



**Waipukurau South Precinct**

Assessment Pursuant to RMA Section 32AA

4 October 2021 (**REVIEW DRAFT**)

Environmental Planning +  
Urban Planning +  
Urban Design +  
CPTED +

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A handwritten signature in black ink, appearing to read 'Nick Aiken', with a stylized flourish extending to the right.

Nick Aiken

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## Contents

1.	Introduction.....	1
2	Purpose of this Assessment.....	1
3	Statutory and Policy Context .....	2
	Resource Management Act – Part 2 Purpose .....	2
	Resource Management Act – Part 4 Functions, Powers and Duties.....	2
	National Policy Statement on Urban Development 2020.....	3
	National Planning Standards .....	4
	Regional Policy Statement and Regional Plans.....	4
	Central Hawkes Bay Integrated Spatial Plan (ISP) .....	4
	Waipukurau South and the ISP .....	5
4	Defining the ‘Problem’ .....	6
	Resource Management Issues are Already Identified in the PDP .....	7
	Constraints to development in Waipukurau South .....	7
5	Engagement with Landowners and Developers .....	8
	Timeline .....	9
6	Section 32AA Evaluation Requirements .....	9
	Section 32AA Further Evaluations.....	9
	Section 32 Requirements for Evaluation Reports.....	9
	Matters for Evaluation.....	9
7	Evaluation - Assessing Objectives and New or Amended Objectives .....	10
	Examination of Spatial Layers and Provisions.....	10
	Examination with respect to the Objectives of the Plan, Objective of the WSP and the Purpose of the RMA .....	11
8	Evaluation - Effectiveness and Efficiency of the Proposed Provisions (Policies and Methods of the WSP) .....	14
	Reasonable Practical Options to Achieve the Objectives – Examination of Spatial Layer Alternatives.....	14
	Amendments to Policies .....	17
	Amendments to Rules, Standards, Assessment Matters, and other Provisions .....	17
	Assessment of Amendments to Rules and Standards .....	18
	Risks of Acting or Not Acting.....	30
9	Summary and Conclusion .....	30

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# 1. Introduction

This assessment pursuant to S32AA of the Resource Management Act 1991 (RMA) has been prepared as part of the development and submission of a Precinct Plan for an area of General Residential Zone land in the south of Waipukurau township. The Precinct Plan is known as the Waipukurau South Plan (WSP).

Although identified as a key area for residential growth by the Integrated Spatial Plan (ISP), stakeholder engagement and goals for the WSP area were not advanced at the time the Proposed District Plan (PDP) was developed and the WSP was not included in the PDP.

Initial high-level investigation following preparation of the ISP and PDP identified that infrastructure constraints would very likely continue to frustrate residential development in the WSP portion of the General Residential Zone, and thus also frustrate the goals or objectives identified by both the ISP and the PDP. Consequently, Central Hawkes Bay District Council (the Council) made a decision to try and address these constraints to better meet the housing needs of the District.

Infrastructure investigation has since provided further information on the nature of these constraints and what might be required to address them. Taking this into account the Council, initially with the authors of the ISP (Velos) and later VisionUrban, undertook engagement meetings with local landowners and stakeholders to develop a way forward.

Initially thought was given to the possible development of a Structure Plan for this part of the General Residential Zone and this formed the basis of early discussion. As time progressed the nature of constraints and the extent of the WSP area become better defined and understood. With consideration then given to relevant planning instruments and guidance such as the National Policy Statement for Urban Development (NPS-UD), the National Planning Standards (NPS), the Hawkes Bay Regional Policy Statement (RPS), as well as the ISP and the existing PDP, it was determined that the most appropriate option was to introduce new provisions into the PDP using a Precinct spatial layer.

This report sets out the process taken and the assessment undertaken in response to the requirements of RMA S32AA.

## 2 Purpose of this Assessment

This report has been prepared with respect to the Waipukurau South Plan (WSP) Precinct to meet the requirements of S.32AA of the Resource Management Act 1991. In accordance with S.32AA(1), it presents an evaluation of the changes proposed by the inclusion of the WSP into the PDP, against the provisions of the PDP as previously examined.

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

- Are relevant to the Objectives of the WSP
- Would remain if the WSP were to take effect.

Significantly the WSP has been prepared to assist in the achievement of the existing Objectives of the PDP. The WSP's development is the result of a recognition that location specific constraints exist that will impact on achieving the Objectives of the PDP in this part of the General Residential Zone. The intent of the WSP through its development has been to address these constraints and in so doing better enable the PDP to achieve its Objectives.

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

- Identification of the Statutory and Policy Context and Defining the Problem that the WSP is to address
- An examination of the WSP with regard the purpose of the Act

- An examination of the WSP and its provisions as the most appropriate way to achieve the objectives of the PDP by
  - an identification and assessment of identified reasonably practicable options and
  - An assessment of the efficiency and effectiveness, and the benefits and costs of the WSP provisions in achieving the objectives, and
  - A summary of the reasons for deciding on the WSP provisions.

## 3 Statutory and Policy Context

### Resource Management Act – Part 2 Purpose

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

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

#### **5 Purpose**

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

The WSP sets out to address known constraints with respect to natural and physical resources, in particular those related to three waters infrastructure and transport infrastructure. It also sets out to at the same time address several other goals identified in the ISP, namely those related to more sustainable transport infrastructure and wellbeing in the form of open space and transport mode-mobility choice.

Several matters within Section 7 are also of particular interest and have been considered. These include:

#### **7 Other matters**

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to—*

- (a) kaitiakitanga;*
- (aa) the ethic of stewardship;*
- (b) the efficient use and development of natural and physical resources;*
- (c) the maintenance and enhancement of amenity values;*
- (d) intrinsic values of ecosystems;*
- (f) maintenance and enhancement of the quality of the environment;*
- (g) any finite characteristics of natural and physical resources;*
- (i) the effects of climate change;*

### Resource Management Act – Part 4 Functions, Powers and Duties

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

These matters have particular relevance to the further evaluation of the WSP areas within the General Residential Zone given the higher level of identified constraints on development and the significance of the area in meeting the Districts housing needs.

**31 Functions of territorial authorities under this Act**

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

**National Policy Statement on Urban Development 2020.**

The May 2021 Urban and Settlement Environment Section 32 Topic Report (UER) prepared as part of the development of the PDP has already addressed the NPS-UD. The UER confirmed that Central Hawkes Bay District does not have any ‘urban environments’ as defined in the NPS-UD.

Notwithstanding the absence of any ‘urban environments’ the ISP and UER identified that there is a high level of demand for residential development in the District. The UER identified and referenced eight objectives and eleven policies within the NPS-UD that it considered while not requirements were helpful for the Council to have regard to in preparation of the PDP. The eight Objectives as references are listed below.

Although this S.32AA assessment principally focuses on the existing Objectives and provisions of the PDP, it is clear that in development of the PDP the emphasis placed on meeting housing needs and planning for infrastructure was significant. As the WSP seeks to better enable the PDP to address those Objectives, the referenced objectives and policies of the NPS-UD provide useful context.

*The NPS-UD 2020 includes eight objectives and eleven policies. Essentially the objectives are for local authorities to:*

- *provide well-functioning urban environments that enable people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future (Objective 1)*
- *make planning decisions that improve housing affordability by supporting competitive land and development markets (Objective 2)*
- *have district plans that enable more people to live in areas of an urban environment in which one or more of the following apply:*
  - *the area is in or near a centre zone or other area with many employment opportunities*
  - *the area is well-serviced by existing or planned public transport*
  - *there is high demand for housing or for business land in the area, relative to other areas within the urban environment (Objective 3)*
- *have New Zealand’s urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations (Objective 4)*
- *have planning decisions relating to urban environments take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) (Objective 5)*

- *have local authority decisions on urban development that affect urban environments:*
  - *integrated with infrastructure planning and funding decisions; and*
  - *strategic over the medium term and long term; and*
  - *responsive, particularly in relation to proposals that would supply significant development capacity (Objective 6)*
- *have robust and frequently updated information about their urban environments and use it to inform planning decisions (Objective 7)*
- *have urban environments that support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change (Objective 8)*

The UER report continued to reference various policies of the NPS-UD. These related to development capacity to meet housing demand, whether development is infrastructure ready, and the need for local authorities to assess the demand for housing land in urban environments to ensure there is sufficient capacity to meet demand in its District.

As referenced later in this S.32AA report, the PDP contains Objectives that seek to provide for the sustainable supply of land to meet current and future urban demands', most notably strategic objective UFD-O1. Also relevant is UFD-O3 that seeks consistency with the RPS.

In addition, there are general residential and subdivision objectives that relate to residential development. Most particularly these include GRZ-O1 and GRZ-O2; respectively seeking to recognise and provide for existing and future residential need, and the need for location of appropriate activities while not detracting from amenity. Subdivision objectives include SUB-O1, SUB-O2, SUB-O3, SUB-O4 and SUB-O5. Subdivision objectives and associated policies are largely concerned with efficient use of the land resource, addressing effects on the environment, and ensuring lots created are able to be adequately serviced.

The WSP is intended to support these Objectives of the PDP. It intends to address the need to plan for and respond to infrastructure constraints in order to better enable the development of land to meet the need for housing in the District, and it seeks to address amenity. In doing so the WSP if effective furthers the ability of the PDP to meet its Objectives. Given those Objectives are aligned, with the NPS-UD, the WSP can also considered to be consistent with or even further the alignment with the intent and Objectives of the NPS-UD.

## National Planning Standards

National Planning Standards (NPS) were released in April 2019 with their purpose being to improve consistency in district plan and policy structure, format, and content.

The UER S32 report references the NPS, and the form of the PDP follows the requirements of the NPS. During preparation of the WSP alternative overlays such as Structure Plan and Precinct Plan were considered. Having regard to the purpose and explanation of these NPS tools a Precinct was determined to be the most appropriate method of addressing the identified problem and incorporating the response that is the WSP into the PDP. This assessment of alternative overlays is provided in section 9 of this S.32AA report.

The WSP has been prepared to sit within the existing structure of the PDP, most particularly within the General Residential Zone section, in the form of amended or new provisions for the General Residential and Subdivision sections of the PDP. In accordance with NPS guidance the Precinct itself is intended to be inserted at the end of the General Residential Zone section.

## Regional Policy Statement and Regional Plans

The USE S.32 report considered the provisions of the Regional Policy Statement (RPS) and Regional Plans (RP).

The provisions of the PDP were assessed against the RPS and RPs for consistency. The WSP proposes no changes to the Objectives of the PDP, but rather seeks to introduce amended or new provisions to better meet those Objectives. For these reasons it is considered that the WSP provisions are further assist the PDP to be consistent with the RPS and no further assessment against the RPS or RPs is required.

## Central Hawkes Bay Integrated Spatial Plan (ISP)

The Central Hawke's Bay Three Towns' Integrated Spatial Plan (ISP) project is a 30-year blueprint of growth opportunities across Ōtāne, Waipawa and Waipukurau. The ISP identifies its purpose as, amongst other things,

guiding growth across the District's three towns, and informing the District Plan review. Although not an RMA statutory document, it is a key document as it provides important information on the needs and wellbeing of the District's community.

The ISP identified a need for additional residential housing in the town of Waipukurau, as the settlement that will accommodate the greatest proportion of growth and new housing. It further identified that infrastructure is a key constraint to growth and an associated need to 'unlock' areas for infill residential growth. One of the principal areas identified in the ISP is in the southeast of Waipukurau, the WSP area.

### *Waipukurau South and the ISP*

The ISP considered the extent of population changes under the high growth scenario, and also under low and medium growth scenarios. This identified a significant increase in population in the District and that the three principal towns in the would accommodate most of the projected growth. In particular Waipukurau in particular in the 2019-2031 periods and continuation of growth towards 2051.

Identified Challenges and Opportunities to growth largely relate to infrastructure, in particular stormwater and wastewater infrastructure. Also identified was that the open space and facilities network is not meeting the needs of youth. The WSP area is specifically identified in the ISP, with key goals relating to residential development, provision of open space, and enhanced walking and cycling connections. These are shown in the 'snip' of the ISP Plan below as '4C', '4E', and '5', and the green (open space) and blue (residential infill growth). The plan included in the ISP and the identified constraints and opportunities are identified below.



### **Challenges**

- *Infrastructure requirements for the three towns, including three waters and streetscape are placing increased financial and resourcing pressure on the District.*
- *Significant wastewater investment is required to achieve compliance and meet the expectations of Central Hawke's Bay communities to improve environmental performance.*
- *The lack of an overall strategy for stormwater management puts us at risk of making ad hoc and untimely decisions, that do not consider possible wider benefits.*
- *There is not a clear and integrated understanding of the development capacity across the three towns in terms of the servicing and feasibility of residential, commercial, or industrial development which effects the ability to plan effectively for growth.*
- *The volume of work across the district could lead to potential lack of capacity of tangata whenua to engage in future planning and take advantage of current opportunities issues, this could undermine the ability of tangata whenua to achieve cultural ambitions.*
- *The open space and community facilities network is not meeting the needs of youth leading to a disconnect between youth and their towns.*
- *Access to housing is impacted by rising land, house, and rental prices, and housing availability, pushing some people in our communities into emergency housing, overcrowded homes, further from the town centres and facilities that they need access to, of out of the District in the case of elderly who do not have local housing options.*
- *The demand to provide greenfield development land for growth is placing pressure on our fertile soils which underpin our economic resilience.*

- *Lack of maintenance and the presence of Earthquake Prone Building issues are placing at risk the built heritage that provides a lot of the existing character in each of the main streets and wider town areas.*
- *Central Hawke’s Bay is becoming an attractive satellite living option for commuters to Hawke’s Bay’s commercial and industrial centres, this changes the relationship of the residents to their town and communities and potentially the village or local character of the towns.*

### **Opportunities**

- *Ensure we are investing in durable infrastructure that is environmentally responsible and future proofs our District.*
- *Undertake an evidence-based and integrated assessment of capacity for residential, commercial, and industrial growth demand and supply that supports clear policy and investment decision-making.*
- *Aligning our key tools, like the Long-Term Plan and the District Plan to manage growth smartly. Infrastructure is our key constraint to growth. The age and capacity of our existing infrastructure is reflective of the age of our towns and the fact that our District has not experienced growth in the recent past, like we expect in the future. We need to make sure that we plan well for growth, to do this we need to know more about our existing infrastructure and the requirements for new infrastructure in our existing urban and village areas before we advance new growth areas. Likewise, zoning new growth areas can only occur once infrastructure requirements and our capacity to pay for them are known.*
- *Developing a Māori Engagement Strategy and supporting the governance capability of Māori to take a more active role in planning for the future, recognising and valuing the tangata whenua relationship to land.*
- *Working with Central Government, other agencies, and the private sector to ensure the policy and delivery of housing and development responds to the needs of our community.*
- *Planning for and delivering the social infrastructure required to support all members of our communities.*

## **4 Defining the ‘Problem’**

The Council has a responsibility under the Act to provide for the sustainable management of the development of land through its District Plan. Although there are no ‘urban environment’ areas in the District as defined by the NPS UD, the demand for residential development and housing in the District’s settlements is high. A particular need has been identified in the settlement of Waipukurau, and although land has been available and appropriately zoned on the southern edge of the township for some years, it has not been developed owing to constraints.

The ISP has identified that infrastructure servicing is a key constraint to growth, and that there is a need to ‘unlock’ areas for infill residential growth extent prevented significant residential development. This problem was also identified in Section 3.7 of the UER S.32 report<sup>1</sup> (emphasis added),

*‘The high-level residential development capacity analysis undertaken by Veros for the ISP found that, theoretically, all three towns had capacity within the existing Residential /Rural Township Zone boundaries to accommodate projected household growth over the next 30 years (i.e., to 2051), such that:*

- *Waipawa essentially has double the capacity required.*
- *Waipukurau has nearly double the capacity required; and*
- *Ōtāne has well over double the capacity required; and*

*provided infrastructure issues are resolved.*

*Veros identified that the single largest issue for yielding projected household growth within the existing towns relates to infrastructure servicing, therefore, the Council needed to complete detailed infrastructure capacity assessments and structure plans. There was also an immediate need for the Council to plan for investment to yield growth and achieve the Project Thrive outcomes of ‘smart growth’, ‘durable infrastructure’ and ‘environmentally responsible’.*

<sup>1</sup> Urban and Settlement Environment– Section 32 Topic Report – CHB District Plan Review (2021) pp21-22

The key Issue or problem (the Problem) is a need to better address these identified constraints and in-so-doing better enable residential development to meet the needs of the District and make more efficient use of this land resource. As much clarity in respect of these constraints has been gained since the PDP was prepared, notwithstanding the presence of related Objectives in the PDP more specific methods to address these constraints are absent.

In identifying this infrastructure problem, the Council has determined to try and address it by providing for it in its Long Term Plan (LTP) and through the PDP. In preparing the WSP submission response to the problem, the Council has also looked where possible to address other ISP aspirations and PDP Objectives such as amenity in conjunction with connectivity and open space.

## Resource Management Issues are Already Identified in the PDP

The below reproduces the Resource Management Issues for the urban form and development, the General Residential Zone, and Subdivision respectively. The WSP acknowledges the Issues identified in the PDP and does not seek to amend or identify new Issues with respect to the General Residential Zone, with the exception of identifying the specific additional constraints that relate to the WSP area itself.

Accordingly, the WSP has been examined and assessed against the PDP’s Objectives, policies and to determine whether they have or are likely to effectively address the Issues and achieve the Anticipated Outcomes that relate to the Objectives. The assessment has found that for the WSP area, the current provisions of the PDP are less likely to be effective or efficient in addressing the Issues or addressing the identified Problem that relates to this S32AA assessment. The examination assessment is contained in Section 8 below. The Issues are provided here as they provide useful context and establish that the Problem identified in development of the WSP is one already identified in the PDP. This is important in recognising that the WSP itself introduces amendments that enhance the ability of the PDP to address Issues and achieve Objectives that have already been identified.

Proposed District plan Issues
<p><u>Proposed District Plan – UFD – Urban Form and Development</u></p> <p>UFD-I1 Sufficient Development Capacity for Urban Growth</p> <p>When supply of housing is not able to keep up with demand, this can lead to rapidly increasing property prices,</p> <p>as well as housing affordability challenges.</p> <p>A lack of supply of land for new urban development constrains potential for economic growth.</p>
<p><u>Proposed District Plan – GRZ – General Residential Zone Issues</u></p> <p>GRZ-I1 Diversity of Living Environments</p> <p>Satisfying demand for diversity in living environments.</p> <p>GRZ-I2 Residential Amenity</p> <p>The location, nature and design of buildings and activities within residential areas can result in adverse effects</p> <p>on the amenity of those areas.</p>
<p><u>Proposed District Plan – Subdivision Issues</u></p> <p>SUB-I1 Lot Size and Dimension</p> <p>SUB-I2 Servicing</p> <p>SUB-I3 Natural Hazards</p>

## Constraints to development in Waipukurau South

The PDP confirmed the appropriateness of the residential zoning of the land and its potential for residential development. However, no specific provisions were introduced into the PDP to address the specific constraints as they relate to the WSP land. At the time the PDP was drafted and notified the information available to this assessment was not known.

The nature and extent of infrastructure constraints limiting the development of this part of the residential zone were verified through several assessments commissioned by the Councils infrastructure manager. These constraints were also identified during development of the ISP and are evident in the lack of development of this area of land despite its longstanding appropriate residential zoning.

Constraints relate to:

- Stormwater
- Potable Water
- Wastewater
- Transport

A concern with these constraints was the potential for early phases of development to limit or prevent subsequent stages of development, thereby limiting optimum development of the zoned land resource. Under a first-come first-served scenario early development could take-up what development capacity was available and prevent successive stages of development. This could arise in particular respect to stormwater or wastewater, while transport it could arise from a lack of suitable connections to adjacent land within the zone. Such a scenario could result in a large portion of the residential zoned land being particularly difficult to development.

In identifying the need to respond to this Problem the ISP gave valuable overarching guidance given its recency and its clarification of the need for development and location of constraints across the District. Notably, while not an RMA document itself, the ISP identifies its purpose as, amongst other things, guiding growth across the District’s three towns, and informing the District Plan review.

Accordingly, a new Issue has been identified for the WSP area.

**New WSP Issue**

WSP Precinct Plan - New Issue

WSP-I1 Waipukurau South Plan

The WSP area is in multiple ownerships, and the ability to develop the land has in the past been hindered by servicing constraints, particularly in relation to 3-waters infrastructure.

## 5 Engagement with Landowners and Developers

Engagement with landowners and potential developers has been undertaken at various times, both during the development of the Precinct Plan and previously during development of the ISP. It was during early ISP engagement that greater clarity was gained on the need for additional housing and constraints to development. This led to further assessment on the constraints to such development.

As a result, the ISP identified the WSP area as a priority for development to meet housing needs, but also that the District Plan would need to address constraints.

Although a problem had begun to be identified, engagement was at a very early stage Neither engagement nor an understanding of the constraints were sufficiently advanced to highlight a need or enable their specific consideration during the UER S.32 assessment undertaken as part of the development of the Proposed Plan.

However once assessments were completed the understanding of constraints was that were sufficiently significant to warrant continued engagement towards the development of what was then considered likely to be a ‘Structure Plan’ for Waipukurau south.

Further assessment of the problem and constraints, evaluation of alternatives to address them in response to the requirements of S.32AA, and engagement with stakeholders continued into August 2021. As discussed with stakeholders in the week prior to the WSP submission, this resulted in the selection of the Precinct Plan option and associated amendments to the PDP for the reasons set out in Section 9 below.

## Timeline

- Xxx – Initial discussion with stakeholders during development of the ISP
- Xxx – Follow-up discussions with stakeholders
- Xxx – notification to stakeholders of the consideration of a structure plan for the WSP area
- 4 August 2021 – engagement with stakeholders to discuss the option of a Precinct Plan
- 6 August 2021 – WSP submission to the PDP

# 6 Section 32AA Evaluation Requirements

## Section 32AA Further Evaluations

This further evaluation report under Section 32AA:

- (a) is required only for any changes that have been made to, or are proposed for, the proposal since the evaluation report for the proposal (the PDP) was completed (the changes);
- (b) must be undertaken in accordance with section 32(1) to (4);
- (c) must despite paragraph (b) and section 32(1)(c), be undertaken at a level of detail that corresponds to the scale and significance of the changes; and
- (d) must—
  - (i) be published in an evaluation report that is made available for public inspection at the same time as the approved proposal (in the case of a national policy statement or a New Zealand coastal policy statement or a national planning standard), or the decision on the proposal, is notified; or
  - (ii) be referred to in the decision-making record in sufficient detail to demonstrate that the further evaluation was undertaken in accordance with this section.

## Section 32 Requirements for Evaluation Reports

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

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

The evaluation must take into account:

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

## Matters for Evaluation

This is a further evaluation under s 32AA, meaning that only those objectives, policies and methods that are to be amended, affected, or added as a result of this submission are subject to and included in this assessment.

The original Section 32 evaluation (dated May 2021) remains valid for all other content. The existing objectives with respect to the strategic provision of land for development, and the General Residential all remain relevant, as do all policies.

The proposed WSP seeks to introduce one additional objective into the PDP. This objective relates specifically to the WSP and is compatible with all existing objectives. The below assessment in section 7 of this report includes the relevant existing objectives and a proposed new objective, WSP-O1

Matters for evaluation fall into five areas that relate to three key constraints or opportunities identified by the ISP. The assessment in the following section addresses these key constraints. Some proposed provisions in the WSP are intended to provide an integrated approach that addresses multiple matters.

#### Development of General Residential zoned land

1. Providing sufficient development capacity within the Waipukurau South Precinct area to help meet the needs for additional housing in the District as identified in the Integrated Spatial Plan, in a manner consistent with the NPS-UD and the RPS;

#### Essential Infrastructure – Connections and three-waters

2. Providing greater clarity and certainty on logical key transport (road and walk-cycle pathways) connections between Porangahau Road, Tavistock Road and Winlove Crescent as identified in the Integrated Spatial Plan;
3. The management of three waters and in particular stormwater and wastewater by ensuring a logical and integrated layout of three-waters and transport infrastructure across multiple land parcels that is able to address existing constraints on development and mitigate the risks of exacerbating of-site flooding;
4. Enable the Plan to continue to address the particular infrastructure constraints of this part of the Residential zone in a logical and coherent manner on an ongoing basis once initial development is complete.

#### Local Character, Amenity and Open Space

5. Address the potential impacts of infrastructure on amenity of surrounding residential development and in-so-doing optimise opportunities for open space as identified by the Integrated Spatial Plan

## 7 Evaluation - Assessing Objectives and New or Amended Objectives

Within the parameters of S.32AA the need for new objectives relative to the retention of only existing objectives was considered. A brief examination of the existing objectives with respect to the identified Problem was undertaken, resulting in the identification and assessment of a proposed new objective that could complement existing objectives.

### Examination of Spatial Layers and Provisions

The examination of provisions has been completed in three key parts. The first is an examination of the Objectives; the second of an appropriate Spatial Layer – the General Residential Zone, and the application of an additional layer such as a Precinct; and the third an examination of the proposed WSP provisions in the Subdivision and General Residential Sections.

The approach taken in this review was to examine the Issues, Outcomes, and Objectives of the General Residential Zone in particular and whether notwithstanding any other necessary changes, these were still appropriate in the context of the Problem identified for the WSP.

Examination of spatial layers such as a Precinct or Structure Plan included whether these provisions would or should remain appropriate once development of the subject land was completed, or whether they could or should be removed from the Plan at that point. The directions of the NPS were particularly pertinent.

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

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

S32(1)a requires an examination of the extent to which the objectives of the WSP are the most appropriate way to achieve the purpose of the Act. It is also a requirement of this S32 that the WSP be assessed against the objectives of the Plan.

Early in the development of the WSP a review was undertaken of relevant Objectives and Issues, as referenced in Section 5 of this report, to gain greater understanding of the intent of the existing Objectives. This enabled a more robust understanding of the intention of these Objectives and in turn better enabled an assessment of proposed WSP provisions against them. It also better enabled the evaluation of proposed objective WSP-O1 for alignment and compatibility with existing objectives and with respect to Part 2 of the RMA.

The WSP proposes no change or alteration to the existing objectives of the PDP. The existing objectives of the PDP seek the development of the WSP area for residential housing and there is no need to replace or amend these objectives. It was found that rather the Problem relates to the ability of the PDP to achieve these existing objectives. The focus of this assessment thus turns to the other provisions of the PDP, and the manner in which amendments might be incorporated.

The WSP does introduce one additional objective. This new Objective WSP-O1 relates only to addressing specific infrastructure constraints within the WSP area. It is intended to be compatible with all existing Objectives of the Plan.

Existing Objectives of the PDP	Examination	
UFD-O1 - Provide for a sustainable supply of land to meet current and future urban development demands	A need has been identified to ensure that a sustainable supply of new housing is available to meet the needs of the growing population of the Central Hawkes Bay District.	<p><b>Finding: There is therefore no need to amend or replace any existing Objectives.</b></p>
UFD-O3 - Ensure that new urban development is planned for and undertaken in a manner that is consistent with the matters outlined in the Hawke's Bay Regional Policy Statement	This need is compatible with existing objectives of the PFP. When considered alongside the associated Issues and Goals of the Residential and Subdivision sections demonstrate it is clear that the intent of the existing Objectives is to provide for urban development and meet the housing needs of the District, but in a way that addresses needs and constrains associated with health and safety, and the maintenance and enhancement of amenity values.	
SUB-O3 - The provision of appropriate services to subdivided lots, in anticipation of the likely effects of land use activities on those lots, so as to ensure the health and safety of people and communities, and the maintenance or enhancement of amenity values	No need has been identified to amend or replace any of the existing objectives of the PDP. Rather the identified Problem is that in its current form the provisions of the PDP may not be best able to achieve these it's already identified objectives.	
GRZ-O1 - To enable existing and future residential needs to be met		
Proposed New Objective of the PDP	Part II of the Resource Management Act	
WSP – O1 To recognise and plan holistically to address key infrastructure constraints and requirements within the precinct overlay plan area, addressing constraints to unlock the orderly lower density development of this strategically placed land within the residential zone	<p>This is a new objective that relates exclusively to the WSP area.</p> <p>Section 5(1) of the RMA requires that the natural and physical resources of the district be managed in a sustainable manner. This land has been identified by the ISP and also the PDP as suitable for future residential development. The intent of the Plan is to encourage urban development within existing boundaries and achieve the more efficient use of land where greenfield development is proposed.</p> <p>This objective therefore seeks to address known constraints to such development and in-so-doing ensure that land is used efficiently consistent with the RPS, NPS-UD and the other objectives of the PDP.</p> <p>In addition, the proposed new objective seeks to achieve this outcome in order to provide for the social, economic and cultural wellbeing of the District, while appropriately addressing the matters identified in RMA Ss6 and 7 and avoiding or mitigating potential adverse effects.</p>	<p><b>Finding: The new objective is consistent with and enhances the potential of the Plan to achieve the purpose of the Act as set out in Part II.</b></p>
	NPS – UD, Regional Policy Statement	

	<p>The new objective aims to address constraint that have or have the potential to limit development of the land for residential purposes. This is considered to be consistent with the RPS and with the intent of and outcomes sought by the NPS–UD.</p> <p>There is significant demand for residential growth in Central Hawkes Bay District and the purpose of this change is to address constraints and cater for this demand.</p> <p>The proposed new objective the most appropriate way to plan for development that meets housing needs as it seeks to increase the capability of residential land inside the existing Waipukurau urban area for development and provides for the social wellbeing of people and communities while ensuring potential adverse effects on the values of the area are appropriately avoided or mitigated</p>	<p><b>Finding: The proposed new objectives is consistent and meets the intent of the RPS and the NPS – UD.</b></p>
	<p><b>Compatibility with existing Objectives</b></p> <p>Relevant existing objectives such as UFD-O1, UFD-03, SUB-O3 and GRZ-O1 all seek the development of residential land to meet the needs of the community while addressing potential adverse effects on the environment. The proposed new objective also seeks to provide for the additional development of residential land to meet the needs of the community as specifically set out in the ISP while addressing location-specific constraints.</p> <p>The new objective relates only to the area within the proposed WSP area, and seeks to address location specific matters that enable the land within the area to be develop as was envisaged by the existing objective of the Plan. For these reasons the proposed objective is considered compatible with existing objectives of the plan, and further considered to further the Plans ability to meet those objectives.</p>	<p><b>Finding: The proposed new objective is compatible with existing objectives of the Plan and will further ability of the Plan to meet those objectives</b></p>

## 8 Evaluation - Effectiveness and Efficiency of the Proposed Provisions (Policies and Methods of the WSP)

This section contains an evaluation of the provisions of the WSP against the existing Objectives of the PDP, and against proposed Objective WSP-O1.

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

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

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

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

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

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

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

### Reasonable Practical Options to Achieve the Objectives – Examination of Spatial Layer Alternatives

This section considers the effectiveness of the WSP’s proposed Precinct spatial layer within the General Residential Zone relative to the existing standard provisions of the General Residential zone of the PDP which layer is the most appropriate way to achieve the objectives of the Plan and the WSP?

. Also considered in the development of the WSP was the use of a Structure Plan spatial layer:

1. Existing Residential Zone
2. Precinct Plan (within the Residential Zone), or
3. Structure Plan

Spatial Layer Alternatives			
Option	Explanation	Examination	Finding
Option A: Proposed District Plan Residential Zone	Do Nothing	<p>Retains existing Residential Zone provisions.</p> <p><u>Examination Summary</u> The area defined by the WSP is subject to fragmented ownership and specific infrastructure constraints, particularly in relation to 3-waters. Addressing these constraints at an individual land ownership level is unlikely to be achieved.</p> <p>The current PDP is likely to result in continued limited or possibly ad hoc development of a first-in first-served nature that will not result in the most productive use of the land resource or meet the housing needs of the community.</p>	<b>Least Effective</b>
Option B: WSP Precinct Spatial Layer	Insert a Precinct Overlay into the Residential Zone of the Plan	<p>Retains all of the objectives and most provisions of the Residential Zone while introducing a spatially defined area where additional modified and targetted place-specific provisions apply alongside the objectives policies and anticipated outcomes for the Residential Zone.</p> <p>Provisions of the Precinct Plan can remain in place following initial development of the WSP area enabling ongoing place-based management of infrastructure and development to achieve objectives, address issues and deliver outcomes.</p> <p><u>Examination Summary</u> The majority of the provisions of the PDP are appropriate but don't address key constraints on development. The Precinct plan retains and is consistent with PDP objectives and will assist in the sustained an ongoing delivery of identified outcomes.</p> <p>By introducing a specific set of place-based provisions the Precinct Plan introduces an effective and efficient to address particular place-relevant development constraints and appropriately manage these post initial development. This approach:</p> <ul style="list-style-type: none"> <li>- is consistent with the purpose of the Act</li> <li>- responds efficiently and effectively to the identified objectives and achieves the intended outcomes of the Residential Zone both initially and longer term, and</li> <li>- responds efficiently and effectively to the identified objectives or achieve the intended outcomes of the WSP</li> </ul>	<b>Most Effective</b>

<p>WSP Development Area Plan – Structure Plan</p>	<p>Insert a new WSP Development Area chapter into the Plan in the form of a Structure Plan</p>	<p>Introduces a set of provisions in a new chapter of the plan for a spatially defined area to determine future use or development.</p> <p>On completion of the development the provisions of the Development Area Plan are generally removed by a pre-determined trigger or a Plan Change.</p> <p><u>Examination Summary</u> The WSP is intended to address specific constraints and achieve specific outcomes that relate to the identified land.</p> <p>While effective at initial subdivision stage, there will be a need for ongoing management of to achieve objective s and outcomes; this will continue beyond initial development of the land meaning provisions must be enduring. The structure plan option does not provide for the long-term place-based management pf the identified land, and:</p> <ul style="list-style-type: none"> <li>- is not a sustained effective or efficient option to meet the purpose of the Act; and</li> <li>- will not fully respond to the identified objectives or achieve the intended outcomes of the WSP; and</li> <li>- will not fully respond to the identified objectives or achieve the intended outcomes of the WSP.</li> </ul>	<p><b>Moderately Effective, but becoming less effective over time</b></p>
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## Amendments to Policies

There are no proposed amendments to Policies.

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

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

### Provision of development capacity

The WSP seeks to give effect to the Objectives of the PDP and of the proposed new Objective WSP–O1 with respect to the development of land.

Key changes proposed by the WSP include:

### Stormwater and Wastewater Management

- Increase minimum lot sizes to limit the density of development address servicing constraints in respect of stormwater and wastewater while retaining some flexibility to allow a variety of section sizes.
- Limit site coverage of buildings and impervious surfaces to manage the rate and volume of stormwater runoff.
- Additional rules, standards, and assessment matters to manage development and direct it to address site specific constraints.
- Amendment to activity status for development that does not meet standards to enable appropriate consideration of potential effects.
- Amendments to ensure key infrastructure connections are provided between developable land parcels.

### Transportation and Connectivity

- Providing for and fixing indicative key movement corridors between Porangahau Road, Tavistock Road, Winlove Crescent, and a later stage of development to the south.
- Greater awareness and integration of development with proposed new walk-cycle corridors on Porangahau and Tavistock Roads.
- Amendment to activity status for development that does not meet standards to enable appropriate consideration of potential effects.
- Amendments to ensure key infrastructure connections are provided between developable land parcels.

### Open Space and Amenity

- Addressing impact of infrastructure and open space amenity and provide an expectation of connected areas of open green space in stormwater and transport corridors and spaces.

### Integrated Planning by way of a Precinct Plan to Provide for Development Capacity

- Provide for and fix indicative key movement corridors between Porangahau Road, Tavistock Road, Winlove Crescent and later stages of development to the south.
- Provide for and fix key stormwater infrastructure in the form of a detention pond or basin area.
- Introducing urban design criteria to achieve address the potential negative impact so large areas of infrastructure land and achieve objectives with respect to open space.
- Enabling land required for stormwater purposes to have positive amenity benefits.
- Provide certainty and flexibility for holistic development of infrastructure that considers use of connected infrastructure corridors for multiple benefits, such as stormwater reserves also being able to delivery open space, amenity, and connectivity benefits.
- Manage the effects of development on an ongoing basis, beyond initial stages of subdivision and development.

Note: in the below assessment some provisions achieve more than one the changes identified above.

Assessment of Amendments to Rules and Standards

Section	<u>Amended</u> / <u>New Provision</u>	Assessment: Benefits / Cost / Efficiency / Effectiveness relative to the current provisions of the PDP	Achieves
Stormwater and Wastewater Management		Cost and Benefits (environmental, economic, social, and cultural)	
<p><b>SUB-R1</b>  <b>Subdivision not otherwise provided for</b></p> <p><i>Insert the following new specific rule into the PDP for the General Residential Zone in relation Waipukurau South Plan area precinct overlay</i></p>	<p>1. Activity Status CON</p> <p>c. Compliance with</p> <p>iv SUB-S7(1) and (2)</p> <p>da. Compliance with SUB-S7(3)</p> <p>3. Activity status where condition SUB-R1(1)(da) is not achieved: DIS</p>	<p>The new and amended parts to this rule seeks to give effect to the objectives and associated policies by introducing new minimum lot sizes in response to the significant servicing constraints that relate to the WSP area especially stormwater. The benefits are better control over the density of development and more efficient development and use of the land resource.</p> <p><b>Benefits</b> include:</p> <ul style="list-style-type: none"> <li>• More <b>efficient</b> development of the residential land resource by ensuring that earlier phases of development do not take-up all available capacity in an ad hoc of first-come first-served basis.</li> <li>• More <b>effective</b> management of the development of land by enabling a suite of criteria and assessment matters that optimise density of development establishing a more sustainable pattern of development.</li> <li>• More <b>effective</b> at mitigating potential adverse effect of development, particularly in respect of downstream impacts.</li> </ul> <p>Additional <b>costs</b> are unlikely to be significant and principally relate to the loss of potential development on specific land parcels as opposed to a net gain in development potential across the WSP area as a whole.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs.</b></p>	<p>UFD-O1                      UFD-O3                      SUB-O3                      GRZ-O1                      WSP-O1</p>
<p><b>SUB-S1</b>  <b>Minimum Net Site Area (excluding Lifestyle Sites and Conservation Lots)</b></p> <p><i>Insert the following new standard into</i></p>	<p>General Residential Zone - Waipukurau South Plan Area</p> <p>1a Where public sewerage reticulation is available – 500m2.</p> <p>2a Where public sewerage reticulation is not available – 1000m2</p>	<p>This amended standard seeks to give effect to the objectives and associated policies by introducing new maximum density for development in response to the significant servicing constraints that relate to the WSP relating to wastewater while still allowing a degree of flexibility to the form of development. The benefits are better certainty and management of density of development to ensure that wastewater infrastructure is adequate.</p> <p><b>Benefits</b> include:</p> <ul style="list-style-type: none"> <li>• More <b>efficient</b> development of the residential land resource by ensuring that earlier phases of development do not take-up all available capacity in an ad hoc of first-come first-served basis.</li> <li>• More <b>effective</b> management of the development of land by enabling a suite of criteria and assessment matters that optimise density of</li> </ul>	<p>UFD-O1                      UFD-O3                      SUB-O3                      GRZ-O1                      WSP-O1</p>

<p><i>the PDP for the General Residential Zone - Waipukurau South Plan area.</i></p>		<p>development establishing a sustainable pattern of development and better providing for the community’s health and wellbeing.</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> at mitigating potential adverse effect of development, particularly in respect of downstream impacts.</li> </ul> <p>Additional <b>costs</b> are unlikely to be significant and principally relate to the loss of potential development on specific land parcels as opposed to a gain in development potential across the WSP area as a whole.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs.</b></p>	
<p><b>SUB-S7 Stormwater Disposal</b></p> <p><i>Insert the following new standard for the General Residential Zone - Waipukurau Structure Plan Area</i></p>	<p>General Residential Zone - Waipukurau South Plan Area</p> <p>3. Where any new lots are to be developed in the Waipukurau South Plan area the subdivider must in addition to SUB-S7(1) and SUB-S7(2) demonstrate how the development will be in accordance with a stormwater management plan (SMP) developed for the WSP precinct overlay area, and that</p> <ol style="list-style-type: none"> <li>a. all land identified as stormwater detention area will be vested in the Council (unless demonstrated in the SMP as not being required for that purpose); and</li> <li>b. no land identified as stormwater detention area and required to be vested in the Council shall be subdivided, and</li> <li>c. any and all relevant provisions or assessment matters identified in the precinct overlay relating to stormwater have been complied with.</li> </ol>	<p>This new standard seeks to give effect to the objectives and associated policies by ensuring that new development within the WSP area is planned and provided for holistically. This takes into account the specific constraints of the WSP area, including any prior development that has occurred. The <b>benefits</b> are that notwithstanding currently fragmentation of ownership there will be greater certainty that essential stormwater infrastructure will be provided for in a logical and coherent manner. Activity status and cross-references are intended to unlock land and ensure potential opportunity for all and parcels to develop. This standard also has the <b>benefit</b> of allowing some flexibility for alternative development proposals in impacts and effects able to be adequately managed.</p> <p><b>Benefits</b> include:</p> <ul style="list-style-type: none"> <li>• More <b>efficient</b> development of the residential land resource by ensuring that essential infrastructure is planned and provided for in a logical and coherent manner that optimises the management of stormwater onsite and offsite impacts.</li> <li>• More <b>efficient</b> development of the land resource by allowing for innovation for effective alternative development proposals in impacts and effects able to be adequately managed.</li> <li>• More <b>effective</b> management of the development of land by ensuring infrastructure is designed and implemented in an integrated manner that addresses need across the WSP.</li> <li>• More <b>effective</b> ongoing management of stormwater infrastructure by ensuring that essential infrastructure that is part of the wider stormwater network is vested in the Council.</li> <li>• More <b>effective</b> at mitigating potential adverse effect of development, particularly in respect of downstream impacts.</li> </ul> <p>Additional <b>costs</b> relate to the need to develop and implement stormwater management plan however these are unlikely to be significant and outweighed</p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>

		<p>by opportunity for innovation and benefits of more tailored and site-specific solutions.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs.</b></p>	
<p><b>Subdivision SUB-AM2</b></p> <p><i>Insert the following new assessment matter into the PDP</i></p>	<p>SUB-AM2 Subdivision Design</p> <p>4. Within the Waipukurau South Plan area, whether the subdivision design is generally in accordance with the Waipukurau South Plan.</p>	<p>This new assessment matter seeks to give effect to the objectives and associated policies by ensuring that new development considers the precinct overlay plan and its outcomes and objectives with respect to applications for subdivision.</p> <p><b>Benefits</b> include unlocking development, also increased flexibility through greater clarity of expected outcomes.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs – refer to the assessment of the Precinct Plan below</b></p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>
<p><b>SUB-AM5</b></p> <p><i>Insert the following new assessment matter into the PDP</i></p>	<p>SUB-AM5 Water Supply, Wastewater Disposal, Stormwater Disposal</p> <p>10. Within the Waipukurau South Plan area,</p> <ol style="list-style-type: none"> <li>the degree to which the subdivision is consistent with the objectives and any other provision of the WSP such as the layout, provision, and location of services,</li> <li>the degree to which the subdivision may impact on the ability to service other existing or future sites in the WSP area that are compliant with SUB-S1, and</li> <li>the provision of adequate stormwater and wastewater infrastructure to service the WSP area supported by suitable technical assessment, modelling and design.</li> </ol>	<p>This new assessment matter seeks to give effect to the objectives and associated policies by ensuring that infrastructure servicing (waters) is considered across the precinct overlay plan area, not just on an ad hoc or case-by-case basis.</p> <p><b>Benefits</b> include:</p> <ul style="list-style-type: none"> <li>More <b>efficient</b> and <b>effective</b> by better enabling or requiring infrastructure to be planned and connected across land parcels.</li> <li>More <b>effective</b> at ‘unlocking’ development in smaller or less accessible land parcels that might otherwise be undevelopable resulting in more <b>efficient</b> use of the land resource.</li> <li>More able to <b>efficiently</b> spread the cost of development through development of more a centralised and <b>effective</b> scale of infrastructure</li> </ul> <p>Additional <b>costs</b> relate to potential burden on some land parcels of providing infrastructure that will benefit other allotments, however this cost is able to be distributed as per the benefit identified above.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits across the WSP in its entirety are likely to outweigh economic costs.</b></p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>
<p><b>SUB-AM8</b></p> <p><i>Insert the following new</i></p>	<p>General</p> <p>5. Where the subdivision is located within or partly within the Waipukurau South Plan area, the assessment of cumulative effects must in</p>	<p>This new assessment matter seeks to give effect to the objectives and associated policies by ensuring that infrastructure servicing is considered across the precinct overlay plan area, including any impact that might prevent development of other land parcels, not just on an ad hoc or case-by-case basis.</p> <p><b>Benefits</b> include:</p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>

<p><i>assessment matter into the PDP</i></p>	<p>addition to the proposed development, take into account within the Waipukurau South Plan Area:</p> <ol style="list-style-type: none"> <li>a. any subdivision consents already granted, and</li> <li>b. the extent of development that could occur as a controlled activity under SUB-R1.</li> </ol>	<ul style="list-style-type: none"> <li>• More <b>effective</b> as better enables infrastructure to be planned and connected across land parcels. Intended to help ‘unlock’ development.</li> <li>• More <b>efficient</b> development of the residential land resource by ensuring that essential infrastructure is planned and provided for in a logical and coherent manner that optimises the management of stormwater onsite and offsite impacts</li> </ul> <p>Additional <b>costs</b> may relate to the need to undertake additional assessment in order to understand the potential impact of new development, however these are considered unlikely to be significant and such potential impacts should be assessed to meet the intent of Part II and other instruments.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs.</b></p>	
<p><b>Principal Reasons</b></p> <p><i>Insert the following new sentence into the ‘Principal Reasons’</i></p>	<p>The specific methods and policies that relate to the Waipukurau South Plan area recognise constraints and the need for coordinated development of this part of the residential zone, and the specific requirements of the area with respect to infrastructure and natural hazards.</p>	<p>This new assessment matter seeks to give effect to the objectives and associated policies by more effective and efficient decision making for consent planners and developers.</p> <p>Benefits include:</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> and <b>efficient</b> as a result of greater clarity of outcomes expected and their relationship with the rules and criteria for the WSP.</li> </ul> <p>No additional <b>costs</b> other than by association with other provisions assessed in this S32AA report have been identified.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic.</b></p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>
<p><b>GRZ-R1</b></p> <p><b>Amend Rule GRZ-R1(2) to read as follows, and insert a new rule GRZ-R1(3) in the PDP.</b></p>	<ol style="list-style-type: none"> <li>2. Activity status where compliance not achieved with conditions GRZ-R1(a)(ii), GRZ-R1(a)(ii), GRZ-R1(a)(iii), GRZ-R1(a)(iv), GRZ-R1(a)(v), GRZ-R1(a)(vii), GRZ-R1(a)(viii), GRZ-R1(a)(ix), GRZ-R1(a)(x), GRZ-R1(a)(xi), GRZ-R1(a)(xii), GRZ-R1(a)(xiii) or GRZ-R1(a)(xiv): RDIS</li> <li>3. Activity status where compliance not achieved with conditions GRZ-R1(a)(i) or GRZ-R1(a)(vi) in the Waipukurau South Plan area: DIS</li> </ol>	<p>This new rule gives effect to the objectives and policies in conjunction with ‘Appendix A: Waipukurau South Plan’ by enabling the PDP to control the density of development to the level able to be accommodated by proposed stormwater infrastructure.</p> <p>Benefits include:</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> provisions that more directly address the pertinent constraints that relate to the WSP</li> <li>• More <b>effective</b> at achieving development that addresses wider site and off-site infrastructure issues in an integrated manner across 3-waters, connectivity and urban amenity and form.</li> <li>• and <b>efficient</b> use of the available resources as a result of a more integrated response to local stormwater constraints</li> <li>• More <b>efficient</b> as a result of greater clarity of outcomes expected and their relationship with the rules and criteria for the WSP.</li> </ul> <p>Additional <b>costs</b> relate to the need for more integrated design however these are unlikely to be significant and greatly outweighed by benefits of a more integrated approach to infrastructure design, implementation, and management.</p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>

<p><b>Introduce a new condition into Rule GRZ-R1</b></p>	<p>GRZ-R1</p> <p>1. Activity Status: PER</p> <p>Where the following conditions are met:</p> <p>b. Compliance with</p> <p>i. GRZ-S16</p>	<p><b>Benefits are thus environmental, social, and cultural, and economic.</b></p> <p>This new condition gives effect to the objectives and policies by better enabling the PDP to control the density of development and extent of impervious surfaces to the level able to be accommodated by stormwater infrastructure in the Waipukurau Plan Area.</p> <p>Benefits include:</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> provisions that more directly address the pertinent constraints that relate to the WSP</li> <li>• More <b>effective</b> at managing the extent of development with the potential to result in adverse impacts on infrastructure and the environment, including health and safety</li> <li>• More <b>effective</b> at managing development on an ongoing basis</li> <li>• More <b>efficient</b> development of the residential land resource by ensuring that essential infrastructure that is planned and provided for in a logical and coherent manner is able to onsite and offsite impacts of stormwater</li> </ul> <p>Additional <b>costs</b> relate to a limit on the extent of impervious development on individual sites but not a greater limit over the WSP overall.</p> <p><b>Benefits are thus environmental, social, and cultural, and although there will some limits on development within sites economic benefits overall are likely to outweigh economic costs.</b></p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>
<p><b>Introduce a new condition into Rule GRZ-R3</b></p>	<p>GRZ-R3</p> <p>1. Activity Status: PER</p> <p>Where the following conditions are met:</p> <p>c. Compliance with</p> <p>i. GRZ-S16</p>		
<p><b>Introduce a new Rule GRZ-R1.3</b></p>	<p>GRZ-R</p> <p>3. Activity status where compliance with condition GRZ-R1(b) is not achieved: DIS</p>		
<p><b>Introduce a new condition into Rule GRZ-R2</b></p>	<p>1. Activity Status: PER</p> <p>Where the following conditions are met:</p> <p>c. Compliance with:</p> <p>i. GRZ-S16</p>		
<p><b>Amend Rule GRZ-R2(3) as follows:</b></p>	<p>3. Activity status where compliance with conditions GRZ-R2(1)(a) or GRZ-R2(1)(c) is not achieved: DIS</p>		

<p><b>Introduce a new condition into Rule GRZ-R3</b></p>	<p>1. Activity Status: PER</p> <p>Where the following conditions are met:</p> <p>c. Compliance with</p> <p>i. GRZ-S16</p>		
<p><b>Amend Rule GRZ-R3(3) as follows:</b></p>	<p>3. Activity status where compliance with conditions GRZ-R3(1)(a) or GRZ-R3(1)(c) is not achieved: DIS</p>		
<p><b>Introduce a new condition into Rule GRZ-R4</b></p>	<p>1. Activity Status: PER</p> <p>Where the following conditions are met:</p> <p>b. Compliance with</p> <p>i. GRZ-S16</p>		
<p><b>Amend Rule GRZ-R4(3) as follows:</b></p>	<p>3. Activity status where compliance with conditions GRZ-R4(1)(a) or GRZ-R4(1)(c) is not achieved: DIS</p>		
<p><b>Introduce a new condition into Rule GRZ-R9</b></p>	<p>1. Activity Status: PER</p> <p>Where the following conditions are met:</p> <p>b. Compliance with</p> <p>i. GRZ-S16</p>		
<p><b>Introduce a new Rule GRZ-R9(3) as follows:</b></p>	<p>3. Activity status where compliance with conditions GRZ-R4(1)(a) or GRZ-R4(1)(c) is not achieved: DIS</p>		
<p><b>GRZ-S1</b> <b>Introduce a new standard into the PDP as follows</b></p>	<p>GRZ-S1</p> <p>c. notwithstanding gross floor area, for each residential unit in the WSP area the minimum net site area for any unit is 500m<sup>2</sup>.</p>		

<p><b>GRZ-S16</b>  <b>Impervious Surfaces</b>  <b>Introduce a new standard into the PDP as follows</b></p>	<p>GRZ-S16  All  Within the Waipukurau WSP Plan Area, not more than 65% of the site may be occupied by impervious surfaces such as (but not restricted to) buildings and/or driveways.</p>		
<p><b>GRZ-AM2</b>  <b>Introduce a new assessment matter into the PDP as follows</b></p>	<p>4. A stormwater management plan (SMP) shall be developed that identifies and assesses the potential increase in the volume and rate of stormwater discharge from the site and the impact on Council stormwater infrastructure WSP. In addition reference must also be had to precinct overlay Outcome WSP-1 and assessment matters WSP-AM1 - WSP-AM9.</p>	<p>This new assessment matter seeks to give effect to the objectives and associated policies by ensuring that new development within the WSP area is planned and provided for holistically and takes into account the specific constraints of the WSP area, and any prior development that has occurred. The <b>benefits</b> are that notwithstanding current fragmentation of ownership there will be consideration of the Precinct overlay plan giving greater certainty that essential stormwater infrastructure will be provided for in a logical and coherent manner.</p> <p><b>Benefits</b> include:</p> <ul style="list-style-type: none"> <li>• More <b>efficient</b> development of the residential land resource by ensuring that essential infrastructure is planned and provided for in a logical and coherent manner that optimises the management of stormwater onsite and offsite impacts</li> <li>• More <b>efficient</b> by enabling an appropriate degree or flexibility and innovation while still protecting stormwater infrastructure capacity and the ability for all lots in the WSP area to develop.</li> <li>• More <b>effective</b> management of the development of land by ensuring infrastructure is designed and implemented in an integrated manner that addresses need across the WSP.</li> <li>• More <b>effective</b> ongoing management of stormwater infrastructure by ensuring that essential infrastructure that is part of the wider stormwater network designed to be integrated into and vested in the Council</li> <li>• More <b>effective</b> at mitigating potential adverse effect of development, particularly in respect of downstream impacts.</li> </ul> <p>Additional <b>costs</b> relate to the need to develop and implement stormwater management plan however these are unlikely to be significant and outweighed</p>	<p>UFD-O1  UFD-O3  SUB-O3  GRZ-O1  WSP-O1</p>

		<p>by opportunity for innovation and benefits of more tailored and site specific solutions.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs.</b></p>	
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Section	Amended / New Provision	Assessment: Benefits / Cost / Efficiency / Effectiveness	Achieves
<p><b>SUB-AM6</b></p> <p><i>Insert the following new assessment matter into the PDP</i></p>	<p>SUB-AM6</p> <p>Property Access</p> <p>3a. Within the WSP area, the degree to which new facilities for vehicles, pedestrians and cyclists are consistent with the layout, character, provision and location of services and access, and will achieve the outcomes and objectives and other matters identified in the applicable precinct overlay.</p>	<p>This new assessment matter seeks to give effect to the objectives and associated policies by ensuring that infrastructure servicing (streets) is considered across the precinct overlay plan area, not just on an ad hoc or case-by-case basis and opportunities for open space benefits are optimised.</p> <p><b>Benefits</b> include;</p> <ul style="list-style-type: none"> <li>• More <b>efficient</b> and <b>effective</b> by enabling or requiring infrastructure to be planned and connected across land parcels.</li> <li>• More <b>effective</b> at ‘unlocking’ development in smaller or less accessible land parcels that might otherwise be undevelopable resulting in more <b>efficient</b> use of the land resource.</li> <li>• More able to <b>efficiently</b> spread the cost of development through development of more a centralised and <b>effective</b> scale of infrastructure</li> </ul> <p>Additional <b>costs</b> relate to potential burden on some land parcels of providing infrastructure that will benefit other allotments, however this cost is able to be distributed as per the benefit identified above.</p> <p><b>Benefits are thus environmental, social, and cultural, and economic benefits are likely to outweigh economic costs.</b></p>	<p>UFD-O1 UFD-O3 SUB-O3 GRZ-O1 WSP-O1</p>

Section	Amended / New Provision	Assessment: Benefits / Cost / Efficiency / Effectiveness	Achieves
Waipukurau South Plan Precinct		Cost and Benefits (environmental, economic, social, and cultural)	

<p><b>Residential Section and Plan Maps</b></p>	<p>Introduce a new overlay and/or notations to this effect on the relevant Plan Maps Introduce a new precinct plan called the Precinct Plan - Waipukurau South Plan (WSP) into the General Residential Zone section and include within that a suite of new and/or amended provisions.</p>	<p>This new Precinct overlay seeks to give effect to the objectives and associated policies by ensuring that the PDP appropriately addresses the constraints and opportunities of the WSP area. The existing provisions of the PDP are generic for use across the GRZ, however implementation of these generic provisions across the WSP will not achieve the Objectives of the Plan within the WSP area, which is identified as one of the most significant resources for the development of new housing in the District. The WSP takes a more targeted approach to address location specific constraints and also opportunities identified by the community in respect of urban form. The WSP offers a series of significant benefits. <b>Benefits</b> include:</p> <ul style="list-style-type: none"> <li>• More <b>efficient</b> use and development of the existing residential zoned land resource in the District.</li> <li>• More <b>effective</b> development and management to the specific infrastructure constraints within the WSP area, particularly stormwater.</li> <li>• More <b>effective</b> delivery of integrated infrastructure that achieves multiple benefits, for example stormwater and urban open space amenity, connectivity and open space amenity, stormwater, and connectivity</li> <li>• More <b>effective</b> and targeted ongoing management of development and constraints by use of an enduring Precinct as opposed to finite-term subdivision or structure plan approaches</li> </ul>	<p>UFD-01 UFD-03 SUB-03 GRZ-01 WSP-01</p>
<p><i>Insert New Assessment Matters into the WSP Precinct</i> WSP-AM1 WSP-AM2 WSP-AM3</p>	<p>Introduce new assessment matters WSP-AM1 Stormwater 1-5 WSP-AM2 Water 1-3 WSP-AM3 Wastewater 1-4</p>	<p>These new assessment matters within the Precinct overlay seek to give effect to the objective and associated policies by ensuring that the PDP appropriately addresses the 3-waters constraints and stormwater opportunities of the WSP area. The new provisions complement existing GRZ provisions but take a more targeted approach and direct development to assess and address particular constraints and opportunities. <b>Benefits</b> include: More effective understanding of specific constraint and more effective responses to those constraints</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> and <b>efficient</b> modelling and design of new residential development that integrates stormwater and open space amenity to address needs and aspirations and deliver anticipated Plan outcomes</li> <li>• More <b>effective</b> at mitigating the effects of development and taking into consideration existing on-site and off-site (mostly downstream)</li> </ul>	<p>UFD-01 UFD-03 SUB-03 GRZ-01 WSP-01</p>

		<p>stormwater and wastewater constraints and addressing the potential for these to be exacerbated</p> <ul style="list-style-type: none"> <li>• More logical and coherent approach to development across multiple land ownership that gives greater clarity and is both more <b>effective</b> and more <b>efficient</b></li> <li>• More <b>efficient</b> through enabling appropriately flexible and innovative approaches to design while safeguarding achievement of outcomes</li> <li>• More <b>efficient</b> and comprehensive or integrated approach to addressing infrastructure constraints and achieving a higher yield for development and more efficient use of the land resource</li> <li>• More <b>effective</b> at enabling and encouraging low impact stormwater design and mitigating potential impact on the environment from stormwater</li> </ul> <p>Additional <b>costs</b> relate to the need to more comprehensively consider design solutions to manage and mitigate impacts across the WSP area, and the potential for more physical infrastructure to be located on some properties than others. However this cost is offset to an extent by the ability to unlock a larger portion of the area for development and a likely higher development yield across the site than would likely occur from a more ad-hoc or fragmented approach to development.</p> <p>Benefits are thus environmental, social, and cultural, and although there will be some limits on development within sites economic benefits overall are likely to outweigh economic costs.</p>	
<p><i>Insert New Assessment Matters into the WSP Precinct</i>  <b>WSP-AM4</b>  <b>WSP-AM5</b>  <b>WSP-AM7</b>  <b>WSP-AM8</b></p>	<p>Introduce new assessment matters</p> <p>WSP-AM4 Rooding 1-5  WSP-AM5 Open Space and Linkages 1-2  WSP-AM7 Specific Neighbourhood Character  WSP-AM8 Density of Development and Minimum Allotment Size 1-2</p>	<p>These new assessment matters within the Precinct overlay seek to give effect to the objective and associated policies by ensuring that necessary road access is available to support development of the fragmented residential land parcels in the WSP area. They also seek to achieve objectives in relation to open space, amenity, and multi-modal transportation.</p> <p>The new provisions complement existing GRZ provisions but take a more targeted approach and direct development to assess and address particular constraints and opportunities.</p> <p><b>Benefits</b> include:  More effective understanding of specific constraint and more effective responses to those constraints</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> and <b>efficient</b> modelling and design of new residential development that integrates movement corridors with open space amenity to address needs and aspirations and deliver anticipated Plan outcomes</li> </ul>	<p>UFD-O1  UFD-O3  SUB-O3  GRZ-O1  WSP-O1</p>

		<ul style="list-style-type: none"> <li>• More <b>effective</b> at mitigating the effects of development and promoting other modes of transport, health, and safety</li> <li>• More logical and coherent approach to development across multiple land ownership that gives greater clarity and is both more <b>effective</b> and more <b>efficient</b></li> <li>• More <b>efficient</b> through enabling appropriately flexible and innovative approaches to design while safeguarding achievement of outcomes</li> <li>• More <b>efficient</b> and comprehensive or integrated approach to addressing infrastructure constraints and achieving a higher yield for development and more efficient use of the land resource by improving access to that resource</li> <li>• More <b>effective</b> at reducing impacts on the environment through a more efficient use of the land resource and improved urban amenity through open space and low impact design.</li> <li>• More <b>effective</b> at addressing cultural objectives by supporting low impact design solutions</li> <li>• More <b>effective</b> at realising opportunity to secure development that responds to ‘place’ by minimising impacts on landform and encouraging reduced footprint approaches to engineering design</li> </ul> <p>Additional <b>costs</b> relate to the need to more comprehensively consider design solutions to manage and mitigate impacts across the WSP area, and the potential for more physical infrastructure to be located on some properties than others. However, this cost is offset to an extent by the ability to unlock a larger portion of the area for development and a likely higher development yield across the site than would likely occur from a more ad hoc or fragmented approach to development.</p> <p>Benefits are thus environmental, social, and cultural, and although there will be some limits on development within sites economic benefits overall are likely to outweigh economic costs.</p>	
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<p><i>Insert New Assessment Matters into the WSP Precinct</i>  <b>WSP-AM6</b>  <b>WSP-AM9</b></p>	<p>Introduce new assessment matters</p> <p>WSP-AM6 Other Infrastructure Services  WSP-AM9 NZS 4404:2010 “Land Development and Subdivision Infrastructure”</p>	<p>These assessment matters seek to give effect to the objectives and associated policies by ensuring that an integrated approach is taken to infrastructure that addresses best practise standards.</p> <p>Benefits include:</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> at encouraging all infrastructure and services to be considered against best practise standards in an integrated manner as opposed to being considered individually or on an ad-hoc basis</li> <li>• More <b>efficient</b> by encouraging an integrated approach to be taken where infrastructure can be developed in an integrated way, such as by sharing corridors or achieving multiple benefits, or through low impact design.</li> <li>• More <b>effective</b> at minimising environmental footprint by encouraging co-location of services and multiple uses of facilities such as stormwater, movement, and open space</li> </ul> <p><b>Costs</b> include the need to consider infrastructure broadly, however these costs are likely to be offset by benefits associated with reduced footprint of infrastructure, enhanced environmental outcomes, and the unlocking of additional land resource for greater yield that will result in greater economic opportunity and health benefits.</p>	<p>UFD-O1  UFD-O3  SUB-O3  GRZ-O1  WSP-O1</p>
<p><i>Insert New Assessment Reason and Anticipated Environmental Results</i>  <b>WSP-PIR1</b>  <b>WSP-AER1</b></p>	<p>Introduce new reasons and anticipated environmental results:  WSP-PIR1  WSP-AER1</p>	<p>These new provisions to give effect to the objective and associated policies by giving greater clarity as to the intent and outcome sought by the WSP, which is also consistent with the objectives.</p> <p>Benefits include:</p> <ul style="list-style-type: none"> <li>• More <b>effective</b> at providing clarity as to the purpose or intent and environmental results sought development in the WSP Precinct Area.</li> <li>• More <b>efficient</b> as it provides additional clarity on the ability for developer to seek innovative solutions within the WSP.</li> </ul> <p>No <b>costs</b> have been identified with these changes.</p>	<p>UFD-O1  UFD-O3  SUB-O3  GRZ-O1  WSP-O1</p>

## Risks of Acting or Not Acting

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

The WSP area has been zoned for residential development for a number of years, but despite that enabling zoning it has remained largely in undeveloped open paddock and partly occupied by a long-disestablished hospital building. Earlier in 2021 the Districts ISP restated the case for residential development of the area, identifying Waipukurau as the likely area to accommodate most new housing. Additionally, the area was identified for enhanced transport connections and open space amenity.

The aspirations identified in the ISP were too recent for inclusion in the PDP, but did identify the District Plan as a key delivery mechanism to inform in order to achieve these outcomes. Significantly even though it predated the ISP, the S.32 assessment for the PDP had also identified a need for greater assessment on infrastructure constraints and referenced the use of structure plan/s. It is evident that the PDP had anticipated a need to address the problem when the problem has become better understood and defined and a more targeted solution available.

As the PDP did not address this problem and did contain the outcomes of the ISP owing to timing, there is a high likelihood that these outcomes and identified aspirations, that were previously acknowledged in the S.32, will not be addressed. While the WSP area does retain its General Residential Zoning, the constraints associated with the site, including 3-waters and transport infrastructure as well as land fragmentation mean that the outcomes of the PDP may not differ from those of the Operative District Plan, which identified similar aspirations.

For these reasons it is considered that the risk of not acting is a significant constraint on the ability of the PSP to achieve its objectives and address the District’s housing needs.

If development pressure in the WSP area became sufficient to seek to develop the land without the WSP in place, which is likely, there is a further risk that only part of the area, which is in fragmented ownership, would be developed, and could potentially take-up much or even all of the already limited 3-waters infrastructure capacity in the area. This would severely limit the opportunity to develop much of the WSP area notwithstanding zoning.

Should the provisions of the WSP proceed there is significantly less risk of ad hoc development occurring that might prevent or limit the efficient development of the remainder of the area. Avoiding or minimising this risk is consistent with the objectives the PDP and existing national and regional policy direction, particularly with respect to sustainable supply of land for urban development and compact urban form.

## 9 Summary and Conclusion

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

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

- The WSP will further assist the PDP to achieve its objectives and to address the identified resource management issues and respond to higher order statutory documents including the NPS-UD and Hawke’s Bay RPS.
- The proposed policies and methods provide more consistent outcomes and greater certainty to plan users and the community on the type and scale of activities that can occur as Permitted Activities and outcomes expected for activities in the General Residential Zone.
- Activities requiring resource consent remain limited to those that have potential for adverse effects on the environment and/or that are important to provide for sustainable development of land to meet the needs of the District

- The proposed provisions enable and inform a case-by-case assessment that better considers the specific constraints that relate to this part of the General Residential Zone.

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



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