

# Horowhenua District Plan Change

## Section 32 Report

### Proposed Plan Change 4

*Taraika Growth Area*

October 2020

## Table of Contents

<b>1</b>	<b>Executive Summary .....</b>	<b>3</b>
<b>2</b>	<b>Introduction and Problem Definition .....</b>	<b>3</b>
2.1	Growth in Horowhenua .....	3
2.2	Ōtaki to North of Levin (O2NL).....	4
2.3	History of Taraika/Gladstone Green as Growth Area .....	5
<b>3</b>	<b>Regulatory and Policy Context .....</b>	<b>5</b>
3.1	Legislative and National Policy Context .....	6
3.2	Regional Policy Context .....	10
3.3	Local Policies, Plans and Strategies .....	12
3.4	Taraika Context .....	15
3.5	Resource Management Issues and Desired Outcomes .....	18
3.6	Supporting Information.....	20
<b>4</b>	<b>Consultation .....</b>	<b>21</b>
4.1	Consultation.....	21
<b>5</b>	<b>Proposed Plan Change 4.....</b>	<b>24</b>
5.1	Scope of proposed amendments to the District Plan.....	24
<b>6</b>	<b>Evaluation.....</b>	<b>27</b>
6.1	Scale and Significance of the proposed Plan Change.....	27
6.2	Quantification of Benefits and Costs .....	28
6.3	Proposed Plan Change Approach – Option Analysis .....	29
6.4	Whether the stated objectives are the most appropriate way to achieve the purpose of the RMA.....	35
6.5	Evaluation of appropriateness of provisions in achieving objectives.....	47
<b>7</b>	<b>Risk of Acting or Not Acting .....</b>	<b>74</b>
<b>8</b>	<b>Conclusion .....</b>	<b>84</b>

# 1 Executive Summary

Since 2013, the Horowhenua District has been experiencing rapid population growth which 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. Included in this Strategy was growth area Levin South 6 (LS6), the area now known as 'Taraika' and the subject of this Plan Change.

The Taraika Development 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).

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. From here forward, the area will be referred to as Taraika.

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.

# 2 Introduction and Problem Definition

This report contains the section 32 evaluation of Proposed Plan Change 4 (PC4 or plan change) that seeks to provide for future greenfield development in Taraika.

## 2.1 Growth in Horowhenua

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>1,2</sup>.

Early in June 2020, Sense Partners were commissioned to provide updated population projections for the District. Due to this work being completed post COVID-19 lockdown level 4 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 95<sup>th</sup> 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. Refer to Appendix 10 of this report for the full Sense Partners Growth Projections report.

*Table 1: Additional Dwellings Required Per Year to Support LTP 2021-2041 Population Assumptions*

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
---	---	---

<sup>1</sup> <https://www.stats.govt.nz/information-releases/national-population-estimates-at-31-march-2020-infoshare-tables>

<sup>2</sup> <https://www.stats.govt.nz/tools/2018-census-place-summaries/manawatu-whanganui-region#more-data-and-information>

434	686	984
-----	-----	-----

A large portion of this projected growth is attributed to the Wellington Northern Corridor roading project (Transmission Gully, Mackays Crossing to Peka Peka, Peka Peka to Otaki and Otaki to North of Levin) improving accessibility to Wellington. However, other factors are believed to have contributed to population growth in the District, including high housing costs in metropolitan areas.

If not enough houses are built to accommodate the people moving to the Horowhenua, housing costs will continue to increase. The average house price in Horowhenua has already increased from \$354,134 in 2019 to \$421,000 in 2020 (Horowhenua Growth Dashboard, September 2020<sup>3</sup>). The Horowhenua Community Drive Housing Action Plan states that as of 2018, the median house price was 7.4 times median household income<sup>4</sup>, which puts Horowhenua housing into the 'severely unaffordable' category based on 15<sup>th</sup> Annual Demographia International Housing Affordability Survey<sup>5</sup>.

An assessment of the District's greenfield land supply identified in the Horowhenua Growth Strategy 2040 is set out in Section 3.4.6 of this report and shows that there are limited opportunities in Levin for large scale land development.

## 2.2 Ōtaki to North of Levin (O2NL)

The preferred corridor for the O2NL highway is located within the development area, running almost parallel to State Highway 57 near the western extent of the development area. Early on in the Taraika Master Plan process described in Section 2.3 of this report, Waka Kotahi New Zealand Transport Agency (WKNZTA) were considering four different options for the O2NL. The selection of a preferred corridor, being the N4 corridor which runs almost parallel to Arapaepae Road/State Highway 57 through Taraika, has enabled planning to move forward. However, it has the potential to have a relatively significant impact on Taraika given that the identified corridor it is currently 300m in width and passes through the development area.

At the time of writing this report, WKNZTA had an identified 80-100m 'technically preferred alignment' within this 300m corridor and were undertaking community engagement on this. However, WKNZTA have yet to make any decisions about the alignment. WKNZTA have advised they will not make any such decisions until the end of 2021. WKNZTA expect to lodge the required resource consents and notice of requirement applications in 2022<sup>6</sup>. The exact nature and scale of effects 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.

Given the amount of uncertainty regarding the detail of O2NL, and that in the absence of any notice of requirements/consent applications or decisions the project has limited legal status, the highway does not feature strongly in Proposed PC4 as it is considered neither fair, reasonable, nor justifiable to impose associated restrictions at this juncture. As such, the Structure Plan that forms part of the plan change shows the O2NL corridor as an overlay, but with no specific accompanying rules associated.

<sup>3</sup> <https://www.horowhenua.govt.nz/Growth/How-do-we-monitor-growth>

<sup>4</sup> <https://www.horowhenua.govt.nz/files/assets/public/council-projects/housing-action-plan-web.pdf>

<sup>5</sup> <http://www.demographia.com/dhi2019.pdf>

<sup>6</sup> <https://www.nzta.govt.nz/projects/wellington-northern-corridor/otaki-to-north-of-levin/>

Despite the above, it is very important that the highway and development in Taraika progress in a manner that results in a good outcome for both. For this reason, HDC have been working closely with WKNZTA to ensure they are aware of the plans for Taraika and plan on the basis that the proposed O2NL highway will pass through an urban development. WKNZTA have indicated their support for Taraika to HDC officers.

## **2.3 History of Taraika/Gladstone Green as Growth Area**

Taraika has been identified as a growth area since the 2008 Horowhenua Development Plan. 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).

Following this, Taraika (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 sewerage is available, or 5,000m<sup>2</sup> where onsite servicing (e.g. septic tank) is required<sup>7</sup>. Structure Plan 13 was introduced to the District Plan as part of the rezoning. The zoning was deferred, as the required infrastructure was not in place.

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.

The Horowhenua Growth Strategy 2040 identifies Gladstone Green as a growth area (LS6) and anticipates it being 'upzoned' to a more urban or residential zone to allow residential development at an urban density<sup>8</sup>.

HDC are currently reviewing the Growth Strategy. Key reasons for this are that the population has grown faster than was expected at the time the Strategy was developed and that the location of the O2NL highway being unknown at that time.

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 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 Taraika Master Plan to guide development in this area (refer section 4.1.1 of this report), based on a goal of achieving an urban environment with a range of housing densities and supporting commercial and community activities.

## **3 Regulatory and Policy Context**

This section identifies the regulatory and policy context relating to Proposed PC4, including relevant legislation and national and regional level policies.

---

<sup>7</sup> <https://www.horowhenua.govt.nz/files/assets/public/districtplan2015/horowhenua-district-plan-2015-chapter-18-greenbelt-residential-zone.pdf>

<sup>8</sup> <https://www.horowhenua.govt.nz/files/assets/public/council-documents/policies/horowhenua-growth-strategy.pdf>

## 3.1 Legislative and National Policy Context

### 3.1.1 Resource Management Act 1991

Part 2 of the RMA sets out its purpose and principles. District Plans, including Plan Changes, must give effect to Part 2 of the RMA.

Section 5 states that the purpose of RMA is *‘to promote the sustainable management of natural and physical resources’*.

Sustainable management means *“the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while:*

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

Land and other resources (including soil and water) required for residential development are finite resources. As such, it is important to safeguard these for future generations, whilst ensuring there is sufficient residential land supply available to enable people and communities to meet their own needs.

Section 6 of the RMA identifies seven matters of national importance that need to be recognised and provided for in policies and plans. Of these, section 6(b) and 6 (h) are the most relevant to this proposed plan change as they require *“the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development”* and *“the management of significant risks from natural hazards”*.

Section 7 of the RMA requires particular regard to be given to a range of ‘other matters’. Of the matters identified, the most relevant to this proposed plan change are the following:

- (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;*
- (g) any finite characteristics of natural and physical resources;*
- (i) the effects of climate change*

Section 8 of the RMA requires that in managing the use, development, and protection of natural and physical resources the principles of the Treaty of Waitangi are to be taken into account.

In addition to the above sections of the RMA Council must, in preparing a District Plan (or Plan Change), fulfil a number of additional statutory requirements set down in the RMA, including:

- Section 31 - Functions of Territorial Authorities;
- Section 32 - Duty to consider alternatives, assess benefits and costs;
- 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.

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.

### **3.1.2 Resource Management Amendment Act 2020**

In June 2020 the Resource Management Amendment Act received Royal Assent, with sections coming into force on a range of dates. There are no significant changes in this Amendment Act which impact on Proposed PC4.

### **3.1.3 National Policy Statement Urban Development**

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 only one of relevance to proposed PC4 is the National Policy Statement on Urban Development (NPS-UD). The NPS-UD took effect from 20 August 2020, and replaced the National Policy Statement on Urban Development Capacity.

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.

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-served 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 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*

**3.1.4 Proposed National Policy Statement Highly Productive Land**

In addition to the above NPS, 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. Taraika has a land use capability class of 3 (LUC3). In spite of this, it is considered appropriate to consider this land for rezoning because:

- Despite being LUC 3, the land has constraints on its usability due to presence of stony soils at the surface;
- LUC 1-3 covers 42% of the Horowhenua District, with the remaining area comprising hill country and coastal land;
- The current Horowhenua District Plan affords specific protection to LUC 1 and 2 only;
- The land has been identified since 2008 (and again in 2018) as a growth area through a strategic planning exercise and a degree of development has already occurred;
- There are few other opportunities in the District that compare in terms of size and proximity to an urban area, and that are relatively easy to development from a servicing, topography, and natural hazards perspective;
- The PNPS-HPL has not been gazetted and has no legal status. It is also possible that if it is gazetted in the future, the content could have changed significantly in response to public submissions on the proposal or changing political direction.

**3.1.5 National Planning Standards**

Central Government has introduced National Planning Standards to ensure Council plans are easier to prepare, understand and comply with. The first set of National Planning Standards came into force on 3 May 2019 and Horowhenua District Council has five years to adopt the standards. The Standards set out a range of requirements aimed at standardising the way plans are structured, including the use of standard zones, spatial layers, mapping and definitions.

Proposed PC4 has been drafted to be as consistent as possible with the national planning standards (use of zone names and use of multi-zone precinct) while still being consistent with the existing structure of the Horowhenua District Plan. This is to preserve the District Plan's usability. The full Horowhenua District Plan as a whole will be aligned with the National Planning Standards by 2024, as required by the legislation.

## 3.2 Regional Policy Context

### 3.2.1 Horizons Regional Council One Plan

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).

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>

Other chapters of the One Plan that are particularly relevant to the plan change include Chapter 3 (Infrastructure, Energy, Waste, Hazardous Substances, and Contaminated Land) and Chapter 4 (Water).

Key One Plan Objectives & Policies	Relevance to Proposed Plan Change
<p><b>Objective 3-3: The strategic integration of infrastructure with land use</b></p> <p>Urban development occurs in a strategically planned manner which allows for the adequate and timely supply of land and associated infrastructure.</p> <p><b>Policy 3-4: The strategic integration of infrastructure with land use</b></p> <p>Territorial Authorities must proactively develop and implement appropriate land use strategies to manage urban growth, and they should align their infrastructure asset management planning with those strategies, to ensure the efficient and effective provision of associated infrastructure.</p>	<p>The Taraika growth area has been identified in a strategic level planning document which considered land needs across the District (Horowhenua Growth Strategy 2040).</p> <p>The Taraika Master Plan and Proposed Plan Change is supported by an infrastructure plan to ensure that the rezoning and following development occurs alongside the provision of enabling infrastructure. Therefore, the Proposed Plan Change is considered consistent with these One Plan objectives and policies.</p>
<p><b>Objective 5-2: Water Quality</b></p>	<p>The Taraika Plan Change includes a stormwater management plan that</p>

<p>a. Surface water quality is managed to ensure that:</p> <ul style="list-style-type: none"> <li>i. water quality is maintained in those rivers and lakes where the existing water quality is at a level sufficient to support the Values in <b><u>Schedule B</u></b></li> <li>ii. water quality is enhanced in those rivers and lakes where the existing water quality is not at a level sufficient to support the Values in <b><u>Schedule B</u></b></li> <li>iii. accelerated eutrophication and sedimentation of lakes in the Region is prevented or minimised</li> <li>iv. the special values of rivers protected by water conservation orders are maintained.</li> </ul> <p>b. Groundwater quality is managed to ensure that existing groundwater quality is maintained or where it is degraded/over allocated as a result of human activity, groundwater quality is enhanced.</p>	<p>seeks to manage both the quality and quantity of stormwater.</p> <p>Water supply to Taraika will be provided via the existing Levin water take. The infrastructure plan supporting the plan change details how this can occur, but includes steps such as use of rainwater tanks (plumbed into greywater sources), pressures management and leak identification.</p> <p>Therefore, the Proposed Plan Change is considered consistent with these One Plan objectives and policies.</p>
---	--

**Objective 5-3: Water quantity and allocation**

Water quantity is managed to enable people, industry and agriculture to take and use water to meet their reasonable needs while ensuring that:

- a. For surface water:
  - i. minimum flows and allocation regimes are set for the purpose of maintaining or enhancing (where degraded) the existing life-supporting capacity of rivers and their beds and providing for the other Values in **Schedule B** as appropriate
  - ii. takes and flow regimes for existing hydroelectricity are provided for before setting minimum flow and allocation regimes for other uses
  - iii. in times of water shortage, takes are restricted to those that are essential to the health or safety of people and communities, or

<p>iv. drinking water for animals, and other takes are ceased</p> <p>v. the amount of water taken from lakes does not compromise their existing life-supporting capacity</p> <p>vi. the requirements of water conservation orders are upheld</p> <p>the instream geomorphological components of natural character are provided for.</p>	
---	--

### 3.3 Local Policies, Plans and Strategies

#### 3.3.1 Growth Planning

##### ***Horowhenua Development Plan***

HDC prepared the Horowhenua Development Plan 2006/2007 and adopted it in 2008. The purpose of the Development Plan 2008 was to manage the nature, location and structure of development across the District for 20 years and beyond. This Plan informed a number of substantial Plan Changes in 2009-2011 to the 1999 version of the District Plan and helped guide the review of the 1999 District Plan and development of the current District Plan (made operative in 2015).

##### ***Horowhenua Growth Strategy 2040***

HDC commenced a review of the Development Plan in 2016. The main purpose of the review was to ensure that revised population projections and the effects of improved connectivity to Wellington were taken into account. This review resulted in the development of the Horowhenua Growth Strategy 2040, which Council adopted in November 2018, replacing the Development Plan 2008.

The purpose of the Growth Strategy 2040 is to establish clear, effective direction for the integrated management of the district's growth over time so that:

- Council demonstrates leadership on growth management on behalf of the community.
- There is a strategy to guide the development of existing settlements, new subdivisions and the rural environment.
- Infrastructure is provided in an efficient, affordable and timely manner.
- The social cohesion and cultural diversity of communities are strengthened.
- The quality of the natural and built environments is maintained and/or improved.
- The economy is sustained and encouraged to thrive by the proactive enablement of growth.

The growth strategy identifies areas where residential and industrial growth might occur and will guide decisions about where and how to accommodate growth out to 2040. As referenced above, Taraika is identified in the Growth Strategy as area LS6.

##### ***Growth Management Principles***

The Growth Strategy 2040 sets out a number of Growth Management Principles. Those relevant to Proposed PC4 are listed below:

### *Settlement Principles*

- *Plan for settlement growth at key nodes (such as existing settlements) on transport routes including public transport networks.*
- *Provide housing choice - range of lot sizes/densities. Higher densities around centres (e.g. 25-50dw/ha) and larger lots at edges.*
- *Recognise and provide affordable housing choices for people with a low income.*
- *Ensure neighbourhoods have a focal point or 'heart' which is a people friendly place.*

### *Street and Movement Principles*

- *Provide safe and comfortable streets for walkers, cyclists, cars and other transport.*
- *Provide for 'walkability' and cycling as healthy, sustainable and affordable ways of moving around.*
- *Ensure streets are interconnected to assist with efficient movements, walk-ability and way finding.*
- *Improve the use of street trees to provide scale, shade, visual amenity and definition of street hierarchy.*
- *Establish clear hierarchies in street design of arterial roads (e.g. State Highway), distributor roads, local traffic to collector roads and residential traffic to neighbourhood streets.*
- *Encourage the transport system to provide adequately for the community's long term transport needs.*
- *Recognise the influence of State Highways economically to the settlements and of the railway for movement of people and goods for the future.*
- *Encourage through urban development areas increased viability for public transport.*

### *Open Space Principles*

- *Provide for the formal and informal recreational needs of people in towns – sports and casual use.*
- *Provide for definition to the neighbourhoods by local parks and linkages, such as along waterways.*
- *Maintain a low density of development and thus more open landscape around towns to define the urban/rural boundary and to protect the versatility of productive rural land.*
- *Provide a linked network of open space for alternative movement network for walkers, recreational use, and ecological corridors.*
- *Recognise the natural values in the hills, plains and coastal environments and the recreational opportunities in these.*
- *Ensure that public open space is safe and comfortable for public use.*

### *Infrastructure Principles*

- *Provide water, sewer, stormwater to an adequate standard to reflect Council strategies.*

- *Plan and develop infrastructure which minimises energy use, discourages emissions, and reduces waste.*
- *Minimise stormwater and over flow management by environmental design, especially in sensitive catchments (Lake Horowhenua, Lake Papaitonga and Manawatu River Estuary).*
- *In non-reticulated areas, adopt best practice solutions for on-site disposal of wastewater and the supply of portable water.*

### **Taraika Master Plan**

As referenced above, HDC has prepared a Master Plan to guide development in Taraika. In this context it acts as:

*“a ‘blueprint’ for landowners within the development area to follow. It leaves enough flexibility and scope for each landowner/developer to create their own, individual development, but makes sure the important elements such as roads join up with each other and adequate provision is made for features such as parks and reserves”*

The Master Plan includes a vision, design principles, and a spatial plan. This has been used to draft Proposed PC4 and the associated Structure Plan. The full master plan is attached as Appendix 1 of this report and summarised below:

#### *Vision*

Taraika will transform into a thriving part of a growing Levin. It will provide the community with a choice of house types and living options, with excellent connections to Levin’s town centre and the region’s attractions. A network of leafy green streets and shared paths will provide residents with easy access to local facilities such as shops, parks, and education services at the centre of the community.

#### *Key Moves*

<b>Move</b>	<b>Explanation</b>
<i>Connectivity</i>	Ensure a high level of internal and external connectivity for good local access and multi-modal movement.
<i>Streets for people</i>	Create a high-quality streetscape environment for pedestrians and cyclists as an attractive setting for urban life.
<i>Variety and choice in housing</i>	Provide for housing diversity with a range of lot sizes from small urban to large rural-residential lots, with smallest lots and highest intensity in high amenity locations closest to the centre.
<i>A centre for the community</i>	Local service retail, education and recreational open space facilities as a focus of community.
<i>Distinctive and memorable character</i>	High streetscape quality and public space amenity to give a unique and memorable identity that assists legibility and complements but does not replicate existing urban development.
<i>A network of parks and open space</i>	Distributed public open spaces and recreational paths are readily accessible within all local neighbourhoods.
<i>Stormwater and ecology</i>	Urban ecology and environmentally sustainable stormwater management achieved by integrating wetlands and raingardens into public spaces.



<i>Integrated services infrastructure</i>	Connection with existing and planned services networks, and the staged roll-out of new services.
<i>Planning for staged implementation</i>	Coordination of structure, space and connections with current land ownership to enable gradual release of existing land, and ensure access is possible to all landholdings and development.

## 3.4 Taraika Context

### 3.4.1 Operative District Plan

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.

The Taraika area is currently zoned Greenbelt Residential Deferred and is subject to a Structure Plan (Structure Plan 13). This zoning enables a minimum lot size of 2,000m<sup>2</sup> in the part of the Structure Plan area expected to be serviced via reticulated sewerage and 5,000m<sup>2</sup> outside of this area. 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.

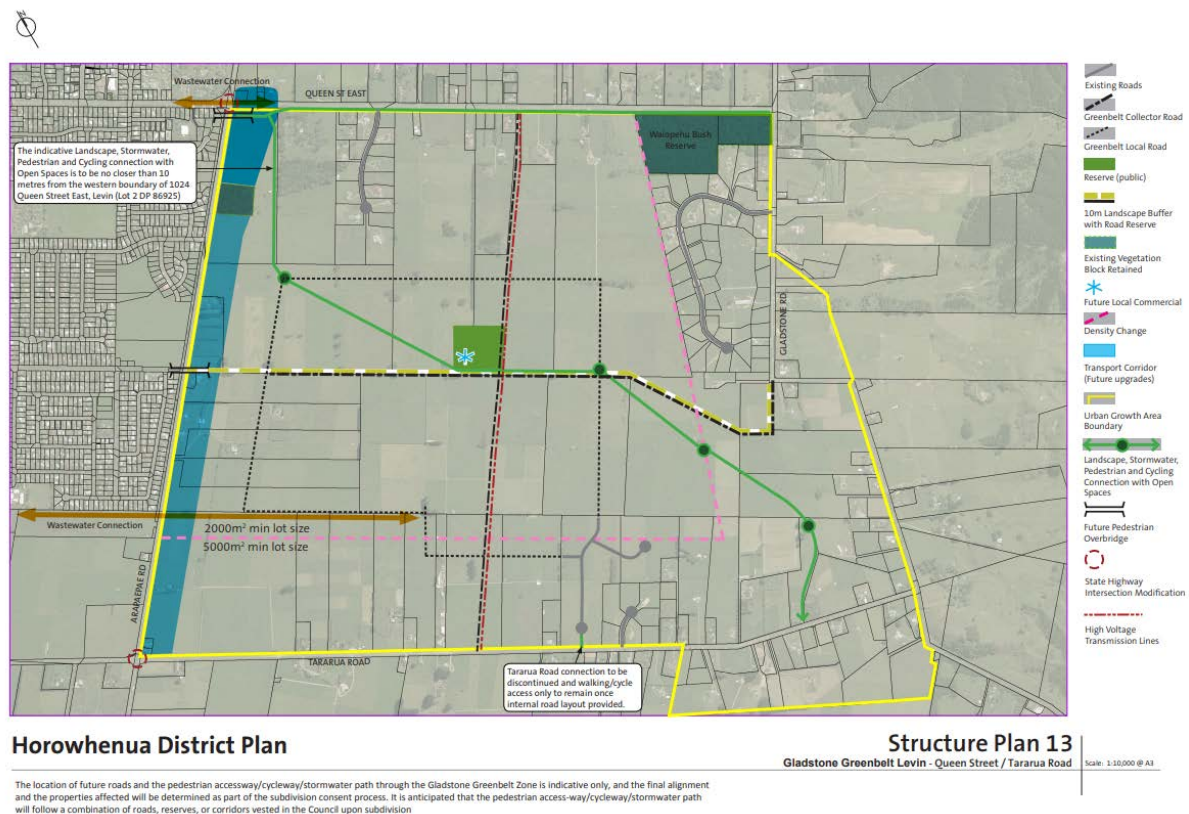


Figure 1 - Structure Plan 13



The Horowhenua District Plan Maps show that the National Grid Corridor (high voltage transmission lines) located in the area. However, these have since been sold to Electra and no longer form part of the National Grid.

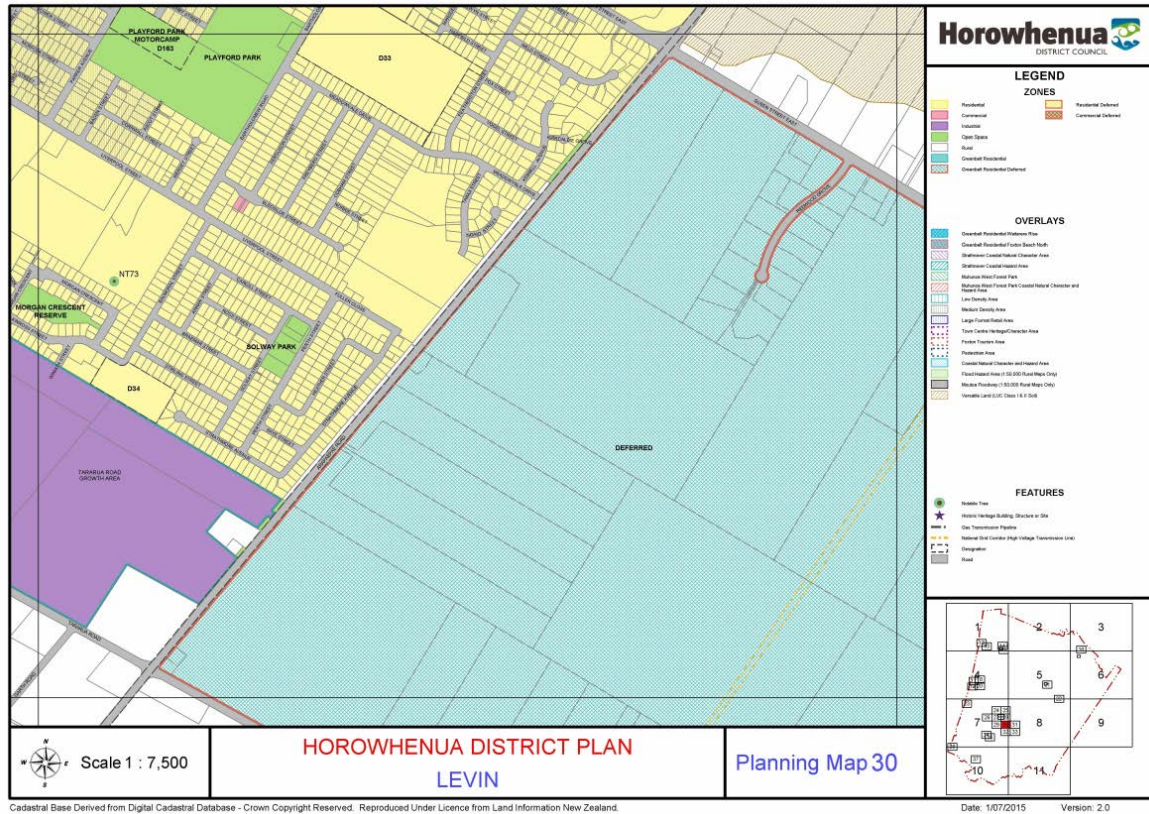


Figure 2 - Planning Map 30

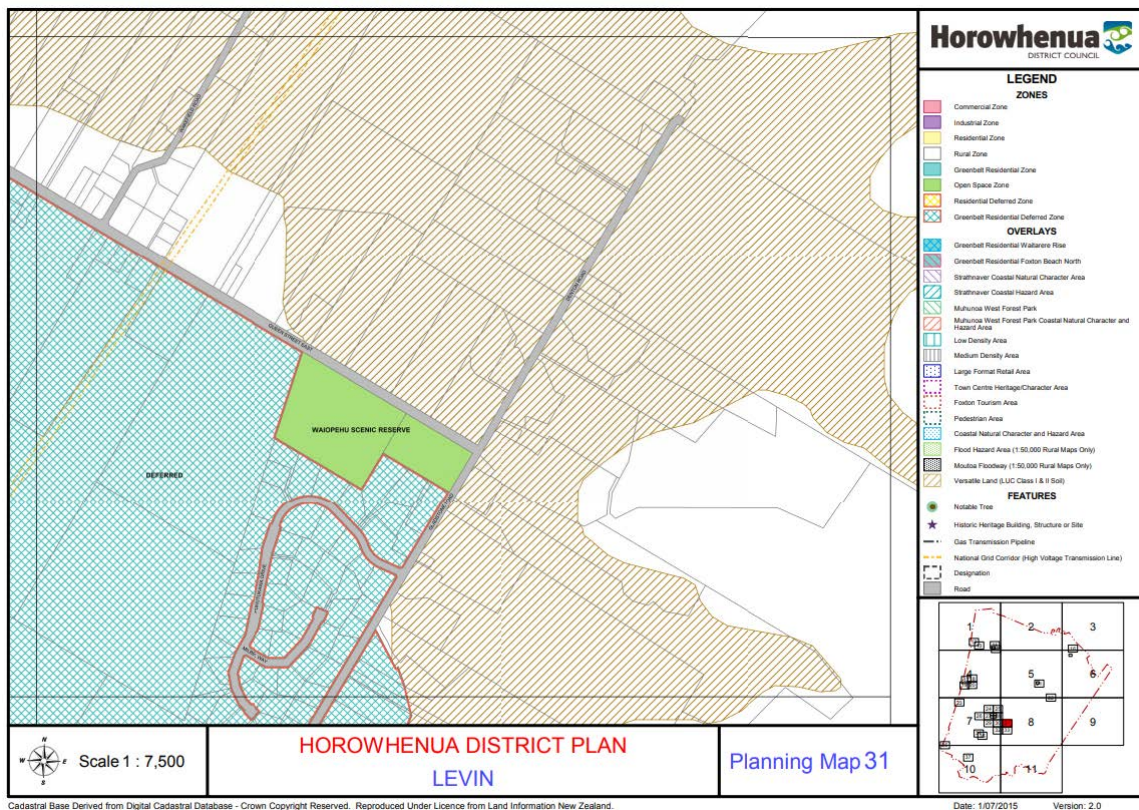


Figure 3 - Planning Map 31

### **3.4.2 Existing Development**

There are several pockets of existing development within the Taraika area which reflect a typical Greenbelt Residential character, with section sizes around 5,000m<sup>2</sup>. These include:

- Redwood Grove
- Pohutukawa Drive
- Arete Lane
- South-eastern corner of Tararua and Gladstone Road.

### **3.4.3 Cultural and Natural Features**

Other notable features on the site include 'Prouse House', which was constructed circa 1891 and may have heritage value although 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.

The Waiopehu 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.

Also located within the development area are two sites of particular cultural significance; the Maunu Wahine refuge and the Waihau watering hole.

### **3.4.4 Infrastructure**

The area is not currently serviced for reticulated sewerage. Some properties are on a trickle feed water supply, while others have onsite water sources. In order to support the level of development proposed, Council reticulated water and sewerage will need to be extended to the development area. An integrated approach to managing stormwater will also be required. The proposed infrastructure plan is attached as Appendix 6 of this report.

### **3.4.5 Growth and population projections**

The Horowhenua District has historically had a static population which was expected to experience slow decline, however, of the past few years has experienced significant growth.

Refer to Section 2.1 or Appendix 10 of this report for further information.

### **3.4.6 Land supply**

Although the Horowhenua Growth Strategy 2040 only identifies a small shortfall of residential land in Levin out to 2040, the rezoning of land at Taraika for residential purposes is considered appropriate for the following reasons:

- The majority of the land identified as 'available' in the Horowhenua Growth Strategy 2040 is already in the process of being developed, has already been developed, or has constraints on its development feasibility:
  - The land has obtained subdivision consent since the Growth Strategy was prepared; or
  - The land is not serviced by infrastructure and/or is still zoned Deferred Residential; or
  - The land contains an established community asset; or
  - The land forms part of a Treaty Settlement Landbank; or
  - The landowner has advised Council that they have no plans to develop.



- Therefore, land availability in Levin may be lower than the Growth Strategy anticipated. In particular, this means there is minimal residential zoned 'greenfield' land available in Levin.
- The Growth Strategy used historic building consent data to determine where new households will be located (rural zone, residential zone, Levin, Foxton, etc.). Based on historic building consent data, the Growth Strategy assumes 37% of new households will be in the Rural Zone. However, the Growth Strategy also identifies that while this may occur in the short term, it may not be appropriate or sustainable in the longer term. Further, current rural subdivision rules (and the PNPS-HPL) may prevent this historic trend from continuing long term. Therefore, additional residential land may be required in order to accommodate growth.
- The Growth Strategy included Taraika as 'available land' in determining the residential land shortfall for Levin, albeit for Greenbelt Residential purposes. , However, the area was assumed to provide fewer lots than could occur under this proposal.
- The Growth Strategy relied on a median growth rate of 1.1%. However, population growth has been much higher than this in the last five years, averaging 2% per annum. Therefore, demand for land may be greater than anticipated in the Growth Strategy.
- Targeting the majority of Levin's greenfield growth to specifically identified areas enables more efficient and affordable delivery of infrastructure. In particular, the existing zoning of Taraika anticipated reticulated infrastructure being installed. 'Upzoning' the area improves per lot affordability.
- Ensuring sufficient land means growth can happen in a planned and co-ordinated way. As well as improving urban design outcomes, this reduces pressure on productive land to accommodate ad hoc growth.
- National direction requires Council to provide sufficient zoned and serviced land to meet demand. Based on recent and projected population growth set out in the Sense Partners Growth Projections Report (Appendix 10 of this report) and the shortfall already identified in the Horowhenua Growth Strategy 2040, there will be significant demand for residential and business land.

## **3.5 Resource Management Issues and Desired Outcomes**

### **3.5.1 *Well-Functioning Urban Environments***

The NPS-UD seeks to achieve well-functioning urban environments. A well-functioning urban environment is made up of several different components including:

- Sufficient housing and business land
- A variety of housing choice.
- Supported by good transport links (including walking and cycling).

- Supported by appropriate community and commercial facilities and activities that, in the case of Taraika, do not undermine the primacy of the Levin town centre.
- A high amenity urban environment, although recognising that amenity can change over time.

In response, Proposed PC4 seeks to provide zoned, serviced land to meet the short to medium term demand for housing and business activities in the district.

At present, there is limited variation in residential housing type within the Horowhenua District. By far the predominant housing type available is 'family sized' standalone dwellings on relatively large residential sections, ranging from 600-900m<sup>2</sup>. However, this uniformity of housing type does not fully satisfy the diverse needs of the wider Horowhenua community.

The portion of single person households and retirees living in Horowhenua is already above the national average and growth forecasts indicate this will continue to grow. Therefore, it is likely that there is demand in Horowhenua for smaller dwellings and smaller sections (for example, medium density or town house development).

Being a large greenfield area that is separated from the existing urban area of Levin by State Highway 57 and by the proposed O2NL highway, there is a risk that Taraika could develop with poor connections into Levin, the Horowhenua's primary urban centre. This would be detrimental to the overall functioning of the wider Levin urban environment. It also requires a careful planning response, as well as provision for commercial and community activities that will help to support Taraika, while not undermining the Levin Town Centre.

The desired outcome for Taraika is a well-functioning urban environment that:

- Offers unique, diverse amenity that helps to create strong connected neighbourhoods;
- Is supported by complementary commercial and community activities;
- Provides a high quality public realm that contributes to the health and wellbeing as residents;
- Is well connected to Levin.

### ***3.5.2 Efficient and Sustainable Infrastructure and Servicing***

In order for development in Taraika to meet demand for housing and business land, it is important that land use planning is integrated with infrastructure planning. This includes water supply, reticulated sewerage, an integrated approach to managing stormwater and a fit for purpose transport network that supports a range of transport methods.

The desired outcome for Taraika is a co-ordinated approach to the provision of water, wastewater, and transport infrastructure across the plan change area as development progresses and an integrated, low impact stormwater management approach that will minimise environmental and cultural effects associated with runoff entering the Lake Horowhenua.

This proposed infrastructure plan (including stormwater approach) is attached in Appendix 6 of this report.

### ***3.5.3 Cohesive, Logical Urban Form and Layout***

When inadequately managed, large scale greenfield development can result in both poor outcomes within the development area and adverse effects outside of it. Examples include:

- Inappropriate ratio and distribution of zoning types (e.g. residential zones in relation to commercial zones);
- Insufficient or inappropriate provision and distribution of open space;
- Inefficient transport network that does not promote and require connectivity within the development area and beyond;
- Establishment of a commercial area in an inappropriate location that will not deliver associated benefits (including increased housing density in the vicinity).

The District Plan currently manages greenfield development in growth areas through Structure Plans. The existing structure plan for this area (Structure Plan 13) was prepared on the premise that the area would be zoned Greenbelt Residential and developed at a relatively low residential density. However, given new growth projections and priorities, development in Taraika is likely to exceed the volume anticipated within the area covered by Structure Plan 13.

The Taraika master plan contains a number of design principles that have informed the desired outcome for the area. These include:

- Taraika will have a variety of zones allowing for residential development at varying densities as well as zones that enable non-residential activities to service local residents, such as commercial and open space.
- Taraika will have a series of well integrated and connected neighbourhoods, as opposed to a series of ad hoc standalone developments;
- Taraika will have a high level of connectivity and will be serviced by a safe and efficient transport network that makes provision for walking and cycling as a mode of transport;
- Functional, attractive, and conveniently located open space is central to providing a high level of residential amenity and opportunities for low impact stormwater disposal.

#### **3.5.4 Iwi and Cultural Considerations**

The NPS-UD clearly expresses that planning decisions that contribute to well-functioning urban environments must enable Māori to express their cultural traditions, while the RMA more generally recognises an important role for Tangata Whenua in the planning process, including in Part 2 and Clause 3B of the RMA.

In the case of Taraika, there are opportunities to work in partnership with iwi to celebrate their culture, histories, and association with this area.

A desired outcome for Taraika is to continue the custom of Take Taunaha in the naming of streets and reserves, and recognise and support cultural traditions through requiring tikanga protocol to be followed during siteworks. HDC will also work with iwi to protect cultural sites, develop and implement an integrated approach to managing stormwater, and prioritise use of indigenous plants in street and reserve planting.

### **3.6 Supporting Information**

The following information has been considered when drafting this report:

- Taraika Master Plan and supporting information
- Community feedback on the Master Plan
- Muaūpoko Tribal Authority Cultural Values Report (confidential document)



- O2NL technical reports
- Horowhenua Growth Strategy 2040
- Liquefaction Assessment, prepared by Tonkin & Taylor
- Infrastructure Plan, prepared by HDC Infrastructure Group and GHD Group
- Horowhenua Long Term Plan 2018-2038
- Growth Projections, prepared by Sense Partners
- Independent Traffic Review by David Wanty of Wanty Transportation Consultancy Ltd
- Horowhenua Community Led Housing Action Plan.

There are some instances where the supporting technical information contains personal opinions. For the purposes of this evaluation report, supporting information has been used in its technical capacity only.

## 4 Consultation

---

### 4.1 Consultation

#### 4.1.1 Master Plan and Plan Change Development

##### *Iwi*

HDC has engaged closely with the Muaūpoko Tribal Authority, the mandated iwi authority for Muaūpoko, through the development of the Master Plan and Plan Change process. The Muaūpoko Tribal Authority subsequently gifted the name 'Taraika' over the area. Further information about this engagement is included in Section 4.1.2 of this report below. HDC has also made a number of approaches to Tamarangi Hapū but have yet to receive any input or comments on the Master Plan and Plan Change documents.

HDC also provided pre-notification notices to Ngāti Raukawa ki te Tonga and have yet to receive a response.

Statutory pre-notification in accordance with RMA requirements to iwi occurred in August 2020, with follow up in September 2020.

- *Informal Community Consultation*

The proposal to 'upzone' Taraika to an urban residential zone was initially consulted on using an informal process as part of the Horowhenua Growth Strategy 2040 in 2018. The Draft Master Plan itself was presented to the community for feedback throughout August 2020. This included drop-in information sessions, online information, and a mail out to affected landowners.

This resulted in approximately 100 people visiting drop-in sessions and approximately 40 submissions. Feedback was generally positive, with the community seeing the need for more housing land and supported a proactive, planned approach. A summary of the feedback received is included as Appendix 3 to this report. Key concerns raised through this process included:

- Impact on the character and amenity of existing Greenbelt Residential neighbours associated with additional development;
- Apprehension about urban growth occurring on farmland;

- Insufficient infrastructure capacity, specifically water.
- *Landowners*

A group of key landowners who own large parts of the developable land within Taraika have been closely involved in the development of the Master Plan, participating in numerous workshops with the design team throughout 2018 and 2019. These landowners largely support the process followed and the resulting Master Plan.
- *WKNZTA*

HDC have worked closely with WKNZTA throughout developing the plans for Taraika and its progression. WKNZTA have expressed their support for Taraika and a desire to work collaboratively to ensure a good outcome for both Taraika and the proposed O2NL highway.
- *Ministry of Education*

HDC have engaged with the Ministry of Education to make them aware of the growth pressures in Horowhenua and the potential impact on local education facilities. The Taraika Master Plan identified that a primary school would likely be required to support the new community, with the Taraika spatial plan (and associated proposed Structure Plan) identifying a location for a future primary school. In response the Ministry of Education provided the following comments:

  - Overall, it is supportive of the Taraika Master Plan and appreciates the considerable work and pro-active communications from Horowhenua District Council on the Master Plan
  - When considering the existing school network in the surrounding area and the population growth anticipated, a new primary school within Taraika is likely to be required to service this growth;
  - Within Taraika, the area identified as an ‘education site’ in the Master Plan would appear to be the most appropriate location for a potential school. It is located centrally within the master plan area, with well-planned transport links and complementary services and land uses surrounding it;
  - The process for establishing a new school within Taraika would likely be through a designation. However, it will still be important to carefully consider provisions for educational facilities (activity status and accompanying standards for example) and surrounding areas in the future plan change;
  - The Ministry looks forwards to continued conversations with Horowhenua District Council and Muaūpoko Tribal Authority as Crown partners to discuss the requirement, location and form of a future new primary school site within Taraika.
- *Horizons Regional Council*

HDC have engaged with the Horizons Regional Council about Taraika. No significant concerns have been raised.

#### **4.1.2 Clause 3B of Schedule 1 of the RMA**

As outlined above letters, including a copy of the draft Plan Change were sent to Iwi Authorities in accordance with Clause 3(b) of Schedule 1 of the RMA outlining the nature and scope of the proposed change and inviting comment.

Iwi Authorities were initially given one month to provide feedback (in addition to earlier engagement). Specific contact made included Muaūpoko Tribal Authority, Tamarangi Hapū and Ngāti Raukawa ki te Tonga.

In addition to the above formal process, the Muaūpoko Tribal Authority has had a number of earlier conversations with HDC on this project. The following is a summary of these conversations which took place over a series of hui and conversations between 2018 and 2020.

<b>Feedback/Recommendation</b>	<b>How this has been given effect to/why this has not been given effect to</b>
Maunga ki to Moana Pathway (Queen Street)	The Queen Street Design Toolkit project (separate to PC4) is a key component to delivering this. A range of PGF funded projects and the new roundabout at the Queen St/Arapaepae intersection provide the starting point for delivering this on the ground. Work underway between Council and MTA artist.
Naming of the development area, streets, and reserves to recognise and celebrate Muaūpoko history	Development area is named Taraika. Work underway on Street Naming Policy to provide greater opportunities for iwi input. Within the proposed plan change, Objective 6A.1, Policy 6A.1.2 and 'other methods' in the Chapter 6A reference this.
Stormwater Management to avoid further degradation to Lake Horowhenua, with a forward plan to improve water quality in Lake Horowhenua. Includes: <ul style="list-style-type: none"> <li>- Cultural Health Attributes Framework to assess water quality improvements</li> <li>- Key role in freshwater planning</li> <li>- Use of indigenous plants in riparian areas</li> </ul>	<p>Taraika Plan will include a stormwater management plan to manage stormwater from the from the development area. Key strategies include requiring rainwater tanks, investigating an O2NL/Taraika integrated solution, network of parks, reserves, and street planting to treat and attenuate stormwater.</p> <p>Policy 6A.3.1 and Policy 6A3.2 specifically reference this.</p> <p>Wider Levin Stormwater project underway – this also provides opportunity for Muaūpoko.</p> <p>Horizons Regional Council are lead agency in freshwater planning, but note focus of new national direction likely to increase opportunities for Muaūpoko.</p>
Create opportunities for partnership and for Muaūpoko to be involved at decision-making levels. This can be included during design phases (concept and detailed design)	Muaūpoko Tribal Authority input into Master Plan values/design principles. Ongoing opportunity to input at design level over components such as stormwater management, reserve

	design, and street planting. Further work needed to make this an efficient approach.
Protect heritage and culturally significant sites through robust accidental discovery protocol (ADP), tikanga followed by all site contractors, and by reaffirming whakapapa by ensuring the development reflects cultural values (e.g. Muaūpoko input in plantings, street arts etc)	Specific ADP requirements included in Plan Change in Policy 6A.1.1 and in the matters of discretion for subdivision. Muaūpoko to provide guidance on how to ensure tikanga is understood and followed by all site contractors.  As referenced above, ongoing opportunity to input at design level over components such as stormwater management, reserve design, and street planting.
Pursue capacity building outcomes for rangatahi through the establishment of an educational scholarship that promotes ecological and archaeological training for Muaūpoko members	Outside of Plan Change process. Suggest ongoing conversations between MTA and HDC to understand and explore options.
Incorporate in business, social and education enterprise and commercial ventures, including but not limited to: <ul style="list-style-type: none"> <li>- Plant supply, landscape design, riparian planting and plant maintenance;</li> <li>- Capacity building of kaitiaki to undertake cultural monitoring, archaeological surveying, ecological monitoring;</li> <li>- Growing rongoā plants (for local or commercial use).</li> </ul>	Outside of Plan Change process. Suggest ongoing conversations between MTA and HDC to understand and explore options.
Enable and provide for affordable housing	While not referenced in the Cultural Values Report we understand that provision of affordable housing is a priority. While Council is somewhat limited in its ability to secure this outcome, the proposed plan change proposes to introduce a maximum site area in the Medium Density Residential area. This helps to ensure that higher density housing is delivered, which may help to increase variety and result in more affordable options (smaller houses on smaller sections) being provided.

## 5 Proposed Plan Change 4

### 5.1 Scope of Proposed Amendments to the District Plan

Proposed PC4 seeks to rezone land contained within the area covered by the Taraika Master Plan. This involves introducing a new structure plan and new objectives, policies, and rules that apply specifically to Taraika. This Plan Change also seeks to ensure that the

resulting development is consistent with the vision and design outcomes sought by the Master Plan.

The proposed plan change consists of the following:

- Removal of Structure Plan 13 from the District Plan.
- Introduce a new 'Taraika Multi-Zone Precinct' Chapter to the District Plan with a supporting structure plan (013) and associated objectives, policies, and rules
- Rezone land within the Taraika 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.

A summary of the key elements of the proposed change are outlined below.

### *Taraika Multi-Zone Precinct*

The Taraika 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.

Taraika specific provisions will therefore be contained in two chapters; Taraika Multi-Zone Precinct Objectives and Policies and Taraika 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 Taraika Multi-Zone Precinct provisions will prevail.

#### **5.1.1 Objectives and Policies**

Refer to Chapter 6A Objectives/Policies: Taraika Multi-Zone Precinct contained within Appendix 9 of this report for a complete version of the proposed objectives and policies. The below is a summary of the intent behind the proposed objectives and policies.

##### *General*

- Taraika will be a well-connected development that reflects cultural values and local identity, represents good urban design, is supported by a roading network that enables a range of transport modes and has the facilities, infrastructure, and amenities necessary to contribute to the health, safety, and wellbeing of residents.
- To ensure the above is achieved, all development must be consistent with the structure plan, or propose an alternative that will deliver the same outcome.
- Recognise Māori heritage and values associated with the area through street and reserve naming and design.
- Taraika will be resilient and environmentally sustainable, by following water sensitive design and managing and treating stormwater effectively.

### *Residential Zones*

- Taraika will have a high amenity residential environment with a range of section sizes and housing types, including affordable housing options.
- Optimise walkability and encourage choice and a variety of housing types, by providing for higher density residential development near commercial and community facilities and lower density residential development at the outer edge of Taraika.

### *Commercial Zone*

- Encourage development of a sustainable and attractive local commercial centre that accommodates a variety of compatible land use activities, while protecting the vitality of the Levin Town Centre.
- Ensure the design, nature, and scale of commercial activities contributes positively to the image and overall amenity of Taraika.

### *Open Space Zone*

- To provide high quality public open space that is accessible and can be used for a variety of purposes, including stormwater management.

### **5.1.2 Rules**

Refer to Chapter 15A Rules: Taraika Multi-Zone Precinct contained within Appendix 9 of this report for a complete version of the proposed rules.

- Structure Plan – both land use and subdivision activities will need to be consistent with the Structure Plan, with any activities that are inconsistent rendered a Non-Complying Activity.
- Subdivision – maximum lot size in medium density area, all complying subdivision is a Restricted Discretionary Activity (non-notified), and additional matters of discretion incorporated.
- Strategic Cycle Links – no vehicle entrances allowed in roads with strategic cycle links. Instead, houses must front the street with access provided via a rear access lane.
- Stormwater – all dwellings are to provide onsite rainwater tanks plumbed into household grey water (e.g. toilets), and an integrated approach to managing stormwater quality and quantity is proposed, involving O2NL corridor, reserves, and the street network.
- Fences – front fences are to be limited to 1.2m in height, unless they are set back from the road boundary.
- Front Yard Setbacks – dwellings to be permitted within 2m of front boundary, with accessory buildings (including integral garage) permitted within 4-5m of a front boundary depending on whether vehicle access to the building is directly from the street.
- Commercial Activities – floor area limit of 250m<sup>2</sup> is to be introduced, with activities such as supermarkets and drive-through restaurants provided for as Restricted Discretionary Activity and Large Format Retail a non-complying activity.



- Signage – no ‘remote’ signage (signs must be located on the same site as the activity being advertised is occurring) is to be erected on a site, with further limitations proposed on the number (2) and size of signs.

### **5.1.3 Schedules**

The Plan Change seeks to introduce a new structure plan which development must be consistent with. Refer to Appendix 9 of this report.

### **5.1.4 Maps**

The plan changes updates planning maps 30 & 31. Refer to Appendix 9 of this report.

## **6 Evaluation**

---

Section 32 sets out the requirements for preparing and publishing plan change evaluation reports. In particular, a proposed plan change needs to be evaluated in terms of whether:

- The stated objectives are the most appropriate way to achieve the purpose of the RMA.
- The proposed provisions are the most appropriate way to achieve the objectives by:
  - Identifying other reasonably practicable options for achieving the objectives.
  - Assessing the efficiency and effectiveness of the provisions in achieving the objectives, including identifying and assessing the benefits and costs of the environmental, economic, social and cultural effects anticipated and any opportunities for economic growth and employment (and whether these are anticipated to be provided or reduced by the change).
  - Summarising the reasons for deciding on the provisions.

### **6.1 Scale and Significance of the Proposed Plan Change**

Under s32(1)(c) of the RMA, this evaluation report needs to:

*‘Contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal’.*

The level of detail undertaken for this evaluation has been determined by an assessment of the scale and significance of the environmental, economic, social and cultural effects anticipated through introducing and implementing the proposed provisions. Key considerations that informed this assessment included whether the provisions:

- Involve a matter of national importance;
- Are the subject of a NPS or other form of national direction;
- Are consistent with national or regional direction in the Horizons One Plan and/or other relevant plans, strategies or guidance;
- Are required to resolve an issue or problem that could result in adverse environmental effects or adversely affect economic, social or cultural well-being;
- Are applicable to a very localised area or across the district as a whole;
- Involve a minor or major change to the current provisions;
- Are controversial and /or will affect iwi, groups with specific interests or a large number of residents;
- Will significantly reduce development opportunities or land use options; and
- Are likely to have a major financial impact on landowners / developers due to compliance and or administrative costs.

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

- The proposed plan change is a response to both national direction (NPS-UD) and local resource management issues (refer section 3.5) that are closely linked (population growth driving demand for housing and associated development). While the proposed plan change represents a relatively significant change for the Taraika area the impact of the plan change is localised (including existing Greenbelt Residential development) and will largely increase development opportunities within this area.
- The provisions seek to give effect to national direction and resolve an issue (insufficient housing land) that, if left unresolved, would impact on economic, social, and cultural wellbeing.
- The provisions seek to set out clear direction on the outcomes sought for the Taraika area.
- The provisions do not directly impinge on a matter contained within Section 6 of the RMA.

Consequently, a high level evaluation of these provisions has been identified as appropriate for the purposes of this report.

## **6.2 Quantification of Benefits and Costs**

Section 32(2)(b) requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Given the assessment of the scale and significance of the proposal, specific quantification of the benefits and costs in this report is considered neither necessary, beneficial nor practicable in relation to PC4. Instead, this report identifies more generally where any additional costs or cost may lie.

### 6.3 Proposed Plan Change Approach – Option Analysis

As a basis for approaching development of the planning framework for Proposed PC4 four options were considered as follows :

1. Maintain the status quo (i.e. uplift deferral, retain existing structure plan)
2. Rezone the Taraika area to residential (i.e no replacement structure plan and no Taraika specific provisions)
3. Rezone the Taraika area to a mix of zones (residential and business) and introduce a replacement structure plan
4. Rezone the Taraika area to a mix of residential and business zones, and introduce a Taraika Multi-Zone Precinct with Taraika specific provisions and a replacement structure plan

Each of these options is assessed below.

**Table 2: Assessment of Options**

Options	Costs	Benefits	Efficiency	Effectiveness
<b>Option 1</b> – Status Quo (Uplift deferral, retaining Greenbelt Residential Zoning and Structure Plan 13).	<p>The area will be unable to accommodate the level of growth anticipated. This may put pressure on other less suitable areas, such as the rural environment.</p> <p>The area would be developed through a series of individual resource consent applications, potentially resulting in fragmented decision making and inconsistent environmental outcomes</p>	<p>No financial cost associated with preparing and implementing a proposed plan change.</p> <p>Maintenance of existing/expected semi-rural character of the area.</p>	<p>Could result in the Council receiving multiple resource consent applications and/or private plan changes to develop or rezone land in the area. This will not allow development to be assessed in a co-ordinated and integrated manner.</p> <p>Reduced efficiency of service provision (e.g. wastewater, roads, and parks) due to lower lot yield.</p>	<p>Would not give effect to the Horowhenua Growth Strategy 2040 or make sufficient land available for projected residential and business development in the district.</p> <p>Would be inconsistent with the Master Plan prepared for this area and neither enable or encourage the development outcomes anticipated by the plan.</p>

Options	Costs	Benefits	Efficiency	Effectiveness
	<p>(e.g. reduced connectivity or access to parks and reserves).</p> <p>Would be unresponsive to projected growth demand in the district and exert pressure on opening up new 'greenfield' areas in the district.</p> <p>Potential administrative and compliance costs associated with processing multiple resource consent applications and/or private plan changes to develop or rezone land in the area.</p> <p>Limits diversity of potential housing flexibility and choice, and reduces opportunities to achieve a wider range of affordable housing offerings.</p>		<p>Would be inconsistent with the Master Plan prepared for the area in partnership with the landowners and various experts. As such, it would not represent an efficient use of the time and resource involved in developing the master plan.</p>	<p>Ad hoc development may occur, potentially resulting in greater adverse effects on the environment arising from uncoordinated development and inefficient use of natural and physical resources (including land and water).</p> <p>Fails to satisfy the requirements of the NPSUD as it would not enable a variety of housing types to be provided or contribute to a well-functioning urban environment.</p>

Options	Costs	Benefits	Efficiency	Effectiveness
<p><b>Option 2</b> – Rezone land to residential only (no Taraika specific provisions and no replacement structure plan).</p>	<p>Cost of preparing the plan change.</p> <p>Higher cost of providing and maintaining infrastructure and amenities to the area (e.g. water services, roads, parks and reserves.), particularly where no clear provision for these is currently made.</p> <p>Potential that the development will not have the necessary level of connectivity as the existing Structure Plan was not designed to support an increased level of residential density. This could compromise connectivity both within the development and with the existing urban area of Levin, resulting in sub-optimal environmental outcomes.</p>	<p>Enables a higher density of development than Option 1, and would more closely align with the Horowhenua Growth Strategy 2040 and the NPS-UD.</p> <p>Simpler and less costly to implement relative to Options 3 and 4.</p> <p>Consistent with the approach applied to managing residential areas elsewhere in the district.</p>	<p>Reduced efficiency of service provision (e.g. wastewater, roads, and parks), particularly in relation to managing the staging and funding of future development.</p> <p>Would be inconsistent with the Master Plan prepared for the area in partnership with the landowners and various experts and unlikely to deliver on agreed design outcomes. As such, it would not represent an efficient use of the time and resource involved in developing the Master Plan.</p> <p>Preparing and processing resource consents would be more complex and uncertain given the lack of clear guidance in the District Plan regarding</p>	<p>Would not be effective in delivering the development outcomes for this area anticipated by the Master Plan. Development would be unlikely to occur in a comprehensive and co-ordinated manner without specific guidance in the District Plan.</p> <p>Ad hoc development may occur, potentially resulting in greater adverse effects on the environment, including conflicting land uses adjoining each other or insufficient provision for community assets and commercial services.</p> <p>Existing residential provisions in the District Plan may not be insufficient to manage greenfield development of this scale.</p> <p>This approach will make it more difficult to co-</p>

Options	Costs	Benefits	Efficiency	Effectiveness
	<p>Desirable non-residential activities may not to establish due to perceived Plan barriers or may seek to establish via resource consent is inappropriate locations.</p> <p>Potential that connections beyond Taraika would not be provided, limiting future development potential.</p> <p>Higher cost and difficulty in securing amenities such as parks and schools in the future, once the population reaches the point where these are expected as they may need to be retrofitted into the development, rather than planned for and secured early on in the development process.</p> <p>Lost opportunity to secure the development outcomes unique to</p>		<p>anticipated outcomes for the area.</p> <p>It is likely that demand for commercial and recreation land will arise as the population of Taraika grows. If land is not zoned for these purposes uncertainty is likely to arise about their future location, potentially resulting in unnecessarily complex resource consent processes.</p>	<p>ordinate infrastructure delivery, meaning there could be delays which would slow delivery.</p> <p>Ad hoc development may occur, potentially resulting in greater adverse effects on the environment (such as poor road connectivity) and inefficient use of natural and physical resources (including land and water).</p>



Options	Costs	Benefits	Efficiency	Effectiveness
	Taraika (including commercial zone, education site, and sufficient open space), resulting in reduced environmental outcomes.			
<b>Option 3</b> – Rezone for residential and business purpose purposes with replacement structure plan, but with no Taraika specific provisions.	<p>Cost of preparing the plan change.</p> <p>Cost of providing and maintaining infrastructure and amenities to the area (e.g. water services, roads, parks and reserves.)</p>	<p>Enables a higher density of development than Option 1 &amp; 2, and more closely aligns with expectations in the Horowhenua Growth Strategy 2040 and the NPS-UD.</p> <p>Simpler and less costly to implement relative to Options 4.</p>	<p>Preparing and processing resource consents will be more complex and uncertain given the lack of clear guidance in the District Plan regarding anticipated outcomes for the area. This would perpetuate implementation issues associated with the existing Structure Plans (e.g. lack of clarity about what is sought and why).</p> <p>Has the potential to be inconsistent with the master plan prepared for the area in partnership with the landowners and various experts, and is unlikely to deliver on agreed design outcomes.</p>	<p>Without specific provisions relating to the specific outcomes sought for Taraika, it is unlikely that the environmental outcomes anticipated (including housing variety, safe walking/cycling environment, scale limits on commercial activities) would be achieved. This could potentially result in poor environmental outcomes.</p>

Options	Costs	Benefits	Efficiency	Effectiveness
			As such, it would not represent an efficient use of the time and resource involved in developing the master plan.	
<b>Option 4</b> – Rezone to a mix of residential and business zones, with a replacement structure plan, and Taraika specific provisions contained within a Taraika Multi-Zone Precinct.	<p>Cost of preparing the plan change.</p> <p>Cost of providing and maintaining infrastructure and amenities to the area (e.g. water services, roads, parks and reserves.)</p> <p>Cost of implementing and complying with the plan change.</p>	<p>Maximises the development capacity of the site and provides certainty about the anticipated outcomes sought.</p> <p>Would give effect to the Horowhenua Growth Strategy 2040 and NPS-UD.</p> <p>Would provide greater flexibility, choice, and opportunities to provide varied housing types, including more affordable options.</p> <p>Promotes integrated, connected development that delivers the high quality environmental and design outcomes</p>	<p>The requirements for this specific area are clearly set out in the District Plan, providing greater certainty for the Council, developers and landowners about what is expected through the subdivision and development process.</p> <p>Development of infrastructure would be guided by a Structure Plan to ensure efficient delivery.</p>	<p>This approach will give effect to the Horowhenua Growth Strategy 2040 and will make land available for residential and business development.</p> <p>Co-ordinated and integrated development would occur, reducing the potential for adverse effects on the environment and inefficient use of natural and physical resources (including land and water).</p> <p>Would be highly effective in delivering the development outcomes for this area anticipated by the Master Plan, such</p>

Options	Costs	Benefits	Efficiency	Effectiveness
		<p>envisioned by the master plan.</p> <p>Connections to land beyond Taraika will be provided, protecting future development potential.</p> <p>Provision and maintenance of infrastructure and amenities to the area can occur in a cost-effective and equitable manner.</p>		<p>as achieving a variety of housing types and securing key connections and civic assets.</p> <p>Would enable complementary commercial and community activities to establish easily.</p>

Based on the assessment conducted in Table 2 above, **Option 4** is the preferred option. The reasons for this are summarised below:

- Maximises the development capacity of the site and provides certainty about the anticipated outcomes sought.
- Promotes integrated, connected development that delivers the high quality environmental and design outcomes sought by the Master Plan.
- The requirements for this specific area will be clearly set out in the District Plan, providing greater certainty for the Council, developers and landowners about what is expected through the subdivision and development process
- Would be highly effective in delivering the development outcomes for this area anticipated by the Master Plan, such as achieving a variety of housing types and securing key connections and civic assets.

## 6.4 Proposed Plan Change 4 Objectives Evaluation

This section of the report evaluates the objectives of the proposal to determine whether they are the most appropriate to achieve the purpose of the RMA.

For the purposes of this evaluation the following criteria form the basis for assessing the appropriateness of the proposed objectives:

1. Relevance and Usefulness
2. Reasonableness and Achievability

#### **6.4.1 Overarching Proposed Plan Change Objective**

The following objective is the overarching plan change objective that address each of the resource management issues and desired environment outcomes identified in Section 3.5 of this 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, 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

Relevance & Usefulness				Reasonableness & Achievability	
Achieves purpose of the Act/Addresses Resource Management Issue	Gives effect to higher order planning documents and non-statutory planning documents (e.g. National Policy Statements)	Efficiency and Effectiveness of Objective of Responding to Issue/Desired Outcome	Assists the Council to undertake its functions under s31	Will not impose unjustifiably high costs on the community/parts of the community and provide an acceptable level of certainty/clarity of intent	Consistency with identified Tangata Whenua and Community Outcomes
<p>Achieves the purpose of the Act in that it seeks provide opportunities for strong, resilient and healthy neighbourhoods to establish. Ensuring housing land to meet demand is critical to provision of quality housing which is closely linked with social, cultural, and economic well-being.</p> <p>This objective better achieves the purpose of the Act than the alternative (status quo) in that it supports an upzoning of land. This not only uses existing resources (growth areas) more efficiently thereby</p>	<p>This objective gives effect to higher order planning documents, including the NPS-UD in that it is focused on achieving a well-functioning urban environment. This is because it directs Taraika is have a range of housing choices, supported by community assets, local-scale commercial activities and transport infrastructure.</p> <p>It also gives effect to One Plan objectives that relate to integration of land use and infrastructure planning.</p>	<p>This objective seeks to manage potential adverse effects associated with large scale greenfield development including:</p> <ul style="list-style-type: none"> <li>- Ensuring good connectivity within the development area and into Levin;</li> <li>- By ensuring sufficient provision for amenities, infrastructure, and services;</li> <li>- Protection of cultural heritage and culturally significant sites.</li> </ul> <p>The objective provides clear direction on the outcomes sought for Taraika. While this may reduce some opportunities for flexibility,</p>	<p>The objective assists Council with fulfilling its functions under s31 of RMA, in particular:</p> <ul style="list-style-type: none"> <li>- The establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district</li> <li>- The establishment,</li> </ul>	<p>The objective provides a high degree of clarity and certainty about the expectations for the developers in this area (i.e. that the structure plan is followed) and a high degree of planning has already been undertaken. The obligation to comply and therefore the costs of doing so (e.g. constructing roads) lies with the developer rather than the wider community.</p>	<p>The objective is consistent with the following community outcomes identified in the Long Term Plan 2018-2038.</p> <p><i>Thriving Communities</i></p> <p>The objectives seek to create a high quality urban environment that is integrated and connected. High quality living environments contribute to health and well-</p>



<p>reducing pressure on rural land from urban sprawl, thus preserving the land resource for future generations, but also provides greater opportunity to manage effects associated with residential development through integrated, well planned servicing solutions.</p> <p>Address identified resource management issues, including:</p> <ul style="list-style-type: none"> <li>- Well functioning urban environments;</li> <li>- Efficient and sustainable infrastructure</li> <li>- Cohesive, logical urban form</li> <li>- Iwi and cultural considerations.</li> </ul> <p>It addresses the above resource</p>	<p>This objective gives effects to the Taraika Master Plan.</p>	<p>it establishes clear baselines to secure good outcomes within the area and reduces resource consent complexity by reducing uncertainty about what is sought.</p>	<p>implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district</p> <p>The objectives are able to be implemented through District Plan provisions and the resource consent process.</p>	<p>being, which assists with building thriving, resilient communities.</p> <p><i>Enabling Infrastructure</i></p> <p>The objectives promote efficient delivery of infrastructure. This enables infrastructure to be delivered in a cost effective way.</p> <p><i>Stunning Environment</i></p> <p>The objective seeks to protect the natural environment, including environmental and amenity values, from the</p>
--	---	---	---	--

<p>management issues in the following ways:</p> <ul style="list-style-type: none"> <li>- Provides for a range of activities that support the needs of future residents (e.g. housing variety, open space, commercial activities)</li> <li>- Provides for high level of connectivity.</li> <li>- Provides for activities to be located in appropriate locations, supported by infrastructure (including community infrastructure)</li> <li>- Recognises that iwi and cultural values and histories should be protected and celebrated in the</li> </ul>					<p>effects of land development.</p> <p><i>Partnership with Tangata Whenua</i></p> <p>Recognition of iwi history through naming and protection of culturally significant sites.</p>
--	--	--	--	--	--

development area.					
----------------------	--	--	--	--	--

#### **6.4.2 Well-Functioning Urban Environments and Cohesive, Logical Urban Form and Layout**

##### **Objective 6A.4**

Achieve a high amenity residential environment with a range of section sizes and housing types, including affordable housing options, in Taraika.

##### **Objective 6A.5**

Encourage development of a sustainable and attractive local commercial centre that accommodates a variety of compatible land use activities, while protecting the vitality of the Levin Town Centre.

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

To provide high quality public open space that is accessible and can be used for a variety of purposes, including stormwater management.

Relevance & Usefulness				Reasonableness & Achievability	
Achieves purpose of the Act/Addresses Resource Management Issue	Gives effect to higher order planning documents (e.g. National Policy Statements)	Efficiency and Effectiveness of Objective of Responding to Issue/Desired Outcome	Assists the Council to undertake its functions under s31	Will not impose unjustifiably high costs on the community/parts of the community and provide and acceptable level of certainty/clarity of intent	Consistency with identified Tangata Whenua and Community Outcomes
As with the above objective, this objective achieves the purpose of the Act by enabling a greater degree of housing choice than is offered by the status quo. Provision of housing at a range of densities, as well as supporting commercial activities, provides greater opportunity for people and communities to provide for their wellbeing through accessing quality housing and business opportunities.	The objectives assist the Council with giving effect to the objectives of the NPS-UD, as they provide opportunities for land to be developed in a way that enables and encourages a range of housing types and makes provision for business activities that support the local community to establish, while protecting the primacy of the Levin Town Centre.	The above objectives address the following resource management issues: <ul style="list-style-type: none"> <li>Lack a variety in housing type available within the District leading to affordability issues;</li> <li>The need for medium density development near to the proposed commercial area transitioning to lower density development towards the outer extent of the development;</li> <li>Offers protection to the Levin Town Centre from inappropriate</li> </ul>	The objective assists Council with fulfilling its functions under s31 of RMA, in particular: <ul style="list-style-type: none"> <li>The establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district</li> </ul>	The objectives underpin the zoning and structure plan approach set out in the plan change. This is an expected cost for comprehensive, large scale development of this nature and assists with achieving the optimal built form and the efficient provision of infrastructure	The Horowhenua Community Led Housing Action Plan identified insufficient housing variety as challenge that needs to be addressed. As such, there is some degree of community acceptance that greater housing density should be enabled, at least in some locations.  The objectives are consistent with the following community outcomes identified



<p>The objectives address and identified resource management issue (well-functioning urban environments and coherent, logical urban form) in that they require development to occur in a manner that will result in a high quality and coherent urban environment. This will minimise adverse effects on the environment associated with land development, while also enabling people and communities to provide for their wellbeing.</p> <p>The objective requires development to be supported by quality public open space that supports the variety of needs</p>	<p>Insufficient housing supply has led to a dramatic increase in Horowhenua, which has had negative impacts on the community's ability to access housing.</p> <p>These objectives enables development to occur at the scale anticipated by the Horowhenua Growth Strategy 2040. This will assist with easing the District's growth pressures and housing demand.</p>	<p>competition at Taraika. This is considered very important, given Taraika's proximity to the O2NL highway.</p> <ul style="list-style-type: none"> <li>Specifically planning for density enables efficient delivery of infrastructure, that enables as opposed to restricts future development.</li> <li>Achieve a high quality and coherent urban form;</li> <li>Ensures that the built environment promotes health and wellbeing;</li> <li>Achieve a high amenity and vibrant urban environment, including public area (parks, reserves, roads, footpaths etc.).</li> <li>Ensure the size and location for different zones within the development area are appropriate (i.e.</li> </ul>	<p>- The establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district</p> <p>The objectives are able to be implemented through District Plan provisions and the resource consent process.</p>	<p>in the Long Term Plan 2018-2038.</p> <p><i>Thriving Communities</i></p> <p>The objectives seek to create a high quality urban environment that provides a variety of housing types to meet the needs of the community. High quality living environments contribute to health and well-being, which assists with building thriving, resilient communities.</p>
---	--	--	--	--

present within the community. Access to public open space that can be used for both active and passive recreation is linked to health, safety and wellbeing.		<p>commercial area is of a sufficient size and in an appropriate location);</p> <ul style="list-style-type: none"> <li>• Manage the impact new commercial areas could have on the vibrancy of the existing town centre.</li> </ul> <p>The above objectives ensure a high quality urban form that creates a clear sense of place and contributes to the overall health and wellbeing of those who will live in and visit the area.</p>			
---	--	---	--	--	--

### 6.4.3 Efficient and Sustainable Infrastructure and Servicing

#### Objective 6A.2

Efficient delivery of infrastructure within Taraika will enable development while protecting environmental values and achieving a high level of residential amenity.

#### Objective 6A.3

Stormwater management in Taraika will be resilient and environmentally sustainable, including:

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

Relevance & Usefulness				Reasonableness & Achievability	
Achieves purpose of the Act/Addresses Resource Management Issue	Gives effect to higher order planning documents (e.g. National Policy Statements)	Efficiency and Effectiveness of Objective of Responding to Issue/Desired Outcome	Assists the Council to undertake its functions under s31	Will not impose unjustifiably high costs on the community/parts of the community and provide and acceptable level of certainty/clarity of intent	identified Tangata Whenua and Community Outcomes
The objectives achieve the purpose of the Act by seeking to reduce the impact of residential development on the natural environment (for	The NPS-UD requires sufficient zoned and serviced land to meet demand for housing (and business). A challenge facing existing zoned	The objective address by desired environmental outcome by ensuring efficient delivery of infrastructure, that enables as opposed to restricts future development.	The objective assists Council with fulfilling its functions under s31 of RMA, in particular: <ul style="list-style-type: none"> <li>- the control of any actual or potential effects of the</li> </ul>	As with the previous two tables, the objectives support a robust structure planning process, giving a high degree of clarity and certainty about the expectations for the	The objectives are consistent with the following community outcomes identified in the Long Term Plan 2018-2038.

<p>example, water quality) by requiring an integrated stormwater management approach and by requiring delivery of reticulated infrastructure which provides greater opportunity to manage adverse effects when compared with a reliance on onsite systems (e.g. septic tank).</p> <p>The objectives addresses the identified resource management issue of 'efficient and sustainable infrastructure and servicing' by detailing the environmental outcomes expected from the proposed servicing approach.</p>	<p>residential land within the District is a lack of supporting infrastructure. As such, this objective gives effect to the NPS-UD by integrated land use and infrastructure planning, but also addresses an existing issue with the Horowhenua District Plan (in relation to Taraika only).</p> <p>The objectives also give effect to One Plan objectives and policies relating to water quality and quantity by direction an integrated stormwater management approach and water sensitive design.</p>	<p>Ensuring development occurs in an integrated and connected way helps to mitigate adverse effects of land development because doing so provides opportunity to use natural resources more efficiently as well as result in a higher level of residential amenity.</p>	<p>use, development, or protection of land.</p> <p>The objectives are able to be implemented through District Plan provisions and the resource consent process.</p>	<p>developers in this area. The obligation to comply and therefore the costs of doing so (e.g. constructing roads) lies with the developer rather than the wider community.</p> <p>This is an expected cost for comprehensive, large scale development of this nature and assists with achieving the optimal built form and the efficient provision of infrastructure</p>	<p><i>Thriving Communities</i></p> <p>The objectives seek to create a high quality urban environment that is integrated and connected. High quality living environments contribute to health and well-being, which assists with building thriving, resilient communities.</p> <p><i>Enabling Infrastructure</i></p> <p>The objectives promote efficient delivery of infrastructure.</p>
---	--	---	---	---	---

## 6.5 Proposed PC4 Policies and Rules Assessment

This section of the report assesses the proposed policies and rules relevant to the associated objectives evaluated in section 6.4 above.

### *Issues/Opportunities*

The proposed plan change objectives set out the desired outcomes for Taraika. These objectives primarily seek to give effect to the NPS-UD focus on achieving well-functioning urban environments. This includes:

- Increased variety in housing type/density when compared to the rest of Levin
- Improved walking and cycling opportunities
- High level of urban amenity
- Residential activities supported by community and commercial activities at an appropriate scale
- Protection of the Levin Town Centre.

In addition, the proposed plan change seeks to enable development that:

- Is serviced by enabling, sustainable infrastructure (including stormwater management)
- Has a cohesive, logical urban form that is well connected both within the development area and to the rest of Levin
- Acknowledges, celebrates and protects cultural history, values, and sites.

### *Existing District Plan Provisions*

All relevant operative District Plan provisions (including policies and rules) apply in Taraika, except where there is conflict between the 'standard' provision and what is contained in the Taraika specific plan chapters, in which case the Taraika specific provisions will override. Given the zones and associated provisions used within Taraika reflect those applied elsewhere in the District no further justification of these provisions is considered necessary.

### *Evaluation of Proposed and Alternative Policies and Rules*

For the purposes of this assessment two reasonably practicable options have been identified:

#### *Option 1: Proposed Plan Change*

- Appendix 11 of this report contains a table which sets out the proposed plan change provision reference and where it has been assessed in the below assessment tables.



### *Option 2: Status Quo*

- The status quo in the following assessments refers to the package of conditions contained within the Operative Horowhenua District Plan that are relevant to the Residential Zone (Chapter 6 and Chapter 15). This on the basis that the earlier assessment undertaken in section 6.3 of this report which concluded that the existing District Plan Zone for the Taraika area (being Greenbelt Residential Deferred), was not an appropriate means to achieving the proposed plan change objectives or the purpose of the Act. The status quo assessment that follows in this section of the report should be read in conjunction with the assessments of 'option 1' and 'option 2' in section 6.3 of this report. The following assessments focus on where the status quo and the proposed plan change differ.

For both of these options an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s). This evaluation is contained in the sections that follow.

The proposed plan change provisions have been grouped into themes to enable more efficient assessment. Each assessment examines the 'bundle' of provisions relating to the particular theme, including policies and associated rules/standards.

## **Option 1: Proposed Plan Change Assessment**

### ***6.5.1 Well-functioning Urban Environments***

The following assessment tables contained within 6.5.1 relate to the proposed plan change objectives set out below:

#### **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

### Objective 6A.5

Encourage development of a sustainable and attractive local commercial centre that accommodates a variety of compatible land use activities, while protecting the vitality of the Levin Town Centre.

### Objective 6A.6

To provide high quality public open space that is accessible and can be used for a variety of purposes, including stormwater management.

#### 6.5.1.1 Housing Yield and Choice

Provisions	Efficiency and Effectiveness	Costs	Benefits
Complying subdivision as a restricted discretionary activity (with no public or limited notification) and a discretionary activity where site controls (size, shape factor etc.) are not met.	Increasing the activity status of complying subdivision to restricted discretionary (from controlled elsewhere in the District) provides a greater opportunity to enforce key features of the Structure Plan (e.g. key transport connections) and therefore achieve the intended plan change outcomes. This, combined with the additional matters of discretion, will give an opportunity to secure roading connections across ownership boundaries even when slight variations in road location occur. This is considered important, as it is conceivable that even roads 'fixed' by the Structure Plan may need to shift slightly due to site features. It is important that there is a	<i>Environmental</i>  The environmental costs of this approach are considered to be limited, as the proposal seeks to introduce additional assessment matters compared with the status quo, improving the opportunity to achieve quality environmental outcomes.  <i>Social</i>  Having defined areas where medium density housing must occur does reduce flexibility to deliver a varied social environment across the development as a whole although this is offset somewhat by setting the maximum site area	<i>Environmental</i>  The benefits of this proposed activity status approach include the ability to decline poor subdivision that would undermine the delivery and implementation of the Structure Plan and, as a result, the Master Plan. As referenced already, this addresses existing District Plan issue  <i>Social</i>  The proposed maximum site area will deliver increased housing variety – specifically medium density, which may result in more affordable housing options being available. Directing medium density housing to a
Maximum site area in Medium Density Residential Zone			
Additional matters of discretion for subdivision (all zones)			

	<p>mechanism to ensure that subsequent subdivisions on adjoining properties 'follow the leader' and connect to existing/approved roads. This approach addresses an existing District Plan issue.</p> <p>Introducing a maximum site area in the Medium Density Residential zone, supported by a Discretionary Activity status where this is not complied with, compels a greater variety of housing type across the development area. This seeks to address an existing issue in the District (being a relatively homogenised housing stock) and aligns with the NPS-UD which seeks to achieve a variety of housing types to meet the diverse housing needs present within communities. Use of a maximum site area is a clear and effective means of achieving and monitoring the level of housing variety likely and able to be delivered.</p> <p>The additional matters of discretion largely seek to support the additional rules outlined above and master plan objectives. This is considered an</p>	<p>quite high in the context of medium density.</p> <p><i>Economic</i></p> <p>Both the increased activity statuses and additional matters of discretion may result in increased resource consent costs due to additional processing and assessment time, although these are likely to be marginal and lessen over time as familiarity with the provisions increases (for both applicants and HDC).</p> <p>The increased activity status may increase uncertainty for developers due to ability to decline consent. However, this is offset somewhere by preclusion of even limited notification. It is noted that very few non-notified resource consent applications are declined.</p> <p>The proposed change to activity statuses and the introduction of a maximum site area in the Medium Density Residential zone differ to the current District Plan approach and therefore may increase Plan complexity.</p>	<p>particularly area gives developers certainty about where this sort of housing is anticipated and means that this increased housing density is able to be supported by the necessary services and amenities (e.g. open space).</p> <p><i>Economic</i></p> <p>Directing medium density housing to be provided in certain locations may also help to address latent demand for medium density housing, as the market is not currently addressing this gap.</p> <p><i>Cultural</i></p> <p>Cultural benefits of this bundle of provisions includes specific reference to the observation of tikanga during site works.</p>
--	--	---	--

	<p>efficient and effective way of implementing the master plan and plan change objectives as matters of discretion are a trigger for consideration and assessment, but offer a high degree of flexibility.</p>	<p>The introduction of a maximum site area will compel higher density housing to a certain area. However, it is acknowledge that this housing type is relatively untested within the District, particularly at scale. Therefore, this is some market risk in requiring this housing type in one location.</p> <p><i>Cultural</i></p> <p>There are unlikely to be cultural costs associated with this bundle of provisions, as the proposal seeks to introduce additional assessment matters compared with the status quo.</p>	
--	--	---	--

#### 6.5.1.2 Transport

<b>Provisions</b>	<b>Efficiency and Effectiveness</b>	<b>Costs</b>	<b>Benefits</b>
<p>Strategic cycleways – properties that front a road with a strategic cycleway must be accessed via rear access lane (pedestrian entrances still to front the road).</p>	<p>This provision is focused on achieving a safe cycling environment by reducing conflict points between cars and cyclists associated with vehicle crossings (entry/exit point between private property and public road), which is a key plan change outcome.</p> <p>This approach is considered a very effective way of achieving this outcome. Identification of strategic cycle routes on the</p>	<p><i>Environmental &amp; Social</i></p> <p>As this provision seeks to enable safe, active (non-motorised vehicle transport) there are no identified environmental or social costs.</p> <p><i>Economic</i></p> <p>Under the current development funding approach, the costs of this will be borne by individual</p>	<p><i>Environmental &amp; Social</i></p> <p>This provision will result in significant benefits for Taraika developers and residents in that it will provide a safe cycling options to key features of the development (e.g. primary school, commercial centre). These benefits include:</p> <ul style="list-style-type: none"> <li>- Sections more desirable</li> </ul>

	structure plan allows investment in this infrastructure to be directed where it will deliver the most benefits. This approach is clear and easy to implement.	<p>developers. The costs of this are largely related to additional construction costs associated with having a construct a rear access lane as well as a public road with cycleway. These costs are likely to be relatively significant for individual developers.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<ul style="list-style-type: none"> <li>- Health and wellbeing benefits associated with cycling</li> <li>- Environmental benefits associated with reduced vehicle use.</li> </ul> <p><i>Economic</i></p> <p>Economic benefits for future residents associated with less reliance on motorised vehicles.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
--	---	--	---

### 6.5.1.3 Residential Amenity

Provisions	Efficiency and Effectiveness	Costs	Benefits
Arapaepae Road special treatment overlay	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><i>Environmental</i></p> <p>May limit or delay the range of activities able to establish, meaning the entry to Taraika may remain vacant for some time.</p> <p><i>Social</i></p> <p>There are no identified social costs.</p> <p><i>Economic</i></p>	<p><i>Environmental</i></p> <p>Mitigation of noise impacts from SH57 on new residential activities will be mitigated by using WKNZTA updated guidance material, providing a higher degree of protection than current District Plan provisions.</p> <p><i>Social</i></p> <p>Opportunity to consider aspects such as safe access and</p>



	<p>As State Highway 57 is a limited access road, development of this land is currently limited due to access constraints. In addition, this land is proposed to be subject to WKNZTA's updated noise, ventilation, and vibration standards which seek to mitigate reverse sensitivity effects associated with the operation of State Highway 57.</p> <p>In addition, the land area is relatively narrow due to the location of the O2NL corridor.</p> <p>Based on the above, a bespoke approach for managing effects associated with developing this land is considered both effective and efficient. Specifying that development is a Restricted Discretionary activity and limiting matters of discretion to reverse sensitivity, access, and compatibility with surrounding land uses it offers a high degree of flexibility for the market to propose a suitable land use that address the known constraints.</p>	<p>Both the activity statuses and matters of discretion may result in increased resource consent costs due to additional processing and assessment time (compared with the remainder of the development area).</p> <p>The activity status may increase uncertainty for developers due to ability to the ability to decline consent.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p>compatible land use activities (e.g. minimise reverse sensitivity effects).</p> <p><i>Economic</i></p> <p>Balance between providing flexibility and opportunities, while managing adverse effects.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
Increased maximum building height (in Medium Density Residential Zone)	<p>A key objective of both the plan change and the NPS-UD is to enable growth both up and out and to deliver a variety of housing types. To achieve this,</p>	<p><i>Environmental &amp; Social</i></p> <p>Environmental and social costs includes those associated with more intensive built form.</p>	<p><i>Environmental &amp; Social</i></p> <p>The primary benefit of this provision is that it enables additional development height</p>

	<p>the maximum building height is set to allow up to three storeys in the medium density area (compared with two elsewhere in the District).</p> <p>This is considered an efficient and effective way of enabling upwards growth while still managing effects such as shading on neighbouring properties.</p> <p>This approach is more enabling and more aligned with the NPS-UD than the current District Plan approach (which effectively limits development to two storeys).</p> <p>Removing height limits entirely is not considered an efficient or effective option as this would require quite an extensive change to other provisions to manage adverse effects associated with shading and loss of privacy on neighbouring properties. Such an approach would have been significant different to the current District Plan approach and would introduce considerable complexity.</p>	<p>However, these anticipated by the NPS-UD which directs Council's to increase maximum building heights in certain scenarios.</p> <p><i>Economic</i></p> <p>There are no direct economic costs associated with this provision. Existing daylight setback provisions would continue to apply (which would require three storey buildings to be located further from boundaries than one and two storey buildings) meaning that the potential for shading/loss of privacy on neighbouring properties will be no greater than the rest of the residential environment.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p>within the medium density area and therefore enables improved housing variety. This is in line with the NPS-UD.</p> <p><i>Economic</i></p> <p>There is an economic benefit associated with fewer regulatory barriers that may otherwise discourage or present risk to developers wanting deliver varied building forms (e.g. multi-story living).</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
Integral garages		<i>Environmental</i>	<i>Environmental</i>

Building setbacks (for front boundary)	<p>The plan change proposes to introduce controls for integral garages to avoid integral garages from dominating residential frontages. This is an extension of the existing District Plan approach, which limits the size, and location of accessory buildings (which are defined as 'detached' buildings) for this same purpose. Extending the approach to integral garages is considered an efficient and effective way of achieving the intended outcome as it is currently possible for integral garages to dominate the residential frontage, thus undermine the intended outcome.</p> <p>It is proposed to allow dwellings (but not accessory buildings) to be built closer to the front boundary in Taraika when compared with the rest of the residential environment (from 4m to 2m. This encourages dwellings to be the primary feature of the street and discourages garages from being built in front of the dwelling helping to create an active street frontage. This has positive crime prevention through environmental design (CPTED)</p>	<p>Could result in a more homogenise environment.</p> <p><i>Social</i></p> <p>Could present constraints for people who need higher fences (e.g. their front fences would need to be setback from front boundary.</p> <p><i>Economic</i></p> <p>Extending control to include integral garages may result in a lack of flexibility for landowners and could have higher design and construction costs.</p> <p>In regard to front boundary setbacks, there are no additional costs when compared with the existing District Plan approach as this provision is more permissive.</p> <p>There are no costs associated with removing the daylight setback standard for conjoined dwellings as it reduces the chance of inadvertently triggering unnecessary resource consents.</p> <p>Fencing requirements may result in a lack of flexibility for landowners and could have</p>	<p>The proposed garage provisions more effectively deliver the intended outcome of the current provision than the current approach.</p> <p>Incentivises/enables better use of backyard areas (private outdoor living space) as well as encourages dwellings to address the street, contributing the residential amenity.</p> <p><i>Social</i></p> <p>Reduced front boundary fence heights promotes safer communities by offering greater personal security for pedestrians, cyclists, and residents. This also helps to create an attractive and walkable residential streetscape</p> <p><i>Economic</i></p> <p>The proposed provisions enable greater flexibility in site design and better use of the site.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
Daylight access (for conjoined dwellings)			
Fencing			

	<p>and urban design outcomes and supports other bulk and location standards (including integral garage and fencing requirements). This allows encourage more efficient use of lot area and may result in improved private outdoor living space at the rear (or side of the dwelling).</p> <p>Explicitly stating that conjoined dwellings do not need to comply with the daylight setback envelope on internal boundaries addresses and existing District Plan interpretation issue. It is considered efficient and effective to make this explicit in Taraika (noting that the issue will remain for the rest of the residential environment) due to the scale of conjoined development that could occur.</p> <p>Tall, solid front fences on public boundaries (roads and reserves) can create poor urban design outcomes and detract from streetscape quality. Lower front fence heights have the potential to result in CPTED for both pedestrians and residents due to 'eyes on the street' providing passive surveillance and informal</p>	<p>higher design and construction costs.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	
--	--	--	--

	<p>security. In addition, reduced fence heights on public boundaries contribute to a feeling of openness. These factors boost walkability.</p> <p>Therefore, it is considered effective and efficient for a height restriction standard to apply to fences located on public boundaries to prevent these issues from arising. Taller fences are still enabled on side and rear boundaries or setback from front boundaries to ensure safety for the likes of pets and children.</p> <p>As a whole, the standards provide certainty of outcomes through use of a base standard.</p>		
--	--	--	--

#### 6.5.1.4 Non-Residential Activities

<b>Provisions</b>	<b>Efficiency and Effectiveness</b>	<b>Costs</b>	<b>Benefits</b>
Limits on nature and scale of non-residential activities	The proposed approach to enabling commercial activities largely reflects the current District Plan approach, in that it lists a range of commercial activities that are permitted. However, some commercial activities permitted elsewhere in the commercial environment are excluded from Taraika. This is to reflect the 'neighbourhood' centre purpose of this area. This means	<p><i>Environmental &amp; Social</i></p> <p>Risk that activities that would be complementary to Taraika are not permitted, either trigger unnecessary resource consents or deterring activity from establishing.</p> <p><i>Economic</i></p>	<p><i>Environmental &amp; Social</i></p> <p>Encourages a range of complementary business activities that will contribute to a well-functioning urban environment. This is consistent with the NPS-UD.</p> <p>The approach is relatively flexible due to broad definitions for commercial and retail activities.</p>

	<p>some activities, including those that are not conducive to a pedestrian friendly environment (e.g. service station) are not permitted with the Taraika commercial area.</p> <p>While a wide range of commercial activities are permitted in Taraika, a limit on scale is proposed. This upholds the Master Plan and Plan Change objective of encourage a neighbourhood centre, by preserving the ability for a true centre to establish (by ensuring the zone is not taken up by one or two activities). The proposed maximum gross floor area is based on neighbourhood scale commercial zones in other parts of New Zealand.</p> <p>Limiting the nature and scale of commercial activities (for example, activities such as movie theatres or large retail stores) seeks to preserve the primacy of the Levin Town Centre.</p> <p>The approach to managing other non-residential activities is consistent with the current District Plan. For example, community activities (including</p>	<p>Increased compliance and administration costs for developers.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p><i>Economic</i></p> <p>Provides clear scope for a range of appropriately scaled activities to establish.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
--	---	--	--



	<p>education) are provided for as a restricted discretionary activity in the open space zone. Within Taraika, this is supported by enabling policy direction.</p> <p>This approach is considered effective for the reasons above. It is also considered efficient as it is relatively easily enforced.</p>		
<p>Building frontage controls</p> <p>Signage controls</p>	<p>The approach to managing building frontages in the Taraika commercial area is based on the permitted activity conditions that apply in the Levin Town Centre Pedestrian Overlay. This is considered appropriate given the similar objectives sought.</p> <p>These standards help to create a high amenity environment where streets are sheltered, comfortable and interesting. In this case, locating all buildings on the front boundary, providing a verandah, a high proportion of glazing, maximum frontage wide, and design details, means a continuous, attractive and vibrant frontage for these pedestrian focused areas. This encourages walkability and creates a centre that attracts people to spend time.</p>	<p><i>Environmental &amp; Social</i></p> <p>Potential that alternative design options that do deliver high quality environmental outcomes are seen to be discouraged.</p> <p><i>Economic</i></p> <p>The costs of obtaining resource consent for activities that are expected and anticipated within the zone.</p> <p>Requirements may result in a lack of flexibility for landowners and could have higher design and construction costs.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p><i>Environmental &amp; Social</i></p> <p>Controls building bulk as viewed from the street.</p> <p>Enhances the streetscape of the pedestrian areas and establishes an attractive commercial character.</p> <p>Consistent with approach for other pedestrian focused areas set out in the District Plan.</p> <p><i>Economic</i></p> <p>Ensures attractive, continuous building frontages and verandahs. This contributes to pedestrian experience and is therefore likely to boost vibrancy and vitality of activity.</p> <p><i>Cultural</i></p>

	<p>Where the proposed approach for Taraika differs to the Levin Town Centre Pedestrian Overlay is that new buildings and external alterations to buildings are expressly provided for as a restricted discretionary activity. This is considered an effective and efficient way of achieving the outcomes sought, given the extent of complexity of the standards.</p> <p>It is also proposed to introduce provisions to limit the number and scale of signs within Taraika (including no remote signage). This is considered appropriate given the Taraika commercial area is expected to be of a neighbourhood scale and therefore significantly smaller than Levin Town Centre.</p>		There is unlikely to be any cultural benefit associated with this provision.
Supermarkets and drive-through restaurants as a restricted discretionary activity	<p>A supermarket of appropriate scale is likely to be desirable within Taraika as it will help to achieve a well-functioning urban environment. However, due to the scale limits proposed for commercial and retail activities would not comply.</p> <p>Both supermarkets and drive-through restaurants have specific effects that needs to be managed</p>	<p><i>Environmental &amp; Social</i></p> <p>If the resource consent process deters these activities, they may not establish in the area.</p> <p><i>Economic</i></p> <p>Cost of obtaining resource consents may be a deterrent.</p> <p><i>Cultural</i></p>	<p><i>Environmental</i></p> <p>Provides opportunity to manage specific effects, while still providing clear pathway for these activities to establish.</p> <p>Providing for activities such as supermarkets may reduce need to travel.</p> <p><i>Social</i></p>

	<p>(for example traffic, loading areas, and potential for conflict with adjoining residential activities). However, in both cases the effects of these activities can likely be managed.</p> <p>Therefore, it is efficient and effective to provide for these activities a restricted discretionary.</p>	<p>There is unlikely to be any cultural cost associated with this provision.</p>	<p>Provides for supermarket type activities that will support local community.</p> <p><i>Economic</i></p> <p>Clear opportunities for supportive commercial activities to establish.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
Industrial and Large Format Retailing as a non-complying activity	<p>There is potential that activities of this nature may seek to establish in Taraika due to the location (near potential O2NL interchange) and lack of capacity elsewhere, particularly for large format retail activities.</p> <p>However, as these activities are very large scale, vehicle dominant and often result in operating effects that are incompatible with residential neighbourhoods they are not considered appropriate in Taraika. Such activities could undermine the Master Plan and proposed plan change objectives. Therefore, the</p>	<p><i>Environmental &amp; Social</i></p> <p>Such activities can provide jobs and meet the community's needs for good and services. If these activities cannot establish, these potential benefits may be lost.</p> <p><i>Economic</i></p> <p>Limits opportunities for a full range of activities to establish.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p><i>Environmental &amp; Social</i></p> <p>Maintains and enhances the levels of amenity in commercial areas.</p> <p><i>Economic</i></p> <p>Makes clear that this type of activity is unlikely to be appropriate.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>

	proposed approach is considered efficient and effective.		
--	--	--	--

### **6.5.2 Efficient and Sustainable Infrastructure and Servicing**

The following assessments relate to the proposed plan change objectives set out below:

#### **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

#### **Objective 6A.2**

Efficient delivery of infrastructure within Taraika will enable development while protecting environmental values and achieving a high level of residential amenity.

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

Stormwater management in Taraika will be resilient and environmentally sustainable, including:

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

6.5.2.1 *Integrated Stormwater Management and Water Supply & Waste Water*

Provisions	Efficiency and Effectiveness	Costs	Benefits
Rainwater tanks	<p>Requiring individual lots to have a rainwater tank is considered an efficient and effective means of supporting the wider storm water management approach.</p> <p>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>	<p><i>Environmental &amp; Social</i></p> <p>Environmental costs associated with the visual appearance of rainwater tanks, especially on small sites. Cost of maintaining tanks, particular where shared arrangements are used.</p> <p><i>Economic</i></p> <p>Costs associated with the tank when compared with the rest of the residential environment.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p><i>Environmental &amp; Social</i></p> <p>Improved stormwater management resulting in some improvement of Lake Horowhenua water quality. 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.</p> <p>Reduces reliance on mains water supply.</p> <p><i>Economic</i></p> <p>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.</p> <p><i>Cultural</i></p> <p>Cultural benefits associated with improved environmental outcomes associated with less stormwater being discharged to ground via soak put.</p>

<p>Requirement to construct and vest infrastructure</p>	<p>This requirement is considered a more explicit version of the current District Plan approach, which requires developers to construct and vest infrastructure. The current approach outlines that this may require infrastructure over and above what is required for their individual development and that HDC <i>may</i> (emphasis added) contribute to the additional costs.</p> <p>This is considered an efficient and effective approach to ensuring infrastructure is constructed and made available as the development progresses. It is noted that this may result in significant costs of developer (refer to next column) however, these can be addressed outside of the plan change approach (for example, as part of the Long Term Plan process to determine who/how to fund growth related infrastructure).</p>	<p><i>Environmental &amp; Social</i></p> <p>Environmental and social costs associated with additional infrastructure to maintain.</p> <p><i>Economic</i></p> <p>Under the current approach, costs over and above what is required for an individual development will be primarily borne by the developer, which may deter development.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p><i>Environmental &amp; Social</i></p> <p>Clear infrastructure requirements helps to enable timely and efficient delivery of infrastructure, enabling housing to be built. Environmental and social benefits associated with more timely and consistent supply of housing.</p> <p><i>Economic</i></p> <p>Under the current approach, costs are borne by developers and not ratepayers.</p> <p>Infrastructure will be in place to enable further development.</p> <p>Expectation a clear, potentially leading to more expedient resource consent processes.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
---	--	--	---

### 6.5.3 Cohesive, Logical Layout & Urban Form

The following assessments relate to the proposed plan change objectives set out below:

#### 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

#### **Objective 6A.4**

Achieve a high amenity residential environment with a range of section sizes and housing types, including affordable housing options, in Taraika.

#### **Objective 6A.5**

Encourage development of a sustainable and attractive local commercial centre that accommodates a variety of compatible land use activities, while protecting the vitality of the Levin Town Centre.

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

To provide high quality public open space that is accessible and can be used for a variety of purposes, including stormwater management.

##### 6.5.3.1 Structure Plan and Zoning

<b>Provisions</b>	<b>Efficiency and Effectiveness</b>	<b>Costs</b>	<b>Benefits</b>
Structure Plan	The structure plan is proposed to apply to both subdivision and land use activities. It defines key movement networks that link important features of the	<i>Environmental</i>  There is some risk of implementation issues resulting from inconsistent interpretation of	<i>Environmental</i>  Use of Structure Plan (and the requirement to be 'consistent'

	<p>development (e.g. school site, commercial centre), the extent and size of different land use zones and ensures provision is made for civic assets (e.g. parks and reserves).</p> <p>The Structure Plan is a key method for implementing the Master Plan.</p> <p>This is considered an efficient and effective approach in that:</p> <ul style="list-style-type: none"> <li>- It ensures key features (e.g. education site and commercial centre are sized/located appropriately. Refer to Appendix 2 of this report for Master Plan design rationale document).</li> <li>- The approach allows for some degree of flexibility in that key features (e.g. arterial roads) are largely fixed and less significant features (e.g. local roads) have a higher degree of flexibility.</li> <li>- Provides clarity on what is expected.</li> <li>- Manages effects and demands of land</li> </ul>	<p>what the Structure Plan requires. This plan requires activities to be 'consistent' with the Structure Plan. This term could be open to inconsistent interpretation.</p> <p>Non-complying activity status may be a barrier to proposing alternative development scenarios that do uphold the Structure Plan.</p> <p><i>Social</i></p> <p>Land located at the centre of development are will likely to be last to develop as the activities provided for in this area will depend on population to establish. This means that it might take some time for the desired urban form to establish.</p> <p><i>Economic</i></p> <p>The approach may increase construction costs in that is requires construction of roads and cycle lanes and provision of parks and reserves.</p> <p>The Structure Plan may results in less flexibility for landowners.</p>	<p>with is aligned with the current District Plan approach of managing significant greenfield development in identified growth areas.</p> <p>The use of a Structure Plan (and the content of the Structure Plan) helps to manage complex issues in an integrated way.</p> <p>This approach will ensure coordinated and compatible development (e.g. transport network, land use intensity) across parcels of land in different ownership.</p> <p>This approach helps to coordinate infrastructure provision and other services across land parcels in different ownership.</p> <p>Zone use is consistent with the existing District Plan approach.</p> <p><i>Social</i></p> <p>Provides best chance of upholding Structure Plan and plan change objectives.</p>
--	--	---	---

	development held in multiple ownership in an integrated way and in support of a well-functioning urban environment.	Cost of resource consent for a non-complying activity for activities that do not comply with the Structure Plan.  It is likely that future plan change will be required to rationalise zone boundaries with lot boundaries.	Ensures good urban form by secures suitable land provision for activities that support a well-functioning urban environment (school, commercial) but would typically establish in the later stages of development and may therefore be relegated to less desirable locations.
Inconsistency with Structure Plan as a non-complying activity	Achieves desired Structure Plan outcome  Non-complying activity status adds further layer of assessment when compared with other activity status (e.g. gateway test). This is considered an efficient and activity way of upholding the Structure Plan and plan change objectives, both preserving the outcomes sought for the area and protecting the investment made into developing the Master Plan.	<i>Cultural</i>  There is unlikely to be any cultural cost associated with this provision.	<i>Economic</i>  This approach provides certainty to developers, HDC, key stakeholders and the wider public about the intended development outcome.  Provides a clear signal non-compliance is generally not appropriate.  <i>Cultural</i>
Location and size of zones	The zone approach is justified in the Master Plan Design Rationale document included as Appendix 2 of this report and summarised below:  <i>Commercial Zone</i> - Other locations considered but location of O2NL highway meant that the proposed location		There is unlikely to be any cultural benefit associated with this provision.

	<p>was most suitable/desirable as it is central to the development area.</p> <ul style="list-style-type: none"> <li>- The commercial centre is co-located with the likely future primary school. These two features create a true 'neighbourhood centre' and therefore uphold the Master Plan and plan change objectives.</li> </ul> <p><i>Education Site</i></p> <ul style="list-style-type: none"> <li>- The education site is sized based on other similar primary schools that have recently been constructed.</li> <li>- It is located at the centre of the development where it is well serviced by key transport routes (including cycleways) so that it is easily accessible.</li> <li>- It is co-located with primary reserve space to allow for shared use.</li> </ul> <p><i>Open Space Zone</i></p> <ul style="list-style-type: none"> <li>- The open space areas are based upon meeting a minimum provision of 2ha per 1,000 people, a</li> </ul>		
--	---	--	--

	<p>400m walk (5 minutes) from some form of public open space and 800m walk (10 mins) from a more significant reserves space.</p> <p><i>Residential Zones (densities)</i></p> <ul style="list-style-type: none"> <li>- Is designed to provide a variety of housing types and densities.</li> <li>- Highest density is provided for at the centre, where houses will be well serviced by supporting amenities, transitioning outwards to lowest density at the edge of the development as it transitions to a more rural environment.</li> </ul>		
O2NL corridor	<p>The O2NL corridor has been identified as a spatial feature/overlay on the Structure Plan, but with no specific land use rules associated with it. Land underneath this feature is zoned residential, consistent with the zoning approach discussed above.</p> <p>The helps to identify how O2NL has been considered in the Master Plan process, including identification of potential</p>	<p><i>Environmental &amp; Social</i></p> <p>The O2NL overlay impacts a larger area of land than will be ultimately be impacted on the notice of requirement, meaning a later plan change may be required.</p> <p><i>Economic</i></p> <p>Identification of the highway may affect opportunities for the land.</p>	<p><i>Environmental &amp; Social</i></p> <p>Provides information about a future major feature, helps to justify key features (e.g. connections over highway), and enables better planning for the interface between O2NL and Taraika.</p> <p><i>Economic</i></p> <p>As there are no rules and the land underneath the overlay is</p>

	<p>severance and land use compatibility effects that need to be considered, including through the O2NL notice of requirement process. This will help to identify and support mitigation options.</p> <p>This is considered an efficient and effective approach in that:</p> <ul style="list-style-type: none"> <li>- O2NL has no legal RMA status in that no notice of requirement has been lodged (and will not be until 2022).</li> <li>- No design decision have been made (e.g. road surface, road height, interchange locations, local roads connections) and therefore the exact nature of effects is not yet known.</li> <li>- It would pose an undue and unreasonable restriction on landowners to impose rules relating to O2NL given the lack of legal status and uncertainty about final design and timing.</li> </ul>	<p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p>zoned residential, it does not unduly constrain landowners.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural benefit associated with this provision.</p>
--	---	---	---

#### **6.5.4 Iwi and Cultural Considerations**

The following assessments relate to the proposed plan change objectives set out below:



### 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

### Objective 6A.2

Efficient delivery of infrastructure within Taraika will enable development while protecting environmental values and achieving a high level of residential amenity.

### Objective 6A.3

Stormwater management in Taraika will be resilient and environmentally sustainable, including:

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

#### 6.5.4.1 Cultural Acknowledgement and Referencing, Environmental Outcomes

Provisions	Efficiency and Effectiveness	Costs	Benefits
Cultural acknowledgement and referencing in development	The Taraika policy framework specifically references naming as a means of acknowledging	<i>Environmental &amp; Social</i>	<i>Environmental &amp; Social</i>  Consistent with NPS-UD.

	<p>cultural history and values (both Māori and non-Māori)</p> <p>The policy framework also prioritises use of indigenous plants in reserves and streets.</p> <p>While the above are referenced in the policy framework there are no specific rules related to this, as rules are not considered a suitable means of achieving this outcome. This results in some constraints on effectiveness. However, as HDC plays a key role in approving street names and in naming and planting reserves there are non-statutory methods to achieve this. This includes:</p> <ul style="list-style-type: none"> <li>- Street naming policy (HDC had made a commitment to reviewing this to provide greater role for iwi)</li> <li>- Reserves planning.</li> </ul>	<p>Less opportunity for landowners to select street names.</p> <p><i>Economic</i></p> <p>Additional and assessment costs associated with identifying and selecting appropriate names.</p> <p><i>Cultural</i></p> <p>There is unlikely to be any cultural cost associated with this provision.</p>	<p>Recognition of both Māori and non-Māori culture through use of both Māori and English place names.</p> <p>Potential biodiversity benefits through use and prioritisation of indigenous plants.</p> <p><i>Economic</i></p> <p>There is unlikely to be an economic benefits associated with this provision.</p> <p><i>Cultural</i></p> <p>Recognition of cultural values and history within an urban environment.</p>
Observation of tikanga during site works	<p>Observation of tikanga during site works is a relevant matter of discretion for subdivision, meaning that relevant conditions can be imposed on resource consents to achieve this outcome.</p>	<p><i>Environmental &amp; Social</i></p> <p>There is unlikely to be an environmental or social costs associated with this provision.</p> <p><i>Economic</i></p>	<p><i>Environmental &amp; Social</i></p> <p>Consistent with Part 2 of the RMA.</p> <p><i>Economic</i></p>

	<p>As a matter of discretion, there is flexibility in how this is applied so that conditions reflect the scale and significance of each individual development.</p> <p>This is considered an efficient and effective method of helping to ensure tikanga is observed, with recourse options available if it is not.</p>	<p>Costs for developers associated with being educated on and then following of tikanga.</p> <p><i>Cultural</i></p> <p>Capacity of iwi.</p>	<p>Benefits associated with training and development opportunities.</p> <p><i>Cultural</i></p> <p>Recognises and values tikanga.</p>
Stormwater management	<p>The Taraika policy framework specifically references working with iwi to develop the wider stormwater management system (e.g. the system over and above what is provided on individual sites)</p> <p>While the above are referenced in the policy framework there are no specific rules related to this, as rules are not considered a suitable means of achieving this outcome. This results in some constraints on effectiveness. However, as HDC plays a key role in this. Therefore, this policy demonstrates a commitment to achieving this outcome.</p>	<p><i>Environmental &amp; Social</i></p> <p>There is unlikely to be an environmental or social costs associated with this provision.</p> <p><i>Economic</i></p> <p>Costs associated with development and maintaining the proposed stormwater management approach.</p> <p><i>Cultural</i></p> <p>Capacity of iwi.</p>	<p><i>Environmental &amp; Social</i></p> <p>Improved environmental outcomes</p> <p><i>Economic</i></p> <p>Opportunity for capacity building of iwi members in stormwater management.</p> <p><i>Cultural</i></p> <p>Opportunity for contractors and those with technical backgrounds to learn about Te Ao Māori, improving future cultural and environmental outcomes.</p>

## **Option 2: Status Quo**

### **6.5.5 Well-functioning Urban Environments**

The following assessment table relates to the proposed plan change objectives set out below:

#### **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

#### **Objective 6A.5**

Encourage development of a sustainable and attractive local commercial centre that accommodates a variety of compatible land use activities, while protecting the vitality of the Levin Town Centre.

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

To provide high quality public open space that is accessible and can be used for a variety of purposes, including stormwater management.

<b>Provisions</b>	<b>Efficiency and Effectiveness</b>	<b>Costs</b>	<b>Benefits</b>
Subdivision as a Controlled Activity, with existing matters of control only, and with only minimum lot sizes (no maximum)	As a controlled activity consent must be granted. This means there is limited scope to enforce assessment matters, such as connectivity. In the case of	<i>Environmental &amp; Social</i>  Lost opportunity to deliver the environmental and social outcomes sought by the Master	<i>Environmental &amp; Social</i>  The resulting outcome will be very similar to what already occurs within the District,

	<p>Taraika, this could result instances were subdivisions adjoining each other must be approved even if they risk undermining each other (for example, if a slight deviation to a road network is proposed on one site there is no scope to require this to be followed on the adjoining property).</p> <p>With only minimum lot sizes, there will be limited opportunity to require higher density housing to be provide in Taraika. This would undermine the objective of the Master Plan (to provide housing variety) and would be inconsistent with the NPS-UD which seeks to achieve variety.</p> <p>Therefore, these provisions are not considered an efficient or effective way of achieving the objectives of the Plan Change.</p>	<p>Plan. In particular, connectivity and housing variety outcomes may not be realised. Approach could be inconsistent with the NPS-UD.</p> <p><i>Economic</i></p> <p>There are few economic costs associated with this option, given the approach would be the same as what applies elsewhere in the District's residential environment. Although it is noted that the investment made in the Master Plan process may not be realised.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural costs associated with this option.</p>	<p>meaning the resulting character and amenity will be relatively known.</p> <p><i>Economic</i></p> <p>Costs and risks associated of developing in this area will be the same as elsewhere in the District.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural benefits associated with this option</p>
Existing bulk, location, and fencing rules	<p>Under current rules, dwellings are required to be setback from the front boundary by 4m. Current accessory building rules require freestanding garages to be setback from the street further than dwellings, but this rule does not apply to integral garages. Front fences area to be 2m high where the top 0.5m is at least</p>		

	<p>50% transparent, or 1.5m high if the entire fence is 'closed' style</p> <p>This can result in situations where residential sites are dominated by garaging or fencing. This can discourage walking and cycling as visibility between private and public space is reduced. This does not achieve objective and creating a safe and attractive walking and cycling environment.</p> <p>The existing bundle of provisions can also result in private outdoor living space at the rear of dwellings being reduced by the need to provide front yard setbacks, resulting in less efficient use of the site.</p> <p>Therefore, these provisions are not considered the most efficient and effective way of achieving the Taraika objectives.</p>		
Commercial activity scale and type only controlled through floor area limit of 1,000m <sup>2</sup> outside of the Large Format Retail overlay, with no specific requirements for drive-through restaurants and supermarkets	The current District Plan commercial rules could allow large scale commercial activities that could compete with the Levin Town Centre (for example, movie theatre). They also would not provide scope to manage the specific effects (e.g. traffic)	<p><i>Environmental &amp; Social</i></p> <p>Activities that are of a size and scale that is incompatible with the Taraika commercial area could establish, with no ability to control effects (e.g. traffic)</p>	<p><i>Environmental &amp; Social</i></p> <p>Potential that unanticipated or newly emerging activities that may benefit Taraika could establish easily.</p> <p><i>Economic</i></p>



	<p>arising from activities (such as supermarkets and drive through restaurants) that may seek to establish in the area. This could compromise walkability in Taraika. Therefore, the existing rules are not considered an efficient or effective way to achieve the proposed objectives.</p>	<p><i>Economic</i></p> <p>Risk that activities may establish in Taraika that could have a negatives impact on the viability of the Levin Town Centre.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural costs associated with this option.</p>	<p>Flexibility for activities to establish and low consenting costs.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural benefits associated with this option.</p>
<p>'Remote' signage allowed in commercial zone (e.g. electronic billboard on Oxford Street, Levin). More permissive limits on size and number of signs.</p>	<p>These signage rules allow very large signs that can be distracting to motorists and detract from an attractive urban environment. Given the 'village' scale commercial environment proposed for Taraika, such large scale signage is not considered an efficient or effective way of upholding the objectives.</p>	<p><i>Environmental &amp; Social</i></p> <p>Existing issues associated with large scale signage (e.g. impact on amenity of commercial areas and potential distraction to drivers) will continue.</p> <p><i>Economic</i></p> <p>There is unlikely to be economic costs associated with this option.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural costs associated with this option.</p>	<p><i>Environmental &amp; Social</i></p> <p>Residents/passers-by will be aware of activities in their vicinity.</p> <p><i>Economic</i></p> <p>Gives commercial landowners revenue option (associated with accommodating remote signage on their signs)</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural benefits associated with this option.</p>

#### **6.5.6 Efficient and Sustainable Infrastructure and Servicing**

The following assessment table relates to the proposed plan change objectives set out below:

## 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

Provisions	Efficiency and Effectiveness	Costs	Benefits
No specific requirement to provide cycle lanes or rear access lanes	Without specific requirements about where to provide cycle lanes, there is limited ability to implement this outcome. Options would be to either negotiate an outcome with a developer on a case by case basis, or retrofit at a later date. Neither of these options is considered an efficient or effective way of achieving the plan change objectives.	<p><i>Environmental &amp; Social</i></p> <p>If a safe cycling environment is not provide, opportunity cost in that benefits such as those below will be lost:</p> <ul style="list-style-type: none"> <li>- Health and wellbeing benefits associated with cycling</li> <li>- Environmental benefits associated with reduced vehicle use.</li> </ul> <p><i>Economic</i></p> <p>Cost of retrofitting cycle ways at a later stage.</p>	<p><i>Environmental &amp; Social</i></p> <p>Outcomes of current approach are known, hence unknown or unanticipated outcomes will be avoided.</p> <p><i>Economic</i></p> <p>Costs for developers remain the same as elsewhere in the District.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural benefits associated with this option</p>

		<p>In the absence of safe cycling options, reliance on cars will likely remain.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural costs associated with this option.</p>	
--	--	---	--

### **6.5.7 Cohesive, Logical Layout & Urban Form**

The following assessment table relates to the proposed plan change objectives set out below:

#### **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

#### **Objective 6A.4**

Achieve a high amenity residential environment with a range of section sizes and housing types, including affordable housing options, in Taraika.

#### **Objective 6A.5**

Encourage development of a sustainable and attractive local commercial centre that accommodates a variety of compatible land use activities, while protecting the vitality of the Levin Town Centre.

### Objective 6A.6

To provide high quality public open space that is accessible and can be used for a variety of purposes, including stormwater management.

Provisions	Efficiency and Effectiveness	Costs	Benefits
Structure Plan applies only to subdivision activity (not land use)	This approach is not considered efficient or effective. There have been previous instances where land use activities have compromised the ability for the Structure Plan to be delivered (e.g. buildings where roads were anticipated) and other implementation issues with integrity of the Structure Plan not being upheld by Discretionary Activity status due to lack of 'gateway' test for Discretionary Activities.	<p><i>Environmental &amp; Social</i></p> <p>High chance that the outcomes of set out by the Plan Change objectives and secured by the Structure Plan will be undermined by land use activities, potentially precluding critical elements from being secured. This includes key road connections and public open space.</p> <p><i>Economic</i></p> <p>Investment into the Master Plan and Structure Plan process could be undermined. Costs of securing alternative key connections/public open space could be much higher later on (if even possible).</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural costs associated with this option.</p>	<p><i>Environmental &amp; Social</i></p> <p>There is unlikely to be environmental or social benefits associated with the Structure Plan applying to subdivision only (compared with the option of it applying to both subdivision and land use).</p> <p><i>Economic</i></p> <p>Economic benefit for developers in that they could establish land use activities ahead of subdivision as a means of circumventing the Structure Plan requirements and as a result, avoid having to provide critical features such as roads and public open space.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural benefits associated with this option.</p>

### 6.5.8 Iwi and Cultural Considerations

The following assessment table relates to the proposed plan change objectives set out below:

#### 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

#### Objective 6A.2

Efficient delivery of infrastructure within Taraika will enable development while protecting environmental values and achieving a high level of residential amenity.

#### Objective 6A.3

Stormwater management in Taraika will be resilient and environmentally sustainable, including:

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

Provisions	Efficiency and Effectiveness	Costs	Benefits
No specific provisions.	The current District Plan does not include specific consideration of	<i>Environmental &amp; Social</i>	<i>Environmental &amp; Social</i>

	<p>iwi and cultural matters during subdivision and development within urban areas. Therefore, scope to manage effects arising from this is limited. For this reason, the existing District Plan approach is not considered efficient or effect to achieving the proposed objectives.</p>	<p>Existing issues associated with the potential disturbance of cultural sites will continue.</p> <p><i>Economic</i></p> <p>There is unlikely to be economic costs associated with this option.</p> <p><i>Cultural</i></p> <p>Existing issues of concern for iwi (e.g. tikanga not being observed during site works) will continue.</p>	<p>There is unlikely to be environmental or social benefits associated with this approach.</p> <p><i>Economic</i></p> <p>There would be no additional costs to developers associated with observing tikanga.</p> <p><i>Cultural</i></p> <p>There is unlikely to be cultural benefits associated with this approach.</p>
--	--	---	---

### **Conclusion of Policies and Rules Assessment**

Based on the above assessments, that Option 1 (proposed plan change) is a more efficient and effective way than Option 2 (Status Quo) to give effect to the proposed plan change objectives. This is because:

- It has been informed by the Taraika Master Plan;
- It better upholds the Structure Plan and therefore will better achieve cohesive, connected urban form and layout;
- It better directs a variety of housing types and seeks specifically to achieve a well-functioning urban environment and is therefore more aligned to the NPS-UD;
- It includes specific reference to iwi and cultural matters;
- Includes measures to better control stormwater;
- Responds to the specific resource management issues and outcomes sought for greenfield development of this scale.

## 7 Risk of Acting or Not Acting

---

It is considered that there is certain and sufficient information on which to base the proposed provisions as all the issues discussed above are well understood, affect limited and defined areas, and have been considered extensively. Additionally, guidance has been taken from stakeholders and technical experts to fully understand the issues. Therefore, the degree of uncertainty and risk of acting is considered unlikely to outweigh the risk of not acting. Conversely, there are significant risks in not acting, including:

- The ability to meet projected demand for housing and to provide a range of housing choice in the district will not be met; and
- The Plan would not give effect to the NPS-UD.



## 8 Conclusion

---

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the benefits and costs arising from proposed plan change 4 (Taraika Growth Area) and the appropriateness of the proposed objectives, policies, rules and methods in achieving the purpose of the Act.

The proposed plan change seeks to enable development in accordance with the Taraika Master Plan, address a shortage of housing land, and give effect to the NPS-UD. This is proposed to be achieved through using existing District Plan zones coupled with a structure plan and a multi-zone precinct to alter provisions where appropriate to achieve the particular outcomes sought for this area.

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

- Maximises the development capacity of the site and provides certainty about the anticipated outcomes sought.
- Promotes integrated, connected development that delivers the high quality environmental and design outcomes sought by the Master Plan.
- The requirements for this specific area will be clearly set out in the District Plan, providing greater certainty for the Council, developers and landowners about what is expected through the subdivision and development process.
- Is highly effective in delivering the development outcomes for this area anticipated by the Master Plan, such as achieving a variety of housing types and securing key connections and civic assets.
- Aligns with key higher order planning documents including the NPS-UD.

***Appendix 1 - Taraika Master Plan***

***Appendix 2 - Taraika Master Plan Design Rationale***

***Appendix 3 – Summary of Community Feedback on the Master Plan***

***Appendix 4 – Medium Density Housing Report (to be provided)***

***Appendix 5 – Liquefaction Assessment***

***Appendix 6 – Infrastructure Plan***

***Appendix 7 – Independent Traffic Review (to provided)***

***Appendix 8 - Statement from HDC Roading Services Manager***

***Appendix 9 – Proposed Plan Change 4 (Chapter 6A Objectives and Policies, Chapter 15A Rules, Structure Plan 13, District Planning Maps)***

***Appendix 10 – Horowhenua Growth Projections – Sense Partners – June 2020***

***Appendix 11 - Proposed Plan Change Provision Assessment Reference Table***