the environment, including the absence of, or limited connectivity, to other areas.</p> <p>Provisions will not account for greenfield development in the particular location/topography/existing environment of Aokautere, including with regard to natural hazards (developable land), the protection of the gully network and cultural values if accidental discovery protection is not championed through new provisions.</p> <p>Is unlikely to be infrastructure ready and the provisions will not enable the Council to manage this going forward.</p>	<p>therefore this option will more readily enable residential development.</p> <p>Supports the intent of the NPS-UD, although not with regard to density.</p> <p>Will respond to demand for residential housing, although not to the density and yield that is anticipated by Council’s strategies and higher order documents (including the NPS-UD).</p> <p>Generally, provides a continuation of the District Plan approach which offers some certainty to plan users.</p> <p>Better consenting certainty for developers, with cost advantages.</p>	<p>Without the Aokautere specific provisions the residential zone not provide sufficient guidance with regards to specific characteristics of the area and the identified resource management issues. Including in this case, the identification and management of natural and ecological systems (the gully network); natural hazards; the location of the local business zone; the level and location of residential densities; the development of the street pattern and transport network having regard to the local environment; and the urban form of the neighbourhood.</p> <p>Some efficiencies in consenting processes, although the provisions are not going to be effective in dealing with Aokautere specific issues as they are too general in nature and do not inform the outcome for the particular area.</p> <p>Inconsistency with recent plan changes in the City which have adopted specific structure plans with targeted management of effects in the particular areas.</p>
<p>Option 3 - Rezone the growth area to residential and introduce a</p>	<p>Requires a plan change process to re-zone the land and introduce the Structure Plan and associated provisions; with associated costs for Council, landowners, and third parties.</p>	<p>Provides for higher density development in comprehensively planned locations with provisions that are tailored to the area thereby ensuring that density and use is</p>	<p>Introduction of a Structure Plan and provisions designed for Aokautere will provide more certainty to the community about how the area will develop.</p>

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<p>structure plan and Aokautere specific provisions (objectives, policies and rules).</p>	<p>Cost of being infrastructure ready</p> <p>Enabling greater housing density and variety will change the rural environment over time. It is noted that the landscape is already modified in many places and higher density is located carefully to mitigate effects.</p> <p>Loss of flexibility in achieving density and requiring roading connectivity</p>	<p>appropriate to the local context and identified constraints.</p> <p>Provisions would be able to address desired amenity values and specific urban design principles for the areas, incorporating the Structure Plan.</p> <p>The design and density of urban residential development anticipated by Council’s strategies, and higher order documents (including the NPS-UD) will be more directly provided for.</p> <p>Greater consenting certainty for developers, which creates efficiencies in consenting and related costs. Also, greater direction for Council officers in dealing with proposals for development of the growth area.</p> <p>Promotes integrated, connected development that delivers the high quality environmental and design outcomes.</p> <p>Access to open space has cultural, recreational, and social benefits.</p> <p>Medium density areas will bring benefits relating to the efficient use of land.</p>	<p>This option supports positive urban design outcomes and includes provisions to protect residential amenity. It also allows people to choose to live in a range of housing types depending on their lifestyle.</p> <p>Greater effectiveness in meeting national, regional and district policy direction.</p>
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		Better addresses cultural effects given the management of the gully network, earthwork and hazard controls, etc.	
Option 4 – Enhanced version of Option 3 with provision for mixed use	<p>As above for Option 4.</p> <p>Costs in management of gullies over the longer term.</p> <p>The Local Business Zone takes up land which might otherwise be used for residential development.</p>	<p>As for Option 4</p> <p>Local Business Zone provides for establishment of services to meet the needs of the local community. Increased economic and employment opportunities through the introduction of Neighbourhood Centre, with increased density in close proximity.</p> <p>The proximity of medium density areas with the local business zone will encourage mode shift, the creation of more walkable environments, increased housing supply and the provision of more affordable housing options.</p> <p>Gullies protected through zoning and specific provisions.</p> <p>Revegetated gullies sequester carbon and enhance biodiversity.</p>	<p>As above but with greater effectiveness due to providing for people to live closer to a local centre, and close to amenities, parks and public transport. It also enables the protection and restoration of the gully network and the avoidance of effects on the highly valued ecosystems.</p>

## **7 Appropriateness of Objectives**

115. This section of the report evaluates the proposed objectives as to whether they are the most appropriate to achieve the purpose of the RMA. The valuation has had regard to factors such as relevance, usefulness, reasonableness and achievability, in assessing the objective against higher order documents and the purpose of the RMA, being sustainable management.
116. Collectively, the objectives will ensure integrated development in accordance with the RPS, while protecting and maintaining the natural landscape features of the area that the community value. The objectives seek to provide a sustainable supply of land for current and future housing needs in a manner that protects and enhances amenity values, incorporates walkable neighbourhoods providing local services/facilities, requires water sensitive urban design, and provides opportunities for enhancement including through restoration of the gully network.
117. In combination with the existing District Plan framework, the proposed objectives provide a robust and sustainable direction for the Aokautere growth area that is based on the framework of the RMA, along with the RPS and the NPS-UD. The below evaluation confirms that the proposed objectives are the most appropriate to achieve the purpose of the Act.

**Table 9: Appropriateness of Objectives**

Objective No.	Objective	Consistency with higher order direction	Achieving purpose of Act – Part II
<b>SECTION 7 Subdivision: 7 – Objectives and Policies</b>			
3	<p>To ensure that subdivision of land and buildings in rural areas is consistent with the integrated management of the use, development and protection of land and other natural and physical resources and</p> <p>...</p> <p><b><u>Requires development to be in general accordance with any relevant Structure Plan</u></b></p> <p>...</p> <p><b><u>Protects, restores and</u></b></p>	<p>This amended objective gives effect to higher order planning documents, including the NPS-UD in that it is focused on achieving a well-functioning urban environment. This is because it directs a range of housing choices, supported by a local centre, open space, and transport infrastructure.</p> <p>It also gives effect to the RPS requirements around integration of land use and the provision of infrastructure.</p> <p>The objectives assist the Council with giving effect to the NPS-UD, as they provide opportunities for land to be developed in a way that enables and encourages a range of housing types, while protecting the natural environment that the development occurs within. Management of where development is to occur relative to the gully network through the Structure Plan will preserve the land resource for future generations, particularly once vested in Council for conservation and amenity purposes.</p>	<p>The objectives achieve the purpose of the Act by seeking to reduce the impact of residential development on the natural environment, while providing for people’s social and economic wellbeing in releasing land for residential use.</p> <p>The objectives focus on protecting the gully network in Aokautere achieves the purpose of the Act (and gives effect to the RPS) by promoting the sustainable management of this unique Aokautere landscape and natural environment. It supports the maintenance and retention of the natural landscape features (the gully network and wetlands) that provide this area with its special character while allowing the remainder of the area to be developed for residential housing.</p>



Objective No.	Objective	Consistency with higher order direction	Achieving purpose of Act – Part II
	<u>enhances the gully network</u>		
<b>SECTION 7A Greenfield Residential areas: 7A.4 - Objectives and Policies</b>			
4	Stormwater management in the Greenfield Residential Areas is carried out in an integrated manner <u>which does not result in adverse effects on the environment.</u>	The amended objective requires infrastructure options to be implemented to ensure people and property are protected against the adverse effects of stormwater runoff. While this is an existing objective within the Plan, there is now a direct focus on the effects associated with stormwater.	<p>The objective achieves the purpose of the Act in that it enables development to occur while ensuring that the adverse effects of an increase in housing (specifically in respect to stormwater runoff) on the environment (which includes people and property) are avoided, remedied or mitigated</p> <p>This objective also achieves a matter of national importance outlined in Section 6(h) – the management of significant risks from natural hazards in that any stormwater solution for the area must achieve stormwater neutrality and avoid direct discharges to the gully network and manage risk of erosion/land stability.</p>
5	Subdivision in the Aokautere Residential Area provides for comprehensively designed development incorporating a range of residential areas with high-quality	<p>The objective is consistent with Council’s strategies to implement national direction and higher order documents, including the NPS-UD, through making additional land available for residential purposes within an area identified as a greenfield growth area for development. The area has already been signalled for rezoning through the Palmerston North City Growth Plan, and predecessor growth plans.</p> <p>The objective contributes to providing a balanced supply of residential housing and locational and density choice on Aokautere.</p> <p>The plan change is focused on utilising the land in the most efficient manner taking into account the special features and values of the</p>	The objective achieves the purpose of the Act (and gives effect to the RPS) by promoting the sustainable management of the natural Aokautere environment. It supports the maintenance and retention of the natural landscape features (the gully network and wetlands) that provide this area with its special character while allowing the remainder of the area to be developed for residential housing. This enables the owners of the growth area

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Objective No.	Objective	Consistency with higher order direction	Achieving purpose of Act – Part II
	<p>and diverse living environments, which are integrated with surrounding communities, landscape and natural gully systems, and supported by a local centre capable of meeting the day to day needs of the immediate neighbourhood.</p>	<p>Aokautere area, including the gullies. This is achieved by directing development occur at an appropriate intensity and scale, and in appropriate locations and ensuring that any adverse effects on the environment are avoided, remedied or mitigated through the Structure Plan and specific development control provisions.</p> <p>Infrastructure is available within the identified growth area and is able to be extended to provide for sufficient capacity or will be extended in accordance with the Long Term Plan and associated work programmes.</p>	<p>land to provide for their economic wellbeing while ensuring that future generations will benefit from conservation and amenity areas (gully network) protected, restored and enhanced as part of development of the land.</p> <p>It achieves the purpose of the Act by enabling a greater degree of housing choice with a range of densities, as well as supporting a local centre, which collectively provides greater opportunity for people and communities to provide for their wellbeing through accessing quality housing and business opportunities.</p>
6	<p>The natural values and ecological function of the gully system and natural features in the Aokautere Residential Area are protected from inappropriate subdivision, use and development</p>	<p>This objective provides for the protection, enhancement and restoration of the Aokautere gully network consistent with the indigenous biodiversity requirements of the RPS, and NPS-Freshwater, and NES-Freshwater.</p>	<p>This objective also achieves sustainable management by supporting the protection and enhancement of these natural resource features in a way which enables people and the community to provide for their social and cultural well-being; and by safeguarding the life supporting capacity of the natural ecosystems that the gullies and wetlands form part of. The cultural significance of the gully network and broader Aokautere area is also recognised.</p>

Objective No.	Objective	Consistency with higher order direction	Achieving purpose of Act – Part II
<b>SECTION 10 Residential Zone: 10.3 - Objectives and Policies</b>			
15	To ensure a high quality, integrated, and safe built form environment in the Aokautere Residential Area that reflects the scale, form and density of use and development within the Aokautere Structure Plan and is compatible with the surrounding environment	<p>The objective seeks to ensure that development of the Aokautere Residential Area occurs in a manner that will result in an urban form that provides for choice in the housing market, retains character and identity, demonstrates the principles of urban design, and takes into account the special character and amenity values of this area.</p> <p>Proposed PCG provides for appropriate density and development through the Structure Plan and other development controls proposed for the area. A specific focus has been on variety in section sizes to encourage different housing typologies within the residential area.</p> <p>The objective also seeks to create an environment that establishes a new urban residential area which utilises the special features and natural attributes of Aokautere and incorporates these into development, thereby retaining and enhancing the quality of the environment.</p>	<p>This objective seeks to achieve matters outlined in Section 7(b), (c) and (f) (the efficient use and development of natural and physical resources, the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment) by promoting a specific set of development control provisions, tailored to the Structure Plan, and different housing areas (suburban, medium density, rural-residential) that enable use of the land in an efficient manner while seeking to maintain and enhance amenity values (through the protection of the gully network) and creating a high quality and well connected environment. This ensures people and communities can provide for their social, economic and cultural wellbeing; while balancing the other factors within section 5.</p> <p>This objective also seeks to avoid, remedy or mitigate effects of activities on the environment - in that the set of development control provisions created for the new Zone will seek to manage effects (avoiding effects in some cases) and in doing so will create a high quality residential environment.</p>
<b>SECTION 11 Business Zones: 11.10.1 Local Business Zone - Objectives and Policies</b>			
6	To provide for an attractive, high amenity,	Providing for a variety of appropriate activities enables an area to evolve over time to the meet the needs of the local community. It will also	This objective meets Part 2 of the Act by allowing people and communities to provide for

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Objective No.	Objective	Consistency with higher order direction	Achieving purpose of Act – Part II
	<p>pedestrian focused Neighbourhood Centre that will service the Aokautere Residential Area and help to create a sense of place, while being integrated with the surrounding landscape, roading network, and pedestrian and cycle access.</p>	<p>facilitate higher density housing in the proximity of the centre. Close proximity to facilities that support residential activities assists in creating a more sustainable urban form – in terms of reducing travel distance, fuel usage and emissions. It reflects the intent of Policies 1 and 2 of the NPS-UD, for planning decisions to contribute to well-functioning urban environments that enable a variety of sites that are suitable for different business sectors, and to provide sufficient development capacity for business land over the short, medium, and long term.</p>	<p>their social, economic and cultural well-being in developing and operating a neighbourhood centre within the Aokautere Residential Area in a manner that contributes to a well-functioning urban environment, and avoids, remedies or mitigate the adverse effects of the activities while maintaining amenity values and the quality of the environment.</p>

## **8 Assessment of Proposed Policies and Rules**

118. This section of the Report evaluates the whether the Proposed PCG provision are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions. The assessment must identify and assess the benefits and costs of environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must if practicable quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter
119. The alternative to the Aokautere Structure Plan and specific Aokautere related provisions is no plan change -status quo - or another possible alternative, already addressed in Section 6.5 (and Table 8), being the introduction of the Structure Plan only (without Aokautere specific policies, rules and methods). These reasonably practicable alternatives are considered below however, the analysis in Table 8 of this Report is also relevant when evaluating the options.

### **8.1 Evaluation of Proposed Provisions (7, 7A, 10, 11 and 15 of the District Plan)**

120. In preparing this evaluation of the preferred option (Option D, as explained above) the following matters have been considered:
- The environmental, economic, social and cultural costs and benefits of the options;
  - The effectiveness of the options at addressing the issue, and achieve the purpose of the plan change and RMA;
  - The efficiency of the options at addressing the issue at the lowest cost and highest net benefit to all members of society;
  - Opportunities for economic growth and employment;
  - Overall appropriateness of the options; and
  - The risk of acting or not acting if there is uncertain or insufficient information
121. The detailed plan change provisions are set out in Appendix 1.
122. The technical input that has informed the evaluation of the proposed provisions is set out in Appendix 15 of this Report.

**Table 10: Evaluation of Provisions**

<p><b>Section 7 – Rural</b></p> <p>The following assessment relates to objectives in section 7 Subdivision relating to the Rural Zone, as set out in section 7.15, including amended Objective 3, which provides:</p> <p>To ensure that subdivision of land and buildings in rural areas is consistent with integrated management of the use, development and protection of land and other natural and physical resources and</p> <p>...</p> <p><u>requires development to be in general accordance with any relevant Structure Plan</u></p> <p>...</p> <p><u>protects, restores and enhances the gully network in Aokautere .</u></p>		
<b>Proposed Provisions</b>	<b>Benefits</b>	<b>Costs</b>
<p>New Policy 3.7 – requirements for subdivision in the Rural-Residential Area shown on the Aokautere Structure Plan – relating to compliance with the Structure Plan, design outcomes, amenity values, the natural gully system, roading, infrastructure, earthworks, and natural hazards (land stability, liquefaction, etc) and availability of consent notices.</p>	<p>Provision of a Structure Plan for this area will ensure deliverability of the transportation network in specified locations, which creates connectivity with the Aokautere Residential Area including through walking, cycling and recreational trails.</p> <p>Specific design principles will deliver well-designed subdivisions where rural character and amenity will be more readily maintained.</p>	<p>There may be development costs associated with implementing the design principles in the Rural-Residential Area identified on the Aokautere Structure Plan.</p> <p>There will also be costs in the reporting that may be required with regard to natural hazards and earthworks. It is noted that there are already geotechnical requirements within the District Plan for parts of Aokautere. Assessment of natural hazards may reduce yield and require a specific</p>

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	<p>The control and management of hazards, stormwater, earthworks and the effects on the gully network will have social, environmental and cultural benefits. Management of earthworks will ensure a well-designed environment. The requirement for an accidental discovery protocol (ADP) will have direct cultural benefits. Identification and avoidance and/or mitigation of natural hazards with controls over implementation will ensure natural hazards are managed in accordance with Part 2.</p> <p>Plan provisions relating to protection of the gullies and natural features (like wetlands) will protect ecological values where they exist in the Aokautere Rural-Residential Area.</p>	<p>design response within the development and on adjacent areas.</p> <p>There will be economic costs with the design and construction of a connected transport network.</p> <p>Managing the design of earthworks (with associated plans) may increase initial costs; however, there will be increased certainty over compliance, consenting outcomes, and management of cultural effects.</p> <p>There are economic costs associated with the identification (some of which has already occurred already through the work of Dr Forbes (see Appendix 7)) and protection of wetlands. The protection of these areas will reduce the area of developable land available.</p>
<p>New matters of discretion in Rule 7.15.2.1 (restricted discretionary rule for subdivision in the Aokautere Rural-Residential, Moonshine Valley Rural-Residential areas and the Rural Residential Overlay) – relating to compliance with any relevant Structure Plan, management of stormwater, availability of operational transport infrastructure in Aokautere, earthworks, and effects on the Aokautere gully network.</p>	<p>As above for Policy 3.7.</p> <p>The need for operational transport network infrastructure to be provided in advance of development commencing or at certain trigger points (level of service thresholds) will ensure the safety of road users, as per the transport recommendations of Ms Fraser (Appendix 5).</p>	<p>As above for Policy 3.7</p> <p>Economic and social costs if there is delay of housing being available due to the need for transport upgrades for local (PNCC) and Waka Kotahi controlled intersections.</p> <p>There will also be costs associated with the construction of the works required to support development; although these costs exist with any development to varying degrees.</p> <p>PNCC has recognised the need to fund and provide adequate infrastructure to support development of land in Aokautere with steps taken to prepare a infrastructure work programme to enable growth in Aokautere by September</p>

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		2022, to support changes to the Long Term Plan. The growth related costs will lie with the developer. However, PNCC has also undertaken to explore opportunities with Waka Kotahi for funding and co-funding of necessary transport infrastructure upgrades. The above costs are offset by the social costs if public safety is compromised by development occurring while the network is unable to accommodate it in a safe manner.
New performance standards in Rule 7.15.2.1 and related assessment criteria (described above) – relating to natural hazards (setbacks from the gully network in Aokautere, management of stormwater), and subdivision in the Aokautere Rural-Residential Area (compliance with the Structure Plan, design principles, and earthworks plans addressing matters such as slope and soil stability).	As above for Policy 3.7	As above for Policy 3.7
Addition to Rule 7.15.4.1 (Non-Complying Activities) to provide for subdivision which does not comply with the new Restricted Discretionary performance standard for subdivision in the Aokautere Rural-Residential Area.	Ensures a greater level of scrutiny with a full effects assessment to be completed where there is non-compliance with standards relating to specific outcomes sought for the Rural Residential area identified on the Aokautere Structure Plan. The activity status seeks to reflect the importance of the effects including natural hazards being managed by the proposed provisions.	Consenting costs and some uncertainty over approval of an application given the breadth of discretion available to Council. Less certainty for developers regarding consenting outcomes. Will require greater assessment and steps to address/mitigate any effects.
<p><b>Efficiency and Effectiveness</b></p> <p>The provisions are the most effective and efficient as they will avoid rural-residential development occurring in a fragmented, ad hoc manner, with a greater opportunity to take a co-ordinated and structured approach to subdivision and land use. This will allow greater consideration of management of</p>		



specific effects of the development. The management of earthworks will assist managing effects of natural hazards and development on the gully network. Managing the effects of natural hazards on the gully areas will ensure that development is enabled only where it can show that risk is not created or exacerbated. This is effective as it will ensure that these matters are considered as part of any consent process, ensuring the safety of occupiers.

**Economic Growth and Employment**

There are economic and employment benefits associated with subdivision including within the construction industry and professional services.

**Alternatives**

Status Quo

The existing provisions have resulted in land being subdivided in an ad-hoc manner that has fragmented landholdings. This has caused environmental, cultural and social effects. The provisions have not resulted in good public connection to the gullies, open space, or other development. There is also a lack of accessible community infrastructure. There has also been the ability to undertake extensive land modification that has resulted in a loss of natural character and biodiversity as a result of subdivision and development. The status quo provisions also do not address housing diversity or mixed use opportunities as required by the NPS-UD.

Rezoning, with Aokautere Structure Plan but no Aokautere specific provisions

The same issues arise as above, with the absence of direction regarding high amenity, integrated development, with the delivery of a safe and connected roading network, and protection of the gully network in Aokautere.

**Appropriateness in relation to relevant existing objectives**

The proposed provisions are appropriate when considering relevant existing objectives that relate to rural-residential development in a rural environment. These relate to (among other things) integrated management of development and effects, recognising the natural environment the development occurs in, and locating residential growth in planned growth areas.

**Decision on provisions**

The provisions are considered to be the most appropriate to give effect to the objectives.

**Section 7A – Greenfield**

**The following assessment relates to existing and new objectives in Section 7A**

**Objective 1 – Subdivision and development in Greenfield Residential Areas occurs in a co-ordinated and integrated manner**

**Objective 2 – Subdivision and development in Greenfield Residential Areas creates a high quality and diverse living environment**

**Objective 3 – Subdivision and development in Greenfield Residential Areas occurs in a manner that recognises the risk and effects of natural hazards**

**Objective 4 (proposed amendment) – Stormwater management in Greenfield Residential Areas is carried out in an integrated manner which does not result in adverse effects on the environment**

**Objective 5 (new) – Subdivision in the Aokautere Residential Area provides for comprehensively designed development incorporating a range of residential precincts with high-quality and diverse living environments, which are integrated with the surrounding communities, landscape and natural gully systems, and supported by local centres capable of meeting the day to day needs of the immediate neighbourhood**

**Objective 6 (new) – The natural values and ecological function of the gully system and natural features in the Aokautere Residential Area are protected from inappropriate subdivision, use and development**

Proposed Provisions	Benefits	Costs
<p>Amended policies to provide for vesting of land for Conservation and Amenity purposes as part of subdivision within structure plan (Policy 1.2), and to recognise environmental constraints of site (Policy 1.3).</p> <p>New Policy 1.4 ensuring provision of essential services and timing appropriate to location and intended use.</p>	<p>Environmental, social and cultural benefits are provided by identifying the gullies, and other areas of ecological and biodiversity value and seeking to protect them through vesting of land at an early stage of the subdivision process.</p> <p>The need to recognise environmental constraints of a site will ensure regard can be had to natural</p>	<p>There are economic costs associated with the provision of the gully network and setbacks (discussed later) for gully protection/stormwater purposes. The loss of land within the Structure Plan area is offset by the gullies being difficult to develop, if possible, at all, given the District Plan, One Plan and national direction around freshwater, natural features, indigenous biodiversity and earthworks. The economic costs</p>

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	<p>features, natural hazards, and any other features of the site relevant to development.</p> <p>Clear policy direction to ensure essential services are provided in advance of, or at the time of, development. The need to consider the adequacy and timing of infrastructure delivery is consistent with national direction, and the RPS.</p>	<p>also need to be balanced against the benefits for the community in protecting and enhancing the natural gully environment and consistency with the regulatory framework.</p> <p>There will be no additional costs regarding the requirement around essential services, as services need to be provided anyway.</p>
<p>Amended Policy 2.5 – additional criteria with regard to ensuring neighbourhood centres meet the needs of the community, by ensuring that they are also of a type and scape compatible with any relevant Structure Plan.</p>	<p>This criteria provides for neighbourhood centres to (as far as relevant) be delivered in a manner consistent with structure plans. The Centre and Retail Assessment (Appendix 12) confirms the importance of delivering the neighbourhood centre in the identified location to ensure its vitality and vibrancy as a centre. The environmental, cultural, social and economic benefits of developing a neighbourhood centre in accordance with a Structure Plan are canvassed in greater detail when considering the provisions proposed for Section 11 of the District Plan.</p>	<p>Use of a structure plan to identify the location of the neighbourhood centre reduces flexibility in delivery of the centre, which may result in economic and social costs. However, in this case, the Centre and Retail Assessment (Appendix 12) confirms that there are limited alternative locations, if any, within which a local centre could be provided in a viable manner within the Aokautere Residential Area.</p>
<p>New Policy 3.4 – requiring specific assessment of suitability of land for development in areas within Aokautere Residential Area</p>	<p>Environmental, cultural and social benefits arise from the identification of areas that are not suitable for development.</p>	<p>There will be costs associated with the assessment of land and where relevant development in accordance with specific recommendations, however, these costs would</p>

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		<p>have also likely been incurred with development under the current provisions.</p>
<p>New Policies 4.6-4.9 regarding the management of stormwater in the Aokautere Residential Area including through a Stormwater Management Plan.</p>	<p>These policies implement the overarching stormwater strategy including through the requirement to incorporate the stormwater detention areas and stormwater ponds in accordance with the Aokautere Structure Plan.</p> <p>The policies also ensures that stormwater rates are controlled and therefore reduces/avoids scour, erosion and flushing of streams and waterways. There is a clear avoidance requirement of direct discharge into the gullies. There would also be a reduction in contaminants contained within the stormwater.</p> <p>There are related social and cultural benefits from protection of the gully network from stormwater effects.</p>	<p>There will be increased costs to developments as a result of the need to incorporate mitigation measures into proposed development.</p> <p>There is reduced flexibility in delivery of stormwater management, with a more prescriptive approach. It is noted that the need to prevent further effects on the gully network necessitates this level of detail for this area.</p> <p>There would be environment and cultural costs if stormwater was not managed to the detriment of the gully network in Aokautere.</p>
<p>New Policies 5.1 through 5.15 relating to compliance with the Structure Plan and Comprehensive Development Plan, subdivision layout, design principles, provision of neighbourhood centre, provision of infrastructure and impacts on existing infrastructure, roading network, timing of roading infrastructure being provided, public realm and open space, and stormwater management</p>	<p>The proposed provisions allow for private properties to be subdivided more readily than under the current zoning and for applicants to realise the financial benefits from undertaking this process.</p> <p>Provision of a Structure Plan to the level of detail proposed will clearly set out the intended outcome for the area, including with regard to delivery of roading network and delivery of the Neighbourhood Centre, with certainty of location and land use for developers, the Council, and landowners.</p>	<p>The spatial allocation of land use within the Structure Plan reduces flexibility in the delivery of subdivision and the local business zone, which may result in some economic and social costs.</p> <p>There may be some economic costs associated with the explicit direction of the policy framework, in particular the requirement of density around the local centre and ends of plateaus (the promontories) and the need to avoid compromising this with lower density development. This may be accompanied with the development costs of higher density typologies or the need to delay development of these areas until such time that appropriate densities are</p>

	<p>The provisions efficiently ensure that all subdivision layout creates legible and permeable urban blocks to support conventional and medium density development as outlined in the Masterplan and, which in turn creates positive social and environmental effects.</p> <p>Higher density development is enabled through the Structure Plan assisting in achieving housing choice and affordability. This will provide social benefits by catering to a range of housing needs within the Aokautere Residential Area.</p> <p>Specific policies requiring development to be well designed with a high amenity environment will create an area that is attractive and desirable for residents and the community, with related social and economic benefits.</p> <p>Provision for the Neighbourhood Centre in accordance with a precinct plan ensures the optimal location is secured for the local centre (which is critical for its viability as discussed in the Centre and Retail Assessment (Appendix 12)) and ensures that it is of a suitable size and scale.</p> <p>Requiring connection of subdivision to existing and future development will provide the benefit of a well-connected residential area. Ensuring connectivity between developments will also provide for legible, permeable wayfinding throughout the site in a manner which facilitates walking and cycling. This provides for alternative modes of transport and encourages modal shift</p>	<p>economically feasible. This may create delays in development, particularly with regard to the public transport corridors.</p> <p>The provision of a wider range of housing types and sizes will possibly be viewed as a cost by some parts of the community. Conventional suburban housing and the status quo may be preferred by some, however for many others the lack of choice and limitations in supply are problematic (as reflected in the NPS-UD).</p> <p>As discussed for amendments proposed to Section 10, there will be development costs associated with design controls in some cases.</p> <p>There will be economic costs associated with the design and construction of a connected transport network. There may be economic costs associated with the requirement to connect to adjacent development; although these will be offset by demand for properties that are accessible to public-transport and walking/cycling/recreational routes between developments and the local business zone.</p>
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	<p>(reducing reliance on private motor vehicles), with economic, social and environmental benefits</p> <p>Roading and transport infrastructure established in accordance with a structure plan will ensure delivery of key connections in locations that are aligned with existing and proposed development, and that are reflective of the local environment including the gully network.</p>	
<p>New policies 6.1 through 6.8 requiring the establishment and ongoing management of 5m no-build setback from the gullies, avoidance of adverse effects on the gully network and wetlands in Aokautere, subdivision and development to contribute to protection, restoration and enhancement of natural features and water quality through stormwater management, long term protection of gully network, creation of conservation lots for protection of significant natural areas and wetlands, and availability of consent notices for the 5m setback and any conservation lots.</p>	<p>The identification and ongoing protection of the gully network (vesting and creation of conservation allotments) will ensure protection of areas with environmental and cultural values (the gully network in Aokautere) from development.</p> <p>The 5m no-build setback and related stormwater measures will protect the ecological and biodiversity values within the gully network, with the benefit of restoration and enhancement over time. These policies will be supported by vesting of the gully network and rezoning of the land.</p> <p>Along with the environmental benefits, there will be associated cultural benefits through the restoration and enhancement of the gullies. As the health of the gullies improves, the mauri of the natural environment will improve, and there will be greater ability and opportunity for Rangitāne to undertake traditional cultural practices.</p> <p>There will also be social benefits through providing a green network for community use for informal recreation.</p>	<p>There will be costs associated with restricting development within and near the gullies and related stormwater measures (to avoid direct discharges down gully slopes, for example), and the protection of significant natural features (including those identified on the Structure Plan). It is noted that that the ecological and biodiversity value assigned to the gullies and significant natural features would mean that development would already be difficult given the District Plan, One Plan and national direction and RPS direction around enhancement of freshwater.</p> <p>The gullies will receive more stormwater, but in a managed way.</p> <p>Once the gullies are vested in PNCC, Council will be responsible for restoration planting, with input from iwi, landowners, and the wider community through the Council’s non-regulatory green corridor programme. These restoration costs will not have to be met by the landowner, which is a factor which offsets any lost opportunity costs (to the extent that opportunity exists presently). There will be costs for a landowner in setting aside land for areas of significant natural value</p>

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		and wetlands where they are not in the gully networks.
New matters of discretion in Rule 7A.5.2.1 (restricted discretionary rule) for earthworks and effects on gully network in Aokautere, and amended matter of discretion regarding compliance with relevant Structure Plan	As above for Policies 3.4, 4.6-4.9 5.1-5.15, and 6.1 through 6.8.	As above for Policies 3.4, 4.6-4.9 5.1-5.15, and 6.1 through 6.8.
New and amended performance standards for 7A.5.2.2 (described above) including specific requirements for the Comprehensive Development Plan for the Aokautere Residential Area, timing of stormwater infrastructure, lot size (including provision for medium density areas), water sensitive design and a Stormwater Management Plan, the 5m no-build setback, and timing of transport network upgrades.	<p>A comprehensive development plan will provide clarity for consent applicants about the nature and extent of information required for subdivision applications. This will enable greater efficiency in the consenting process.</p> <p>The requirement for a stormwater management plan will assist bringing about the benefits described above under Policies 6.1 through 6.8 and will also ensure certainty in terms of the investment to be made in stormwater management by any developer.</p> <p>Providing a minimum lot size for conventional and medium density areas will ensure specific outcomes in delivery of dwelling sizes and typographies. Meeting density thresholds at subdivision stage will also ensure compliance with the subsequent land use controls imposed through the multi-unit requirements in Section 10 (Residential). There will economic and social benefits from ensuring delivery of the housing yield projected by development in accordance with the stipulated lot size and density, which will assist in addressing housing supply in the City over the medium term.</p>	<p>There will be consenting costs associated with preparation of the comprehensive development plan, however, these are costs already incurred under the existing 7A provisions. While the information requirements now extend to land use consents, connectivity, timing of transport infrastructure, stormwater management, protection of gullies and wetlands and significant natural areas, and earthworks, these would need to be addressed under the proposed policies anyway. Any additional costs may be offset by the improved efficiencies to the consenting process.</p> <p>Development potential could be constrained with absence of flexibility, however, there are also social and economic costs if there was uncertainty around the density to be developed in the area. There could also be costs in delivering the medium density areas at the plateau ends (promontories) if geotechnical investigations require engineering and land stability measures to enable development on Class C and D land.</p> <p>The need to avoid rear lots and cul-de-sacs unless specific circumstances apply may create economic costs for developers.</p>

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	<p>There is greater certainty in the requirements for cul-de-sacs with some allowance for them in certain circumstances. There are social and amenity benefits, as well as economic advantages for developers with greater certainty over how cul-de-sacs can be utilised.</p> <p>Benefits accrued by the creation of the 5m no build setback at the time of subdivision are addressed above for Policies 6.1-6.8.</p> <p>Safety (and therefore environmental and social) benefits through necessary upgrade works occurring to the transportation network before development occurring or at level of service thresholds as determined by the Transport Assessment (Appendix 5).</p>	<p>Costs associated with the creation of the 5m no build setback at the time of subdivision are addressed above for Policies 6.1-6.8.</p> <p>There will also be costs associated with the construction of the works required to support development; although many of these costs would have been necessary to some degree.</p> <p>Economic and social costs if there is delay of housing being available due to the need for transport upgrades for local (PNCC) and Waka Kotahi controlled intersections.</p> <p>PNCC has recognised the need to fund and provide adequate infrastructure to support development of land in Aokautere with steps taken to prepare a infrastructure work programme to enable growth in Aokautere by September 2022, to support changes to the Long Term Plan. The growth related costs will lie with the developer. However, PNCC has also undertaken to explore opportunities with Waka Kotahi for funding and co-funding of necessary transport infrastructure upgrades. The above costs are offset by the social costs if public safety is compromised by development occurring while the network is unable to accommodate it in a safe manner.</p>
<p>New assessment criteria for Rule 7A.5.2.1 (described above) relating to residential development in the Aokautere Structure Plan area and reflecting the matters addressed in the</p>	<p>As above for Policies 3.4, 4.6-4.9 5.1-5.15, and 6.1 through 6.8.</p>	<p>As above for Policies 3.4, 4.6-4.9 5.1-5.15, and 6.1 through 6.8.</p>



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<p>new policies and performance standards described above.</p>		
<p>Addition to Rule 7A.5.3.1 (Discretionary Activities) to accommodate the new non-complying rule.</p>	<p>Technical change and benefits discussed below.</p>	<p>Technical change and costs discussed below.</p>
<p>New non-complying rule (Rule 7A.5.4.1) for activities in the Aokautere Residential Area which do not comply with the Aokautere specific performance standards including the transport network requirements for the Aokautere Structure Plan, do not provide the 5 metre no build setback, and which do not provide for the local neighbourhood centre in accordance with the Aokautere Structure Plan.</p>	<p>The use of the activity status clearly identifies activities that are the most appropriate (or not) to establish in the Aokautere Structure Plan area, with resultant certainty to developers, plan users and the Council.</p> <p>The activity status ensures delivery of the key benefits set out above regarding the timing of transport network upgrades, provision of the 5 m no build setback, and compliance with the precinct plan detailing the location of the Aokautere Neighbourhood Centre.</p>	<p>There are consenting costs with a non-complying activity in terms of the cost of the application as opposed to a restricted discretionary activity consent process, and also with greater uncertainty (with the activity needing to overcome the gateway test of s 104D before it can be considered on its merits under s 104 of the Act).</p>
<p><b>Efficiency and Effectiveness</b></p> <p>The proposed provisions are assessed as being highly effective. They determine areas for residential and local business development based on a body of evidence; clearly set out the process for subdivision; discourage inappropriate subdivision and use that comprises the natural gully network (and its ecological and biodiversity values), enables a range of housing types, density and affordability thresholds, and ensures development occurs in line with the delivery of infrastructure. They also ensure a consistent approach across greenfield development in the City through use of a Structure Plan.</p> <p>The benefits are assessed as outweighing the costs, and the efficiency of the proposed provisions are therefore considered to be high. The additional costs of developing in accordance with a Structure Plan, and the restrictions on land use within and alongside the gullies, are considered to be outweighed by the benefits of development occurring in accordance with comprehensively planned Structure Plan. The Structure Plan will deliver on the housing capacity demands for the Council, while also providing for the protection, restoration and enhancement of the gully network (and other significant natural areas and wetlands) over the longer term. There will also be community and recreation benefits gained from the connectivity provided through the transport network, walking and cycling, and recreational trails. The provisions recognise the importance of the gully network, and significant natural areas and wetlands and the need to enhance these areas for their ecological and indigenous biodiversity values. The provisions direct subdivision to be designed and developed in a manner which provides opportunity for this enhancement to occur over time.</p>		

**Opportunities for economic growth and employment**

There are a number of economic and employment benefits associated with subdivision including for the construction industry and professional services businesses. There will also be jobs created by the local business zone, and retail spending and growth in the local business zone generated by further housing in Aokautere. In addition, there will be advantages for the City in a high amenity and accessible recreation network, with benefits that brings to attraction of new residents to the Aokautere area and also visitors to the City.

**Alternatives**

Status Quo

The existing provisions have led to land being subdivided in an ad-hoc and uncoordinated manner that has resulted in fragmentation and poor environmental outcomes. There has also been the ability to undertake extensive land modification that has resulted in a loss of natural character and biodiversity as a result of subdivision and development. The provisions do not provide for medium density in the areas proposed. They will not assist PNCC address the supply of housing in the City.

Rezoning, with Aokautere Structure Plan but no Aokautere specific provisions

This approach would introduce the Structure Plan but not specifically tailored provisions to deliver the outcomes sought through the plan. They would not be effective in avoiding the ad-hoc and uncoordinated development evident to date in Aokautere. There would not be the amenity, social and environmental benefits arising from a directive grid layout which positively accounts for the natural features and topography of Aokautere, particularly the gully network, across a range of housing, business and open space areas. It also would not result in the mixture of housing type and density as delivered through the medium density areas on the Structure Plan.

**Appropriateness in relation to relevant existing objectives**

The proposed provisions are consistent with the existing objectives in Section 7A which provide a framework for structure plans in specific areas, as delivered in a number of fairly recent plan changes in the City.

**Summary of reasons for decision on provisions**

The provisions are assessed as the most appropriate to give effect to the objectives.

<b>Section 10 – Residential</b>		
<b>The following assessment relates to the objectives in Section 10 including the proposed objective 15 – To ensure a high quality, integrated, and safe built form environment in the Aokautere Residential Area that reflects the scale, form and density of use and development within the Aokautere Structure Plan and is compatible with the surrounding environment.</b>		
<b>Proposed Provisions</b>	<b>Benefits</b>	<b>Costs</b>
New Policy 11.3 ensuring that buildings and structures are not located in the 5 metre no-build setback shown on the Aokautere Structure Plan	<p>The 5m no-build setback will protect the ecological and biodiversity value within the gully network, through the stormwater management it facilitates (including the avoidance of direct discharges), with the benefit of restoration and enhancement of the gullies over time.</p> <p>Further discussion around benefits is addressed above under Section 7A, and Policies 6.1-6.8.</p>	<p>There will be costs associated with restricting development within and near the gullies and related stormwater measures (to avoid direct discharges down gully slopes, for example), although the ecological and biodiversity value assigned to the gullies would mean that development is difficult given the District Plan, One Plan and national direction around enhancement of freshwater.</p> <p>Further discussion around costs are addressed above under Section 7A, and Policies 6.1-6.8.</p>
New Policies 15.1 through 15.12 requiring diversity of built form and density within areas identified on the Aokautere Structure Plan, compatibility of size and scale of buildings with the locality, high quality built-form, visual and physical connectivity to public spaces, active street frontages, responsiveness to gullies, plateaus and promontories, provision of setbacks from gully network, timing of stormwater infrastructure, availability of operational transport infrastructure, and avoidance of adverse effects on gully network.	<p>The provisions create more flexibility and choice for housing options, which will help improve housing choice and affordability. This includes encouraging higher densities through the Structure Plan in locations which will be serviced by retail, parks and open space and public transport.</p> <p>Use of a Structure Plan will ensure certainty over range of housing types that may locate in the area, and where, and therefore provide greater choice for the community. The proposed design controls, in combination with the Structure Plan,</p>	<p>The establishment of provisions that direct density to occur in specific locations are less flexible. This may result in economic costs or risk to the development community due to the introduction of a housing typology that may be less feasible than traditional detached dwellings. It is noted that that this change in approach is, however, consistent with national direction.</p> <p>Including additional design requirements may result in higher consenting costs, with the need to address these matters as part of the application</p>

	<p>will provide certainty over amenity outcomes. The above factors create social and environmental benefits. There are also economic benefits in direct costs such as costs of compliance and resource consents being reduced as a result of the greater certainty within a Structure Plan approach.</p> <p>Providing clear direction on amenity with a focus on integration with the natural environment will result in an attractive, liveable, environment. This will provide social benefits. Further the policies ensure that development in the vicinity of the gullies will positively respond and connect to the open space in a way that increases their amenity and facilitates use for recreational purposes.</p> <p>Environmental, social and cultural benefits accrue from avoidance of effects on the gullies, including through the requirement that stormwater infrastructure (with sufficient capacity) is in place prior to development taking place.</p> <p>Safety (and therefore environmental and social) benefits also will be realised through the necessary upgrade works occurring to identified intersections before development taking place.</p> <p>Integration with the Aokautere Neighbourhood Centre will ensure that site development of the residential area is complimentary to adjoining local centre activities and sympathetic to the character and amenity of the Aokautere Neighbourhood Centre. By ensuring that non-residential activities do not detract from the vitality</p>	<p>process. These costs will likely be passed on through pricing of the sections.</p> <p>There will be a change in built form and the urban environment over time, although Proposed PCG seeks to offset this by ensuring a high quality environment with good residential amenity, connectivity and integration with the transport and open space network.</p> <p>The provision of a wider range of housing types and sizes will possibly be viewed as a cost by some parts of the community. Conventional suburban housing and the status quo may be preferred by some, however for many others the lack of choice and limitations in supply are a source of frustration.</p> <p>There will be costs associated with restricting development within and near the gullies and related stormwater measures (to avoid direct discharges down gully slopes, for example).</p> <p>Economic and social costs arise if there is delay of housing being available due to the need for transport upgrades for local and Waka Kotahi intersections. There will be costs associated with the works required to support development. PNCC has recognised the need to fund and provide adequate infrastructure to support development of land in Aokautere with steps taken to prepare a infrastructure work programme to enable growth in Aokautere by September 2022, to support changes to the Long Term Plan. The growth related costs will lie with the developer. However, PNCC has also undertaken</p>
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	<p>of any neighbourhood centre the plan will ensure the delivery of a centre which will provide needed services to the community and act as a community focal point (hub). The Centre and Retail Assessment (Appendix 12) confirms the importance of a neighbourhood centre located in the area identified on the Structure Plan, as well as the benefits a well-functioning centre will deliver to the surrounding community. It also will assist incentivise the greater density in living sought by the Structure Plan, consistent with the direction of Council’s strategies intended to give effect to its obligations under the NPS-UD.</p>	<p>to explore opportunities with Waka Kotahi for funding and co-funding of necessary transport infrastructure upgrades. The above costs are offset by the social costs if public safety is compromised by development occurring while the network is unable to accommodate it in a safe manner.</p>
<p>Addition to Rule 10.6.1.5 to include Minor Dwellings in Greenfield Residential Areas, and to also exclude dwellings, minor dwellings and accessory buildings in the Minor Density Areas shown on the Aokautere Structure Plan which must comply with the multi-unit criteria set out in Rule 10.6.3.3.</p>	<p>Environmental, social, economic and cultural benefits from medium density areas being established and managed under the multi-unit criteria. Additional requirements to reflect the outcomes sought for medium density living in the Aokautere Residential Area will ensure that it reflects the surrounding environment and delivers housing is designed with a high level of amenity, ensuring quality outlook, sunlight, and connection to open space.</p>	<p>There will be a change in built form and the urban environment over time, although PCG seeks to offset this by ensuring a high quality environment with good residential amenity, connectivity and integration with the transport and open space network. See above for Policies 15.1 to 15.12.</p>
<p>New performance standards in Rule 10.6.1.5 for the Aokautere Residential Area shown on the Aokautere Structure Plan – relating to height, height recession plane, separation distances (including the 5m no build setback), site areas and coverage, on-site amenity, fencing, and developable land (new Map 10.1A).</p>	<p>The additional controls for the Aokautere Residential Area assist in providing opportunity for a variety of housing options, including greater density, with social and economic benefits.</p> <p>Managing the street interface through setbacks and fencing creates a higher amenity public environment, with resultant social and environmental benefits.</p>	<p>The additional height across the Aokautere Residential Area will result in a higher density character than presently the case in Aokautere .</p> <p>There are design costs in managing the interface with adjoining landowners, and the streetscape. Some loss of privacy may occur when compared with what might have been gained with higher fencing, however, setback of buildings from</p>

	<p>Management of a living space outlook will provide social and environmental benefits for residents through ensuring a good level of on-site amenity with an outlook to the street or open space. There are also benefits associated with passive surveillance with the orientation of the outlook to the street.</p> <p>Restricting use of the no build setback from the gully edges will protect the gully network and provide opportunities for restoration and enhancement.</p> <p>Specific permeability surface requirements for Aokautere (at least 30% of the net site area for each dwelling unit) will provide environmental benefits in relation to the management of stormwater on site.</p> <p>Environmental, cultural and social benefits arise from the identification of areas that require more detailed assessment around development of the land. Map 10.1A provides clarity over the consenting pathways that would apply depending on the land classification of land stability. There is social and economic benefit in the provisions being permissive and allowing for residential development where geotechnical constraints and natural hazards are addressed satisfactorily. This allows for a supply of residential dwellings, which in the short to medium term provides social benefits. However, these benefits can be negated if these dwellings are significantly impacted by natural hazard events. There are also economic benefits from reducing the damage to future</p>	<p>boundaries and on-site amenity requirements assists with privacy.</p> <p>There will be costs associated with restricting development within and near the gullies and related stormwater measures (to avoid direct discharges down gully slopes, for example), although the ecological and biodiversity value assigned to the gullies would mean that development is difficult given the District Plan, One Plan and national direction around enhancement of freshwater.</p> <p>There will be increased costs to developments as a result of the need to incorporate mitigation measures into some development forms and sites; although these costs would have been incurred under the current provisions to some degree. Some measures will be able to be easily able incorporated into developments at the time of construction, without presenting significant additional costs. In other cases, mitigation may be more costly.</p> <p>For some property owners there will be a loss opportunity cost from not being able to develop as much of their property due the hazards present on the site. These lost opportunity costs may be significant; however, costs are offset by the need to protect people and property from hazards.</p>
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	properties and developments from natural hazard events as a result of incorporated mitigation measures	
New and amended matters of discretion in Rule 10.6.3.2 (Restricted Discretionary Activity) – relating to timing of roading infrastructure, connectivity and safety and effects on the gully network in Aokautere . Also, the deletion of the matter of discretion relating to effects on adjoining residential neighbours	As above for Policies 15.1-15.12 and New performance standards in Rule 10.6.1.5 for the Aokautere Residential Area shown on the Aokautere Structure Plan.	As above for Policies 15.1-15.12 and New performance standards in Rule 10.6.1.5 for the Aokautere Residential Area shown on the Aokautere Structure Plan
New assessment criteria in Rule 10.6.3.2 relating to provision of ranges of density, housing types and forms and opportunity for mixed use, and with regard to the Aokautere Residential Area - the integration of the Aokautere Neighbourhood Centre with use and development in the residential area, the response of buildings and structures to the gully network, the avoidance of buildings and structures in the 5m no-build setback, and identification and management of geotechnical constraints and natural hazards.	As above for Policies 15.1-15.12 and New performance standards in Rule 10.6.1.5 for the Aokautere Residential Area shown on the Aokautere Structure Plan.  The assessment criteria will ensure that site development of the residential area is complimentary to adjoining local business zone activities and sympathetic to the character and amenity of the Aokautere Neighbourhood Centre.	As above for Policies 15.1-15.12 and New performance standards in Rule 10.6.1.5 for the Aokautere Residential Area shown on the Aokautere Structure Plan.
Addition of new multi-unit housing area (identified on proposed Map I) in Rule 10.6.3.3 and new matters of discretion relating to height, and for developments within the Aokautere Residential Area, the impact on achieving the design elements and outcomes of the Aokautere Structure Plan and the effects on the gully network.	By identifying locations where high density should occur within the Aokautere Structure Plan, it will enable more development to occur within certain areas, providing greater housing capacity, within the proximity of services and public transport. This will provide economic and social benefits as it will provide housing chouse within the City, encourage spending within the local community, and increase the feasibility of public transport, by	The establishment of provisions that direct density to occur in these locations are less flexible than a framework that only stipulates a minimum density. This may result in economic costs or risk to the development community due to the introduction of a housing typology that may be less feasible than traditional detached dwellings. It is noted that a range of housing types, densities etc, is however, consistent with national direction.

	<p>increasing the number of potential passengers within a walkable catchment of bus stops</p> <p>Identifying medium density areas subject to multi-unit controls will assist in achieving the density required and will enable a range of housing typologies. Clear direction on how amenity is to be established will ensure high quality environments. There are environmental benefits from managing the gully network (as per above).</p>	
<p>New performance standards for Rule 10.6.3.3 applying to the Aokautere Residential Area – relating to notional site area, minimum unit size, site coverage, on-site amenity, stormwater design, and additional height, recession and setback requirements.</p>	<p>Application of design controls to manage higher density environments will ensure a higher level of amenity. Clear direction on how amenity is to be established will ensure high quality environments. Controls for medium density in the Aokautere Residential Area will ensure that it reflects the surrounding environment and delivers housing that is designed with a high level of amenity, ensuring quality outlook, sunlight, and connection to open space.</p> <p>There are economic benefits in providing for higher site coverage, providing more building flexibility in use of the site. Stormwater management provisions will still apply to manage the effects of higher density including impervious surface controls.</p> <p>The outdoor living standards will ensure a level of on-site amenity is maintained. Smaller areas of outdoor living are required in higher density areas however the smaller areas will be offset by access to open space, orientation of living</p>	<p>There are minimal costs associated with these development standards; with many to be incurred as part of conventional development.</p> <p>There may be economic costs associated with stipulating a minimum unit size when compared to smaller floor areas. However, the higher yield enabled by medium density area will likely offset any additional costs in complying with the multi-unit controls.</p>



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	<p>outlook, and the high amenity environment created in the medium density areas.</p> <p>The additional height will provide economic opportunity for efficient land use, which will create a variety of housing options, with social and economic benefits. The addition of a height to boundary for the multi-unit provisions for Aokautere will manage the effects of daylight and overbearing on neighbouring sites, resulting in social and environmental benefits with a higher level of amenity.</p> <p>Additional setback requirements in Aokautere will ensure delivery of medium density outcomes consistent with those sought under the Structure Plan. The management of garages will provide a higher amenity streetscape.</p>	<p>The additional height across the medium density areas will result in a higher density character than presently the case in Aokautere .</p> <p>Introduction of a height recession plane for medium density in Aokautere may result in lost opportunity costs if development of the site is limited by the controls.</p> <p>There will be some restrictions on flexibility in design of the site through setbacks, however, there are minimal costs with implementation of the setback provisions.</p>
<p>New assessment criteria in Rule 10.6.3.3 relating to medium density development being consistent with any relevant Structure Plan, and effects on the gully network in Aokautere .</p>	<p>As set out in the analysis regarding section 10.6.3.3 above.</p>	<p>As set out in the analysis regarding section 10.6.3.3 above</p>
<p>Addition of the Aokautere Residential Area to the non-notification rule (R10.6.3.4)</p>	<p>There are consenting efficiencies in non-notification with economic and social benefits.</p>	<p>There are no direct costs, although there is possibly a social and cultural cost in the absence of participation in the consenting process.</p>
<p>New Assessment Criteria in Rule 10.7.4 for R10.7.4.6 (retirement villages) which requires assessment of how the activity is located as shown on any relevant structure plan or precinct plan, provides for the roading and street layout as shown on the relevant structure or precinct plan</p>	<p>Provisions enable a retirement village in the Aokautere Residential Area, which integrates, and is consistent with, the urban form and density, design, and infrastructure outcomes sought under the Aokautere Structure Plan. This will avoid the establishment of a retirement village within the Aokautere Residential Area which reduces opportunities for intensive residential</p>	<p>The need to comply with the Structure Plan, and deliver certain design outcomes, will limit flexibility of the developer in how they deliver the retirement village. There may also be delay in delivery of the retirement village if transport network upgrades are required before development commences, which may have</p>

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<p>is consistent with design principles described for that area in section 7A.</p>	<p>development around the neighbourhood centre, and related open space and public transport opportunities. This will in turn avoid the dispersal of housing and population away from the local centre, reducing its prospects of success. All of these factors result in environmental, economic, and social benefits.</p> <p>Greater certainty over requirements for the retirement village will create efficiencies for the developer in the consenting process,</p>	<p>economic effects (offset by safety effects if the network is at capacity).</p>
<p>New R10.7.5.3 which provides that a new retirement village in the Aokautere Residential Area which is not located and developed in accordance with the Aokautere Structure Plan is a Non-Complying Activity.</p>	<p>The use of the activity status clearly identifies a retirement village within the Aokautere Residential Area (defined to be the area shown in the Aokautere Structure Plan area) is only anticipated under the District Plan in the location shown on the Structure Plan. This will ensure greater scrutiny of a retirement village proposal which does not align with the Structure Plan and the outcomes it seeks to deliver for the area; particularly with regard to its relationship with the Local Business Zone, the open space network, and the roading connections considered necessary for a transport network that facilitates safe, legible, and permeable connections with access to walking, cycling and bus opportunities.</p>	<p>There are consenting costs with a non-complying activity in terms of the cost of the application as opposed to a restricted discretionary activity consent process, and also with greater uncertainty (with the activity needing to overcome the gateway test of s 104D.)</p>
<p><b>Efficiency and Effectiveness</b></p> <p>The proposed provisions are considered to be the most effective in achieving the proposed objectives as they give effect to the higher order direction, which the proposed objectives also respond to. By spatially identifying different housing areas within the structure plan (including the Aokautere Neighbourhood Precinct Plan) it provides for increased density as part of the Aokautere Residential Area. Directing development to efficiently use land in accordance with the Aokautere Structure Plan, with higher density directed around the local centre, public transport routes and areas of amenity will assist in achieving the directives of the NPS-UD. Provisions relating to natural hazards prevent any increase in hazard risk by avoiding high hazard areas</p>		

(through the Structure Plan process) or by requiring mitigation measures to address the risk from the natural hazard before development through the use of planning maps and provisions and enabling a range of responses depending on suitability of the land for development. The use of activity status rules identifies those activities that are most appropriate to establish in the Aokautere Residential Area. The provisions enable a range of housing typologies to be provided and ensure that residential activities remain the dominant activity in the zone. They also more effectively provide for a retirement village within the Aokautere Residential Area than the existing provisions which do not account for the Aokautere Structure Plan and its urban form, design, open space, and infrastructure elements which will lead to an integrated, well-functioning urban environment.

With regard to Map 10.1A, the Geotechnical Assessment (Appendix 9) shows that a staggered approach to development is required where in some areas (Class E) residential development generally needs to be avoided (the exception being the rural-residential area as explained in the report), whereas in low and medium and medium-high hazard areas development should be able to proceed providing appropriate mitigation measures are implemented to address the risk from the hazard. This approach also is accepting of the fact that there may need to be site avoidance at subdivision stage. The proposed mapping and provisions requires expert assessment of the hazard risk and implementation of recommendations as part of the consenting process. The risk of not acting is that land capable of development is not realised due to the absence of detailed site specific assessment and appropriate engineering controls. These are matters best addressed through consenting in accordance with recommendations from the Geotechnical Assessment (Appendix 9).

#### **Opportunities for economic growth and employment**

Enabling a retirement village in a manner consistent with the Aokautere Structure Plan will ensure that the retirement village and Aokautere Neighbourhood Centre would operate in an integrated manner delivering economic growth and employment opportunities for the area. Otherwise

#### **Alternatives**

##### Status Quo

The current provisions do not enable residential development in a manner which accounts for the NPS-UD by providing a range development typologies including residential, rural residential, and local business. The provisions have resulted in ad hoc and fragmented urban development without a focus on high amenity outcomes. There is also less focus on urban form, design outcomes and the integration of infrastructure in an adequate and timely manner. Presently there is also no explicit recognition of the need to protect, restore and enhance the gullies.

The points raised in the option below are also relevant when considering the status quo.

##### Rezoning, with Aokautere Structure Plan but no Aokautere specific provisions

While there would be more oversight of subdivision and development, not imposing specific controls on bulk and location and design for residential development in Aokautere risks the creation of a low amenity environment, which does not achieve the variation in housing type, density and affordability sought by the Structure Plan. The same applies to the establishment of any non-residential activities developed without regard to the Structure Plan.

There would be risk over development occurring without sufficient infrastructure in place in an adequate and timely manner. There is also risk of environmental effects on the gully network without provisions tailored to address the specific values of the gullies and the need for restoration.

**Appropriateness in relation to relevant existing objectives**

The proposed provisions addressed above are considered to be appropriate in relation to the existing residential objectives that relate to land use and development, amenity and high quality private and public realms, management of hazards, retaining residential activities as the main activity in the residential zone, and managing the interface between residential and non-residential activities.

**Summary of reasons for decision on provisions**

The provisions are considered to be the most appropriate to give effect to the objectives.

**Section 11 – Business**

The following assessment relates to the objectives in Section 11.10 (Local Business Zone) including the proposed objective:

**Objective 6 – To provide for an attractive, high amenity, pedestrian focused Neighbourhood Centre that will service the Aokautere Residential Area and help to create a sense of place, while being well integrated with the surrounding landscape, roading network, and pedestrian and cycle access.**

Proposed Provisions	Benefits	Costs
New Policies 6.1 through 6.9 requiring provision of local serving retail and commercial activities in specific locations on the Aokautere Neighbourhood Centre Precinct Plan, ensuring an anchor tenant and mix of smaller scale activities, requiring integration with the Structure Plan roading and transport connections, ensuring a	The Neighbourhood Precinct Plan (as a part of the Structure Plan) provides the spatial allocation and direction for the land use within the local centre. Certainty of location provides economic and social benefit, providing clear direction for developers, PNCC and residents in the new growth areas. The Village Centre Assessment	There will be development costs in providing for a neighbourhood centre as part of the development of the Aokautere Residential Area. There will also be costs associated with the design and urban form requirements.  There is some risk if the neighbourhood centre cannot be delivered in the location shown within

<p>high amenity environment, requiring commercial use at ground level, restricting residential use to above ground, promotion of commercial street frontages and provision of rear service access.</p>	<p>(Appendix 12) confirms that the neighbourhood centre needs to be located in the location shown on the Aokautere Structure Plan to ensure its vitality and vibrancy as a centre for the area.</p> <p>The creation of the neighbourhood centre in the manner directed by the Precinct Plan will establish activities that will benefit the surrounding community. By providing a high amenity environment, the centre is more likely to attract people and activities to visit and spend time, becoming the community focal point This will provide social benefits to the community and economic benefits to businesses in the centre.</p> <p>Restricting residential development to above ground floor will ensure the establishment of businesses at ground floor for the benefit of the centre (maintaining the primary purpose of the centre) and street frontage and will therefore provide social and economic benefits.</p> <p>Management of frontages will ensure a high level of amenity. As will ensuing service lanes are to the rear of the building for the management of waste, deliveries, etc. away from the street and building frontages.</p> <p>Ensuring pedestrian and transport connections into the neighbourhood centre will provide social and economic benefits by increasing the number of people that access the centre. It will also be walkable from the surrounding residential community. This will provide social and economic</p>	<p>the Structure Plan given the need for it to be readily accessible to its users/the community. See the Village Assessment Report (Appendix 9).</p> <p>There may be some redistribution of spend to the new centre away from the existing Summerhill Centre. However, the Centre and Retail Assessment (Appendix 12) confirms that there is sufficient population to naturally disperse between the two centres. There could be benefits for the Summerhill Centre from the additional housing.</p> <p>Residential above floor only will reduce development flexibility, with potentially some economic cost.</p> <p>There will be some small loss of flexibility in development when considering management of frontages and service delivery options.</p> <p>There will be economic costs associated with the design and construction of a connected transport network. Similar costs arise with requiring a high amenity street environment including with regard to design of buildings. These costs will be offset by an attractive and usable neighbourhood centre supporting the growth of higher density in and around the centre.</p>
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	benefits, as well as environmental benefits in reducing reliance on motor vehicles.	
New performance standards in Rule 11.10.2.1 (Permitted Activities) relating to signage in the Aokautere Neighbourhood Centre and residential activities in the Aokautere Neighbourhood Centre being located above ground floor level.	Management of signage will assist with achieving a high amenity environment. The requirement for residential activities in the Aokautere Neighbourhood Centre to be above ground floor level will ensure the predominant use of the centre is commercial/services related and also protect the amenity of the area with non-residential building frontages providing a high amenity and pedestrian friendly streetscape.	Limits on signage removes some flexibility for businesses and there may be cost in better type of signage. Similarly, there is less flexibility in how residential use might be provided for within the Aokautere Neighbourhood Centre; although the additional height (discussed below under R11.10.2.2) for the Local Business Zone in the Aokautere Residential Area is enabling of accommodation being provided above ground.
New performance standard in Rule 11.10.2.2 (Construction, Alteration of, Addition to Buildings) in relation to the Aokautere Neighbourhood Centre – including density, height, pedestrian entrances to building frontages, shop fronts, glazing, windows and fascia location, and compliance with the Aokautere Structure Plan.	These controls will collectively manage design outcomes, providing amenity, and providing social and economic benefit. The requirements around density for residential activities in the Aokautere Neighbourhood Centre ensures the appropriate level of density for living within the area (average of 50 dwellings per hectare) through above ground apartments is delivered.	There may a reduction in development flexibility, with resultant economic costs.
New matter of discretion in Rule 11.10.3.2 relating to compliance with the Aokautere Neighbourhood Centre Precinct Plan.	Enables consideration of the location of the Aokautere Neighbourhood Centre given its importance in providing convenience services and meeting day to day needs in close proximity. The location of the centre near medium density housing, open space, and transport networks recognises the social, economic and environmental benefits.	The level of detail provided in the Aokautere Neighbourhood Precinct Plan reduces flexibility around the delivery of a local business centre.
New assessment criteria for Rule 11.10.3.2 (described above) relating to development in the	As described above.	As described above.

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<p>Aokautere Neighbourhood Centre and reflecting the matters addressed in the new policies and performance standards described above.</p>		
<p>Additions to Rule 11.10.5 (Non-Complying Activities) to include residential activities at ground floor level in the Aokautere Neighbourhood Centre and the construction, reconstruction, or alteration of any building or structure that is not in accordance with the Aokautere Structure Plan. (Note the consequential changes to other rules directing activity status to exclude these activities.)</p>	<p>The use of the activity status clearly identifies activities that are the most appropriate (or not) to establish in the Aokautere Structure Plan area. It ensures an efficient use of land within the Aokautere Neighbourhood Centre, in a manner which delivers the outcome sought by the Structure Plan with regard to a high amenity, vibrant Local Business Zone.</p> <p>The activity status ensures delivery of the Aokautere Neighbourhood Centre in the manner envisaged under the Neighbourhood Centre Precinct Plan, with all the benefits it brings to the Aokautere Residential Area, as described above.</p>	<p>There are consenting costs with a non-complying activity in terms of the cost of the application as opposed to a restricted discretionary activity consent process, and also with greater uncertainty (with the activity needing to overcome the gateway test of s 104D.)</p>
<p><b>Efficiency and Effectiveness</b></p> <p>The provisions are the most effective means to achieve a neighbourhood centre within the Aokautere Residential Area, which creates positive social and economic effects through the provision of a range of service, open space and housing opportunities in and around the centre. It establishes a clear plan for the local business centre, allowing development to respond to its location and purpose. It gives effect to expert advice around location, scale and nature of a successful neighbourhood centre for the Aokautere Residential Area. It also provides an important connection to alternative modes of transport, being a walking and cycling and public transport network. This is considered to be effective and efficient, as it assists in establishing the wider roading network to support development of the Aokautere Residential Area.</p>		
<p><b>Opportunities for economic growth and employment</b></p> <p>The provision of a neighbourhood centres provides opportunities for employment through the introduction of services and businesses. There will be economic benefits to the business establishing in the centre.</p>		
<p><b>Alternatives</b></p>		

**Status Quo**

The current provisions do not enable delivery of a local business centre which is considered important for delivery of a good urban residential environment for the Aokautere Residential Area. The existing provisions therefore do not provide opportunities for the community to be supported by goods and services, or a focal point/hub for the community to meet. The current provisions also do not incentivise the greater density in living sought by NPS-UD.

**Rezoning, and Aokautere Structure Plan without Aokautere specific provisions**

As well as the points made above for the Status Quo, this option would not provide the certainty required around the location and form of the Neighbourhood Centre which is necessary for it to be a viable community focal point for the Aokautere Residential Area.

**Appropriateness in relation to relevant existing objectives**

The proposed provisions addressed above are considered to be appropriate in relation to the existing local business zone objectives which seek to provide for the social and economic needs of residents through the provision of access to local centres which provide retail and commercial activities and are a community focal point. There is also an increasing focus on the centre being accessible to transport and open space.

**Decision on provisions**

The provisions are assessed as the most appropriate to give effect to the objectives.

**Section 15 – Recreation**

The following assessment relates to the existing Objective in the Recreation Zone, which is to recognise and protect the City’s conservation and amenity zones.

Proposed Provisions	Benefits	Costs
Amended Policies 1.1 and 1.3 to provide for indigenous biodiversity values.	Significant environmental and cultural benefits in providing for these values, particularly where	There are costs associated with protection, restoration and enhancement methods. These



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	there is a protection, restoration and enhancement focus.	will sit with Council where the land is vested in it in the early stages of subdivision.
New Policy 1.5 requiring the protection, restoration and enhancement of the gully network in Aokautere .	As above.	As above.
New Policy 1.6 providing for provision of essential infrastructure within the gully network in Aokautere	There are economic, social and environmental (for example, with stormwater infrastructure) benefits in providing for essential services. These are services which are necessary for a functioning urban environment. This will enable the construction of roads and stormwater detention to the extent necessary to service the Aokautere Residential Area (subject to controls as discussed below).	There are costs in design and implementation of the activities in a manner which avoids, remedies and mitigates effects.
New Policy 1.7 encouraging the involvement of tangata whenua, landowners and the community in initiatives to protect the gully network.	This requirement will have cultural benefits as it provides a mechanism for tangata whenua to feed into efforts to restore the gully network. There will be related social benefits from involvement of the community and the creation of a recreational asset. These will also provide environmental benefits, requiring land to be set aside for the purpose of its ecological values.	No direct costs.
New Restricted Discretionary Rule 15.5.4.1 regarding roading and essential services within the Aokautere Structure Plan, with related matters of discretion and assessment criteria in respect of compliance with the structure plan, location and design of roading network , natural hazards, earthworks, design and appearance, effects on the gully network.	There will be environmental, cultural and social benefits arising from the discretion exercised in considering applications for roading and essential services in the gullies.	Costs associated with the consenting process and a well-designed proposal which addresses among other things the effects on the gully network.

**Efficiency and Effectiveness**

These provisions are effective and efficient in as they require the protection of indigenous biodiversity values and in Aokautere , the gully network. It directs development to consider natural and ecological values. The combination of the identification of areas of ecological value and built form provisions will ensure that the gullies will be protected, and the built form of any essential services will manage adverse effects.

**Opportunities for economic growth and employment**

There may be some employment opportunities in restoration initiatives for the gully network although these types of initiatives are often run on a volunteer basis through the Green Corridors Network.

**Alternatives**

Neither the Status Quo or rezoning, and Aokautere Structure Plan without Aokautere specific provisions would provide the benefits that are offered by requiring the vesting of the gully network at the earliest opportunity in the subdivision process.

**Appropriateness in relation to relevant existing objectives**

The proposed provisions addressed above are considered to be appropriate in relation to the existing objective which seeks to recognise and protect the City's conservation and amenity reserves.

**Summary of reasons for decision on provisions**

The provisions are assessed as the most appropriate to give effect to the objectives.

<b>Definitions and Miscellaneous</b>		
A number of miscellaneous matters have addressed through new or amended provisions within the District p		
<b>Proposed Provisions</b>	<b>Benefits</b>	<b>Costs</b>
New definition for Aokautere Residential Area	Makes clear where the Aokautere Structure Plan will apply providing greater certainty and efficiencies for plan users and the Council.	Not applicable
New definition for Aokautere Structure Plan	The plan user is provided with a clear understanding of the different structure plans that apply to the growth area including through a spatial plan, road layout and densities.	Not applicable
Amended definitions of Developable and Limited Developable Land	Makes clear where land in the Aokautere Structure Plan is subject to specific requirements around slope and land stability, with a different activity status where an activity is within the Limited Development Land area.	There is a cost of geotechnical work (advice and recommendations) where an activity is not on Developable Land; however, this is an extension of an already established planning approach in the Aokautere area and is necessary to ensure natural hazards are adequately addressed for the benefit of the landowner, and the community.
Removal of parking provisions	Ensures consistency with the NPS-UD	No direct cost, although parking will still need to be accommodated in some way, it will not be directed by the District Plan.
<b>Efficiency and Effectiveness</b>		
These changes are considered to be efficient and effective as the changes to the definitions ensure that the planning framework (as described earlier) is certain in its application to particular areas and also, with removal of parking provisions, ensures consistency with higher order documents.		

<b>Opportunities for economic growth and employment</b>
Not applicable
<b>Alternatives</b>
Under any approach the changes to the provisions to implement the intent of the NPS-UD for parking would be necessary. An option involving reliance on the existing residential zone provisions would still require the new residential area to be defined. The risk is that natural hazards would not be addressed in an adequate or appropriate manner without an amended approach which implements the Geotechnical Report recommendations through Map 10.1A.
<b>Appropriateness in relation to relevant existing objectives</b>
Not applicable
<b>Summary of reasons for decision on provisions</b>
The provisions are assessed as the most appropriate to give effect to the objectives.

## 8.2 Risk of Not Acting

123. Section 32(2)(c) of the Act requires, in the evaluation of the proposed policies and methods, the consideration of the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.
124. It is considered that there is certain and sufficient information on which to base the proposed provisions as all the issues discussed above are well understood, affect a well-defined area, and have been considered extensively through technical assessment. Therefore, the degree of uncertainty and risk of acting is considered unlikely to outweigh the risk of not acting.
125. Conversely, there are significant risks around not acting, by retaining or largely retaining the current District Plan approach, including:
- (a) The ability to meet projected demand for housing and to provide a range of housing choice in the district will not be met, with recognised issues of housing affordability likely to be further exacerbated. In turn, economic potential is likely to be under-realised, with flow on social and economic effects.
  - (b) Potential environmental effects as development pressure moves to the urban margins with the continuation of poor urban planning outcomes through ad hoc, uncoordinated development of the remaining land for development in Aokautere.
  - (c) The potential for development to occur in advance of the necessary infrastructure to manage effects in an appropriate manner.
  - (d) The absence of steps to protect, restore and enhance the gully network;
  - (e) The need to give effect to higher order documents, particularly the NPS-UD.
126. Overall, based on the analysis undertaken throughout this report, the risk of not acting is considered significantly higher than the risk of acting in the manner proposed by the plan change.

## 9 Conclusion

127. Palmerston North's strong population growth in recent times is projected to continue for many years. PNCC needs to take steps to ensure sufficient housing capacity is available to meet the growth needs of the community.
128. Presently, managing residential development in Aokautere under the Operative District Plan is not achieving desired built form outcomes for Aokautere, nor sufficiently addressing the NPS-UD or providing for the City's ongoing high rate of population growth.
129. Therefore, Proposed PCG seeks to:
- (a) Partially address residential development capacity constraints and contribute towards achieving the targets for housing development capacity for the City and Region;
  - (b) Provide for a variety of housing choice (density, typology and lot layout) within Aokautere;
  - (c) Create quality built form with a well-connected transport and open space network that reflects the unique existing landscape and natural environment qualities of the area;
  - (d) Provide for the Aokautere Neighbourhood Centre to support the local community;
  - (e) Require adequate infrastructure in advance of development to manage effects in an appropriate and sustainable manner.
  - (f) Protect, restore and enhance the gully network in Aokautere; and
  - (g) Give effect to higher order documents; in particular the NPS-UD.
130. The evaluation of the effectiveness and efficiency of the options has concluded that residential development of Aokautere in accordance with the Aokautere Structure Plan will assist PNCC in providing housing capacity with a mix of housing density, typology and affordability. This option aligns with higher order documents, particularly the direction in the City's housing strategies where Aokautere is identified as a growth area in Palmerston North and gives effect to the NPS-UD. Amendments to Section 10 are also considered to be the most effective and efficient option in providing greater direction on design and amenity outcomes for the Aokautere Residential Area. Similarly, the assessment of effectiveness and efficiencies concludes that amendments are required to Section 11 to ensure the delivery of an attractive, high amenity, pedestrian focused neighbourhood centre, which supports medium density housing around its perimeter, with a number of transportation opportunities. There are clear environmental, cultural and social benefits arising from the management of the gullies, through the rezoning of land and changes proposed to Section 15.
131. Proposed PCG has been evaluated under the requirements of Section 32 of the RMA and it is considered to be the best available means to achieve the objectives and the sustainable management purpose of the RMA.

## **Appendix 1 – Proposed Plan Change G Amendments to the District Plan**

## **Appendix 2 – Zoning Maps**



## **Appendix 3 – Structure Plans**

## **Appendix 4 - Masterplan Report**

## **Appendix 5 – Transport Report**

## **Appendix 6 – Cultural Impact Assessment**

## **Appendix 7 – Aokautere Ecology Report and addendums**

## **Appendix 8 – Acoustic Assessment**

## **Appendix 9 – Geotechnical Report and addendums**

## **Appendix 10 – Landscape and Visual Assessment**



## **Appendix 11 – Stormwater Management Strategy**

## **Appendix 12 – Aokautere Centre and Retail Assessment**

## **Appendix 13 – Parks and Reserves Servicing Memorandum**

## **Appendix 14 –Urban Design Statement for Planning Controls**

## **Appendix 15 – Summary of Technical Reports**