

# Horowhenua District Plan Change

## Section 42A Report

### Proposed Plan Change 4

*Tara-Ika Growth Area*

October 2021

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# 1 Executive Summary

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1. Since 2013, the Horowhenua District has been experiencing rapid population growth. This population growth is expected to continue. In response to this, the Horowhenua District Council (HDC or the Council) prepared a growth strategy, titled Horowhenua Growth Strategy 2040. This identified the District's projected housing and business land requirements out to the year 2040. This strategy identified growth area Levin South 6 (LS6), the area now known as 'Tara-Ika', and the subject of this Plan Change.
2. The Tara-Ika Growth Area is a 420ha piece of land located immediately east of Levin. It is bordered by State Highway 57 (Arapaepae Road), Queen Street East, Gladstone Road and Tararua Road. Council, alongside key landowners, developed a Master Plan for this area. This Master Plan is the basis for this Plan Change (Proposed Plan Change 4).
3. As notified, the proposed plan change consists of the following:
  - Removal of Structure Plan 13 from the District Plan.
  - Introduce a new 'Tara-Ika Multi-Zone Precinct' Chapter to the District Plan with a replacement structure plan (013) and associated objectives, policies, and rules
  - Rezone land within the Tara-Ika Master Plan Area from Greenbelt Residential Deferred to Greenbelt Residential, Low Density Residential, Standard Residential, Medium Density Residential, Commercial and Open Space;
  - Introduce new area specific subdivision rules;
  - Introduce new area specific bulk and location rules; and
  - Introduce new rules relating to commercial activities in the area.
4. As notified, the plan change was expected to enable 2,500-3,000+ homes at a range of densities, supported by publically accessible open space and commercial and community activities.
5. This area was formerly known as 'Gladstone Green', but through the development of the Master Plan and Plan Change process, was gifted the name 'Taraika' by the Muaūpoko Tribal Authority. The spelling of the name has been refined since notification to aid correct pronunciation and is now 'Tara-Ika'. Submissions were received on this topic and will be evaluated later in this report, but for the sake of accuracy I will refer to the growth area as 'Tara-Ika' from this point forward.
6. The primary issues driving this Plan Change are a need to provide land to meet housing demand and to give effect to the National Policy Statement on Urban Development (NPS-UD) which requires Council's to provide for well-functioning urban environments and provide sufficient development capacity to meet the needs of people and communities.

## 1.1 Glossary of Terms

**CPTED** – Crime Prevention through Environmental Design

**HDC/the Council** – Horowhenua District Council

**HDP** – Operative Horowhenua District Plan 2015

**HRC** – Horizons Regional Council

**LTP** – Horowhenua District Council Long Term Plan 2021-2014

**MTA** – Muaūpoko Tribal Authority

**NOR** – Notice of Requirement

**NPS** – National Policy Statement  
**NPS-UD** – National Policy Statement on Urban Development  
**NPS-FM** – National Policy Statement for Freshwater Management  
**O2NL** – Ōtaki to North Levin (highway project)  
**PC4/PPC4/Plan Change** – Proposed Plan Change 4 (subject plan change)  
**PNPS-HPL** – Proposed National Policy Statement on Highly Productive Land  
**RMA** – Resource Management Act 1991  
**WKNZTA/NZTA/WK** – Waka Kotahi NZ Transport Agency  
**WTP** – Levin Water Treatment Plant  
**WWTP** – Levin Waste Water Treatment Plant

## 2 Introduction

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### 2.1 Purpose of Report

7. The purpose of this report is to summarise the key issues raised in submissions and to provide advice on these matters to the Hearings Panel. All the individual submission points raised have been evaluated in this report, with specific recommendations provided for each point. The submissions points are grouped into ‘topics’ to enable more efficient assessment of like issues. There is a summary table attached as Appendix 1 to this report, with both the recommended decision for each submission point and the section of this report in which the submission point is evaluated in.
8. The recommendations also include suggested amendments to the proposed plan change, including the introduction or deletion of provisions and refinements to some of the wording. A s32AA assessment of recommended changes is provided at the end of this report.

### 2.2 Qualification and Experience

9. My name is Lauren Baddock. I am the District Plan Lead at the Horowhenua District Council. I hold a Bachelor of Resource and Environmental Planning (Hons) degree from Massey University. I am an Intermediate Member of the New Zealand Planning Institute.
10. I have close to seven years’ experience as a planner. This has included approximately three years’ experience as a resource consents planner at both Hastings District Council and Horowhenua District Council. At the beginning of 2018, I moved into the role of Strategic Planner at the Horowhenua District Council and have been involved in a range of policy and strategy work, including a town centre strategy, a community plan, growth strategy, submissions on national policy statements, infrastructure projects, and District Plan work. More recently, I moved into the role of District Plan Lead, tasked with leading the Council’s District Plan work programme, with an initial focus on responding to growth and national direction.

### 2.3 Report Format

11. This report considers submissions and further submissions which were received in response to Proposed Plan Change 4 (Proposed PC4) to the District Plan. This report has been prepared in

accordance with section 42A of the Resource Management Act 1991 to assist the Hearing Panel with its consideration of submissions received in respect of this Plan Change.

12. This report is structured according to the following format:
  - An overview of Proposed PC4
  - Statutory Requirements
  - Analysis of Submissions
  - Recommended Decisions
  - s32AA assessment
  - Conclusions.
13. The report discusses each submission or groups of similar submissions and includes a recommendation from the reporting officer on each submission received; **it should be noted that the recommendation does not represent the decision of the Hearing Panel.**
14. Following consideration of all the submissions and supporting evidence, if any, presented by the submitters and further submitters at the hearing, the Hearing Panel will hear and make decisions on the plan change.
15. This report includes recommendations to the Hearing Panel to accept, accept in part, reject or reject in part individual submission points and any amendments to Proposed PC4. A table of submission and further submission points along with recommended decisions and a reference to where this point is evaluated in this report is included as Appendix 1 of this report.
16. The amendments to the plan change provisions arising from the staff recommendations discussed throughout this report are listed in full in Appendix 2 of this report.
17. The Analysis of Submissions section has been structured by grouping submission points into topics/themes. Within each topic, the submission points have been grouped into sub-topics. These topics/themes are listed below in the order they appear in this report.
  1. Whole Plan Change and General Matters
  2. Well-Functioning Urban Environments
  3. Urban Form, Character, and Amenity
  4. Infrastructure Matters
  5. O2NL Matters
  6. Transport Matters
  7. Māori, Culture and Heritage
  8. Natural Environment and Sustainability
  9. Minor Drafting Edits
  10. Non-RMA Matters
18. Each submission and further submission has been given a unique number (e.g. 04/01), with the prefix referring to the plan change number and the final two numbers referring to the submitter.
19. Where a submission contains more than one submission point, an additional number has been added to the submission number (e.g. 04/01.1) to help distinguish which part of the submission is being discussed.

20. Further submissions are numbered in the same manner, but with the additional prefix of 'FS' (further submission). For example, FS04/01.01.
21. This report contains selected text from the plan change documents, either when changes have been requested by a submitter or where a change is recommended by the reporting officer. Where new text is included in this report the following protocols have been followed:
- Additions to plan change provisions recommended by the reporting officer are shown in underlined italics, with recommendation deletions shown in strikethrough (i.e. ~~abcdefghijkl~~)
  - In some instances text that is not recommended to be amended has been reproduced from the notified version of the plan change provisions or from the operative Horowhenua District Plan to assist with interpretation. This is shown in *italics and highlight*

## 3 Background and Context

### 3.1 Purpose of Plan Change

22. The issue this plan change seeks to address and the rationale behind the approach taken is set out in the s32 report<sup>1</sup>. A summary of this is provided below.

#### 3.1.1 Population Growth

23. The Horowhenua population is growing rapidly, increasing by an average of 2% per year between 2013 and 2018. Statistics New Zealand estimated that as of June 2019, the Horowhenua population was 35,000. This is an increase of nearly 5,000 people since 2013<sup>2,3</sup>.
24. Early in June 2020, Sense Partners were commissioned by HDC to provide updated population projections for the District. This work was able to take into account the potential impact of COVID19. These projections show that this growth rate is expected to continue long term. Based on recent growth being much faster than previously anticipated, Council have since adopted the 95th percentile growth rate set out in this report for its long term planning, which means significant and ongoing demand for housing, as indicated by the table below.

Table 1: Additional Dwellings Projected Per Year to Support LTP 2021-2041 Population Assumptions (District Wide)

Average Number of Additional Dwellings per Year 2021-2031	Average Number of Additional Dwellings per Year 2031-2041	Average Number of Additional Dwellings per Year 2041-2051
434	686	984

<sup>1</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/ppc4/proposed-plan-change-4-taraika-growth-area-section-32-report.pdf> (Section 2)

<sup>2</sup> <https://www.stats.govt.nz/information-releases/national-population-estimates-at-31-march-2020-infoshare-tables>

<sup>3</sup> <https://www.stats.govt.nz/tools/2018-census-place-summaries/manawatu-whanganui-region#more-data-and-information>



### **3.1.2 Ōtaki to North of Levin (O2NL)**

25. The preferred corridor for the O2NL highway is located within the growth area, running almost parallel to State Highway 57 near the western extent of the development area.
26. At the time of writing this report, WKNZTA had an identified 80-100m 'technically preferred alignment' within a 300m corridor and were working to refine this. WKNZTA have advised they will not make any decisions on the final alignment and land required for this project until the end of 2021. WKNZTA expect to lodge the required resource consents and notice of requirement applications in 2022<sup>4</sup>. The exact nature and scale of effects arising from the proposed highway cannot be determined until the final alignment has been selected and decisions made regarding matters such as road height and surfacing material, interchange locations, and local road connections.

### **3.1.3 History of Tara-Ika as a Growth Area**

27. Tara-Ika has been identified as a growth area since the Horowhenua Development Plan 2008. At this time, the District's population was expected to be relatively stagnant but with some additional demand for housing (largely associated with decreasing household size and demand for holiday homes).
28. Following this, Tara-Ika (then known as Gladstone Green) was rezoned to 'Greenbelt Residential Deferred' via Plan Change 21 to the first generation Horowhenua District Plan, with the plan change becoming operative in May 2013. This zoning type enables residential development of a minimum lot size of 2,000m<sup>2</sup> where reticulated waste water network is available, or 5,000m<sup>2</sup> where onsite servicing (e.g. septic tank) is required<sup>5</sup>. Structure Plan 13 was introduced to the District Plan as part of Proposed Plan Variation 1. However, the zoning remained deferred, as the required infrastructure was not in place.
29. More recently, the District has begun to experience rapid population growth. This prompted HDC to prepare the Horowhenua Growth Strategy 2040 to replace the Horowhenua Development Plan 2008. The Strategy guides how and where to accommodate growth in the District out to the year 2040 and was adopted by the Council in November 2018.
30. The Horowhenua Growth Strategy 2040 identifies Tara-Ika as a growth area (Levin South 6/LS6) and anticipates it being 'upzoned' to a more urban or residential zone to allow residential development at an urban density<sup>6</sup>.
31. HDC are currently reviewing the Growth Strategy. Key reasons for this review are that the population has grown faster than was expected at the time the Strategy was developed in 2018 and that the location and construction timeframe for the O2NL highway had not been determined at the time the Strategy was prepared.
32. Following the identification of LS6 in the Growth Strategy, several landowners approached HDC to discuss their development plans for this area. It was clear that the existing Greenbelt

<sup>4</sup> <https://www.nzta.govt.nz/projects/wellington-northern-corridor/otaki-to-north-of-levin/>

<sup>5</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/horowhenua-district-plan-2015-chapter-18-greenbelt-residential-zone.pdf>

<sup>6</sup> <https://www.horowhenua.govt.nz/files/assets/public/council-documents/policies/horowhenua-growth-strategy.pdf>

Residential Deferred zoning would not enable the scale of housing anticipated by the Growth Strategy. With the agreement of key landowners, HDC worked alongside these landowners to prepare the Tara-Ika Master Plan to guide development in this area, based on a goal of achieving a quality urban environment with a range of housing densities and supporting commercial and community activities.

## **3.2 Plan Change Area**

33. The Tara-Ika Growth Area is a 420ha piece of land located immediately east of Levin urban area. It is bordered by State Highway 57 (Arapaepae Road), Queen Street East, Gladstone Road and Tararua Road.
34. The Tara-Ika area is currently zoned Greenbelt Residential Deferred in the Operative Horowhenua District Plan and is subject to a Structure Plan (Structure Plan 13). As indicated previously, Greenbelt Residential zoning enables a minimum lot size of 2,000m<sup>2</sup> in areas expected to be serviced via reticulated waste water network and 5,000m<sup>2</sup> if onsite servicing (e.g. septic tank) is to be utilised. In this case, the trigger for uplifting the deferral is the passing of a Council resolution that there is adequate capacity in a local-authority operated reticulated infrastructure to service the particular area of land.
35. The Horowhenua District Plan Maps show that the National Grid Corridor (high voltage transmission lines) is located in the area. However, these transmission lines have since been acquired by Electra (the local electricity distribution lines company) and no longer form part of the National Grid.
36. There are several pockets of existing development within the Tara-Ika area which reflect a typical Greenbelt Residential character, with section sizes around 5,000m<sup>2</sup> or more. These include:
  - Redwood Grove
  - Pohutukawa Drive
  - Arete Lane
  - South-eastern corner of Tararua and Gladstone Road.
37. Other notable features on the site include 'Prouse House', which was constructed in 1891 and may have heritage value although it is not currently listed in the District Plan or with Heritage New Zealand. As the dwelling was constructed pre-1900, it is an archaeological site under the Heritage New Zealand Pouhere Taonga Act 2014.
38. The Waiopahu Bush is located at the north eastern extent of the development area. This is vested under the Reserves Act as a Scenic Reserve and as such, will remain as reserve/bush.
39. Also located within the development area are two known sites of particular cultural significance; the Maunu Wahine refuge and the Waihau watering hole.
40. HDC obtained funding from the Crown Infrastructure Partners Shovel Ready Infrastructure Fund (CIP funding) towards the lead infrastructure costs. Initial works are underway to service the area, as reticulation is required to service the existing District Plan zoning. The CIP funding provides \$25m of investment made up of both grants and funding. The funding represents approximately two thirds of the lead infrastructure costs. Additional infrastructure costs, including infrastructure requirements within subdivisions, will largely be met by individual developers. Council may enter

into private developer agreements in order to facilitate infrastructure delivery, enable development, and ensure quality environmental outcomes.

41. Council also has funding identified in its Long Term Plan for a number of growth related infrastructure projects (e.g. water and waste water treatment plant upgrades) and has recently reintroduced development contributions.

### **3.3 Outline of Proposed Changes (as notified)**

42. Proposed PC4 seeks to rezone land contained within the area covered by the Tara-Ika Master Plan. This involves introducing a new structure plan and new objectives, policies, and rules that apply specifically to Tara-Ika. This Plan Change also seeks to ensure that the resulting development is consistent with the vision and design outcomes sought by the Master Plan. A more complete overview of the proposed changes was included in the s32 report. The full plan chapters, structure plan, and planning maps were also included as an appendix to the s32 report. As such, the below focuses on the key matters only.

43. The proposed plan change consists of the following:

- Removal of Structure Plan 13 from the District Plan;
- Introduce a new 'Tara-Ika Multi-Zone Precinct' Chapter to the District Plan with a replacement structure plan (013) and associated objectives, policies, and rules;
- Rezone land within the Tara-Ika Master Plan Area from Greenbelt Residential Deferred to Greenbelt Residential, Low Density Residential, Standard Residential, Medium Density Residential, Commercial and Open Space;
- Introduce new area specific subdivision rules;
- Introduce new area specific bulk and location rules; and
- Introduce new rules relating to commercial activities in the area.

#### 44. Tara-Ika Multi-Zone Precinct

45. The Tara-Ika Multi-Zone Precinct is based on the National Planning Standards and was selected to ensure the approach was as consistent as possible with the National Planning Standards (which the entire District Plan will align with by 2024) while remaining consistent with the existing structure of the Horowhenua District Plan. While some area specific provisions that seek to achieve particular outcomes within the precinct will be introduced, the underlying zone provisions will generally apply. Therefore, the following assessments will focus only on the proposed new objectives, policies, and rules. Existing District Plan provisions will not be assessed further.

46. Tara-Ika specific provisions will therefore be contained in two chapters; Tara-Ika Multi-Zone Precinct Objectives and Policies and Tara-Ika Multi-Zone Precinct Rules. All other relevant chapters of the District Plan will apply (e.g. Residential Zone, Subdivision and Development). Where there is any conflict between provisions, the Tara-Ika Multi-Zone Precinct provisions will prevail.

#### 47. Objectives and Policies

48. As the Tara-Ika Master Plan has a specific vision and design outcomes for this area, Proposed PC4 includes new objectives and policies for Tara-Ika. These new objectives and policies complement

the existing objectives and policies in the District Plan, such as the objectives and policies for the underlying zones.

49. Rules

50. As Proposed PC4 seeks to enable greenfield development at a larger scale than can occur elsewhere in the District and seeks to achieve a different outcome (namely, give effect to the Master Plan), there are a number of bespoke rules for Tara-Ika, some of which are more enabling than the current District Plan while others are more directive.

### **3.4 Overview of Process**

#### **3.4.1 Pre-Notification**

51. Consultation and engagement carried out during the pre-notification period is detailed in the s32 report. This included informal engagement through the development of both the Horowhenua Growth Strategy 2040 and the Tara-Ika Master Plan. During the scoping and preparation phases of Proposed PC4, engagement was with Iwi partners and key stakeholders including landowners, Ministry of Education, WKNZTA, and Horizons Regional Council.
52. The draft master plan and plan change were also put out to the wider community for informal feedback in August 2020. Refinements were made to the plan change following receipt of this feedback prior to formal notification in November 2020.
53. Statutory pre-notification in accordance with clauses 3 and 3B of the First Schedule of the RMA with iwi occurred in August 2020, with follow up in September 2020. Pre-notification occurred with:
- Muaūpoko Tribal Authority
  - Tamarangi Hapū
  - Ngāti Raukawa ki te Tonga
  - Tanenuiarangi Manawatū Incorporated
  - Ngā Wairiki-Ngāti Apa Charitable Trust

#### **3.4.2 Notification**

54. The Plan Change was notified on 16th November 2020. Submissions were open until 1st February 2021. This submissions period was well in excess of the statutory requirement of 20 working days. This was in recognition of the fact that Christmas and New Year period occurred during the submission period.
55. A total of 40 submissions were received. One submission was received late, being received on 2nd February 2021 which was one day after the submission period closed.
56. The summary of submissions was publically notified on 26th February 2021, with the further submission period going from 26th February 2021 until 15th March 2021. A total of 95 further submission were received, with one being received late on the 1st April 2021.

### **3.4.3 Post-Notification**

57. Since notification, I have met with a number of submitters both individually and as groups. The nature of individual conversations focused on gaining a better understanding of the matters raised in submissions, as well as providing advice on the plan change process.
58. Following advice received from the Hearing Panel in their first minute, six independently facilitated meetings were held covering four key topics raised during submissions. These were as follows:
59. *Pre-Hearing Meetings: Round One*  
Zoning and Density – 8<sup>th</sup> June 2021  
Storm water and Servicing – 10<sup>th</sup> June 2021  
O2NL and Transport Matters – 11<sup>th</sup> June 2021
60. *Pre-Hearing Meetings: Round Two*  
O2NL – 1<sup>st</sup> July 2021  
Zoning and Density – 19<sup>th</sup> July 2021  
Stormwater and Servicing – 20<sup>th</sup> July 2021
61. The independent facilitator has prepared reports outlining the nature of discussions and has circulated this to submitters and the Hearing Panel. These reports are also available on the plan change webpage.
62. These meetings were useful in gaining a better understanding of submitters' perspectives and requests. Further conversations have occurred with individual submitters outside of the group pre-hearing meetings. These meetings and conversations have informed my analysis and recommendations.
63. Following the pre-hearing meetings, Council appointed a 'friend of the submitter' to assist lay submitters with the hearing process.

### **3.5 Procedural Matters**

64. As referenced above, one late submission and one late further submission were received.  
The details of this are set out below:
- Vivienne Bold (04/40)
  - Lake Horowhenua Trust (FS04/93)
65. The late submission (04/40) was received one day after the submission period closed and was included in the summary of submissions which was publically notified on 26th February 2021. As such, I am of the opinion that while this submission was technically late, it was received only one day after submissions closed and did not have any impact on the ability of further submitters to read, access, and consider the submission.
66. The late further submission (FS04/93) was received approximately two weeks after the further submission period closed. As this was a further submission, its late receipt has had no material bearing on any person who may have had an interest in submitting on the matters raised.

67. In both cases, the submissions have been able to be addressed in this report. As such, I see no reason why they should be excluded from being considered. Consequently, I recommend that the Hearing Panel grant an extension of time under Section 37(1) of the RMA to admit the late submission and further submission listed above.
68. I also note to the panel that I have been made aware that at least one further submission was not served on the original submitter within the required timeframe (further submission FS04/90 from Waka Kotahi). However, all further submissions were made publically available on the plan change webpage and I understand Waka Kotahi have since served notice on the relevant parties. As such, I do not consider this to have a material impact on any submitter.
69. Lastly, I note that Further Submission FS04/95 is stamped 19th March 2021 (outside the further submission time period). The further submitter has verbally advised that this submission was a correction to further submission FS04/84 (received within timeframes). However, I have not received written confirmation of this. As such, I have recorded and considered both submissions. In light of this, the panel may need to consider whether Further Submission FS04/95 also needs to be treated as a late submission. If so, I recommend the panel accept the submission for the same reasons as detailed above for other later further submissions.

## **4 Statutory Requirements and Strategic Level Documents**

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### **4.1 Resource Management Act 1991**

70. In preparing any plan change there are a number of statutory requirements in the RMA that need to be satisfied. These include:
- Part II, comprising Section 5, Purpose; Section 6, Matters of National Importance; Section 7, Other Matters; and Section 8, Treaty of Waitangi;
  - Section 31, Functions of Territorial Authorities;
  - Section 32, Requirements for preparing and publishing evaluation reports;
  - Section 32AA, Requirements for undertaking and publishing further evaluations;
  - Section 72, Purpose of district plans;
  - Section 73, Preparation and change of district plans;
  - Section 74, Matters to be considered by territorial authorities; and
  - Section 75, Contents of district plans.
71. Of particular note is the functional requirement under s.31(1)(aa) for Council to establish, implement and review objectives, policies and methods to ensure there is sufficient land for residential and business development capacity to meet expected demand.
72. I have summarised below the key matters relating to the above requirements that are particularly relevant to this proposed plan change.
73. Section 6(h) of the RMA requires those exercising functions and powers under it to recognise and provide for 'the management of significant risks from natural hazards', while under Section 7 particular regard needs to be had to:

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

74. Territorial authorities have the following obligations for the purpose of giving effect to the RMA in its district, under Section 31, to:

*(a) establish, implement, and review 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) establish, implement, and review 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; and*

*(b) control of any actual or potential effects of the use, development, or protection of land, including the avoidance or mitigation of natural hazards.*

75. The relevant aspects of the above matters have been considered in the analysis of the submissions in Section 5 of this report.

## **4.2 National Policy Statements/National Environmental Standards**

76. Under Section 75(3)(a) of the RMA a district plan must also give effect to any National Policy Statement (NPS) that has been issued. Of the five NPS's currently in place, the ones of relevance to proposed PC4 are the National Policy Statement on Urban Development (NPS-UD) and the National Policy Statement for Freshwater Management 2020 (NPS-FM).

### **77. *National Policy Statement on Urban Development***

78. The NPS-UD took effect from 20 August 2020, and replaced the National Policy Statement on Urban Development Capacity.

79. The NPS-UD seeks to ensure there is sufficient development capacity to meet the needs of people and communities and recognises the significance of well-functioning urban environments that contribute to community wellbeing and safety. This is extremely relevant to PC4, being the foundation behind what is proposed.

80. Horowhenua District Council is a Tier 3 Local Authority as it contains an urban environment (population over 10,000) that is not specified as either Tier 1 or 2. The objectives and policies that apply to Horowhenua District Council and Proposed PC4 are listed below.

***Objective 1:*** *New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.*

***Objective 2:*** *Planning decisions improve housing affordability by supporting competitive land and development markets.*



**Objective 3:** *Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:*

- (a) the area is in or near a centre zone or other area with many employment opportunities*
- (b) the area is well-serviced by existing or planned public transport there is high demand for housing or for business land in*
- (c) the area, relative to other areas within the urban environment.*

**Objective 4:** *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 5:** *Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*

**Objective 6:** *Local authority decisions on urban development that affect urban environments are:*

- (a) integrated with infrastructure planning and funding decisions; and*
- (b) strategic over the medium term and long term; and*
- (c) responsive, particularly in relation to proposals that would supply significant development capacity.*

**Objective 7:** *Local authorities have robust and frequently updated information about their urban environments and use it to inform planning decisions.*

**Objective 8:** *New Zealand's urban environments:*

- (a) support reductions in greenhouse gas emissions; and*
- (b) are resilient to the current and future effects of climate change.*

**Policy 1:** *Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:*

- (a) have or enable a variety of homes that:
  - i. meet the needs, in terms of type, price, and location, of different households; and*
  - ii. enable Māori to express their cultural traditions and norms; and**
- (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
- (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
- (e) support reductions in greenhouse gas emissions; and*



*(f) are resilient to the likely current and future effects of climate change.*

**Policy 2:** *Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.*

**Policy 5:** *Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of: the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or relative demand for housing and business use in that location.*

**Policy 6:** *When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:*

- (a) the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement*
- (b) that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:*
  - (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and*
  - (ii) are not, of themselves, an adverse effect*
- (c) the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)*
- (d) any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity*
- (e) the likely current and future effects of climate change.*

**Policy 10:** *Tier 1, 2, and 3 local authorities:*

- (a) that share jurisdiction over urban environments work together when implementing this National Policy Statement; and*
- (b) engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and*
- (c) engage with the development sector to identify significant opportunities for urban development.*

**Policy 11:** *In relation to car parking:*

- (a) the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks; and*
- (b) tier 1, 2, and 3 local authorities are strongly encouraged to manage effects associated with the supply and demand of car parking through comprehensive parking management plans*

81. **National Policy Statement for Freshwater Management**

82. The NPS-FM took effect from 3 September 2020, and replaced the National Policy Statement for Freshwater Management 2014.

83. It contains objectives and policies relevant to land use developments impacts (particularly those arising from water use for water supply, wastewater management and stormwater management) on freshwater resources.

84. The following objective and policies are of specific relevance:

**Objective**

*The objective of this National Policy Statement is to ensure that natural and physical resources are managed in a way that prioritises:*

- (a) first, the health and well-being of water bodies and freshwater ecosystems*
- (b) second, the health needs of people (such as drinking water)*
- (c) third, the ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future.*

**Policy 1**

*Freshwater is managed in a way that gives effect to Te Mana o te Wai.*

**Policy 3**

*Freshwater is managed in an integrated way that considers the effects of the use and development of land on a whole-of-catchment basis, including the effects on receiving environments.*

**Policy 15**

*Communities are enabled to provide for their social, economic, and cultural wellbeing in a way that is consistent with this National Policy Statement.*

85. **Proposed National Policy Statement Highly Productive Land**

86. In addition to the above NPSs, it is worth commenting on the Proposed National Policy Statement for Highly Productive Land (PNPS-HPL) which proposes to protect highly productive land from inappropriate development. Under the current proposal highly productive land defaults to being any land with a land use capability class of 1-3 until such time as Regional Councils undertake an assessment to specifically classify such land within their regions.

87. An assessment of the proposed plan change against the PNPS-HPL was included in the s32 report. Further, this topic was raised through submissions and is therefore addressed in Section 5 of this report.

### 4.3 New Zealand Coastal Policy Statement

88. Under Section 75(3)(b) of the RMA, a District Plan must give effect to any New Zealand Coastal Policy Statement (NZCPS). There are no specific provisions in the NZCPS which are considered directly relevant to Proposed PC4 as the area is not within and/or does not affect the coastal environment.

#### 4.4 Horizons Regional Council One Plan

89. Under Section 75(3)(c) of the RMA, a District Plan must give effect to any Regional Policy Statement which, in this instance, is the Horizons Regional Council's 'One Plan' (which comprises a combined Regional Policy Statement and Regional Plan).
90. Chapter 1 of the One Plan sets out the 'Big Four' environmental issues for the region. These include:

Big Four Issues	Relevance to Proposed Plan Change
Surface water quality degradation	<ul style="list-style-type: none"> <li>Relevant in terms of managing surface water from the development area</li> </ul>
Increasing water demand	<ul style="list-style-type: none"> <li>Relevant in terms of the demand for water generated by the development</li> </ul>
Unsustainable hill country land use	<ul style="list-style-type: none"> <li>Not relevant to the proposed plan change</li> </ul>
Threatened biological diversity	<ul style="list-style-type: none"> <li>Relevant in terms of the stands of native bush within the proposed plan change area</li> </ul>

91. An assessment of the plan change against key One Plan Objectives and Policies was included in the s32 report. Further, this topic was raised through submissions and is therefore addressed in Section 5 of this report.

#### 4.5 Operative Horowhenua District Plan

92. A full review of the former District Plan (1999) was undertaken between 2009 and 2013, with the Council making its second generation District Plan (the Plan) operative on 1 July 2015. Since this time, HDC have adopted two plan changes:
- Plan Change 1: incorporated additional heritage buildings, structures and sites into Schedule 2 of the District Plan. This plan change became operative from 1 November 2018.
  - Plan Change 2: amended a limited number of provisions related to residential development, specifically for infill and medium density development. This plan change became operative from 1 November 2018.
93. The District Plan follows a predominately 'zoned based' structure, with Objectives, Policies, Methods, Anticipated Environmental Results, Explanation and Principal Reasons relating to the Residential, Greenbelt Residential, Commercial and Open Space Zones. Additionally, the District Plan contains chapters managing vehicle access, parking, loading and roading (Chapter 21), utilities and energy (Chapter 22) and subdivision and development (Chapter 24). These existing provisions are not proposed to be altered by the plan change, but do have relevance to the plan change area.

## 4.6 Wellington Regional Growth Framework

94. The Wellington Regional Growth Framework (the Framework) is a spatial plan that describes a long-term vision for how the region will grow, change and respond to key urban development challenges and opportunities in a way that gets the best outcomes and maximises the benefits across the region.
95. The framework has been developed by central government, mana whenua, and Councils in the Wellington Region. While Horowhenua District is not part of the Wellington Region, Horowhenua District Council was involved in developing the framework given Wellington's growth pressures directly impact on Horowhenua.
96. The Wellington Regional Growth Framework identifies Tara-Ika as one of the key future urban growth areas to support growth<sup>7</sup>.

## 5 Discussion and Analysis of Submissions

### 5.1 Whole Plan Change and General Matters

#### 5.1.1 Plan Change Process

##### 97. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/19	04/19.05	Michael Harland	Oppose
04/22	04/22.01	Gill Morgan	Oppose
04/39	04/39.02	Charles Rudd	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submission were received relevant to this topic.				

##### 98. Overview of Topic

99. Several submissions questioned whether the correct process was followed in preparing and notifying the plan change, particularly in respect of consultation with landowners and iwi.

##### 100. Summary of Submissions

101. Mr Harland (Submitter 04/19) outlined his view that the consultation process was a 'rubber stamping' exercise on the basis that Prime Minister Jacinda Ardern attended an onsite ground-breaking ceremony in December 2020, which was ahead of the plan change hearing. The submitter sought for the plan change to be rejected in its entirety.
102. Ms Morgan (Submitter 04/22) stated that the owners of 1134 Queen Street East had not been given information or opportunity for involvement during the preparation of the Tara-Ika master

<sup>7</sup> <https://wrgf.co.nz/>

plan and subsequent plan change. The submitter sought specific engagement with the landowners of 1134 Queen Street East.

103. Mr Rudd (Submitter 04/39) stated engagement with iwi had been insufficient on the basis that it had occurred with Muaūpoko Tribal Authority only.

104. *Analysis*

105. I am of the opinion that the plan change process, including the notification and engagement process, has been carried out in accordance with the requirements of the RMA. The process undertaken up until the point of notification is documented in the Section 32 assessment report<sup>8</sup>. Since this time, the proposed Plan Change was publically notified for a period well in excess of the minimum 20 working days requirement. This process included a public notice being issued in the Horowhenua Chronicle and on Horowhenua District Council's website and written notification to all owners of properties within the plan change area. Additionally, a number of information sessions were held at Te Takeretanga o Kura-hau-pō throughout this period. The further submission period was also carried out in accordance with RMA requirements.

106. While the Prime Minister attended a 'ground breaking' ceremony at Tara-Ika in December 2020 (during the submissions period), this ceremony was to recognise the funding received from government towards the costs of infrastructure and was not related to the Plan Change process. I note the Tara-Ika area was expected to be serviced by reticulated infrastructure under the existing Deferred Greenbelt Residential (pre-Plan Change) zoning. The funding awarded does not represent or influence the outcome of the RMA process.

107. I have met with the owners of 1134 Queen Street East on several occasions since the Plan Change was notified. These landowners have stated they did not receive the information mailed to them and other landowners about the development of the Tara-Ika Master Plan on several occasions ahead of the formal RMA process commencing. I understand that these landowners consider that this has limited their ability to be involved in the process. I note that these landowners have submitted on the Plan Change and have actively engaged in pre-hearing meetings. I also note I have made myself available to them and their family members on several occasions to explain the Plan Change provisions, information, and process. I do not believe that the landowner's ability to participate in the RMA process has been compromised.

108. Muaūpoko Tribal Authority (MTA) are the mandated iwi authority for Muaūpoko. However I understand the Tamarangi Hapū of Muaūpoko have advised Council that MTA do not represent them. For this reason, engagement on the Plan Change was undertaken directly with Tamarangi Hapū, as detailed in the Section 32 report.

109. *Recommended Decision*

110. I recommend submission points 04/19.05, 04/22.01 and 04/39.02 be rejected.

111. That further submission points are accepted or rejected respectively.

<sup>8</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/ppc4/proposed-plan-change-4-taraika-growth-area-section-32-report.pdf> (Section 4)

### 5.1.2 Whole Plan Change

#### 112. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/04	04/04.01	Simon Austin	Oppose
04/19	04/19.01	Michael Harland	Oppose
04/26	04/26.06	Horowhenua District Residents and Ratepayers Association	Unclear
04/27	04/27.01	Brendan McDonnell	Support
04/30	04/30.01	Horizons Regional Council	Support in part
04/30	04/30.09	Horizons Regional Council	Support in part
04/34	04/34.01	Waka Kotahi	Support in part
04/36	04/36.01	Catriona McKay	Support

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/83	-	John & Jeny Brown	04/19	Oppose

#### 113. Overview of Topic

114. Several submissions were received relating to general plan change matters, including the merits of the plan change as a whole, the extent of the area covered by the plan change, activity status and assessment matters of subdivision across all zones within the plan change area and how existing activities will be provided for.

#### 115. Summary of Submissions

116. Mr Austin (Submitter 04/04) opposes the plan change on the basis that it does not include land on the north side of Queen Street and seeks that this land is included. Mr Harland (Submitter 04/19) opposes the plan change in its entirety, stating the land should be used for food production. Mr Harland seeks that the plan change be withdrawn.

117. Horowhenua District Residents and Ratepayers Association (Submitter 04/26) questions how the proposed plan change provisions will be followed. The submission does not seek any particular relief.

118. Mr McDonnell, Horizons Regional Council, Waka Kotahi, and Ms McKay (Submitters 04/27, 04/30, 04/34 and 04/36) all generally support the intention of the proposed plan change to provide for additional housing in a manner that increases housing variety, encourages quality and gives effect to the growth strategy and master plan. However, each of these submitters seeks various amendments to the plan change provisions, which will be detailed in subsequent sections of this report under the relevant topic headings.

119. Mr and Mrs Brown (Further Submitter FS04/83) opposing Mr Harland's submission, stating that while he raised some valid points, the plan change was needed due to the housing crises.
120. *Analysis*
121. The land on the northern side of Queen Street is not part of the proposed plan change. Identifying plan change extent is important for understanding effects, including what is required to service the development (e.g. schools, commercial area, three waters infrastructure). The plan change area has been identified as a growth area since 2008, is currently zoned Greenbelt Residential (deferred) in the District Plan and is identified for 'upzoning' in the Horowhenua Growth Strategy. Further, the proposed plan change site is primarily non-versatile land<sup>9</sup> (with the exception of the area covered by Waiopahu Bush) and has been extensively master planned. As such, I consider the proposed plan change extent to be logical. The submitter did not put forward any reasons for why the land north of Queen Street should be included in the plan change, nor do they spatially identify the exact area of extent of land they seek for inclusion, but I note the land north of Queen Street generally is currently zoned Rural in the Horowhenua District Plan, is not identified as a growth area in the Horowhenua Growth Strategy 2040 and contains 'versatile' soils.
122. Furthermore, I consider increasing the extent of the plan change area by way of submission is likely to be out of scope of the plan change and at the least would negatively impact the ability for the potentially affected parties to participate in the process. For example, landowners and residents on the northern part of Queen Street may have viewed the proposed plan change material and, based on the extent included, decided not to make a submission. For the reasons above, my opinion is that it would be inappropriate to increase the extent of the plan change through this process and that this would not be an effective method for achieving the plan change objectives.
123. The need and justification for PPC4 is detailed in the s32<sup>10</sup> report. To summarise, the Horowhenua District is experiencing rapid population growth which is expected to occur for at least the next twenty years. House prices are increasing significantly, which is having a negative impact on the wellbeing of people in the community for whom housing costs (including rents) are unaffordable.
124. Furthermore, a lack of housing makes it more difficult for people to find housing that suits their needs (such as accessibility needs, location, house size). The NPS-UD directs Councils to provide for housing that allows people to meet their needs, including enabling growth both 'up' and 'out' – i.e. allow increased building heights within existing urban areas and allow expansion of urban areas in rural areas (Objectives 1 and 2, Policies 1 and 5<sup>11</sup>.)
125. The plan change area is largely comprised of class three soils using the Land Use Capability Classification system, which are not considered 'versatile' under the Horowhenua District Plan. While I acknowledge the Proposed National Policy Statement for Highly Productive Land proposes to classify class 3 soils as 'versatile', land use class 1-3 soil covers 41% of the Horowhenua District and surrounds all of the District's urban settlements (Horowhenua District Council WebMap, original source New Zealand Land Resource Inventory – LandCare Resource). Therefore, some

<sup>9</sup> The Horowhenua District Plan define 'versatile land' and Land Use Classification 1 and 2.

<sup>10</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/ppc4/proposed-plan-change-4-taraika-growth-area-section-32-report.pdf>

<sup>11</sup> <https://environment.govt.nz/assets/Publications/Files/AA-Gazetted-NPSUD-17.07.2020-pdf.pdf>



encroachment onto these types of soils is likely to be required to fulfil the requirements of the NPS-UD. The plan change area is already identified as Greenbelt Residential Deferred, which would allow for subdivision down to 2,000m<sup>2</sup> and 5,000m<sup>2</sup> depending on the exact location. A significant amount of this type of development has already occurred at the outer edges of the plan change area. Therefore this area does not represent a typical food production environment and, when considering what the level of development the Operative District Plan provides for, does not represent additional loss of productive land. I consider that providing for a greater lot yield in this location may have a positive impact on protecting production land as it may reduce demand for further urban expansion in other locations. Therefore, I consider enabling urban development in this location to be an appropriate outcome.

126. Should the plan change be approved and become operative, the outcomes sought will be achieved through plan provisions (objective, policies, structure plan, and rules) and the resource consent process. For example, an application to subdivide will require resource consent. The resource consent application will need to set out how the proposed subdivision meets the Plan requirements (e.g. rules). If rules are proposed to be breached, the applicant will have to provide an assessment of why this breach is appropriate. The application will be assessed and determined (and consent granted or refused) by Council.
127. The comments in support made in submissions points 04/27.01, 04/30.01, 04/30.09, 04/34.01 and 04/36.01 are acknowledged.
128. *Recommended Decision*
129. That submission points 04/04.01, 04/19.01 and 04/26.06 be rejected.
130. That submission points 04/27.01, 04/30.01, 04/30.09, 04/34.01 are accepted in part.
131. That further submission points are accepted or rejected respectively.

### 5.1.3 Social Impacts

#### 132. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/19	04/19.04	Michael Harland	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic				

133. *Overview of Topic and Summary of Submission*
134. Mr Harland (Submitter 04/19) opposes the entire plan change, stating that Levin's health services are insufficient, with no accident and emergency service and long wait times to see a Doctor.
135. *Analysis*



136. While the issues raised by the submitter are acknowledged, lack of health services cannot be addressed through this plan change, beyond providing opportunity for such activities to establish within the plan change area. This is because Council has no jurisdiction over health care services.
137. Under the Operative District Plan, community activities (including medical centres) are permitted in the Commercial Zone, Restricted Discretionary in the Open Space Zone, and Discretionary Activity in the Residential Zone. The same approach is proposed for Tara-Ika.
138. It is noted that Council has previously engaged with MidCentral District Health Board about growth that is occurring in the District.
139. *Recommended Decision*
140. That submission 04/19.04 be rejected.

#### **5.1.4 Subdivision Activity Status and Assessment Matters**

##### **141. Relevant Submissions**

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/27	04/27.03	Brendan McDonnell	Oppose
04/27	04/27.04	Brendan McDonnell	Oppose
04/28	04/28.01	Haddon Preston	Oppose
04/33	04/33.04	Truebridge Associates	Oppose
04/33	04/33.08	Truebridge Associates	Oppose
04/33	04/33.11	Truebridge Associates	Oppose
04/33	04/33.20	Truebridge Associates	Oppose
04/33	04/33.23	Truebridge Associates	Oppose
04/33	04/33.24	Truebridge Associates	Oppose
04/38	04/38.09	Prouse Trust Partnership	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.05	Truebridge Associates (jointly on behalf of Brendan McDonnell)	04/25	Partially Support
FS04/22	FS04/22.06	Truebridge Associates (jointly on behalf of Brendan McDonnell)	04/27	Support
FS04/22	FS04/22.03	Truebridge Associates (jointly on behalf of	04/24	Support

		Brendan McDonnell)		
FS04/25	FS04/25.09	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.09	Support
FS04/91	FS04/91.11	Haddon Preston	04/33	Support

142. *Overview of Topic*

143. A number of submissions raised matters relating to the activity status of subdivision and the associated assessment matters. Submissions received relating to infrastructure requirements for subdivision are covered elsewhere in this report, under the 'infrastructure' heading.

144. *Summary of Submissions*

145. Mr McDonnell, Mr Preston, and Truebridge Associates (submitters 04/27, 04/28, 04/33, and 04/33) all state that 'complying' subdivision in all zones should be provided for as a controlled activity, rather than restricted discretionary as currently proposed. The submissions state that this activity status is too restrictive, creates uncertainty, and is contrary to the NPS-UD.

146. Mr McDonnell and Truebridge Associates sought a range of amendments to the subdivision assessment matters including consequential amendments relating to the request for complying subdivision to be a controlled activity (for example, relocating restricted discretionary activity conditions and selected matters of discretion to controlled activity conditions and matters of control). These submission points also generally seek for the number of subdivision assessment matters to be reduced, stating that some aspects (such as tikanga, earthworks, and heritage) are controlled by other agencies and that other matters (such as variety of lot sizes, design and layout of subdivision, and staging and timing of works) create too much uncertainty for developers and should therefore be at the developer's discretion. The submitters' requested approach for moving assessment matters to matters of control, matters of discretion, or removing entirely varies slightly between zones.

147. Prouse Trust Partnership (04/38) opposes limits on rear sections.

148. Further submissions were received supporting submitters requests that subdivision complying with standards be treated as a controlled activity. These further submissions were from Truebridge Associates (FS04/22) and Mr Preston (FS04/91).

149. The further submission received from Truebridge Associates (further submitter FS04/22) submission partially supports the Horowhenua District Council Officers Submission (submission 04/25), supporting (in part) this submitters requests relating to zoning type (covered Section 5.2.2 of this report), but seeking subdivision be changed to a controlled activity. It is noted that the activity status of subdivision was not raised by the Horowhenua District Council Officers Submission.

150. Another further submission was received from Emma Prouse, James Prouse, Matthew Prouse, James Griffiths (FS04/25) in support of the Prouse Trust Partnership opposing restrictions on rear sections.

151. *Analysis*
152. **Activity Status of Subdivision**
153. Section 3.4 of the NPS-UD outlines that development is considered zoned for development and therefore plan enabled if the housing (or business) use is provided for as a permitted, controlled, or restricted discretionary activity. As such, I do not agree with the submitters' view that using a restricted discretionary activity status is contrary to the NPS-UD.
154. I note that the scale of development expected to occur within the plan change area is likely to be much greater than what has been experienced elsewhere in the District. This scale has the potential to increase the nature and magnitude of adverse effects that need to be avoided, remedied, or mitigated. Examples of this are infrastructure capacity and traffic effects. Technical reports attached to this report state that upgrades to infrastructure assets such as treatment plants and state highway intersections may be required in order to allow Tara-Ika to be fully developed. Council has identified funding in its Long Term Plan 2021-2041 to allow upgrades to its assets and Waka Kotahi have identified funding for State Highway upgrades in its Safer Network Programme. However, if development occurs more quickly than anticipated, the limits on these assets may be reached before scheduled upgrade works occur, which could result in subdivision (and resulting development) generating adverse effects that cannot be effectively avoided, remedied, or mitigated through conditions on resource consent.
155. The restricted discretionary activity status also provides greater opportunity (than controlled activity status) to effectively implement the structure plan. Good roading and transport connectivity is a key feature of the structure plan and Objective 6A.1 of proposed PC4. The structure plan states that the location of arterial and collector roads is fixed, while the location of local roads are flexible. In either case, it is important that roads in adjoining subdivisions that cross property boundaries connect with each other. If subdivision is provided for as a controlled activity, the opportunity to influence important outcomes such as this is severely compromised as applicants know their subdivision consents will be approved regardless of whether or not this intent is achieved (in contrast to a Restricted Discretionary Activity, which can be declined if the proposal is contrary to the outcomes sought and does not effectively avoid, remedy, or mitigate adverse effects). Furthermore, such an approach would likely require a large number of performance standards/conditions in the rules for Controlled Activities that would need to be met, which would be highly complex and difficult to implement.
156. Restricted Discretionary activity status provides greater certainty of the outcomes sought. I do not consider restricted discretionary activity status to result in an unreasonable level of uncertainty for applicants. When processing resource consent applications for Restricted Discretionary activities, only matters which discretion is restricted to can be considered. This restriction gives applicants clarity on what will be considered. Furthermore, subdivisions that comply with the Restricted Discretionary activity standards were intended to be precluded from either limited or public notification (as indicated in the s32 report), avoiding the costs, delay and perceived uncertainty associated with notification processes. However, there was a drafting error in respect of this intention which was identified in the Horowhenua District Council Officer Submission (04/25). This submission point is evaluated in Section 5.9.1 (minor drafting edits) of this report, but the recommended wording is produced for reference below:

*Under section 77D of the RMA, an activity requiring resource consent under Rule XXX shall not be publicly notified or limited notified, except where:*

- *The Council decides special circumstances exist (pursuant to Section 95A(9); or*
- *The applicant requests public notification (pursuant to Section 95A(3)(a))*

157. Overall, I consider restricted discretionary activity status, with limited and public notification precluded, an appropriate balance between the need to provide certainty and the need to ensure potential adverse effects are able to be managed.

158. **Assessment Matters – Residential Zone**

159. Having reviewed the matters of discretion for subdivision, I am of the opinion that these can be refined and simplified to make them more efficient and effective. In particular, I recommend the following changes:

*Residential 15A.8.1.2(a)*

Matter of Discretion	Change Recommended	Justification
(i) Consistency with Structure Plan 013	None	<p>The submitter sought for this matter to be made a matter of control.</p> <p>As explained above, I consider Restricted Discretionary Activity status is appropriate. The Structure Plan is a key tool for achieving the outcomes sought. Therefore this should remain as a matter of discretion.</p>
(ii) For subdivisions within the medium density area, consistency with the Medium Density Residential Development Design Guide	None	<p>A key outcome sought by the Plan Change is improved housing variety – particularly the provision of medium density housing. Given the higher density allowed under medium density zoning, there is greater potential for adverse effects associated with developing (building on) the sites. The most effective approach for managing these effects of medium density development is a concurrent application for land use and subdivision consents – this concurrent application provides for a single integrated assessment of the effects of the land use and subdivision. However, some landowners may wish to apply for subdivision consent first (separately from land use), to create lots at a ‘medium density’ scale for future development. The notified plan provisions require applications for subdivision consent to show a building siting plan (location and orientation of building footprint) to demonstrate the proposed lots can suitably be developed at a medium density scale.</p>

		<p>In these instances where subdivision is applied for separately, it is important that a complete assessment is undertaken, including an assessment against the medium density design guide. In these instances, it is anticipated that assessment against the design guide would focus on design guide matters relevant to lot layout and configuration, such as street frontage, relationship between properties, orientation, access and open spaces.</p> <p>Therefore this should remain as a matter of discretion.</p>
(iii)	<p>The design, <del>and</del> layout <u>and variety</u> of the subdivision including the size, shape and position of any lot, as well as the future land use and development of each lot. In addition, connectivity and linkages (both within and beyond the subdivision)</p>	<p>None</p> <p>I disagree with the submitter's comments that this matter of discretion needs to be removed as it is 'over control' and does not provide certainty. This matter of discretion provides scope to assess the likely effects of development enabled by subdivision. The future use and outcomes of new lots is a fundamental aspect of both subdivision design and assessment and it is important that this is considered by both applicants and the consent authority. This matter of discretion is similar to what already exists throughout the Horowhenua District and other District Plans within the region.</p>
(iv)	<p>Whether the subdivision contains a variety of lot sizes suitable for the area it is located within</p>	<p>Delete</p> <p>I consider this matter of discretion is sufficiently covered by both the site area rules and matter of discretion 15A.8.1.2(a)(iii).</p> <p>Accordingly, I recommend this matter be deleted in its entirety.</p>
(v)	<p>Whether the subdivision and likely future development will represent good urban design and will result in the level of amenity anticipated for the area.</p>	<p>Delete</p> <p>I consider this matter of discretion is sufficiently covered by both the site area rules and matter of discretion 15A.8.1.2(a)(iii).</p> <p>Accordingly, I recommend this matter be deleted in its entirety.</p>
(vi)	<p>Provision of land for publically accessibly</p>	<p>None</p> <p>The submitter sought for this matter to be made a matter of control.</p>

	open space and recreation that is appropriately located and of a practicable size and shape, in accordance with Structure Plan 013.		As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.
(vii)	<u>Whether the proposal includes</u> The provision of practicable street plantings.	Delete text shown in <del>strike through</del> Added text shown in <u>underlined italics</u>	Amend phrasing to show that provision of street plantings is optional and encouraged, rather than a prescriptive requirement.
(viii)	The provision of <u>access</u> , any new roads, cycleways, and provision of linkages to existing roads, <del>access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, parking and manoeuvring areas, and any necessary easements.</del>	Delete text shown in <del>strike through</del> Added text shown in <u>underlined italics</u>	Matters of discretion (viii) and (ix) cover similar matters. Condensing them into a single matter and removing aspects that are not relevant to this location (such as reference to rail lines) will improve the efficiency and effectiveness of the provisions. As such, I recommend the changes noted.
(ix)	The provision of access to sites, including passing bays, car parking and manoeuvring areas, and any necessary easements	Delete	I consider this matter of discretion is sufficiently covered by amended matter of discretion 15A.8.1.2(a)(viii). Accordingly, I recommend this matter be deleted in its entirety.
(x)	The management of traffic generated and potential adverse effects on the safety and	None	As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.  Therefore this should remain as a matter of discretion.

efficiency of the street network.		
(xi) Minimise use of cul de sacs, particularly cul de sacs that are long or have poor visibility to or from the street they connect to.	None	<p>Maintaining good levels of connectivity is a key outcome sought by this plan change. The provision as stated does not preclude the use of cul-de-sacs, but rather requires that they be used in appropriate contexts. As such, I consider this matter of discretion important to uphold the objectives and policies of the plan change.</p> <p>Therefore this should remain as a matter of discretion.</p>
(xii) Consideration of Crime Prevention through Environmental Design Principles.	None	<p>As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.</p> <p>Therefore this should remain as a matter of discretion.</p>
(xiii) The provision of servicing, including water supply, wastewater systems, stormwater management and disposal, telecommunications, gas and electricity.		<p>As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.</p> <p>Therefore this should remain as a matter of discretion.</p>
(xiv) Effects on significant sites and features, including natural, cultural, archaeological and historical sites.		<p>I do not agree with the submitter's (04/33) claim that this assessment matter can be deleted on the basis that Heritage New Zealand manage this effect. While Heritage New Zealand Pouhere Taonga play an important role in the management of historic heritage, this role does not absolve local authorities of responsibility. Protection of historic heritage from inappropriate subdivision, use, and development is a matter of national importance under s6(f) of the RMA. The Horowhenua District Plan recognises and provides for this protection through identifying historic heritage sites and buildings which are protected through objectives, policies and rules. While there are no listed historic heritage sites within the plan change area, or listed cultural or archaeological sites in the District Plan, I am aware that there are sites</p>

		<p>within the Plan Change area that have heritage or cultural value. The Prouse Homestead, being pre-1900, is also an archaeological site. There is an equivalent matter of control and/or discretion for subdivision in the Residential Zone of the Operative Horowhenua District Plan.</p> <p>As such, this matter of discretion is important to recognise and provide for a matter of national importance and for consistency with the remainder of the District Plan.</p>
(xv)	Avoidance or mitigation of natural hazards.	<p>As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.</p> <p>Therefore this should remain as a matter of discretion.</p>
(xvi)	Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control.	<p>There is an equivalent matter of control and/or discretion for subdivision relating to construction effects in the Residential Zone of the Operative Horowhenua District Plan. This matter has not been raised as an issue elsewhere in the District and, given the scale of subdivision and development expected to occur in Tara-Ika, it is considered extremely applicable. Having reviewed the Subdivision and Design Principles and Requirements<sup>12</sup>, I believe the submitter (04/33) may have not fully understood how this matter is covered within this document. In order to ensure adverse effects during the construction period are appropriately managed and to maintain consistency with the Operative Horowhenua District Plan, this matter should be retained.</p>
(xvii)	Whether tikanga and cultural protocols will be following during the construction phase, particularly when undertaking earthworks.	<p>The submitter (04/33) may be unclear or confused about the role of Heritage New Zealand relating to tikanga and cultural protocols being followed during construction and earthworks. Heritage New Zealand are not responsible for ensuring tikanga and cultural protocols are followed during construction and earthworks.</p>

<sup>12</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/documentsincorporated/pc1-subdivision-and-development-principles-and-requirements-2014-version-clean-final.pdf>



		<p>This matter of discretion was incorporated into the plan change following engagement with Muaūpoko Tribal Authority. This recognises the kaitiaki relationship of iwi to the whenua and provides a means of avoiding, remedying or mitigating potentially adverse cultural effects associated with construction and land disturbance. Earthworks are otherwise permitted under the Horowhenua District Plan (with some exceptions). Given the scale of development expected, that the land is largely undeveloped, and the cultural histories associated with this area I consider it appropriate to require tikanga to be followed during construction. Further, I consider this role assists with recognising and providing for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga, which is a matter of national importance under s6(e) of the RMA.</p>
<p>(xviii) The staging of development and timing of works.</p>		<p>While I accept the submitter's view (04/33) that staging of subdivision is a market driven decision, I do not consider this justification to preclude applicants from providing this information to Council at subdivision consent stage. In particular, I disagree with the submitter's claim that Council have no role in this matter. Having an understanding of staging and timing of development is highly relevant to the Council's role as a consent authority and an infrastructure provider.</p> <p>I do not agree that this matter of discretion restricts or creates significant uncertainty for developers. I consider it highly unlikely that proposed staging and timing would result in an application being declined, unless the proposed stage was going to result in adverse effects (for example, insufficient infrastructure capacity or ineffective roading layout). Given it is in the interests of the consent holder to stage their development in a logical manner, I consider this situation unlikely to occur.</p>

(xix)	Compliance with the Council's Subdivision and Development Principles and Requirements (Version: July 2014).		As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.  Therefore this should remain as a matter of discretion.
(xx)	The potential effects of the development on the safe and efficient operation, upgrading, maintenance and replacement of existing lawfully established network utilities.		As evaluated above, I consider Restricted Discretionary Activity is the most appropriate activity status to achieve the objectives.  Therefore this should remain as a matter of discretion.

160. Prouse Trust Partnership (04/38) opposed restrictions on rear sections. This restriction arises from the requirement set out in Table 15A-3 that specifies all sites must have at least 7m of road frontage. The Tara-Ika Master Plan sought for minimal use of rear sections, as a means of promoting CPTED and walkability. This desired outcome was the basis for the standard. As currently worded, the provision contained within Table 15A-3 prevents the creation of any rear sections through complying (restricted discretionary) subdivision. This is very restrictive as there is likely to be instances where rear sections will be the most effective means of utilising the land. Furthermore, enabling both rear lots and street fronting lots improves choice and variety. The remaining plan provisions relating to subdivision (such as the restricted discretionary activity status, shape factor requirement, and matters of discretion relating to subdivision design and layout) provides a means of avoiding overuse of rear sections, while also providing flexibility. As such, I consider removing the street frontage requirement from Table 15A-3 and allowing the outcome sought by this provision to be managed through other provisions, to be an efficient and effective means of achieving the plan change objectives.
161. I recommended that consequential amendments be made to corresponding matters of discretion for subdivision in all other zones to provide consistency.
162. **Assessment Matters – Commercial**
163. *Commercial 15A.8.2.4(a)*
164. Many of the submission points raised in relation to the matters of discretion for commercial subdivision are similar to those raised in relation to residential subdivision (primarily whether matters of discretion should be changed to matters of control and whether the matter in question is managed by another agency). As such, I do not consider it necessary to repeat the evaluation. The evaluation above for the corresponding residential subdivision matter of discretion therefore apply. Refer to the above table. Therefore, the following analysis will focus only on matters where submitters have raised additional points.

165. *15A.8.2.4(a)(iii) The amalgamation of any proposed allotments or balance areas to existing titles of land.*
166. I agree with the point raised by the submitter (04/33) that conditions cannot involve land that is not part of the subdivision application. However, this outcome or situation is not the intent of the matter of discretion. This matter of discretion exists as a matter of control elsewhere in the Operative Horowhenua District Plan in zones where there is no minimum site size for subdivision (e.g. commercial, open space, industrial). In these zones, there is potential that subdivision could result in the creation of very small, unusable lots. This matter of discretion provides clear guidance that lots can be amalgamated with other lots or titles that form part of the application to achieve an appropriate outcome. I consider this approach to be effective and efficient to achieve the outcome of creating useable lots through amalgamation. I am not aware of any issues associated with this approach elsewhere in the District. I note that amalgamation conditions are required to be approved as practicable by Land Information New Zealand. It is my understanding that Land Information New Zealand would not approve an amalgamation condition seeking to amalgamate land that is not part of the subdivision. As such, I do not consider it likely that the situation that the submitter is concerned about likely to arise.
167. *15A.8.2.4(a)(iv) The provision of any new roads, cycleways, footpaths, provision of linkages to existing roads, access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, parking and manoeuvring areas, and any necessary easements*
168. The submitter (04/33) seeks that 15A.8.2.4(a)(iv) be deleted as it is covered by 15A.8.2.4(a)(ii). I disagree with this statement. Matter of discretion 15A.8.2.4(a)(ii) relates to subdivision design and layout, including the size, shape, and layout of lots. Matter of discretion 15A.8.2.4(a)(iv) relates to roads and access. I consider these matters relate to two distinct and separate issues and that both are required. I do however, recommend some wording changes to 15A.8.2.4(a)(iv) to achieve consistency with the recommended changes to the corresponding residential zone matter detailed earlier in this report.
169. **Assessment Matters – Open Space**
170. *Open Space 15A.8.3.1(a)*
171. Refer to the assessment provided above for 15A.8.2.4(a)(iii).
172. **Assessment Matters – Greenbelt Residential**
173. *Greenbelt Residential 15A.8.4.1(a)*
174. As previously referenced, I consider Restricted Discretionary Activity to be the most appropriate activity status for subdivision. The reasons for this conclusion are not repeated here.
175. I disagree with the submitter's statement that 'servicing' in Greenbelt Residential Zone should only relate to effluent disposal on the basis that water supply can be via roof collection if reticulated water is not available. The intention is for the plan change area to have access to

reticulated services. Furthermore, it is important for subdivision applications to set out the proposed means of servicing regardless of whether they are proposing to connect to reticulated servicing or utilise onsite means.

176. *Recommended Decision*

177. That submissions 04/27, 04/28, 04/33 and 04/38 be accepted in part in relation to this topic.

178. That further submission points are accepted or rejected respectively.

**5.1.5 Existing Land Uses**

179. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/38	04/38.10	Prouse Trust Partnership	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/25	FS04/25.10	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38	Support

180. *Overview of Topic & Summary of Submissions*

181. Prouse Trust Partnership (Submitter 04/38) seeks for existing uses, such as farms, to be provided for as a permitted activity. Emma, James and Matthew Prouse and James Griffiths (further submitter FS04/25) support this request.

182. *Analysis*

183. Existing uses are provided for by Section 10 of the Resource Management Act 1991, which states that land uses lawfully established before the plan (or plan change) was notified can continue, so long as the effects of the use are the same or similar in character, intensity, and scale to those which existed before the rule became operative or the proposed plan was notified. The plan change area is currently zoned Greenbelt Residential Deferred. The Operative Horowhenua District Plan 2015 states that the Rural Zone rules apply in the Greenbelt Residential Deferred Zone. Therefore, any activities that were established prior to notification of Plan Change 4 (16th November 2020) and are permitted in the Rural Zone (or otherwise lawfully established) are able to continue. These rights include land based primary production (farming). Therefore, I do not consider it necessary or appropriate to include 'existing uses' as a permitted activity.

184. *Recommended Decision*

185. That submission point 04/38.10 be rejected.
186. That further submission points are accepted or rejected respectively.

## 5.2 Well-Functioning Urban Environments

### 5.2.1 Structure Plan

#### 187. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/02	04/02.01	Hayden & Prudence Stewart	Oppose
04/06	04/06.01	Elisabeth Leighfield	Oppose
04/18	04/18.02	Jennings Family Trust	Oppose
04/18	04/18.01	Jennings Family Trust	Oppose
04/31	04/31.02	Incite (on behalf of Redwood Grove Properties)	Oppose
04/36	04/36.02	Catriona McKay	Support
04/38	04/38.03	Prouse Trust Partnership	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/85	-	John & Jeny Brown	04/18	Oppose
FS04/22	FS04/22.25	Truebridge Associates (jointly on behalf of Brendan McDonnell)	04/18	Partially Oppose
FS04/34	FS04/34.02	Prouse Trust Partnership	04/31	Oppose
FS04/26	FS04/26.02	Jennings Family Trust	04/31	Partially Support
FS04/25	FS04/25.03	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.03	Support
FS04/01	-	Lois Molloy	04/06	Support

188. *Overview of Topic*
189. A number of submissions were received in relation to features shown on the Structure Plan.

190. *Summary of Submissions*

191. Many of the submissions relating to the Structure Plan focussed on the location and nature of roads.
192. Ms Leighfield (Submitter 04/06) opposes additional roads connecting to Gladstone Road, stating that these connections will create traffic issues, such as racing behaviours. The submitter seeks measures to encourage recreational activities on Gladstone Road to occur instead.
193. Incite (on behalf of a range of Redwood Grove Residents) and Prouse Trust Partnership (Submitters 04/31 and 04/38) oppose the local road connections at the end of Redwood Grove into the plan change area and seek their removal. Incite (on behalf of a range of Redwood Grove Residents) states there are private covenants that prevent this outcome from occurring.
194. Jennings Family Trust, Incite (on behalf of a range of Redwood Grove Residents) and Prouse Trust Partnership (Submitters 04/18, 04/31 and 04/38) all oppose aspects of the collector road located between Arapaepae Road and Redwood Grove. Jennings Family Trust and Incite (on behalf of a range of Redwood Grove Residents) also oppose the arterial road east of Redwood Grove. These submitters seek the roads be shifted 100m away from Redwood Grove properties to protect amenity. Submitter 04/38 seeks for the easternmost north/south collector road to be downgraded to a local road to reduce impacts on the submitter's historic homestead.
195. Jennings Family Trust opposes the location of the central open space area and education overlay, stating these areas should be relocated to provide a buffer between properties in Redwood Grove and the rest of the plan change area.
196. Mr and Mrs Stewart (Submitter 04/02) opposes local roads being shown on their property, stating they have no intention of developing or selling.
197. Ms McKay (Submitter 04/36) seeks a walking/cycling connection from Pohutukawa Drive in to the plan change area to be shown on the structure plan, or alternatively provision for direct pedestrian access from the submitter's property on to the proposed arterial road shown on the structure plan running north-south adjacent to the submitter's property.
198. A number of further submissions were received specifically in relation to this topic from Lois Molloy, Truebridge Associates, Emma Prouse, James Prouse, Matthew Prouse, James Griffiths, Prouse Trust Partnership, Jennings Family Trust, and Lois Mr & Mrs Brown (FS04/01, FS04/22, FS04/31, FS04/34, FS04/38 and FS04/85).
199. Lois Molloy supported the request by Ms Leighfield that no new roads be created with access onto Gladstone Road. Truebridge Associates and Mr and Mrs Brown opposed the request by submitter Jennings Family Trust to relocate the education site and central open space to provide a buffer between properties in Redwood Grove and the rest of the development area.
200. Prouse Trust Partnership opposed the request by submitter Jennings Family Trust to relocate arterial and collector roads away from properties in Redwood Grove. Emma Prouse, James Prouse, Matthew Prouse, James Griffiths supported the request by the Prouse Trust Partnership

to remove the road into Redwood Grove and downgrade collector road on Prouse property to a local road.

201. Jennings Family Trust partially supported the request by Incite (04/31) to set arterial and collector roads back from Redwood Grove.
202. *Analysis*
203. **Arterial and Collector Road**
204. Providing for a neighbourhood centre (commercial and community activities) to establish at the heart of the development area and good connectivity both within Tara-Ika and to Levin is a key outcome sought by the plan change. The roading network, including the location of arterial and collector roads, have been designed to facilitate this. For example, the arterial roads provide north-south and east-west movement links and are positioned centrally to the plan change area to provide direct access to the commercial community centre. Shifting the location of the either the arterial or collector roads would likely necessitate moving the commercial/community centre. The proposed location for this centre was carefully considered through the Master Plan process and justification for the location selected is set out in the Tara-Ika Design Rationale in the Master Plan report. Therefore, I consider the location of the commercial centre and associated roading network logical and central to achieving the objectives sought.
205. In terms of concerns from submitters about loss of amenity from the location of the arterial and collector road, the submitters have not provided detail of the nature and scale of amenity effects they are concerned about. For guidance on this matter, I have referred to Waka Kotahi's "Guide to the management of effects on noise sensitive land use near to the state highway network" identifies the 'effects area' in relation to State Highways is generally up to 100m from the road edge. This is for high speed (100kph) state highways. The roads within the Tara-Ika will have much less traffic (in particular, less heavy vehicles) and much lower speeds (e.g. 50kph) and will therefore generate far less significant effects than a state highway.
206. Roads within Tara-Ika will be low speed (e.g. 50kph) and of a very similar nature to what exists in the wider urban environment. I do not consider potential amenity effects arising from the location of these roads to be greater than what would typically be observed within urban environments. As such, if the wider Tara-Ika area is deemed to be appropriate for urban development, the effects generated by urban roads will also be acceptable. While I acknowledge that proposed roads (and the plan change as a whole) will result in a change to the amenity experienced by existing residents (including Redwood Grove), this change is not in itself an adverse effect (as stated by Policy 6(b) of the NPS-UD<sup>13</sup>). Accordingly, I do not consider the current location of the arterial and collector roads to have a significant impact on either the amenity of properties in Redwood Grove or the heritage value of the Prouse homestead. In particular, I do not consider there to be justification to move the arterial and collector roads to be 100m from Redwood Grove so as to protect existing amenity.

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<sup>13</sup> <https://environment.govt.nz/assets/Publications/Files/AA-Gazetted-NPSUD-17.07.2020-pdf.pdf>



207. I also note that the location of these roads have been determined to provide direct access through the centre of the development area from the outer edge to the Tara-Ika neighbourhood centre and to the Levin town centre.
208. I do not consider the proposed collector road nearest to Arapaepae Road to have an adverse effect on the homestead located on Prouse Trust Partnership's property. This is because it will be located approximately 70m from the dwelling. As indicated in the Integrated Traffic Assessment (ITA) report included as Appendix 11 of this report, the 'collector road' status is considered necessary to achieve the desired level of connectivity throughout the development area. Further consideration is given to this point under the 'Transport' heading of this report.
209. I also note that the historic building, while pre-1900 and therefore an archaeological site, is not listed with either Heritage New Zealand or in the Horowhenua District Plan and could therefore be heavily modified, to the point where heritage value is lost, as of right. However, based on information provided by the submitter and heritage assessments carried out by Waka Kotahi as part of the Ōtaki to North Levin highway investigations<sup>14</sup>, I do accept the dwelling has heritage value. For this reason, I do not consider it appropriate to relocate the collector road to be 100m away from properties in Redwood Grove, as requested by submitter Incite (on behalf of a range of Redwood Grove Residents), because this would result in the road being approximately 1m from the homestead. This matter was identified by further submitter Prouse Trust Partnership. Overall, I consider the most appropriate location for the collector road nearest to Arapaepae Road is the currently proposed location.
210. Based on the ITA included as Appendix 11 of this report, I do not consider it likely that the north-south road between Arapaepae Road and Gladstone Road will cause significant traffic effects. Further based on the ITA, I consider this connection will help to improve connections between Tara-Ika and the rest of Levin with the Tararua Ranges and the recreation opportunities available in the vicinity. The road will be designed and constructed in a manner that provides a safe and efficient movement corridor (for example, traffic calming may be used), as this is a key outcome sought by the objectives and policies of the proposed plan change, as well as the Tara-Ika Master Plan. Further, it is likely that Gladstone Road will be upgraded to address any safety issues. Such changes would take into account expected use (for example, servicing a more urban function). Such changes could include intersection upgrades and footpaths, which provide more opportunity for active transport modes. Considering the above, and the assessment provided in the traffic report included as Appendix 11 of this report, I do not consider it efficient or effective to remove the connection onto Gladstone Road as it would not achieve the level of connectivity sought in the objectives.
211. The structure plan specifies that the location of local roads are flexible. Local roads are shown on the structure plan to demonstrate the level of connectivity anticipated. Further, it allows future landowners/developers to benefit from the detailed design and planning undertaken in developing the Tara-Ika Master Plan. These local roads do not need to be constructed until such time as a landowner chooses to subdivide. This approach provides landowners with a high degree

<sup>14</sup> <https://www.nzta.govt.nz/assets/projects/otaki-to-north-of-levin/docs/technical-reports/mca-reports/O2NL-Community-MCA-Report-September-2017-Appendix-F.pdf>



of flexibility over where and when the roads are constructed. While I understand many landowners, especially smaller landowners, may have no short term intentions to sell or develop, it is conceivable it could take 10-20 years for Tara-Ika to become fully developed. Landowner aspirations can change significantly over this time. Therefore, I consider it efficient and effective to make provision for the desired future outcome of a connected street to be achieved. Therefore, I do not recommend removing the local road shown from the submitter's property.

212. As noted by Ms McKay (Submitter 04/36), the draft Tara-Ika master plan showed a connection between Pohutukawa Drive and the rest of the Tara-Ika area. During the drafting stage, this connection was removed. This was due to feedback from property owners and residents in Pohutukawa Drive who opposed activity that would increase traffic on Pohutukawa Drive. The submitter seeks for this connection to be reintroduced as a walking or cycling connection or, alternatively, for the submitter to have pedestrian access from their property onto the identified arterial road. While there is no connection shown on the structure plan in this location, this does not preclude one from being established in the future (for example, roads are created as part of subdivision proposals throughout the District without being demonstrated on a structure plan). As it is not yet known whether this would be the case and, if so, the nature of access requirements I do not consider it appropriate to show a walking/cycling only connection location as it could create the perception that this would be the only form of connection suitable in this location. As such, I consider this matter best resolved by way of future resource consent (if development is to occur in this location), so the appropriate type of connection can be determined based on assessment of a particular proposal and the nature of the surrounding environment.
213. In regard to Ms McKay's request for direct pedestrian access from her property on to the proposed arterial road, I note that if this road is constructed in the future, they would have the option of installing a pedestrian connection (e.g. pedestrian gate) into this if they chose to.
214. **Central Open Space and School Site**
215. The plan change objectives specifically seek to achieve an integrated, walkable and connected urban form. The key objective to this effect is reproduced below (as notified):

**Objective 6A.1**

*To achieve an integrated and connected development that reflects cultural values and local identity, represents good urban design, is supported by a well connected roading network that supports a range of transport modes and has the facilities, infrastructure, and amenities necessary to contribute to the health, safety, and wellbeing of residents. This includes:*

- *Encourage housing at a range of densities;*
- *Provision for a local-scale commercial centre;*
- *Access to quality public open space;*
- *Safe and efficient walking and cycling options;*
- *Well connected, safe and efficient roading network;*
- *Design that reflects cultural values and local history and identity;*
- *Protection of culturally significant sites;*
- *Environmentally sensitive design.*

216. The location of commercial and community facilities (including the education site and public open space) are critical to achieving the desired urban form. By locating these facilities close to the centre of the development, they are accessible to a greater number of people. The proposed location is expected to be well serviced by transport infrastructure, including cycleways. Co-locating the community facilities with the commercial zone delivers on the objective of providing an integrated urban form as it will provide a resilient, multi-functional heart which will give people a wide range of reasons to visit. This also gives effect to Policy 1 of the NPS-UD<sup>15</sup>.
217. I note that several locations for the commercial and community centre were considered when developing the Master Plan. The assessment of these alternatives and the justification for the proposed location is set out in Appendix 3 of the s32a report (Tara-Ika Design Rationale). As detailed in the Commercial Centre Assessment included as Appendix 4 of this report, this location has been further considered in light of requested zoning changes and determined to be the most effective location, based not only accessibility within the Plan Change area, but also accessibility to areas such as eastern Levin.
218. Relocating the education site and central green space only (leaving the commercial zone in its identified location) would fragment this central 'heart' and would reduce accessibility of community facilities (including walkability) for other Tara-Ika residents. Splitting these facilities would also undermine the objective of achieving an integrated and connected urban form. Such a change may also make it more difficult to achieve higher density development within Tara-Ika. This is because easy access to a range of amenities all in close proximity to each other (e.g. commercial, education, open space) makes this type of living more attractive and also reduces vehicle dependency. Furthermore, I note the Ministry of Education have submitted on this plan change and have advised that they support the currently identified location.
219. I am of the opinion that relocating these facilities would not result in an urban form that is effective or efficient as sought in the plan change objectives. As such, I recommend that the education site and public open space remain in their current proposed location, co-located with the commercial zoning.
220. I understand that the submitter's request for these facilities to be relocated is primarily to provide a 'buffer' between properties in Redwood Grove and the rest of the development. The existing properties in Redwood Grove are generally large-lot residential, with most being over 5,000m<sup>2</sup>. Dwellings are generally constructed in the centre of the site, being several metres from boundaries. Many properties already have significant planting and screening, which will provide a buffer between these properties and the rest of the plan change area.
221. *Recommended Decision*
222. I recommend that submission points 04/02.01, 04/06.01, 04/18.02, 04/18.01, 04/31.02, 04/36.02 and 04/38.03 be rejected.
223. That further submission points are accepted or rejected respectively.

<sup>15</sup> <https://environment.govt.nz/assets/Publications/Files/AA-Gazetted-NPSUD-17.07.2020-pdf.pdf>

## 5.2.2 Zoning

### 224. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/08	04/08.01	Ann Thomas	Support in part
04/09	04/09.01	Phillipa & Pasanka Wickremasinghe	Support in part
04/10	04/10.01	Helen Olive Brown & Kevin Shane MacPherson	Support in part
04/11	04/11.01	John William Brown & Jeny Doreen Brown	Support in part
04/14	04/14.01	Gwyneth Schibli	Support in part
04/16	04/16.01	Carol & Rob Bloomfield	Support in part
04/18	04/18.03	Jennings Family Trust	Oppose
04/18	04/18.04	Jennings Family Trust	Oppose
04/18	04/18.05	Jennings Family Trust	Oppose
04/20	04/20.01	Julia Burgess	Oppose
04/22	04/22.02	Gill Morgan	Oppose
04/23	04/23.01	Kevin Daly	Support in part
04/24	04/24.05	Haddon Preston	Oppose
04/25	04/25.01	Horowhenua District Council Officer Submission	Support in part
04/25	04/25.02	Horowhenua District Council Officer Submission	Support in part
04/27	04/27.05	Brendan McDonnell	Support in part
04/31	04/31.01	Incite (on behalf of a range of Redwood Grove properties)	Oppose
04/31	04/31.06	Incite (on behalf of a range of Redwood Grove properties)	Oppose
04/37	04/37.01	Margaret Day	Oppose
04/38	04/38.05	Prouse Trust Partnership	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
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FS04/22	FS04/22.01	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/20	Support
FS04/22	FS04/22.17	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/9	Partially Support
FS04/22	FS04/22.18	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/10	Support
FS04/22	FS04/22.19	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/11	Partially Support
FS04/22	FS04/22.21	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/14	Support
FS04/22	FS04/22.23	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/18	Partially Support
FS04/22	FS04/22.24	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/18	Partially Support
FS04/22	FS04/22.04	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/25	Partially Support
FS04/22	FS04/22.07	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/27	Support
FS04/22	FS04/22.09	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/31	Oppose
FS04/23	FS04/23.01	Horizons Regional Council	04/25.01	Partially Support
FS04/23	FS04/23.02	Horizons Regional Council	04/25.02	Partially Support
FS04/24	FS04/24.01	Issacs Trust	04/8	Oppose
FS04/24	FS04/24.02	Issacs Trust	04/9	Oppose
FS04/24	FS04/24.03	Issacs Trust	04/10	Oppose
FS04/24	FS04/24.04	Issacs Trust	04/11	Oppose
FS04/25	FS04/25.05	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.05	Support
FS04/26	FS04/26.01	Jennings Family Trust	04/31	Partially Oppose
FS04/32	-	Diane & Stratton Harris	04/9	Oppose
FS04/33	-	Trustee of the Karakamea Trust	04/9	Oppose
FS04/34	FS04/34.01	Prouse Trust Partnership	04/31.01	Oppose

FS04/36	-	Adam & Gaelene Praat	04/9	Oppose
FS04/71	-	Gwyneth Schibli	04/14	Support and Oppose
FS04/75	-	Prouse Trust Partnership	04/31	Oppose
FS04/77	-	John & Jeny Brown	04/08	Support
FS04/81	-	John and Jeny Brown	04/23	Support
FS04/82	-	John and Jeny Brown	04/20	Support
FS04/87	-	Gwen Bailey	04/08	Oppose
FS04/86	-	John and Jeny Brown	04/07	Support
FS04/88	-	Rebecca & Andrew Collis	04/08	Oppose
FS04/89	-	Gillian Morgan	04/22	Support
FS04/91	FS04/91.11	Haddon Preston	04/27	Support in part
FS04/91	FS04/91.15	Haddon Preston	04/25	Support in part
FS04/91	FS04/91.05	Haddon Preston	04/9	Support in part
FS04/91	FS04/91.06	Haddon Preston	04/10	Support in part
FS04/91	FS04/91.07	Haddon Preston	04/11	Support in part
FS04/91	FS04/91.08	Haddon Preston	04/14	Support in part
FS04/91	FS04/91.09	Haddon Preston	04/20	Support in part
FS04/92	-	Gillian Morgan	04/22	Support
FS04/94	FS04/94.01	Kevin Daly	04/25	Support
FS04/95	FS05/95.01	John and Jeny Brown	04/07	Support in part

225. *Overview of Topic*

226. A range of submissions were received seeking changes to residential zoning types. Some submitters sought 'upzoning' or zoning that allowed more density than proposed, while others sought lower density. These submissions related to specific areas as well as the plan change area generally.

227. Particular submissions were received in regard to the 'Arapaepae Special Treatment Overlay' and Redwood Grove.

228. *Summary of Submissions*

229. Refer to figures on the following pages that show requested zoning changes. Figure 1 (page 48) shows submission and further submission requests relating to zoning of individual sites, while Figure 2 (page 49) shows submissions and further submissions requests relating to more generalised zoning requests.

230. The nature of submissions summarised below:

231. Mr and Ms Thomas, Mr and Ms Wickremasinghe, Ms Brown and Mr MacPherson, Mr and Mrs Brown, Ms Schibli, Jennings Family Trust, Ms Burgess, Ms Morgan, Mr Daly, Mr Preston, Horowhenua District Council Officer Submission, Mr McDonnell, and Prouse Trust Partnership (Submitters 04/08, 04/09, 04/10, 04/11, 04/14, 04/18, 04/20, 04/22, 04/23, 04/24, 04/25, 04/27 and 04/38) all sought additional density in a variety of different manners, including:

- Remove all Greenbelt Residential and Low Density Residential areas and replace with 'standard' Residential.
- Seeking particular properties be rezoned from Greenbelt Residential or Low Density Residential to 'standard' Residential.
- Rezone some 'standard' Residential areas to Medium Density Residential.

Justification given included:

- The District is experiencing rapid population growth, therefore needs to maximise the potential lot yield from urban growth areas.
- Allowing for more density would better align with the NPS-UD and protect other rural areas from urban development, aligning with the PNPS-HPL.
- Increasing potential lot yield will improve development viability.

232. Mr and Ms Bloomfield (Submitter 04/16) sought for their property at 277 Tararua Road to have just one zone, rather than multiple as proposed.
233. Ms Day (Submitter 04/37) opposed low and high density housing being located near to each other, citing concerns about an increase in crime. Submitter 04/37 also specifically sought for low density housing to be built near to O2NL.
234. Jennings Family Trust also sought for the land covered by the Arapaepae Road Special Treatment Overlay, which is proposed to be zoned 'standard' Residential and Greenbelt Residential, to be zoned medium density, commercial, or open space, stating that these zonings would enable more suitable land uses. Truebridge Associates (further submission FS04/22) supported this request, stating that this land should be rezoned for commercial and service based activities.
235. Incite (on behalf of a range of Redwood Grove properties) (Submitter 04/31) seeks that the zoning of Redwood Grove and adjoining properties be changed to Low Density Residential and, in addition, be subject to a new overlay titled 'Redwood Grove Special Buffer Area'. This overlay would set the minimum site area for all properties covered by this change to 2,000m<sup>2</sup>. In addition, this submission seeks a variety of different screening/boundary treatment options. The buffer area request will be considered here, while the boundary treatment request will be assessed in Section 5.3.5 of this report.
236. A number of further submissions were received relating to zoning. In general, the following further submissions supported submissions seeking zoning that allows increased density:
- Gwyneth Schibli (FS04/71)
  - John and Jeny Brown (FS04/77)
  - John and Jeny Brown (FS04/82)
  - John and Jeny Brown (FS04/86)
  - Emma Prouse, James Prouse, Matthew Prouse, James Griffiths (FS04/25.5)
  - Gillian Morgan (FS04/89)
  - Gillian Morgan (FS04/92)
  - Haddon Preston (FS04/91)
  - Horizons Regional Council (FS04/23)

- John and Jeny Brown (FS04/81)
- Kevin Daly (FS04/94.01)
- Prouse Trust Partnership (FS04/34.01)
- Truebridge Associates (FS04/22)
- John and Jeny Brown (FS04/95)

237. Reasons given in further submissions aligned with the reasoning given in original submissions.

238. The following further submissions opposed submissions seeking zonings that allow increased density. These submissions largely related to land near to existing pockets of low density and lifestyle development within the plan change area:

- Adam & Gaelene Praat (FS04/36)
- Diane & Stratton Harris (FS04/32)
- Gwen Bailey (FS04/87)
- Isaacs Trust (FS04/24)
- Rebecca & Andrew Collis (FS04/88)
- Trustee of the Karakamea Trust (FS04/33)

239. Reasoning given in these further submissions for opposing zoning that allowed additional density included:

- Standard residential zoning would have a negative impact on the character/amenity of existing low density/lifestyle areas.
- Retaining Low Density Residential or Greenbelt Residential Zoning would encourage some larger sections, providing needed variety.
- Land adjoining Greenbelt Residential should be no smaller than existing development to protect mental health and wellbeing of those already living in the area.

240. One further submissions was received in relation to the zoning of Redwood Grove. This further submission from Jennings Family Trust (FS04/26) opposed the submission from Incite (on behalf of a range of Redwood Grove properties) (Submitter 04/31) and sought for the zoning of Redwood Grove to remain as notified (standard Residential).



Figure 1: Map of Location/Site Specific Re-Zoning Requests

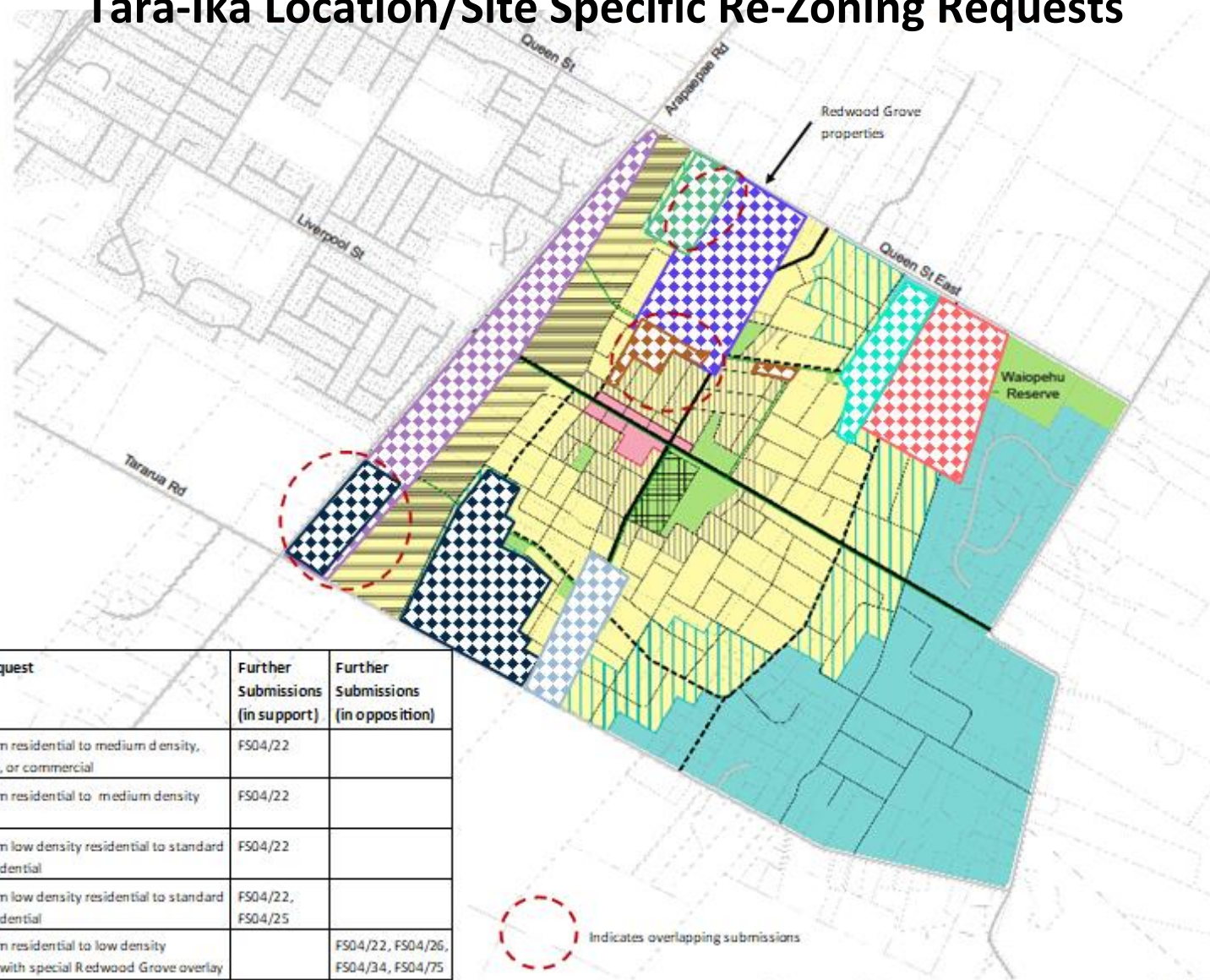
# Tara-Ika Location/Site Specific Re-Zoning Requests

## Transport

- Arterial road connections. Fixed location
- Collector road connections. Fixed location
- Local roads and laneways. Flexible location
- Strategic Cycleways (no private driveways to cross path).
- Otaki to North Levin Corridor

## Zoning

- Commercial
- Education Overlay
- Arapaepae Rd Special Effects Overlay
- Medium Density Residential
- Residential
- Low Density Residential
- Greenbelt Residential
- Open Space



Colour	Submission Number	Submitter Name	Zoning Request	Further Submissions (in support)	Further Submissions (in opposition)
	04/18	Jennings Family Trust	Change from residential to medium density, open space, or commercial	FS04/22	
	04/25	Horowhenua District Council Officer Submission	Change from residential to medium density	FS04/22	
	04/25	Horowhenua District Council Officer Submission	Change from low density residential to standard density residential	FS04/22	
	04/38	Prouze Trust Partnership	Change from low density residential to standard density residential	FS04/22, FS04/25	
	04/31	Tom Anderson on behalf of Redwood Grove Residents	Change from residential to low density residential, with special Redwood Grove overlay		FS04/22, FS04/26, FS04/34, FS04/75
	04/24	Paul Turner on behalf of Haddon Preston	Change from residential to medium density residential	FS04/22	
	04/20	Julia Burgess	Change from low density to residential	FS04/22	
	04/11	John & Jenny Brown	Change from greenbelt residential and low density residential to residential	FS04/22	

Indicates overlapping submissions

McIndoe Urban + local  
North  
Scale  
1:150000  
Date  
1806-0983  
Revision  
A  
Based on Information

Taraika Master Plan  
Structure Plan  
SP.001



Figure 2: General Rezoning Requests

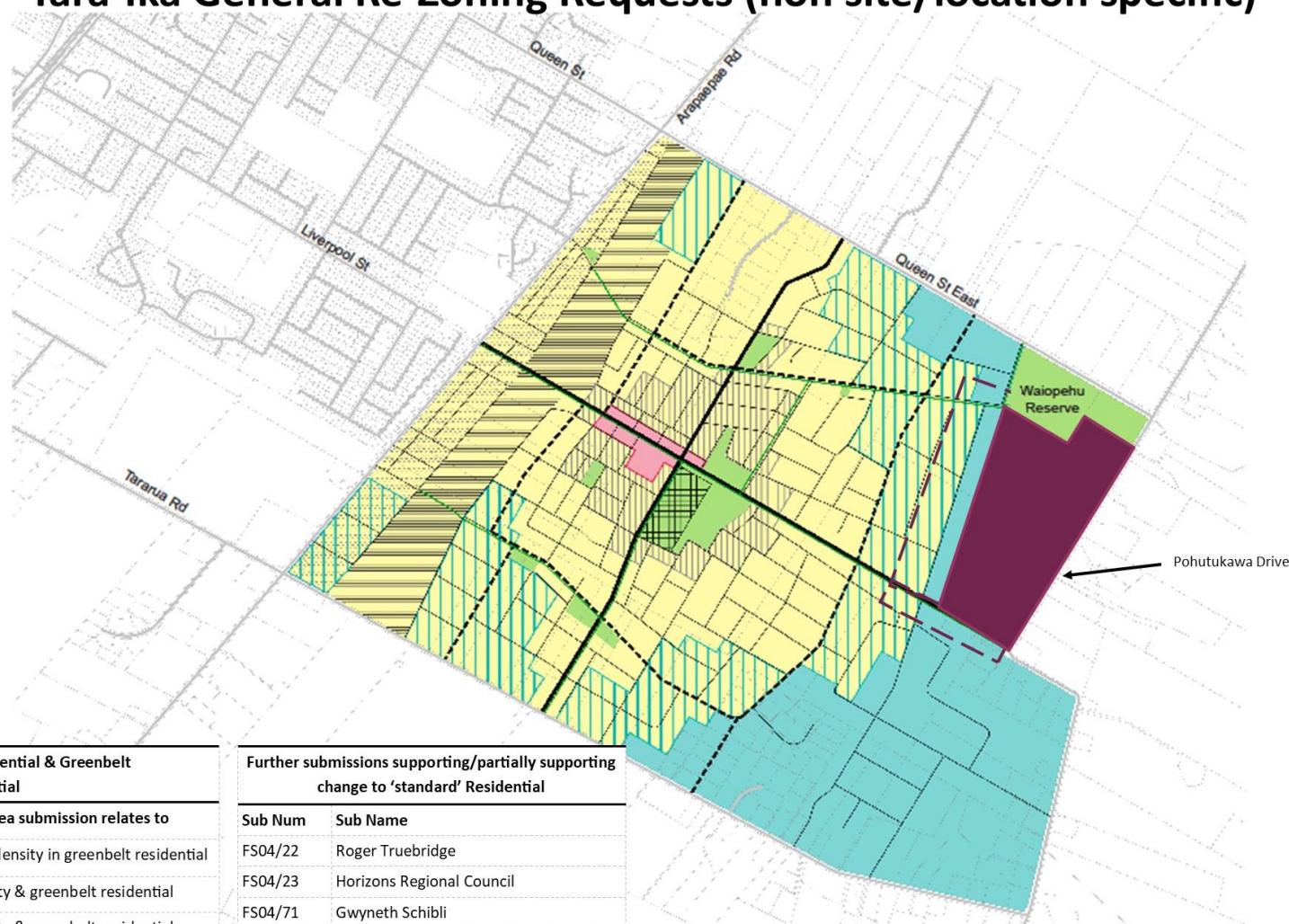
# Tara-Ika General Re-Zoning Requests (non site/location specific)

## Transport

- Arterial road connections. Fixed location
- Collector road connections. Fixed location
- Local roads and laneways. Flexible location
- Strategic Cycleways (no private driveways to cross path).
- Otaki to North Levin Corridor

## Zoning

- Commercial
- Education Overlay
- Arapaepae Rd Special Effects Overlay
- Medium Density Residential
- Residential
- Low Density Residential
- Greenbelt Residential
- Open Space



Submission seeing rezoning of Low Density Residential & Greenbelt Residential to 'standard' Residential		
Sub Num	Sub Name	Indicative area submission relates to
04/08	Ann Thomas	Allow more density in greenbelt residential
04/10	Helen Olive Brown	All low density & greenbelt residential
04/14	Gwyneth Schibli	All low density & greenbelt residential
04/09	Phillipa & Pasanka Wickremasinghe	All low density & greenbelt residential
04/18	Jennings Family Trust	Low density in South West corner
04/22	Gill Morgan	All low density & greenbelt residential
04/27	Brendan McDonnell	Low density near Tararua Road
04/23	Kevin Daly	All low density

Further submissions supporting/partially supporting change to 'standard' Residential	
Sub Num	Sub Name
FS04/22	Roger Truebridge
FS04/23	Horizons Regional Council
FS04/71	Gwyneth Schibli
FS04/77	John & Jeny Brown
FS04/81	John & Jeny Brown
FS04/82	John & Jeny Brown
FS04/86	John & Jeny Brown
FS04/91	Haddon Preston
FS04/94	Kevin Daly

## Further submissions opposing change to 'standard' Residential "near" Pohutukawa Drive

FS04/24	Isaacs Trust
FS04/32	Diane & Stratton Harris
FS04/33	David & Vivienne Clark
FS04/36	Adam & Gaelene Praat

Indicative area that the 'Pohutukawa Drive' submissions relate to

241. *Analysis*

242. **General**

243. The District's population is growing quickly, at a rate of 2.1% per annum between 2013-2018. As previously identified in Section 3.1.1 of this report, Council's growth projections expect this to continue. Shortly before this plan change was notified, Council adopted the 95% percentile growth rate for the purposes of its long term planning. Based on these numbers, the Horowhenua District is projected to require over 11,000 additional houses over the next 20 years. As notified, this plan change expected to enable 2,500-3,000 of these homes (note: this is expected yield, not maximum yield).
244. As identified by submitters, this growth has significant implications for housing demand. I agree that this is an important factor to consider when evaluating requests that seek to change land zoning to enable more housing, particularly in light of the NPS-UD which directs Councils to ensure planning decisions are responsive to housing markets. In particular, I note that the NPS-UD directs Councils to enable intensification within urban areas (in particular, Policies 1 and 5<sup>16</sup>). New 'greenfield' urban areas such as Tara-Ika provide significant opportunity to develop at scale, as the land is largely free of existing buildings and development. I consider this an important factor to consider when evaluating how to give effect to the direction of the NPS-UD.
245. Increasing the extent of Medium Density Residential and 'standard' Residential zoning will enable a greater lot yield and therefore support land and development markets to determine how to develop the land most efficiently. It is expected that this change would result in an increased lot yield, as developers would likely choose to develop at a higher density than they would under a low density zoning, thus better responding to demand for housing. In addition, 'standard' Residential zoning enables more variety than low density zoning in that the more permissive minimum lot size provides the market with the option of creating either smaller or larger sections (or a combination of both).
246. As previously identified, land cost is a major component of house price. Therefore, providing opportunities to increase density across the plan change area may improve development viability and housing affordability. This would align with NPS-UD objectives which seek for planning decisions to improve housing affordability by supporting competitive land and development markets (Objective 2).
247. Changing the zoning in a manner that enables an increased lot yield may also better support the commercial centre and the education site, as there will be more residents within the catchment to support these services. This statement has particular relevance to the request to rezone land to Medium Density Residential near the commercial/community centre. Increasing the potential lot yield may give greater confidence to those looking to establish these sorts of activities and may enable them to establish sooner, which would be of benefit to the overall plan change objective of achieving an integrated and connected urban form.

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<sup>16</sup> <https://environment.govt.nz/assets/Publications/Files/AA-Gazetted-NPSUD-17.07.2020-pdf.pdf>

248. The plan change is the District's largest growth area, is the furthest through the RMA planning process, and already has identified funding for infrastructure. Average house sale price in the District is continuing to increase, reaching an average of \$475,000 in March 2021 compared with \$197,500 in 2016<sup>17</sup>. The Ministry of Housing and Urban Development's Urban Development Dashboard shows household growth is significantly ahead of new dwelling building consents<sup>18</sup> indicating significant unmet demand for housing. Enabling increased density within this plan change area provides Council with a means of being responsive to demand for housing and therefore contribute towards fulfilling its obligations under the NPS-UD.
249. Enabling an increased lot yield within the plan change area may also reduce pressure on rural land by enabling more intensive and efficient use of existing growth areas, which would align with both the NPS-UD and the PNPS-HPL.
250. Based on the above, there are a number of benefits arising from increasing the extent of 'standard' Residential zoning.
251. Potential costs of increased density associated with the requested upzoning include that a greater number of dwellings could increase demand on infrastructure, amenities, and services including roads, parks, and commercial/community services. The technical reports and statements included as Appendix 7, Appendix 9 and Appendix 11 of this report set out that the three waters and roading infrastructure are capable of accommodating some increase in density.
252. The urban design statement recommends additional park and reserve space be considered alongside 'upzoning' Low Density and Greenbelt Residential areas to residential, in order to achieve the plan change objectives, including that all residential properties have sufficient access to public open space. While this comes at a cost to landowners, this is a direct result of enabling additional lots to be created. Given demand for housing and the significant health, recreation and amenity benefits associated with residential land uses having access to public open space, I consider the benefits of enabling additional housing and ensuring good access to public open space to outweigh the costs of providing additional reserve space. As such, I recommend that any change in residential zoning is accompanied by additional public open space, sized and located on the structure plan in a manner consistent with Tara-Ika Master Plan Design Rationale report contained in Appendix 2 of the s32 report. This will help to ensure zoning changes uphold the objectives of the plan change.
253. Additional lot yield, particularly towards the eastern half and Tararua Road sides of the plan change area, could result in demand for additional commercial activities within walking distance of these areas given the distance of this areas from the identified centre and the emphasis contained within the plan change on walkability. However, the scale of such activities will be small and will not play the same 'centre' function as the zoned commercial area (for example a 'corner store'). Based on the information contained within Appendix 4, I do not consider it effective or efficient to 'zone' an additional commercial area. This is because the short distance that would exist between two

<sup>17</sup> Ministry of Housing and Urban Development – Urban Development Dashboard – Dwelling Sale Prices  
<https://huddashboards.shinyapps.io/urban-development/>

<sup>18</sup> Ministry of Housing and Urban Development – Urban Development Dashboard – New Dwellings Consents Compared to Household Growth <https://huddashboards.shinyapps.io/urban-development/>

centres and the size of populations they would serve would make it difficult for two such centres to be viable, or would result in two smaller and therefore weaker centres (compared to having one larger one). Instead, I consider it appropriate for such commercial activities to establish by way of resource consent if and when demand arises. I also note that consideration could be given to zoning a commercial centre on/near Tararua Road when growth area LS7 (identified in the Horowhenua Growth Strategy 2040), on the southern side of Tararua Road, is considered for rezoning.






254. In respect of providing for a range of housing types and environmentally sensitive development, I note that the plan change area has existing pockets of 'greenbelt residential' style development, particularly at the outskirts of the plan change area. At the eastern edge of the plan change area in particular, this form of development acts as a transition to productive rural uses at the Tararua foothills. Further submissions indicate that this character is valued by these submitters.
255. Furthermore, I note the presence of the Waiopahu Bush within the plan change area. This reserve is owned by Council and maintained by the Department of Conservation and is of ecological value. Retaining areas of Greenbelt Residential and Low Density Residential zoning in particular locations, such as the southern edge of the plan change area and near the Waiopahu Bush would align with the plan change objective of environmentally sensitive design and providing for a range housing types. In addition, I refer to the urban design statement of evidence included as Appendix 5 which states that these outer areas are too far from the planned neighbourhood centre and that the existing large lot development in the surrounding zone compromises potential to achieve roading connectivity needed to support good quality 'Residential' development
256. Having evaluated submissions 04/08, 04/09, 04/10, 04/11, 04/14, 04/18, 04/20, 04/22, 04/23, 04/24, 04/25, 04/27 and 04/38, I recommend a number of changes to residential zoning types.
257. In particular, I recommend that the areas marked 'A' be rezoned to 'standard' Residential, the areas marked 'B' be rezoned to Medium Density Residential and the areas marked 'C' be rezoned to Low Density Residential as indicated on Figure 3 on the following page.
258. I also recommended a series of consequential changes to the Structure Plan to facilitate this change, including additional open space and alterations to roading configurations, to respond to increased housing density. Recommended changes are shown on Figure 3.
259. To summarise, I consider this an effective balance between providing greater development potential in response to growth and national direction, while maintaining a lower level of development intensity in certain locations to provide housing variety, protect the Waiopahu Bush and to provide a transition between urban and rural environments.
260. **Range of Zones within Single Properties**
261. As referenced above, Mr and Mrs Bloomfield requested their property (identified on the map included as Appendix 14) have just one zone. As notified, the submitter's property was subject to three different zonings (Low Density, 'standard' Residential and Open Space). As a result of the zoning changes recommended above, the submitter's property will have two zones, being 'standard' Residential and Open Space. I consider this zoning appropriate and effective, given this

is one residential zone and that the identified open space areas are required to provide for the amenity of future residents and achieve the objectives of the plan change.











Figure 3 – Structure Plan showing recommended changes (including zoning)

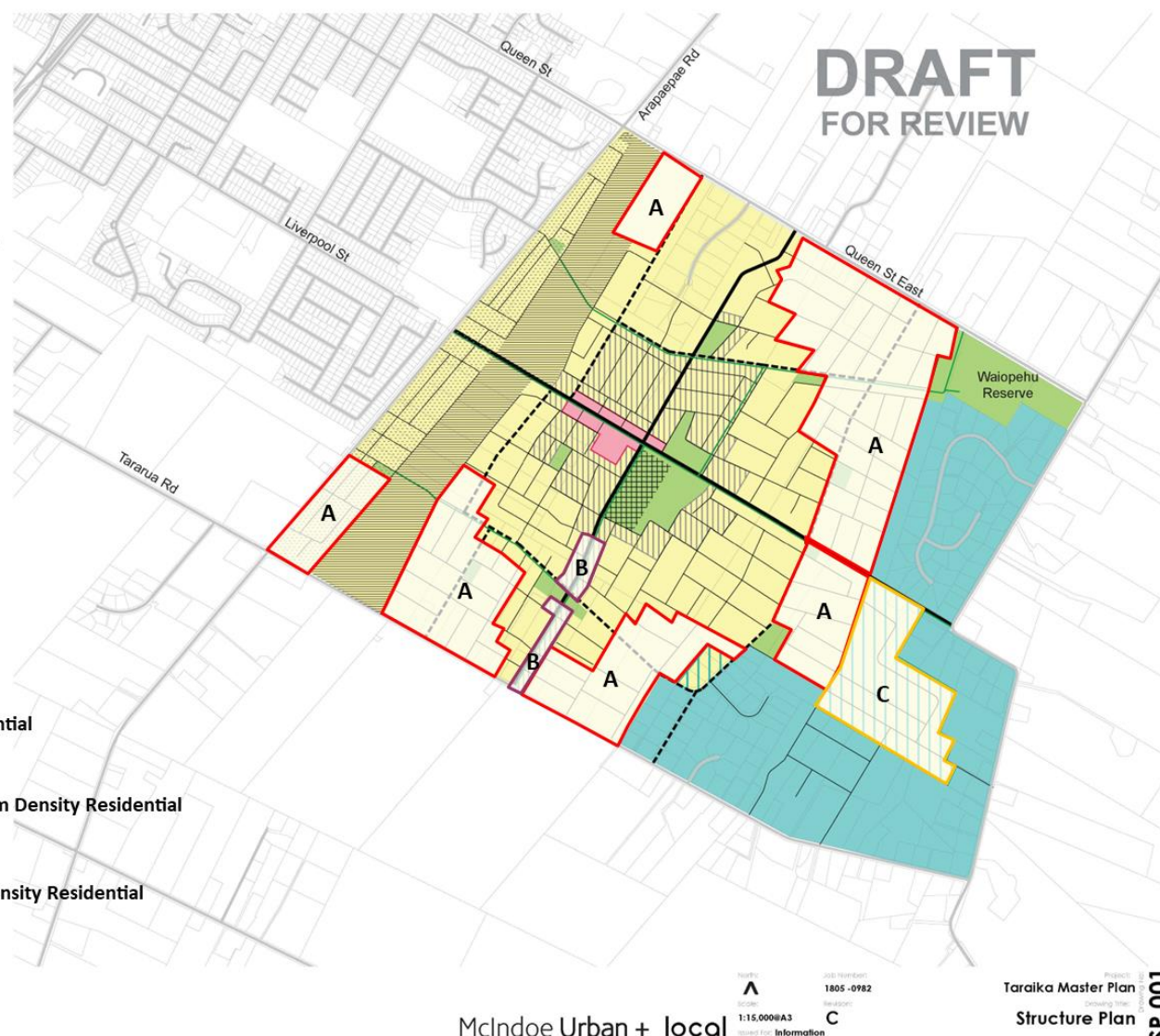
### Transport

-  Arterial road connections. Fixed location
-  Collector road connections. Fixed location
-  Local roads and laneways. Flexible location
-  Strategic Cycleways (no private driveways to cross path).
-  Otaki to North Levin Corridor  
Shown for information purposed only.  
Location and width to be refined and updated.

### Zoning

-  Commercial
-  Education Overlay
-  Arapaepae Rd Special Effects Overlay
-  Medium Density Residential
-  Residential
-  Low Density Residential
-  Greenbelt Residential
-  Open Space

-  **A** Recommended Zone: Residential
-  **B** Recommended Zone: Medium Density Residential
-  **C** Recommended Zone: Low Density Residential



262. **Mixed Density**

263. As referenced above, Ms Day raised concerns about the mix of housing densities resulting in an increase in crime. Providing a range of housing types to meet a variety of different needs and preferences is widely accepted as contributing positively to a well-functioning urban environment as well as providing opportunity for people to provide for their social, economic, and cultural wellbeing. Providing opportunity for housing variety is also a requirement of the NPS-UD. The proposed urban form (highest density housing at the centre, near to services and amenities, before generally transitioning to a lower development form at the outskirts of the urban area) is consistent with the Master Plan rationale and represents a logical and coherent urban form. This gives effect to Objective 3 and Policy 5 of the NPS-UD<sup>19</sup>. I do not consider that a mix of housing types and densities will lead to adverse social outcomes and the submitter has not provided any evidence to support their assertion.

264. The urban design statement of evidence included as Appendix 5 of this report considers mixed density housing from an urban design perspective. It states that changes in residential density are common both at neighbourhood level and along streets in urban areas across New Zealand and that there is no evidence that this leads to an increase in crime. The urban design statement further states that while a theoretical proportion of the population might engage in criminal activities and, with all other things being equal, the presence of more people might be argued to commensurately increase the risk of criminal activity, Crime Prevention through Environmental Design experience suggests that the presence of more people providing informal community oversight over the public realm may help to reduce crime.

265. Based on currently available information, I consider the proposed density mix to be appropriate and desirable from a planning perspective

266. **Arapaepae Road Special Treatment Overlay**

267. Several submitters sought for a wide variety of activities to be provided for within the Arapaepae Road Special Treatment Overlay, stating that the underlying Residential zoning was not appropriate in this location. In particular, submitters requested zoning that would allow medium density housing, commercial, or open space activities to establish. As notified, the plan changes rules specify that any development within this area is a Restricted Discretionary Activity. As outlined in the s32 report, this Overlay and rule approach was intended to provide a high degree of flexibility for how this land could be utilised, recognising the unique constraints in this area, while still providing a mechanism to avoid, remedy, or mitigate adverse effects. Therefore, all activities suggested by submitters as being potentially appropriate could establish in this area by way of a Restricted Discretionary Activity resource consent. I consider this approach appropriate and highly flexible. However, these submissions have highlighted there is some confusion in how this rule framework is intended to apply. Therefore, I recommend introducing a new policy to clarify the purpose of the Arapaepae Special Treatment Overlay and the outcomes intended to be achieved. Suggested wording is included below:

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<sup>19</sup> <https://environment.govt.nz/assets/Publications/Files/AA-Gazetted-NPSUD-17.07.2020-pdf.pdf>

**Policy 6A.1.7**

Provide for a range of land uses within the Arapaepae Road Special Treatment Overlay to allow flexibility to deliver a context specific response that recognises both the unique attributes of the site and the need to appropriately manage adverse effects, including safe and efficient access and avoiding or minimising reverse sensitivity effects.

**268. Redwood Grove**

269. Incite (on behalf of a range of Redwood Grove properties) sought for properties in Redwood Grove and adjoining properties to be rezoned from 'standard' Residential to Low Density Residential and be covered by the introduction of new a Redwood Grove Special Buffer or overlay area. The submitter requests that this zoning and overlay would set the minimum lot size in this zone to 2,000m<sup>2</sup>.

270. Overlays are a tool set out in the National Planning Standards. While the Horowhenua District Plan does not need to achieve compliance with zoning and spatial tools section of the national planning standards until 2024, it is useful to consider how any plan changes during the interim years align with the standards so as to reduce the amount of rework required. This consideration was a key driver behind using a 'multi-zone precinct' approach within Tara-Ika. Therefore, I consider it necessary to consider whether a 'Redwood Grove Buffer' overlay would align with National Planning Standards.

271. National Planning Standards states the following:

*"An overlay spatially identifies distinctive values, risks or other factors which require management in a different manner from underlying zone provisions"*<sup>20</sup>

272. The submitter has not detailed the specific values, risks, or other factors of Redwood Grove that require specific management. Given the intent of National Planning Standards is to address complexity in RMA plans, including District Plans, I consider the significance of these specific values, risks, or other factors as a critical factor in determining whether an overlay should be used. As an established 'lifestyle' neighbourhood, I acknowledge that the character of Redwood Grove will likely be different to the rest of Tara-Ika. However, I do not consider this difference to represent special character in and of itself. Rather, I consider the character of Redwood Grove to be similar to many other lifestyle areas in the District in terms of density, house positioning, and the use of planting to provide screening. I note that land use patterns change over time, with new development establishing around pockets of existing development. This does not necessarily represent an adverse effect. I do not consider a potential change to surrounding land use alone sufficient justification to recommend use of an overlay.

273. In regard to the request to rezone Redwood Grove to Low Density Residential, I note that a key justification given within the submission is that these properties are subject to a private covenant that prevents the creation of a through road or subdivision below 4,000m<sup>2</sup>. I do not consider this strong justification for utilising an RMA response. This is because private covenants are imposed

<sup>20</sup> <https://environment.govt.nz/assets/Publications/Files/guidance-for-zone-framework-and-district-spatial-layers-standards.pdf> (page 2).



outside of the RMA (i.e. they are imposed without an RMA based assessment) and can be removed or altered through a civil (non-RMA) process. I understand this process requires the agreement of affected landowners. I also note that this covenant means that the existing character of Redwood Grove can be protected by this mechanism for as long as this remains a priority for landowners, irrespective of plan provisions. For the reasons set out below, standard 'Residential' development in this area would be consistent with the urban form anticipated for this area. Therefore, I consider it effective and efficient for the District Plan to provide for this outcome regardless of the private covenants.

274. I do not agree with the submitter's view that Redwood Grove must be rezoned to Low Density Residential in order to be consistent with PC4 objectives and policies relating to recognition of local history and identity or achieving a logical urban form and a variety of lot sizes. I am not aware of any particular heritage values associated with Redwood Grove that would require specific protection. Further, I note that Redwood Grove is located in relatively close proximity to both the Tara-Ika commercial/community centre and the rest of Levin. Therefore, applying standard Residential zoning to Redwood Grove is consistent with general density pattern anticipated. When considering the other recommended zoning changes, the urban form anticipated is one of standard density zoning towards the western edge (near to Levin), transitioning to medium density development around the centre, transitioning back to standard density towards the west before transitioning to Low Density and then Greenbelt Residential towards the Tararua Foothills. I consider this urban form is the most efficient and effective to achieve the objectives in the Plan Change. I also note that this pattern continues to provide significant areas for Low Density and Greenbelt Residential development, thus providing opportunities for housing variety. Lastly I note that 'standard' Residential zoning does not preclude low density development from occurring. Low density development would remain an option for developers under 'standard' Residential zoning.

275. *Recommended Decision*

276. That submissions 04/08.01, 04/09.01, 04/10.01, 04/11.01, 04/14.01, 04/16.01, 04/18.03, 04/18.04, 04/18.05, 04/20.01, 04/22.02, 04/23.01, 04/24.05, 04/25.01, 04/25.02, 04/27.05 and 04/38.05 are accepted in part.

277. That submission 04/37.01, 04/31.01 and 04/31.06 is rejected.

278. That further submission points are accepted or rejected respectively.

### **5.2.3 Medium Density Housing**

279. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/26	04/26.08	Horowhenua District Residents and Ratepayers Association	Unclear
04/32	04/32.04	Leith Consulting	Support in Part
04/33	04/33.21	Truebridge Associates	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/76	-	John and Jeny Brown	04/32	Support

280. *Overview of Topic*

281. Two submissions were received in relation to provision for medium density housing (in addition to the submissions covered above which related to the extent of Medium Density Residential Zoning).

282. *Summary of Submissions*

283. Horowhenua District Residents and Ratepayers Association (Submitter 04/26) identifies a risk of 'social stratification' in Tara-Ika as a result of mixed density housing.

284. Leith Consulting (Submitter 04/32) supports the intent of providing for medium density development, but suggests giving further consideration as to how the conditions and matter of discretion could be modified to facilitate this. In particular, the submitter suggests a design led rather than an allotment size approach.

285. Truebridge Associates (Submitter 04/33) opposes the requirement for a building siting plan to be provided for medium density subdivision on the basis the requirement is unclear and too restrictive.

286. Mr and Mrs Brown (further submitter FS04/76) support Leith Consulting's submission, stating a review of the medium density provisions is required.

287. *Analysis*

288. I have considered the concern raised by Horowhenua District Residents and Ratepayers Association that mixed density housing could result in 'social stratification'. I am of the view that providing for a mix of zones enabling a variety of housing types and densities, within a relatively defined area may actually improve social diversity when compared to using just one residential zone type. As determined by the Medium Density Housing Report (included as Appendix 4 of the s32 report), it is likely that there is significant unmet demand for smaller dwellings and higher density housing. At present, the majority of new houses being built are standalone and relatively large (3+ bedrooms) in size which does not meet the full spectrum of needs and preferences in the community. As such, I do not agree that providing for mixed density housing will result in social stratification.

289. Land cost is a major contributor to housing price. Providing opportunities to increase density with smaller property sizes could contribute to reducing housing cost and improving affordability. The potential impact of living in smaller houses on smaller sections is offset by this encouraging this type of housing to locate close to the commercial/community centre and quality publically accessible open space. While higher density housing provides an opportunity to provide more affordable housing, not all higher density housing will target this bracket. It is possible that some higher density housing will be constructed to attract higher income households that prefer the

lifestyle that this housing types offers. As such, I would expect to see a variety of household values within the Medium Density Housing Area.

290. I also note that all zones will be served by the same commercial/community centre, the same education site, and the same parks and reserves. This provides opportunity for social interaction.
291. I agree with Leith Consulting (Submitter 04/32) that there is merit in investigating a ‘design-led’ approach to managing higher density housing, as opposed to using minimum lot size standards. The proposed approach for managing medium density in the plan change area largely adopts the approach applied elsewhere in the District in that it is managed through both minimum standards and a design guide. I acknowledge some challenges with the current approach (for example, the current standards allow duplex development, but not multi-unit development), as well as the complexity involved in using both minimum standards and a design guide. However, as this issue has broader applicability beyond the plan change area I consider it is more appropriate to address this matter in a subsequent District-wide plan change. Council are in the earlier stages of investigating a residential intensification plan change, which will consider the residential provisions across all residential zones. This review/plan change would be an opportune time to consider an alternative approach to providing for medium density development in the District and would provide greater opportunity for input from key stakeholders, such as the construction industry.
292. I consider reviewing the medium density provisions, including considering a different approach (e.g. one standard based and one design based) at a District level is more effective than addressing them solely in the Tara-Ika plan change. While there are some challenges with the existing medium density provisions (highlighted above), the resource consent process provides opportunity for this type of development to establish regardless. The proposed objectives and policies of PC4 express a clear intent for housing variety, including increased density in certain locations, so there is policy support for this nature of development where it is underpinned by good design.
293. Truebridge Associates (submitter 04/33) opposed the requirement that medium density subdivision include a building siting plan. Reasons given for opposition included that the requirement was unclear and too restrictive. The requirement for a building site plan is reproduced below:
- The siting plan shall show the location, pedestrian entrances, and outdoor living areas for all future dwellings. Although the dwellings do not need to be built prior to s224 being issued, a condition will be imposed on the subdivision requiring the siting plan to be complied with at the time the site is developed. This outcome will be secured by consent notice.*
294. The above specifies the information that must be included on the building siting plan; namely the location of buildings, the pedestrian entrances, and the outdoor living areas. As such, I consider the standard to be clear. The submitter may like to advise which aspects of the requirement they consider to be unclear at the hearing.
295. There are two consenting pathways to developing within the medium density area. Through the subdivision rules (which require subdivision to be complete and the building site plan to be approved) or via the medium density housing rules set out in the Operative Horowhenua District Plan (dual subdivision and land use consent, requiring both subdivision and dwelling construction

to be completed). Both consenting pathways require the proposal to be assessed against the Medium Density Residential Development Design Guide<sup>21</sup>.

296. The purpose of assessing such proposals against the Design Guide is to ensure that increased development density does not result in poor outcomes. The design guide identifies important development outcomes (including privacy and access to quality outdoor living areas) which are at greater risk of being compromised when development intensity increases, but provides flexibility in terms of how this outcome is met.
297. Within the Tara-Ika medium density area, sites can be as small at 150m<sup>2</sup>. This site size would represent a much greater density than what presently exists within the District. Reduced lot sizes can reduce the number of options for how the site can be developed and can increase the potential for adverse effects if the design of the dwelling units are not considered at the subdivision planning stage.
298. In order to understand the potential adverse effects of proposals within this area, and how well they align with both the design guide and the plan change objectives and policies, it is important to understand what the built form will be. If this information is not provided at subdivision stage, the proposals will not be able to be assessed against the design guide and the potential for adverse effects will be largely unknown. Further, if an 'example' building site plan is provided at subdivision stage but allowed to change significantly at building consent stage (e.g. no consent notice imposed requiring this siting plan to be followed) there is potential for the adverse effects that eventuate to be significantly different to what was assessed at the subdivision consent stage.
299. Further, the proposed approach encourages house design and orientation to occur first (or at least be considered at the outset), with lot boundaries drawn to support the intended outcome, rather than drawing lot boundaries first and then having to design houses to fit. I consider this more likely to lead to a positive outcome, particularly on smaller sites.
300. The building siting plan does not require detailed drawings or elevations, but rather requires a building outline, identified pedestrian entrances and outdoor living. As such, the approach still allows flexibility in that detailed designs only need to be within the identified footprint and generally accord with the pre-identified pedestrian entrances and outdoor living areas. This encourages a comprehensive and integrated approach to development where consideration is given to the future use of the site (namely how the site will be developed for residential purposes) to ensure a quality residential outcome for future residents that contributes to a well-functioning urban environment.
301. Based on the above evaluation, I consider the approach of requiring a building siting plan to be provided for medium density subdivisions to be an effective and efficient means of assessing the potential adverse effects of increased development intensity and ensuring the objectives and policies of the plan change are met.

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<sup>21</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/ppc12approval/horowhenua-district-plan-2015-schedule-10-medium-density-residential-development-design-guide.pdf>

302. *Recommended Decision*

303. That submission 04/26.08 be rejected.

304. That submission 04/32.04 be rejected, but note that the approach suggested will be investigated as part of a future residential intensification plan change.

305. That submission 04/33.21 be rejected.

306. That further submission points are accepted or rejected respectively.

**5.2.4 Community Activities (Retirement Homes, Education, and Open Space)**

307. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/16	04/16.03	Carol & Rob Bloomfield	Support in part
04/17	04/17.02	Ministry of Education	Support
04/17	04/17.03	Ministry of Education	Support
04/17	04/17.04	Ministry of Education	Support in part
04/17	04/17.05	Ministry of Education	Support in part
04/24	04/24.06	Haddon Preston	Oppose
04/27	04/27.06	Brendan McDonnell	Support in part
04/34	04/34.04	WKNZTA	Support in part

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic.				

308. *Overview of Topic*

309. A range of submissions were received on matters such as how 'community' type activities are provided for within the plan change area, including education facilities, retirement homes, and public open space.

310. *Summary of Submissions*

311. Mr and Ms Bloomfield (Submitter 04/16) seeks for views towards the Tararua Ranges to be protected when designing public open spaces. Mr Preston (Submitter 04/24) sought that 'open spaces' be rezoned Residential and only be rezoned as Open Space once the reserve has been vested to provide flexibility and so that zone boundaries can be accurately determined. WKNZTA (Submitter 04/34) seeks for the north-south and east-west corridors to be strengthened so open spaces provide connection to multi-modal transport. The submitter later clarified that this statement was intended to support walking and cycling connections from the plan change area into Levin and sought for this to be achieved through subdivision matters of discretion.

312. Ministry of Education (Submitter 04/17) supports that provision has been made for education facilities and supports the focus on walking and cycling. The submitter seeks some amendments to Objective 6A.1 (addition of the word ‘social infrastructure’) and Policy 6A.6.3 (relates to education activities) seeking the reference to ‘limits on scale’ be removed, as it creates uncertainty and there are no corresponding standards. The submitter also sought that consideration be given to providing for education activities as a permitted activity with appropriate standards (as opposed to restricted discretionary, as notified).
313. Mr McDonnell (Submitter 04/27) seeks for provision to be made for retirement homes/villages within the plan change area.
314. *Analysis*
315. **Open Space**
316. Open space areas will provide amenity for future residents, help to offset smaller section sizes, and provide opportunities for recreation and exercise. Given these benefits and the nature and scale of the growth area, identifying open space areas is considered appropriate. The exact configuration and design (e.g. what type of reserve the open space area will be) will be determined at the time of subdivision/development. However, future development will be subject to the existing District Plan rules which include a maximum building height of 8.5m. The overall building form within public open space is generally very low (for example, limited to toilet blocks and play equipment) and therefore unlikely to compromise views. As such, I do not consider it necessary to introduce any further provisions to limit the nature of development beyond what already exists in the Operative Horowhenua District Plan.
317. Public open space is an important part of the Structure Plan, particularly given the anticipated areas of higher density housing. Open space areas identified on the Structure Plan have been specifically sized and located to be useable and accessible for future residents as detailed in Appendix 3 of the s32 report (Tara-Ika Design Rationale). As such, I do not consider it appropriate to offer a high degree of flexibility in the size and location of open space. I acknowledge the submitter’s concern that this could result in misalignment between zone and activity boundaries (for example, the zone boundary could be 1m away from the reserve boundary). This is expected to occur across the plan change area between the commercial zone and the residential zone types. I consider the most effective and efficient approach for addressing this is a future ‘tidy up’ plan change.
318. The subdivision matters of discretion already make reference to the provision of public open space as well as new roads (which require footpaths) and cycleways. This, combined with the direction given by the Structure Plan, provides direction to developers on these matters, while still allowing for detailed design to occur at subdivision stage. I consider this approach effective and efficient at guiding provision of open space and walking/cycling infrastructure.
319. **Education Facilities**
320. I agree with the point raised by submitter 04/17 that Objective 6A.2 would be clearer if it explicitly referred to social infrastructure and that the reference to ‘limits on scale’ contained within Policy 6A.6.3 is unclear in the absence of any such limits specified. This could create unintended

uncertainty when the clear intent of the Structure Plan is to enable education activities in the identified location. As such, I recommended amending the wording of the objective and policy in question as follows:

**Objective 6A.1**

*To achieve an integrated and connected development that reflects cultural values and local identity, represents good urban design, is supported by a well connected roading network that supports a range of transport modes and has the facilities, social infrastructure, infrastructure, and amenities necessary to contribute to the health, safety, and wellbeing of residents. This includes:*

**Policy 6A.6.3**

*Enable education facilities to establish at a scale that supports the needs of the local community, with limits on scale to protect the amenity of the surrounding environment.*

321. I have discussed with the submitter their request to include a permitted activity status with associated standards for education activities. I understand from this discussion that the Ministry will be likely to use the Notice of Requirement process if they were to establish an education activity rather than relying on District Plan rules. The nature and scale of future education activities is not currently known, so it would be difficult to draft fit for purpose provision at this time. As such, I do not consider it efficient or effective to introduce permitted activity status and standards and consider the option of using the notice of requirement process or alternatively applying for a Restricted Discretionary resource consent to be the most appropriate methods.
322. **Retirement Homes**
323. Retirement villages are already provided for in the Residential Zone (including low density and medium density) under the 'Integrated Residential Development' provision in the Operative Horowhenua District Plan. This requires resource consent as a Restricted Discretionary Activity and does not put any limits on density. I consider this approach to be an appropriate balance between providing flexibility and providing a means of controlling potential effects that arise from development of the scale that typically arises from retirement villages. I do not consider a change in how this type of development is provided for in the plan change area compared to the wider residential environment would be more effective in achieving the objectives for the plan change than the approach set out in the Operative District Plan.
324. *Recommended Decision*
325. That submission 04/16.03 be rejected.
326. That submission 04/17.02, 04/17.03, 04/17.04, and 04/17.05 be accepted in part.
327. That submission 04/24.06 be rejected.
328. That submission 04/27.06 be rejected.
329. That submission 04/34.04 be accepted in part.



### 5.2.5 Commercial Activities

#### 330. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/33	04/33.09	Truebridge Associates	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic.				

#### 331. Overview of Topic & Summary of Submissions

332. Truebridge Associates (Submitter 04/33) seeks for new commercial buildings and external alterations to commercial buildings to be a Permitted Activity (as opposed to Restricted Discretionary, as notified), as there are standards to follow.

#### 333. Analysis

334. Having well designed commercial buildings that contribute positively to the streetscape is an important component of the commercial environment. This helps to encourage pedestrian activity and provides opportunity for interaction between public and private space. Achieving a commercial/community 'heart' for the plan change area is a key outcome sought, as expressed in the notified policy framework. Therefore, I consider it important the plan provisions ensure commercial buildings contribute positively to the amenity of the commercial environment.

335. The approach notified (Restricted Discretionary Activity status, with associated standards) is consistent with the approach applied throughout other Commercial Zones in the District where pedestrian experience is a priority (namely the Foxton and Levin town centre areas). This approach was considered as part of the Horowhenua District Plan review in 2012. The s32 report for the Commercial Zone prepared as part of this review identified the following issue:

*"Historically, the Levin and Foxton town centres have been a mix of smaller-scale commercial and retail businesses and buildings. Recently, there has been a trend towards much larger retailers replacing a number of smaller-scale businesses. This trend has also lead to new, larger buildings which produce a different (and often poor) relationship with adjoining streets and public areas where the newer buildings have a lower level of detail and responsiveness to their surroundings. There are also consequential differences in the scale of advertising signs, parking (and surface water runoff), and traffic generation."*

336. The urban design statement of evidence included as Appendix 5 of this report states that site planning and building design are both important and linked. Appropriate controls ensure buildings are located, oriented and designed to achieve an acceptable amenity outcome, which also contributes to ongoing commercial success (and good service facilities for the local residents). The urban design statement further details that these considerations are particularly important within



Tara-Ika given it is an open greenfield site with no precedent development to either guide or constrain development. This increases the risk of badly located, oriented, planned and designed development. The urban design advice states that standards alone carry a very high risk of leading to a poor outcome.

337. Based on the above evidence, I consider the issue identified in the 2012 District Plan review to be to highly relevant to the plan change area, necessitating careful consideration of how building design and layout is controlled in the commercial zone.
338. The submitter has not provided an assessment of why a different approach (to what currently exists the Operative District Plan) should apply in this location, or how Permitted Activity status would be a more effective way of delivering the outcomes sought. However, I have considered the costs and benefits of utilising a Permitted Activity status, supported by appropriate standards below.
339. The primary benefit associated with utilising a Permitted Activity status is that it provides an opportunity for activities to establish without needing resource consent, removing the time and cost associated with this process.
340. The costs of utilising a Permitted Activity status include risk that the anticipated design outcome is not achieved (as expressed in the urban design statement) or that the permitted activity conditions need to be more extensive and complex to achieve the intended outcome. As such, I do not consider this to be an efficient or effective approach.
341. I consider the notified approach of requiring resource consent as a Restricted Discretionary Activity with both standards (e.g. quantitative controls) and matters of discretion (allowing for qualitative assessment) and appropriate approach. As a restricted discretionary activity the matters than can be considered are limited, therefore reducing risk and uncertainty for developers while also giving appropriate consideration to achieving a quality design outcome.
342. *Recommended Decision*
343. That submission 04/33 be rejected.

## **5.2.6 Arapaepae Road Special Treatment Overlay**

### **344. Relevant Submissions**

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/25	04/25.11	Horowhenua District Council Officer Submission	Support in part

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions were received in relation to this topic				

345. *Overview of Topic & Summary of Submission*

346. Horowhenua District Council Officer Submission (Submitter 04/25) seeks the inclusion of a policy explaining the intent of the Arapaepae Special Treatment Overlay to assist with Plan usability and implementation.

347. *Analysis*

348. An assessment of the 'zone type' and the range of activities enabled for the land covered by the Arapaepae Road Special Treatment Overlay is provided in both the s32 report and section 5.2.2 of this report. In addition to the point raised by Submitter 04/25, the nature of the submissions considered under section 5.2.2 of this report has revealed that the purpose of this overlay is not clear enough in the current plan provisions. As such, I recommended amending Objective 6A.1 to include reference to the Arapaepae Road Special Treatment Overlay and introducing a new policy to provide clarity on this matter. I have suggested wording below:

***Addition to Objective 6A.1***

*Within the Arapaepae Road Special Treatment Overlay, development that is appropriate for the site in terms of scale, access, and compatibility with surrounding land uses.*

***Policy 6A.1.7***

*Provide for a range of land uses within the Arapaepae Road Special Treatment Overlay to allow flexibility to deliver a context specific response that recognises both the unique attributes of the site and the need to appropriately manage adverse effects, including safe and efficient access and avoiding or minimising reverse sensitivity effects.*

349. *Recommended Decision*

350. That submission 04/25.11 is accepted.

## 5.3 Urban Form, Character and Amenity

### 5.3.1 Bulk and Location

351. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/04	04/04.03	Simon Austin	Oppose
04/25	04/25.03	Horowhenua District Council Officer Submission	Support in part
04/32	04/32.03	Leith Consulting	Support in part

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.12	Truebridge Associates	04/32	Support

FS91	FS04/91.14	Haddon Preston	04/32	Support
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352. *Overview of Topic*

353. A range of submissions were received on 'bulk and location' matters, such as building setbacks from boundaries and building heights.

354. *Summary of Submissions*

355. Mr Austin (submission 04/04) opposes the minimum building setback from front boundary (2 metres), stating that this is poor urban design.

356. Horowhenua District Council Officer Submission (submission 04/25) states that as the plan change encourages an increase in building density, there may be some instances where buildings that exceed the maximum permitted height may be appropriate. The submitter seeks the introduction of a policy relating to this matter would assist with implementation.

357. Leith Consulting (Submitter 04/32) seeks clarification on how the building setback from front boundary standard applies to a structure housing a vehicle, seeking that in cases where a vehicle takes direct entry to a structure from the road, a 5m setback should apply with the 2m setback applying to living areas.

358. Further submissions from Truebridge Associates and Mr Preston (FS04/22 and FS04/91) support Leith Consulting's submission in relation to boundary standards.

359. *Analysis*

360. I have considered Mr Austin's view that a 2m front yard setback represents poor urban design. Allowing dwellings to be built closer to the front boundary enables space to be used more efficiently, as it allows for a greater portion of the site to be allocated to rear yards which can provide private outdoor living space (where the site's orientation make rear yards the preferred private outdoor living space). This is considered important given the plan change seeks to achieve areas of higher density housing. In addition, allowing dwellings to be located nearer to the street than garages will encourage dwellings to be built forward of garages, making dwellings the primary feature of residential neighbourhoods. This provides for a more attractive street frontage, provides better crime prevention through environmental design (CPTED) outcomes, and encourages opportunities for social interaction as 'active' parts of the dwelling will have better visibility over the street. I note that the proposed 2 metre front yard setback is a minimum and therefore developers can choose to build further from the boundary if they consider this to provide a better urban design outcome in the context they are building in. Further discussion on this matter is contained within Appendix 5 of this report.

361. In regards to Leith Consulting's submission, I confirm that the intention of the plan change provisions is for any structure housing a vehicle (including integral garages and freestanding garages) to be located 5m from the front boundary, if the vehicle would take direct access from the street to the garage (i.e. where the vehicle access door fronts the street). This requirement is

set out in 15A.6.2.4(a). Having reviewed the provision I consider it to be clear, but the submitter could provide alternate wording at the hearing if they still consider this provision to be unclear.

362. I agree with the Horowhenua District Council Officers submission that, in the context of seeking to achieve higher density development, there may be some instances where it may be appropriate for buildings to exceed the maximum building height (currently allows for 8.5m in 'standard' Residential and 10m in Medium Density Residential). Such applications would require resource consent as a Restricted Discretionary Activity. I note that the Policy 5 of NPS-UD requires provision to be made for upwards growth. However, it is important that the privacy and solar access of neighbouring properties is protected. The urban design statement of evidence included as Appendix 5 of this report identifies that additional building heights be encouraged via a policy that sets out the relevant matter for consideration, including visual dominance and shading. The urban design statement recommends that such a policy does not reference 'viewshafts' (referenced in submission 04/25) on the basis that that neither the District Plan nor the Plan Change identify these viewshafts. As a result, reference to viewshafts could be interpreted as applying to views to any part of the ranges from any point within the plan change area which the urban design statement states would be unduly onerous.

363. I agree with the Horowhenua District Council Officers submission and with the Urban Design evidence included as Appendix 5 of this report that a policy providing direction on this matter would be an appropriate way of addressing this matter. A recommended policy is included below:

**Policy 6A.1.6**

Encourage additional building height where this would contribute to a well-functioning urban environment (for example, increased housing variety), so long as reasonable privacy of neighbouring dwellings is maintained, and visual dominance and excessive shading beyond the subject site are avoided

364. *Recommended Decision*

365. That submission 04/04.03 be rejected.

366. That submission 04/32.03 be accepted in part.

367. That submission 04/25.03 be accepted.

368. That further submission points are accepted or rejected respectively.

**5.3.2 Fencing**

369. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/25	04/25.12	Horowhenua District Council Officers	Support in part
04/33	04/33.16	Truebridge Associates	Oppose
04/36	04/36.03	Catriona McKay	Support in part

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic				

370. *Overview of Topic*

371. Submissions were received in relation to fencing standards.

372. *Summary of Submissions*

373. The Horowhenua District Council Officers submission (submission 04/25) requested that the second bullet point of standard 15A.6.2.6(c) be amended to say the maximum height of the fence when it meets the road shall be 1.2m to be consistent with standard 15A.6.2.(a).

374. Truebridge Associates (Submitter 04/33) states that the fence paling height of 1.2m is uneconomic and wasteful. No relief is specified.

375. Ms McKay (Submitter 04/36) states that the Structure Plan shows an arterial road running along the boundary of the submitter's property. The submitter's notes that the existing large pine trees and farm style fencing along this boundary are likely inconsistent with the urban streetscape anticipated in this area. The submitter seeks a Council decision to remove the pine trees and install appropriate fencing and planting.

376. *Analysis*

377. I agree with the Horowhenua District Council Officers submission that the standard referenced should be updated. This would correct a drafting error and would address the resulting inconsistency. The recommended change is indicated below:

Fences perpendicular to the road shall taper downwards towards the road boundary. The taper should commence at least 1.5m from the road boundary and the maximum height of the fence where it meets the road boundary shall be 1.2m high if the road is a local road, or 1.5m high if it is an arterial or collector road.

378. I am not clear on the argument presented by Truebridge Associates that a 1.2m fence height is 'uneconomic' and 'wasteful'. From my research, popular fencing materials (such as timber and coloursteel) are available in 1.2m height as a 'standard' product. Having a 'low' front fence height (lower than eye level) follows CPTED principles in that it allows for visibility between the street and private property, therefore contributing to safety, security and walkability. In the absence of information as to why the proposed height limit is not practicable, or any relief sought I do not consider it appropriate to make any changes to these provisions.

379. I am not clear whether Ms McKay is requesting for the plan provisions to allow a transition to a more 'urban' boundary treatment approach or for Council to take financial responsibility for this.

If the former, the Plan provisions allow for this. If the latter, such a decision would need to be made outside of the RMA process.

380. *Recommended Decision*

381. That submission 04/25.12 be accepted.

382. That submission 04/33.16 be rejected.

383. That submission 04/36.03 be accepted in part.

**5.3.3 Integral Garages**

384. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/33	04/33.15	Truebridge Associates	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic.				

385. *Overview of Topic & Summary of Submission*

386. Truebridge Associates (submission 04/33) states that the rule requiring integral garages to be either recessed back from the main pedestrian entrance by 1m or account for no more than 50% of the front façade of the dwelling is a design guide issue. The submitter seeks for the design guide to be reviewed before including such as provision.

387. *Analysis*

388. I believe Truebridge Associates are referring to the Medium Density Residential Design Guide which is contained in Schedule 10 of the Operative Horowhenua District Plan.

389. The existing design guide and the proposed standard (15A.6.2.3(a)) apply in different scenarios and serve different purposes. The design guide only applies to medium density residential development in the District (including subdivision within the Medium Density area of the plan change area), while the proposed standard applies to all residential development within the plan change area (and does not apply outside of the plan change area). The design guide seeks to guide medium density residential development, while the proposed standard seeks to avoid integral garages from dominating the streetscape across the plan change area. This design outcome is considered important to achieving the highly walkable environment sought for the plan change area.

390. The design guide (which is not proposed to be amended as part of this plan change) provides guidance on how particular design outcomes can be achieved, rather than containing set

standards. This allows flexibility of approach and serves a different purpose to a standard which is a set metric that must be met (or resource consent will be triggered).

391. Further, I do not consider the contents of the design guide to conflict with this provision in that there is nothing in the design guide that encourages or directs a conflicting outcome to the proposed standard (for example, the design guide does not encourage garages to be forward of the dwelling). If there were instances where the integral garage standard meant that another aspect of the design guide could not be met, such 'conflict' would only arise for activities that already triggered resource consent (as all medium density developments require resource consent) and could therefore be addressed through the resource consent process, noting that design guide content provides guidance on how design outcomes can be achieved and therefore inherently provides flexibility compared to set standards.
392. The urban design statement of evidence included as Appendix 5 of this report states that standards such as this help to ensure dwellings engage with and overlook the street and to avoid the visual dominance of garages and consequent visual monotony at the street edge. This helps to reduce the visual impact of garage doors at the street edge, making occupied parts of the dwelling more visually prominent. This combination of setbacks is an approach that is consistent with best urban design practice.
393. On the basis of the above, I do not recommend removing or delaying the integral garage standard.
394. I do note for the submitter's reference that Council intends to investigate a residential intensification plan change, which will consider residential provisions across residential zones. This would likely include a review of the Medium Density Residential Design Guide.

395. *Recommended Decision*

396. That submission 04/33.15 be rejected.

**5.3.4 Signage (Non-State Highway Facing)**

397. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/33	04/33.18	Truebridge Associates	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submission received on this topic.				

398. *Overview of Topic & Summary of Submission*

399. Truebridge Associates (Submitter 04/33) states that the provision relating to 'inside display window' signs is very hard to interpret and should not be required. The submitter seeks the provision to be removed.

400. *Analysis*

401. The purpose of this rule was to manage the size of signs inside shop display windows. There are instances where such signs cover the full extent of shop windows and therefore prevent visibility between the shop and the street. This impacts on walkability and pedestrian experience.

402. However, this provision is quite onerous, unduly restricting use of commercial spaces, and could result in high enforcement costs for Council and compliance costs for businesses. Such signs are generally easily removed. Therefore, I recommended removing this provision.

403. *Recommended Decision*

404. That submission 04/33.18 be accepted.

### 5.3.5 Redwood Grove Screening

405. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/31	04/31.07	Incite (on behalf of a range of Redwood Grove properties)	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/34	FS04/34.03	Prouse Trust Partnership	04/31	Oppose

406. *Overview of Topic & Summary of Submission*

407. Incite (on behalf of a range of Redwood Grove properties) (submitter FS04/31) seeks the introduction of a provision requiring screening along the external (to the rest of the plan change area) boundaries of Redwood Grove properties to protect the amenity of Redwood Grove residents and provide privacy of neighbouring properties. A variety of different screening provisions are proposed, with the majority of Redwood Grove properties selecting which option they want for their affected boundary within the submission. The boundary treatment options requested are summarised below:

- No screening
- 2.1m high fence
- 6m wide buffer zone of native plants between 3-5m high.

408. The submitter seeks for the screening to be implemented at the time of subdivision of the adjoining property. The submitter also seeks for a new matter of discretion to be added to 15A.8.1.2(a)



detailing this requirement and the need to provide details of ongoing maintenance and legal protection of said screening.

409. Further submitter Prouse Trust Partnership (FS04/34) opposes this request, stating that a 6m wide planting would be difficult to maintain and solely for Redwood Grove residents' benefit. Prouse Trust Partnership further states there is space for Redwood Grove residents to do this on their own properties.

410. *Analysis*

411. The relief sought by the submitter requires different levels of boundary treatment on adjacent properties to mitigate the same perceived effect. For this reason, I consider the relief sought to be unnecessarily complex.

412. In case of the 6m wide native planting, the submitter does not specify whether their preference is for screening plants to be located within the Redwood Grove property, the adjoining subdivided property or split between the two. It would not be possible to require works outside of the subject site as part of the subdivision, meaning such screening would have to be within the boundaries of the properties being subdivided, which may not give residents of Redwood Grove certainty that the screening would be retained and maintained in perpetuity. I consider it would take a significant length of time and high compliance costs to address any non-compliance (for example, removal of the screening without appropriate approval). In the case of the 2.1m high fence, this would be slightly over the maximum permitted height for a fence set in the Operative Horowhenua District Plan (being 2m).

413. If Redwood Grove residents want certainty that screening will be provided in the individualised and ongoing manner sought, the most practical, efficient and effective approach is for those residents who wish to have screening, to do so on their own properties. I note many properties on Redwood Grove already have significant planting along their boundaries which would provide a level of screening. There is sufficient space on Redwood Grove properties to extend this screening if the residents choose to do so. Requiring screening on adjoining properties would, in many cases, be a 'double up' and therefore could be an inefficient approach. I also note that dwellings on Redwood Grove are typically between 15-40m from the 'Tara-Ika' boundary. This separation provides additional protection for Redwood Grove properties.

414. I therefore consider that imposing screening provisions as requested by the submitter would be an inefficient and ineffective means of achieving the outcome sought by the submitter.

415. *Recommended Decision*

416. That submission 04/31.07 be rejected.

417. That further submission points are accepted or rejected respectively.

### **5.3.6 Other Urban Design Matters**

418. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/24	04/24.03	Haddon Preston	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions were received on this topic.				

419. *Overview of Topic & Summary of Submission*

420. Mr Preston (Submitter 04/24) seeks for the words “achieves good solar access to buildings” to be added to Objective 6A.1.

421. *Analysis*

422. I agree with the submitter’s statement that solar access is an important component of good urban design. However, I consider this matter to be adequately covered in the existing policy framework. In particular, within Policy 6.3.15 of the Operative Horowhenua District Plan (which will apply to development in the plan change area). This policy is included below for reference:

***Policy 6.3.15 (Operative Horowhenua District Plan)***

*Maximise opportunities for sunlight access to buildings and private areas of open space and minimise shading of private open space and buildings caused by structures on adjacent sites.*

423. As such, I consider this matter is efficiently and effectively addressed by the Operative District Plan, with no changes needed.

424. *Recommended Decision*

425. That submission 04/24.03 is rejected.

426. That further submission points are accepted or rejected respectively.

## 5.4 Infrastructure

### 5.4.1 One Plan Matters Relevant to Infrastructure

427. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/30	04/30.02	Horizons Regional Council	Support in part
04/30	04/30.08	Horizons Regional Council	Support
04/30	04/30.10	Horizons Regional Council	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submission received on this topic.				

428. *Overview of Topic*

429. This topic covers a range of topics relevant to infrastructure, which have an interface with the Horizons One Plan, which is a higher order document in the Resource Management Hierarchy.

430. *Summary of Submission*

431. Horizons Regional Council (Submitter 04/30) supports the requirement for sites not connected to reticulated waste water infrastructure (and therefore dependant on onsite waste water disposal) to be at least 5,000m<sup>2</sup> (net). This is because this aligns with One Plan requirements.

432. Horizons Regional Council outlines that the One Plan contains Objectives and Policies that require subdivisions to encourage energy-efficient house design and access to solar energy. The submitter states that the plan change, as notified, does not fully give effect to this policy. The submitter requests that Objective 6A.1 be amended to include reference to energy efficiency, the inclusion of a new policy requiring subdivision layout that will enable buildings to utilise energy efficiency, and amendments to the matters of discretion for residential subdivision to make reference to energy efficiency, conversation, and access to solar energy.

433. The submitter further requests amendments to matters of discretion to makes the dual functionality of public open space and stormwater management areas clear.

434. *Analysis*

435. The submitter's support for the minimum subdivision size for sites not connected to reticulated wastewater is noted.

436. The plan change gives effect to One Plan direction in regard to energy efficiency (One Plan Objective 3-2 and Policy 3-7). In addition to the statutory requirement to give effect to higher order documents, there is a clear link between energy efficiency and sustainable management. In the context of large scale greenfield development, there is opportunity to more directly consider how subdivision design can lead to energy efficient house design.

437. I consider the submitter's suggested amendment to the objective and a new policy to be an appropriate and effective means of giving effect to this One Plan policy direction. I also consider the amended matter of discretion to be an effective means of aligning with this policy direction. While house design is often not known at subdivision stage, my opinion is that it is important to consider how lots are sized, orientated and shaped to allow future buildings to be designed so that living areas/habitable rooms maximise solar access. If consideration is not given to this matter at subdivision stage, future design outcomes could be compromised. This matter of discretion would not restrict future house design, but rather ensure that future land use in relation to this matter was considered at the subdivision stage.

438. Recommended wording is included below:

***Addition to Objective 6A.1***

*Encouraging subdivision and development design to enable energy efficiency and reduced energy consumption;*

***New Policy***

*Require subdivision layout that will enable buildings to utilise energy efficiency and conservation measures.*

***Addition to Matters of Discretion for Subdivision in Residential and Greenbelt Residential Zone (15A.X.X(a))***

*The design and layout of the subdivision, including the size, shape and position of any lot, as well as the future land use and development of each lot. In addition, connectivity and linkages (both within and beyond the subdivision) energy efficiency and conservation, and access to solar energy.*

*Provision of land for publically accessibly open space and recreation that is appropriately located and of a practicable size and shape to support management of stormwater during heavy rain events in accordance with Structure Plan 013.*

439. *Recommended Decision*

440. That submission 04/30.02, 04/30.08, and 04/30.10 be accepted.

**5.4.2 Network Capacity (Water, Waste Water and Landfill)**

441. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/06	04/06.03	Elisabeth Leighfield	Oppose
04/13	04/13.01	Gwyneth Schibli	Support in part
04/19	04/19.03	Michael Harland	Oppose
04/26	04/26.03	Horowhenua District Residents and Ratepayers Association	Oppose
04/40	04/40.02	Vivienne Gwenyth Bold	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic.				

442. *Overview of Topic*

443. A number of submissions were received questioning the capacity of the water supply and waste water network to accommodate the additional demand expected from Tara-Ika. One submitter also sought that a new regional landfill be planned before houses are built.
444. *Summary of Submissions*
445. Ms Leighfield and Horowhenua District Residents and Ratepayers Association (submitters 04/06 and 04/26) both sought additional information to understand Council's ability to supply reticulated services in a sustainable, reliable manner and questioned the financial impacts of the associated costs.
446. Ms Schibli (Submitter 04/13) recommended that network planning be done on the basis of the population doubling over the next 20 years. This submitter raised concerns about water availability in the Ōhau River to support this growth. Ms Schibli supports the requirement for onsite rainwater tanks (addressed in detail in a later section of this report) and suggests investigating alternate water sources, such as known bores.
447. Mr Harland (Submitter 04/19) opposes the plan change entirely on the basis that there is insufficient water supply to meet current needs. The submitter seeks the plan change to be rejected in its entirety.
448. Ms Bold (Submitter 04/40) seeks sufficient water and waste planning, including a new regional landfill, be undertaken before new houses are built.
449. *Analysis*
450. I agree with submitters that it is important to understand the network's capacity to deal with additional demand. This is because it is critical than land use and infrastructure planning are aligned. If this does not occur, the plan change will not be successful in enabling housing to meet projected demand and/or adverse environmental effects could result.
451. Appendix 6 of the s32 report provides an overview of the infrastructure works needed to service the development. A more comprehensive report has since been prepared by GHD to evaluate the capacity of the Levin Water Treatment Plan (WTP) and the Waste Water Treatment Plant (WWTP) and is additionally supported by a water and waste water statement of evidence. The report is included as Appendix 7 of this report and the statement of evidence as Appendix 8. In short, these technical documents conclude that:
- It is feasible to service Tara-Ika from the Levin WTP until 2030.
  - The current water take consent is sufficient to service growth in Levin until 2030.
452. After 2030 upgrades and higher abstraction limits, or alternative water sources will be required.
453. There is budget in the Long Term Plan 2021-2041 (LTP)<sup>22</sup> to investigate and complete the necessary works prior to 2030. It is noted that such works would be required to accommodate growth even

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<sup>22</sup> <https://www.horowhenua.govt.nz/files/assets/public/council-documents/plans/ltp2021-41/hdc-long-term-plan-2021-2041-22-july-2021-web-v2.pdf>

if a different growth area within Levin was selected instead of Tara-Ika. As identified in the water and waste water statement of evidence, it is common for infrastructure to fully service greenfield areas to require upgrades in the future (i.e. not all capacity in network and plants is there ahead of rezoning), due to the inefficiencies of having full infrastructure in place ahead of a decision on a plan change or years ahead of demand. Rezoning provides certainty for infrastructure planning, including for future upgrades to be scheduled based on expected demand.

454. The water and waste water reports and evidence also identify that upgrades are currently required to the Levin WWTP to service Tara-Ika (and infill development in Levin). There is budget in the LTP this financial year and next financial year to carry out these works.
455. I note that the financial impacts of such works are not relevant for the purposes of the plan change. Instead, these costs are determined, considered, and budgeted for through the LTP process. Council adopted its 2021-2041 LTP on 30 June 2021 and includes budget for infrastructure upgrades needed to accommodate growth. I note for the sake of completeness that Council has resolved to reintroduce development contributions which will contribute towards the costs of growth related capital expenditure. The Development Contributions Policy came into effect on 1 July 2021.
456. I also note that the plan change specifies subdivision as a Restricted Discretionary Activity and that the provision of servicing, including water supply and wastewater systems, is a relevant matter of discretion. This means that if adverse effects associated with servicing issues arise (e.g. capacity is reached sooner than expected) there is scope to decline the resource consent or impose resource consent conditions to manage actual and potential adverse effects.
457. I do not consider it necessary to investigate and plan for a new regional landfill prior to houses being built at Tara-Ika. There are no known capacity issues at the current landfill and there are a range of alternative options for disposing of solid waste. Furthermore, the Horowhenua Waste Minimisation and Management Plan<sup>23</sup> seeks to reduce waste to the landfill through avoiding creating waste and encouraging recycling.
458. As previously referenced, I do not consider it efficient or effective to reject the plan change in its entirety. The reasons for proceeding with the plan change have been set out in earlier sections of this report and the referenced servicing reports set out that there is a means of servicing the plan change area.
459. *Recommended Decision*
460. That submission 04/06.03 be rejected.
461. That submission 04/13.01 be rejected.
462. That submission 04/19.03 be rejected.

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<sup>23</sup> <https://www.horowhenua.govt.nz/files/assets/public/council-documents/plans/horowhenua-waste-minimisation-and-management-plan-web.pdf>

463. That submission 04/26.03 be rejected.

464. That submission 04/40.02 be rejected.

### 5.4.3 Stormwater Management

465. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/01	04/01.01	Sue-Ann Russell	Oppose
04/07	04/07.02	Geoff Kane	Support in part
04/15	04/15.01	Gwyneth Schibli	Oppose
04/19	04/19.06	Michael Harland	Oppose
04/21	04/21.01	Fire and Emergency New Zealand	Support in part
04/26	04/26.01	Horowhenua District Residents and Ratepayers Association	Oppose
04/30	04/30.02	Horizons Regional Council	Support in part
04/30	04/30.03	Horizons Regional Council	Support in part
04/34	04/34.10	WKNZTA	Support in part
04/35	04/35.04	MTA	Neutral
04/38	04/38.07	Prouse Trust Partnership	Oppose
04/39	04/39.01	Charles Rudd	Oppose
04/40	04/40.01	Vivienne Gwentyth Bold	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.14	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/34	Partially Oppose
FS04/22	FS04/22.16	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/7	Partially Support
FS04/22	FS04/22.22	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/15	Partially Support
FS04/23	FS04/23.03	Horizons Regional Council	04/34.10	Support
FS04/23	FS04/23.06	Horizons Regional Council	04/38.07	Partially Support
FS04/27	-	Horowhenua District Council - Infrastructure Development Group	04/34	Neutral
FS04/72	-	Gwyneth Schibli	04/15	Support



FS04/84	FS04/84.02	John and Jeny Brown	04/7	Support
FS04/93	FS04/93	Lake Horowhenua Trust	04/35	Support
FS04/25	FS04/25.02	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.02	Support
FS04/25	FS04/25.07	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.07	Support
FS04/22	FS04/22.15	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/38	Support
FS04/94	FS04/94.02	Kevin Daly	04/30	Neutral
FS04/94	FS04/95.02	John and Jeny Brown	04/07	Support in part

466. *Overview of Topic*

467. A number of submissions were received in regard to stormwater management, including the options for managing stormwater and the potential effects on fresh water bodies, including Lake Horowhenua.

468. *Summary of Submissions*

469. **Environmental Impacts – Water Bodies**

470. Ms Russell, Mr Harland, Horowhenua District Residents and Ratepayers Association, Mr Rudd and Ms Bold (submissions 04/01, 04/19, 04/26, 04/39 and 04/40) are opposed to the plan change due to limited information on stormwater treatment and potential impact on water courses and land, including Lake Horowhenua, and The Pot (land where Levin's treated wastewater is discharged as irrigation). Relief sought ranges from provision of more information to rejecting the plan change in its entirety.

471. Mr Kane (submission 04/07) supports plan change so long as stormwater is managed to avoid additional runoff into Koputaroa Stream or under the new expressway into existing drains.

472. Horizons Regional Council (submission 04/30) notes that Lake Horowhenua is a threatened habitat under the One Plan and that discharge of stormwater is a non-complying activity. The Koputaroa catchment has known flood carrying capacity issues and the submitter holds indicative ponding information which suggests there may be areas in Tara-Ika that experience surface ponding during heavy rain. The submitter supports objectives, policies, and rules relating to managing the quantity and quality of stormwater. The submitter seeks some changes to wording of certain provisions to more clearly give effect to the intent of plan change objectives and policies relating to stormwater.

473. Muaūpoko Tribal Authority (Submitter 04/35) seeks to ensure good environmental outcomes and protect the mauri of waterways. The submission identifies the kaitiaki relationship of Muaūpoko to this environment. Subsequent conversations with MTA have identified that the concept of 'te

mana o te wai’ can be applied in this context and the importance of these values (mauri, kaitiakitanga and te mana o te wai) being reflected in plan provisions.

474. Further submitter Truebridge Associates (FS04/22) partially supports Mr Kane’s submission, stating there should be no additional stormwater entering downstream catchments in any rain event.
475. Further submitter Mr and Mrs Brown (FS04/84) support Mr Kane’s comments on stormwater.
476. Further submitter Lake Horowhenua Trust supports the Muaūpoko Tribal Authority submission regarding stormwater management and Lake Horowhenua.
477. Further submitter Mr Daly (FS04/94) is neutral on Horizons Regional Council, stating that there is no history of flooding on their property, which has been owned by family since 1963.
478. **Appropriateness of Proposed Approach**
479. Ms Schibli (Submitter 04/15) opposes the use of wetlands, stating these will not be sufficient to manage stormwater. The submitter advises that water runs through her property west of Arapaepae Road during heavy rain and states specifically designed sumps and swales would be more appropriate than wetlands.
480. Prouse Trust Partnership (Submitter 04/38) opposes the notion of having a wetland on their property as a means of dealing with stormwater from either the development area or O2NL. The submitter is concerned there is not enough information about how intended outcomes will be managed across parties and is concerned that a stormwater management facility will be located on their property without their approval or adequate compensation.
481. Fire and Emergency New Zealand (Submitter 04/21) seeks to ensure the stormwater solution is capable of managing stormwater without causing adverse effects on the receiving environment.
482. Horizons Regional Council (Submitter 04/30) seeks inclusion of provisions requiring large private carparks and commercial roofs over 500m2 need to provide their own water quality treatment, as per the Three Waters Infrastructure Plan supporting PPC4.
483. WKNZTA (Submitter 04/34) supports the requirement for onsite stormwater detention and emphasises the importance of good stormwater design to avoid runoff entering the state highway network. The submission details that while there have been conversations between HDC and Waka Kotahi on a shared stormwater management solution, discussions are ongoing.
484. Further submitter Truebridge Associates (FS04/22) supports Ms Schibli’s and Prouse Trust Partnership’s submission and opposes WKNZTA’s submission on the basis that they have done testing which shows subsurface soakage is of such a rate that onsite treatment and disposal is possible and therefore, a wetland system is not required.
485. Further submitter Horizons Regional Council (FS04/23) supports WKNZTA’s submission stating they are concerned the original submission suggests that Tara-Ika cannot utilise the O2NL corridor for stormwater management as this would reduce the space available for managing stormwater and increase discharge to Lake Horowhenua and Koputaroa Stream catchments.

486. Further submitter Horizons Regional Council partially supports issues raised by Prouse Trust Partnership in relation to the maintenance and management of constructed wetlands, including biodiversity risks.
487. Further submitter Horowhenua District Council - Infrastructure Development Group (FS04/27) is neutral towards WKNZTA's submission. The further submitter states that site investigations show that a communal stormwater management approach will be needed for Tara-Ika (e.g. wetlands). Waka Kotahi and HDC have been in discussions about a shared approach for Tara-Ika and O2NL. As identified in the original submitter's submission, this approach has not yet been confirmed due in part to PC4 and O2NL projects proceeding on different timeframes. This means an alternative solution needs to be investigated to find an efficient and pragmatic stormwater solution that fits with both Tara-Ika and O2NL. A solution is provided with the further submission.
488. Further submitter Emma, James and Matthew Prouse and James Griffiths (FS04/25) supports the Prouse Trust Partnership submission stating that wetlands/stormwater attenuation areas could impact on the heritage value of the Prouse property.
489. Further submitter Ms Schibli (FS04/72) supports WKNZTA's submission, stating that Council should use basket style sump technology. Ms Schibli also supports the Prouse Trust Partnership submission, stating that wetlands will not be effective.
490. **Pre-Hearing Meetings**
491. Two pre-hearing meetings were held on stormwater and servicing. This meeting was useful to clarify and summarise the scope of submissions. At this first pre-hearing meeting it was determined that submitters were generally aligned in that they all wanted stormwater to be retained within the plan change area (discharged to ground) and for both the quality and quantity of stormwater to be managed in a way that avoids negative impacts on Lake Horowhenua and the Koputaroa Stream. However, submitters' views differed on how this should be achieved. The two keys options identified are for a communal (plan change wide) approach or for each subdivision/activity to manage its stormwater individually. Additionally, submitters sought for flexibility to determine the most appropriate approach at consent stage and as a result, were opposed to stormwater management areas being spatially identified on the structure plan.
492. Following this first meeting, it was agreed that Council and their advisors would explore the costs and benefits of both a communal approach and a subdivision-by-subdivision/activity-by-activity approach and the most appropriate means of giving effect to this in the plan provisions.
493. *Analysis*
494. I agree with the points raised by submitters that it is very important to take steps to ensure the mauri of freshwater is protected and that the quality and quantity of stormwater is appropriately managed to avoid both adverse effects on water bodies and unintended flooding. Not only is this needed to protect water bodies of significance to iwi and the wider community, but this is also required to give effect to the One Plan.

495. As indicated above, Council and WKNZTA have been exploring a shared stormwater management approach for O2NL and Tara-Ika. As identified by submitters, no formal arrangements have been made in this respect. This is due in part to O2NL and Tara-Ika occurring on different timeframes. As such, the stormwater approach presented in further submission by Horowhenua District Council Infrastructure Development Group (FS04/27) sought to show that there was a feasible stormwater management solution that did not depend on O2NL. I understand that this plan was conceptual only. Since this time, and in response to submissions, the recommended stormwater approach has been further refined as presented in the technical report and stormwater statement of evidence included as Appendix 9 and Appendix 10 of this report.
496. To summarise, this report states:
- That stormwater can be retained within the plan change area (discharged to ground) up to a 1 in 100 year event (including allowance for climate change), thus avoiding discharge to the Koputara Stream or Lake Horowhenua utilising the following:
    - Individual lots to have rainwater tanks and soak pits, sized as per District Plan requirements to accommodate up to a 1 in 10 year storm event.
    - Stormwater from Roads and access ways, as well as runoff from lots in a greater than 1 in 10 year event, to be managed via a network of attenuation basins (where possible, co-located with recreation space), and treatment wetlands. This approach manages both quality and quantity.
497. The report recommends using a communal approach over a subdivision by subdivision (or activity by activity) approach on the basis that this provides more benefits and fewer costs. This assessment is included in the report, but summarised below. While the report recommends pursuing a communal approach, it recommends against spatially identifying the stormwater management areas (basins and wetlands) on the structure plan. This is to provide flexibility to size and locate these in an optimal way, once the detail of subdivision (e.g. section sizes) is known.
498. Benefits of the communal (centralised) approach include:
- More efficient long-term operations and maintenance by virtue of having fewer but larger facilities which lead to better outcomes, including better environmental outcomes;
  - Ability to utilise CIP funding to contribute to the costs of design and constructing facilities, potentially lowering costs to subdivide;
  - Allows facilities to be co-located with the O2NL corridor;
  - More efficient use of land (i.e. overall, less space-consumptive than numerous small facilities).
499. Costs of the communal (centralised) approach include:
- Requires landowner willingness to be effective (if not demarcated on the structure plan), requiring Council to play a greater facilitation role;
  - Requires consideration of financial fairness and equity. While not strictly a plan change matter, if this issue is not addressed it may discourage development;
  - Requires enabling infrastructure to be in place in order for development to proceed.
500. Benefits of the subdivision by subdivision (de-centralised) approach include:
- Each landowner has the ability to proceed with development at their own pace, regardless of if downstream stormwater measures have been put in place, providing a high degree of flexibility and removing the potential 'fairness' issue.

501. Costs of the subdivision by subdivision (de-centralised) approach include:
- Less efficient use of land in that a larger number of smaller facilities will occupy more footprint than fewer, larger facilities;
  - Risk of inconsistent design leading to poorer outcomes;
  - Increased maintenance costs (and increased complexity of maintenance), including that some facilities may stay in private ownership, increasing risk of failure and/or poor outcomes in the long term due to inconsistent management and maintenance;
  - Potential for higher costs as costs cannot be shared (between subdivisions and with O2NL).
502. Based on the above, I consider a communal approach to managing stormwater likely to deliver more benefits with fewer costs. While I acknowledge the potential risk related to fairness/cost sharing, I consider this able to be dealt with outside of the District Plan (for example development contributions or private developer agreements). As such, Council will likely need to act as a facilitator for this action, though this will occur outside of the District Plan.
503. I agree with the conclusions reached in the report that spatially identifying stormwater management areas on the structure plan would not be efficient or effective, as the size and location requirements could change once subdivision/activity detail is determined (e.g. section size, lot layout, and individual site soakage testing results). As such, I consider inclusion of 'outcome based' stormwater provisions to be an appropriate means of securing the quality outcome sought, while also allowing sufficient flexibility. These provisions have been drafted in conjunction with Council's stormwater advisor and are set out below. I recommend these apply to all restricted discretionary activities as this will capture subdivision, medium density development, integrated residential development, and new commercial buildings (all activities that have the potential to generate stormwater effects, if not appropriately managed). The need to ensure these provisions apply to commercial activities as well as residential is identified in both the stormwater technical report and the Horizons Regional Council submission.

#### **Objective 6A.3**

Stormwater management in Tara-Ika will be resilient and environmentally sustainable, including:

Resilient to natural hazards and the likely effects of climate change;

Incorporating Water Sensitive Design;

Minimise adverse effects from changes in the nature (including quality and quantity) of natural flows on downstream ecosystems.

#### **Policy 6A.3.1**

Require an integrated approach to managing stormwater from Tara-Ika to ensure the quality and quantity of runoff does not have an adverse effect on Lake Horowhenua, the Koputarooa Stream, or other downstream environments.

#### **Policy 6A.3.2**

Require stormwater to be retained within the Tara-Ika Growth area for up to a 1 in 100 year annual return interval rainfall event (with allowance for climate change), and treated and

managed utilising the best practicable option to mitigate the effects of stormwater by including the following:

- limiting the extent of impervious areas;
- incorporating on-site treatment and disposal of stormwater into subdivision and development design;
- provision of catchment-wide facilities like wetlands that are efficient and effective from both a construction and maintenance perspective.

### **Policy 6A.3.3**

Recognise te mana o te wai and the significance to kaitiaki relationship of iwi to the Tara-Ika environment and its connection to Lake Horowhenua by working with iwi to protect the mauri of freshwater through managing stormwater quality and quantity.

### **15A.8.1 All Zones**

#### **15A.8.1.1 Conditions for All Restricted Discretionary Activities**

##### **(i) Stormwater Management Plan**

All applications for restricted discretionary activities must include a stormwater management plan which sets out how stormwater will be managed via both onsite and centralised treatment and soakage facilities (i.e. wetlands and soakage basins) in a manner that ensures stormwater is retained and disposed of within the Tara-Ika Growth Area for up to a 1 in 100 year average recurrence interval (ARI) rainfall event (with allowance for climate change). The Plan shall be consistent with the more stringent of the Horowhenua District Plan Subdivision and Development Principles and Requirements 2014 and NZS 4404:2010 (Land development and subdivision infrastructure) and shall include the following:

- The size, design, location and expected maintenance of stormwater management devices (e.g. rainwater tanks, on-lot soakage, wetlands and soakage basins), including those to be vested with Council.
  - Pre-soakage treatment is required for all runoff from all impervious surfaces excluding roofs and other on-lot impervious areas (patios, shed etc.) but including private driveways and parking areas. The primary method of treatment shall be through centralised end-of-pipe stormwater wetlands that are sized and located to efficiently service the Tara-Ika Growth Area in an integrated manner. Wetlands shall include a high flow bypass into an adjoining/downstream soakage basin for disposal, sized to bypass flows greater than the Water Quality Flow.
  - The stormwater treatment devices (wetlands) shall be sized to accommodate the Water Quality Flow and Water Quality Volume of the contributing catchment, excluding the roof and on-lot impervious areas that are connected to appropriately sized on-lot soakage devices. The contributing catchment includes adjoining development blocks within Tara-Ika and must consider the future developed upstream catchment. The stormwater soakage devices shall be sized to provide full retention and disposal of the 1 in 100 year ARI runoff volume (with allowance for climate change) with no overflows to the downstream environment.



- Overland flow paths for the 100-year ARI rainfall event (with allowance for climate change) and proposed mechanisms for managing these. The reduction of runoff volume and flow from on-lot soakage disposal cannot be considered in the sizing calculations for the 100-year ARI overland flow path, in order to ensure sufficient capacity is available during extreme events.
- Calculations undertaken to prepare the stormwater management plan. These should be carried out in the following manner:
  - The 12-hour nested design storm specified by Wellington Water in “Reference Guide for Design Storm Hydrology” (2019) shall be applied to Tara-Ika stormwater design calculations.
  - Design storms shall be developed with HIRDS v4 rainfall data for the development site using the RCP 8.5 (2081-2100) climate change scenario.
  - The soakage rate for on-lot soakage devices to receive roof runoff from roofs and other impervious areas (excluding driveways and parking areas) shall be determined by carrying out soakage testing in accordance with Horowhenua District Plan Subdivision and Design Requirements and Principles, with a safety factor of 1.5 applied to the testing results (i.e., divide soakage rate result by 1.5). Evidence of the site-specific soakage testing must be provided, including the suitability of soil layers at the location and depth of the proposed on-lot soakage. In the absence of soakage testing or for the purposes of initial design a soakage rate of 100mm per hour will be applied. Rainwater tank volume shall not be considered in the sizing of on-lot soakage.
  - The Water Quality Volume (WQV) and the Water Quality Flow (WQF) used to size treatment devices shall be calculated using the method specified in Wellington Water’s “Water Sensitive Design for Stormwater: Treatment Device Design Guideline” (2019).

Acceptable design standards for treatment and soakage devices include Wellington Water’s “Water Sensitive Design for Stormwater: Treatment Device Design Guideline” (2019), or Auckland Council’s “Stormwater Management Devices in the Auckland Region” (2017).

Advice Note: Pre-application meetings with Council are strongly encouraged.

504. I support the changes to plan provisions requested by Horizons Regional Council. I agree that these changes will more clearly give effect to proposed Objective 6A.6. These changes are set out below:

**Policy 6A.6.2**

Ensure public parks and reserves area of a size, shape and type that enables a functional and recreational uses by requiring all subdivision and development to comply with Structure Plan 13.

**15A.8.1.2 Subdivision**

(a) Matters of Discretion

(vi).Provision of land for publically accessible open space and recreation that is appropriately located and of a practicable size and shape to support management of stormwater during heavy rain events, in accordance with Structure Plan 013.

505. Recommended Decision



506. That submissions 04/01.01 be rejected.
507. That submission 04/19.06 be rejected.
508. That submission 04/26.01 be rejected.
509. That submission 04/39.01 be rejected.
510. That submission 04/40.01 be rejected.
511. That submission 04/07.02 be accepted in part.
512. That submission 04/30.02 and 04/30.03 be accepted in part.
513. That submission 04/35.04 be accepted.
514. That submission 04/15.01 be rejected.
515. That submission 04/38.07 be accepted in part.
516. That submission 04/21.01 be accepted in part.
517. That submission 04/34.10 be accepted in part.
518. That further submission points are accepted or rejected respectively.

#### **5.4.4 Rainwater Tanks**

##### **519. Relevant Submissions**

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/06	04/06.02	Elisabeth Leighfield	Support
04/13	04/13.01	Gwyneth Schibli	Support in part
04/25	04/25.04	Horowhenua District Council Officers	Support in part
04/30	04/30.04	Horizons Regional Council	Support in part
04/32	04/32.02	Leith Consulting	Support in part
04/33	04/33.14	Truebridge Associates	Unclear

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.11	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/32	Support

FS04/22	FS04/22.20	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/13	Support in part
FS04/91	FS04/91.03	Haddon Preston	04/13	Support in part
FS04/91	FS04/91.02	Haddon Preston	04/7	Support in part
FS04/91	FS04/91.04	Haddon Preston	04/15	Support in part
FS04/91	FS04/91.14	Haddon Preston	04/32	Support
FS04/91	FS04/91.11	Haddon Preston	04/33	Support

520. *Overview of Topic*

521. A range of submissions were received in relation to the proposed requirement for Residential lots to have an onsite rainwater tank.

522. *Summary of Submissions*

523. Ms Leighfield and Ms Schibli (Submitter 04/06 and 04/13) supported the requirement for onsite rainwater tanks on Residential lots. Ms Leighfield sought for this requirement to be extended to Greenbelt Residential lots and for the tanks on these lots to be capable of providing potable water supply for an average family. The submitter also seeks for Council to introduce incentives for using rainwater tanks for water supply, such as rates reductions.

524. Horowhenua District Council Officers (Submitter 04/25) sought the inclusion of an advice note clarifying how the requirement for onsite rainwater tanks should apply to multiple joined dwellings, as this was currently unclear.

525. Leith Consulting (Submitter 04/32) supported the requirement for rainwater tanks, but sought some changes to provisions to improve flexibility on the size, shape, and nature of the tanks to assist with the tanks integrating with the built environment. In particular, the submitter seeks for the specified tank size to be a 'minimum' rather than a set size and for provision to be made for tanks to be used for toilet flushing and outdoor taps, clarification of the bulk and location requirements, and provisions to protect against cross-contamination.

526. Truebridge Associates (Submitter 04/33) sought for the rainwater tank provision to be moved from Chapter 15A to engineering standards chapter of the District Plan.

527. Horizons Regional Council (Submitter 04/30) supported the requirement for onsite rainwater tanks, but sought that non-compliance with standard be a non-complying activity.

528. Further submitter Truebridge Associates (FS04/22) supports the Leith Consulting submission and Ms Schibli's submission.

529. Further submitter Mr Preston (FS04/91) supports the submission from Ms Schibli, Leith Consulting, and Truebridge Associates.

530. *Analysis*

531. The requirement for onsite rainwater tanks was generally supported by submitters. This approach enables rainwater to be reutilised for non-potable uses (such as toilet flushing and garden watering) and therefore reduces overall consumption from the reticulated network.
532. Extending the requirement for onsite rainwater tanks to include Greenbelt Residential lots will increase the water 'reuse' benefits. The rationale for requiring rainwater tanks on Residential lots provided in the s32 report is considered to apply equally to Greenbelt Residential lots. As such, I recommend extending the requirement to these lots. The same provision wording as applies in the residential zone would apply in the greenbelt residential zone. As such, the wording is not reproduced here.
533. The plan change allows and encourages multi-unit development. However, the plan provisions requiring rainwater tanks could be difficult to apply to this type of development, as it does not explicitly state a requirement for multi-unit development or conjoined dwellings. I consider the provisions would be more effective with greater clarity provided to how the standard would apply in these situations. This could be achieved through the use of an advice note. Suggested wording is included below:

*Note: Multi-unit dwellings may share an appropriate sized communal tank.*

534. The notified provisions specify the required rainwater tank size. At present, the provision reads as though the size is set and that tanks can be neither smaller nor larger. It would be more appropriate if the provision made clear that the size specified in the standard was a minimum requirement, therefore allowing people to install a larger tank (without requiring resource consent) if they choose to. The provisions already require the tanks to be permanently connected to internal and external non-potable uses (e.g. toilet flushing and outdoor taps) and to be fitted with a non-return valve to protect the public potable water supply. I consider these provisions, subject to the changes discussed above, effective and appropriate I do not consider any other changes necessary in terms of the intent of the provisions. I do however, consider it necessary to make the following changes in order to aid the clarity of the provision and how they relate to other onsite stormwater management devices:

#### **15A.6.X.X Rainwater Tanks**

- (a) All dwellings shall have a ~~stormwater~~rainwater collection tank permanently connected to internal and external non-potable reuse including toilet flushing, laundry, and outdoor taps. Rainwater tanks must be design and installed as follows:
- (i) Size of tank:
- Roof area of 75m<sup>2</sup> or less minimum 2,000 litre capacity
  - Roof area of 75m<sup>2</sup> to 200m<sup>2</sup> minimum 3,000 litre capacity
  - Roof area of more than 200m<sup>2</sup> minimum 5,000 litre capacity
- (ii) The roof area to be connected will be the total footprint of the building (excluding freestanding accessory buildings) and 90% of this must be able to freely drain to the tank without need for pumping. Only runoff from roof surfaces is to be collected

into the rainwater tanks.

(iii) The rainwater tank, plumbing and pump system must be maintained in working condition ~~of over~~ the life of the dwelling.

(iv) The public potable water supply shall be adequately protected by installation of a non-return valve.

(v) Rainwater tanks are to overflow when full into an on-lot soakage device for stormwater disposal.

535. The engineering standards chapter of the District Plan (Chapter 24) applies across the District. This plan change is location specific. Therefore, I do not consider it appropriate to move the rainwater tank provision to Chapter 24 of the District Plan at this time. If the use of rainwater tanks in Tara-Ika proves effective, the requirement could be extended to the District Plan generally by way of future plan change. If this situation arises, consideration could be given to the provision be relocated to a different chapter of the plan at that time.

536. As notified, the activity status for non-provision of a rainwater tank is Restricted Discretionary. The matters of discretion include the potential for increased volume of stormwater discharge and the proposed methods for managing both quality and quantity of stormwater. Non-provision of a stormwater tank is considered to have a relatively defined range of potential adverse effects (namely limited to the quality and quantity of stormwater). As such, I considered restricted discretionary activity status for non-provision of a rainwater tank effective and appropriate.

537. *Recommended Decision*

538. That submission 04/06.02 be accepted in part.

539. That submission 04/13.01 be accepted in part.

540. That submission 04/25.04 be accepted.

541. That submission 04/30.04 be rejected.

542. That submission 04/32.02 be accepted in part.

543. That submission 04/33.14 be rejected.

544. That further submission points are accepted or rejected respectively.

#### **5.4.5 Infrastructure Requirements for Subdivision and Development**

545. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/21	04/21.04	Fire and Emergency New Zealand	Support in part

04/24	04/24.07	Haddon Preston	Oppose
04/33	04/33.05	Truebridge Associates	Oppose
04/33	04/33.22	Truebridge Associates	Oppose
04/38	04/38.06	Prouse Trust Partnership	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/74	FS04/74.01	Prouse Trust Partnership	04/24.01	Support
FS04/25	FS04/25.06	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.06	Support
FS04/80	-	John and Jeny Brown	04/24	Support

546. *Overview of Topic*

547. A number of submissions were received in relation to the infrastructure requirements for subdivision and development. In particular, the requirement to construct and vest key infrastructure.

548. *Summary of Submissions*

549. Fire and Emergency New Zealand (Submitter 04/21) seeks the introduction of provisions requiring subdivisions to ensure 'firefighting water supply', and for buildings to have a firefighting supply in accordance with the New Zealand Firefighting Code of Practice SNZ/PAS 4509:2008.

550. Mr Preston, Truebridge Associates and Prouse Trust Partnership (submitters 04/24, 04/33 and 04/38) all opposed provision 15A.8.1.2(b)(ii) (and associated provisions such as 'methods' in the objectives and policies chapter) on the basis that this may require parties to construct infrastructure over and above what is required for their development or result in land being acquired without compensation. The submitters sought relief to ensure infrastructure construction costs are distributed fairly.

551. Further submitters Prouse Trust Partnership and Mr and Mrs Brown (FS04/74 and FS04/80) supported Mr Preston's submission. Further submitter Emma, James, and Matthew Prouse and James Griffiths (FS04/25) supported the Prouse Trust Partnership submission.

552. *Analysis*

553. I have discussed submission 04/21 with the submitter (Fire and Emergency New Zealand) to explain the existing District Plan requirements in relation to water supply for firefighting purposes and determine whether these are sufficient. The submitter has since advised that the current District Plan requirement (Section 12.1 of the Subdivision and Development Principles and Requirements 2014, which is incorporated by reference of the Horowhenua District Plan and applies to all

activities) is sufficient. Therefore, I do not consider there to be a need to make any changes to the water supply for firefighting purposes requirement.

554. Ensuring the required infrastructure is constructed in the location and extent shown on the Structure Plan is critical for achieving the nature and level of development anticipated. The Operative Horowhenua District Plan already recognises that such an approach can be effective to future proof and enable future development. Chapter 24 of the Operative Horowhenua District Plan states that where the site of the proposed development or subdivision contains or adjoins other land which is expected to be subdivided or developed in the future; and where the future development or subdivision of that other land would rely on reticulated services the developer or subdivider shall provide for and construct the required reticulated service through the proposed development or subdivision to such a standard as is expected to be necessary to provide adequate reticulation to that other land.
555. The Operative District Plan then contains a note stating that where this requirement results in the developer or subdivider incurring design and construction costs in excess of those that would be required to serve the proposed development or subdivision, Council may reimburse the additional costs to the developer or subdivider.
556. Provision 15A.8.1.2(b)(ii) makes this requirement more explicit and directs that it applies to non-reticulated infrastructure (such as roading and parks). Such a provision is an effective way of ensuring the necessary infrastructure is constructed to enable anticipated development and therefore achieves the outcomes sought by the objectives and policies of the Plan Change.
557. Determining who pays for what and when is best determined outside of the District Plan, through private developers agreements or other similar arrangement. I note that Council has recently reintroduced Development Contributions, which may provide means of providing financial recognition of infrastructure costs (for example, reduction in development contribution in recognition of additional roading costs). This provides an opportunity for infrastructure investment (e.g. parks) made by developers to be financially recognised. Council encourages subdivision applications of scale to be discussed prior to lodgement to determine matters such as this. At one of the pre-hearing meetings, there was discussion on whether an advice note should be introduced to the District Plan stating that private development agreements and other mechanisms between Council and landowners/developers can be considered at subdivision stage. I have considered this request and am of the opinion that private developer agreements would be best described as a method to enable the plan change objectives to be met. For this reason, I recommended that private developer agreements be listed as a 'method' in Chapter 6A (Objectives and Policies) rather than as an advice note in Chapter 15A (Rules). Recommended wording is included below:
  - *The use private developer agreements to facilitate infrastructure works*
558. I also note that Council are not able to acquire land without compensation. If no cost sharing agreement were reached and the infrastructure was proposed not be constructed, Council would simply assess the subdivision consent accordingly, against the appropriate tests set out in the RMA and make a decision about whether to grant (and potentially impose conditions), or refuse resource consent. Applicants would then have appeal options available to them.

559. *Recommended Decision*

560. That submissions 04/21.04, 04/33.05, and 04/38.06 be rejected.

561. That submissions 04/24.07 and 04/33.22 be accepted in part.

562. That further submission points are accepted or rejected respectively.

**5.4.6 Impact of Infrastructure of Amenity Values**

563. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/31	04/31.03	Incite (on behalf of a range of Redwood Grove properties)	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received in relation to this topic.				

564. *Overview of Topic & Summary of Submission*

565. Incite (on behalf of a range of Redwood Grove properties) (Submitter 04/31) states they are concerned that the proposed infrastructure (including roading, three waters infrastructure, power, telecommunications, and gas) needed to service Tara-Ika will have a negative impact on the current amenity enjoyed by Redwood Grove. The submission did not seek any particular relief in relation to this matter.

566. *Analysis*

567. The submitter's concerns in relation to roading (and proximity to Redwood Grove) has already been evaluated in the 'Structure Plan' section of this report. As such, I will primarily focus on three waters, power, telecommunications, and gas in this section.

568. The District Plan requires new infrastructure to be undergrounded. As such, new powerlines and telecommunications infrastructure, water pipes, waste water pipes and gas pipes will not be visible to any resident. Existing properties that are already developed (such as the majority of sites on Redwood Grove) will be able to continue their existing servicing arrangements (e.g. onsite) and would not be required to connect to any new infrastructure.

569. Furthermore, infrastructure of this nature is required to service urban development. The need to provide land for urban development has been outlined previously. As such, I consider the proposed infrastructure requirements to be effective, efficient and appropriate in this context.

570. *Recommended Decision*



571. That submission 04/31.03 be rejected.

#### **5.4.7 Electricity Transmission Lines**

572. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/27	04/27.07	Brendan McDonnell	Support in part
04/28	04/28.01	Electra	Support in part

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.08	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/28	Support
FS04/91	FS04/91.12	Haddon Preston	04/28	Support

573. *Overview of Topic & Summary of Submissions*

574. There are existing electricity transmission lines passing through the plan change area. These lines were previously part of the national grid, but were transferred from Transpower to Electra in 2017 and now form part of the local distribution network and operate at 110kv.

575. Two submissions were received on this topic.

576. Mr McDonnell (Submitter 04/27) seeks for the location of high voltage transmission lines to be considered in regard to heath and visual impact. Electra (Submitter 04/28) stated they support plan changes that support good urban design, but have concerns the proposed plan change does not provide sufficient protection for the existing power lines.

577. Further submitters Truebridge Associates Limited and Mr Preston (FS04/22 and FS04/91) support Electra's submission.

578. *Analysis*

579. The presence of the powerlines within Tara-Ika will have a visual impact, given the size of the structures, as well as require 'no build' setback areas in accordance with the requirements of the New Zealand Electrical Code of Practice for Electrical Safe Distances (NZECP 34). No specific recognition or protect of the local lines network has been proposed as part of the Plan Change. This is consistent with the approach elsewhere in the District.

580. An ideal outcome would be for these lines to be relocated or undergrounded. However, I do not consider this to be a requirement for the plan change to proceed. There are other examples where significant lines traverse urban areas (such as Summerhill Palmerston North).

581. As the lines are existing private assets on private land and safety matters are controlled through other legislation, for example the New Zealand Electrical Code of Practice for Electrical Safe Distances (NZECP 34). I do not consider it effective or appropriate for the District Plan to offer any additional protection to the local lines network. I also note that Electra have advised that these lines are protected by easement.
582. Any decisions to relocate or underground the lines, as a means of future proofing, are most appropriately managed outside of the District Plan. I do not consider any changes necessary.
583. *Recommended Decision*
584. The submissions 04/27.07 and 04/28.01 be rejected.
585. That further submission points are accepted or rejected respectively.

## 5.5 O2NL Matters

### 5.5.1 Corridor Protection and Staging/Timing Matters

#### 586. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/05	04/05.01	Erin Nijhuis	Neutral
04/34	04/34.02	WKNZTA	Neutral
04/34	04/34.09	WKNZTA	Neutral
04/38	04/38.08	Prouse Trust Partnership	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.13	Truebridge Associates	04/34	Oppose
FS04/25	FS04/25.08	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38	Support
FS04/35	FS04/35.03	Prouse Trust Partnership	04/34.02	Oppose
FS04/35	FS04/35.01	Prouse Trust Partnership	04/34.01	Oppose
FS04/35	FS04/35.04	Prouse Trust Partnership	04/34.06	Oppose
FS04/94	FS04/94.03	Kevin Daly	04/34	Oppose

587. *Overview of Topic*
588. A number of submissions and further submissions were received regarding O2NL, including how the corridor should be considered in the plan change and on the structure plan and how to manage issues likely to arise as a result of this project passing through the same area, but proceeding on different timeframes.

589. *Summary of Submissions*

590. Ms Nijhuis (Submitter 04/05) was neutral on the plan change, stating that there was insufficient information to understand the impact of O2NL on components of the Tara-Ika development, such as the central east/west arterial road and, as a result, insufficient information to understand the likely impacts of the plan change on their land (75-77 Arapaepae Road). The submitter sought further information, including detailed design of O2NL and the Tara-Ika central east/west arterial road).
591. WKNZTA (Submitter 04/34) note that while it is known that O2NL will pass through Tara-Ika, the design work for this is not advanced enough to determine the final alignment and form meaning that associated effects and required mitigation is not known at this time. Furthermore, WKNZTA highlight potential timing effects associated with development occurring within Tara-Ika ahead of O2NL resulting in traffic issues at existing state highway intersections. Potential traffic effects on existing state highway intersections will be assessed in the 'transport' section of this report. This section will face specifically on submitters' requests in relation to the future O2NL corridor.
592. The WKNZTA submission sought for the indicative O2NL corridor and the land 100m either side of the indicative corridor be either 'downzoned' to Low Density Residential (as opposed to the proposed standard density) or be staged to occur after O2NL. The submitter states that this is to protect the ability for O2NL to be constructed, avoid future adverse effects, and provide for good integration between the road and adjoining urban areas. WKNZTA also seek ongoing collaboration with Council on this matter.
593. Further submitters Truebridge Associates, Prouse Trust Partnership and Mr Daly (FS04/22, FS04/35, FS04/94) all opposed this request. Reasons for opposition include:
- O2NL is not yet the subject of a Notice of Requirement application and therefore has no legal status.
  - That the request is excessive and goes beyond WKNZTA guidelines. WKNZTA should assess and then mitigate noise effects from the proposed highway during highway construction, rather than restrict development within 100m of the indicative corridor.
  - That planning for Tara-Ika was already underway when the indicative O2NL corridor was selected.
  - That WKNZTA could be seen as seeking to reduce land value ahead of the Public Works Act process to reduce land purchase costs.
  - Currently experiencing a housing crises and should not restrict development to the extent requested.
594. Prouse Trust Partnership (Submitter 04/38) outlines concerns that O2NL and Tara-Ika are progressing at different speeds, resulting in issues such as showing O2NL accurately on the Structure Plan and progressing joint stormwater management options. Further submitter Emma, James, and Mathew Prouse and James Griffiths support the Prouse Trust Partnership on this matter.

595. WKNZTA also notes that SH57 is likely to be revoked once O2NL is open but that this work is yet to begin. The submitter requests consideration of how development between SH57 and O2NL occurs to ensure connectivity and integration, given the revocation project is yet to start.
596. *Analysis*
597. The issues raised by submitters are complex. I acknowledge that having a proposed highway passing through an urban growth area has the potential to create adverse effects, particularly as the urban growth area and the proposed highway are to be established under different processes which are proceeding on different time scales. While WKNZTA have identified a preferred corridor for the highway, detailed design (including exact location) is yet to be determined. As such, the exact nature and extent of effects likely to arise from the new highway are unknown.
598. This issue and the planning tools that could address this were discussed extensively during pre-hearing meetings. A range of different options were discussed, ranging from 'down zoning', development staging, overlays and no controls.
599. As a result of these discussions, WKNZTA advised they wished to amend their submission as follows:
- “Waka Kotahi no longer wish to proceed with that part of the Waka Kotahi submission that requested a change in zoning for the indicative O2NL corridor or that looked to restrict development rights within the indicative O2NL corridor. The management of activities within the O2NL corridor will be addressed through the separate designation and approval process for the corridor. It is expected that the Notice of Requirement for the O2NL corridor will be lodged with the councils mid-2022.”*
600. Other aspects of WKNZTA submission, including the request for additional reverse sensitivity provisions in relation to state highways and additional provisions to control signage visible from state highways remain. These aspects are considered elsewhere in this report.
601. Following receipt of the above, one further pre-hearing meeting was held to provide other submitters with the opportunity to ask WKNZTA questions about what this meant and discuss the details of what was now being sought. At this pre-hearing meeting, the following approach was suggested (in line with the amended submission) and agreed to by meeting attendees:
- That the Structure Plan will show the most update version of the O2NL corridor (note this location could be further refined between the time this report was report and the hearing).
  - That the District Plan would include no restrictions on land use as a result of the corridor being shown on the Structure Plan.
  - That a note be included on the Structure Plan that the corridor location is for information purposes only.
  - That the depiction of the O2NL corridor will be removed from the Structure Plan within 5 years (1/7/2026) in the event that Waka Kotahi have not designated this corridor.
602. Further detail on this is included in the pre-hearing meeting report prepared by Andrea Harris (independent pre-hearing facilitator) and provided to the hearing panel. All parties present at the

pre-hearing meeting agreed to this approach, though I note that not all relevant submitters attended this meeting.

603. I agree with submitters that this is an appropriate outcome. Relying on the notice of requirement process to protect and establish the highway and manage the interface effects is the most efficient and effective approach. This is because the notice of requirement application will contain information about the nature and scale of effects and proposed mitigation (this information is not currently available). This will avoid imposing unnecessary restriction in the District Plan.
604. I acknowledge the uncertainty faced by Ms Nijhuis (submitter 04/05) as a result of O2NL and the central east/west arterial road. The east/west arterial road cannot be designed without knowing the detailed design of O2NL (such as whether O2NL will be at grade or below grade). WKNZTA are responsible for designing O2NL. I understand that detailed designs are not yet available. I note that this level of information cannot be required or secured through the plan change process. Consequently, there is uncertainty in the design of the central east/west arterial road. However, this road provides a number of benefits as identified in the integrated traffic assessment, included as Appendix 11 of this report. Additionally, this road helps to connect the Tara-Ika neighbourhood centre to the rest of Tara-Ika and to the established part of Levin. As such, I consider it important to express the future intention of this road, despite the uncertainty over the final design.
605. I acknowledge the comments made by submitters that having O2NL and this plan change proceed on different timeframes and through different process raises complexity and challenges for those involved. However, the timeframes for O2NL moving through the required WKNZTA processes and then the RMA process is outside the scope of this plan change. There is demand for housing within the Horowhenua District now and for this reason, I consider it necessary and appropriate for this plan change to proceed now. The above refinements to the plan change may also alleviate some of these concerns.
606. I acknowledge Submitter 04/34's comments about the likelihood of State Highway 57 being revoked once O2NL is complete and agree that it will be important for Council and WKNZTA to work together on this process. However, this is subject to a separate process and relates to land that it outside of the plan change area. Therefore, I do not consider it necessary or appropriate to make any changes to the plan change in relation to this matter.

607. *Recommended Decision*

608. That submission 04/05.01 be accepted in part.
609. That submission 04/34.02 and 04/34.09 be accepted in part.
610. That submission 04/38.08 be accepted in part.
611. That further submission points are accepted or rejected respectively.

**5.5.2 Potential Severance and Interface Effects**

612. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/04	04/04.02	Simon Austin	Oppose
04/19	04/19.02	Michael Harland	Oppose
04/22	04/22.05	Gill Morgan	Oppose
04/34	04/34.06	WKNZTA	Support in part

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received in this topic.				

613. *Overview of Topic*

614. Several submitters raised concerns about the potential for O2NL to cause interface or severance effects on the plan change area.

615. *Summary of Submissions*

616. Mr Austin (Submitter 04/04) states that the location of the growth area means that O2NL will bisect Levin.

617. Mr Harland (Submitter 04/19) states they oppose the plan change due to the potential impact of O2NL. The submitter state that the location of Tara-Ika means Levin still straddles a State Highway, resulting in effects such as noise, light, and air pollution. The submitter seeks for the plan change to be rejected in its entirety.

618. Ms Morgan (Submitter 04/22) states there is insufficient integration between O2NL and Tara-Ika. The submitter seeks of consultation and consideration of how O2NL and Tara-Ika will integrate with each other.

619. WKNZTA (submitter 04/34) also comments in their submission on potential severance and interface effects between Tara-Ika and O2NL. In particular, the WKNZTA submission disputes that O2NL is creating 'severance' stating that SH57 already severs Tara-Ika from Levin and that the land that is the subject of Plan Change 4 was zoned deferred greenbelt residential (and was therefore expected to have significantly less development than is now proposed) when the O2NL corridor was selected. WKNZTA request that reference to O2NL having the potential to cause severance be removed.

620. WKNZTA also seek for the plan change to include additional mechanisms requiring onsite mitigation of noise and vibration effects. Given the notified plan provisions already contain reverse sensitivity standards in relation to Arapaepae Road/SH57 specifically, I understand that this submission points seeks the introduction of additional provisions that apply to state highways generally in order to 'future proof' the plan for new state highways.

621. WKNZTA states that this will ensure landowners can enjoy their property free from unreasonable interference and nuisance. WKNZTA seek to remain involved in the drafting of amendment of

Objectives, Policies and Rules to ensure appropriate mitigation to manage the effects of this development be to the same standard that WK require themselves to design to on projects, such as O2NL.

622. *Analysis*

623. The s32 report acknowledges the potential for severance effects to occur as a result of both O2NL and existing SH57. The s32 report also outlines why the plan change area was considered appropriate for development, in spite of the potential for O2NL to pass through the area. To summarise, Tara-Ika has been identified as a growth area since 2008 and was identified again in 2018 specifically for ‘upzoning’ to residential (i.e. before the O2NL corridor was identified). It has been subject to an extensive Master Plan process which, as identified by submitters, began in 2018 before the preferred highway corridor was identified in October 2019.
624. As a new, four lane highway O2NL has the potential to result in more significant severance effects than existing SH57, which is likely to become a local road post O2NL. The master plan that informed the structure plan considered the location of the proposed highway in determining the urban form of Tara-Ika by assessing the influence different highway options would have on aspects such as zoning and the location of the commercial centre. Furthermore, the structure plan seeks to address severance effects by identifying multiple walking and cycling connections across the proposed highway. As such, I do not consider any changes in regard to identifying severance as a potential issue.
625. Waka Kotahi’s has a guidance document on managing effects arising from development near state highways, titled: “Guide to the management of effects on noise sensitive land use near to the state highway network<sup>24</sup>” (hereafter referred to as WK Guidance Document). To summarise, this guidance document suggests the use of both buffer areas and effects areas to manage reverse sensitivity effects in relation to state highways. Buffer areas are nearest the road edge (typically they extend about 40m from the road edge) with the effects area extending inwards from this, up to 100m from the road edge. The WK guidance document states that in rural areas, no noise sensitive activities should be built within the buffer area but that in urban areas this is sometimes not practical, with noise sensitive activities able to establish with mitigation. The guidance document states that in the case of new designations, the buffer area can be included in the designation.
626. In both rural and urban areas, mitigation (e.g noise insulation) is recommended for noise sensitive activities in the effects area. The WK guidance includes standard plan provisions that can be included in plans to achieve a suitable level of mitigation. These standard include matters such as internal noise standards that need to be achieved. I assume that these are the standards that WK are seeking to have introduced to the Tara-Ika plan change in relation to state highways generally so as to ‘future proof’ the District Plan for O2NL. I note that these provisions area were already proposed to apply to the SH57 through the Arapaepae Special Treatment Overlay in the notified version of this plan change.

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<sup>24</sup> <https://www.nzta.govt.nz/resources/effects-on-noise-sensitive-land/>



627. While such provisions with general applicability could be introduced to the Tara-Ika plan change, there could be significant difficulty in implementing such provisions at the current time. This is because the alignment and design of the new highway are not yet known. This means that neither the noise levels nor the buffer and effects area can be determined and therefore cannot be overlaid on District Plan maps. Furthermore, introducing provisions at this time has the risk of requiring 'doubling up' of mitigation. The WK guidance document notes that introducing buffer and effects areas to District Plan maps will likely require a plan change. As such, a subsequent plan change would potentially be required to set the effects area, even if provisions were introduced now. As such, I do not consider introducing provisions at the current time to be an efficient or effective means of addressing potential interface effects.
628. The WK guidance document states that for new and altered state highways the onus falls on the Transport Agency to address noise effects, whereas for new and altered noise sensitive activities near state highways the responsibility lies with councils to include appropriate land-use controls in district plans and on landowners/developers to implement them. As such, I consider a combination of O2NL design mitigation and District Plan provisions the appropriate way to managing this issue in the long term. However, I do not consider it appropriate to introduce these provisions to the District Plan at the current time, which is ahead of finalised road design or an NOR application.
629. The WK guidance document states that in the case of significant changes in the state highway network (such as a new highway), the Transport Agency may seek a specific plan change to include buffer and effects maps (page 7<sup>25</sup>). For example, this may occur in parallel with a Notice of Requirement for a new state highway. This appears to be the most appropriate option in this case. This would have the added benefit of being able to apply to the whole O2NL corridor, including future growth areas, rather than only applying to Tara-Ika.
630. O2NL currently has no formal RMA status given it is yet to be subject of any RMA application. I also note the detailed design work has not been completed. Therefore, I do not consider it practical for the plan change to attempt control or manage the integration or potential interface effects to a greater extent than already recommended in the previous section of the report. The NOR process for O2NL is the appropriate process to carefully consider how the highway can integrate into an urban environment. Council are committed to working to WKNZTA to achieve the best possible outcome and WKNZTA have expressed a similar desire. However, if WKNZTA have suggestions on how to manage future interface effects in a manner that responds to the efficiency and effectiveness matters raised above I encourage them to do so in their hearing evidence.
631. In light of the above, I do not consider any further changes necessary.
632. *Recommended Decision*
633. That submission 04/04.02, 04/19.02 and 04/22.05 be rejected.
634. That submission 04/34.06 be accepted in part.

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<sup>25</sup> <https://www.nzta.govt.nz/assets/resources/effects-on-noise-sensitive-land/effects-on-noise-sensitive-land-use.pdf>

## 5.6 Transport Matters

### 5.6.1 Rear Access Lanes

#### 635. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/06	04/06.04	Elizabeth Leighfield	Support in part
04/23	04/23.02	Kevin Daly	Support
04/24	04/24.09	Haddon Preston	Oppose
04/32	04/32.01	Leith Consulting	Oppose
04/33	04/33.13	Truebridge Associates	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS 04/22	04/22.02	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/06	Partially support
FS 04/22	04/22.10	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/32	Partially support
FS 04/91	04/91.01	Haddon Preston	04/06	Partially support

#### 636. Overview of Topic

637. Several submissions and further submissions were received on rear access lanes, the use of which is intended to avoid vehicle crossings onto the strategic cycleway network in the plan change area.

#### 638. Summary of Submissions

639. Elizabeth Leighfield (Submitter 04/06) supports the concept that vehicles should not cross strategic cycleways but opposes the use of rear access lanes due to CPTED (crime prevention through environmental design) concerns. The submitter seeks that advice (e.g. design guidelines) be included as part of the plan change, which would show how rear access lanes should be designed to best give effect to CPTED principles.

640. Truebridge Associates Limited (jointly on behalf of Brendan McDonnell) (Further submitter 04/22) partially supports this submission. The further submitter considers that there is a risk of negative outcomes from poorly maintained rear accesses. The further submitter considers that the provisions should be amended to allow access from either the front or rear of the site, subject to consideration of effects, including a supporting traffic assessment. Haddon Preston (Further submitter 04/91) partially supports the original submission point as well, as they consider there would be adverse traffic effects from prohibiting access onto collector roads. This further submitter

seeks the removal of Rule 15A.6.1.1(a), and instead suggests inserting a policy under 6A.1.1 that encourages access from rear lanes.

- 641. Kevin Daly (Submitter 04/23) supports allowing vehicle crossings onto secondary collector roads.
- 642. Haddon Preston (Submitter 04/24) seeks the removal of the rule requiring vehicle access via rear access lanes for properties fronting strategic cycleways. The submitter also seeks amendments to the associated policy to allow for more flexibility and creative design.
- 643. Truebridge Associates (Further Submitter FS04/22) supports Haddon Preston's submission in full.
- 644. Truebridge Associates (Submitter 04/33) opposes the non-complying activity status for vehicle crossings onto strategic cycleways. The submitter states that there are several cycle and walkways with site access over them elsewhere in the District and that the non-complying activity status will slow or stop development in affected areas. The submitter seeks that the rule be amended to provide for crossings in strategic cycleways as a controlled activity when accompanied by a traffic assessment.
- 645. Leith Consulting (Submitter 04/32) considers that further assessment needs to be undertaken into the feasibility of requiring properties fronting strategic cycleways to be accessed via rear access lanes only. The submitter states that this could deter development or result in a number a resource consents being sought to depart from this standard, which, collectively, could adversely impact on the integrity of the Structure Plan. The submitter also notes there could be other means of achieving a safe cycling environment.
- 646. Truebridge Associates Limited (jointly on behalf of Brendan McDonnell) (Further submitter 04/22) supports the above submission point from Leith Consulting and also seeks that further consideration should be given to vehicle access across state highways.
- 647. *Analysis*
- 648. In response to the submissions from Haddon Preston and Leith Consulting, requiring vehicle access via rear access lanes where lots have frontage onto strategic cycleways is fundamental to creating a safe walking and cycling environment in this particular context and is a key aspect of upholding the principles of the Master Plan. Creating a safe environment for active transport modes was also a key justification for uplifting the zoning on the plan change area and allowing development to proceed. The intention of designing the plan change area to make walking and cycling more attractive was intended to reduce car dependence and will therefore minimise the overall transportation effects of the plan change area on the wider transport environment.
- 649. Truebridge Associates submission seeks that the relevant rule be amended to provide for vehicle crossings onto strategic cycleways as a Controlled activity when accompanied by a traffic assessment. A Controlled activity status is not considered appropriate for this activity, as it does not give Council scope to decline consent if the traffic assessment concludes the access was unsafe or inefficient. As stated above, the purpose of rear access lanes is to avoid vehicle crossings onto strategic cycleways, thereby creating a safe environment for active transport modes. Allowing this activity as a Controlled activity would undermine the integrity and safety of strategic cycleways,

which is a key component of this plan change area. However, I note that the wording of Rule 15A.6.1.1(a) could be clarified by stating that access via side road is also a suitable means of providing access to properties that front a strategic cycleway. This point is identified in Appendix 6.

650. In response to Elizabeth Leighfield's submission, as outlined above, requiring rear access lanes for lots fronting onto strategic cycleways is a key component in the safe and efficient functioning of the transport network in the plan change area. Consideration of CPTED principles is included as a matter of discretion for residential and greenbelt residential subdivisions, new buildings and additions/alterations in the Commercial Zone. As such, I consider these matters have been addressed and do not consider that any further changes are necessary.

651. *Recommended Decisions*

652. That submission 04/06.04 be rejected.

653. That submission 04/23.02 be rejected.

654. That submission 04/24.09 be rejected.

655. That submission 04/32.01 be rejected.

656. That submission 04/33.13 be rejected.

657. That further submissions be accepted or rejected respectively.

## 5.6.2 Cycleways

658. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/09	04/09.02	Phillipa & Pasanka Wickremasinghe	Support in part
04/11	04/11.02	John William Brown & Jeny Doreen Brown	Support in part
04/12	04/12.01	Gwyneth Schibli	Support in part
04/16	04/16.02	Carol & Rob Bloomfield	Support in part
04/22	04/22.03	Gill Morgan	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/70	-	Gwyneth Schibli	04/12	Support

659. *Overview of Topic*

660. Several submissions and further submissions were received on cycleways, mostly relating to their positioning and staging in the plan change area, and their connectivity to the wider cycleway network outside the plan change area.
661. *Summary of Submissions*
662. Phillipa & Pasanka Wickremasinghe (Submitter 04/09) and John William Brown & Jeny Doreen Brown (Submitter 04/11) support the use of strategic cycleways. Both submitters consider that it should be relocated to the collector road, in part because this may enable it to be built earlier.
663. Similarly, Gwyneth Schibli (Submitter 04/12) supports use of cycleways, but seeks that they are constructed in a timely manner and are not reliant on development occurring. This submitter seeks modifications to the cycleway route so that it follows fixed roads (roads that run north-to-south and east-to-west) and seeks to eliminate the 'dog leg' in the cycleway shown near the Waiopahu Reserve. Gwyneth Schibli (Further submitter 04/70) supports their own submission point above. This submitter also considers that the proposed route is too short to be effective and is concerned that the cycleway is reliant on a single landowner to develop. The further submitter seeks that cycleways be relocated to the north, east, and west perimeters of Tara-Ika, to give access to Gladstone Road and cycle trails.
664. Carol & Rob Bloomfield (Submitter 04/16) seeks that roads and cycleways should be relocated to follow ownership boundaries.
665. Gill Morgan (Submitter 04/22) considers that the cycle network is disconnected from the wider cycle network and does not provide sufficient connections into Levin. The submitter seeks improvements in cycle connectivity to Levin.
666. *Analysis*
667. Phillipa & Pasanka Wickremasinghe, John William Brown & Jeny Doreen Brown, and Gwyneth Schibli's submissions seek that the extent of strategic cycleways be limited to arterial roads only. The existing cycleways largely follow the path of arterial and collector roads. The cycleways are an important part of the overall functioning of Tara-Ika as a whole, and their placement has been carefully considered by Council while developing the plan change. Further consideration was given to the cycleways in response to submissions and in the supporting ITA. Accordingly, no further changes to the placement and configuration of cycleways is recommended in this report. These points are therefore accepted in part.
668. Gwyneth Schibli's submission also considers that the timing of cycleway construction should not be dependent on subdivision application timing. As the arterial roads are the primary access points to the plan change area, cycleways will likely be constructed along these arterial routes earlier than cycleways on collector or local roads, for example. However, given the land is privately owned (i.e. it is not owned by Council), Council would not be able to require landowners to construct cycleways ahead of an application for development (for example, Council could not impose rules requiring immediate construction of cycleways in the District Plan Change). However, the detailed designs for road construction (including any potential timing) can be considered as part of future

subdivision consent(s). I also note that constructing cycleways ahead of the arterial and collector roads would be ineffective and inefficient. There would be no need for cycleways until subdivision, when supporting infrastructure (such as the roads) are built and there are people residing in the area to use this new infrastructure. As such, this point is accepted in part.

669. Carol & Rob Bloomfield submission considers that roads and cycleways should be relocated to follow ownership boundaries. This would be a significant change from the notified structure plan, and likely one not anticipated by landowners and submitters to date. As such, I consider there are issues regarding scope and natural justice to be weighed in considering this submission. I also note that the subdivision application process will provide the opportunity to determine the final paths of roads and cycleways. As such, the point is acknowledged, but no changes are recommended at this time as there is scope for refinement at subdivision stage. This submission point is therefore accepted in part.

670. Gill Morgan's submission considers that connectivity to the wider Levin cycleway network should be improved. The cycleway network inside the plan change area has been designed to connect with the wider network insofar as possible. Further improvements outside the plan change area are not within the ambit of this plan change. I therefore consider further changes are not necessary.

671. *Recommended Decisions*

672. That submission 04/09.02 be accepted in part.

673. That submission 04/11.02 be accepted in part.

674. That submission 04/12.01 be accepted in part.

675. That submission 04/16.02 be accepted in part.

676. That submission 04/22.03 be rejected.

677. That further submissions be accepted or rejected respectively.

**5.6.3 Vehicle Network Functioning and Connectivity**

678. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/21	04/21.02	Fire and Emergency New Zealand	Support in part
04/26	04/26.02	Horowhenua District Residents and Ratepayers Association	Unclear
04/26	04/26.09	Horowhenua District Residents and Ratepayers Association	Unclear

04/29	04/29.01	Rangeview Villas Body Corporate	Oppose
04/30	04/30.05	Horizons Regional Council	Support in part
04/30	04/30.06	Horizons Regional Council	Support in part
04/34	04/34.03	Waka Kotahi NZ Transport Agency	Neutral
04/34	04/34.05	Waka Kotahi NZ Transport Agency	Support in part
04/34	04/34.07	Waka Kotahi NZ Transport Agency	Oppose
04/34	04/34.08	Waka Kotahi NZ Transport Agency	Oppose
04/34	04/34.11	Waka Kotahi NZ Transport Agency	Oppose
04/34	04/34.12	Waka Kotahi NZ Transport Agency	Oppose
04/38	04/38.04	Prouse Trust Partnership	Oppose
04/40	04/40.03	Vivienne Gwenyth Bold	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/2 – FS04/21	-	Christine Robyn Bingham Pamela Adams Judith Anne Stafford James Courtley Derek and Dorothy Canvin Janie Margaret Mocrieff Delza Elizabeth Purvis Josephine Dorothy Olsen Diana Mary Murphy Stella Austing Maxine Rutten Margaret June Foote Jacqueline Terrence Heather Lynne Coffey Marion Wiltshire & Brian Wicker Helen Clark Dianna Leigh Smith Robin and Jennifer Benton Grant Christopher Smith Marilyn Norma Morris	04/29	Support



FS04/28 – FS04/31	-	Patrick and Janice Ludlan Martin Charles Howse Patricia O'Hagan Colin and Ann Schrader	04/29	Support
FS04/37 – FS04/68	-	Heather Angela Spicer Edward David Crozier Stafford and Marion Ball Alexander Grey Davies Joan Elizabeth Rose Trevis Jann and Gary Far Bruce and Susan McCarrison Christine Coates Hannelore Karin Louise Herold Errol and Patricia Cooper Margaret Theresia Santarelli Glenyse Ellen Renoylds Norman Pearson Treva Albert Wilson Mrs Rickson Diana Bernadette Buckley Susan Mary McPherson Neville and Jean Sevicke-Jones Janice Fitzgerald Judith Manley John and Peter Moore Andrew and Petronella Anderson Bruce and Julie Curran Helen Inverdale Chambers Graham and Gillian Phelps Luigi Innocente Paroli Raeqyn Joyce Basset Antony John and Pauline Sheppard Bruce David Smith Marion and Patrick Lane Stephanie Vincent Janice Mary Magee	04/29	Support
FS04/25	04/25.4	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.04	Support
FS04/35	04/35.02	Prouse Trust Partnership	04/35.05	Support in part
FS04/73	-	Vivienne Gwentyth Bold	04/40	Support

679. *Overview of Topic*

680. Several submissions and further submissions were received on the vehicle network functioning and connectivity. These submissions largely focus on whether the proposed structure plan has been designed to enable the best outcomes from the internal transport within and outside the plan change area, and the internal network's connectivity with the existing network.
681. *Summary of Submissions*
682. Fire and Emergency New Zealand (Submitter 04/21) supports road carriage widths that are sufficient to allow fire trucks to access properties. No changes are sought.
683. Horowhenua District Residents and Ratepayers Association (Submitter 04/26) raises two questions:
- whether sufficient space has been allocated for carparking around the Commercial zone.
  - whether there is a proposal for a roundabout at the intersection of Arapaepae Road and the termed 'Liverpool Street extension' and, if not, why not?
684. No specific relief is sought on the above two points from Horowhenua District Residents and Ratepayers Association.
685. Rangeview Villas Body Corporate (Submitter 04/29) refers to the proposed future roading connection from Arapaepae Road to Liverpool Street. The submitter considers the connection is not required and opposes the road connection as it will cause disruption, reduce amenity values, and create safety issues for Rangeview Villas residents. The submitter seeks removal of the reference to a Liverpool Street extension in all relevant planning documents.
686. Further submitters FS 04/2 – 04/21, FS 04/28 – FS 04/31, and FS 04/37 – FS 04/68 all support the above submission from Rangeview Villas, and seek removal of the reference to a Liverpool Street extension for the same range of reasons raised by the original submitter.
687. Horizons Regional Council (Submitter 04/30) raises the following two submission points relating to transport:
- a. Supports inclusion of objectives, policies, and rules that seek to achieve connectivity, safety, and transport choice. Specifically, the submitter supports Objective 6A.1, Policy 6A.1.1, and Rule 15A.6.1.1. The submitter supports medium density development in the centre of Tara-Ika as this supports connectivity and active and public transport options. The submitter notes a lack of provision for public transport in the proposed plan provisions. The submitter requests some changes to the wording of the proposed plan change policies and provisions to improve clarity and make specific reference to public transport. Requested additions are shown underlined:

*Objective 6A.4: Achieve a high amenity, connected, walkable environment.*

*Policy 6A.4.2: Enable and encourage a range of housing types and section sizes in Taraika to meet the variety of needs and preferences in our community, while ensuring a high level of residential amenity and connectivity.*

*Rule 15A.8.1.2 Subdivision*

*(a) Matters of Discretion*

*(viii) The provision of any new roads, cycleways, provision of linkages to existing roads, access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, car parking and manoeuvring areas, bus stops and tuning areas, and any necessary easements.*

- b. This submitter also states that consideration should be given to how public and school bus services will enter and exit Tara-Ika from Arapaepae Road and that consideration needs to be given to how safe crossing locations will be provided for pedestrians and cyclists, particularly before and during construction of O2NL.

688. Waka Kotahi NZ Transport Agency (WKNZTA) (Submitter 04/34) raises the following six submission points relating to transport:

- a. Notes that Tara-Ika will increase traffic onto the existing State Highway 57, the associated east/west intersections, and the wider roading network. The increase in traffic may require road upgrades to be undertaken by WKNZTA. WKNZTA seeks further information about potential roading impacts to enable it to undertake upgrade planning.
- b. Seeks several transport-related amenity improvements, including traffic calming measures to reduce traffic speed, reduced speed limits, cycle lanes, placemaking, prioritisation of pedestrians at traffic lights, and improvements to co-ordination between water, transport, and landscape systems.
- c. Notes that the development will accommodate a significant number of people, increasing the amount of traffic needing to cross SH57, but notes this has not been subject to an Integrated Traffic Assessment (ITA). The submitter seeks the preparation of an ITA to assess the traffic effects that will result from the plan change, given the scale of anticipated subdivision and development. The submitter also seeks that the Council responds to the recommendation of the ITA accordingly (for example, consider introducing development thresholds if required).
- d. Seeks that the plan change area be staged to align with the WKNZTA Safe Networks Programme and the O2NL programme. The submitter considers that Council should be able to decline subdivisions where the state highway does not have the capacity for additional vehicle movements.
- e. Raises concerns about the effect that signage on or near the State Highway could have on traffic safety. WKNZTA seeks the inclusion of standards to require developers to comply with WKNZTA signage standards. The submitter also seeks that that digital sign boards visible from the state highway should be a non-complying activity.
- f. Relating to the above submission point on aligning the development stages with the WKNZTA Safe Networks Programme and the O2NL programme, and introducing the ability for Council to decline subdivisions where the state highway does not have the capacity for additional vehicle movements, WKNZTA also seeks that commercial activities adjoining or gaining access from a State Highway should be a non-complying activity.

689. Prouse Trust Partnership (Further submitter 04/34) partially supports WKNZTA's submission point regarding transport-related amenity improvements above. This aligns with the further submitter's own requests for a local road connection north-to-south, as this would better preserve the heritage

value of the Prouse site by making the road adjoining the further submitter's site a local road instead of a connector road as currently indicated in the Structure Plan.

- 690. Prouse Trust Partnership (Submitter 04/38) seeks flexibility in where local roads are provided to allow for better lot yield and development viability.
- 691. Emma Prouse, James Prouse, Matthew Prouse, and James Griffiths (Further Submitters 04/25) support the above submission point to enable the location of local roads to be flexible to enable better use of land.
- 692. Vivienne Gwenyth Bold (Submitter 04/40) opposes unsafe roundabouts that can't be used by trucks. No specific relief is sought. Ms Bold (Further Submitter 04/73) reiterates her support for the points raised in her original submission.
- 693. *Analysis*
- 694. Regarding Horowhenua District Residents and Ratepayers Association's submission points, Council can no longer require on-site car parking for any activity (due to Policy 11 of the NPS-UD 2020). Considering on-road car parking spaces, detailed road design will come at subdivision stage. Adequate provision of on-road car parking will be considered at that stage in line with Council's engineering requirements. Regarding a roundabout at Arapaepae Road and the noted Liverpool Street extension, this is outside the plan change area. The ITA report concludes that is connection is desirable, but is not critical from a traffic perspective. Other mitigation options include a left-in/left-out on the east-west link into Tara-Ika. Considering the above, this option may be investigated after the plan change and once the final design of the O2NL is known. No further changes are recommended at this stage.
- 695. Regarding Rangeview Villas Body Corporate's submission that all references to the Liverpool Street extension be removed, there are no references to the proposed extension in statutory planning documents. The Tara-Ika Master Plan is not a statutory planning document. No changes are needed to the plan change in this respect.
- 696. Horizons Regional Council's submission seeks minor wording changes to Objective 6A.4 , Policy 6A.4.2, and Rule 15A.8.1.2 Subdivision to emphasise transport connectivity and enable bus stop and turning areas in the road reserve. The minor changes to wording suggested by Horizons Regional Council are considered appropriate as the street network has been designed to support the circulation of a public transport (bus) services. Therefore, I recommended that the changes sought by the submitter are accepted.
- 697. Regarding Horizon Regional Council's second submission point, the ITA report states that the indicative road layout allows public transport to be introduced in future, and the increased residential zoning and density recommended as part of the plan change makes public transport a more viable option. No further changes are therefore recommended.
- 698. In response to WKNZTA's submission points:

- An ITA report has been prepared to support the plan change. The ITA will assist WKNZTA with its road improvement planning. In addition, upgrades to the Queen St/SH57 intersection is currently underway.
- Regarding WKNZTA's request for various transport amenity improvements, the exact road design and treatments will be determined at consent stage. Traffic effects will be considered as part of the consent process, as traffic effects are included as a matter of discretion.
- An ITA has been prepared since WKNZTA's submission was lodged. The traffic crossing SH57 has been considered as part of the ITA. As noted earlier, the ITA concludes that this connection to SH57 is desirable, but is not critical. Other mitigation options include a left-in/left-out on the east-west link into Tara-Ika. As this connection is outside the plan change area however, this option may be investigated after the plan change and once the final design of the O2NL is known. No further changes are therefore recommended at this stage.
- WKNZTA considers that the plan change area should be staged to align with its Safe Networks Programme and its O2NL programme. In response, subdivision is already a Restricted Discretionary activity in the plan change area. Traffic effects are included as a matter of discretion, which would allow subdivisions to be assessed on a case-by-case basis. If there are significant traffic effects or conflicts, the activity status provides for the application to be declined. It is also noted however, WKNZTA still has a responsibility to provide a safe and efficient state highway network for users.
- WKNZTA considers that commercial activities adjoining or gaining vehicle access from a state highway should be a Non-complying activity. In response, none of the proposed Commercial Zone fronts onto a state highway. Commercial activities outside the Commercial Zone would trigger a requirement for resource consent. State Highway 57 is a limited access road, this is a matter that would be referred to WKNZTA as part of any consent application to gain access from the State Highway. As such, the existing plan and proposed plan change provisions are considered appropriate to manage this issue.
- WKNZTA seeks that signage near state highways be subject to compliance with WKNZTA's signage standards and seeks that digital billboards visible from state highways be a non-complying activity. Compliance with WKNZTA's signage would sufficiently control any potential adverse effects from signage, including the effects of digital billboards. However, I consider non-complying activity status too onerous for all signage. To allow Council to decline an application or to impose conditions when necessary, a Restricted Discretionary activity status is considered more appropriate where signs breach the relevant standards, with consideration being restricted to the effects of the standard(s) being breached. The WKNZTA submission does not specify which design standards they would like to see introduced to the Plan to manage signage near State Highways. WKNZTA may like to provide this information at the hearing to ensure the most appropriate and up to date standards are introduced.

699. Regarding Prouse Trust Partnership's submission, the roading layout on the Structure Plan is indicative and as such, already allows for a level of flexibility. No amendments are required in response to this point.
700. Regarding Vivienne Gwenyth Bold's submission point, the final road design will be finalised when the application for subdivision is received by Council. The road design will need to be in accordance with Council's engineering standards, which will ensure that vehicles are able to navigate roads

safety. Compliance with the engineering standards will ensure that trucks are able to navigate roundabouts safely. As such, I do not consider that any further changes are necessary.

701. *Recommended Decisions*

702. That submission 04/21.02 be accepted.
703. That submission 04/26.02 be rejected.
704. That submission 04/26.09 be rejected.
705. That submission 04/29.01 be rejected.
706. That submission 04/30.05 be accepted.
707. That submission 04/30.06 be accepted in part.
708. That submission 04/34.03 be rejected.
709. That submission 04/34.05 be rejected.
710. That submission 04/34.07 be rejected.
711. That submission 04/34.08 be rejected.
712. That submission 04/34.11 be accepted in part.
713. That submission 04/34.12 be rejected.
714. That submission 04/38.04 be rejected.
715. That submission 04/40.03 be rejected.
716. That further submissions be accepted or rejected respectively.

## 5.7 Māori, Culture, and Heritage Values

### 5.7.1 Māori, Culture, and Heritage

717. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/24	04/24.02	Haddon Preston	Oppose
04/27	04/27.02	Brendan McDonnell	Support in part
04/33	04/33.03	Truebridge Associates	Support in part
04/35	04/35.01	Muaūpoko Tribal Authority	Neutral

04/35	04/35.02	Muaūpoko Tribal Authority	Neutral
04/35	04/35.03	Muaūpoko Tribal Authority	Neutral
04/35	04/35.05	Muaūpoko Tribal Authority	Neutral
04/35	04/35.07	Muaūpoko Tribal Authority	Neutral
04/38	04/38.01	Prouse Trust Partnership	Support
04/38	04/38.02	Prouse Trust Partnership	Support in part
04/37	04/39.03	Charles Rudd	Oppose
04/40	04/40.05	Vivienne Gwenyth Bold	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/23	FS04/23.04	Horizons Regional Council	04/35.02	Support
FS04/25	FS04/25.01	Emma Prouse, James Prouse, Matthew Prouse, and James Griffiths	04/38.01	Support
FS04/74	FS04/74.02	Prouse Trust Partnership	04/24.02	Support
FS04/78	FS04/78.01	John and Jeny Brown	04/38	Support
FS04/79	FS04/79	John and Jeny Brown	04/27	Support

718. *Overview of Topic*

719. Several submissions and further submissions were received on the topic of Maori, cultural, and heritage values. These submissions generally covered:

- Protection of culturally significant or archaeological sites.
- Protection and enhancement of heritage values.
- Protection and enhancement of cultural values.
- Use of the name “Tara-Ika”.

720. *Summary of Submissions*

721. Haddon Preston (Submitter 04/24) raises that protection of cultural sites (e.g. Maunu Wahine and Waihou Waterhole) is referenced as a key design principle in the Master Plan but notes there is no associated policy or rule in the proposed Plan Change. He seeks to introduce a policy that requires these specific sites to be protected. Truebridge Associates (Further Submitter FS04/22) supports this submission.

722. Prouse Trust Partnership (Further Submitter 04/74) supports the above submission point from Haddon Preston, specifically the submitter’s suggestion to introduce an objective to recognise the protection of cultural sites, which would see Prouse Homestead is protected from inappropriate effects.



723. Muaūpoko Tribal Authority (MTA) (Submitter 04/35) raises the following submission points:
- The submission details the Muaūpoko rohe and MTA's historic association with the land. The submission establishes a clear link between Muaūpoko wellbeing and the wellbeing of the whenua (land), maunga (mountain), lakes, and waterways in the area.
  - The submission details Crown breaches of the Treaty of Waitangi and the effects this had on Muaūpoko people.
  - The Tara-Ika plan change area is located within an area that Muaūpoko have been in for over 1,000 years. It is therefore likely to contain artefacts, sites of archaeological significance, or Tangata koiwi that could be uncovered during construction. MTA seeks that earthworks and other construction be subject to robust cultural monitoring protocols and accidental discovery processes agreed with Muaūpoko.
  - The Tara-Ika project is occurring alongside the O2NL highway project, which is a significant development in the region. The gifting of the name 'Tara-Ika' recognises the significant impact of the development and reiterates the need for the history of the site to be cherished and respected. This includes Muaūpoko stories, ancestors, and MTA's association with the whenua of Tara-Ika being intentionally and consciously recognised through development stages such as design stages and naming public parks and streets. The spiritual pathway from wāhi tapu in the Tararua Range to Taitoko needs to be protected from the built environment to avoid interrupting the connections and view path from the maunga to Punahau (Lake Horowhenua) and onwards to the moana.
  - The submission references the need for appropriate protection of cultural sites and values, native species, and habitats.
724. Muaūpoko Tribal Authority have since prepared a Cultural Impact Assessment (Appendix 13 of this report) which provides further detail and evidence to support the matters raised and changes requested in the submission.
725. Horizons Regional Council (Further Submitters 04/23) support the request from MTA that sites of cultural and historic significance be protected, as this is consistent with One Plan Objective 2-1.
726. Truebridge Associates (04/33) and Brendan McDonnell (04/27) both seek for multiple cultures, including Māori and that of current landowners, to be recognised in street and reserve naming. John and Jeny Brown (Further Submitter 04/79) support this.
727. Prouse Trust Partnership (Submitter 04/38) supports the objectives and policies that seek to enhance cultural, heritage and ecological values. Specifically, the submitter also supports the use of the name Tara-Ika. However, the submitter seeks further protection of heritage values associated with the Prouse Homestead and its surrounds by avoiding and/or minimising the potential adverse effects on the homestead from nearby roading connections and stormwater management areas (e.g. wetlands).
728. Emma Prouse, James Prouse, Matthew Prouse, and James Griffiths (Further Submitters 04/25) supports Prouse Trust Partnership's submission above, noting that the heritage values of Prouse Homestead could be threatened by both O2NL and Tara-Ika developments. They consider the current provisions do not provide sufficient protection for the homestead. They seek further

protection of the archaeological site, the homestead, and its curtilage in recognition of the site's heritage value.

729. John and Jeny Brown (Further Submitter 04/78) also support Prouse Trust Partnership's submission, particularly the original submitter's objective to recognise and protect cultural sites to ensure that the Prouse Homestead is protected.
730. Charles Rudd (Submitter 04/39) opposes the use of the name "Taraika". The submitter does not believe that MTA have the right to gift this name and states that the spelling put forward is incorrect. The submitter seeks that Council engage with the people of Ngai Tara/Muaūpoko tribe. Mr Rudd (Further Submitter 04/69) reiterates his support of his original submission.
731. Vivienne Gwenyth Bold (Submitter (04/40) also opposes the use of the name "Taraika", stating it does not actually recognise Māori heritage. The submitter states that consultation on this was insufficient, as only MTA were consulted. The submitter does not state any specific relief sought. Ms Bold (Further Submitter 04/73) reiterates her support for the points raised in her original submission.
732. *Analysis*
733. In response to Haddon Preston's submission point that seeks to introduce a policy that requires protection of cultural sites, I note that it is for iwi to determine how such sites should be protected. The CIA provided by MTA provides further detail on this and this topic will be assessed further below.
734. In response to the matters raised by Muaūpoko Tribal Authority (MTA):
- With regard to Muaūpoko historic association with the land, a Cultural Impact Assessment (CIA) has been prepared to support the MTA submission. This is included as Appendix 13 of this report and is hereafter referred to as the CIA. Further analysis of this is provided below.
  - Regarding the Crown breaches of the Treaty of Waitangi, no clear relief is sought on this point. As such, the comment is noted but the submission point is recommended to be rejected.
735. The CIA raises the following matters:
736. Partnership Approach
737. The CIA highlights the importance of continuing to build and maintain a partnership relationship between Muaūpoko and Council. This relationship is very important to Council and is currently supported through a range of non-Plan mechanisms, including relationship agreements. While it is very important for the Plan to articulate the need to protect cultural values, partnership and is more effectively built through these non-Plan mechanisms including the way in which Council and Muaūpoko work together.
738. With some revisions in line with the CIA recommendations (evaluated below), I consider that the policy framework of Plan Change 4 speaks to the intent of furthering a partnership relationship with Muaūpoko and providing opportunity for Muaūpoko to exercise katiakitanga (for example,

policies that specifically recognise Muaūpoko history and relationship to the land, policy that seek protect cultural values and sites through identifying sites, making Muaūpoko histories visible and requiring appropriate tikanga to be followed during site works).

739. Culturally Significant Sites

740. Several submitters identified that protection and enhancement of cultural sites is a key principle of both the Master Plan and the PC4 objectives and policies.

741. The CIA identifies a number of culturally significant sites within Tara-Ika and nearby. Further detail is provided in the CIA, the sites within Tara-Ika are summarised below:

- Maunu Wahine (women's place of refuge) near Waiopehu Reserve and Te Awa a Te Tau tributary. The exact size needed for protection has yet to be determined.
- Wai Maire spiritual pathway. Wai Maire was an intermittent stream that flowed along what is now Queen Street East. The waterway was possibly destroyed at the time Queen Street was built.
- Waiopehu Reserve.
- Wai hau. Wai hau was a natural depression and was a renowned source of freshwater within an otherwise waterless area. It was located a little south of Maunu Wahine. Its exact location is unknown and could have been destroyed.
- Queen Street East Bush Remnants (containing culturally significant species including skinks).

742. Ensuring these sites are appropriately protected is important to ensure consistency with the plan provisions, but also to be consistent with Part 2, Section 6(e) of the RMA which identifies the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga as a matter of national importance.

743. In light of the Master Plan principles, plan change objectives and policies, Policy 1(a)(ii) of the NPS-UD (requires urban environments that enable Māori to express their cultural traditions and norms) and the information and evidence presented in submissions and the CIA I consider introducing more specific provisions to protect identified culturally significant sites both appropriate and efficient.

744. The reasons for significance vary (as detailed in the CIA) and therefore appropriate protection mechanisms vary. Refer to the changes in the later section of this evaluation for recommendations.

745. Protection of Cultural Values

746. The CIA identifies that land development has the potential to impact cultural values. In particular, earthworks and construction activities. The CIA recommends that earthworks over 250m<sup>2</sup> require resource consent to enable consideration of the effects on water bodies and cultural values to be considered.

747. Under the Operative Horowhenua District Plan, earthworks do not typically require resource consent (with some exceptions in sensitive landscapes or flood hazard areas). Instead, earthworks have primarily been controlled by the Regional Council's One Plan. The nature of potentially

adverse effects arising from earthworks identified in the CIA (effects on waterbodies and sedimentation) are controlled through the One Plan. Additionally, I consider introducing earthworks rules (that trigger a specific resource consent) likely out of scope of the plan change.

748. Within Tara-Ika I expect most earthworks will be associated with subdivision. The Plan details the management of construction effects, including earthworks, as a relevant matter of discretion for subdivision. To recognise the above issue but within scope of the Plan Change, I recommend adding further detail to the subdivision matters of discretion in respect of earthworks, advising that cut and fill plans and erosion and sediment control plans may be required. Additionally I note that the Plan requires cultural monitoring protocols and accidental discovery processes be followed during construction. I understand that MTA are working on a document to provide guidance on appropriate tikanga during site works. Such a document could be included as a condition of consent through the existing proposed matters of discretion.
749. The CIA requests that waterbodies (Punahau Lake Horowhenua, Te Awa a Te Tau and overland flow pathways within the Horowhenua gravels) be mapped. I note some of these waterbodies are outside of the plan change area. MTA may like to provide information on the exact location in their Hearing evidence to allow this to occur. MTA could present a wider waterbodies map at the Hearing for information purposes, but only the areas within the Plan Change can be marked on maps associated with the plan change.
750. The CIA note that construction near bush remnants or culturally significant sites has the potential to impact cultural values, through increased risk of predation on native species (e.g. pet cats) and damage through human activity.
751. The CIA requests a range of measures to mitigate this effect including:
- Buffer areas around bush remnants.
  - Restriction on cat ownership for properties owners near Waiopēhu Reserve and Queen Street East bush remnants.
  - A pest management strategy.
  - Restrictions on lightspill.
  - Discretion for Muaūpoko to consider the impact of activities on cultural values and sites. Evaluation of this report is provided under ‘role for Muaūpoko’.
752. I note that Tara-Ika is currently largely used for pastoral farming and could have a relatively high degree of residential development occur under the existing ‘Greenbelt Residential’ zoning. As such, existing permitted land uses may stand to cause significant damage to bush remnants and native species (through stock trampling and general farming activity or residential activity). I also note that development of pastoral land into residential lots will not necessarily result in a loss of ecological cover, particularly on larger lots as residential property owners may choose to plant their sections to enhance amenity. In particular I note that planting in the area now known as Pohutukawa Drive dramatically increased as the lots were developed for residential purposes.
753. The most significant bush habitat, being Waiopēhu Reserve, is already expected to have a ‘buffer’ free of residential development as a result of the open space area indicated on the Structure Plan. The zoning plan also requires larger lots in this area, reducing pressure on ecological values.

754. In respect of the Queen Street bush remnants identified in the CIA I note that the westernmost one is a Schedule F Habitat under One Plan and therefore is subject to rules that protect against vegetation clearance. In respect of the easternmost one (largely contained within the Prouse property) I note that consideration was given to protecting this during Plan Variation 1 to the Horowhenua District Plan. I note that at this time the stand of trees were considered highly degraded and consequently not worthy of protection. I understand the proposal to protect this stand of trees was opposed by the landowner. The landowner may like to comment on this, particularly the health and quality of the bush at the Hearing.
755. However, I note that the CIA identifies that both habitats contain culturally significant species. To ensure that Plan policies that seek to ensure cultural values are protected, I consider that it is important to recognise this in some way (such as identification on the structure plan) to ensure this is assessed at the consent stage.
756. Based on currently available information about the Queen Street bush habitats (e.g. their conditions) and the threats they face as a result of permitted activities I am not convinced that buffer area restrictions or restrictions on cat ownership are necessary at the current time. I note that cat ownership restrictions would be difficult to enforce and would not preclude predation of taonga species from feral cats or other predators such as rats.
757. However, I note that matters of discretion for subdivision include consideration of the effects on significant sites, including ecological sites and native habitats. As such, I consider the Plan provides scope for the particular effects of subdivision on particular sites to be assessed at the consent stage (for example, there is scope to require an ecological impact assessment for subdivision in or near the identified habitats) and a bespoke approach to managing these effects determined and implemented by way of consent conditions. However, to ensure this is appropriately considered at consent stage I recommend these habitats be marked on the structure plan.
758. I consider this approach efficient and effective as it allows individual site and activity assessment to occur and site specific approach determined accordingly.
759. In respect of developing a pest management strategy I note that the most significant ecological area, Waiopahu Reserve, is maintained by DOC. As such, any additional pest management requirements are best pursued via this arrangement or other non-plan mechanisms such as education for residents living near the reserve.
760. In respect of lightspill I note that at the District Plan already controls lightspill in residential areas (provision 15.6.14(a)). Based on information currently available, I do not consider there to be sufficient justification for an alternative approach. However, MTA may like to present further information at the Hearing to support this request.
761. Stormwater Management
762. In addition to the matters covered in Section 5.4.3 of this report, I note and evaluate following matters related to stormwater and cultural values.

- The CIA states that stormwater management devices (such as wetlands and basins) need to avoid culturally significant sites. Discharge stormwater to culturally significant sites could have a serious impact on the cultural values of these sites and would undermine objectives and policies that identify the need to protect these sites. As such, I support the statement raised in the CIA and recommend an addition to Policy 6A.3.2 to make this intent clear.
- That stormwater should not affect downstream or ground water effects. The policy framework articulates this intent. I do not consider further changes to provisions necessary, but encourage the submitter to specify any further changes need to protect freshwater.

763. Cultural Referencing and Recognition

764. The intention to recognise Muaūpoko in the design and naming of public parks and streets, and protecting the connections and viewshafts between the Tararua Ranges, Taitoko/Levin, Punahau (Lake Horowhenua) and the sea is already referenced in the plan change policies.

765. The Road Naming Policy is a non-RMA process and is therefore outside the scope of this plan change. However, it is noted that current Council current street naming policy requires engagement on Māori place names. No additional action is needed on this submission point.

766. The CIA details that cultural referencing and recognition should be incorporated into the design of commercial areas. I note this approach would align with Policy 1(a)(ii) of the NPS-UD (requires urban environments that enable Māori to express their cultural traditions and norm. However, further detail on what this would entail in the way of provisions is needed to support this request. The submitter may like to provide this in their hearing evidence.

767. As identified in the CIA, significant opportunities exist to recognise and reference Muaūpoko history and values in the design of public spaces (e.g. reserves). This would align with Plan Change objectives and policies that seek to recognise and protect Muaūpoko history and values as well as with national level documents including the NPS-UD (Policy 1(a)(ii) and the RMA (Section 6(e)). To give effect to this, I recommend the inclusion of a new policy specifying that parks and reserves recognise and celebrate Muaūpoko history and values. Example wording is provided below:

*Require public parks and reserves to recognise and celebrate Muaūpoko history and values through design, naming, and use of planting.*

768. The CIA requests Council and MTA prepare an open space design guide to aid this. I concur that this would be a valuable resource, but would need to be progressed outside of the Plan Change. This could be listed as an 'other matter' in Chapter 6A of the plan change.

769. Use of Names and Terminology

770. The MTA submission details the importance of using historically accurate names. I understand MTA request that Lake Horowhenua be dually referred to by its traditional name 'Punahau' and Lake Horowhenua.

771. The CIA states that within the Tara-Ika plan chapters, that ‘Muaūpoko’ should be specifically reference instead of using more general terms of ‘iwi’ and ‘Māori’. The CIA advises this is because there are no overlapping areas of interest in this location.
772. For the reasons detailed in the CIA I recommend these changes be made.
773. Role for Muaūpoko
774. The CIA requests that discretion should be provided to Muaūpoko to consider the impacts of proposals on their values and significant sites, including the opportunity to be included in design phases and/or be identified as an affected party. It further questions how Muaūpoko can be enabled to fully participate, including project planning and design stages, highlighting that enabling kaitiakitanga is an effective way to minimise impacts on the cultural environment and mana whenua.
775. As the land is privately owned and Council’s primary role is as a regulator, there is limited opportunity for the Plan to facilitate partnership between Council and Muaūpoko at the subdivision design stage. However, there are opportunities for partnership and co-design (including Council, Muaūpoko and developers) on public spaces and communal wetlands, as well as opportunity to provide expert input into effects assessments. This intent is expressed in the revised policy framework. Beyond this, partnership is best pursued through other means, such as continuing relationship agreements and/or other mechanisms (such as project specific memorandum of understanding) to clearly capture intent and ensure this is retained over the long term.
776. The impacts of subdivision on culturally significant sites is a matter of discretion and the recommended policy framework articulates a need to protect cultural values. The Plan could include “consultation with Muaūpoko” as an ‘other matter’ for developers to follow and be cognisant of in the application development phase and for Council to follow when processing applications that have the potential to cause adverse effects on cultural values. When an application is received, Council will need to assess the impacts of the proposal on all relevant matters, including cultural effects. If there is likely to be cultural effects this would likely require consultation with Muaūpoko as an expert (similar approach to what is taken when referring certain applications to HRC for information to help understand the effects). I consider this a procedural matter for Council to consider during the consent processing stage, but note that this is different to being identified as an affected party. It is noted that for complying subdivisions, notification is precluded which means identification of affected parties would not be possible.
777. There may be ‘out of plan’ methods to enable Muaūpoko to be involved in the assessment of a resource consent application, but these would be out of scope of the plan change.
778. I do not consider any changes to provisions necessary although encourage MTA to provide suggestions in their Hearing evidence relating to this matter.
779. In light of the above and to summarise, I recommend the following changes:



- That the Maunu Wahine site be identified on the Structure Plan and zoned ‘open space’. Given the historic use of this site as a place of refuge, safety, and congregation for women and children, this is considered an appropriate means of protection that would align with the historic use of this site. Maunu Wahine has been spatially identified in the CIA, but I understand the landowner has a different view about where precisely this site is located. Both the landowner and MTA may like to speak to this at the Hearing. I note there is an important role for Muaūpoko in the future management of this site (for example, how it could be developed as a reserve space). This approach would align with the plan objectives and policies, as well as national level documents. Protecting this site would deliver significant cultural and environmental benefits by ensuring the site is accessible for future generations and that the histories and values associated with it are protected. There are costs associated with this approach in that the area protected would not be available for housing. However, given the plan objectives and policies and that the relationship of Māori with ancestral lands, sites and waahi tapu is a matter of national importance, I do not consider residential development of this site appropriate. Therefore, the benefits outweigh the costs. I also note that the other zoning changes evaluated and recommended in Section 5.2.2 of this report will increase the lot yield for the impacted property when compared to the notified version of Plan Change.
- As the location of Wai hau is unknown and may have been destroyed it cannot be further protected in this plan change. However, its historic use may be able to be recognised in the design of other public parks and reserves. This point is noted, but beyond inclusion of a policy outlining this intention, it is out of scope of the plan change. I do not recommend any further changes in this respect.
- Wai Maire pathway be identified in the Structure Plan and supported by an addition to Policy 6A.1.6 stating that culturally important views are maintained along Queen Street East. MTA may like to advise whether additional provisions are needed to support this at the Hearing (for example, setbacks as referenced in the CIA). I note that other non-Plan mechanisms such as landscape treatment in the road corridor may be an alternative and effective means to deliver this outcome.
- The following addition to matters of discretion for subdivision in all zones
  - Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control. *This may require cut and fill plans and erosion and sediment control plans to be submitted with applications for subdivision.*

780. This approach has the benefit of making the provision clearer and ensuring applications are supported by appropriate information to ensure potential effects are assessed and controlled.

- Policies amended or added as follows:
  - Policy 6A.1.6 states that culturally important views are maintained along Queen Street East
  - Objective 6A.2 be amended to include reference to ‘cultural values’
  - Objective 6A.3 be amended to state that stormwater management should avoid natural areas and ecosystems that are sensitive to modifications to changes in groundwater and surface water levels and flows.

- Policy 6A.3.2 be amended to state that catchment wide (stormwater) facilities avoid culturally significant sites.
- That a new Policy 6A.6.2 be included as follows:
  - Require public parks and reserves to recognise and celebrate Muaūpoko history and values through design, naming, and use of planting.

781. These changes will ensure that cultural values are appropriately protected, better aligning with the plan change objectives and Part 2 of the RMA.

- The inclusion of the following to the open paragraphs of Chapter 6A (Page 1) and to the Issue Discussion (Page 2):

Muaūpoko have a very strong and enduring relationship with the Tara-Ika area, as it is an area where they have worked, cultivated, hunted and gathered resources for over 1000 years. Tara-Ika sits between areas of high cultural association to Muaūpoko, including Punahau (Lake Horowhenua) and the Tararua Ranges, and is therefore part of important physical, ecological, visual and spiritual pathways. (page 1)

Tara-Ika is anticipated to become high amenity residential development. However, there is also a risk development could adversely affect the environmental quality and cultural values of the area due to effects arising from increased built form, traffic, and demand for infrastructure and services and pressure on eco-systems.

- That Muaūpoko are specifically named throughout Chapter 6A.
- That Lake Horowhenua is also referred to by its traditional name 'Punahau' throughout Chapter 6A.

782. I support the intent of the following matters raised in the MTA submission and Muāupoko CIA, but understand MTA will provide further detail, including provision wording, as to how the plan change can give effect to the CIA at the Hearing:

- Further detail for inclusion in the 'Issue discussion' section of Chapter 6A regarding Muaūpoko history and values associated with the area.
- The introduction of a new objective specifically regarding cultural and traditional relationships Muaūpoko have with Tara-Ika, and the sites of significance, natural features and ecosystems that contribute to those relationships, are protected.
- The introduction of a new policy giving effect to the above objective outline that speaks to protecting Muaūpoko sites of significance, waterbodies, features, and their cultural values and attributes.
- Further details about the way of providing for cultural referencing in the design of commercial areas
- Land size needed to adequately protect Maunu Wahine
- Information regarding the need for buffers and pest management.

783. I support the intent of the following matters raised in the MTA submission and Muāupoko CIA but believe that these matters are best secured through non-District Plan means (such as relationship agreements):

- The importance of enabling Muaūpoko to exercise kaitiakitanga is clearly expressed in the CIA and the intent recognised in the policy framework. However, the process for achieving this to the extent expressed in the CIA should be explored through non-District Plan mechanisms.
- As previously referenced the development of an Open Space Design Guide would support implementation of the proposed policy framework but would need to be secured through an 'out of plan' agreement.
- Again, I encourage MTA to present any means of securing these outcomes within the District Plan for consideration at the hearing.

784. I disagree with the following matters raised in the MTA submission and Muāupoko CIA for the following reasons:

- Lightspill for the reasons already outlined.
- Additional protection for Waiopahu Reserve given it is already protected under the existing DOC and reserve status.

785. In response the submission from Truebridge Associates and Mr McDonnell regarding street and reserve naming, I note that the PC4 policy framework specifically references that both Māori and non-Māori names should be used. Council's road naming policy allows for landowners to submit names to be used within their development. As such, I do not considered any further changes are needed in response to these points beyond those already covered in respect of referring to 'Muaūpoko' as opposed to 'Māori'.

786. In response to the submission from Prouse Trust Partnership, which seeks that the location of roads and stormwater management areas consider the heritage values of the site, these values were taken into account in the development of the Master Plan and as a result, the Structure Plan. I note that the submitter and landowner is not seeking for the property to be listed as a heritage property in the District Plan. This is something they may wish to consider as this would provide greater protection of the heritage values of the homestead and site. No further changes are considered necessary in response to this submission point.

787. In response to Charles Rudd's and Vivienne Gwenyth Bold's submissions on the use of the name "Tara-Ika", Council has undertaken the actions sought by these submitters during the plan change process. I believe Council has followed the correct engagement protocols have been followed during the development of this plan change, including the gifted name Tara-Ika. A comprehensive overview of the pre-consultation undertaken for this plan change is available in the section 32 report. Consultation with iwi (particularly MTA) has been ongoing throughout the plan change process. As a result of further consultation, the spelling has been corrected from "Taraika" to "Tara-Ika" as requested by MTA.

788. During the pre-notification engagement phase, the MTA expressed a desire to name the area. I understand MTA went through an extensive internal process to identify and approve the name Tara-Ika. This name was presented to some of the key landowners who have been involved in the development of the plan for Tara-Ika. These landowners supported the name. This information is simply provided for context, as the name of the plan change area is not a relevant resource

management matter and therefore cannot be altered through the plan change process. I also note that no alternative was suggested by submitters.

789. *Recommended Decision*

790. That submission 04/24.02 be accepted in part.
791. That submission 04/27.02 and 04/33.03 be accepted in part.
792. That submission 04/35.01 be accepted in part.
793. That submission 04/35.02 be accepted in part.
794. That submission 04/35.03 be rejected.
795. That submission 04/35.05 be accepted in part.
796. That submission 04/35.07 be accepted in part.
797. That submission 04/38.01 be accepted in part.
798. That submission 04/38.02 be accepted in part.
799. That submission 04/39.03 be rejected.
800. That submission 04/40.05 be rejected.
801. That further submissions be accepted or rejected respectively.

## 5.8 Natural Environment and Sustainability Matters

### 5.8.1 Natural Environment and Sustainability

802. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/03	04/03.01	James Peter Cameron	Support in part
04/07	04/07.01	Geoff Kane	Support in part
04/21	04/21.03	Fire and Emergency New Zealand	Support in part
04/22	04/22.04	Gill Morgan	Oppose
04/26	04/26.04	Horowhenua District Residents and Ratepayers Association	Unclear
04/30	04/30.07	Horizons Regional Council	Support in part
04/30	04/30.11	Horizons Regional Council	Oppose
04/30	04/30.12	Horizons Regional Council	Support in part

04/35	04/35.02	Muaūpoko Tribal Authority	Neutral
04/35	04/35.04	Muaūpoko Tribal Authority	Neutral

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/23	FS04/23.04	Horizons Regional Council	04/35.02	Support
FS04/23	FS04/23.05	Horizons Regional Council	04/35.04	Support
FS04/71	-	Gwenyth Schibli	04/07	Support and Oppose
FS04/77	-	John and Jeny Brown	04/08	Support
FS04/84	FS04/84.01	John and Jeny Brown	04/07	Support
FS04/86	-	John and Jeny Brown	04/07	Support
FS04/89	-	Gillian Morgan	04/22	Support

803. *Overview of Topic*

804. Several submissions and further submissions were received regarding the natural environment, including submissions on protecting indigenous biodiversity and habitats, protecting productive soils, and managing the effects of natural hazards and climate change.

805. *Summary of Submissions*

806. James Peter Cameron (Submitter 04/03) supports the Tara-Ika plan change, but he further seeks that the plan change includes a requirement for planting native trees to establish native bird and butterfly habitats and pathways.

807. Geoff Kane (Submitter 04/07) supports the Tara-Ika plan change, so long as Land Use Capability (LUC) Class 1 and 2 soils are protected from subdivision. No specific relief is sought.

808. Gwenyth Schibli (Further Submitter 04/71) supports Geoff Kane's submission above and seeks that Class 3 soils be subject to increased density to protect Class 1 and 2 soils. John and Jeny Brown (Further Submitters 77, 84, and 86) also support the above submission point, that there be no subdivision of Class 1 and 2 soils. Mr and Mrs Brown also raise similar issue to Gwenyth Schibli, in that they seek to protect Class 1 and 2 by developing lower class land and consider that Council should maximise the use of lower-class land by encouraging medium- to high-density housing. This point has been evaluated elsewhere in this report (section 5.2.2).

809. Fire and Emergency New Zealand (Submitter 04/21) supports the approach to managing risk from natural hazards in the plan change and seek that these provisions be retain as proposed.

810. Gill Morgan's (Submitter 04/22) submission questions what protection is proposed for Waiopahu Reserve. No clear relief is sought. Ms Morgan (Further Submitter 04/89) reiterates her support for the points raised in her original submission.
811. Horowhenua District Residents and Ratepayers Association (Submitter 04/26) questions what measures are proposed within the proposed plan change to manage effects arising from climate change. The submitter also seeks modelled hydrological changes to the water table across the District and the proposed measures to mitigate risk of damage to infrastructure. No clear relief is sought, other than the information requested.
812. Horizons Regional Council (Submitter 04/30) submission raises the following points:
- There may be a history of flooding in the area, but there is currently no flood data modelling available for the area. The submitter supports the inclusion of Rule 15A.8.3.1(a)(ix) for subdivision, which includes the avoidance and mitigation of natural hazards as a matter of discretion. However, the submitter requests reference to the Horizons Hazards Report 2008 in this rule be deleted for consistency with other provisions within the proposed Chapter 15A.
- There are two areas of threatened habitats in Tara-Ika. One of these is identified as Waiopahu Reserve on Structure Plan 013. However, the other is near to the Open Space area within the Arapaepae Road Special Effects Overlay, but it does not appear to be identified or protected. The submitter notes that land disturbance and vegetation clearance of these areas is a Non-complying activity in the One Plan and as such, seeks that the extent of these areas be appropriately identified in Structure Plan 013.
  - There are several waterways flowing through Tara-Ika that have Domestic Food Production Value under the One Plan. Many activities associated with subdivision (e.g. land disturbance, vegetation clearance) will trigger resource consent under the One Plan where these activities occur in or adjacent to such streams and in or adjacent to threatened habitats. The submitter seeks the inclusion of general wording near the beginning of Chapter 15A advising plan users of One Plan requirements.
813. Muaūpoko Tribal Authority (MTA) (Submitter 04/35) raises the following points:
- There are several sites of historic and cultural significance to Muaūpoko in the plan change area, including Waiopahu Reserve and Maunu Wāhine. Waiopahu Reserve contains native bush and is the habitat of the endangered native carnivorous snail, *Powelliphanta traversi*. Muaūpoko has kaitiaki obligations over these species. MTA seeks appropriate protection of cultural sites, native species, and habitats in the plan change area.
  - Muaūpoko have an obligation to care for, protect, and enhance the natural environment in their rohe. The submission raises concerns about the potential effects of water takes, stormwater discharges, and wastewater disposal on waterways. MTA seeks to ensure protection of native species and habitats and good environmental outcomes for waterways.
814. Horizons Regional Council (Further Submitter 04/23) supports both MTA's submission points above regarding appropriate protection of cultural sites, native species and habitats, and the potential impacts resulting from development on catchment waterways from activities associated with the plan change area. Activities that have the potential to cause adverse effects on these values include

stormwater discharges and contamination on land and waterways. The relief sought is consistent with Objective 2-1: Resource Management of the One Plan:

*“To have regard to the mauri of natural and physical resources to enable hapū and iwi to provide for their social, economic, and cultural wellbeing.*

*“Kaitiakitanga must be given particular regard and the relationship of hapū and iwi with their ancestral lands, water, sites, wāhi tapu, and other taonga (including wāhi tūpuna) must be recognised and provided for through resource management processes.”*

815. *Analysis*

816. In response to James Peter Cameron’s submission regarding native bird and butterfly habitats and pathways, there is no clear evidential reason for adopting this amendment as part of the plan change, as the area is currently pastoral farmland as opposed to significant habitat. Areas of habitat are already being protected through both this plan change at the Horizons One Plan.

817. In response to Geoff Kane’s submission regarding protection of Class 1 and 2 soils, the entire plan change area is located on Class 3 soils with exception of Waiopehu Bush which is vested reserve land and cannot be developed.

818. Regarding Gill Morgan’s submission querying the Waiopehu Reserve protections, Waiopehu is already vested and gazetted as reserve land, which is owned by HDC and managed by the Department of Conservation.

819. In response to the Horowhenua District Residents and Ratepayers Association’s submission enquiring about measures within the proposed plan change that manage effects of climate change, the Structure Plan for Tara-Ika sets out arterial cycleways and community amenities within walkable distances that are designed to reduce residents’ reliance on car transport. The notable indigenous biodiversity area will continue to be protected as part of Waiopehu Reserve. The density proposed will strike a balance between good urban design outcomes and concentrating residential use where it will have less effect on the natural environment (i.e. on Class 3 soil, away from Lake Horowhenua, indigenous habitats are protected). Regarding the Association’s query about measures to mitigate damage to infrastructure, infrastructure within the plan change area will be designed to accommodate the anticipated future density and will link into Levin’s existing infrastructure. The detailed design of infrastructure will be finalised at subdivision stage. Further detail and evaluation on this is provided in Section 5.4.2 of this report. Regarding the Association’s final point in this topic, modelling hydrological changes to the water table across the district is outside the scope of this plan change.

820. In response to the points raised by Horizons Regional Council for this topic:

- Deleting reference to the Horizons Hazards Report 2008 in 15A.8.3.1(a)(xi) is considered appropriate for the reasons set out by the submitter.
- The One Plan provides protections for threatened habitats and it is unnecessary to duplicate rules across multiple plans (i.e. create a situation where the same effect is being assessed under two plans/resource consent process). The Horowhenua District Plan refers applicants to the One Plan, which assists applicants to be aware of their responsibilities and reduces the



risk of regional rules being overlooked. However, this approach could be enhanced by identifying the ecological sites on the structure plan. This would also address the related submission point from MTA evaluated below.

- Including additional general wording near the beginning of Chapter 15A advising plan users of One Plan requirements is considered appropriate for the reasons outlined in the above point.

821. In response to the matters raised by MTA:

- As mentioned earlier, MTA have provided a CIA to support their submission. This report is attached as Appendix 13 of this report. As previously stated, this report identified sites of cultural significance, including those associated with historic use and native species. As previously referenced, I recommend that the most significant cultural site (Maunu Wahine) be protected through identification on the structure plan and through open space zoning. In relation to other sites (for examples, habitats of culturally significant species, as identified in the CIA report) be spatially identified on the Structure Plan as a trigger for specific assessment as subdivision stage, as per the proposed matters of discretion. This reasons for this are as per those already outlined.
- Regarding MTA's concerns about the effects of water takes, wastewater disposal, and stormwater discharges on native species, habitats, and waterways – subdivision in the plan change area requires consent as a Restricted Discretionary activity. Water, wastewater disposal, and stormwater discharges need to be considered as a matter of discretion, and it is considered this provides appropriate protection to these values in line with District Council jurisdiction over such matters. The matters of discretion already direct assessment of effects on significant sites (natural, cultural, and heritage sites) and on indigenous habitats. However, I recommended including the word 'ecological' into this matter of discretion to better articulate the intent.

822. *Recommended Decision*

823. That submission 04/03.01 be rejected.

824. That submission 04/07.01 be rejected.

825. That submission 04/21.03 be accepted in part.

826. That submission 04/22.04 be rejected.

827. That submission 04/26.04 be rejected.

828. That submission 04/30.07 be accepted.

829. That submission 04/30.11 be accepted in part.

830. That submission 04/30.12 be accepted.

831. That submission 04/35.02 be accepted in part.

832. That submission 04/35.04 be accepted in part.

833. That further submissions be accepted or rejected respectively.

## 5.9 Minor Drafting Edits

### 5.9.1 Minor Drafting Edits

834. *Relevant Submissions*

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/17	04/17.01	Ministry of Education	Support in part
04/24	04/24.04	Haddon Preston	Oppose
04/25	04/25.05	Horowhenua District Council	Support in part
04/25	04/25.06	Horowhenua District Council	Support in part
04/25	04/25.07	Horowhenua District Council	Support in part
04/25	04/25.08	Horowhenua District Council	Support in part
04/25	04/25.09	Horowhenua District Council	Support in part
04/25	04/25.10	Horowhenua District Council	Support in part
04/25	04/25.13	Horowhenua District Council	Support in part
04/25	04/25.14	Horowhenua District Council	Support in part
04/25	04/25.15	Horowhenua District Council	Support in part
04/33	04/33.01	Truebridge Associates	Support in part
04/33	04/33.02	Truebridge Associates	Support in part
04/33	04/33.07	Truebridge Associates	Oppose
04/33	04/33.10	Truebridge Associates	Oppose
04/33	04/33.12	Truebridge Associates	Oppose
04/33	04/33.17	Truebridge Associates	Oppose
04/33	04/33.19	Truebridge Associates	Oppose
04/35	04/35.08	Muaūpoko Tribal Authority	Neutral

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
No further submissions received on this topic.				

835. *Overview of Topic and Summary of Submissions*

836. The Ministry of Education (Submitter 04/17) supports the intent of Objective 6A.1 but seeks that the term 'social infrastructure' be amended to include education facilities.

837. Haddon Preston (Submitter 04/24) notes there is an inconsistency in zoning terminology. The planning maps use the term "Low Density Residential" and structure plan uses the term "Low Density Area". The submitter seeks these terms be made consistent. Truebridge Associates (Further Submitter FS04/22) supports this submission.

838. Horowhenua District Council (Submitter 04/25) raises several points on this topic:

- Rule 15A.6.2.1 requiring on-site rainwater tanks could be clarified by stating the tanks are also required to be "designed and installed" in accordance with the requirements of the provision.
- The Section 32 report references a non-notification provision for all complying subdivisions. This provision appears in the Commercial, Open Space, and Greenbelt Residential zones, but not the Residential Zone. This appears to be an error. The submitter seeks the introduction of a non-notification provision for complying residential subdivision.
- Table 15A-3 requires a concept plan for medium density standalone dwellings. However, it appears that this should also apply to attached units. The submitter seeks amendment to Table 15A-3 to include "Medium Density Attached Units: 150m<sup>2</sup>".
- The requirement for "Those matters described in Sections 108 and 220 of the RMA" to be considered as a matter of discretion only applies in some zones. This requirement appears in the remainder of the Horowhenua District Plan. This requirement should be amended to apply to Restricted Discretionary subdivisions in all zones.
- Matters of discretion 15A.8.1.4(a)(i) and (ii) are similar and could be combined.
- Provisions 15A.8.2.2(b)(i) and 15A.8.2.3(b)(ii) should be reworded to be consistent with the requirements of the NPS-UD. It should be clear that car parking is not required (except for disabled parking), but that if on-site car parking is provided, then it should be to the rear of the building(s). The submitter seeks that 15A.8.2.2(b)(i) and 15A.8.2.3(b)(ii) be reworded to clarify that the standard only applies where the applicant chooses to provide carparking.
- It is not clear what activities qualify as a "service-based commercial activity". The submitter seeks inclusion of examples of "service based" commercial activities" in Policy 6A.5.2 for clarity.
- The following changes (additions underlined, deletions ~~struckthrough~~) to 15A.1.2(a) could improve clarity of the provisions:  
*"Commercial Activities (excluding entertainment activities) occupying a ~~maximum~~ floor area of up to 250m<sup>2</sup>, Retail Activities occupying a ~~maximum~~ floor area of up to 250m<sup>2</sup>."*

839. Truebridge Associates (Submitter 04/33) also raises several points on this topic:

- Issue 6A.1: The submitter notes a typo in the second line of the first paragraph and seeks that this be corrected.
- Issue Discussion Paragraph 3: The submitter notes the word "a" is missing from the third line of paragraph three and seeks that this be corrected.
- 15A.1: The submitter states that paragraph 3 of page 1 needs to be amended to refer to 'existing areas' rather than 'existing zones' and seeks that this be amended.

- 15A.4: The submitter states there are no activities listed under the Discretionary Activity heading. Clarification is sought.
- 15A.4.3(b): The submitter states that the wording should be amended to "do not comply", as this appears to be an error.
- 15A.6.3.1(b): The submitter specifies there is a typo in the standard and seeks that this be amended.
- 15A.8.1.1(b)(i): The submitter has identified a typo in the word "designed" and seeks that this be amended.

840. Muaūpoko Tribal Authority (Submitter 04/35) submits that the name 'Taraika' should be spelt 'Tara-Ika' in the plan change documents.

841. *Analysis*

842. I recommend accepting the Ministry of Education's submission point seeking to include education facilities under the definition of 'social infrastructure' in Objective 6A.1. This was the intent of the current wording, so the addition provides clarification.

843. I recommend accepting Haddon Preston's submission point regarding the inconsistent terminology between planning maps, which use the term "Low Density Residential", and the structure plan, which uses "Low Density Area". This edit will improve consistency and reduce confusion.

844. In response to the matters raised by Horowhenua District Council:

- I recommend accepting the submission point that seeks to add wording specifying the requirements for rainwater tanks, as this was the intention of the rule and it will improve clarity. This point is further assessed in Section 5.4.4 of this report.
- I recommend accepting the submission point to introduce a non-notification provision for complying residential subdivision, as this was the intention and was an oversight.
- I recommend accepting the submission point to amend Table 15A-3 to include "Medium Density Attached Units: 150m<sup>2</sup>", as this was the intention and improves clarity.
- I recommend accepting the submission point seeking that "*Those matters described in Sections 108 and 220 of the RMA*" be included as a matter of discretion for Restricted Discretionary subdivisions in all zones, as it is a minor wording change that provides clarity.
- I recommend accepting the submission point suggesting that the matters of discretion under 15A.8.1.4(a)(i) and (ii) be combined, as it is a minor wording change that will improve clarity.
- I recommend accepting the submission point that seeks to reword 15A.8.2.2(b)(i) and 15A.8.2.3(b)(ii) to be consistent with the National Policy Statement on Urban Development by clarifying the standard only applies where the applicant chooses to provide carparking. This will improve the clarity of the provision and ensure that it is read consistently with national-level direction (NPS-UD).
- I recommend rejecting the submission point that seeks to include examples of "service-based" commercial activities" to Policy 6A.5.2 to improve clarity. Listing particular examples may unintentionally and unnecessarily constrain Council's interpretation, especially if a new service-based activity arises in the future that Council requires more control over.

- I recommend accepting the submission point that suggests the following changes (additions underlined, deletions ~~struckthrough~~) to 15A.1.2(a) to improve clarity:  
“Commercial Activities (excluding entertainment activities) occupying a ~~maximum~~ floor area of up to 250m<sup>2</sup>, Retail Activities occupying a ~~maximum~~ floor area of up to 250m<sup>2</sup>.”

845. In response to the submission points from Truebridge Associates:

- Issue 6A.1: I recommend accepting this submission point, as it corrects a minor typo in the second line of the first paragraph.
- Issue Discussion Paragraph 3: I recommend rejecting this submission point, as there does not appear to be an error in the third line of paragraph three.
- 15A.1: I recommend rejecting this submission point that seeks to amend paragraph 3 of page 1 to refer to 'existing areas' rather than 'existing zones', as “zone” is the appropriate term.
- 15A.4: I recommend rejecting this submission point regarding the lack of activities listed under the Discretionary Activity heading, as this is incorrect. Sections 15A.4.1-15A.4.3 set out Discretionary activities.
- 15A.4.3(b): I recommend accepting this submission point that seeks to change the wording to "do not comply", as this will be a correction.
- 15A.6.3.1(b): I recommend accepting this submission point that seeks to correct the typo in this standard.
- 15A.8.1.1(b)(i): I recommend accepting this submission point that seeks to correct the misspelling of the word "designed".

846. I recommend accepting MTA’s submission point that corrects the spelling of 'Taraika' to 'Tara-Ika'.

847. *Recommended Decision*

848. That submission 04/17.01 be accepted.

849. That submission 04/24.04 be accepted.

850. That submission 04/25.05 be accepted.

851. That submission 04/25.06 be accepted.

852. That submission 04/25.07 be accepted.

853. That submission 04/25.08 be accepted.

854. That submission 04/25.09 be accepted.

855. That submission 04/25.10 be accepted.

856. That submission 04/25.13 be rejected.

857. That submission 04/25.14 be rejected.

858. That submission 04/25.15 be accepted.

859. That submission 04/33.01 be accepted.
860. That submission 04/33.02 be rejected.
861. That submission 04/33.07 be rejected.
862. That submission 04/33.10 be rejected.
863. That submission 04/33.12 be accepted.
864. That submission 04/33.17 be accepted.
865. That submission 04/33.19 be accepted.
866. That submission 04/35.08 be accepted.

## 5.10 Non-RMA Matters

### 5.10.1 Miscellaneous Matters

#### 867. Relevant Submissions

Submission Number	Submission Point	Submitter Name	Support/Oppose
04/06	04/06.05	Elisabeth Leighfield	Oppose
04/24	04/24.01	Haddon Preston	Oppose
04/26	04/26.05	Horowhenua District Residents and Ratepayers Association	Unclear
04/26	04/26.07	Horowhenua District Residents and Ratepayers Association	Unclear
04/31	04/31.04	Incite (on behalf of a range of Redwood Grove properties)	Oppose
04/31	04/31.05	Incite (on behalf of a range of Redwood Grove properties)	Neutral
04/33	04/33.06	Truebridge Associates	Oppose
04/35	04/35.06	Muaūpoko Tribal Authority	Neutral
04/38	04/38.11	Prouse Trust Partnership	Neutral
04/39	04/39.04	Charles Rudd	Oppose
04/40	04/40.04	Vivienne Gwenyth Bold	Oppose

Further Submission Number	Further Submission Point	Further Submitter Name	On what Submission	Support/Oppose Submission
FS04/22	FS04/22.03	Truebridge Associates Limited (jointly on behalf of Brendan McDonnell)	04/24	Support
FS 04/25	FS 04/25.11	Emma Prouse, James Prouse, Matthew Prouse, James Griffiths	04/38.11	Support
FS04/69	-	Charles Rudd	04/39	Support
FS04/78	FS 04/78.02	John and Jeny Brown	04/38.11	Support
FS04/78	FS 04/78.03	John and Jeny Brown	04/38.11	Support
FS04/73	-	Vivienne Gwenyth Bold	04/40	Support

868. *Overview of Topic and Summary of Submissions*

869. Elisabeth Leighfield (Submitter 04/06) opposes the generality of activities able to establish in the Commercial Zone and seeks to prohibit liquor stores in Tara-Ika.
870. Haddon Preston (Submitter 04/24) raises that the 'street network' terminology contained within the Master Plan document is inconsistent with that used on the Structure Plan and seeks to address the inconsistency. Truebridge Associates (Further Submitter FS04/22) supports this submission.
871. Horowhenua District Residents and Ratepayers Association (Submitter 04/26) questions whether development contributions will be reintroduced before the Proposed Plan Change is adopted. The submitter also questions whether there are sufficient resources available to build 400 houses a year and, if not, what Council's responsibility on this matter is. No specific relief is sought on either point.
872. Incite (Submitter 04/31) is concerned that the proposed rezoning will have a financial impact on Redwood Grove properties via increasing rates, given Council does not charge financial or development contributions. No specific relief is sought on this point. The submitter also requests that the Plan Change hearing be heard solely by qualified and experienced independent commissioners.
873. Truebridge Associates (Submitter 04/33) seeks that working with developers be included as an 'other method' for addressing issues and objectives for Tara-Ika. The submitter seeks that reference to developers be included under the 'Other' heading on page 10 in Section 6A to give effect to this.
874. Muaūpoko Tribal Authority (Submitter 04/35) notes the opportunity that Tara-Ika presents to create a positive legacy, including new jobs, planting, housing (including affordable housing), and cultural expression. The submitter seeks prioritisation of Muaūpoko members in new jobs, planting to enhance and restore waterways, specific provisions in the Plan Change to require provision of housing for people on low-moderate incomes, and specific steps to connect cultural and spiritual history.



875. Prouse Trust Partnership (Submitter 04/38) is concerned that rezoning the land to residential could make rates unaffordable between rezoning and development occurring and seeks rates relief.
876. Emma Prouse, James Prouse, Matthew Prouse, James Griffiths (Further Submitter 04/25) supports this submission. The submitters consider that changing to residential zoning will make rates unaffordable and will unfairly force subdivision. They seek rates relief for properties not being used for residential activity. John and Jeny Brown (Further Submitters 04/78) also support this submission, specifically the comments about how growth funding is addressed to ensure costs are distributed equitably. They support the assertion that there should be rates relief when zoning changes for rural to residential use, and seek clarification on rates relief and how this could facilitate development.
877. Charles Rudd (Submitter 04/39) states that the plan change has insufficient information about matters such as land ownership, Gladstone Green development business owners and shareholders, and Council conflicts of interest. No clear relief is sought. Mr Rudd (Further Submitter 04/69) reiterates his support of his original submission.
878. Vivienne Gwenyth Bold (Submitter 04/40) opposes ratepayers funding growth and seeks the introduction of development contributions to cover the costs of growth. Ms Bold (Further Submitter 04/73) reiterates her support for the points raised in her original submission.
879. *Analysis*
880. Elizabeth Leighfield's submission seeks to prohibit liquor stores in Tara-Ika. This matter is out of the scope of this plan change and cannot be controlled via an RMA process. Council's liquor licencing function is the appropriate mechanism to control this matter. I therefore recommend rejecting this submission point.
881. Haddon Preston's submission seeks to address the inconsistency of 'street network' terminology between the Master Plan the Structure Plan. The Master Plan is not part of this plan change and this submission is therefore out of scope. There will be an opportunity to update the Master Plan via non-statutory process (e.g. a Council meeting) once the plan change has been finalised (if this is needed). I therefore recommend rejecting this submission point.
882. Horowhenua District Residents and Ratepayers Association's submission questioned whether development contributions will be reintroduced before the Proposed Plan Change is adopted. Introducing development contributions is outside of the scope of the plan change. However, I can advise that Council has reintroduced development contributions in the 2021-2041 Long Term Plan which came into effect on 1st July 2021. The submitter also questioned whether there are sufficient resources available to build 400 houses a year and, if not, what Council's responsibility on this matter is. The National Policy Statement on Urban Development is clear in that it sets out Council obligations to provide for growth, but that it is the market's role to respond to and fulfil demand. Council is not responsible for training or securing builders for construction. I therefore recommend rejecting these submission points.
883. Incite's submission is concerned that the proposed rezoning will have a financial impact on Redwood Grove properties, through an increase in rates, given Council does not charge financial

or development contributions. This request is outside the scope of what can be considered under this plan change. Rates are determined by Council's financing and rating policy developed as part of the Long Term Plan. The submitter also requested the Plan Change hearing be heard solely by qualified and experienced independent commissioners. However, there is no mechanism for submitters to request this. However for information sake, I note that the split is 2:1 (two independents, one councillor). I therefore recommend rejecting these submission points.

884. Truebridge Associates' submission sought that developers be included as a method to deliver on issues and objectives for Tara-Ika. This is inferred by the fact that developers apply for resource consent. In respect of street naming which is also covered by this submission point, I note that this is covered by Council's Street Naming Policy and is out of scope of the matters than can be considered in this Plan Change. I therefore recommend rejecting this submission point.
885. MTA's submission seeks prioritisation for Muaūpoko members for new jobs, planting to enhance and restore waterways, specific provisions in the Plan Change to require provision of housing for people on low-moderate incomes, and specific steps to connect cultural and spiritual history. I accept this point in part. While the request for job prioritisation falls outside the scope of what can be considered under this plan change, planting and affordable housing matters generally can be considered. However, the relief sought on these points is unclear. The submitter may like to provide additional detail on this submission point at the hearing.
886. Prouse Trust Partnership's submission raised concerns about rates affordability and sought rates relief. This submission is outside the scope of the plan change. I therefore recommend rejecting this submission point.
887. Charles Rudd's submission was concerned that the plan change had insufficient information about matters such as land ownership, Gladstone Green development business owners and shareholders, and Council conflicts of interest. As no clear relief is sought and due process has been followed in the development of this Plan Change, I recommend rejecting this submission point.
888. Vivienne Gwenyth Bold's submission sought for development contributions to cover cost of growth. Development contributions have recently been reintroduced as part of Council's recent Long Term Plan. This is a separate process to the plan change and is out of scope. I therefore recommend rejecting this submission point.
889. *Recommended Decision*
890. That submission 04/06.05 be rejected.
891. That submission 04/24.01 be rejected.
892. That submission 04/26.05 be rejected.
893. That submission 04/26.07 be rejected.
894. That submission 04/31.04 be rejected.

- 895. That submission 04/31.05 be rejected.
- 896. That submission 04/33.06 be rejected.
- 897. That submission 04/35.06 be accepted in part.
- 898. That submission 04/38.11 be rejected.
- 899. That submission 04/39.04 be rejected.
- 900. That submission 04/40.04 be rejected.
- 901. That further submissions be accepted or rejected accordingly.

## **5.11 Further Submissions not already assessed**

- 902. Several further submission (or parts of further submissions) were received that were either not 'on' a submission, or supported/opposed an original submission as whole. As such, these further submissions have not been assessed under any of the 'topic' based assessments above. An assessment of these further submissions is provided below.
- 903. ***Further Submission FS0/22.03 – Truebridge Associates***
- 904. This further submission point supports all aspects of the original submission by Mr Preston (04/24) and requests that the relief sought by this original submission be accepted. The relief sought by the original submission has been evaluated throughout this report. The table attached as Appendix 1 is a reference for where in the report each point has been evaluated.
- 905. As such, I recommended this further submission point be accepted and/or rejected accordingly, based on the recommendations made in relation to the original submission points.
- 906. ***Further Submission FS04/73 – Vivienne Gwenyth Bold***
- 907. The further submission by Ms Bold refers to concerns about three waters planning and traffic effects. It is not clear which submission this further submission is 'on', but I note that the matters raised have been assessed throughout this report. This further submission can be accepted/rejected as per the recommendation made on the relevant points in this report.
- 908. ***Further Submission FS04/69 – Charles Rudd***
- 909. The further submission by Mr Rudd refers to concerns about process, three waters planning (in particular stormwater), and concludes by referring to the further submitter's own original submission. These matters have been assessed throughout this report. This further submission can be accepted/rejected as per the recommendation made on the relevant points in this report.
- 910. ***Further Submission FS04/90 – Waka Kotahi***

911. This further submission opposes all aspects of the original submissions outlined below and requests that the relief sought by the original submissions be rejected.

Original Submission Number	Submitter Name
04/33	Truebridge Associates
04/09	Phillipa & Pasanka Wickremasinghe
04/10	Helen Brown & Shane MacPherson
04/11	John & Jeny Brown
04/15	Gwyneth Schibli
04/18	Jennings Family Trust
04/20	Julia Burgess
04/22	Gillian Morgan
04/23	Kevin Daly
04/25	Horowhenua District Council Officer Submission
04/27	Brendan McDonnell
04/24	Haddon Preston

912. The relief sought by the original submissions has been evaluated throughout this report. The table attached as Appendix 1 is a reference for where in the report each point has been evaluated.
913. As such, I recommended this further submission point be accepted and/or rejected accordingly, based on the recommendations made in relation to the original submission points.
914. ***Further Submission FS04/91.10 – Haddon Preston***
915. This further submission point supports all aspects of the original submission by Horowhenua District Council Officers (04/25) and requests that the relief sought by this original submission be accepted. The relief sought by the original submission has been evaluated throughout this report. The table attached as Appendix 1 is a reference for where in the report each point has been evaluated.
916. As such, I recommended this further submission point be accept and/or rejected accordingly, based on the recommendations made in relation to the original submission points.
917. ***Further Submission FS04/91.13 – Haddon Preston***
918. This further submission point supports all aspects of the original submission by Prouse Trust Partnership (04/38) and requests that the relief sought by this original submission be accepted. The relief sought by the original submission has been evaluated throughout this report. The table attached as Appendix 1 is a reference for where in the report each point has been evaluated.
919. As such, I recommended this further submission point be accept and/or rejected accordingly, based on the recommendations made in relation to the original submission points.

## 6 Section 32AA Assessment

920. The below sets out a summary of all changes/amendments to the notified plan provisions recommended as a result of submissions and further submissions, evaluated above. To allow for efficient s32AA assessment these have been grouped where possible.

921. ***Recommended Change 1: Zoning***

Zoning changes as indicated by Figure 3 and Appendix 2 and evaluated in Section 5.2.2 of the s42A evaluation report.

922. ***Recommended Change 2: Structure Plan***

Structure Plan changes as indicated by Figure 3 and Appendix 2 and evaluated in Sections 5.2.1, 5.2.2 and 5.6 of this evaluation report

923. ***Recommended Change 3: O2NL corridor identification and protection***

Recommended approach explained and detailed below and evaluated in Section 5.5.1 of the evaluation report:

- That the Structure Plan will show the most update version of the O2NL corridor (note that this location could be further refined between the time this report was prepared and the hearing).
- That the District Plan would include no restrictions on land use as a result of the corridor being shown on the Structure Plan.
- That a note be included on the Structure Plan that the corridor location is for information purposes only.
- That the depiction of the O2NL corridor will be removed from the Structure Plan within 5 years (1/7/2026) in the event that Waka Kotahi have not designated this corridor.

924. ***Recommended Change 4: Amendments to Objective 6A.1***

Changes recommended below (addition shown in *italics underline*) and evaluated in Sections 5.2.4, 5.2.6 and 5.4.1 of this s42A evaluation report.

***Objective 6A.1***

*To achieve an integrated and connected development that reflects cultural values and local identity, represents good urban design, is supported by a well connected roading network that supports a range of transport modes and has the facilities, social infrastructure, infrastructure, and amenities necessary to contribute to the health, safety, and wellbeing of residents. This includes:*

- *Encourage housing at a range of densities;*
- *Provision for a local-scale commercial centre;*
- *Access to quality public open space;*
- *Safe and efficient walking and cycling options;*
- *Well connected, safe and efficient roading network;*
- *Design that reflects cultural values and local history and identity;*
- *Protection of culturally significant sites;*
- *Environmentally sensitive design;*

- Encouraging subdivision and development design to enable energy efficiency and reduced energy consumption;
- Within the Arapaepae Road Special Treatment Overlay, development that is appropriate for the site in terms of scale, access, and compatibility with surrounding land uses.

925. **Recommended Change 5: New Policy for Arapaepae Road Special Treatment Overlay**

Addition of new policy indicated below and evaluated in Section 5.2.6 of this s42A evaluation report.

**Policy 6A.1.7**

*Provide for a range of land uses within the Arapaepae Road Special Treatment Overlay to allow flexibility to deliver a context specific response that recognises both the unique attributes of the site and the need to appropriately manage adverse effects, including safe and efficient access and avoiding or minimising reverse sensitivity effects.*

926. **Recommended Change 6: Changes to policy relating to education activities**

Changes recommended below (deletions shown in strikethrough) and evaluated in Section 5.2.4 of the s42A evaluation report.

**Policy 6A.6.3**

*Enable education facilities to establish at a scale that supports the needs of the local community, ~~with limits on scale to protect the amenity of the surrounding environment.~~*

927. **Recommended Change 7: Rainwater tanks**

Requirement for rainwater tanks extended to Greenbelt Residential Zone, as evaluated in Section 5.4.4 of the s42A evaluation report.

928. **Recommended Change 8: New policy relating to building height**

Addition of a new policy, as indicated below, and evaluated in Section 5.3.1 of the s42A evaluation report.

**Policy 6A.1.6**

*Encourage additional building height where this would contribute to a well-functioning urban environment (for example, increased housing variety), so long as reasonable privacy of neighbouring dwellings is maintained, and visual dominance and excessive shading beyond the subject site are avoided.*

929. **Recommended Change 9: Conditions and matters of discretion for subdivision**

**Residential Zone**

**15A.1.1.1 Subdivision (Refer to Rule 15A.3.1(a))**

(a) Matters of Discretion

(i) Consistency with Structure Plan 013.

- (ii) For subdivisions within the medium density area, consistency with the Medium Density Residential Development Design Guide.
- (iii) The design, ~~and~~ layout and variety of the subdivision, including the size, shape and position of any lot, as well as the future land use and development of each lot. In addition, connectivity and linkages (both within and beyond the subdivision) energy efficiency and conservation, and access to solar energy.
- ~~(iv) Whether the subdivision contains a variety of lot sizes suitable for the area it is located within.~~
- ~~(v) Whether the subdivision and likely future development will represent good urban design and will result in the level of amenity anticipated for the area.~~
- ~~(vi)~~(iv) Provision of land for publically accessibly open space and recreation that is appropriately located and of a practicable size and shape to support management of stormwater during heavy rain events, in accordance with Structure Plan 013.
- ~~(vii)~~(v) Whether the proposal includes The provision of practicable street plantings.
- ~~(viii)~~(vi) The provision of access, any new roads, cycleways, and provision of linkages to existing roads, ~~access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, parking and manoeuvring areas, and any necessary easements.~~
- ~~(ix) The provision of access to sites, including passing bays, car parking and manoeuvring areas, and any necessary easements.~~
- ~~(x)~~(vii) The management of traffic generated and potential adverse effects on the safety and efficiency of the street network.
- ~~(xi)~~(viii) Minimise use of cul-de-sacs, particularly cul-de-sacs that are long or have poor visibility to or from the street they connect to.
- ~~(xii)~~(ix) Consideration of Crime Prevention through Environmental Design Principles.
- ~~(xiii)~~(x) The provision of servicing, including water supply, wastewater systems, stormwater management and disposal, telecommunications, gas and electricity.
- ~~(xiv)~~(xi) Effects on significant sites and features, including natural/ecological, cultural, archaeological and historical sites.
- ~~(xv)~~(xii) Avoidance or mitigation of natural hazards.
- ~~(xvi)~~(xiii) Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control. This may require cut and fill plans and erosion and sediment control plans to be submitted with applications for subdivision.



~~(xvii)~~(xiv) Whether tikanga and cultural protocols will be following during the construction phase, particularly when undertaking earthworks.

~~(xviii)~~(xv) The staging of development and timing of works.

~~(xix)~~(xvi) Compliance with the Council's Subdivision and Development Principles and Requirements (Version: July 2014).

(xvii) The potential effects of the development on the safe and efficient operation, upgrading, maintenance and replacement of existing lawfully established network utilities.

~~(xx)~~(xviii) Those matters described in Section s108 and 220 of the RMA

(b) Conditions

(i) Minimum Allotment Area and Shape

Each allotment shall comply with the following site area and shape factor standards for each settlement set out in Table 15A-3 below.

Table 6A-1: Standards Applying to Subdivision and Residential Dwelling Units

Residential Zone	Minimum Net Site Area	Maximum Net Site Area/Maximum Density	Minimum Shape Factor	Other Requirements	Road Frontage
Medium Density	Attached Units: 150m <sup>2</sup> *	450m <sup>2</sup> *	7m	Maximum street block length: 200m Must include building siting plan.*	All sites must have road frontage for at least 7m
	Detached Units: 225m <sup>2</sup> *	450m <sup>2</sup> *	10m	Maximum block length: 200m Must include building siting plan.*	
Standard Residential	330m <sup>2</sup>	-	13m	Maximum block length: 200m	
Low Density Residential	1000m <sup>2</sup>	-	18m	N/A	

**Commercial Zone**

**15A.8.2.4 Subdivision (Refer to Rule 15A.3.1(a))**

- (iv) The provision of ~~any access, any~~ new roads, cycleways, footpaths, provision of linkages to existing roads, ~~access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, parking and manoeuvring areas, and any necessary easements.~~
- (x) Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control. This may require cut and fill plans and erosion and sediment control plans to be submitted with applications for subdivision.

**Open Space Zone**

**15A.8.3.1 Subdivision (Refer to Rule 15A.3.1(a))**

- (iv) The provision of ~~any access,~~ new roads, cycleways, footpaths, provision of linkages to existing roads, ~~access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, parking and manoeuvring areas, and any necessary easements.~~
- (x) Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control this may require cut and fill plans and erosion and sediment control plans to be submitted with applications for subdivision.

**Greenbelt Residential Zone**

**15A.8.4.1 Subdivision (Refer to Rule 15A.3.1(a))**

(c) Matters of Discretion

- (iv) Consistency with Structure Plan 013.
- (v) The design and layout of the subdivision, including the size, shape and position of any lot, as well as the future land use and development of each lot. In addition, connectivity and linkages (both within and beyond the subdivision) energy efficiency and conservation, and access to solar energy.
- ~~(vi) Whether the subdivision contains a variety of lot sizes suitable for the area it is located within.~~
- ~~(vii) Whether the subdivision and likely future development will represent good urban design and will result in the level of amenity anticipated for the area.~~
- ~~(viii)~~(vi) Provision of land for publically accessibly open space and recreation that is appropriately located and of a practicable size and shape to support management of stormwater during heavy rain events, in accordance with Structure Plan 013.

~~(ix)~~(vii) Whether the proposal includes ~~The~~ the provision of practicable street plantings.

~~(x)~~(viii) The provision of ~~any~~access, any new roads, cycleways, footpaths, provision of linkages to existing roads, ~~access over or under railway lines, the diversion or alteration of any existing roads, the provision of access, passing bays, parking and manoeuvring areas, and any necessary easements.~~

~~(xi)~~ The provision of access to sites, including passing bays, car parking and manoeuvring areas, and any necessary easements.

~~(xii)~~(ix) The management of traffic generated and potential adverse effects on the safety and efficiency of the street network.

~~(xiii)~~(x) Minimise use of cul-de-sacs, particularly cul-de-sacs that are long or have poor visibility.

~~(xiv)~~(xi) Consideration of Crime Prevention through Environmental Design Principles.

~~(xv)~~(xii) The provision of servicing, including water supply, wastewater systems, stormwater management and disposal, telecommunications, gas and electricity.

~~(xvi)~~(xiii) Effects on significant sites and features, including natural, ecological cultural, archaeological and historical sites.

~~(xvii)~~(xiv) The protection and enhancement of any natural habitat of indigenous species within the subdivision

~~(xviii)~~(xv) Avoidance or mitigation of natural hazards.

~~(xix)~~(xvi) Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control. This may require cut and fill plans and erosion and sediment control plans to be submitted with applications for subdivision.

~~(xx)~~(xvii) Whether tikanga and cultural protocols will be following during the construction phase, particularly when undertaking earthworks.

~~(xxi)~~(xviii) The staging of development and timing of works

~~(xxii)~~(xix) Compliance with the Council's Subdivision and Development Principles and Requirements (Version: July 2014).

~~(xx)~~ The potential effects of the development on the safe and efficient operation, upgrading, maintenance and replacement of existing lawfully established network utilities.

~~(xxiii)~~(xxi) Those matters described in s108 and s220 of the RMA.

930. **Recommended Change 10: Stormwater**

**Objective 6A.3**

Stormwater management in ~~Taraika~~Tara-Ika will be resilient and environmentally sustainable, including:

- Resilient to natural hazards and the likely effects of climate change;
- ~~Incorporating~~ Water ~~s~~Sensitive design~~Design~~;
- Minimise adverse effects from changes in the nature (including quality and quantity) of natural flows on downstream ecosystems.

**Policy 6A.3.1**

Require an integrated approach to managing stormwater from ~~Taraika~~Tara-Ika to ensure the quality and quantity of runoff does not have an adverse effect on Lake Horowhenua, the Koputaroa Stream, or other downstream environments.

**Policy 6A.3.2**

Require stormwater to be retained within the Tara-Ika Growth area for up to a 1 in 100 year annual return interval rainfall event (with allowance for climate change), and treated and managed utilising the best practicable option to mitigate the effects of stormwater by including the following:

- (i) limiting the extent of impervious areas;
- (ii) incorporating on-site treatment and disposal of stormwater into subdivision and development design;
- (+)(iii) provision of catchment-wide facilities like wetlands that are efficient and effective from both a construction and maintenance perspective.

**Policy 6A.3.32**

Recognise te mana o te wai and the significance to~~the~~kaitiaki relationship of iwi of to the ~~Taraika~~Tara-Ika environment and its connection to Lake Horowhenua by working with iwi to protect the mauri of freshwater through~~manage~~managing stormwater quality and quantity.

**15A.8.1 All Zones**

**15A.8.1.1 Conditions for All Restricted Discretionary Activities**

**(i) Stormwater Management Plan**

All applications for restricted discretionary activities must include a stormwater management plan which sets out how stormwater will be managed via both onsite and centralised treatment and soakage facilities (i.e. wetlands and soakage basins) in a manner that ensures stormwater is retained and disposed of within the Tara-Ika Growth Area for up to a 1 in 100 year average recurrence interval (ARI) rainfall event (with allowance for climate change). The Plan shall be consistent with the more stringent of the Horowhenua District Plan Subdivision and Development Principles and Requirements 2014 and NZS 4404:2010 (Land development and subdivision infrastructure) and shall include the following:

- The size, design, location and expected maintenance of stormwater management devices (e.g. rainwater tanks, on-lot soakage, wetlands and soakage basins), including those to be vested with Council.
  - Pre-soakage treatment is required for all runoff from all impervious surfaces excluding roofs and other on-lot impervious areas (patios, shed etc.) but including private driveways and parking areas. The primary method of treatment shall be through centralised end-of-pipe stormwater wetlands that are sized and located to efficiently service the Tara-Ika Growth Area in an integrated manner. Wetlands shall include a high flow bypass into an adjoining/downstream soakage basin for disposal, sized to bypass flows greater than the Water Quality Flow.
  - The stormwater treatment devices (wetlands) shall be sized to accommodate the Water Quality Flow and Water Quality Volume of the contributing catchment, excluding the roof and on-lot impervious areas that are connected to appropriately sized on-lot soakage devices. The contributing catchment includes adjoining development blocks within Tara-Ika and must consider the future developed upstream catchment. The stormwater soakage devices shall be sized to provide full retention and disposal of the 1 in 100 year ARI runoff volume (with allowance for climate change) with no overflows to the downstream environment.
- Overland flow paths for the 100-year ARI rainfall event (with allowance for climate change) and proposed mechanisms for managing these. The reduction of runoff volume and flow from on-lot soakage disposal cannot be considered in the sizing calculations for the 100-year ARI overland flow path, in order to ensure sufficient capacity is available during extreme events.
- Calculations undertaken to prepare the stormwater management plan. These should be carried out in the following manner:
  - The 12-hour nested design storm specified by Wellington Water in “Reference Guide for Design Storm Hydrology” (2019) shall be applied to Tara-Ika stormwater design calculations.
  - Design storms shall be developed with HIRDS v4 rainfall data for the development site using the RCP 8.5 (2081-2100) climate change scenario.
  - The soakage rate for on-lot soakage devices to receive roof runoff from roofs and other impervious areas (excluding driveways) shall be determined by carrying out soakage testing in accordance with Horowhenua District Plan Subdivision and Design Requirements and Principles, with a safety factor of 1.5 applied to the testing results (i.e., divide soakage rate result by 1.5). Evidence of the site-specific soakage testing must be provided, including the suitability of soil layers at the location and depth of the proposed on-lot soakage. In the absence of soakage testing or for the purposes of initial design a soakage rate of 100mm per hour will be applied. Rainwater tank volume shall not be considered in the sizing of on-lot soakage.
  - The Water Quality Volume (WQV) and the Water Quality Flow (WQF) used to size treatment devices shall be calculated using the method specified in Wellington Water’s “Water Sensitive Design for Stormwater: Treatment Device Design Guideline” (2019).

Acceptable design standards for treatment and soakage devices include Wellington Water's "Water Sensitive Design for Stormwater: Treatment Device Design Guideline" (2019), or Auckland Council's "Stormwater Management Devices in the Auckland Region" (2017).

Advice Note: Pre-application meetings with Council are strongly encouraged.

931. **Recommended Change 11: Alignment with Horizon's Regional Council One Plan**

Changes indicated below and evaluated in Section 5.4.1 of the s42a evaluation report.

**Policy 6A.1.5**

*Require subdivision layout to ensure street design enables the safe and efficient movement of people, traffic and public transport, provides a high level of safety and amenity for pedestrians and cyclists, and contributes positively to the public realm.*

**Policy 6A.1.8**

Require subdivision layout that will enable buildings to utilise energy efficiency and conservation measures.

**Objective 6A.4**

*Achieve a high amenity, connected, walkable residential environment with a range of section sizes and housing types, including affordable housing options, in Tara-Ika.*

**Policy 6A.4.2**

*Enable and encourage a range of housing types and section sizes in Tara-Ika to meet the variety of needs and preferences in our community, while ensuring a high level of residential amenity and connectivity.*

**Policy 6A.4.3**

*Use both minimum and maximum density standards to encourage housing variety and to ensure development occurs at a scale and density consistent with the amenity expected for that particular area.*

**Addition to Matters of Discretion for Subdivision in Residential and Greenbelt Residential Zone (15A.8.4.1(a))**

*The design and layout of the subdivision, including the size, shape and position of any lot, as well as the future land use and development of each lot. In addition, connectivity and linkages (both within and beyond the subdivision) energy efficiency and conservation, and access to solar energy.*

*Provision of land for publically accessibly open space and recreation that is appropriately located and of a practicable size and shape to support management of stormwater during heavy rain events in accordance with Structure Plan 013.*

932. **Recommended Change 12: Remove reference to 2008 Horizons hazards report in 15A.8.3.1(a)(xi).**

Outlined and evaluated in Section 5.8.1 of the s42A evaluation report.

933. **Recommended Change 13: Signage fronting a State Highway**

Detailed standards to be provided by WKNZTA at the hearing. Intent of the changes evaluated in Section 5.6.3 of the s42A evaluation report.

934. **Recommended Change 14: Removal of 'inside display window provision'**

Changes indicated by track changes below and evaluated in Section 5.6.3 of the s42A evaluation report.

Table 15A-2: Sign Dimensions

Sign Type	Maximum Dimensions
Building Façade	Maximum area 1.2m <sup>2</sup> .
Verandah Fascia	Must not extend beyond the fascia.
Under Veranda	Must have a least 2.5m clearance above the ground.
Side Wall	Maximum 8m <sup>2</sup> and set back at least 0.5m from corner.
Inside the Display Window	<del>Depth of sign must be no greater than 0.3m and must be either above 2m high or below 0.8m high in relation to ground.</del>

935. **Recommended Change 15: Change to Fencing Rule**

Change indicated by track changes below and evaluated in Section 5.3.2 of the s42A evaluation report.

(d) Other Boundaries

- *The maximum height of a fence or wall sited on the boundary or within 1 metre from the boundary shall not exceed 2 metres.*
- *Fences perpendicular to the road shall taper downwards towards the road boundary. The taper should commence at least 1.5m from the road boundary and the maximum height of the fence where it meets the road boundary shall be 1.2m high if the road is a local road, or 1.5m high if it is an arterial or collector road.*

936. **Recommended Change 16: Changes in Response to Cultural Impact Assessment**

- Identification, protection and open space zoning for Maunu Wahine site.
- Wai Maire pathway identified on structure plan.
- Habitats for culturally significant species identified on structure plan (Queen Street East bush remnants).
- The following addition to matters of discretion for subdivision in all zones
  - Management of construction effects, including traffic movements, hours of operation, noise, earthworks and erosion and sediment control. This may require cut and fill plans and erosion and sediment control plans to be submitted with applications for subdivision.
- Policies amended or added as follows:
  - Policy 6A.1.6 states that culturally important views are maintained along Queen Street East
  - Objective 6A.2 be amended to include reference to 'cultural values'
  - Objective 6A.3 be amended to state that stormwater management should avoid natural areas and ecosystems that are sensitive to modifications to changes in groundwater and surface water levels and flows.



- Policy 6A.3.2 be amended to state that catchment wide (stormwater) facilities avoid culturally significant sites.
- That a new Policy 6A.6.2 be included as follows:
  - Require public parks and reserves to recognise and celebrate Muaūpoko history and values through design, naming, and use of planting.
- The inclusion of the following to the open paragraphs of Chapter 6A (Page 1) and to the Issue Discussion (Page 2):

Muaūpoko have a very strong and enduring relationship with the Tara-Ika area, as it is an area where they have worked, cultivated, hunted and gathered resources for over 1000 years. Tara-Ika sits between areas of high cultural association to Muaūpoko, including Punahau (Lake Horowhenua) and the Tararua Ranges, and is therefore part of important physical, ecological, visual and spiritual pathways. (page 1)

Tara-Ika is anticipated to become high amenity residential development. However, there is also a risk development could adversely affect the environmental quality and cultural values of the area due to effects arising from increased built form, traffic, and demand for infrastructure and services and pressure on eco-systems.

- That Muaūpoko are specifically named throughout Chapter 6A.
- That Lake Horowhenua is also referred to by its traditional name 'Punahau' throughout Chapter 6A.

937. **Recommended Change 17: Minor Drafting Edits**

Changes summarised below and evaluated in Section 5.9.1 of the s42A evaluation report

- Correct typing errors as indicated in the amended plan chapters.
- Changes to wording related to requirements for rainwater tanks.
- Address inconsistency in zoning terminology between planning maps (Low Density Residential) and structure plan (Low Density Area).
- Reword carparking provisions to be clear they only apply in the event developers/applicants choose to provide carparking.
- Make the following additions (shown in underline italics) and deletions (shown in ~~striketrough~~) to 15A.1.2 (a) to improve clarity - Commercial Activities (excluding entertainment activities) occupying a ~~maximum~~ floor area of up to 250m<sup>2</sup>, Retail Activities occupying a ~~maximum~~ floor area of up to 250m<sup>2</sup>.
- Combine matters 15A.8.1.4(i) and 15A.8.1.4(iii) into one.
- Change spelling of "Taraika" to "Tara-Ika" throughout the plan change documents.
- Introduce a non-notification provision for restricted discretionary residential subdivision and correct the rule reference in the non-notification provision for restricted discretionary subdivision in other zones.
- Amend Table 15A-3 Standards Applying to Subdivision and Residential Dwelling Units to include a "\*": reference for Medium Density Attached Units: 150m<sup>2</sup>.
- Include "Those matters described in Sections 108 and 220 of the RMA" as a matter of discretion for restricted discretionary subdivision in all zone.
- Amend Rule 15A.6.2.1 as follows:

No vehicle crossings shall cross a strategic cycleway shown on Structure Plan 013 will be permitted. In such cases, vehicle access to the site shall be via side road or rear access lanes shown on Structure Plan 013

### 6.1.1 Section 32AA Assessment Table

Note: In the case of all change assessed below, the 'other reasonably practicable option' is the 'as notified' version. The assessment of appropriateness, efficiency, effectiveness, costs, and benefits for the 'as notified' option is contained within the original s32 assessment report.

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
Recommended Change 1: Zoning	<ul style="list-style-type: none"> <li>- Enables more flexibility which may lead to improved choice, including better chance of more affordable sections while offering flexibility for larger lots (Objective 6A.4).</li> <li>- Greater opportunity for people and communities to provide for their wellbeing through accessing quality housing (NPS-UD, Part 2).</li> </ul>	<ul style="list-style-type: none"> <li>- Better gives effect to NPS-UD, for the reasons detailed in s42A.</li> <li>- Allows land to be used more efficiently.</li> <li>- Better protects rural land resource.</li> <li>- Allows infrastructure investment to be maximised.</li> <li>- Less restrictive plan rules.</li> <li>- Reduces plan complexity in that there is one less zone.</li> </ul>	<p><i>Environmental</i></p> <ul style="list-style-type: none"> <li>- Greater load on infrastructure, more SW and traffic.</li> <li>- Loss of lifestyle/low density character.</li> </ul> <p><i>Social</i></p> <ul style="list-style-type: none"> <li>- Likely to reduce the number of larger lots available, which some people may prefer.</li> </ul> <p><i>Cultural</i></p> <ul style="list-style-type: none"> <li>- Higher number of houses increase land disturbance and SW run off, if not appropriately managed.</li> </ul>	<p><i>Environmental</i></p> <ul style="list-style-type: none"> <li>- Intensification in identified urban areas reduces pressure on rural land.</li> <li>- More flexibility may contribute better to a well-functioning urban environment.</li> </ul> <p><i>Social</i></p> <ul style="list-style-type: none"> <li>- Better supports community infrastructure (e.g. school).</li> <li>- Increases number of houses available – gives more people opportunity to have a home.</li> </ul>

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
			<i>Economic</i> <ul style="list-style-type: none"> <li>- Potentially higher infrastructure costs.</li> </ul>	<i>Cultural</i> <ul style="list-style-type: none"> <li>- None</li> </ul> <i>Economic</i> <ul style="list-style-type: none"> <li>- Makes commercial centre more viable.</li> <li>- Increase supply of housing (may improve affordability).</li> </ul>
Recommended Change 2: Structure Plan	<ul style="list-style-type: none"> <li>- Changes to Structure Plan align with zoning changes and protect cultural sites and and therefore achieve objective 6A.4.</li> </ul>	Efficient and effective for Structure Plan to be amended to reflect other changes, given this is the primary vehicle for achieving the layout anticipated for Tara-Ika.	<i>Environmental</i> <ul style="list-style-type: none"> <li>- Impact of zoning changes (assessed above).</li> </ul> <i>Social.</i> <ul style="list-style-type: none"> <li>- None</li> </ul> <i>Cultural</i> <ul style="list-style-type: none"> <li>- Better protection of cultural sites.</li> </ul> <i>Economic</i> <ul style="list-style-type: none"> <li>- Increased open space increases costs.</li> </ul>	<i>Environmental</i> <ul style="list-style-type: none"> <li>- More open space.</li> </ul> <i>Social</i> <ul style="list-style-type: none"> <li>- None</li> </ul> <i>Cultural</i> <ul style="list-style-type: none"> <li>- None</li> </ul> <i>Economic</i> <ul style="list-style-type: none"> <li>- Costs associated with additional public open space.</li> </ul>
Recommended Change 3: O2NL Corridor Identification and Protection	Recognises strategic importance of O2NL and that this project is expected to deliver wellbeing benefits, but without	This approach is considered efficient and effective as it ensures people are aware of the proposed highway, but without restricting	<i>Environmental, Social, Cultural, and Economic</i>	<i>Environmental, Social, Cultural, and Economic</i>

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
	restricting development ahead of the Notice of Requirement.	development/doubling up on restrictions that will be introduced by the highway NOR.	- None, given there are no restrictions associated with this.	- None, given there are no restrictions associated with this.
Recommended Change 4: Amendments to Objective 6A.1	<p>Makes link to social infrastructure clearer. This closely relates to wellbeing.</p> <p>Energy efficiency linked to current and future environmental and economic wellbeing.</p> <p>Arapaepae Road Special Treatment Overlay seeks to avoid, remedy or mitigate adverse effects on environment (e.g. reverse sensitivity).</p>	Improves clarity Provides better links to other provisions (e.g. policies/matters of discretion) and therefore makes them more efficient effective.	<p><i>Environmental, Social and Cultural</i></p> <ul style="list-style-type: none"> <li>- None, purpose is to make objective clearer.</li> </ul> <p><i>Economic</i></p> <ul style="list-style-type: none"> <li>- Consideration of energy efficiency require, may increase application costs.</li> </ul>	<p><i>Environmental</i></p> <ul style="list-style-type: none"> <li>- Explicit requirement to consider energy efficiency may improve outcomes.</li> </ul> <p><i>Social, Cultural and Economic</i></p> <ul style="list-style-type: none"> <li>- None, primary purpose is to make objective clearer.</li> </ul>
Recommended Change 5: New Policy for Arapaepae Road Special Treatment Overlay	Aligns with Objective 6A.1 in that it seeks to achieve high amenity urban environment.	Provides policy direction to support rule that was notified. Efficient and effective for policies and rules to be aligned. This was a drafting error.	As this policy is to support existing rule, costs are the same as in the original s32 report.	As this policy is to support existing rule, benefits are the same as in the original s32 report.

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
		<p>The Araepaepae Road special treatment overlay seeks to respond to the unique constraints for the land located between State Highway 57 (Arapaepae Road) and the proposed O2NL corridor. There is some uncertainty about the future of State Highway 57; once O2NL is completed, the State Highway status will likely be revoked and the state highway status removed.</p>		
<p>Recommended Change 6: Changes to policy relating to education activities</p>	<p>More clearly enables variety of land uses needed to support a well-functioning urban environment</p>	<p>Removing reference to limits on scale within policy is efficient and effective, given the plan provisions do not contain any such limits.</p> <p>Ministry of Education facilities are likely to establish through the notice of requirement process. Any non-ministry activities (e.g. early childhood) can establish in open space zone</p>	<p>As this is a minor wording change and does not change the intent, costs are the same as in the original s32 report.</p>	<p>As this is a minor wording change and does not change the intent, costs are the same as in the original s32 report.</p>

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
		as a Restricted Discretionary Activity (as a community activity), which has appropriate Matters of Discretion to manage effects		
Recommended Change 7: Rainwater Tanks	Extending requirement to Greenbelt Residential (instead of just residential) extends the benefits to managing stormwater and reducing demand for water.	The expectations for each lot are clear and easily enforceable and built on the premise that each individual lot should take small steps to deliver a collective benefit.	<p><i>Environmental &amp; Social</i></p> <ul style="list-style-type: none"> <li>- Environmental costs associated with the visual appearance of rainwater tanks, especially on small sites. Cost of maintaining tanks, particular where shared arrangements are used.</li> </ul> <p><i>Economic</i></p> <ul style="list-style-type: none"> <li>- Costs associated with the tank when compared with the rest of the residential environment.</li> </ul> <p><i>Cultural</i></p> <ul style="list-style-type: none"> <li>- There is unlikely to be any cultural cost</li> </ul>	<p><i>Environmental &amp; Social</i></p> <ul style="list-style-type: none"> <li>- Improved stormwater management. Although the individual lot improvement may be marginal there will be a cumulative benefit resulting from the reuse of water and reduction in discharge to ground via soakpit.</li> <li>- Reduces reliance on mains water supply.</li> </ul> <p><i>Cultural</i></p> <ul style="list-style-type: none"> <li>- Cultural benefits associated with improved environmental outcomes</li> </ul>



Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
			associated with this provision.	<p>associated with less stormwater being discharged to ground via soak put.</p> <p><i>Economic</i></p> <ul style="list-style-type: none"> <li>- As tanks would be required at building consent stage (as opposed to subdivision stage), that costs of subdividing are reduced, with these costs to be met only when the house is constructed.</li> </ul>
Recommended Change 8: New Policy relating to building heights	This policy aligns with direct from the NPS-UD to enable increased building heights. This is linked to improve housing affordability, choice, and variety which is closely linked with economic and social wellbeing.	Inclusion of a policy to guide assessment of resource consents that do not meet the maximum building height standard is considered an efficient and effective means of managing this issue as it identifies the outcomes sought, therefore offering	As this policy is to support existing rule, costs are the same as in the original s32 report.	As this policy is to support existing rule, benefits are the same as in the original s32 report.

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
		protection, while still providing flexibility.		
Recommended Change 9: Conditions and matters of discretion for subdivision	The changes largely seek to reduce duplication and improve consistency between zones. As such, the remaining provisions are more focused and are aligned with plan change objectives for the same reasons as detailed in the original s32a report.	Reducing Plan complexity while retaining the same intent is considered efficient and effective. The s42A evaluates this in more detail.	As recommended changes to matters of discretion for subdivision are to reduce duplication and improve clarity and consistency between zones, the costs are similar to those detailed in the original s32 report.	As recommended changes to matters of discretion for subdivision are to reduce duplication and improve clarity and consistency between zones, the benefits are similar to those detailed in the original s32 report.  A small economic benefit is expected in that consent processing costs will be slightly reduced.
Recommended Change 10: Stormwater	As indicated in the stormwater report included as Appendix 9 of this report, the proposed approach of using communal stormwater facilities to support onsite management of stormwater delivers a range of environmental benefits. This upholds key objectives and policies of the plan change which seek to avoid adverse	Efficient and effective as it allows basins and wetlands to be designed, sized, and located based on the nature and scale of the activity. This also allows for dual purpose facilities (e.g. reserve space and stormwater attenuation).  Approach provides flexibility.	<i>Environmental, Social, and Cultural</i>  - The social, economic, cultural and environmental costs of development have already been considered in the s32 report. Therefore, the costs be considered here	<i>Environmental</i>  - Better environmental outcomes associated with fewer but larger facilities being more effective and allowing a greater level of design (e.g. landscaping and planting).

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
	<p>effects on groundwater, Lake Horowhenua, and downstream environments.</p> <p>This helps to protect environmental resources for future generations and recognises the significance of water and environmental outcomes to Māori.</p>		<p>are those associated with requiring a stormwater management plan that meets the requirements of the Plan, including that communal facilities are to be used. As this will deliver environmental, social, and cultural benefits when compared to the status quo approach (as evidence in the technical report and evaluated earlier in this report), I do not consider there to be any costs associated with these matters.</p> <p><i>Economic</i></p> <ul style="list-style-type: none"> <li>- Potential for higher compliance costs for some landowners.</li> </ul>	<p><i>Social</i></p> <ul style="list-style-type: none"> <li>- Provides opportunity for community to connect with the environment and experience low impact stormwater systems.</li> </ul> <p><i>Economic</i></p> <ul style="list-style-type: none"> <li>- Reduced economic costs in that fewer, larger facilities are easier to maintain.</li> </ul> <p><i>Cultural</i></p> <ul style="list-style-type: none"> <li>- Cultural benefits in that a quality stormwater system will protect ground water and Lake Horowhenua.</li> </ul>

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
Recommended Change 11: Alignment with Horizons Regional Council One Plan	<p>Some of the changes recommended to improve alignment with the Horizon Regional Council are minor wording changes that more clearly articulate the original intention (e.g. addition of words such as 'connected' and 'public transport'). These changes do not change the intent of provisions assessed in the original s32 report. As such, the primary benefit of these changes is a clearer, more effective District Plan. No further assessment is considered necessary.</p> <p>The most significant change to improve alignment with the One Plan is the introduction of both a policy and a matter of discretion of subdivision requiring energy efficiency to be considered during subdivision and development design.</p>	The efficiency and effectiveness of this recommended change has been evaluated in the s42A report.	As per 'recommended change 4'.	As per 'recommended change 4'.

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
	This change directly seeks to achieve the recommended amendment to Objective 6A.1 which have been assessed under 'recommended change 4' above.			
Recommended Change 12: Remove reference to 2008 Horizons hazard report	This report is out of date. Natural hazard risk is a matter of discretion for subdivision and is matter contained within the RMA. As such, it is efficient and effective to remove this reference. Doing so does change how the provisions achieve the plan change objectives.		As the 2008 Horizons hazard report is out of date, and the RMA already requires an assessment of natural hazard risk when determining subdivision consents, there are no costs associated with removing this provision.	There is a small economic benefit in that consent processing costs will be reduced. There are no other relevant benefits.
Recommended Change 13: Signage fronting a State Highway	Requiring signage fronting a State Highway to comply with WKNZTA's signage standards will minimise the risk of driver distraction and improve transport safety in the plan change area.	This change will increase the effectiveness of the plan change in delivering transportation safety objectives and policies in the rest of the District Plan.	<i>Environmental, Social, Cultural, Economic</i> <ul style="list-style-type: none"> <li>- Additional matter for developers to consider and potentially seek consent for.</li> <li>- Costs to Council associated with</li> </ul>	<i>Environmental, Social, Cultural, Economic</i> <ul style="list-style-type: none"> <li>- Improved traffic safety.</li> <li>- Less intrusive signage resulting in positive visual effects.</li> </ul>

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
			processing any potential consent(s).	
Recommended Change 14: Removal of inside display window sign provision	Removing this requirement is considered to have a relatively minor impact in that it would have only applied in limited circumstances and that any 'poor quality' window signs can be easily removed or modified. As such, removing this provision will not be contrary to Plan objectives that seek to achieve an attractive urban environment.	The efficiency and effectiveness of removing this provision has been assessed in the s42A evaluation report.	<i>Environmental</i> <ul style="list-style-type: none"> <li>- Potential for very large, dominating signs within shop display windows. However, these are easily removable.</li> </ul> <i>Social, Cultural, Economic</i> <ul style="list-style-type: none"> <li>- None, as change is minor and reduces compliance costs.</li> </ul>	<i>Environmental, Social, Cultural</i> <ul style="list-style-type: none"> <li>- None, as change is minor.</li> </ul> <i>Economic</i> <ul style="list-style-type: none"> <li>- Slightly reduced Plan complexity and compliance costs.</li> </ul>
Recommended Change 15: Change to Fencing Rule	Corrects a specific drafting error, as such achieves the plan change objectives for the same reasons as originally assessed in the s32 report.	Addressing a drafting error will make the plan provisions more efficient and effective.	Nil	Nil
Recommended Change 16: Changes in Response to Cultural Impact Assessment	More clearly articulates the need to protect cultural values and culturally significant sites. This aligns with the intent of the notified objectives and	I consider the recommended approach efficient and effective, as it provides most direction where there is the most certainty about the values	<i>Environmental, Social and Cultural</i> <ul style="list-style-type: none"> <li>- There are minimal environmental, social, and cultural</li> </ul>	<i>Cultural</i> <ul style="list-style-type: none"> <li>- Provides better protection of culturally important sites and cultural values.</li> </ul>

Recommended Change/Amendment	How recommended change is the most appropriate way of achieving the purpose of the Act/plan change objectives	Efficiency/Effectiveness	Costs	Benefits
	policies, as well as the NPS-UD and Part 2 of the RMA.	that need protecting and the outcomes sought (for example Maunu Wahine site), with more flexibility to apply a bespoke approach where there is less certainty (for example, through matters of discretion for subdivision).	<p>costs associated with this changes.</p> <p><i>Economic</i></p> <ul style="list-style-type: none"> <li>- May increase the costs of consenting (due to additional assessment or need for expert reports)</li> <li>- May reduce the amount of 'developable' land.</li> </ul>	<p><i>Environmental</i></p> <ul style="list-style-type: none"> <li>- Given the knowledge Muaūpoko have of this environment and their katiaki relationship with the area, enhancing protection of cultural values and sites will deliver a range of environmental benefits including protection of ecology, habitats and waterbodies.</li> </ul> <p><i>Social and Economic</i></p> <ul style="list-style-type: none"> <li>- Nil</li> </ul>
Recommended Change 17: Minor drafting edits	The minor drafting edits are for the purposes of correcting typing and grammar errors or more clearly articulating the outcomes sought. These changes do not change the intent of provisions assessed in the original s32 report. As such, the primary benefit of these changes is a clearer, more effective District Plan. No further assessment is considered necessary.			



## 7 Conclusion

938. Plan Change 4 seeks to rezone a 420ha piece of land located immediately east of Levin and bordered by State Highway 57 (Arapaepae Road), Queen Street East, Gladstone Road and Tararua Road.
939. In summary, the plan change proposes the following:
- Removal of Structure Plan 13 from the District Plan.
  - Introduce a new 'Tara-Ika Multi-Zone Precinct' Chapter to the District Plan with a supporting structure plan (013) and associated objectives, policies, and rules
  - Rezone land within the Tara-Ika Master Plan Area from Greenbelt Residential Deferred to Greenbelt Residential, Low Density Residential, Standard Residential, Medium Density Residential, Commercial and Open Space.
  - Introduce new area specific subdivision rules;
  - Introduce some new bulk and location rules relevant to the area;
  - Introduce new rules relating to commercial activities in the area.
940. A number of submissions and further submissions were received on the plan change. In light of these submissions and the evaluation and assessment undertaken throughout this report, a number of changes to the plan provisions (including zone maps and structure plan) are recommended. These are summarised below:
- Recommended Change 1: Zoning
  - Recommended Change 2: Structure Plan
  - Recommended Change 3: O2NL corridor identification and protection
  - Recommended Change 4: Amendments to Objective 6A.1
  - Recommended Change 5: New Policy for Arapaepae Road Special Treatment Overlay
  - Recommended Change 6: Changes to policy relating to education activities
  - Recommended Change 7: Rainwater tanks
  - Recommended Change 8: New policy relating to building height
  - Recommended Change 9: Conditions and matters of discretion for subdivision
  - Recommended Change 10: Stormwater
  - Recommended Change 11: Alignment with Horizon's Regional Council One Plan
  - Recommended Change 12: Remove reference to 2008 Horizons hazards report in 15A.8.3.1(a)(xi).
  - Recommended Change 13: Signage fronting a State Highway
  - Recommended Change 14: Removal of 'inside display window provision'
  - Recommended Change 15: Change to Fencing Rule
  - Recommended Change 16: Changes in Response to Cultural Impact Assessment
  - Recommended Change 17: Minor Drafting Edits
941. Overall, it is recommended that the Panel approve Proposed PC4, subject to the amendments put forward in this report.

***Appendix 1: Table of Submission and Further Submission Points with Recommended Decisions and s42A report references.***

***Appendix 2: Proposed Plan Chapters (Chapter 6A Objectives and Policies: Tara-Ika Multi-Zone Precinct and Chapter 15A Rules: Tara-Ika Multi-Zone Precinct), with recommended changes annotated***

***Appendix 3: Structure Plan 013 and Zoning Maps showing recommended changes***

***Appendix 4: Commercial Centres Assessment***

***Appendix 5: Statement of Evidence - Urban Design***

***Appendix 6: Statement of Evidence - Landscape***

***Appendix 7: Water and Waste Water Capacity Assessment***

***Appendix 8: Statement of Evidence - Water and Waste Water***

***Appendix 9: Stormwater Technical Memorandum***

***Appendix 10: Statement of Evidence – Stormwater***

***Appendix 11: Integrated Traffic Assessment Report***

***Appendix 12: Statement of Evidence – Traffic***

***Appendix 13: Cultural Impact Assessment***

***Appendix 14: Map Showing Location of Submitters who own land within Tara-Ika***