

Plan Change 86B: Living Environment Zoning

Section 32 Evaluation Report

Prior to Notification Part 9

This is **Part 9** of the section 32 (s32) evaluation reports for the Rural Plan Changes. This part should be read in conjunction with the other **Parts 1 – 9**. The general introduction, statutory assessment and analysis of higher order policy documents are contained within **Part 1**. Rural Area (RA) objectives, policies and performance standards are evaluated in terms of s32 within **Part 2**.

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Contents

| | | |
|-----|--|----|
| 1. | Introduction..... | 3 |
| 1.1 | Overview and background..... | 3 |
| 1.2 | The proposed plan change..... | 3 |
| 2. | Summary of the resource management issues for Living Environments..... | 3 |
| 3. | Proposed rezoning as L1 and L3 | 3 |
| 3.1 | Overview..... | 3 |
| 3.2 | Existing Environment..... | 4 |
| 3.3 | Overview of rezoning proposals..... | 5 |
| 3.4 | Assessment of zoning proposals..... | 11 |
| 3.5 | Capacity calculations..... | 18 |
| 4. | Section 32 analysis | 18 |
| 4.1 | Appropriateness in terms of purpose of the RMA | 18 |
| 4.2 | Effectiveness and efficiency of proposed policies and methods..... | 20 |
| 5. | Conclusion..... | 22 |
| | APPENDIX 1: Extract from Urban Growth Strategy 2003 | |
| | APPENDIX 2: Urban Structure Plan Areas | |
| | APPENDIX 3: Proposed Environments and Mineral Extraction Area with 500m buffer | |

1. Introduction

1.1 Overview and background

1. This is **Part 9** of the section 32 (s32) evaluation reports for the Rural Plan Changes. This part should be read in conjunction with the other **Parts 1 – 9**. The general introduction, statutory assessment and analysis of higher order policy documents are contained within **Part 1**. Rural Area (RA) objectives, policies and performance standards are evaluated in terms of s32 within **Part 2**.
2. Council is undertaking the Rural Plan Changes to manage all rural land in the district. The Rural Plan Changes propose to replace the Countryside Environment (CE) and Coastal Countryside Environment (CCE) with a suite of rural Environments. As such, all land in the district currently zoned CE and CCE requires analysis and evaluation as to its suitable zoning.

1.2 The proposed plan change

3. Plan Change 86B (PC86B) - Living Environment Zoning seeks to rezone areas as Living 1 Environment (L1) and Living 3 Environment (L3) to replace the existing CE and includes changes to the WDP Environment Maps to denote additional L1 and L3.

2. Summary of the resource management issues for Living Environments

4. The Urban Growth Strategy 2003 (UGS) was developed to ensure the issues and opportunities raised by growth in the district are dealt with in the best possible way. The UGS examines future capacity for existing areas as well as exploring the potential for development in other areas. The preparation of structure plans is identified as a priority in implementing the UGS.
5. The UGS contains a vision for the urban area of Whangarei in 20 years time and 16 key issues relating to urban growth have been identified. Those issues of particular relevance to zoning land for new residential development are as follows (refer Appendix 1):
 - Efficient landuse zoning providing for growth
 - Efficient Infrastructure Provision
 - Avoidance of Significant Hazards, Ecological and Cultural and Heritage Sites
 - Effects on Natural, Cultural and Historic Sites

3. Proposed rezoning as L1 and L3

3.1 Overview

6. There are five Urban Structure Plans adopted by Council in 2009 (refer Map, Appendix 2):

- Maunu/Hora Hora
 - Kamo/Whau Valley/Three Mile Bush/Springs Flat
 - Tikipunga/Glenbervie/Vinegar Hill Road
 - Onerahi/Sherwood Rise/Awaroa Creek/Parihaka
 - Otaika/Raumanga.
7. The purpose of PC86B is to provide for projected population growth in the Whangarei district by reviewing and implementing the Urban Structure Plan rezoning proposals for Living Environments in areas:
- a. That are serviced or are planned to be serviced; and
 - b. That avoid significant hazards and significant natural, cultural and historic features.
8. PC86B proposes to rezone 375 hectares of land from CE to L1 and L3. It is intended that the existing L1 and L3 in these areas will be reviewed as part of the urban component of the rolling review.
9. The areas proposed to be rezoned are identified in three of the five Urban Structure Plans:
- Tikipunga, Glenbervie and Vinegar Hill Road;
 - Maunu and Hora Hora; and
 - Kamo, Springs Flat, Three Mile Bush and Whau Valley.

3.2 Existing Environment

10. The best way to describe the existing environment is to use the Urban Structure Plan areas (refer Map, Appendix 2) and analyse each separately. Note that the Urban Structure Plans describe the area in greater detail.
11. Tikipunga, Glenbervie and Vinegar Hill Road - This area is to the north east of Whangarei city. It is characterised by the suburban area of Tikipunga which comprises residential and commercial development, and Kamo eastern residential suburbs. Larger lots on the fringes of the suburban area are found along Whareora Road, Ngunguru Road and Vinegar Hill Road. Further out from the fringes are horticultural and rural productive and industrial land uses, including Croft's Poles, and Dickson's Quarry. Glenbervie Forest borders the area to the north east.
12. Maunu and Hora Hora - This area is to the south west of the city. It comprises suburban residential development in Hora Hora, around the Hospital and mainly to the south of SH14. Larger lots are to the north of SH14 and on the fringes of the residential development to the south and west of the area. There are two small commercial areas, one by the Hospital and one further along Maunu Rd to the west. Horticulture and rural production land uses are on the outskirts of the area, mainly to the

south and west and sometimes associated with rural residential clusters. A large part of the northern boundary is within the southern extent of the Pukenui Forest.

13. Kamo, Springs Flat, Three Mile Bush and Whau Valley - This area is to the north west of the city. It comprises the residential suburbs of Whau Valley, Kamo (west and east to SH1) and Springs Flat. There are larger lots on the fringes of these residential areas. It contains commercial development at Kamo and Whau Valley, as well as individual shops such as dairies. There are light and heavy industrial areas to the north of Kamo at Springs Flat. Rural production land use is on the outskirts and sometimes associated with clusters of rural residential lots. The southern boundary of the area adjoins the northern extent of the Pukenui Forest, and the Whau Valley Dam.

3.3 Overview of rezoning proposals

14. The following table shows the area of CE proposed to be rezoned to L1 and L3.

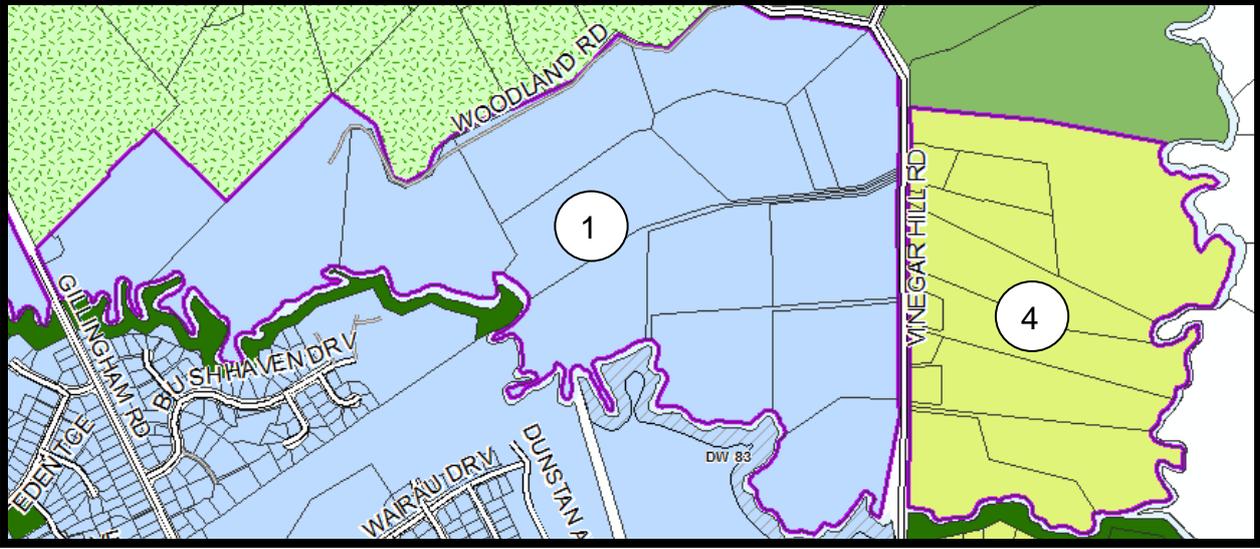
| TABLE 1: SUMMARY PROPOSED LIVING ENVIRONMENTS | | | |
|--|----------------|----------------|--------------------|
| Area | L1 (ha) | L3 (ha) | TOTALS (ha) |
| MAUNU AREA | | 88 | 88 |
| TIKIPUNGA AREA TOTAL | 115 | 81 | 196 |
| Vinegar Hill Rd | 72 | 35 | |
| Ngunguru Rd | 43 | 10 | |
| Clapham/Whareora Rd | | 36 | |
| KAMO AREA TOTAL | 71 | 20 | 91 |
| Springs Flat | 55 | | |
| Hurupaki | 16 | 20 | |
| TOTALS | 186 ha | 189 ha | 375 ha |

15. The Tikipunga, Maunu and Kamo areas are assessed below. The proposed L1 and L3 expansion areas are outlined on the maps in purple with the area number identified on the map.

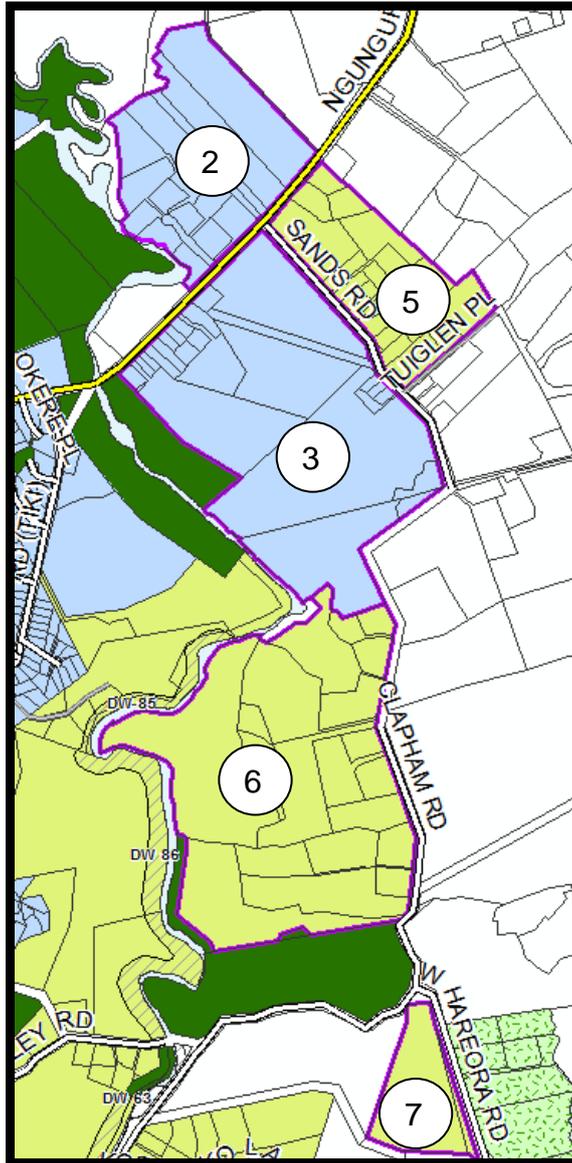
Tikipunga, Glenbervie and Vinegar Hill Road

16. It is proposed to rezone approximately 196 hectares in the Tikipunga area, consisting of approximately 115 hectares to L1 and approximately 81 hectares to L3 – refer to maps 1 and 2 below.
17. The proposed L1 is made up of approximately 72 hectares of land around Vinegar Hill Road - to the east of Gillingham paper road (Area 1), approximately 14 hectares north of Ngunguru Road (Area 2), and approximately 29 hectares south of Ngunguru Rd around Sands Road (Area 3). These

proposals are consistent with the SP proposals, though the amount of proposed L1 land has been reduced at Vinegar Hill Rd due to capacity not being required at this time.



Map 1: Proposed L1 and L3 Vinegar Hill Road/ Springs Flat



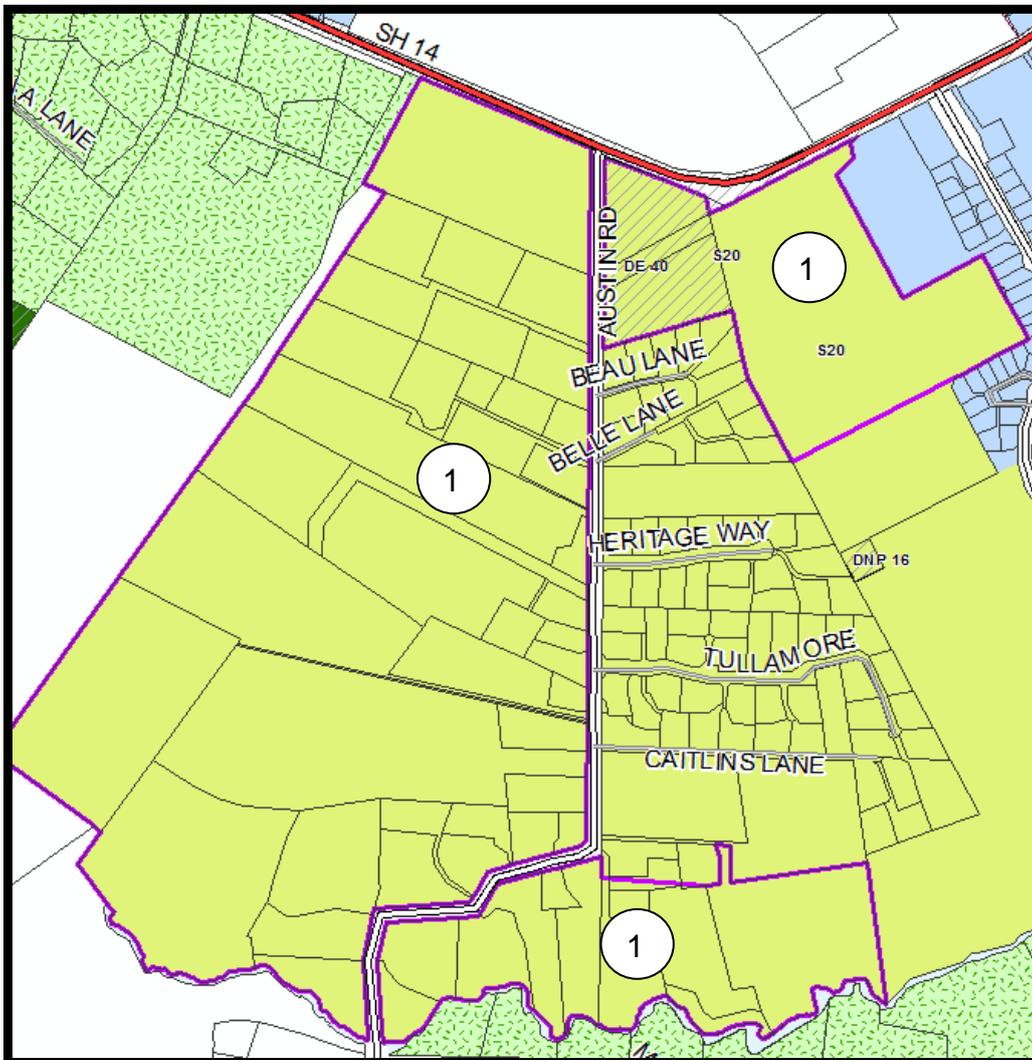
Map 2: Proposed L1 and L3 Ngunguru Rd/ Sands Rd/ Clapham Road/ Whareora Rd

18. The proposed 81 hectares of L3, is made up of approximately 35 hectares on the eastern side of Vinegar Hill Road (Area 4), approximately 10 hectares on the eastern side of Sands Road (Area 5), approximately 32 hectares on the western side of Clapham Road (Area 6), and approximately 4 hectares to the south of Whareora Road (Area 7). The river and flood susceptibility determine the easternmost extent of the proposed L3 zoning.
19. The amount of land identified in the SP as potential L3 land has been reduced at Sands Road, and the eastern side of Clapham Road is not proposed to be rezoned as L3 because of the proximity to Dickson's Quarry.
20. Additional land at Vinegar Hill Rd was identified in the SP as potential L1, but due to flood susceptibility on the majority of the site it is now proposed to be rezoned at a lower density (Rural Production Environment (RPE)).

21. A further area of potential L3 to the west of Vinegar Hill Rd was identified in the SP. As noted above however, the adjoining potential L1 is proposed to be reduced, so this area would no longer be contiguous with L1 land. That area is now proposed to be rezoned Rural (Urban Expansion) Environment (RUEE) and provides for a transition from L1 to the lower density of RUEE.

Maunu/Hora Hora

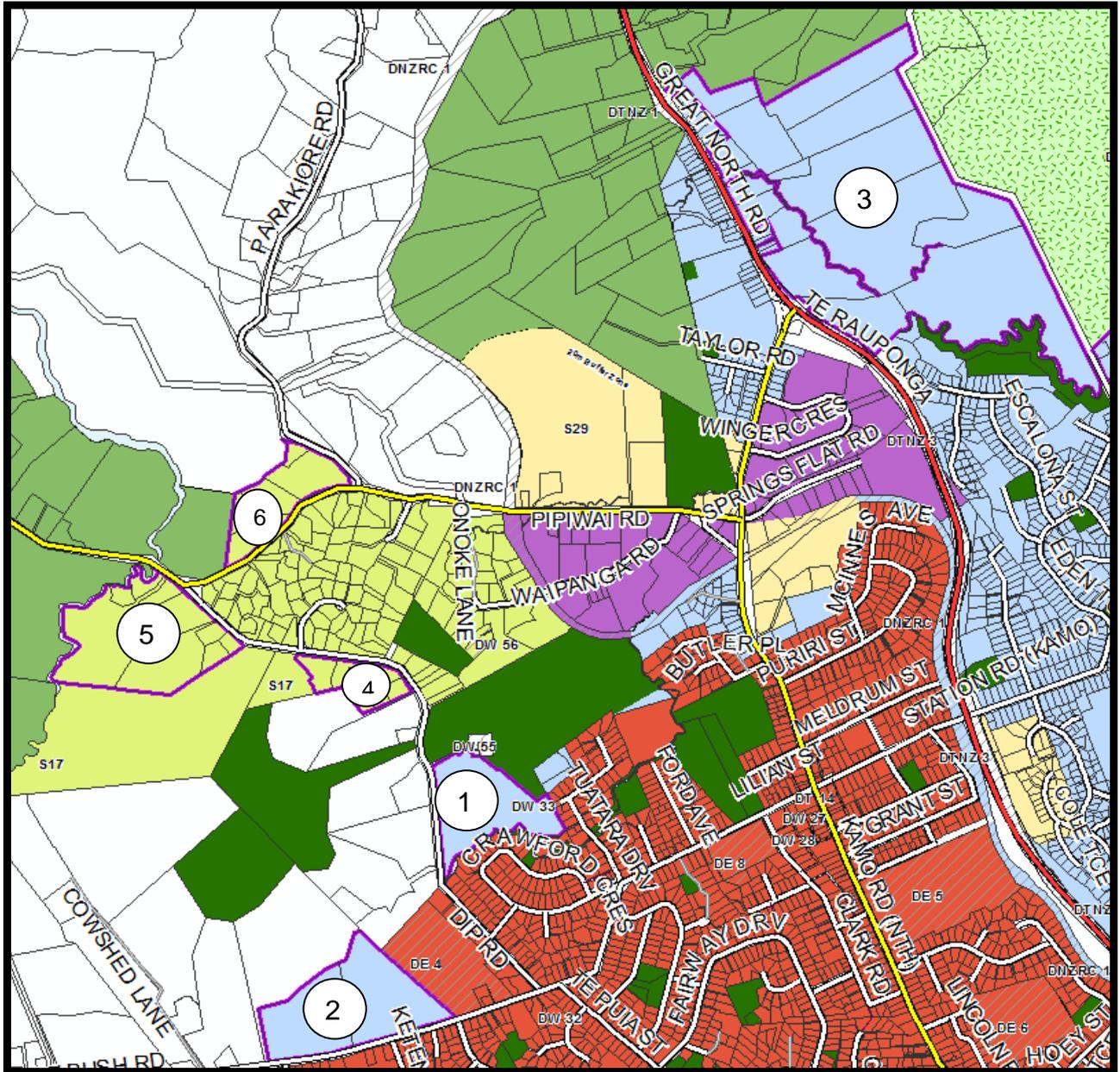
22. In the Maunu/Hora Hora area it is proposed to rezone approximately 88 hectares of land to the west of Austin Road to L3 (Area 1) – refer to Map 3 below. This is consistent with the SP proposal, but also includes zoning Maunu Primary School and Pompallier Catholic College (approximately 13 hectares in total) as L3. This reflects the fact that Maunu Primary School has a designation and the zoning for designations in the WDP is consistent with the surrounding zoning (which is proposed as L3). Pompallier Catholic College does not have a designation (it has a scheduled overlay which will continue to apply, which exempts the college from traffic movement rules in the WDP). The area proposed as L3 covered by the schools has been excluded from capacity calculations.



Map 3: Proposed L3 Austin Rd

Kamo, Springs Flat, Three Mile Bush and Whau Valley

23. It is proposed to rezone approximately 91 hectares of land in the Kamo area, made up of approximately 71 hectares of L1 and approximately 20 hectares of L3 (refer to Map 4 below).
24. The proposed 71 hectares of L1 consists of :
- approximately 6 hectares to the east of Dip Road adjoining existing Kamo Walkability Environment (Area 1);
 - approximately 10 hectares to the north of Three Mile Bush adjacent to Hurupaki Primary School (Area 2); and
 - approximately 55 hectares to the east of SH1 in Springs Flat adjoining existing L1 (Area 3).
25. This is consistent with the SP, apart from the areas north and south of Three Mile Bush Road which have been reduced due to services not being available.
26. The proposed 20 hectares of L3 consists of:
- approximately 3 hectares to the west of Dip Road (Area 4);
 - approximately 12 hectares to the southwest of Pipiwai Road/Dip Rd (Area 5); and
 - approximately 5 hectares to the north of Pipiwai Road (Area 6).
27. This proposed rezoning is consistent with the SP, except where the SP identified potential L3 circling the Hurupaki volcanic cone which is now proposed to be zoned as RPE to protect this cone from development. The potential rural residential to the south of Three Mile Bush is now proposed as RUEE, as this area contains an area of Notable Landscape and L3 is considered too high a level of development. The landscape plan change (PC114) proposes to remove the Notable Landscape resource area.



Map 4: Proposed L1 and L3 Three Mile Bush Rd/ Dip Rd/ Piiwai Rd

3.4 Assessment of zoning proposals

28. The Urban Structure Plan zoning proposals have been reviewed using the following criteria:

- Has the area been identified for rezoning in an Urban Structure Plan?
- Has the area already been rezoned by previous plan changes?
- Is the current zoning CE?
- Is the area contiguous with existing/planned residential development?
- Is the area serviced, or able to be serviced?
- Are there any development constraints? For example: instability, flooding, high landscape/ecological values, proximity to mineral extraction areas.

29. Factors such as existing lot sizes/land uses, land stability, effluent disposal, vegetation, archaeological sites, sites of significance to Maori, heritage sites, natural hazards including flooding were taken into consideration when determining the most appropriate zoning. Where the proposed zoning differs from that recommended by the Urban Structure Plans the reasons for the difference are explained.

30. TIKIPUNGA, VINEGAR HILL, GLENBERVIE

- a. *L1 located between Vinegar Hill Road and SH1 (note this area includes the proposed L1 at Springs Flat which is in the Kamo SP and Kamo capacity calculations).*

31. Existing Environment - The SP notes that *"The area is currently zoned Countryside with a Living 1 Environment to the south"*. It is a mix of smaller lots with lifestyle development, larger lots with pasture, bush areas, and stream corridors. The areas adjacent to roads are characterised with more residential development.

32. Traffic - The SP states *"The proposed zone borders State Highway 1 to the west, and is served by Vinegar Hill Road, which is a collector road. A number of indicative and proposed roads are shown on the SP map, illustrating where roads could be built. Further roading infrastructure will need to be provided, depending on the development that occurs"*.

33. Hazards - The SP states *"Council records show no major flood susceptible areas within the proposed zone, although some minor flooding may occur along some of the streams. Site specific engineering reports may be required in some instances"*. Resource Areas identified on the WDP Maps show flood susceptible areas around the Waitaua stream.

34. The SP notes *"Risk of slope instability is generally considered low, with some areas classified as moderate risk, while a small area toward the centre of the proposed zone carries a high risk of slope instability. Site specific engineering reports will be required for development in certain areas"*.

35. Significant Landscape Features - The SP notes "*There are a large number of recorded Protected Natural Areas within and to the north and south of the proposed zone*".
36. Assessment - Growth projections for the Tikipunga area estimate that more than 600 new dwellings will be required by 2033. It was estimated in 2016 that there were almost 300 vacant parcels of land in Tikipunga area (though this includes farmland). Therefore, there is a shortfall of lots/dwellings (assuming one dwelling per lot) over the next 17 years.
37. This shortfall can be addressed through the range of land use proposals in PC86B, as well as PC86A RUEE, PC85C Rural Village and PC85D Rural Living. It is not considered necessary to zone all of the land identified in the SP as potential L1 in the Vinegar Hill area at this stage (as capacity is not needed and services are not available).
38. Rather, it is proposed to zone 127 hectares of land adjacent to existing L1 land, Woodland Road, and SH1 (and avoiding high risk slope instability areas). This is considered to provide sufficient L1 land for the next 10 years (when also considering other L1 proposed for rezoning in Sands, Ngunguru, Dip and Three Mile Bush Roads), and provides for a choice of location.
- b. *L1 Environment along Ngunguru Road and Sands Road*
39. Existing Environment - The SP states "*The area is currently zoned Countryside with an existing Living 1 Environment located to the west*". The area to the south of Ngunguru Road is a mix of residential, lifestyle and pasture. There are also commercial activities with a backpackers and campground.
40. Traffic - The SP notes that "*There are a limited number of public roads serving this proposed zone, with the area north of Ngunguru Road being least accessible. Any new development will need to ensure adequate access is available to all properties.*"
41. Hazards - The SP states that "*Council records the majority of this proposed zone as being susceptible to flooding due to its close proximity to the Waitaua Stream and other water courses. For this reason, stormwater management will require particular attention in any development proposal. Minimum floor levels for dwellings will also require expert design*". Because of this flooding hazard it is recommended to reduce the amount of land identified in the SP as potential L1 by rezoning the most affected parts as RPE.
42. Some of the properties in Sands Roads are within 500 metres of ME3 Dickson's Quarry (refer Map, Appendix 3). The WDP has a provision applying to the CE requiring consent for the construction or alteration of residential units within 500 metres of a Mineral Extraction Area (MEA). This provision addresses reverse sensitivity concerns arising from locating residences close to operating quarries. There is no equivalent provision applying to the Living Environments.
43. Land use capability - The SP notes that "*The soils in the proposed zone are reasonably versatile, suitable for cultivated crops, pasture or forestry. Development of a Living 1 type density on this land means that the productive capacity of these soils will be lost. This trade off is considered to be*

appropriate in view of the urban growth consolidation exercise undertaken as part of the SP process. It is important to ensure that versatile soils elsewhere in the study area, and in the wider district, are preserved.”

44. Assessment - The 74 hectares of potential L1 identified in the SP could potentially create over 900 lots. When considered with the other rezoning identified in the SP, it appears that not all of the rezoning recommended in the SP needs to occur in this planning period (10 years).
45. It is considered that most of the land identified as potential L1 in the SP for this area should be rezoned L1, apart from the large 20 hectare block of land to the north of Ngunguru Road which has a flood susceptible notation over the majority of the land area, and two lots adjacent to the Open Space and Waitaua Stream (see map). This is approximately 43 hectares of land with the potential to create over 500 lots. It is proposed that the 20 hectare block and the two lots adjacent to the stream should be rezoned RPE to avoid the potential effects of the flooding hazard on residential development.
46. Seven of the properties identified as potential L1 on Sands Road will fall within the 500 metre buffer of Dickson’s Quarry, though for the larger properties this will only affect a portion of their land (refer Map, Appendix 3). This is considered appropriate as they are situated toward the outer edge of the 500m buffer and some mitigation measures are available such as sound insulation, screening and positioning of dwellings.
 - c. *L3 western side of Clapham Road, eastern side of Sands Road and to the north of Whareora Road.*
47. Existing Environment - The SP states that *“This proposed zone is situated to the east of the current Living 3 Environment and extends to the western boundary of the designated mineral extraction area. The northern boundary is formed by Ngunguru Road, while the southern boundary is formed by a paper road. Part of the south-eastern boundary is formed by Whareora Road.”* The land to the west of Clapham Road is characterised by smaller residential and lifestyle lots, whereas the eastern side is characterised by larger lots which are mainly farmed. An Environment Court decision (Blampied v Whangarei District Council) examined the development in this area and the Judge noted that the CE zoning (with 20 hectare minimum lot size) did not reflect the existing residential type development on the western side of Clapham Road.
48. Traffic - The SP notes that *“The area is serviced by a substantial roading network, providing good access to the Tikipunga Village centre and Whangarei CBD”*. Currently, there is an unformed paper road between Sands Road and Clapham Road.
49. Hazards - The area proposed for identified in the SP as potential L3 in Clapham Road adjoins the Waitaua Stream. It is not identified in the WDP as flood susceptible. However, the SP notes that *“The western side and south eastern tip of the proposed area contain alluvial, swamp or estuarine deposits. In general, effluent disposal potential is very low....Site specific engineering reports will be*

required, in terms of the design of effluent treatment and disposal systems, in order to prevent leaching.”

50. Some of the properties in Sands Road and Clapham Road are within 500 metres of Dickson’s Quarry (refer Map, Appendix 3). In the CE consent is required for construction and alteration of residential units within 500 metres of a MEA
51. Land use capability - The SP notes that *“A range of reasonably versatile soils can be found within the proposed zone. The productive capacity of these soils will be removed with the development of a Living 3 Environment. However, a large area of similarly-productive soil remains as Countryside Environment within the Tikipunga/Glenbervie area.”*
52. Landscape features - The SP states that *“This western boundary of the proposed zone is part of an area identified in Council records as an ‘outstanding landscape’. The Waitaua Stream, which forms the western boundary of the proposed zone, is also specified as an esplanade priority area”. “The most northern part of this proposed zone is dissected by a section of a long stone wall which travels in a southwest to north-east direction.”*
53. Assessment - There is a shortfall of land zoned available for development over the next 17 years and increasing beyond. The 89 hectares of potential L3 by the SP could result in over 300 lots. It is considered that not all of this land is required to be rezoned, as other proposed zone changes will also provide additional capacity (e.g. PC86A, PC85C, and PC85D).
54. It is proposed to rezone the land to the west of Clapham Road and a portion of the land to the east of Sands Road, using Tui Glen Place as a boundary. However the areas identified in the SP as potential L3 closest to Dickson’s Quarry are not proposed to be rezoned as L3 because of the possibility of reverse sensitivity issues arising. Rather, it is proposed to retain these areas as RPE, retaining productive soils.
55. Some L3 zoned properties will still fall within the 500m buffer area of Dickson’s Quarry (refer Map, Appendix 3), but the number has been limited to three affected properties in the Sands Road area and five properties in Clapham Road (two of which are only affected on their accessways). This is considered appropriate as some mitigation measures are available such as sound insulation, screening and positioning of dwellings.

d. L3 eastern side of Vinegar Hill Road
56. Existing Environment - The area is a mix of pastoral land with lifestyle developments. The area accessed off Vinegar Hill has large lots with a few smaller lots with houses close to the road, and is mainly pasture with a few trees on the eastern boundary by the stream.
57. Traffic - The areas will be accessed from Vinegar Hill Road. The SP has an indicative and proposed road extending Waitaua Road (a side road on the western side about mid way along Vinegar Hill Road) and connecting it with SH1.

58. Hazards - The area is subject to flooding hazard from the Mangakino Stream. This area is also considered in the SP to have “*low effluent disposal potential, and site specific engineering reports will be required, also because the zone adjoins the Mangakino and Waitaua Streams.*” The SP also notes that “*There is low risk of instability for most of the proposed zone, however some smaller areas towards the north and north-west being considered to have moderate risk of instability. Site specific geotechnical reports are recommended as part of the development process.*”
59. Significant Landscape Features - There are a number of Protected Natural Areas and existing conservation covenants within the area identified in the SP as potential L3.
60. Heritage - The potential L3 area contains a heritage building – Mitchell House. This building has protection under the WDP, which would not be affected by the proposed rezoning.
61. Assessment - The area identified in the SP borders currently zoned L3, therefore allowing for contiguous development and proximity to the shopping/community centre of Tikipunga. This area is therefore proposed to be rezoned L3.
62. MAUNU AND HORA HORA
- a. *L3 west of Austin Road*
63. Existing Environment - The area of land to the west of Austin Road is a mixture of pasture, horticulture and housing. The density of development is different to that on the eastern side, with the western side containing much larger blocks of land used for farming and horticulture. There are shelter belts fronting the road which screen some of the development.
64. Traffic - The SP considers that “*the proposed zoning is suitable in light of the existing roading infrastructure, as it will allow for immediate development at a lower cost*”. “*All sites in this proposed zone can be accessed via Austin Road, a “no exit” road off State Highway 14.*”
65. Hazards - The SP states that “*...a minor area in the zone has been identified by Campbell Consulting Ltd as being flood susceptible. This area is located approximately 170 metres from the northern boundary (SH14).*” “*A number of smaller areas have been identified as having a moderate risk of instability*”.
66. Threatened Environments - The SP notes that “*Most of the area has been identified as having threatened indigenous vegetation, with much reduced indigenous biodiversity. In the south of the area, just north of the Nihotetea Stream, there is a strip of land identified as critically underprotected with little formal protection for what remains in terms of indigenous vegetation.*”
67. Land Use Capability - The SP notes that most of this area “*has been identified as being the most productive land in terms of soil quality and versatility. These soils have virtually no limitations for arable use.*” However, it is considered that the productive soils have already been compromised by existing development.

68. Assessment - Growth projections for Maunu estimate that almost 500 new dwellings will be required by 2033. In 2016 there were 230 vacant parcels of land in the Maunu area (though this includes farmland). Assuming one dwelling per parcel, this leaves a shortfall of dwellings over the next 17 years. However, the Te Hape Plan Change PC112 (Operative 18 December 2015) has already to rezoned 21 hectares of land as L1. Depending on whether services are available, this change will yield between 79 un-serviced and 278 serviced lots. This means that the majority of the shortfall can be made up from the Te Hape rezoning.
69. However, to address uncertainty over the timing of servicing and uptake in Te Hape it is considered appropriate that the area identified as potential L3 in the SP is rezoned as L3. It is also proposed to zone Maunu Primary and Pompallier College as L3 as they are contiguous with existing and proposed L3.
70. KAMO, WHAU VALLEY, SPRINGS FLAT
- a. *Three Mile Bush, Dip Road, Pipiwai Rd, Whau Valley Living 1 and Living 3*
71. Existing Environment - The SP notes that there is *“Rural residential (lifestyle blocks) development on the periphery of the residential areas, including Springs Flat, Crane Road and Pipiwai Road, to the north, Three Mile Bush in the centre and Whau Valley to the south of the study area. ... It is difficult to define the extent of rural residential development, as there are many sites of a size that may be considered rural residential (i.e. less than 2 hectares), which are currently zoned rural.”*
72. Landscape/Topography - The SP states *“A number of volcanic cones form prominent features within the study area, these being Parakiore, Hurupaki and Ngararatunua cones. The Three Mile Bush area is considered to have moderate-to-high capability for visual absorption of development and current visual quality, whereas the Whau Valley area is considered to be moderate in both factors.”*
73. Vegetation - The SP states *“The study area is characterised as a modified agricultural, residential and commercial landscape and has largely been cleared of native bush. There are a few larger areas of native forest around the volcanic cones, as well as smaller pockets scattered around the area. The southern boundary of the study area borders the Western Hills Forest, which contains a large area of native forest.”*
74. Ecological Areas - The SP states that *“The study area contains many important ecological areas and has Pukenui Forest on its southern boundary. A range of vegetation and habitat types exist throughout the study area, including mamaku fernland, mixed tairaire forests, wetlands, riverine forest and kahikatea-totara forest. Of particular interest is the unusual wetland situated in the volcanic cones on Rotomate Road.”* The volcanic cones are identified as outstanding natural features in the landscape Plan Change (PC114) and have been excluded from rezoning as L1 and L3. There may be opportunities to protect important ecological areas through covenanting prior to or at the time of subdivision.

75. Traffic - The SP states “*Piwiwai Road is another arterial route in the study area and local collector roads include Whau Valley Rd, the southern portion of Fairway Drive, Dip Road, Three Mile Bush Road and Station Road.*”
76. Hazards - There are some areas of flood susceptibility around Lake Ora and Whau Valley.
77. Land Use Capability – The SP notes “*The soils of this study area are relatively productive (LUC 3-4), with the exception of the volcanic cones (LUC 6-7), which are less productive. Areas such as Springs Flat and Whau Valley (LUC 3) are flat-to undulating and, in some cases, poorly drained and prone to occasional flooding. Soils include yellow brown earths, brown granular loams and clays and gley soils. They are suitable for land uses such as grazing, cropping and production forestry. Gently rolling-to-strongly rolling areas include land around Three Mile Bush and Piwiwai Road (LUC 4). These areas contain brown and red loams and are suitable for most land uses. The volcanic cones in the study area are classified as steep, hilly and mountainous terrain (LUC 6, 7). The soils are mainly yellow brown earths and are unsuitable for cropping. Production forestry or grazing may be suitable land uses here.*”
78. Consideration of suitability of proposed rezoning - The growth projections for Kamo show limited growth in dwellings. In 2016 there were 380 existing vacant parcels (though this includes farmland). Council has recently rezoned Kamo commercial area and surrounding residential suburbs as Kamo Walkability Environment (operative 23 June 2015). The KWE provides for medium density development in the Kamo Medium Density Living Precinct (adjacent to the commercial area), and could provide additional capacity for multi-unit residential development.
79. It is proposed to implement some of the potential L1 and L3 rezoning identified in the SP. L1 is proposed to the north of Three Mile Bush Rd, in particular the area of gently sloping land down to the stream which can be used to define a boundary between residential development and Hurupaki Mt. L1 is proposed on Dip Rd as a logical extension of residential development. These areas can be accommodated without capacity issues. The potential remains to extend the Living 1 Environment subject to servicing becoming available.
80. The area of potential L1 identified in the SP around Lake Ora Road is not proposed to be rezoned as L1 as services are not available and capacity is not currently required. Lake Ora is identified in the landscape Plan Change as an outstanding natural feature. It is proposed to rezone this area as RUEE.
81. L3 is proposed on Dip Road limited to those areas that are contiguous with existing L3 and UTE. It is not proposed to rezone the potential L3 identified around Hurupaki and Whau Valley, as these areas are recognised as an Outstanding Natural Feature and Notable Landscape. They are proposed to be rezoned as RPE and RUEE. Hurupaki is also proposed as an outstanding natural feature in the landscape Plan Change.
82. The potential L1 area identified at Springs Flat has been assessed under the Tikipunga, Glenbervie, and Vinegar Hill assessment section.

3.5 Capacity calculations

83. The total lot yield capacity was calculated by assuming 80% of the land proposed for rezoning was available for development and applying a 600m² lot size for proposed L1 lots and 2,100m² for proposed L3 lots. Table 2 below shows the estimated capacity provided by proposed PC86B.

| TABLE 2: SUMMARY LIVING ENVIRONMENTS AND CAPACITY | | | | | |
|--|------------------|-------------|------------------|-------------|-------------------|
| | L1 | | L3 | | |
| Area | Area (ha) | Lots | Area (ha) | Lots | Total Lots |
| Maunu Area | | | 88 | 285* | 285* |
| Tikipunga Area | 115 | 1,533 | 81 | 308 | 1,841 |
| Kamo Area | 71 | 946 | 20 | 76 | 1,022 |
| TOTAL | 186 ha | 2,479 lots | 189 ha | 669 lots | 3,148 lots |

* excluding Maunu Primary School and Pompallier Catholic College

84. In summary, PC86B proposes to rezone approximately 375 hectares of CE land. Approximately 186 hectares is proposed as L1 and approximately 189 hectares is proposed as L3. Applying the current subdivision minimum lot sizes this could result in over 3,000 lots being created: 2,400 Living 1 Environment lots and 600 Living 3 Environment lots.

85. This equates to 300 lots per year for the 10 year period of the WDP which is consistent with the WDC growth model (update 2014, 14/78883)0 which estimates an additional 342 dwellings per year over the ten year period 2013 to 2023.

86. In tandem with the extra capacity recently created in Te Hape, KWE and UTE together with the rural Plan Changes, the proposed L1 and L3 rezoning will provide adequate capacity and choice for residential development in the Whangarei district for the next 10 years.

4. Section 32 analysis

4.1 Appropriateness in terms of purpose of the RMA

87. Council must evaluate in accordance with section 32 of the RMA, the extent to which each objective proposed in a plan change is the most appropriate way to achieve the purpose of the RMA. PC86B does not propose any new objectives, policies or provisions. It proposes rezoning of land to an alternative existing Environment in the WDP. Therefore the evaluation is whether the purpose of PC86B (L1 and L3 rezoning) meets the purpose of the RMA.

88. The purpose of the RMA is set out in s5 and is follows:

Managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural wellbeing and for their health and safety while –

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

89. The purpose of the proposed rezoning as identified in paragraph 7 of the section 32 is :

The purpose of PC86B is to provide for projected population growth in the Whangarei district by implementing the Urban Structure Plan rezoning proposals for Living Environments in areas:

- *That are serviced or are planned to be service; and*
- *That avoid significant hazards and significant natural, cultural and historic features.*

90. It is considered that PC86B will enable the community to provide for their social and economic wellbeing and will help to provide for the reasonably foreseeable needs of future generations without compromising any of the environmental considerations in s5 (2) (a)-(c). A thorough evaluation of the proposed zoning has occurred both through the Urban Structure Plans adopted in 2009, and the subsequent evaluation of the proposed rezoning through this plan change process.

91. The purpose of PC86B has also been assessed against the provisions of higher order documents. Of particular relevance to PC86B are the Urban Structure Plans, UGS, Northland Regional Policy Statement (RPS), Long Term Plan 2015 – 2025 (LTP), and Whangarei District Growth Strategy Sustainable Futures 30/50 (30/50). It is considered that the purpose of PC86B is consistent with the identified higher order documents.

92. It is considered that the following WDP policy chapters are particularly relevant to the purpose of PC86B –5 Amenity Values, 6 Built Form and Development, 8 Subdivision and Development, 11 Riparian and Coastal Margins, 12 Water Bodies, 13 Heritage, Buildings Sites and Objects, 14 Heritage Trees, 16 Landscapes, 17 Indigenous Vegetation, 19 Natural Hazards, and 22 Road Transport.

93. The purpose of PC86B is also in accord with the following Environment characteristics as defined in WDP Chapter 35 Introduction to Environment Rules.

The Environments are defined parts of the District which have different amenity characteristics and possible effects on the environment, due to their past, present and possible future development (for a more full description of each of the Environments and their qualities, refer to Chapter 5 Amenity Values). The Environments in this Plan, which are shown on the Planning Maps, are:

Living 1, 2 and 3 Environments

Covering the urban and suburban residential and township areas of the District. Living 1 covers the 'general' urban areas, while Living 2 covers two small areas close to the centre of the City that have traditionally been developed as high density residential areas. Living 3 covers areas where development is restricted due to the physical nature of the land, a lack of proper infrastructure or because of the landscape or other values of the area.

94. Overall, it is considered that the purpose of PC86B is appropriate to meet the WDP policies and objectives, identified higher order documents and the purpose of the RMA, and that this assessment has been undertaken at a level of detail appropriate to the scale and significance of the issues concerned.

4.2 Effectiveness and efficiency of proposed policies and methods

95. For the purposes of the section 32 assessment it is important to determine whether the proposed approach will be most appropriate way to achieve the objectives by identifying other alternatives and through undertaking a cost benefit analysis of the economic, social, environmental and cultural effects of the provisions including whether opportunities for economic growth and employment are reduced or increased. The risk of acting or not acting where uncertain information exists must also be considered.

Zoning

96. Zoning options for the land are to remain the status quo (CE) which is proposed to be replaced with RPE, or the relevant Living Environment (L1 or L3), or rezone as RUEE.

97. Therefore the following options will be evaluated:

Option 1: Status Quo (CE rezoned as RPE).

Option 2: Rezone as Living Environments (Plan change option).

Option 3: Rezone as RUEE.

98. The three options are evaluated in Table 3 below:

| TABLE 3: ANALYSIS OF ALTERNATIVES - MAPPING | | |
|--|---|--|
| | Costs | Benefits |
| Option 1: Status Quo: (CE, rezoned as RPE). | <p><u>Environmental</u> Does not provide for the sustainable management of the city fringe.</p> <p><u>Economic</u> Insufficient land for development in close proximity to the city, increasing development costs, rising house/land prices. Cost of non-complying resource consents.</p> <p><u>Social</u> Unaffordable housing, lack of choice in location. Uncertainty of development in the face of “dishonest zoning” e.g. will the zone rules be applied or will development be allowed on a case by case basis that is consistent with surrounding development?</p> <p><u>Cultural</u> No costs identified.</p> | <p><u>Environmental</u> Less development in these areas (20 ha min) resulting in less effects on the environment.</p> <p><u>Economic</u> Increasing land values (for private landowners)</p> <p><u>Social</u> No benefits identified.</p> <p><u>Cultural</u> No benefits identified.</p> |
| Option 2: Rezone as L1 | <u>Environmental</u> | <u>Environmental</u> |

| | | |
|--|---|---|
| and L3. (Plan change option.) | <p>Loss of versatile soils through residential development.</p> <p>Change of amenity due to more residential development.</p> <p><u>Economic</u></p> <p>Costs of subdivision.</p> <p><u>Social</u></p> <p>No costs identified.</p> <p><u>Cultural</u></p> <p>No costs identified.</p> | <p>Planned development, managing adverse effects on environment, reduction of ad hoc development.</p> <p><u>Economic</u></p> <p>Providing certainty for investment through appropriate zoning for residential land use.</p> <p>Providing sufficient land for development will prevent rising development costs.</p> <p><u>Social</u></p> <p>Providing land for development, choice of locations.</p> <p>Lower development costs for appropriately zoned land (i.e. already zoned do not require a plan change or non-complying resource consent to develop)</p> <p><u>Cultural</u></p> <p>No benefits identified.</p> |
| Option 3: Rezone as RUEE. | <p><u>Environmental</u></p> <p>Does not provide sufficient land for residential development for future growth.</p> <p>Allows more development than Option 1.</p> <p>Does not implement the Urban Structure Plans.</p> <p><u>Economic</u></p> <p>Cost of non-complying resource consent applications and plan changes for residential development.</p> <p><u>Social</u></p> <p>Does not allow communities to provide for their social, economic and cultural wellbeing.</p> <p><u>Cultural</u></p> <p>None identified.</p> | <p><u>Environmental</u></p> <p>Allows for less development than Option 2, potentially less effect on the environment.</p> <p>Less loss of versatile soils through development.</p> <p><u>Economic</u></p> <p>None identified.</p> <p><u>Social</u></p> <p>Provides some ability to develop land.</p> <p><u>Cultural</u></p> <p>None identified.</p> |
| | Efficiency | Effectiveness |
| Option 1: | Does not provide for the efficient development of land to allow for future growth. Does not meet the purpose of PC86B. | The land zoning will not reflect land use, leading to expensive protracted case by case arguments regarding development. Is not effective in meeting the purpose of PC86B. |
| Option 2: | Allows for managed growth and development of the city. | Utilises current zones with associated controls. Implements Urban Structure Plans into statutory framework. |
| Option 3: | Does not provide for the efficient development of land to allow for future residential growth. | Is not effective in achieving the purpose of PC86B. |
| Economic Growth and Employment Opportunities | | |
| Option 1: | No opportunities identified. Dependent on case by case assessment. | |
| Option 2: | This option has a moderate impact in terms of economic growth and employment. Supply of land for development, certainty for investors, potential for more development with associated employment opportunities. | |
| Option 3: | This option has a low impact in terms of economic growth and employment. Allows development as envisioned for RUEE. | |
| Risk of acting and not acting if there is uncertain or insufficient information | | |
| There is no risk due to uncertain or insufficient information. | | |

99. It is considered that Option 2 is the most appropriate to achieve the purpose of PC86B

5. Conclusion

100. The proposed rezoning has been evaluated in accordance with section 32 and is assessed to be the most effective and efficient means to achieve the outcomes of PC86B.

APPENDIX 1: Extract from Urban Growth Strategy 2003

Key Issue 1

The potential conflict between changes in urban form and the preservation and enhancement of amenity, character and identity.

Whangarei is similar to other small cities in New Zealand, but it does have several unique features which contribute to its character and identity. These are the shape of the harbour and the Hatea River leading into it, the dominance of the landscape around the city, specifically the Western Hills, and the closeness and the variety of the coastline. There is also the contrast between the urban and the rural environments, and the accessibility of the rural environment to the urban population.

Further consultation therefore needs to be undertaken to specifically identify the aspects of character and amenity of each area of the city. Once these have been identified they can be maintained and enhanced through various mechanisms including the District Plan.

Key Issue 7

Efficient and effective provision of infrastructural services to existing and newly urbanised areas.

The inefficient provision of infrastructure to new developments, both within and on the outskirts of the city, can limit the ability of future development to be connected to these, therefore restricting the scale of that development. For infrastructural services to work effectively in urbanised areas they must be able to cope with the level of use, both current and proposed.

As an example, when a new water pipeline is laid it is necessary to attempt to anticipate future demand, as this will determine the size of the pipe. The demand for reticulated water and sewage to rural residential properties is increasing as this can be a determining factor in the subdivision potential of the property. However, it is impractical, and not cost effective for all properties in the District to be connected to a reticulated system. The ability for a development to be serviced, and charging the true cost of connecting properties to reticulation may well prove to be a useful tool in managing the urban form of the city and also retaining the rural amenity in the District.

The design of new roads and urban areas needs to consider practical constraints such as providing for safe and efficient access and manoeuvring of emergency vehicles. All urban areas should have a reticulated water supply to a standard fit for fire fighting purposes.

Key Issue 8

The degree of acceptable risk associated with locating urban development on land subject to physical constraints such as slope instability, flooding and mining subsidence.

Development in areas with hazards needs to be managed to ensure risks are identified and mitigated. Much of the city centre is situated on reclaimed land, and is flood prone. Development on the surrounding hills needs to be monitored due to their stability sensitive nature. Mining activities in the Kamo and Hikurangi areas also challenge developers. However, there is some debate over the accuracy of the hazard maps for some areas. Comprehensive engineering reports need to be commissioned to correctly identify the exact extent of the hazards, and the mitigation methods that could be used by council and/or developers that would allow affected land to be utilised.

Other potential hazards may also need to be identified, such as old landfill sites, poorly compacted fill sites, and former industrial sites where ground contamination has occurred.

Key Issue 11

The potential adverse effects of urbanisation on important ecological systems and areas of high ecological value.

There is a need to maintain and enhance the quality of water and soil resources, as well as wildlife refuges, and corridors. Development of areas that have high ecological value should be fully investigated and adverse effects mitigated to prevent further loss of habitat.

Whangarei District has several areas of natural habitat which endangered species are known to inhabit. As the urban footprint of Whangarei increases so does the pressure on the ecological systems that support the habitats that many native species need to survive.

It is important that council not only recognise these areas on maps, but also the systems that create and sustain them, such as water courses, soil types, and topography. There are many introduced species in the District that can threaten the life supporting capacity of these ecological areas so it is essential that council encourage responsible stock management and pest control.

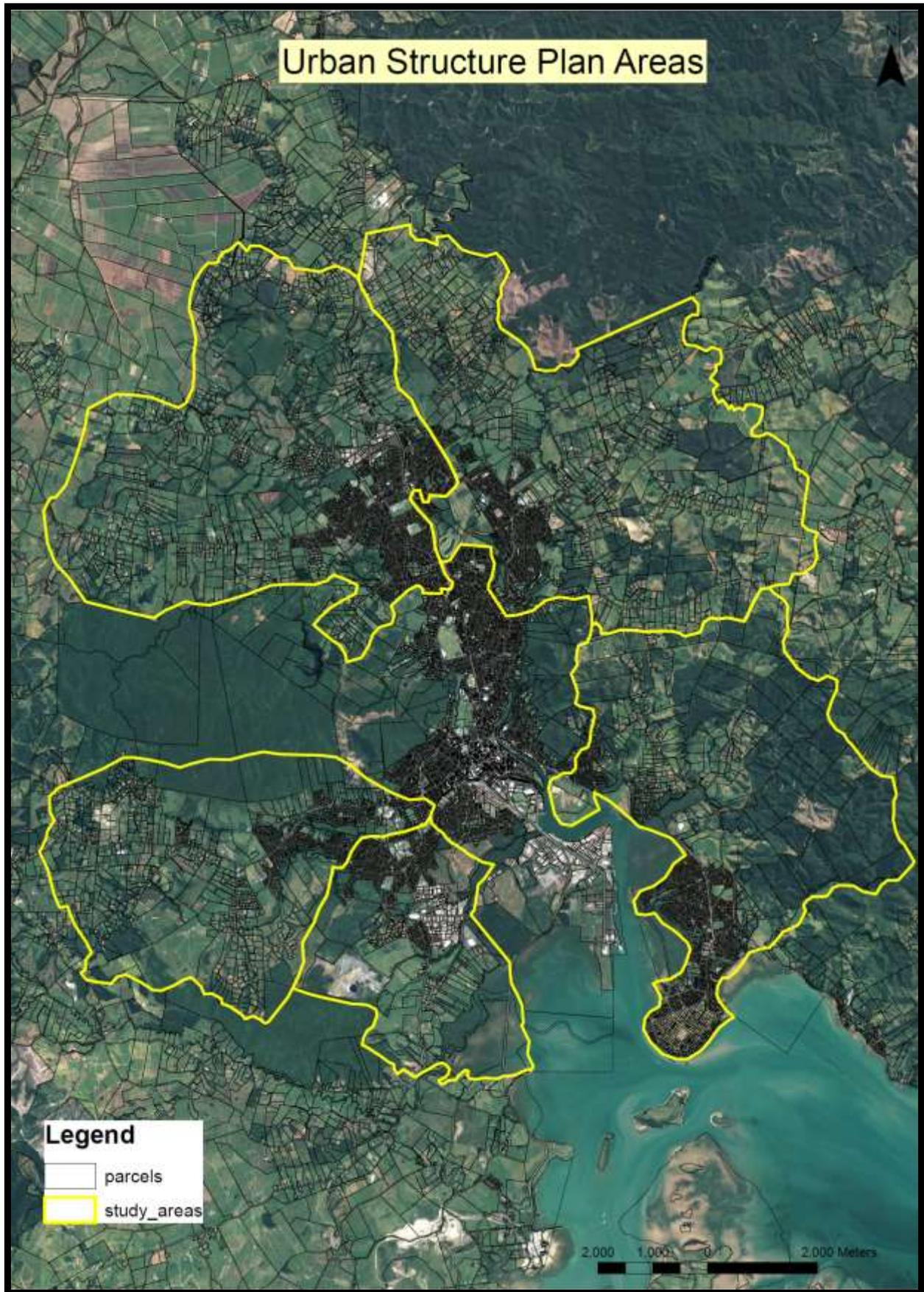
Key Issue 14

The potential for degradation and loss of cultural and historic sites of significance due to urbanisation.

Pressure from development can lead to the loss or damage of sites that are historically or culturally significant. It is important to preserve sites that are historically and culturally significant for future generations.

These sites may range from historic trees and buildings, to areas of waahi tapu and pa sites. Council therefore needs to identify the sites that need to be managed and then review the methods which are used to prevent their loss and degradation.

APPENDIX 2: Urban Structure Plan Areas



APPENDIX 3: Proposed Environments and Mineral Extraction Area with 500m buffer

