Palmerston North City District Plan

Proposed Plan Change C: Kakatangiata

Stage 1: Kikiwhenua Residential Area

November 2018
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Part I - Proposed Plan Change

1 Description of the Proposed Plan Change

Proposed Plan Change C (PC C) involves:

1. The rezoning of approximately 24ha of Race Training Zone land to Residential Zone to establish the Kikiwhenua Residential Area. This area forms part of the wider Kakatangiata Growth Area (formerly City West) identified in the Palmerston North City Development Strategy (2017) as a preferred residential growth area.

2. The repurposing of District Plan Section 7A Whakarongo Residential Area to be the framework for all new greenfield areas including the proposed Kikiwhenua Residential Area.

The Kikiwhenua Residential Area refers to the land bounded by Pioneer Highway, Te Wanaka Road, and the Mangaone Stream. This area is considered Stage 1 of the wider Kakatangiata Growth Area, bounded by No 1 Line, Longburn Rongotea Road/Shirriffs Road, and the Mangaone Stream. Kakatangiata is the formalised name for the previous City West Growth Area.

The name Kakatangiata has been chosen by Rangitāne o Manawatū through researching old maps for the area. The name translates to “Kaka welcoming the morning”.

With the introduction of specific provisions in the Subdivision and Residential Zone sections of the District Plan. Some new provisions are recommended to address the site-specific design requirements for subdivision and development in this area, recognising the significant historic relationship Rangitāne o Manawatū have with this site and natural hazard and stormwater constraints.

The following is the proposed Kikiwhenua Residential Area Structure Plan:
Figure 2: Kikiwhenua Residential Area
2 Proposed amendments to the District Plan

District Plan Provisions

Refer to Appendix 1 for all amendments proposed to the Definitions, Whakarongo Residential Area, and Residential Zone Sections. The proposed Kikiwhenua Structure Plan is also included in Appendix 1.

Planning Maps

1. Amend Planning Maps 24 and 30 by rezoning the land from Race Training Zone to Residential Zone. The land parcels affected by rezoning are shown in red in the following table:

<table>
<thead>
<tr>
<th>Aerial</th>
<th>Property Address</th>
<th>Legal Title</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image1" alt="Image of aerial view" /></td>
<td>154 Pioneer Highway</td>
<td>LOT 1 DP 32600 BLKS XIV KAIRANGA SD</td>
</tr>
<tr>
<td><img src="image2" alt="Image of aerial view" /></td>
<td>Part of lot 61-99 Te Wanaka Road</td>
<td>LOTS 2 3 DP 32600 BLK XIV</td>
</tr>
<tr>
<td></td>
<td>Part of lot 149 Te Wanaka Road</td>
<td>LOT 1 DP 493470</td>
</tr>
</tbody>
</table>
Proposed Plan Change C: Kakatangiata – Stage 1 Kikiwhenua Residential Area

Section 32 Report

Pioneer Highway
PT RS 361 BLKS X XIV KAIRANGA SD

Part of lot 214 Pioneer Highway
RURAL SECS 361A 361B PT SEC 361
PT LOT 1 DP 8529 BLK X KAIRANGA SD
### Consequential Changes

1. Make consequential changes, including numbering changes, as a result of the insertion of new rules, as necessary.
Part II - Section 32 Report

1 INTRODUCTION

1.1 This report provides a summary of the evaluation undertaken by the Palmerston North City Council (the Council) in accordance with Section 32 of the Resource Management Act 1991 (RMA or the Act) in relation to Proposed Plan Change C: Kakatangiata – Stage 1: Kikiwhenua Residential Area (PC C) to the operative Palmerston North City District Plan (the District Plan or the Plan).

1.2 The report should be read in conjunction with the proposed amendments to the District Plan in Appendix 1 of this report, and the accompanying expert reports and research supporting the proposed plan change, Appendices 2 – 8.

1.3 This report is structured in six parts:

Part 1: Introduction
   The purpose of Proposed Plan Change C
   An overview of the approach to the Sectional District Plan Review
   An overview of the District Plan requirements under the Resource Management Act 1991
   Background to Proposed Plan Change C

Part 2: Regulatory and Policy Context
   Current District Plan approach
   Proposed changes to the District Plan
   Supporting documents and expert reports
   Record of consultation on proposed plan change

Part 3: Evaluation of Alternatives and the Preferred Option
   Examining whether the proposed plan change is the most appropriate way to achieve the purpose of the Resource Management Act 1991

Part 4: Implementation of Preferred Option: Objectives, Policies and Rules
   Examining the appropriateness of proposed objectives, policies and methods
   Analysis of land proposed to be rezoned to Residential Zone

Part 5: Statutory Evaluation and Summary

List of Abbreviations

1.4 The following is a list of abbreviations referred to throughout the report:

- PC C – Proposed Plan Change C: Kakatangiata
- Kakatangiata – Former City West Residential Growth Area
- RoM – Rangitāne o Manawatū
- RMA or the Act – Resource Management Act 1991
- The Council or PNCC – Palmerston North City Council
- The District Plan – Palmerston North City District Plan
- PPC20A – Proposed Plan Change 20A: Residential Zone and Residential Subdivision
- WRA – Whakarongo Residential Area
- KRA – Kikiwhenua Residential Area
The Purpose of PC C

1.5 The primary purpose of PC C is to rezone land between the eastern boundary of Te Wanaka Road, the western boundary of the Mangaone Stream, and the southern boundary of Pioneer Highway, from Race Training Zone to Residential Zone, and introduce new provisions in the District Plan to manage residential development of the site. The rezoning involves approximately 23.6 ha of land, and the creation of approximately 220 residential lots. The property at 234 Pioneer Highway is also included for rezoning to residential to maintain a contiguous Residential Zone.

Figure 2: Proposed Plan Change C Scope

1.6 The scope of PC C is restricted to this area of land for the following reasons:

a. The identified area has been signalled in PNCC’s Asset Management Plans as stage one for the development of the wider Kakatangiata Growth Area.

b. The area is able to be serviced independently of other parts of the wider Kakatangiata Growth Area.
c. The area is the closest site to the established urban boundary, so forms a continuation of the existing residential environment.

d. The area has a discrete number of landowners to develop a structure plan with, enabling for land to be released for housing faster than conducting a structure plan and plan change preparation for a larger area.

e. The land area is no longer required for horse training activities.

f. The Te Wanaka Road corridor provides a buffer between horse training and residential land use to avoid noise sensitivity effects.

1.7 The rezoning proposal is accompanied by a structure plan and set of District Plan objectives, policies, and rules that will inform subdivision and development in the Kikiwhenua Residential Area. The recommended approach is to adopt the operative District Plan Section 7A Whakarongo Residential Area objectives, policies and rules and repurpose these as generic greenfield provisions. This approach will form the basis for all new future greenfield residential sites across the District.

Statutory Requirements under the RMA

1.8 The Purpose of the RMA – The purpose of the RMA is to promote the sustainable management of natural and physical resources. Section 5(2) of the Act states: 

“In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enable people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while –

a. Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and

b. Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and

c. Avoiding, remedying, or mitigating any adverse effects of activities on the environment.”

1.9 Section 32 of the RMA – The 2013 Resource Management Act amendments have altered the requirements under section 32 of the RMA which now states:

“(1) An evaluation report required under this Act must -

(a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and

(b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by -

(i) identifying other reasonably practicable options for achieving the objectives; and

(ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and

(iii) summarising the reasons for deciding on the provisions; and

(c) 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.
An assessment under subsection (1)(b)(ii) must -

(a) identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for -

(i) economic growth that are anticipated to be provided or reduced; and
(ii) employment that are anticipated to be provided or reduced; and

(b) if practicable, quantify the benefits and costs referred to in paragraph (a); and

(c) assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

The person who must have particular regard to the evaluation report must make the report available for public inspection -

(a) as soon as practicable after the proposal is made (in the case of a standard or regulation); or

(b) at the same time as the proposal is publicly notified.

In this section, objectives means -

(a) for a proposal that contains or states objectives, those objectives:

(b) for all other proposals, the purpose of the proposal

provision means a proposed standard, statement, regulation, plan, or change for which an evaluation report must be prepared under this Act.

provisions means -

(a) for a proposed plan or change, the policies, rules, or other methods that implement, or give effect to, the objectives of the proposed plan or change;

(b) for all other proposals, the policies or provisions of the proposal that implement, or give effect to, the objectives of the proposal.”

1.10 Section 32 stipulates the content and evaluation is necessary prior to notification. The evaluation report focuses only on those parts of the District Plan where changes are being proposed. In this instance, the provisions are all new to the site that is being rezoned. On that basis a full assessment is included in this report.

1.11 Section 32AA requires Council to undertake a further evaluation if any further changes are proposed prior to making a decision on a plan change, for example, in response to submissions received. This further evaluation must be cited at any subsequent hearing.

1.12 **Functions of District Councils** – The Council has statutory functions under section 31 of the RMA, which include the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district.

1.13 **The Purpose of District Plans** – The purpose of a district plan under section 72 of the RMA is to assist territorial authorities to carry out their functions in order to achieve the purpose of the Act.
Preparation of District Plans – Section 73 states that there must be at all times one district plan for each district prepared by the Council in a manner set out in the First Schedule of the Act.

Matters to be Considered by Territorial Authorities – The matters to be considered by a district council when preparing or changing its district plan are set out in section 74 of the Act. This requires councils to act in accordance with its functions under section 31, the provisions of Part 2, and its duty under section 32. Section 74(2) also sets out a number of other matters Council shall have regard to including plans and strategies prepared under other acts. Importantly, section 74(3) states that when preparing a change to a district plan a territorial authority must not have regard to trade competition.

Background and Historical Land Use within the PC C Area

Pre-European Occupation

Rangitāne o Manawatū have ties with the land at the Awapuni Lagoon for over 800 years and this area forms part of their rohe. Awapuni served as a reliable food source. The karaka grove that lies at the northwestern edge of the Awapuni Racecourse is the last remaining remnant of the Awapuni Lagoon Karaka forest. A number of kainga (unfortified villages) settled nearby this resource, as evidenced by the number of archaeological finds that have been previously unearthed through residential development around the Maxwells Line area.

Pre-Racecourse Occupation

After Europeans had settled in New Zealand, the land around the Awapuni Lagoon was eventually sold and cleared for settlement by Scandinavian immigrants. 105 acres was subsequently purchased back by some Rangitāne to re-establish a kainga and marae named after Awapuni. A meeting house was built in 1883 at Awapuni marae to commemorate the first visit of the Maori King to the Manawatū. European river engineering and drainage works had seen the natural landscape of the Awapuni Lagoon change to release land for agriculture at the sacrifice of the natural eel and karaka resources. Remnants of the Awapuni Lagoon still currently exist as Otira Park, Rangitāne Park, and parts of the Mangaone Stream.

Post-Racecourse Context

The Awapuni Racecourse was established on its current site in 1903. Agriculture and racehorse training activities had persisted on the Awapuni Lagoon site until residential growth had reached Maxwells Line and led to the successive subdivision of land up to the bounds of the Awapuni Racecourse and Mangaone Stream. In 1925 Kikiwhenua was destroyed in a fire, and the land eventually sold in 1938. A number of known and unknown Pa and Urupe sites have been unearthed through the subdivision of land in the area. Two local sites have been restored to Rangitāne ownership: Te Hotu Manawa O Rangitāne, the location of a former kainga and battleground, and a site on the embankment of the Mangaone Stream that forms part of the Crown settlement with Rangitāne o Manawatu. The plan change area currently exists as racehorse training land. This land is considered to be surplus to requirements with the racehorse capacity that can be provided for at the Awapuni Racecourse itself and on RACE Inc’s partner facility Kamada Park at the south of Te Wanaka Road. Apart from a few stables and trainer accommodation, the site remains relatively undisturbed since the site was originally cleared.
Figure 3: Te Wanaka Road and Awapuni in 1956 showing agricultural land use on Te Wanaka Road, with race training facilities located where current residential land use around Caufield Place now stands.

Existing planning provisions for the Kikiwhenua Residential Area

1.19 The site is currently zoned Race Training. The Race Training Zone was most recently reviewed as part of the Sectional District Plan Review between 2015/2016. At the time of the review of the Race Training Zone, residential zoning for Te Wanaka Road was considered out of scope due to the following reasons:
The primary purpose of Plan Change 21 was to review existing land use provisions in the Recreation Zones. The Race Training Zone was only included in that review due to its association with the Racecourse Zone.

b. Rezoning land at the scale of the Race Training Zone required an informed structure plan and technical investigations which had not occurred.

1.20 The Race Training Zone Memorandum in Plan Change 21 recommended that retaining the zone extent with a minor rezone of Kamada Park’s expansion provides for race training needs in the short to medium term. Long term investment would see consolidated race training facilities developed by Kamada Park and on site at the Awapuni Racecourse. Aside from Kamada Park, no one else in the Zone has been investing further into race training facilities. Below is the key observation from the land use survey conducted in 2015:

72 percent of the Race Training Zone is currently used for race training purposes. Some of these sites are inactive or used inefficiently. The current demand for race training along Te Wanaka Road is limited due to the following:

- The dispersal of racecourses across the Manawatu and Wellington regions, stretching the demand for race training across a series of smaller catchments.
- The maintenance requirements of the track at Awapuni Racecourse limiting the amount of race days that can be accommodated locally.

1.21 The provisions of the zone are largely permissive in nature and provide for activities ancillary to the horse racing industry. Other activities wishing to establish in the zone are a Discretionary Activity.

1.22 Pre-existing residential land use is provided for as a permitted activity, but new residential buildings and subdivision is discouraged to manage reverse sensitivity effects on race training and agistment activities that:

a. Predominantly operate earlier in the morning than residential activities;

b. House noise sensitive activities; and

c. Require horse cartage and riding to and from the Racecourse in a safe manner.

2 REGULATORY AND POLICY CONTEXT

Current District Plan Framework

2.1 Section 2: City View Resource Management Issues and Objectives – 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, polices and methods for the specific zones in the District Plan.

2.2 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 Race Training and Residential Zone 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. A variety of high quality residential living environments are provided to satisfy the needs of all residents.

5. Rural subdivision and development is directed away from Class I and II versatile soils.

6. The infrastructural demands of rural subdivision and development are minimised.

7. 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.

8. Subdivisions, buildings and infrastructure are designed and constructed to promote a coordinated, healthy and safe environment.

9. The visual appeal of the City is enhanced.

10. 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.

11. 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.

12. Active engagement from tangata whenua within resource management decisions.

13. The historic heritage of the City is researched, identified and preserved within the context of sustainable management.

14. The natural and cultural heritage features of the City are preserved and enhanced, including the margins of the Manawatū River and sites of significance to tangata whenua.

15. 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.

16. Appropriate noise standards are in place to protect noise sensitive activities.

17. 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.

18. 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.
2.3 **Section 21: Race Training Zone** – The existing Race Training Zone Chapter of the District Plan seeks to reflect the character and needs of activities within the zone and in particular limit the reverse sensitivity effects that race training activities can create through the early training and movement of horses on a daily basis.

2.4 This purpose is mainly achieved through the dedication of all land adjacent to Te Wanaka Road for race training activities to avoid the development of activities that may not be complimentary. The Race Training Zone includes noise rules similar to the Rural Zone, Permitted Activity status for race horse stabling, training, associated accommodation and veterinary clinics, and Discretionary Activity status for new residential buildings, which all contribute towards maintaining an environment that prioritises racecourse activities along Te Wanaka Road.

2.5 **Section 10: Residential Zone** – The outcome of the Plan Change 20: Residential Zone review established the overarching approach to residential development. This included objectives around using existing residential land efficiently to avoid unnecessary sprawl and maintain the look and feel of residential areas. The Zone enables a variety of housing choices, protects street character when redevelopment happens, and contains goals for a more sustainable and resilient city.

2.6 Dwellings, accessory buildings, and minor dwelling units are permitted activities in the Residential Zone. Those activities which cannot meet performance standards, multi-unit residential development, and activities within the Awatea Stream and Jensen Street Ponding areas are restricted discretionary activities. Dwellings in Savage Crescent, changes to existing buildings in the Air Noise Contour, and domestic wind turbines are Discretionary Activities. Non-Complying Activities include those that do not meet provisions in the plan, dwellings in the Inner and Outer Control Contours, roading infrastructure in the Napier Road Residential Area, and external storage of derelict vehicles. Prohibited Activities are new dwellings, sleep outs, relocated houses and minor dwelling units in the Air Noise Zone.

2.7 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.

2.8 Plan Change 23, Hokowhitu Lagoon Residential Area, sought to enable development of the former Massey University Teacher’s College brownfield site. Plan Change 23 posed similar cultural and stormwater management issues as PC C.

2.9 **Section 7A: Whakarongo Residential Area** – Plan Change 6: Whakarongo Residential Area sought to rezone land to the east of the city signalled as one of the Council’s preferred areas for residential growth under the Palmerston North City Residential Growth Strategy 2010. Section 7A enabled greenfield development within this growth area under the guidance of a structure plan.

2.10 The Whakarongo Residential Area provides a framework which the Council can be a model for PC C and future greenfield residential options. The key intention for this approach is to ensure that development in these greenfield areas is coordinated in aspects of natural hazards mitigation, connectivity, infrastructure provision, and design quality.

**Proposed Changes to the District Plan**

2.11 PC C involves the rezoning of the site identified as the Kikiwhenua Residential Area from Race Training to Residential Zone. Changes are proposed to specifically provide for the residential subdivision of the site via the Greenfield Residential Area Chapter (Formerly Whakarongo Residential Area), residential development via the Residential Zone Section. Consequential changes are proposed for the Race Training Zone. A structure plan to inform subdivision and development is also proposed.
2.12 Subdivision rules for the Whakarongo Residential Area have been generalised to apply to both the Whakarongo and Kikiwhenua Residential Areas. Where provisions specifically relate to the Whakarongo Residential Area exclusively, these have been separated out to avoid conflict with other Greenfield Residential Areas. The Plan Change proposes no substantive amendments to the planning framework for Whakarongo; these amendments are administrative in nature.

2.13 Subdivision in the Kikiwhenua Residential Area is proposed to be provided for under the following framework:

2.14 Any Greenfield Residential Area shall be assessed as a Restricted Discretionary Activity, where discretion is restricted to matters such as those currently used for the Whakarongo Residential Area.

2.15 For site-specific resource management issues, performance standards and assessment criteria have been explicitly provided for the Kikiwhenua Residential Area. These issues broadly relate to:

- Water sensitive design requirements
- Archaeological assessment and cultural monitoring
- Subdivision layout and design with respect to recognising the connections between Rangitāne and significant land and water sites
- The integration of existing mature vegetation
- Legibility
- Connections to nearby pedestrian and cycle networks

2.16 The above provisions are guided by a new policy specific to the Kikiwhenua Residential Area.

2.17 Underpinning the specific provisions for the Kikiwhenua Residential Area are the following resource management issues

Resource Management Issues:

- The effects of residential development on sites of significance to Rangitāne
- The effects of residential development on stormwater quantity and quality

2.18 Some Greenfield Residential Area provisions have had editorial changes made to keep the terminology up to date with recent plan changes, or to help interpretation. These changes have been worded to avoid altering the meaning of the provision, and have no substantive impact on the planning framework for the Whakarongo Residential Area.

2.19 A copy of the full Subdivision section S7A of the District Plan with all proposed changes, and excerpts from the Residential and Definitions sections is included in Appendix 1.
Proposed Plan Change C: Kakatangiata – Stage 1 Kikiwhenua Residential Area

Chronology

2.20 The following outlines the key milestones in preparing the Proposed Plan Change to date:

December 2017  Meeting with Horizons Regional Council and PNCC asset managers regarding stormwater and flood constraints to the plan change area.

February 2018  Workshop with RACE Inc, Kamind Properties Ltd, and PNCC asset managers to introduce the plan change investigation.

March 2018  Meeting with Rangitāne to introduce plan change investigation and engage Tanenuiarangi o Manawatū for cultural impact advice.

         Technical experts engaged for PC C.

May 2018  Workshop with RACE Inc, Tanenuiarangi o Manawatū, PNCC asset managers, and technical experts to feed into structure planning exercise for the plan change.

June 2018  City Development Strategy adopted by Council, including the direction to rezone the Kikiwhenua Residential Area for residential housing.

         Meeting with Horizons Regional Council to further discuss PC C.

July 2018  Meeting with Rangitāne and RACE Inc. to discuss the draft Kikiwhenua Structure Plan.

         Meeting with NZTA to discuss the draft Kikiwhenua Structure Plan.

August 2018  Memorandum of Partnership (MoP) signed between RACE Incorporated and RoM to set out how the two parties will work together throughout the development of the Kikiwhenua Resiential Area. This MoP addresses components of Table 4 below.

October 2018  Section 32 Planning Assessment Report and draft provisions presented to the PNCC Planning and Strategy Committee.

Consultation with key stakeholders

2.21 A number of meetings have been held with key stakeholders during the preparation of the Plan Change. The key stakeholder meetings are identified in the Chronology above.

2.22 Section 3B of the Act requires local authorities to consult with iwi authorities in the following ways:

- Establish and maintain processes to provide opportunities for iwi authorities to be consulted.
- Enable iwi authorities to identify resource management issues of concern to them.
- Indicate how those issues have been or are to be addressed.

2.23 Council has met the above obligations through the following:

- Consultation and workshops described in the chronology above.
- Engagement with Tanenuiarangi o Manawatū Incorporated to conduct a Cultural Impact Assessment which has identified key resource management issues significant to Rangitāne o Manawatū.

- A planning assessment of the appropriate delivery mechanisms for achieving recommended outcomes in the Cultural Impact Assessment.

2.24 In summary feedback from parties has indicated that:

a) Rangitāne o Manawatū – Feedback from RoM is predominantly covered under the response to the Landscape Assessment and Cultural Impact Assessment in Part 2 of this report.

b) RACE Incorporated and Kamind Properties Ltd – Both parties with landowner interest in the site and their consultants have been consulted throughout the process and most of the Structure Plan decisions proposed have been communicated with these parties. It is expected that any further feedback can be accommodated in the submissions stage.

c) Horizons Regional Council - No substantial flood hazard risks have been raised. If further information becomes available at the time of notification then PC C will be able to address these through the response to submissions.

d) New Zealand Transport Agency (NZTA) – The main concerns raised by NZTA are:
   a. Limiting individual accesses onto Pioneer Highway
   b. The safe and efficient operation of the road network with respect to the junction of Te Wanaka Road and Pioneer Highway
   c. Noise sensitivity in the proximity of Pioneer Highway

Supporting evidence

2.25 In considering and preparing PC C the Council commissioned relevant technical reports and supporting documents. These included:

1. Landscape Assessment
2. Transportation Assessment
3. Stormwater Assessment
4. Water & Wastewater Assessment
5. Cultural Impact Assessment
6. Liquefaction Assessment
7. Noise Assessment
8. Soil Assessment

2.26 The key findings of these reports are outlined below.
**Landscape Assessment, Isthmus, September 2018**

2.27 Council commissioned Isthmus Group to conduct a Landscape Assessment, draft the proposed Kikiwhenua Structure Plan (Map 7A.2), and provide urban design and landscape advice with respect to how the Whakarongo Residential Area provisions would perform for the Kikiwhenua Residential Area.

2.28 The Landscape Assessment determined that the proposed Kikiwhenua Residential Area will result in a fundamental change in landscape character, however given the peri-urban context of the site, rezoning will be appropriate.

2.29 The Landscape Assessment noted that the Whakarongo Residential Area provisions lack detail on how to implement policies related to urban design, and the Residential Zone development provisions do not address finer grain design matters that contribute to the character of the neighbourhood.

2.30 Isthmus recommended two options of Structure Plan based on a workshop exercise conducted with Transport Engineering, Landscape Architecture and Urban Design, Acoustic Engineering, Rangitāne, and Planning input contributing. One option (Option A) provided for a road connection towards the terraced edge of the Mangaone Stream, and the other (Option B) provided for a road connection running along the legal boundary of RACE’s land.

2.31 Structure Plan Option A has been accepted for inclusion in the District Plan with the following changes:

- **Removal of Pocket Parks and Small Open Spaces:**
  
  The retention of Kikiwhenua will likely require investment above what has been planned in the Asset Management Plans for parks and community facilities. The combination of amenity and open space to be created through stormwater detention ponds, Kikiwhenua, and the Mangaone Stream edge is considered to provide sufficient parkland and open space for the Kikiwhenua Residential Area without the need for additional pocket parks and small open spaces.

- **Formalise the Boundary of Kikiwhenua:**
  
  On agreement between RACE and Rangitāne, the boundary of Kikiwhenua has been confirmed to the area denoted on the proposed Kikiwhenua Structure Plan. In the future this may necessitate the possible purchase of 234 Pioneer Highway to create a clear connection between the Mangaone Stream and Kikiwhenua, and avoid a parcel of residential land use not contiguous with the rest of the Residential Zone.

- **Removal of the Possible Community/Commercial Centre (Repurposed Barn):**
  
  For reasons below in Figure 3, the repurposed barn/community centre is not considered viable at this stage of the development of Kakatangiata.

- **Removal of Further Internal Tracks:**
  
  With block lengths on average approximately 200m, the further internal track will provide a higher level of connectivity than is considered necessary throughout the site. With no community or commercial centre included, there is no intended destination to warrant the further internal track.
• Shift one of the Pedestrian Connections to Pioneer Highway:

The second pedestrian connection along Pioneer Highway from the west has been located to provide a clear connection from the adjacent primary road, however in the principle of retaining mature vegetation it is considered more appropriate to agglomerate the pedestrian connection with an existing stand of Phoenix Palm trees.

• Inclusion of a Forked Pedestrian Connection to the South of the Site:

The site will in the future connect to the Awapuni Racecourse and Manawatū Bridle Track to the south, and oxbow remnant to the southwest. Clear and logical pedestrian and cycle connections to these networks is important.

• Reorientate the Northern Pedestrian Connection from the east of Kikiwhenua to the west of Kikiwhenua:

In consultation with Rangitāne it is considered to be more culturally appropriate to reorientate the streamside pedestrian connection around the west of Kikiwhenua.

• Identify the Connection to Grand Oaks Drive and the Eastern Access to Pioneer Highway as “Possible Future Road Connection”

These connections are not warranted yet, as described in the Transport Assessment, however it is useful to retain these on the Structure Plan to communicate Council’s future intentions. In the immediate term these connections would remain as pedestrian and cycle connections.

2.32 The following is an outline of the recommendations and the appropriate policy response to these:

Table 1: Planning Assessment of Landscape Recommendations

<table>
<thead>
<tr>
<th>Landscape and Urban Design Recommendation</th>
<th>Planning Recommendation</th>
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| 1 Investigate the feasibility of retaining mature trees and shelterbelts for incorporation as amenity planting alongside roads | • Structure Plan road alignment to incorporate treed areas  
• Subdivision assessment criteria to assess how well the development retains mature trees |
| 2 Investigate the feasibility of repurposing the historic barn, for possible use as a café as part of the Te Wanaka Residential Area community centre | • This has not been included in the Structure Plan for the following reasons:  
  o There are no District Plan protections over the barn  
  o Demand for a new community/commercial centre would be limited given this is the first stage of Kakatangiata  
  o Commercial services are likely to be developed at 520 Pioneer Highway which may meet new demand |
<p>| 3 Amend District Plan Section 7A: Whakarongo Residential Area to incorporate provisions specific | • Plan Change C as proposed |</p>
<table>
<thead>
<tr>
<th>4</th>
<th>to Te Wanaka Residential Area (as set out in this report), for re-purpuse as part of the Structure Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>5</td>
<td>Develop Design Guidelines, and attach those as an appendix to the District Plan</td>
</tr>
<tr>
<td></td>
<td>• This recommendation has not been recommended in PC C because the Structure Plan and associated provisions are considered appropriate for prescribing the key outcomes sought from the development whilst providing the flexibility for how those outcomes are delivered</td>
</tr>
<tr>
<td>6</td>
<td>Addition of Objectives and Policies to address Sense of place/identity (investigation into retention/re-purpose of suitable existing heritage features such as buildings associated with current racing uses and mature trees; response to existing racing uses e.g. through street naming)</td>
</tr>
<tr>
<td></td>
<td>• Subdivision performance standards requiring an urban design statement to demonstrate how the development contributes to a sense of place</td>
</tr>
<tr>
<td></td>
<td>• Subdivision assessment criteria related to tree retention</td>
</tr>
<tr>
<td></td>
<td>• The contribution of street naming to a sense of place would be expected to be developed through the Memorandum of Partnership between RACE and Rangitāne o Manawatū</td>
</tr>
<tr>
<td>7</td>
<td>Addition of Objectives and Policies to address Kikiwhenua cultural expression (this will be dependent on consultation with Rangitāne on appropriate use of the area. There is opportunity for development of partnership between Racing Incorporated – the current land-owner, and Rangitāne)</td>
</tr>
<tr>
<td></td>
<td>• Memorandum of Partnership between RACE and Rangitāne o Manawatū</td>
</tr>
<tr>
<td></td>
<td>• Subdivision assessment criteria</td>
</tr>
<tr>
<td></td>
<td>• Reserve development planning outside of this process</td>
</tr>
<tr>
<td>8</td>
<td>Addition of Objectives and Policies to address Development of a strong relationship with the Mangaone Stream</td>
</tr>
<tr>
<td></td>
<td>• Structure Plan</td>
</tr>
<tr>
<td></td>
<td>• Subdivision assessment criteria</td>
</tr>
<tr>
<td></td>
<td>• Memorandum of Partnership between RACE and Rangitāne o Manawatū</td>
</tr>
<tr>
<td>9</td>
<td>Description within the provisions of anticipated outcomes at different areas/zones within the Structure Plan, such as the area along Mangaone Stream/escarpment (where lot size and built form may reflect opportunities for increased yield); the area facing Te Wanaka Road (which should</td>
</tr>
<tr>
<td></td>
<td>• This is anticipated to be addressed at the Comprehensive Development Plan level as part of the subdivision stage</td>
</tr>
</tbody>
</table>
follow a layout which allows for further development should the current high-speed environment change; the Community Centre area, and the area facing Pioneer Highway

| 9 | Identification within the Structure Plan of hierarchy layout for both primary and secondary roads | • Structure Plan  
• Subdivision assessment criteria to require a clear hierarchy of roads |
| 10 | Guidance on possible layout of lots in relation to streets for maximised functionality, value and site responsiveness | • The resource consent design review process is anticipated to help advise on logical and functional lot layouts |
| 11 | Guidance on built form, materials, and relationship between lots and street – for example with regards to fencing, treatment of front yards, placement of entrances/garages; and explanations on how these matters can contribute to street character and community sense of ownership/identity | • Council’s design review process and Delivering Change programme will be able to influence these matters without prescribing predetermined delivery mechanisms  
• Basic matters are already addressed in the Residential section  
• Pre-application (subdivision and development) urban design input from Council |

Transportation Assessment, Harriet Fraser Traffic Engineering & Transportation Planning, July 2018 & Transport Assessment Addendum, Palmerston North City Council Roading Division, September 2018

2.33 Council has commissioned Harriet Fraser Traffic Engineering & Transportation Planning to undertake a Transport Impact Assessment (TIA) for the proposed plan change. The parameters of the assessment focus on the effects of residential land use on all modes in the wider transport network and recommendations on how this development is best designed to achieve the Objectives and Policies in the District Plan.

2.34 The TIA makes the following observations:

• Te Wanaka Road, Grand Oaks Drive, and Racecourse Road are all operating well within their available traffic carrying capabilities.
• As the City expands towards the west there will be sufficient demand for public transport to the extent to Kakatangiata.

• District Plan objectives and policies provide clear guidance with regard to providing a safe and efficient road network, particular consideration of public transport, cycling and walking, provision of connections to existing transport routes and the functional traffic requirements for individual residential lots.

• The straight and flat alignment of Te Wanaka Road provides an appropriate cross-section, that can:
  
  i. accommodate access and intersection separation distances from SH56 and
  
  ii. provide good sight lines at any new intersections.

For these reasons, a safe roading configuration is considered readily achievable.

• With the development of the RACE site the right turning traffic volumes out of Te Wanaka Road are forecast to increase from around 14vph to around 96vph during the busiest hours of traffic activity

• Beyond 2025 and with the proposed site fully developed, the analysis indicates that the Te Wanaka Road intersection can accommodate a further 5% traffic growth and the Maxwells Line intersection a further 6% traffic growth before the tight turns out at the intersections would be at a Level of Service E

• While the inclusion of a public road link between Te Wanaka Road and Grand Oaks Drive would provide route choice and would be well aligned with some of the District Plan objectives and policies, the inclusion of the link is not considered essential at this stage. From a safety perspective it is considered that such a link might be more appropriately included at such time as the western frontage of Te Wanaka Road is also developed with more intense residential and the need to move horses on foot along this section of Te Wanaka Road is reduced or removed.

• Any public road link between Te Wanaka Road and Grand Oaks Road would need to:

  1. Have restricted capacity and be designed to accommodate local traffic movements but not risk being seen as an alternative route to using Pioneer Highway and Maxwells Line for traffic from outside the area; and

  2. Connect in such a way as not to put horses at risk that continue to access and use the private bridge. The development of the RACE site for residential purposes will remove the demand for horses to be walked along the eastern side of Te Wanaka Road to and from the Racecourse. It may be necessary to introduce a secure horse path along the western side of Te Wanaka Road to allow for ongoing access to the Racecourse via the private bridge

2.35 The following is an outline of the recommendations and the appropriate policy response to these:
### Table 2: Planning Assessment of Transport Recommendations

<table>
<thead>
<tr>
<th>Transport Recommendation</th>
<th>Planning Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong> Pedestrian and cycle connection to the north and south of the site to enable connectivity to the rest of the stream and urban walking and cycling network.</td>
<td>• Structure Plan to direct expected pedestrian and cycle links</td>
</tr>
<tr>
<td></td>
<td>• Assessment criteria to require connections to existing nearby shared path networks</td>
</tr>
<tr>
<td><strong>2</strong> Either the existing walkway between Maxwells Line and the Mangaone Stream is opened up such that there is passive surveillance from SH56 or that a footpath is constructed along the southern side of SH56 from Maxwells Line to and across the Mangaone Stream</td>
<td>• Structure Plan to direct expected pedestrian and cycle links</td>
</tr>
<tr>
<td></td>
<td>• Recommend that the Roading Team investigate safer provision for walking access between Kikiwhenua and the closest Local Business Zone site (proposed Countdown Supermarket)</td>
</tr>
<tr>
<td><strong>3</strong> Widening of the median/turning bay at the Maxwells Line intersection with Pioneer Highway such that drivers turning right onto Pioneer Highway can cross the eastbound and westbound traffic flows in separate movements</td>
<td>• Recommend that the Roading Team investigate engineering safer turning movements at the Maxwells Line/Pioneer Highway intersection</td>
</tr>
<tr>
<td><strong>4</strong> Initial reduction of the speed limit on SH56 between Te Wanaka Road and the Mangaone Stream to a maximum of 80km/h with a longer-term expectation of a 60km/h speed limit once the RACE site is developed</td>
<td>• Recommend that the Roading Team continue to engage with the New Zealand Transport Agency to fulfil the long-term expectation of this section of Pioneer Highway as an urban road environment</td>
</tr>
<tr>
<td><strong>5</strong> Safety improvements for the Botanical Road intersection with Pioneer Highway.</td>
<td>• Recommend that the Roading Team investigate safety improvements to the Botanical Road/Pioneer Highway</td>
</tr>
<tr>
<td><strong>6</strong> The speed limit on Te Wanaka Road be reduced from 70km/h to 50km/h as part of the upgrading of the road</td>
<td>• Recommend that the Roading Team change the posted speed limit from 70km/h to 50km/h as the road environment changes.</td>
</tr>
<tr>
<td><strong>7</strong> Initiate a staged approach to maintaining safe access onto Pioneer Highway:</td>
<td>• Asset Management Plan programmes and development contributions</td>
</tr>
<tr>
<td>• Stage 1: Improvements to the SH56 Pioneer Highway intersections with Te Wanaka Road and Maxwells Line as part of the development of the RACE site;</td>
<td>• Roading Team to investigate staging of these improvements in the context of Kikiwhenua development and the closest Local Business Zone site (proposed Countdown Supermarket)</td>
</tr>
<tr>
<td>• Stage 2: Investigate timing for the provision of right turn bays at the Cavendish Crescent, Lewis Place and Nottingham Avenue intersections with Pioneer Highway as the City West development progresses beyond the RACE site;</td>
<td></td>
</tr>
<tr>
<td>• Stage 3: Investigate timing for the provision of a full flush median along Pioneer Highway from Maxwells Line to Botanical Road to facilitate safe and efficient turning from frontage properties as the City West development progresses beyond the RACE site.</td>
<td></td>
</tr>
</tbody>
</table>
2.36 An addendum to the TIA has been prepared by the Palmerston North City Council Roading Division that assesses the recommended speed limit on Pioneer Highway with consideration of planned future capital works and the Speed Management Guide released from the New Zealand Transport Agency.

2.37 The addendum considers that a safe and appropriate speed for Pioneer Highway adjacent to the Kikiwhenua Residential Area is 60 kilometres per hour if the following conditions are in place:

- A major upgrade of the Pioneer Highway / Te Wanaka Road intersection is constructed
- Development along the edge of Pioneer Highway proceeds and creates an urban environment

2.38 As stated in the Addendum, a major upgrade of the Pioneer Highway Intersection is planned for construction in the 2020/21 year. This is considered to align closely with the anticipated development timeline for the Kikiwhenua Residential Area.

**Stormwater Assessment, Palmerston North City Council Waste and Water Services Division, Aug 2018**

2.39 Stormwater modelling and assessment has been undertaken to understand the stormwater runoff effects generated on this site. The key observation from this work is that a working storage volume of 10,500m³ is required from stormwater detention areas (either throughout the site or in one area) in order for the site to be appropriately serviced without adverse stormwater effects on the receiving environment.

2.40 The following is an outline of the recommendations and the appropriate policy response to these:
Table 3: Planning Assessment of Stormwater Recommendations

<table>
<thead>
<tr>
<th>Stormwater Recommendation</th>
<th>Planning Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1  A Stormwater Management Plan addressing runoff and high rainfall events on site.</td>
<td>• Subdivision performance standards to require the submission of a Stormwater Management Plan addressing these effects</td>
</tr>
</tbody>
</table>
| 2  A single stormwater detention area or series of detention areas that are not reliant on pumping stations | • Structure plan delineating appropriate stormwater detention area options  
|                                            | • Subdivision assessment criteria requiring a gravity-fed stormwater detention system     |
| 3  The detention pond(s) must be designed such that the outlet reduces the peak flow to pre-development flow rates for the 10 year ARI rainfall event, and the spillway passes the 100 year ARI rainfall event at pre-development flow rates. | • Subdivision assessment criteria                                                      |
| 4  Permeable areas shall be at least 30% of the net lot area excluding road reserve        | • Land use performance standards require minimum permeable net lot area                 |
| 5  Road corridors shall be designed to provide areas or pervious pavements and/or grassed/planted swales to reduce total runoff and peak flows | • Subdivision assessment criteria requiring pervious pavements and swales to be incorporated into streetscape design |
| 6  Detention ponds need to be integrated into the development to contribute to the visual amenity of the area | • Existing subdivision assessment criteria requiring that Water Sensitive Design contributes toward the recreational and visual amenity of the development |
Water & Wastewater Assessment, Palmerston North City Council Waste and Water Services Division, Aug 2018

2.41 An assessment has been undertaken to determine the ease of servicing the Kikiwhenua Residential Area for reticulated water and wastewater services. The assessment has confirmed that the site can be serviced independently of other areas becoming available. Wastewater trunk main upgrades will allow for future proofing further stages of Kakatangiata through this development.

Cultural Impact Assessment & Ecological Assessment, Rangitāne O Manawatū, May 2018

2.42 A Cultural Impact Assessment (CIA) has been prepared for this site and is confidential. The CIA confirms the history of the area and the significance of the Awapuni Lagoon site to Rangitāne o Manawatū (RoM). The Lagoon remnants and site of the former Kikiwhenua meeting house are of major importance to reaffirming the connection between RoM and the land.

2.43 The draft CIA includes a number of recommendations which predominately relate to development protocols. The structure plan and suite of provisions in the Greenfield Residential Area seek to recognise and celebrate Rangitāne history as part of this new community. An example of this recognition includes the preservation of Kikiwhenua as open space, and reinforcing the relationship between new residents, the public, and Rangitāne with the remaining parts of the Awapuni Lagoon through maximising public access and recreation connections along the Mangaone Stream.

2.44 The Ecological Assessment of the Managone Stream prepared as an appendix to the CIA has revealed multiple positive signs of ecological health and recommends that cultural monitoring should be undertaken to ensure that the stream environment is enhanced.

2.45 RoM and RACE have signed a Memorandum of Partnership (MoP) regarding this area.

2.46 It is noted that some CIA recommendations do not relate directly to resource management issues, or are outside the scope of the District Plan. The MoP provides a mechanism to address these matters. Where recommendations may be strengthened through a resource consent process, the District Plan or structure plan, these have been recommended in addition to the MoP. Some CIA recommendations are dependent on processes outside of the plan change process and will require further follow-up. The following is an outline of the recommendations and the appropriate policy response to these:
<table>
<thead>
<tr>
<th>Cultural Impact Recommendation</th>
<th>Planning Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong> Consultation between PNCC and RoM should be ongoing.</td>
<td>• Compliance with Section 3 - Tangata Whenua of the Palmerston North District Plan</td>
</tr>
<tr>
<td><strong>2</strong> Inclusion of accidental archaeological discovery protocol in resource consent conditions</td>
<td>• Memorandum of Partnership between RACE &amp; RoM&lt;br&gt;• Assessment criteria in the Section 7A Greenfield Residential Areas</td>
</tr>
<tr>
<td><strong>3</strong> The design of the site should reflect Rangitaane artworks, expressions, and design principles.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM&lt;br&gt;• Assessment criteria to require that subdivision design recognise Rangitaane’s connection with their rohe.</td>
</tr>
<tr>
<td><strong>4</strong> Policies adopted in the rezoning of the area need to recognise Rangitaane-nui-a-rawa and tikanga.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM</td>
</tr>
<tr>
<td><strong>5</strong> Develop a network of accessways to Kikiwhenua-Awapuni Lagoon-Mangaone Stream-Urupa and current Rangitaane owned land.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM&lt;br&gt;• District Plan Rules to ensure that the sites are physically connected.&lt;br&gt;• Structure Plan to guide the development of pedestrian and cycle accessways.</td>
</tr>
<tr>
<td><strong>6</strong> In partnership with Rangitaane it would be beneficial to undertake a full archaeological survey of the site prior to the rezoning to determine exactly which areas are archaeologically important to guide the design of any future land sub-division.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM&lt;br&gt;• District Plan Rules to require an archaeological assessment as part of a Comprehensive Development Plan.</td>
</tr>
<tr>
<td><strong>7</strong> The former Kikiwhenua site should be preserved.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM&lt;br&gt;• Structure Plan to delineate Kikiwhenua&lt;br&gt;• District Plan Rules to protect Kikiwhenua &amp; urupa from development.</td>
</tr>
<tr>
<td><strong>8</strong> The history of Kikiwhenua should be visually recognised on site.</td>
<td>• Recommend that Parks Team partner with RoM on this at Reserve Development time. This type of work would sit outside of the Plan Change process.</td>
</tr>
<tr>
<td><strong>9</strong> Resource the restoration of the current RoM land block back into native forest.</td>
<td>• Recommend that Parks Team partner with RoM on this at Reserve Development time. This type of work would sit outside of the Plan Change process.</td>
</tr>
<tr>
<td><strong>10</strong> RoM continue to name areas and have input into the design of their neighbouring communities.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM</td>
</tr>
<tr>
<td><strong>11</strong> A cultural monitoring plan should be developed and implemented with respect to any development of the area.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM&lt;br&gt;• District Plan Rules requiring a cultural monitoring plan to be approved by RoM</td>
</tr>
<tr>
<td><strong>12</strong> RoM to have access to the site in order to monitor activities.</td>
<td>• Memorandum of Partnership between RACE &amp; RoM</td>
</tr>
</tbody>
</table>
Liquefaction Assessment, Tonkin and Taylor, December 2017

2.47 Council commissioned Tonkin and Taylor to complete a report assessing the liquefaction and lateral spread risk for the site. The Report is a high-level assessment, based on ten Cone Penetration Tests (CPTs) throughout the site.

2.48 The results of the CPTs identified that the majority of the site is at medium risk of liquefaction, with the easternmost points of the site at high risk of liquefaction. These areas are shown in Appendix A of the Tonkin and Taylor Report in Appendix 6. The Report acknowledges that categories shown in Appendix A are based on widely-spaced investigations. Additional testing was recommended at a more closely-spaced level to confirm the boundaries within the areas shown in Appendix A and for each lot within the high liquefaction category.

2.49 The Report also considered the risk of lateral spreading given the proximity of the Awapuni Lagoon/Mangaone Stream to the subject site. “A strip of land approximately 50 to 100m wide along the western limits of the existing watercourse site is potentially susceptible to lateral spreading during large earthquake events (e.g. 500-year level shaking). … The area susceptible to lateral spreading is located within the areas assigned liquefaction categories of Medium and High.”

2.50 The Report identifies likely implications for housing development in the medium and high liquefaction categories where different development options are used. These development options are:

- a standard NZS 3604\(^1\) foundation with no ground improvement ($15,000 to $20,000 per lot)
- enhanced foundation with no ground improvement ($30,000 to $40,000 per lot)
- enhanced foundation with ground improvement beneath dwelling only ($65,000 to $85,000 per lot)
- enhanced foundation with area wide ground improvement ($110,000 to $140,000 per lot)

2.51 The report notes that a standard NZS 3604 foundation is unlikely to meet Building Code requirements. An enhanced foundation with no ground improvement is likely to meet Building Code requirements. Enhancements above this provide additional resilience beyond minimum building code requirements. Similar standard and enhanced foundation options also apply to the potential for lateral spread issues and likelihood of meeting Building Code requirements.

2.52 The report continues by noting that “If area-wide improvement is not undertaken…, then buried services and pavements outside the treated areas would be susceptible to liquefaction-induced damage. The resilience of infrastructure networks could be increased by:

- Undertaking localised ground improvement along infrastructure corridors, and/or
- Using flexible pipes, flexible connections, and pressurised (rather than gravity-driven) networks.”

2.53 Overall, based on the findings, the report considers site development. “Development of the site would be appropriate subject to the options provided. Site specific assessments required for design will provide greater clarity for foundation design and ground improvement requirements.

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\(^1\) NZS 3604:2011 Timber framed buildings
for individual lots. This assessment does not remove any requirements for site specific assessment for detailed design. All requirements for design as stated in NZS 3604 still apply.”

2.54 On that basis the rezoning of the site to Residential Zone is considered appropriate as long as the District Plan provides adequate controls for geotechnical assessment and mitigation measures at the time of development.

Acoustic Report, Acousafe, May 2018

2.55 Council’s Acoustic Expert, Mr Nigel Lloyd from Acousafe Consulting and Engineering Limited, has reviewed the proposal in relation to how the District Plan could adequately manage the actual and potential noise effects on new residential activities as the site is redeveloped, taking particular account of:

- the cross-boundary effects with neighbouring rural and race training activities, and
- the expectation that the area will have a speed limit that is consistent with a residential area.

2.56 A letter exchange between the Council and the New Zealand Transport Agency has been referenced confirming the future long-term outcome of the section of Pioneer Highway adjacent to the site as being a local residential road. Mr Lloyd has recommended that a 20 metre setback should be applied at the Pioneer Highway interface given these conditions, with soft landscaping utilised to increase the noise reduction properties of the surface.

2.57 To aid in the long-term land use being predominantly residential, the noise provisions of the Residential Zone have been recommended for this site.

Soils and Land Use Capability of the Kelvin Grove, Anders Road and Race Course Growth Options, Agresearch, July 2010

2.58 As part of the development of the former Residential Growth Strategy 2010, Agresearch were conducted to analyse the soil capability across various residential growth options, including the area referred to as the Kikiwhenua Residential Area.

2.59 Map 5 of the assessment in Appendix 8 shows a high proportion of the site being made up of Class 1 and 2 soils suitable for food production, however Maps 7 and 9 of the assessment show a lower proportion of soils with an actual value for food production when considering land use, the built environment, and parcel size.

2.60 A large area of class 1 soils located to the south-west of the Kikiwhenua Residential Area were specifically excluded from the proposed City West (Anders Road and Race course) Residential Growth Area. The final extent of the proposed City West Area is shown in Map 9.2 of the District Plan.
Relevant Council Strategies & Plans

2.61 The following provides a general outline of the relevant Council documents and strategies that have also informed PC C. Only matters relevant to the Plan Change are included in this table.

Table 5: Relevant Council Strategies and Plans

<table>
<thead>
<tr>
<th>City Development Strategy (2017)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>The City Development Strategy (CDS)</strong> provides the direction for the next 20 years of urban growth to meet the target of 12,000 more jobs in Palmerston North by 2028. This target will be met through the following priority areas:</td>
</tr>
<tr>
<td><strong>1. Create and enable opportunities for employment and growth</strong></td>
</tr>
<tr>
<td><strong>2. Provide infrastructure to enable growth and a transport system that links people and opportunities</strong></td>
</tr>
<tr>
<td>The CDS recognises that land at City West needs to be rezoned for housing earlier than anticipated to meet update growth projections, with the most suitable land for early release and cost-effective provision of infrastructure being the area bound by the Managaone Stream, Te Wanaka Road, and Pioneer Highway.</td>
</tr>
<tr>
<td>The CDS states that the infrastructure servicing City West needs to be staged in order to balance the costs and risks of servicing growth on multiple fronts across the City. Residential zoning in City West needs to be applied at a similar pace to Council’s ability to deliver services to this area.</td>
</tr>
<tr>
<td>Retention of high-class soils for food production is a challenge that needs to be overcome.</td>
</tr>
<tr>
<td>Iwi partnerships on major city developments such as Plan Change C is specifically signalled as a way of respecting and using our Maori heritage to enhance city experiences.</td>
</tr>
<tr>
<td>The CBS quotes the need for a regional ring road that connects regional traffic with projected growth the City’s north-east and west.</td>
</tr>
<tr>
<td>Proposed Plan Change C: Kakatangiata – Stage 1 Kikiwhenua Residential Area</td>
</tr>
<tr>
<td>---</td>
</tr>
<tr>
<td><strong>Existing Situation:</strong></td>
</tr>
<tr>
<td>• City West is identified for greenfield housing development in the medium to long term.</td>
</tr>
<tr>
<td>• Council has started working with landowners at Aokautere, Napier Road, Flygers Line and Te Wanaka Road to initiate planning processes to enable further land for housing to come to market.</td>
</tr>
<tr>
<td>• There is strong demand for housing and new residential sections.</td>
</tr>
<tr>
<td>• Housing is more affordable than in most other cities, but is becoming less affordable.</td>
</tr>
<tr>
<td>• Council engages with Rangitāne o Manawatū early and substantively as regards future sites or zones of development that are being considered for the city and encourages developers to engage directly with iwi interests.</td>
</tr>
</tbody>
</table>

**Relevant outcomes for the Heritage Management Plan are:**

- Raise general awareness of archaeological authority requirements.
- Continue to work with Rangitāne o Manawatū to actively identify, protect, and where appropriate profile sites of cultural and natural significance.

**Relevant actions planned for the Housing and Future Development Plan are:**

- Review and update the District Plan in a proactive manner.
- Collaborate with the development community to deliver new housing developments and new forms of housing.
- Implement the NPS on Urban Development Capacity, including Housing and Business Needs Assessments, monitoring affordability indicators and a new detailed Future Development Strategy.
- Timely provision of infrastructure.
- Retention of high class soils.
- Applying the principles of good urban design.
- Engage with Rangitāne o Manawatū on major city development.
- Engage with Rangitāne o Manawatū on the Mana Whakahono a Rohe imperatives under the Resource Management Act (agreed process for engagement on planning matters).
**Existing Situation:**

- The District Plan has been amended to give effect to good urban design performance at the city level and across the residential and business zones.
- Structure Plans and requirements for Comprehensive Development Plans are embedded in the District Plan on Residential, Industrial, Recreational and Airport zoned land, giving direction to connected and integrated development with co-ordinated infrastructure provision.
- Framework documents are giving design vision and co-ordinated direction to the development of the city centre, streets, arterial roads, city entrances, open public space and the Manawatū River.
- The City Centre Streetscape Plan and the Street Design Manual are in place to provide design guidance in delivering public investments including the city centre, streets, arterial roads, city entrances and public spaces.

The relevant outcomes sought in the Urban Design Plan are:

- The principles of good urban design are elevated to be an intrinsic and effective part of everyday city making and co-creation.

The relevant actions planned in the Urban Design Plan are:

- Implement Urban Design Principles. e.g. Seven Cs – Context, Character, Choice, Connections, Creativity, Custodianship, Collaboration, Continuity and Enclosure, Diversity, Quality Public Realm, Legibility, Movement, Adaptability.
- Holistic approach to site planning and development.
- Retention & promotion of heritage to bridge past and future.
- Low carbon materials, green architecture and water sensitive urban design.
- Support physical presence and expression of Rangitāne o Manawatū within the built environment of the city.
- Consultation with Rangitāne o Manawatū on major city developments.
- Use Te Aranga Māori Design Principles as a tool to engage and support the expression of tikanga Māori in the built environment.

**Street Design Manual (2013)**

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. The SDM sets the challenge to take street design to the next level – being streets for people that are context-sensitive, attractive, and financially sustainable.

The aim of the SDM is to:

- Clearly communicate the design vision for Palmerston North streets.
- Introduce the road-user hierarchy into street design.
- Set out the principles and techniques for a coherent and consistent street network.
- 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 Pioneer Highway to more of a Residential Arterial, Te Wanaka Road a Residential Collector and Residential Local Road typologies within the Plan Change area.
The key outcome sought in the Strategic Partnerships Plan relevant to this plan change is:

- The Council works with Rangitāne o Manawatū to assist them to achieve the potential of their Treaty settlement.

Existing Situation:

- Council’s Asset Management Plans and the Infrastructure Strategy are aligned with Council’s land use planning and contain capital programmes to support growth in the city’s residential and industrial growth areas.
- The nature of the city’s existing infrastructure is typical of a much larger city and lends itself well to support future development.
- Infrastructure to service growth is provided ‘just-in-time’ to minimise financial risks associated with the over-provision of infrastructure.
- In some cases the city is not in a position to say ‘yes’ to new development because infrastructural capacity is not immediately available.
- The Council takes a conservative approach to land supply for future growth and the provision of supporting network infrastructure.
- There is pressure to service the land at the outer edge of the City West residential area in isolation from the wider City West area.

The relevant outcomes sought in the Growth Infrastructure Plan are:

- The Council front-foots new infrastructure to support growth and is in a position to say ‘yes’ to new development.
- The Council has clear priorities about where growth will occur and what supporting infrastructure is required.
- The Council carefully balances the costs and risks associated with pressure to provide infrastructure in multiple locations.
- Supporting infrastructure is in place to support planned housing and industrial development.
- 2018 LTP and supporting asset management plans contain infrastructure programmes to provide sufficient capacity for land supply to exceed demand by 20%, as required by the National Policy Statement for Urban Development Capacity.
- We have a better understanding of the options for servicing City West residential area, including the efficiency and effectiveness of servicing parts of City West individually.

The relevant actions planned in the Growth Infrastructure Plan are:

- Provide additional infrastructural capacity to support growth.
- Monitor supply and demand of urban development and infrastructural capacity.
- Collaborate with landowners and developers on the provision of infrastructural capacity.
- Ensure infrastructural capacity accommodates projected urban intensification.
- Provide additional infrastructural capacity in advance of growth.
- LTP and asset management plans contain infrastructure programmes to provide sufficient capacity for land supply to exceed demand by 20% (2018 – ongoing).
- Carry out a joint infrastructure investigation project for City West (by end of 2020/2021).
The Creative & Liveable Strategy (CLS) provides direction for the City’s strategy to build its reputation as a creative place to live, work, and study. The key target of the CLS is that Palmerston North scores above 65 in the Creative Cities Index by 2028. The key priorities relevant to PC C are:

1. Create a city that has great places for all people, and particularly families
5. Have the most active community in New Zealand

Of these priorities, increasing access to quality green space and active transport networks is seen as strategically important.

Existing Situation:
- Palmerston North is relatively flat with good off-road walking and cycling facilities, footpath coverages, extensive shared path network, and urban cycle ways.
- The grid network provides flexibility and a choice of different routes to a destination. Cyclists and pedestrians can pick and choose any route to their destination.
- People are heavily reliant on motor vehicles for transport and there is an increasing population of commuters, and larger trucks using the network. Cyclists and pedestrians are relatively unprotected and vulnerable in a collision, with truck accidents more likely to be fatal.

The relevant outcomes sought in the Active & Public Transport Plan are:
- Palmerston North has a strong culture of walking, cycling and using public transport for the commute to work and education.
- The city scores highly in city liveability assessments.
- There is improved access to all modes of transport.
- Safe, resilient and reliable travel routes, conditions and interconnected intermodal transportation provide priorities for active and public transport users.
- Interconnected intermodal transportation links meets the specific constraints for time, distance, and mode across the region.
- Primary cycle routes are clearly defined, easy to use, and evident on the ground.
- Motor vehicle use and parking has little or no negative effect on walking, cycling and public transport.
- There is a resilient shared pathway around the city linking to Ashhurst, Railway Road to Bunnythorpe-Feilding, Linton and Longburn with interconnections to the road network.

The relevant actions planned in the Active & Public Transport Plan are:
- Provide for the extension of public transport, cycling, and pedestrian facilities and services into residential and industrial growth areas, and the rural villages.
- Apply the principles of good urban design.
- Continue development of the shared path loop around the city and along the Manawatū River edge linking Ashhurst, Linton, Longburn, Bunnythorpe-Feilding, including:
  - Mangaone Stream Shared Path connection to Manawatū River Shared Path (by end of 2020/2021)
The relevant outcomes sought in the Active Communities Plan are:

- Priority is given to completing shared pathway, walkway or cycleway linkages and connections.
- Walkways, shared paths, cycleways and green corridors link to the wider transportation (roads, footpaths) network.
- Streetscapes and park environments are safe, attractive and encourage activity; there are safe places to be active in at night and in winter.
- Everyone can access opportunities in order to be more active.

The relevant actions planned in the Active Communities Plan are:

- Extend the walking and cycling network, including completing and upgrading parts of the existing network.
- Plan for and provide sport and recreation facilities in urban growth areas.
- Provide signage and wayfinding to direct people to places and spaces to recreate in.

Existing Situation:

- The river plays a central part in Rangitāne o Manawatū tikanga – it is the mauri that has sustained iwi over hundreds of years. To some extent they have been excluded in expressing their relationship with the river and there is no better time with the recent Treaty settlement to address this situation.
- The primary issue with the river environment is its changeable and often volatile nature. The river floods regularly and any form of development including biodiversity enhancement needs to be carefully considered in this context.

The relevant outcomes sought in the Manawatū River Plan are:

- Increased knowledge and understanding of the contribution the Manawatū River makes to the city and its place in Rangitāne o Manawatū tikanga.
- Increased use of the river environment by the public for active and passive recreation.
- The biodiversity corridor extends along the river, where this does not compromise the integrity of the flood protection system.
- Targeted native planting contributes to water quality improvements in the river.
- Access to and along the river is as easy as possible for the public, with wayfinding signage and physical works that provide for all abilities.

The relevant actions planned in the Manawatū River Plan are:

- Collaborate with Rangitāne o Manawatū on all project planning
### Manawatū River Framework (2016)

The Manawatū River Framework (MRF) creates a design rationale and set of key areas for focusing the City’s efforts in re-establishing the City’s relationship with the River and its tributaries. The MRF sets more tangible and operational expectations regarding the look and use of the Manawatū River Linear Park. Key Directions in the MRF are:

- Key connections and junctions between the River and the City should be developed and encourage use. These areas should balance the needs and access of both pedestrians/cyclists and vehicles.
- Show respect to Iwi tradition and cultural values towards water, flora and fauna.
- Ongoing river habitat monitoring and protection.
- Protect and enhance aquatic life within the river corridor.

The MRF Vision provides for enhanced shared pathway connections and access points between Kakatangiata and the Manawatū River via the Mangaone Stream.

### Eco City Strategy (2017)

The Eco City Strategy guides how the City is expected to reduce its ecological footprint through effect planning of infrastructure and the enhancement of our natural and built environment. The key target set for the City is to reduce the CO₂ emissions of Palmerston North by 25% by 2028.

The Eco City Strategy requires water-sensitive design principles to be applied to new growth areas.

Council acknowledges the special relationship Māori have with the land, forests, rivers, and sea., Engaging proactively and collaboratively ensures that positive outcomes through Rangitāne values are embodied into new areas.

### Biodiversity Plan (2017)

The relevant outcomes sought in the Biodiversity Plan are:

- More native-friendly species are planted within the city, providing year-round food sources for native wildlife.
- *The mauri of urban streams is enhanced, and native aquatic life is thriving.*
- *All streets have street trees, where practicable.*

The relevant actions planned in the Biodiversity Plan are:

- *Acknowledge the status of Rangitāne o Manawatū as mana whenua and kaitiaki, in particular in regards to indigenous biodiversity issues by ensuring that the iwi has a primary role in ecosystem management decision-making.*
- *Support the exercise of Rangitāne iwi (kaitiakitanga) and tiakitanga, allowing Rangitāne o Manawatū to achieve their aspirations to regenerate their customary rohe.*

### Vegetation Framework (2016)

The Vegetation Framework (VF) provides planting guidance for vegetation in various street and park typologies. Suggested species and themes are recommended to create a City-wide green network that celebrates and enhances local and introduced biodiversity and contributes to an environmentally healthy and attractive City.

The Plan Change area would comprise of the City Entrance and Residential Street typologies for planting palate.
### Existing Situation:

- Water sensitive design is mandatory in new industrial and residential growth areas.
- Secondary flow paths are often compromised by urban development, where they are not in the road corridor.
- Urban waterways have limited aquatic biodiversity, due to poor water quality, limited riparian vegetation, low base flow and because they are managed as stormwater conveyance corridors rather than waterways.
- Ponding and surface flooding is apparent in parts of the city during significant and high intensity rain events.
- Urban development is increasing the proportion of hard surface, which delivers larger and more rapid runoff to the existing stormwater network, eroding current levels of service and reducing the extent of shallow groundwater recharge.
- The Rangitāne o Manawatū Claims Settlement Act 2016 places specific requirements on Council to inform and consult Rangitāne o Manawatū on developments adjacent to the Manawatū River and its tributaries. Council is developing a thorough understanding of the sensitive sites located along waterways to ensure development is undertaken in a cultural appropriate manner.

### The relevant outcomes sought in the Three Waters Plan are:

- A pressure sewer policy is developed to support wastewater bylaw reviews to mandate pressure sewer implementation in NEIZ and City West zones.
- A city-wide wastewater network hydraulic model is completed and in use to inform asset management and city development decisions.
- Evaluate options to implement controls by way of permeable surface coverage, stormwater detention, water sensitive design and minimum floor level separation to mitigate the effects of and flooding risks associated with new development.
- Urban waterways are thriving ecosystems.
- District Plan provisions enable Council to require mitigation to restrict impacts of stormwater run-off from new development, particularly infill or brown field redevelopment.
- There is a formal cultural monitoring framework for freshwater management with Rangitāne o Manawatū.
- Council understands iwi and community values around urban waterways.
- Stormwater services are resilient enough to cope with the effects of climate change.
- District plan controls better manage the effects of urban development on stormwater services.

### The relevant actions planned in the Three Waters Plan are:

- Provide stormwater services that protect buildings from inundation from flooding in major events.
- Provide for the safe collection, treatment and disposal of the city’s wastewater.
- Undertake cultural monitoring for infrastructure projects, especially those situated near waterways.
- Improve the cultural and biodiversity values of our urban waterways.
- Provide infrastructure for growth.
3 EVALUATION OF ALTERNATIVES AND THE PREFERRED OPTION

Introduction

3.1 Section 32 of the Act sets out a methodology for assessing changes to a Plan, with a focus on the consideration of alternatives, benefits and costs. In considering the alternative methods, it is necessary to consider different planning methods to achieve the purpose of the Act, including retaining the status quo, non-regulatory methods and the proposed plan change.

This section of the report applies Section 32 of the Act by assessing alternatives for the best use of the Plan Change area, and then section four of the report assesses alternatives for the best approach for implementing the preferred option.

3.2 Below is a summary of the alternatives assessed throughout the following sections and the preferred options proposed. Housing has been considered the best use of the Plan Change Area, provided for through generic greenfield residential Objectives, Policies, Rules, and Methods.

Figure 4: Summary of Planning Assessment

3.3 The following options are evaluated:

1. Retain the status quo (Race Training Zone);
2. Plan change as proposed (Residential Zone);
### Alternative One: Retain Status Quo

Retain the existing regulatory framework of objectives, policies and methods contained in the operative District Plan for the Race Training Zone and reserve the use of the land for racehorse training and agistment facilities.

<table>
<thead>
<tr>
<th>Benefits</th>
<th>Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Provides a continuation of the existing District Plan approach which</td>
<td>• Council would not be meeting its function under section 31(1)(a) to review objectives, policies and methods to achieve integrated management of the effects of the use and development of land and physical resources of the district.</td>
</tr>
<tr>
<td>has a level of familiarity for Plan users.</td>
<td></td>
</tr>
<tr>
<td>• Avoids the costs associated with preparing and implementing new</td>
<td>• There is a surplus of land available for racehorse training around the Awapuni Racecourse which could be put to more productive use.</td>
</tr>
<tr>
<td>District Plan provisions.</td>
<td></td>
</tr>
<tr>
<td>• Maintains a conservative supply of land zoned for racehorse training</td>
<td>• Does not achieve Council’s Strategic Direction with regard to meeting the City’s long-term growth needs.</td>
</tr>
<tr>
<td>growth.</td>
<td></td>
</tr>
<tr>
<td>• Retains a less urban landscape for the site which would keep options</td>
<td>• Does not aid in Council meeting it’s statutory obligations under the National Policy Statement for Urban Development Capacity.</td>
</tr>
<tr>
<td>open in the future for a variety of alternative land uses.</td>
<td></td>
</tr>
<tr>
<td>• Council would not be meeting its function under section 31(1)(a) to</td>
<td>• Limits land supply towards the east of the City, putting the City’s growth pattern at risk of diverting away from it’s relative concentric form.</td>
</tr>
<tr>
<td>review objectives, policies and methods to achieve integrated</td>
<td></td>
</tr>
<tr>
<td>management of the effects of the use and development of land and</td>
<td>• Not rezoning the section of Kakatangiata closest to the City may risk future stages of this growth area being spatially and infrastructurally disconnected from the rest of the City.</td>
</tr>
<tr>
<td>physical resources of the district.</td>
<td></td>
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</tbody>
</table>

### Efficiency:

The site is underutilised for its current use. This has been confirmed in a 2015 land use survey conducted for Plan Change 21 as evidenced in the lack of interest in investing in race training facilities. The New Zealand Thoroughbred Racing Strategic Plan 2015 states that Awapuni Racecourse is considered one of four strategic racecourses in New Zealand, and recent announcements from the Minister for Racing indicate investment further into Awapuni. Investment by Kamada Park and planned investment on-site stabling through the Awapuni Racecourse’s Master Plan is considered to meet demand over this period for this land use. Technology and industry changes have occurred since the Race Training Zone was established that now require much less land to service the horseracing industry. These changes challenge the need for such expansive paddock land for horse agistment when the same or better level of service can be provided closer to the Awapuni Racecourse with less land being consumed.

The majority of the site contains high class soils, however these are not being put to productive use under a Race Training Zone.

This site can be serviced independently of other parts of Kakatangiata. Servicing other parts of this growth area in advance of the Kikiwhenua Residential Area would be an inefficient approach to land development.

The costs of retaining the status quo significantly outweigh the benefits with regard to efficiency.

### Effectiveness:

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The current objective and policy framework for this site is an ineffective means for Council to meet the City’s residential land needs. The current zone framework limits the timely release of land for Council to meet it’s obligations under the City Development Strategy and NPS for Urban Development Capacity.

The status quo is not considered to be an effective means on delivering Council’s resource management outcomes.

**Opportunities for Economic Growth and Employment:**

Policies that discourage residential growth in this area under the Race Training Zone will create barriers to development and subsequently limit the economic growth and employment from this area. Surplus land owned by RACE Incorporated and Kamada Park is unlikely to be fully realised. Opportunities for revenue to be reinvested into the Awapuni Racecourse will be limited under this option, as well as reduced economic opportunity for the development sector.

The status quo is considered to significantly hinder opportunities for economic growth and employment.

**Risk of acting or not acting if there is uncertain or insufficient information:**

There is sufficient information regarding the technical aspects of the site and the capacity of the local race training industry to warrant change from the status quo. The existing provisions protect land for an industry that is not able to fully utilise it. Consolidated race training facilities make the land use rules for this site unnecessary. The development of this stage is the most logical first stage to the Kakatangiata Growth Area and not developing this site would put Council at risk of servicing other stages of Kakatangiata in an inefficient manner.

**Appropriateness:**

The existing resource management framework for this site is inappropriate for the current and anticipated future demand for racehorse training on site.
Alternative Two: Plan Change as proposed

Rezone the site bounded by Te Wanaka Road, Pioneer Highway, and the Mangaone Stream from Race Training Zone to Residential Zone. Include a structure plan to guide future residential development.

<table>
<thead>
<tr>
<th>Benefits</th>
<th>Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The alternative zone aligns with the anticipated future use of the site.</td>
<td>• The costs of formulating and implementing new provisions for the Zone.</td>
</tr>
<tr>
<td>• Realises one of Council’s preferred growth options to provide a variety of housing choice and needs in the City.</td>
<td>• The costs of rezoning and preparing a plan change.</td>
</tr>
<tr>
<td>• The structure planning process allows for more oversight into how development is coordinating with the Cityview Objective, Council’s Strategic Direction, generally logical and connected neighbourhoods.</td>
<td>• Costs associated with the enhanced foundation design to mitigate risk of liquefaction.</td>
</tr>
<tr>
<td>• Maintains a clear buffer between potentially incompatible uses either side of Te Wanaka Road in a staged manner.</td>
<td>• Costs associated with development.</td>
</tr>
<tr>
<td>• Enables Council to better meet it’s obligations under Section 6 of the RMA.</td>
<td>• Costs associated with servicing the site for water, wastewater, roading, parks, and transport.</td>
</tr>
<tr>
<td>• Ensures a high quality urban environment is created that is sympathetic to the specific context of the site.</td>
<td>• Opportunity costs with respect to high class soils.</td>
</tr>
</tbody>
</table>

Efficiency:

The alternative Zone for this site allows for a more efficient use of land than the current undersubscribed race training land use. The site is one of the most efficient greenfield sites to service for growth infrastructure. This option proposes to inform the site’s development with an integrated structure plan, allowing for an efficient release of land for urban development.

The efficient use of high class soils would be lost through residential development, and it would be unlikely to provide for development that can be both an efficient use of land for residential use and retaining productive soils for future use.

The benefits of this option outweigh the costs with respect to efficiently meeting Council’s obligations under the National Policy Statement for Urban Development Capacity.

Effectiveness:

The provisions of PC C are considered to be effective in enabling a change in land use for the site. Utilising the land for housing allows for the entire site to be put to use. The Structure Plan provides for the recognition and investment of Kikiwhenua to meet Council’s duties with respect to protecting and enhancing waahi tapu sites.

Opportunities for Economic Growth and Employment:

This option encourages residential development at this site. There are added spillover benefits to the local construction sector and increased commercial viability for Awapuni. Revenue from the site is likely to enable further investment into Awapuni Racecourse to realise their position as one of four Nationally Strategic Racecourses under the New Zealand Thoroughbred Racing Strategic Plan. Releasing this
stage for development will create infrastructure improvements that will move further stages of Kakatangiata closer to being developable.

**Risk of acting or not acting if there is uncertain or insufficient information:**

The risk of not acting is that future residential growth is limited from occurring in the west of the City. There are little existing options for the City to grow whilst maintaining a central core and contiguous urban form. Expansion of quality race training facilities at Kamada Park have reduced the dependency on Awapuni’s race training capacity to be serviced at this site, so continued use of the site would be limited. It is anticipated that RACE would not further develop race training facilities at this site due to its surplus requirement, so there is a risk that the site runs into disrepair.

Council has information, in the form of the Tonkin and Taylor Liquefaction Report, which states that development of the site is appropriate provided improvements are undertaken. In this case, to achieve protection in a 1 in 100 year earthquake event, the improvements required relate to enhanced foundation design above the Building Act Requirements. This is considered a small cost in relation to the overall land and house package values expected at the site.

Overall, there is sufficient information to support this change.

**Appropriateness:**

The rezoning and new provisions are considered to be the most appropriate way to achieve the purpose of the Act and to fulfil Council’s statutory obligation to ensure that a District Plan sustainably manages the natural and physical resources of the City.

As detailed in the assessment above, there are a number of benefits to rezoning the site to residential. An important cost that needs to be weighed-up against the overall benefits of the rezoning proposal is the additional cost associated with liquefaction mitigation in the event of a significant earthquake. This is an issue the City is having to carefully consider with all new rezoning proposals. A desktop Liquefaction Report completed at the macro-scale in 2011 revealed large parts of the City located on the plains of the Manawatū River are subject to moderate to very-high liquefaction risk. A further report was commissioned in 2017 to conduct further liquefaction assessments specific to the Kikiwhenua Residential Area.

The costs and benefits of any rezoning proposal are unique and need to be assessed on a case-by-case basis. Section 32(2)(b) of the Act seeks, if practicable, for Council to quantify the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the provisions. In terms of PC C and the associated liquefaction risk, the rezoning and the additional cost of the provisions requiring pre-development geotechnical investigations can be quantified at a high-level based on the information contained within the Tonkin and Taylor Report in Appendix 8.

July median house prices in Palmerston North in July 2018 were $400,000\(^2\). Given section sizes are likely to be close to the average in Palmerston North, the median house prices can be used as a proxy for Kikiwhenua house values. Based on this, the total capital value for approximately 220 lots could be $88,000,000.

Table 6.1 of the Liquefaction Report by Tonkin and Taylor in Appendix 7 summarises the development options and costs in medium and high liquefaction risk areas. The additional costs, over and above standard foundations, range from $15,000 to $112,000. Assuming development option 2 is used, the additional costs, over and above standard foundations, range from $26,000 to $32,000 for medium

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\(^2\) *REINZ Monthly Property Report, August 2018*
liquefaction risk areas. It is likely development option 2 will be required in medium liquefaction risk areas to which the entire plan change area comprises of. Liquefaction assessments at subdivision stage will provide further clarity about appropriate mitigation. It is estimated that across the 220 lots estimated for the development, mitigation costs will range between $5,720,000 and $7,040,000.

Local infrastructure such as the service roads, lanes and local water and wastewater connections will be required to be installed by the developer. Table 5.3 of the Liquefaction Report reveals the additional costs associated with mitigating the effects of liquefaction on local infrastructure to be minimal. Council already requires flexible pipes and connections at the time of subdivision. A pressurised system has been recommended in both the Liquefaction Report and Water/Wastewater Assessment, however we do not have enough information to determine the costs of a low-pressure system. We do know that a low-pressure system is of a lower cost than localised ground improvements, so will use the costs of localised ground improvements as a conservative proxy for infrastructure liquefaction mitigation. If services were placed in a 1.5m – 2.0m wide deep trench the additional cost would be $90-$120/m. The proposed structure plan contains approximately 2500 metres of service corridor / road which equates to $225,00 - $300,000 additional cost across the entire development.

The costs of developing tracks, securing the Kikiwhenua site, and developing roads, services and stormwater infrastructure have not been quantified as they are not expected to be prohibit the cost-efficiency of the development.

The overall benefits and additional liquefaction mitigation costs can be summarised as follows:

- Total capital value of completed residential development: $88,000,000.
- Additional costs, over and above standard foundations, for medium liquefaction risk areas: $5,720,000 - $7,040,000.
- Additional costs for local infrastructure mitigation: $225,000 - $300,000
- Total additional liquefaction mitigation costs: $5,942,500 - $7,340,000

Based on the assessment above, the additional costs associated with liquefaction mitigation anticipated for the PC C site are not considered significant.

This analysis is not intended to be a full quantified cost-benefit analysis of PC C. The purpose is to quantify the additional liquefaction mitigations costs relative to the total capital value of the completed residential development. The analysis has also not quantified mitigation costs associated with the high liquefaction risk areas on site or areas susceptible to lateral spreading, as these sites have been excluded from the structure plan.

With respect to the consideration of high class soils versus meeting demand for residential land, given the following reasons, it is considered appropriate to use this land for housing:

- the land is not being productively used or zoned for productive use at present
- the limited options for meeting residential land use needs across the City
- the requirements under the NPS for Urban Development Capacity
- the risk of uncoordinated and disconnected further stages of Kakatangiata if this site is not developed
- the recreation and environmental relationship between the stream and the development built through the plan change as proposed
Proposed Plan Change C: Kakatangiata – Stage 1 Kikiwhenua Residential Area

Section 32 Report

• preserving the Kikiwhenua Meeting House site for commercial food production may be a culturally-inappropriate fit long-term for the site

4 IMPLEMENTATION OF THE PREFERRED OPTION: OBJECTIVES, POLICIES AND RULES

Introduction

3.4 Under Section 32(1)(a), the RMA requires an assessment of the extent to which each objective is the most appropriate to achieve the purpose of the Act. The RMA has an overarching single purpose of sustainable management. The intention of PC C is to ensure the District Plan is consistent with the purpose of the Act. The application of section 5 of the Act involves an overall broad judgment of whether a proposal will promote the sustainable management of natural and physical resources, and giving effect to any relevant higher order direction provided via regional policy or national policy statements.

3.5 Under Section 32(1)(b) of the RMA the Council must examine whether, having regard to the efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives of the plan change.

3.6 The assessment of how best to implement the preferred option in section 3 of this report has been placed under three sets of changes:

- Whakarongo Provisions Applied to all Greenfield Areas
- Whakarongo-Specific Provisions
- Kikiwhenua-Specific Provisions

The approach to provisions above has been compared to the next best practicable alternative: specific Objectives, Policies, Rules and Methods for each new greenfield residential area.


3.7 The following has been retained as operative, but is proposed to be repurposed to apply to the Kikiwhenua Residential Area in addition to the Whakarongo Residential Area.

- The operative objectives, policies, and rules in section 7A of the District Plan that are not Whakarongo-specific
- Operative objectives, policies, and rules related to the Whakarongo in section 10 of the District Plan

3.8 These assessment of these changes is below:
<table>
<thead>
<tr>
<th>Key Provisions</th>
<th>Changes Made</th>
</tr>
</thead>
<tbody>
<tr>
<td>Section Objectives and Policies</td>
<td><strong>OBJECTIVE 1</strong></td>
</tr>
<tr>
<td></td>
<td><strong>Subdivision and development in Greenfield Residential Areas occurs in a coordinated and integrated manner.</strong></td>
</tr>
<tr>
<td></td>
<td><strong>POLICIES</strong></td>
</tr>
<tr>
<td></td>
<td>1.1 To ensure that subdivision and development proceeds in a manner that provides for a logical, planned and integrated extension of the urban boundary within Greenfield Residential Areas that have been specifically identified as suitable for that purpose and that achieves high quality urban design outcomes.</td>
</tr>
<tr>
<td></td>
<td>1.2 To ensure that subdivision and development is undertaken in general accordance with the area’s relevant Structure Plan including setting aside at the earliest stage of subdivision those areas identified in the Structure Plan as public open space.</td>
</tr>
<tr>
<td></td>
<td>1.3 To require a Comprehensive Development Plan at each stage of development to ensure that the subdivision design, layout and servicing is in general accordance with the Structure Plan and does not restrict future development opportunities.</td>
</tr>
<tr>
<td></td>
<td>1.4 To ensure that all new lots have safe and adequate vehicle access from the roading network.</td>
</tr>
<tr>
<td></td>
<td>1.5 To require an interconnected transport network that provides a variety of routes for walking, cycling, passenger transport and motor vehicles.</td>
</tr>
<tr>
<td></td>
<td>1.6 To control the use of cul-de-sacs within the local roading network.</td>
</tr>
</tbody>
</table>

**Explanation**

Subdivision and development within each Greenfield Residential Area is guided by which identifies where infrastructure, services, public open space and neighbourhood located.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td><strong>OBJECTIVE 2</strong></td>
<td><strong>Subdivision and development in Greenfield Residential Areas creates a high-quality and diverse living environment.</strong></td>
</tr>
<tr>
<td></td>
<td><strong>POLICIES</strong></td>
</tr>
<tr>
<td>2.1</td>
<td>To ensure subdivision and development meets the reasonable needs of future users whilst achieving the following design principles:</td>
</tr>
<tr>
<td></td>
<td>• Street design contributes to attractive and safe neighbourhoods.</td>
</tr>
<tr>
<td></td>
<td>• Housing diversity and variety is achieved</td>
</tr>
<tr>
<td></td>
<td>• Visual dominance is avoided</td>
</tr>
<tr>
<td></td>
<td>• Allotments are shaped and designed to enable dwellings with good</td>
</tr>
</tbody>
</table>
solar access and sufficient outdoor amenity and sunny private outdoor space

- Convenient and safe access for residents is provided to nearby public open spaces, neighbourhood centre and public transportation routes
- Intended building scale and form contributes to a distinctive sense of place that complements other subdivisions or developments
- Takes advantage of connections and significant views to the wider landscape
- The natural characteristics and contours of the site are worked with
- Safe walking and cycling is facilitated
- A high degree of connectivity within the local roading network is provided, and
- Crime Prevention Through Environmental Design (CPTED) ensures all streets and public spaces are overlooked or visible from adjacent activities

2.2 To enhance and restore the natural features of the site, through sensitive integration of stormwater design.

2.3 To enhance the amenities of the natural and built environment following earthworks by requiring that road berms, new allotments, and public open spaces are formed, landscaped and planted to a level commensurate with the intended use and consistent with delivering a coordinated and coherent streetscape.

2.4 To ensure public open spaces meet the needs of the community by ensuring that these areas:

- are of a high quality
- have sufficient road frontage so that users are visible to the general public for safety reasons
- are located so that they are easily accessible to the general public, and
- have a terrain and are of a type and size that is usable for a number of active and passive recreation activities.

2.5 To ensure neighbourhood centres meet the needs of the community by ensuring it:

- has sufficient road frontage so that users are visible to the public
- is located to ensure ready access by all users, and
- is designed to create a high-quality environment and community focal point.

2.6 To control the development of land near roads and the railway line to ensure noise from transport infrastructure does not cause adverse effects on the amenity of noise sensitive activities, and that subdivision design prevents adverse impacts on the efficient use of roads and railway lines.
2.7 To ensure that subdivision in the Kikiwhenua Residential Area:

- Retains mature existing vegetation as practicably as possible
- Responds positively to and minimises adverse effects on identified waahi tapu sites
- Facilitates pedestrian and cycle connections to the Longburn Shared Pathway and Manawatu Bridle Track
- Ensures any significant areas, such as Kikiwhenua, urupa, and current Rangitāne owned land are protected and safe public access to those areas are facilitated
- Creates a high-amenity interface between the Kikiwhenua Residential Area, Pioneer Highway, Mangaone Stream, and Te Wanaka Road
- Public open space design is site specific, responding to vegetation and cultural significance

**OBJECTIVE 3**

*Subdivision and development in Greenfield Residential Areas occur in a manner that recognises the risk and effects of natural hazards.*

**POLICIES**

3.1 To control the subdivision of land that is affected by natural hazards and to ensure that any necessary mitigation measures are in place prior to development.

3.2 To improve land utilisation to safeguard people, property and the environment from the adverse effects of unstable land by ensuring that:

- Disturbance to the natural land form, existing vegetation and habitats, natural drainage and significant natural features is minimised.
- Each lot is designed in a manner that ensures:
  (i) technically appropriate building platforms exist
  (ii) foundations are designed and implemented to mitigate risk associated with subsurface conditions
  (iii) sites are identified where roading and access is suitable for its intended use/activities.
- Earthworks are to be designed and constructed to:
  (i) provide safe and adequate building platforms and foundations for roads and services
  (ii) provide for the adequate control of stormwater
  (iii) prevent erosion and instability
  (iv) remain safe and stable for the duration of the intended land
use
(v) not necessarily rely on artificial or human-built structures for stability; and where such structures are employed these shall remain safe and stable for the duration of the intended land use
(vi) avoid contamination of groundwater and surface water, and
(vii) avoid or mitigate the diversion of ground water flows.

- Earthworks and the re-contouring of land are to be the subject of specific design by a chartered professional engineer experienced in soil mechanics or geotechnical matters and shall take into account the predicted improvements to soil slope and stability which will be achieved and the impact on existing vegetation and landscape values.

3.3 To restrict development or require additional geotechnical investigations prior to the future use of land where appropriate.

**OBJECTIVE 4**

**Stormwater management in Greenfield Residential Areas is carried out in an integrated manner.**

**POLICIES**

4.1 To have stormwater management measures in place in advance of residential development.

4.2 To demonstrate an integrated approach to the provision of stormwater management that recognises the capacity of existing systems and natural drainage patterns.

4.3 To encourage the use of Water Sensitive Design wherever appropriate.

4.4 To ensure stormwater management contributes to the recreational and visual amenity of the development.

**Rule R7A.5.2.2**

(a) (xii)

Comprehensive Development Plan

a report from one or more chartered professional engineers, or other suitably qualified persons, experienced in soil mechanics, geotechnical engineering or land contamination, as determined relevant by Council, identifying geo-physical features and characteristics of the land, including potential erosion, falling debris, subsidence, slippage, alluvium or likely presence of hazardous contaminants, and the likely risks that those features or characteristics present for the land, adjoining land, or any structure likely to be constructed on the land. This report must also contain or be accompanied by:

- any recommendations as to the design and construction of foundations that are appropriate to mitigate any characteristic or feature identified;
- an assessment on how fill should be placed onto the land based on sub-surface conditions;
- recommendations of the setback for buildings from areas of high natural hazard risk;
- any recommendations as to the necessary remediation of contaminated land;
- a copy of any site investigations including bore logs; and
- a certificate from the engineer or other qualified person confirming that the analysis undertaken is in accordance with professional standards, appropriate to the risks identified and of sufficient quality in order to be relied upon as a comprehensive hazard assessment.

**Rule R7A.5.2.3 (a) (v)**

<table>
<thead>
<tr>
<th>Subdivision design and layout within the Greenfield Residential Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>The extent to which houses front toward major roads and entrances to the city</td>
</tr>
</tbody>
</table>

**Rule R7A.5.2.3 (a) (iii)**

<table>
<thead>
<tr>
<th>Comprehensive Development Plan</th>
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</table>

**Objective 9**

To encourage an environment within any Greenfield Residential Area that is an attractive, healthy and safe place in which to live with a diverse range of residential housing types and densities.

**Policies**

**9.1** To control the height and scale of buildings to minimize adverse visual effects on adjoining residential properties and the scale and intensity of the surrounding residential environment.

**9.2** To control the height and visual permeability of fencing on properties, particularly those directly adjoining streets and public open space, to ensure visual connectivity and social surveillance of the area.

**9.3** To avoid garages that dominate the streetscape.
9.4 To encourage the design of building frontages that relate to the street and enhance perceptions of safety.

9.5 To encourage development that results in a distinctive, memorable and valued sense of place.

9.6 To encourage a mix of lot sizes, dwelling sizes, heights and types.

**Explanation**

Council is seeking to place a stronger emphasis on achieving good urban design outcomes within residential areas in the City. Greater control is being introduced into the District Plan to guide development to ensure that these outcomes are achieved. The major intention is to create a high quality living environment that has positive effects on residential amenity and enhances the safety and quality of the streetscape environment.

**OBJECTIVE 10**

To ensure non-residential development within any Greenfield Residential Area neighbourhood centre provides for the day-to-day shopping and service needs of the surrounding community and contributes to a high quality living environment.

**POLICIES**

10.1 To encourage the development of commercial activities within the neighbourhood centre identified on any Greenfield Residential Area Structure Plan within Section 7A.

10.2 To ensure commercial activities within any Greenfield Residential Area are consistent with the policy framework of the Local Business Zone.

**OBJECTIVE 11**

To ensure potential natural hazards within any Greenfield Residential Area are appropriately investigated and residential development is confined to areas with no known natural hazards or where known natural hazards can be appropriately mitigated.

**POLICIES**

11.1 To control the location of buildings in relation to the escarpment and oxbow in the Whakarongo Residential Area to protect against the risk of natural hazard.

11.2 To ensure buildings and structures in any Greenfield Residential Area are located and designed to protect against the risk of natural hazards.

**ASSESSMENT**

**Efficiency and Effectiveness**

Adopting the above objectives, policies, and rules for all future greenfield areas is the most efficient means of managing natural and physical resources across multiple greenfield sites now and into the future for the following reasons:
A consistent approach across all greenfield areas in the City will allow Council to communicate clear expectations with regards to outcomes for logical, coordinated, high amenity, and sustainable residential land use.

A consistent approach avoids the duplication of provisions across areas that share similar resource management issues.

A consistent approach reduces the cost of drafting and implementation.

Adopting the above provisions for the Kikiwhenua Residential Area is an effective means of managing natural and physical resources for the following reasons:

- The Landscape Assessment has determined that a review of Section 7A objectives and policies has determined that these will be able to address most of the “higher-level” design planning objectives relating to the Kikiwhenua Residential Area.

- The objectives and policies have been drafted and reviewed with respect to the Whakarongo Residential Area through Plan Change 6. Having gone through a plan change process for a related activity, it is considered that the provisions have proven to be an effective means of managing residential growth in other parts of the City. The plan drafting process has been careful to ensure that objectives and policies that have been carried over as Greenfield Residential Area provisions relate to common resource management issues regarding connectivity, natural hazards, and amenity for example.

Rules R7A.5.2.2 (a) (xii), R7A.5.2.3 (a) (v), and R7A.5.2.3 (a) (iii) above have been amended to generally apply to similar issues.

**Benefits and Costs**

The benefit of this approach is that it establishes a policy framework for managing common issues across multiple developments.

The costs associated with these provisions largely relate to how future subdivision and development is planned and undertaken. Overall the balance of costs and benefits is in favour of this to providing for cohesive and quality future living environments.

**Risk**

Sufficient information exists to make the proposed changes which are essentially an adoption of the operative District Plan approach across a similar environment. The changes are generally enabling in nature, and have the purpose of clarifying the direction for development informed by structure plans in the future. The changes are supported by adopted City Council strategy and technical assessments.

**Alignment with Objectives and Policies**

The changes to the rules above align with the section’s objectives and policies as they are a part of the same suite of provisions that were made operative as part of PC6.

**Alternatives**

The primary alternative to this approach is to have specific provisions for each new greenfield area. Whilst this might allow for site-responsiveness, it will increase costs associated with drafting, duplicative provisions and inconsistent interpretations.

3.9 The following provisions have been amended to apply exclusively to the Whakarongo Residential Area. These provisions are considered to face discrete resource management issues specific to that site.

3.10 It is noted that the following amendments do not propose substantive changes to the existing planning framework for Whakarongo. In essence these amendments are administrative, and consequential changes to improve plan legibility.

<table>
<thead>
<tr>
<th>Key Provisions</th>
<th>Rule Provisions</th>
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</table>
| Rule R7A.5.2.3 (b) Subdivision design and layout within the Whakarongo Residential Area | **(i)** The extent to which the subdivision and proposed street layout integrates with Whakarongo School.  
**(ii)** The extent to which the proposal provides for the establishment and maintenance of landscape setbacks adjacent to Napier Road and Stoney Creek Road, as outlined on the Whakarongo Structure Plan (Map 7A.1).  
**(iii)** The degree to which landscape planting along road corridors shown on the Whakarongo Structure Plan (Map 7A.1) is provided for in a way that delivers a coordinated and coherent streetscape. |
| R10.6.1.5 (e) Acoustic Insulation and Setbacks | **(a)** **Acoustic Insulation and Setbacks for the Whakarongo Residential Area**  
i. Any building (other than accessory buildings) containing a noise sensitive activity constructed within 80 metres of the nearest carriageway edge of State Highway 3 shall be designed, constructed and maintained in accordance with a design report prepared by a suitably qualified and experienced acoustical engineer stating that the design as proposed will achieve compliance with an internal noise level of 40dB $L_{Aeq(24hr)}$ in habitable rooms. Provided that no such building is to be located within 40 metres of the nearest carriageway edge of State Highway 3.  
ii. Any building (other than an accessory building) containing a noise sensitive activity constructed within 70 metres of the nearest edge of the railway track shall be designed, constructed and maintained in accordance with a design report prepared by a suitably qualified and experienced acoustical engineer stating that the design as proposed will achieve compliance with an internal noise level of 40dB $L_{Aeq(1hr)}$ in living rooms and 35dB $L_{Aeq(1hr)}$ in bedrooms. Provided that no such building is to be located within 25m of the nearest edge of the Palmerston North – Gisborne railway track.  
iii. Where bedrooms with openable windows are proposed
buildings requiring acoustic insulation, a positive supplementary source of fresh air ducted from outside is required at the time of fit-out. For the purposes of this requirement, a bedroom is any room intended to be used for sleeping. The supplementary source of air is to achieve a minimum of 7.5 litres per second per person.

iv. For all other developments, compliance shall be achieved with the satisfactory design guidelines given in AS/NZS 2107:2000: Acoustics – recommended design sound level and reverberation times for building interiors.

Alignment with Objectives

Purpose:
The proposed changes are to separate out the existing subdivision and development provisions which are specific to Whakarongo into standalone assessment criteria and performance standards. The intention of this rule format is to ensure that Whakarongo-specific provisions are only assessed with respect to the Whakarongo Residential Area and not triggered across other Greenfield Residential Areas.

Benefits and Costs:
The benefits from the proposed changes are better clarity for plan users around what is unique outcomes are expected for Whakarongo.

There are no costs associated with the proposed changes as the meaning and interpretation has not been altered from the operative rules.

Risks:
There are no risks associated with this proposed change.

Efficiency and Effectiveness:
The changes are efficient, as they recognise and address site specific resource management issues without being onerous on other Greenfield Residential Areas.

The effectiveness of the rule has not been compromised.

Reasonably Practicable Alternatives:
The main alternative option considered include:

- Retaining the location of the provisions where they were and have them apply to all new greenfield areas.

Alignment with Objectives:
The proposed changes align with existing objectives and policies that apply to Whakarongo, as they form the suite of provisions that has already been provided for from Plan Change 6.


3.11 The following provisions have been amended to apply exclusively to the Kikiwhenua Residential Area. These provisions are considered to face discrete resource management issues specific to that site.
<table>
<thead>
<tr>
<th>Key Provisions</th>
<th>Changes Made</th>
</tr>
</thead>
<tbody>
<tr>
<td>Section 7A – New Policy 2.7</td>
<td>To ensure that subdivision in the Kikiwhenua Residential Area:</td>
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<tr>
<td></td>
<td>• Retains mature existing vegetation as practicably as possible</td>
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<td></td>
<td>• Responds positively to and minimises adverse effects on identified waahi tapu sites</td>
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</tbody>
</table>

Evaluation of Efficiency and Effectiveness Taking Account of Benefits, Costs and Risk

Efficiency and Effectiveness

Proposed Policy 2.7 recognises how the resource management issues identified for section 7A relate uniquely to the site. The way that the Policy response is drafted allows for an efficient means of guiding site-specific outcomes to be managed.

PC C includes a new Policy specific to the Kikiwhenua Residential Area to address the site-specific resource management issues or development constraints that need not be provided for under the general Greenfield Residential Area provisions.

The integration of existing vegetation into the subdivision layout for the Kikiwhenua Residential Area is a response to the recommendations in the Landscape Assessment. The Landscape Assessment has identified that that mature tree stock and shelter belts contribute to the landscape character on the site and are a scarce resource on the site. Designing the road network in a way that vests appropriate mature tree stock into Council’s management will allow for the retention of tree canopy in the subdivision.

The protection and integration of waahi tapu sites and sites of significance to RoM has been signalled in the CIA and allows Council to meet its obligation under s6 of RMA.

The TIA has recommended that connectivity to nearby cycle networks will provide more choice of modes and routes for residents. Connecting to the wider cycle network aids in developing an active and sustainable development, and addresses walking and cycling safety impacts across the State Highway network.
The Landscape Assessment has raised risks associated with the quality and amenity of the development if the physical relationship between private properties, streets and public parks is not actively managed.

This policy has been drafted to take a consistent approach to Plan Change 23.

**Benefits and Costs**

The benefit of this policy is that it sets clear outcomes for the unique characteristics of the Kikiwhenua Residential Area. The context of the site outlined in technical assessments has been identified and raised as areas of focus for protection and enhancement.

The costs associated with this policy largely relate to how future subdivision and development is planned and undertaken. Careful design will be required when near key interfaces and Rangitāne sites. The additional assessments required will better inform development, resulting in a high-quality environment that has cohesive and integrated design. Overall the balance between benefits and costs is appropriate given the importance of integrating this site with existing and future residential environments.

**Risk**

Sufficient information exists to make the proposed change which is essentially recognising and addressing the specific opportunities and risks onsite. The change is generally enabling in nature, and has the purpose of clarifying the direction for the development of the Kikiwhenua Residential Area. The changes are supported by adopted City Council strategy and technical assessments.

**Alignment with Objective 2**

The proposed policies are closely aligned with the intent to create high-quality and diverse living. This is achieved through guiding development to recognise the recreational, cultural, and natural assets that will enhance the quality of the living environment in the Kikiwhenua Residential Area. The approach above is considered consistent with achieving the outcomes sought by Objective 2.

**Assessment of Proposed Objectives, Policies and Rules – Miscellaneous Provisions**

3.12 With respect to the proposed zoning amendments in section 2 of this report, the following reasons have been used to determine that the Residential Zone is appropriate for the site:

- The Residential Zone is the most efficient and effective zone for providing for housing in the City
- The current zoning does not reflect the future use of the site under the City Development Strategy and poses limitations on residential uses
- Risks associated transport, noise, landscape, stormwater, natural hazard and design risks can all be mitigated through additional technical reports and assessments at the time of subdivision and development.

3.13 The following is an assessment of miscellaneous amendments to section 7A.

<table>
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<tr>
<th>Key Provisions</th>
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53
Rule R7A.5.2.2 (a) (xiv) Comprehensive Development Plan:

an urban design statement from a registered architect, landscape architect, or qualified urban designer to explain how the proposed subdivision design relates to the site, its surroundings, and how it creates a high amenity living environment, sense of place, and contributes positively to the local neighbourhood. The urban design statement shall include:

- a context analysis describing how the planning anticipates staged development and/or future growth, including how the development relates to neighbouring sites and areas;
- the rationale for site planning and design decisions; and
- how the planning and design of the proposed subdivision relates to the relevant objectives and policies of the District Plan.

Alignment with Objectives:

Purpose:

The proposed change to wording is to clarify that Council requires urban design evidence from a qualified expert capable of developing the appropriate level of information with respect to how the site’s design contributes to a high amenity and functional residential environment. A review of plan implementation has highlighted that urban design statements are being submitted by applicants with no experience of qualification in best practice urban design principles.

Benefits and Costs:

The benefits from the proposed changes are better clarity for plan users around the expectations that Council has with respect to the level of advice they seek on urban design matters.

The Council has had the discretion to reject poor quality urban design statements prior to this change and require qualified experts, so this change is expected to not add costs over and above what may already be anticipated.

Risks:

There is a risk that this change may not lead to better quality advice for Comprehensive Development Plans, however this risk may be mitigated through the resource consent design review and preapplication processes currently provided by Council.

Efficiency and Effectiveness:

The changes are efficient, as they reduce ambiguity and the likelihood of submitting insufficient information at the outset.

The effectiveness of the rule has not been compromised.

Reasonably Practicable Alternatives:

Relying on standard subdivision rules to provide for development within the Kikiwhenua Residential Area.

Alignment with Objectives:
The proposed changes align with and give effect to Section 7A Objective 3.

5 STATUTORY EVALUATION

Section 5 Purpose of the Act

6.1 The purpose of the Act (Section 5(1)) is to promote the sustainable management of natural and physical resources. Enabling people to make provision for their social, economic and cultural well-being and health and safety, is qualified by the goals described in paragraphs (a), (b) and (c) of Section 5(2) as follows:

(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
(b) Safeguarding the life supporting capacity of air, water, soil and ecosystems; and
(c) Avoiding, remedying, mitigating any adverse effects of activities on the environment.

6.2 Meeting the reasonable foreseeable needs of future generations requires consideration of how resources, inclusive of urban infrastructure and development, are to be used and to what extent they are to be used. These are primarily issues of allocation and scale and therefore, by inference, of efficiency.

6.3 The scope of the statutory obligations contained within Part 2 of the Act also extends beyond the sole consideration of the management and control of the effects of activities.

6.4 The proposed objectives and policies are founded on a statutory obligation to manage the use and development of physical resources in a way that sustains the potential of physical resources to meet the reasonably foreseeable needs of future generations while managing environmental effects. The proposed changes to the subdivision chapter and residential zone chapter are necessary to reflect the intended change in land use resulting from strategic direction from Council. The proposed provisions recognise the important features of the site that can enhance the values of the area. Enabling residential development will ensure valuable existing physical resources are efficiently used. Rezoning this land to residential offers additional housing choice and location for the residents of Palmerston North. Overall, PC C is considered consistent with promoting the purpose of the Act.

Section 6 Matters of National Importance

6.5 Section 6 of the Act identifies matters of national importance for consideration. Of relevance to PC C is the following matters:

a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:

b) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:

c) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:

   d) the protection of historic heritage from inappropriate subdivision, use, and development:
6.6 In this instance, the proposed structure plan recognises through open space, the historical Kikiwhenua meeting house.

6.7 The proposed zoning changes do not alter the importance of the significant sites within and near the site recognised in the District Plan. There is a level of protection proposed through the objectives and rules, the structure plan and the provisions of the Cultural and Natural Heritage Chapter of the Plan.

6.8 Overall, PC C is therefore considered to have particular regard to these matters, as required by Section 6 of the Act.

Section 7 Other Matters

6.9 Section 7 raises a number of related matters, with respect to:

(b) The efficient use and development of natural and physical resources;
(c) The maintenance and enhancement of amenity values; and …
(f) Maintenance and enhancement of the quality of the environment.

6.10 The existing regulatory framework of the Race Training Zone enables the use and development of physical resources within the Zone for the current uses. However, with changing demands and alternative supply for race training facilities locally, this zoning is not appropriate for the future. The change in zoning, and compliance with the proposed objectives and rules, will ensure amenity values are maintained and enhanced within and surrounding the newly rezoned land. The structure plan, which will be part of the District Plan and corresponding rules, will ensure development is integrated and managed well over time. PC C is therefore considered to have particular regard to these matters, as required by Section 7 of the Act.

Section 8 Treaty of Waitangi

6.11 PC C includes the Kikiwhenua site which is listed within the District Plan as being of particular significance to iwi. There are additional sites of significance located to the east of the Mangaone Stream. Council is aware of the Cultural Impact Assessment that has been prepared for the site, although this document is confidential. Further provisions recognise the value placed on the site by Rangitāne and wish to protect, respect, and express that relationship through this proposal. Overall, the proposal is considered to be consistent with Section 8 of the Act.

Other Matters to be considered

6.12 The Act requires consideration to also be given to other statutory documents where these are relevant. Those documents include:

- Any National Policy Statement;
- Any National Environmental Standards;
- New Zealand Coastal Policy Statement;
- Regional Policy Statement;
- Regional Plans;
- Plans of adjacent territorial authorities;
- Relevant management plans under other statues;
- Relevant planning documents recognised by an iwi authority.

National Policy Statement on Urban Development Capacity 2016
6.13 The National Policy Statement on Urban Development Capacity 2016 (NPS-UD) provides direction to decision-makers on planning for urban environments. It recognises the significance of well-functioning urban environments, with particular focus on ensuring that local authorities, through their planning, both:

- Enable urban environments to grow and change in response to the changing needs of the communities, and future generations; and
- Provide enough space for their populations to happily live and work.

6.14 PC C must give effect to the NPS-UD. There are four key themes in the NPS-UD:

- Outcomes for planning decisions
- Evidence base to support planning decisions
- Responsive planning
- Co-ordinated planning evidence and decision-making.

6.15 In terms of outcomes for planning decisions, the focus of the NPUS-UD is about ensuring local authorities have sufficient housing and business land development capacity for the short, medium and long term and that this is well serviced by development infrastructure and other infrastructure. PC C will provide additional residential choice and supply for the short and medium term. Because PC C essentially enables greenfield development on the edge of the serviced urban boundary, the land is able to be serviced by development infrastructure identified in the Long Term Plan.

6.16 The NPUS-UD requires housing and business land assessments to be completed on a 3-yearly basis. PNCC is yet to complete its housing and business land assessments under the NPS-UD, but does regularly monitor its residential land supply and currently meets both the short and medium-term requirements of the NPS-UD. PC C, if fully developed for residential purposes, will provide approximately 220 additional lots in a location where there is currently limited choice for new residential sections.

6.17 PC C is an example of the responsive planning required under the NPS-UD, where an additional 20% margin of feasible development capacity over the projected demand is required. In addition to PC C, PNCC is also investigating a series of other brownfield and greenfield residential zoning adjustments to ensure its meeting of responsive planning obligations under the NPS-UD.

6.18 Palmerston North City is a medium growth urban area so is not captured by the minimum targets policies within the NPS-UD. PNCC is investigating a revised future development strategy, which is voluntary a requirement of the NPS-UD for medium growth urban areas.

Horizons Regional Council

6.19 The provisions of the One Plan are relevant and have been considered. Of particular relevance is the following provisions.

**Objective 3-3: The strategic integration of infrastructure with land use**

_Urban development occurs in a strategically planned manner which allows for the adequate and timely supply of land and associated infrastructure._
**Objective 3-4: Urban growth and rural residential subdivision on versatile soils**

To ensure that territorial authorities consider the benefits of retaining Class I and II versatile soils for use as production land when providing for urban growth and rural residential subdivision.

**Policy 3-4: The strategic integration of infrastructure with land use**

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.

**Policy 3-5: Urban growth and rural residential subdivision on versatile soils**

In providing for urban growth (including implementing Policy 3-4), and controlling rural residential subdivision ("lifestyle blocks"), Territorial Authorities must pay particular attention to the benefits of the retention of Class I and II versatile soils for use as production land in their assessment of how best to achieve sustainable management.

6.20 Council Infrastructure staff have reviewed the proposal and have confirmed that services can be provided for development to occur on the site. Minor updates are necessary in terms of water supply, and wastewater pipe relocation to be in the road reserve. Overall there is sufficient capacity in the network to enable development as proposed.

6.21 This site has no current productive capacity due to its zoning and historical use. Given the history of the site and current use, it is not considered that the future intended use for residential purposes alters the use of those sites for production land, compared to the current situation.

6.22 Overall consider PC C is consistent with the above objectives and policies in the One Plan.

**Summary**

6.23 On the basis of the above assessment, and with reference to other discussion and assessment in this Report, the proposed changes presented in PC C are consistent with Council’s statutory obligations under the Act.

6.24 This plan change will enable the community to provide for their social, economic and cultural wellbeing while recognising the potential environmental effects on surrounding residential, rural and race training uses.

6.25 This evaluation has been undertaken in accordance with Section 32 of the Act in order to identify the need, benefits and costs arising from PC C and the appropriateness of the proposed approach having regard to its effectiveness and efficiency relative to other means of achieving the purpose of the Act. The evaluation demonstrates that the proposed plan change meets the requirements of Section 32 of the Act.