



# **TAURANGA CITY COUNCIL**

## **CITY PLAN SECTION 32 REPORT**

### **City Living Zone**

TCC Ref: 2780740



# DISTRICT PLAN REVIEW: Section 32 City Living Zone

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## **1. INTRODUCTION**

The Council is required under section 32 of the Resource Management Act 1991 (the RMA) to carry out an evaluation of alternatives, costs and benefits, and efficiency and effectiveness of the various components of the proposed City Plan.

Section 32 of the Act requires that the evaluation must examine:

- (a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and
- (b) whether, having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate for achieving the objectives.

An evaluation must also take into account:

- (a) the benefits and costs of policies, rules, or other methods; and
- (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.

This report fulfils the obligations of the Council under s32 of the RMA. The following is a section 32 analysis in regard to the new City Living zone. It should be read together with the text of the proposed City Plan itself.

## **2. PURPOSE OF THE CHAPTER**

Urban growth is an ongoing and significant resource management issue for Tauranga. A proportion of the city's urban growth needs to be accommodated within established residential areas of the city along with new areas on the edge of town. An integrated planning approach requires land use, transportation, and infrastructure and community elements to relate to each other.

One way of helping this need is to increase housing densities in and around areas close to centres with commercial, social and community activity, and main transportation routes, like the Tauranga city centre. In such areas residential density can change through redevelopment of sites in a different building style, multi unit, multi level, than is generally found in suburban residential locations. This would happen when property owners make that decision.

In response to city growth policies and after a series of community –based meetings a new City Living zone has been created that covers the current residential areas directly north (McLean to Brown streets), west (Selwyn Street), and south of the Tauranga city centre to 8<sup>th</sup> Avenue. The new zone sits within Chapter 14 Residential.

The City Living zone has two parts; The City Living Residential part supports residential development to a medium density and to a maximum height of 13 metres. The City Living Mixed Use part provides specific opportunities for offices and health centres at ground floor level of a building only but with residential uses above. The height is also 13 metres, apart from one small area opposite Tauranga Domain. In both cases any development has to be undertaken in a comprehensively designed manner so that development effects and urban design matters can be assessed.

## **3. RECORD OF DEVELOPMENT OF PROVISIONS**

### **3.1 Background Research**

#### 1. SmartGrowth (2004/ 2007)

The SmartGrowth Strategy was adopted by Tauranga City Council in 2004. It was reviewed in 2007. Implementing Smartgrowth is intended to deliver a compact, well designed, sustainable city in the long term –where live, work and play are linked with transportation and infrastructure in an integrated way.

Under SmartGrowth forecasts, the additional 105,700 population at 2051 will be accommodated by:

- Greenfield –about 64%
- Intensification – about 28%
- Infill – about 8%

Generally household occupancy rates will gradually decrease as the population ages, and this creates a demand for more variety of housing type conveniently located to facilities and amenities. Also, the economic costs of growth are becoming such that we need to make efficient use of urban land and associated infrastructure including transportation. One way of delivering this is to enable greater density of housing (intensification) in specific parts of town.

SmartGrowth has some policy directives for intensification. These are:

- A comprehensive planning approach
- A range of housing types can be built. Densities might typically be within a density range of one unit per 100 -250 m<sup>2</sup> per site area
- Affordable housing opportunities should be facilitated
- Base intensification areas in and around established urban centres (commercial nodes) and apply a walkable neighbourhood concept
- Apply good design principles and guidelines for amenity values but with sufficient flexibility to encourage private sector investment
- Gain local community support for change

SmartGrowth also identified the areas where city growth should occur, being a mix of Greenfield, infill and intensification areas. This is shown on the map in Appendix 1. Tauranga Central (Te Papa) in and around the city centre- is one of those priority areas.

It is recognised that such a policy approach presents a significant challenge for existing and future generations, but this urban environmental change has to begin as the city faces ongoing pressure to expand horizontally beyond the anticipated, long term urban boundaries. That is contrary to the adopted growth strategy and to Council's transportation and infrastructure plans that interrelate to that strategy.

The new City Living zone has been developed as part of the Council's response to the SmartGrowth action to investigate and prepare plans for intensification areas. The new zone in the City Plan will supplement the new City Centre zone, and other non RMA plans relating to street amenity, local reserves, local parking management, waterfront development and any infrastructure adjustments in the LTCCP.

#### 2. City Centre Strategy (2007)

The Strategy was developed through 2006 -2007 by a council led project team and in response to extensive community engagement and discussion over that period. It was one of

the key actions arising from earlier work such as SmartGrowth, Tauranga Tomorrow, the Urban Design Strategy and Integrated Transportation Strategy. The project had five stages that offered several stages for community feedback as well as technical assessment of issues and possible responses. Discussion also occurred over how land could be developed in an economic manner and barriers for investment. A copy of the Strategy is available for view on Council's web site.

People's feedback included getting more people to live and work in the city. One of the principles is to "accommodate a significant residential population." The Strategy noted: "Opportunities identified for increasing residents in the City Centre include higher density mixed use residential development within the commercial areas of the City Centre and medium density residential in the immediate surrounding neighbourhoods that have good access to the City Centre" (page 30).

**Action T1** states:

*"Investigate City Centre fringe residential areas and progress appropriate District Plan Changes including: McLean to Mission (northern sector), Selwyn Street (western sector), Fourth –Seventh Avenue (southern sector)". (page 30)*

The Strategy noted that the northern sector precinct should be a mix of residential and office, and medium density residential, (pages 101, 108); Selwyn Street medium density residential (page 110) and the early avenues a residential precinct "to be confirmed" (page 77).

Section I Residential (pages 107-111) focuses on the inner city residential areas with opportunities for increased residential development in close proximity to the City Centre.

*"These residential areas have a very high amenity, with good views, little through traffic and excellent access to all City Centre amenities" (page 107)*

A list of directions and actions in this strategy section provided the planning framework for future work. The City Living community workshop series outlined in Section 4 below implemented this work.

### 3. Smart Living Places (Draft Strategy –October 2006)

The Smart Living Places draft strategy was developed to provide a planning framework for managing physical and social change arising from housing densities (intensification) through SmartGrowth actions. The draft outlined the strategic context of residential intensification, the focus of Smart Living Places; Look, Feel and Function; Vision and (7) Principles; Area Evaluation Process; Establishing Nodal Priority; and Key Tools and Methods. It noted that medium density housing is slowly evolving in New Zealand to:

- Accommodate growth
- Avoid urban sprawl into rural land
- Provide housing choices
- Offer walking proximity to established amenities and facilities.

At a density range of 100m<sup>2</sup> per unit up to 325m<sup>2</sup> per unit, medium density housing can offer a variety of housing styles (detached, terraces, semi-detached) and lifestyle choices for people, can be mixed with small workplace areas, if it is in the right location and of the right design. The Smart Living Places draft strategy has a number of illustrations on development densities and styles, and these were developed for a series of open days and various council meetings about the project through 2006.

The Smart Living Places project also started the process of looking at priority areas for intensification. These were around the CBD, Arataki and Greerton. By way of clarification, the CBD related work (called the "CBD Home Zones") was started within the Smart Living

Places project, linked to the City Centre Strategy work outlined above. This is how the first round of community engagement information /open days was approached. It was later that Council moved into the series of City Living community workshops outlined in 4 below.

For the CBD Home Zones the draft strategy set out a set of Home Zone objectives, illustrated densities and building types, calculated a new unit/ population yield if medium density site redevelopment occurred, outlined possible land use, movement and open space plans, and a draft CBD Implementation Plan with 15 actions, reasons for those actions and potential methods.

It noted that if the Residential A zone was to be replaced with a medium density type zone (covering the Home Zones area), there might be a gain of around 1400 dwelling units long term. The traffic assessment and water services assessments both used that estimate yield to test infrastructure capacity but the influence of the intensity of activity in the CBD itself made results of this testing tentative at that stage. However no significant flaws were identified in regard to potential higher density development around the city centre as outlined by the Home Zone concept.

#### 4. SmartGrowth Residential Intensification in Tauranga City (2008)

Council commissioned R Neil Gray Strategic Projects to assess the economic and market conditions required to promote the SmartGrowth policy direction of residential intensification. The work was aimed at identifying the potential gap between long term planning policy direction (Smartgrowth intensification %) and where the Tauranga housing market (supply and demand) was currently at.

The report outlines a comprehensive assessment of supply and demand, and feasibility of increasing housing densities in the Tauranga market. It noted that there was further potential for infill, but not to the extent needed to supply the SmartGrowth housing forecasts.

For comprehensive redevelopment of urban land to higher densities, particularly along main transport routes and in growth nodes, the CBD and its immediate environs and Mt Maunganui are likely to have the market attractors or drivers to support that change. These are high land costs and consumer demand. These also have to be weighed up against developer and financier risk in terms of different housing types to the traditional detached or infill models. Outside these attractive, lifestyle areas the market forces needed are largely absent to support intensification (Page 6).

#### 5. City Living Community Workshop Series

This work carried on from the CBD Home Zones outlined in 3 above (following the Council decision to reconsider the suburban nodes work relating to Smart Living Places -7 May 2008). At that date the Council resolved to: *“Proceed with the community engagement and planning for possible CBD and inner city residential rezoning as priority”*.

A series of three rounds of community workshops for each inner city neighbourhood commenced. The neighbourhoods are those identified in the Home Zones and City Centre Strategy work (see above); north of CBD, Selwyn Street and early Avenues to Seventh Ave. The Council sent invitations to over 500 property owners in the study area. Each neighbourhood had a separate series of facilitated evening meetings that were well attended. Notes were taken by staff which then feed into the following meeting round. The meetings were in May, June and November 2008.

- **First round (May 2008)** asked people what they valued and views on future development potential. It was noted that the three neighbourhoods have a degree of

business –related intrusion into what is a residential zone. People felt that residential coherence should be the dominate land use aim going forward. While a range of views were expressed there was a recognition that the neighbourhoods would be under pressure to change. It was better that such change be managed through planning rules than be ad hoc. Key issues for people were; character and amenity, land uses permitted, building height, density and streets amenity including berm parking.

- **Second round (June 2008)** summarised the first round feedback and presented three options for discussion: status quo, medium density, higher density, and planning technique ideas. A reasonable level of consensus provided a preferred direction. There was strong support for design guidance within the City Plan.
- **Third round (November 2008)** presented an overview of all the work and directions from the earlier meetings. Images and diagrams of types of residential and mixed use development, building heights etc were outlined. A copy of this presentation is included in Appendix 2A. The aim was to introduce the basis of a new district plan zone as part of the review project, and put some general visual context on that for people. Work groups went through those issues and reported back. Feedback notes are included in Appendix 2B.

From this community feedback on planning techniques council planning staff reported to elected members on 17th February (see 3.2 below) on the outcomes and general options for creating a new City Living zone. After that direction, staff prepared draft zone provisions. The draft covered objectives, policies and rules covering the type of issues and feedback received through the workshop series, and also drew on medium density zoning provisions that other New Zealand cities were using (such as North Shore, Hamilton and Napier).

## 6. City Living Zone Testing Report –July 2009

Given that the proposed City Living zone was a new zone concept for the City Plan, the aim was always for the planning techniques drafted for such a zone to be ‘tested’ by way of architectural assessment and comment. This work was undertaken by architects at Beca’s Tauranga. One of the aims of this work was to ‘maximise’ the development potential of a theoretical site in a manner that could fully comply with the draft rules. This provided a benchmark of the potential built form, density yield and external effects that may arise.

The report has three sections outlined below. The report is not a definitive thesis on medium density housing and that was not its aim. A brief summary of the key points of the report sections follows:

### **(i) Original draft rules testing:**

- Developers will interpret the planning provisions in different ways, but the original draft rules lead to a natural outcome of a monolithic building addressing the street with car parks to the side and rear. Daylighting angle sets the building back from the boundaries but a flat floor, multi level building with central core access space is the most efficient building.
- A 13 metre height could allow four floors and an excavated car park area below is likely. With no density rule a developer could maximise units per site above what might be intended for these neighbourhoods.
- In the worst case scenario a bland series of multi level apartment style buildings could result.
- Minimum shape and size of sites may make some site unavailable for redevelopment
- Smaller studio units might provide more variety of housing stock, but that might also lead to transient living.
- The 4 metre stud for mixed use is generous.
- Side yards may lead to a waste of site space
- Car parking per unit dominates the economics of site development

- Ground level open space is likely to be rare without some site coverage rule
- Outlook space could be avoided by leaving windows out.
- Relying on the market to deliver basic site aesthetics is 'ill founded'.

**(ii) Recommendations:**

- Medium density housing needs to have regard to other environmental factors. A more direct, regulatory approach is suggested for city living outcomes.
- Allow for a greater variety of sites to be developed, with more than one building on a site to be encouraged not discouraged. Remove the minimum lot size rule but keep the comprehensively design approach.
- Explore a % ratio of one /two bedroom plus units on a site (Auckland has 70% max of one bedroom in CBD)
- Have a rule that directly tackles overshadowing of neighbours and generates variety of building form. A maximum floor level is suggested with 'loft' space above.
- A maximum ground floor level is suggested.
- Soften the street frontage of buildings by a landscaped setback but with ground floor uses having direct pedestrian access to the street for interaction. Visibly screen car parking from the street.
- Suggest a 'stepped' side yard starting 10 m from the street as it gives building bulk at the street front.
- Suggest less car parking per unit based on location near CBD.
- Suggest a site coverage rule that covers buildings, car parking and open space % on a site. This will get some balance between amenity and built form; Max 50% for building and min of 30% for open space
- Suggest that each habitable room have at least one openable window for light and ventilation.
- Suggest reducing outlook rule dimension.
- Suggest an on site rainwater storage rule
- Suggest a new north orientation, mid winter sunlight admission to unit rule. In combination with other modified rules this would produce greater variety of building form and orientation and passive solar access to units.

**(iii) Further Discussion**

- Council staff sought additional testing of a 9 metre height model or other possible rule combinations to support city living objectives of medium density redevelopment.
- A reduction to 9 metre height would allow 3 floors but with tight stud heights. It would also restrict roof shape and lead to flat roofed buildings.
- Potential density decreases with lower height as it gets balanced with car parking requirements but remains well above current Residential A zone density but closer to high density type than medium density.
- A 9 m height retains a similar baseline permitted by current Residential A zone rules other than the first 10 metres from the street boundary. The proposed new sunlight admission rule would have a strong influence on overall building form however.
- The on site amenity of units and streetscape would develop along the medium density aims of city living if density minimums were set.
- Lifting the height to 10 metres provides a little extra building volume and extra roof articulation opportunity without increasing density if used with other proposed plan rules. It is preferable for medium density buildings than retaining 9 metres.

The 'testing' report left the City Living policy direction decisions raised by the testing and suggested rule modifications for the council to further consider at its meeting of 18 August 2009 (see below). The author of the report was available to answer questions of committee members at that meeting.

### **3.2 Consultation Outcomes**

## 1. SmartGrowth and Tauranga Tomorrow

The general concept of investigating the potential for intensification areas within Tauranga City was first raised as part of the SmartGrowth project consultation in the early 2000's and in the Tauranga Tomorrow community outcomes project around the same time period. The concept was related to city growth management and the various ways council might address the forecast growth. This type of consultation was at a high, strategic level rather than at a specific area level. People do see city growth as an issue, but often not at a local neighbourhood level. Feedback from this type of consultation is recorded in the project information for those projects and accessed via the Council's web site, and noted here for completeness.

## 2. City Centre Strategy

The strategy process involved survey information, engagement with key stakeholder groups, the Strategy reference group and broader community using various techniques. The Strategy document notes:

*“Community engagement has demonstrated that there is a high level of commitment to the Tauranga City Centre –from business people, residents, property developers, traders and Councillors” (page 5)*

The Strategy provides a brief summary of the feedback received (pages 8-9). Related to residential activity theme are:

- Appreciated -The Elms historic area; the beautiful trees of Brown Street
- Improvement opportunities – potential for redevelopment of Cliff Rd area; more people to live and work in the city

The consultation link between the City Centre Strategy project and the (then) Smart Living Places project (see section 3.1 above) is acknowledged in the strategy.

## 3. Smart Living Places –Home zones

Some community meetings/ open days on the draft Strategy were held during November 2006 following earlier community discussion to assist in preparing the draft. An informal public submission process occurred through this time with the council getting many submissions on suburban intensification issues and a few but mixed range of opinions on inner city intensification.

The general theme that emerged was that if council was to explore intensification areas further it should really look at the potential in the inner city before suburbs.

## 4. City Living Community Workshop Series

Section 3.1 above outlines the 3 round series of workshops that covered the inner city residential areas. The third round (November 2008) presented a summary of the feedback:

- Reasonable level of consensus on preferred zoning option for each neighbourhood (which was discussed in round 2 workshops)
- Strong support for urban design guidance
- Character and amenity was important
- Land uses should focus on residential but people acknowledged mixed use in some places was acceptable
- There were mixed views on building heights – 4-5 levels was the maximum
- Redevelopment via resource consent process was probably desirable.

A summary record of the final November City Living workshop feedback from groups within each neighbourhood is attached (Appendix 1). These cover general comment and possible city living planning provisions for both residential and mixed use on:

- land uses; density; height; site amalgamation; yards; ground floor use; street frontage; car parking; design criteria and amenity; activity status in plan.

This general feedback provided a frame of reference for planning staff to draft up City Living zone provisions.

### 5. Draft City Plan Consultation

In April of 2009 a community feedback exercise was undertaken on draft content for the City Plan. As a result of this process 40 submissions were received on the draft City Living zone provisions. They covered a range of points and topics; some supportive or wanting further refinement, others against the zone concept in their area. These submissions are listed in the summary attached (Appendix 2).

In summary biggest issues raised were:

- the proposed 13 metre building height in the Devonport Rd/ Arundel St area
- the height on the east side of Edgecumbe Rd
- the height around The Elms area
- commercial activity above ground level
- fine tune of the draft provisions in various ways but keep comprehensive design approach
- zoning in the early avenues, along the east side of Edgecumbe Rd and around The Elms

These series of issues were reported on, with options, to the elected members on 18 August 2009 (see 3.3 below).

## **3.3 Council Meetings**

1. Strategy and Policy Committee -7<sup>th</sup> may 2008: The Committee formally considered a staff report on the Smart Living Places draft submissions and policy direction arising from the issues raised in that submission process on residential intensification. The issues related to intensification could be seen as falling into suburban intensification and inner city intensification. As part of the policy direction given to staff at this meeting the Committee resolved: *“To proceed with community engagement and planning for possible CBD and inner city residential rezoning as a priority.”*

This resolution formed the basis of starting the City Living community workshop series referred to in 3.2 above.

2. Strategy and Policy Committee – 17 February 2009: The planning ideas and possible techniques emerging from the community meetings were reported to the Committee. Options for further drafting of zone provisions were canvassed and the elected members provided policy direction to planning staff. The broad options agreed at that meeting were:

- Draft up a new City Living zone
- Residential activity was to be the dominant use and mixed use opportunities secondary
- Higher density potential bonus for encouraging site amalgamation
- Building heights might vary according to location e.g. more height opposite the Tauranga Domain
- Solar access for units and be sensitive to neighbouring sites
- Rules to cover ground floor commercial activities (with residential the main aim)

- Site and building design criteria would be part of a consenting process –non notified possibly.

3. Strategy and Policy Committee – 18 August and 24 August 2009: The Committee discussed the issues raised in the draft City Plan consultation step related to the new City Living zone proposal. An overview report, summary of comments received, staff response and recommendations on options, draft zoning maps were presented and elected members discussed these. The meeting spanned two days. The Beca architects ‘testing’ report was commented upon by the author at both meetings.

Elected members had a site visit to The Elms and Cliff Rd area, and also Edgecumbe Rd area in relation to building heights and zoning. This occurred between the first and second meeting dates.

In summary the policy direction given from this Committee so that staff could finalise the City Living zone provisions was:

- No City Living zone in the vicinity of the Elms and north end of Cliff Road. This to be Suburban Residential zone.
- Health centres and offices only in mixed use sub zone and then only at ground level. Above ground level to be non complying.
- Further testing of provisions to get a balance between density, height and scale and parking. Note the sunlight admission to units rule will influence building bulk on a site.
- Change east side of Edgecumbe Rd to City Living zone with 13 m height
- Devonport Rd/ Arundel St area –retain City Living zone with 13 m height

### **3.4 Relevant Legislation, Strategies and Policy**

1. SmartGrowth (2004/ 2007): See 3.1 above.

2. City Centre Strategy (2007): See 3.1 above

3. Integrated Transportation Strategy: One of the many principles in this strategy is to activity promote opportunities for live work play and to support land use patterns which reduce the need to travel. This is noted as including in areas of higher density housing such as within the Tauranga peninsula.

4. Tauranga Tomorrow and the Long Term Council Community Plan (LTCCP): Tauranga Tomorrow identifies eight community outcomes and associated actions including “*Built to fit our hills, harbour and coast*”. A range of actions relating to this aim include providing incentives for improved urban, architectural....design quality; pro active planning to encourage alternative forms of development, adequate housing supply, and adequate variety and choice of housing types and price ranges; Develop and implement urban design guidelines... for major new housing; encourage more multi unit and mixed use development; investigating potential obstacles to providing a wider choice of housing types and density.

The LTCCP contains some projects that support medium density living choices in the inner city areas. One significant one is the southern pipeline project which will provide greater wastewater capacity within Te Papa peninsula.

5. Regional Policy Statement (RPS): Plan Change 2 to the RPS responses to growth management issues in the western BOP sub region. Intensification of residential development through intensification areas that support at least 20 households per hectare is promoted through detailed policy and the Tauranga central isthmus is one potential area for this noted in the RPS. The RPS also expects that district plans include appropriate

provisions to support the New Zealand Urban Design Protocol (March 2005) to which Tauranga City Council is a signatory. A district plan needs to 'give effect to' a RPS and the City Living zone responds to that statutory intent.

6. Resource Management Act 1991: Physical resources in the city are to be sustainably managed in a way that enables people and communities to provide for their social, economic and cultural wellbeing, health and safety (section 5). Under section 7 use and development shall have particular regard to:

- (b) *the efficient use and development of natural and physical resources*
- (c) *the maintenance and enhancement of amenity values*
- (f) *the quality of the environment*

The City Plan should contain provisions that achieve the purpose of the Act in an appropriate manner (section 72 RMA). That is likely to require balancing plan rules relating to amenity values, quality of design and provision of infrastructure with other non-plan methods, such as local parking plans, infrastructure asset management plans and street landscape manuals.

## **4. ISSUES**

### **4.1 Summary of Issues**

The issues related to potential medium density housing opportunities in inner city areas adjacent to the city centre are at both a strategic urban settlement level and local neighbourhood level. This is because a number of the Council's strategic policies and actions relating to the city overall rely on land use change to occur over time (using the district plan to guide this change as the property market picks up opportunities). Change in cities does not occur without effects on people, both positive and negative, and cumulatively over time.

Sustainable management of physical resources in the city (residential, commercial, infrastructure etc) should enable people and communities to provide for their social, economic and cultural wellbeing while avoiding, remedying or mitigating adverse environmental effects. Buildings and spaces around them can improve the quality of life and wellbeing of people and neighbourhoods if designed well. One of the challenges for council is to manage change in residential areas within acceptable environmental limits for the majority of local people. In this city there is a balance needed between strategic direction, regulatory methods and enabling people to make their own decisions on design, construction and operation of activities. There is a natural tension between these elements in a growing city like Tauranga.

The following set of issues have been identified that can be related to introducing a new City Living zone.

#### Issue 1: Strategic Urban Settlement Policy

- How to implement a strategic policy direction under SmartGrowth and the Regional Policy Statement relating to growth management of accommodating a greater proportion of the forecast city growth through greater use of existing residential land and reducing pressure on rural land resource. This policy direction is not supported by the operative district plan which treats the inner city residential areas in the same manner as the majority of suburban residential areas in the city, supporting low density character rather than a more urban character.
- How to get greater synergy between residential land use patterns and urban densities and convenient access to main urban centres and transportation routes (such as those for public transport).

- The potential economic effects to existing resources of leakage of small scale business investment out of the CBD into adjacent residential areas

#### Issue 2: Local/ neighbourhood Amenity

- Potential loss of amenity and residential coherence enjoyed by inner city residents that may arise from the effects of non residential activities locating in neighbourhoods
- Loss of amenity and residential coherence enjoyed by inner city residents that may arise from larger scale, medium density developments.
- Dissatisfaction with design, construction and appearance of development by both residents and neighbours in terms of noise, ventilation, size of units, privacy between units and neighbours, daylight admission and quality of open spaces

These sets of issues can be described as follows.

#### **Issue 1: Delivering strategic policy objectives linking urban land use, transportation and infrastructure practically on the ground**

Tauranga is one of the fastest growing provincial cities in New Zealand. Accommodating city growth in a sustainable way (section 5 RMA) is one of the major issues faced by the community. The demographics of the city are changing including an ageing population, smaller households, employment change and migration 'churn' –in and out of the city.

There is a continued demand for land and associated infrastructure and on arising from growth pressures. The physical form and shape of the city and the settlement pattern strongly influences transportation and other infrastructure costs, and community social and economic wellbeing and effects use of rural land resources. These are issues which the SmartGrowth Strategy adopted by the three local authorities and working with other agencies and sectors, tries to address in the long term.

The Regional Policy Statement now has fairly directive policy on sub regional urban growth management and district plans need to 'give effect to' the RPS. The RPS expects around 25% plus of Tauranga's growth to be accommodated within existing urban areas by way of some form of urban living choice such as by medium density housing. It also expects alignment between urban land use with transportation and infrastructure planning, as do Council's own strategic plans such as its LTCCP. This alignment is needed to efficiently and effectively deliver and use significant infrastructure investment.

It is well recognised nationally and internationally that these intensive urban areas should be located so that they can support and enhance existing urban centres such as the city centre or main suburban centres and such land use pattern will influence transport demand along major transportation routes; this is referred to as integrated urban management and is a significant challenge to implement at the strategic urban settlement level.

As the R Neil Gray report highlights (see section 3.1 above) there are significant market forces to be overcome to support intensification of urban areas like Tauranga so that a more compact city results in the long term. But a start can and should be made in those geographic parts of the city where economic forces are present, such as downtown Mount and Tauranga city centre. This City Plan recognises this with the Residential H zone continued and the new proposed City Living zone.

#### **4.1.1 Objectives**

This table identifies the appropriateness of the listed objectives for Issue 1 in achieving the purpose of the RMA.



		It is recognised that increasing the density of housing in an established residential area of the city generates effects (see issue 2). Managing effects especially during a transition from established housing to new forms of housing has been part of the discussion with property owners through the community workshop series, and the subject of submissions through the draft City Plan process. Other objectives and methods related to the new City Living zone aim to assist in management of those effects.
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## Issue 2: Potential Loss of local amenity and residential coherence

Under the RMA (section 7) a district plan has to have particular regard to the maintenance and enhancement of amenity values, and the quality of the environment. Amenity includes those characteristics and attributes that make a residential area look and feel residential and includes the concept of ‘residential coherence’; similar activities promoting one residential environment. The quality and type of use of development also relates to this holistic concept. E.g.; people do not expect residential areas to be a mini commercial area.

Experience of medium density housing is that it is a development form and scale not found in traditional, suburban neighbourhoods and people are not used to it. To obtain density buildings are usually multi level and multi unit rather than stand alone. Medium density generally ‘looks different’ from most of the existing housing. This can have a potential adverse effect on existing amenity values as well as creating new potential benefits for property owners who choose to redevelop. Medium density housing will evolve change in the look and feel of an existing neighbourhood. Large scale development unsympathetic to existing or foreseeable residential character can adversely affect that character. Poorly designed housing can lead to dissatisfaction with design, construction and appearance of medium density housing; such matters as noise, lack of practical open space, daylight admission or unit size have been referred to in Auckland surveys.

The planning challenge is to get the right balance between density gain for strategic growth management reasons and local amenity effects –in the neighbourhood and in the site.

### 4.1.2 Objectives

This table identifies the appropriateness of the listed objectives for Issue 2 in achieving the purpose of the RMA

Objective Number	Objective	Appropriateness
3.	<u>Bulk and Scale of Buildings and Structures in the City Living Zone.</u> <i>Buildings and structures are of a bulk and scale that enables medium density residential development balanced with the urban landscape character, including the historic heritage values of The Elms, and the</i>	Both objectives are intended to compliment each other as they are about the built form and design of buildings on a site and how they relate to their local environment. They are relevant and useful because they outline the expected physical outcomes of site redevelopment in the

<p>4.</p>	<p><i>Monmouth Redoubt, the open space character of Tauranga and Wharepai Domains and the Cliff Road reserve, and consistent with the anticipated amenity of the zone.</i></p> <p><u>Site Layout and Building Design in the City Living Zone</u>  <i>Development within the City Living Zone contributes to an urban landscape character, which is characterised by comprehensively designed, multi level, multi unit, urban housing and some mixed use activity within buildings on a landscaped site.</i></p>	<p>new zone having regard to local context and existing environment. But the objectives also note that multi level, multi unit residential buildings are expected. Residential coherence, albeit in a modified building form is the priority. The zone references to an urban landscape character which is different from the suburban character of other parts of the city. On -site design is also expected through a comprehensive design process. Development should sit within a landscaped site, not wholly taken up with buildings. The objectives are achievable if the new zone provisions are adopted as proposed or are modified in a way that will still support comprehensive redevelopment of site –over a long term horizon. Such a process is not expected to be short term. Decisions for redevelopment are made by property owners themselves in response to market conditions and their own circumstances. The City Plan provides the bulk, location and amenity performance envelope within which this might occur. The objectives are seen as reasonable as the purpose of the new zone is to promote medium density housing opportunities close to the city centre. To achieve different densities a different form of building is expected. The comprehensive design approach means developers will have to take into account how the medium density proposal sits within and contributes/ relates its local neighbourhood. This approach provides some balance to the proposed restricted discretionary status of complying development proposals on a non notified basis (that is local owners cannot make submissions). They would be able to on a proposal that does not comply however.</p>
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#### 4.1.3 Policies, Methods and EREs

The four objectives for the City Living zone are interrelated. They work together to address the issues of delivering strategic planning objectives in Tauranga City in an integrated way, and the potential loss of local amenity and coherence.

**Objective 1: Density of development in the City Living Zone** is supported by an associated policy that emphasises comprehensive redevelopment of sites primarily for medium density residential activity. This contrasts with the current operative zoning.

The policy notes when the site density bonus rule may be used. It outlines the interrelationship between dwelling unit density and the proposed building heights set for the zone- more height potentially able to deliver greater density of units, but subject to the other zone provisions of course. Mixed use development is only available through ground floor office and health centre uses.

This policy will be achieved primarily through the methods of:

- A density rule for all sites of 1 unit per 200m<sup>2</sup>, and a density bonus rule where land can be amalgamated to form a site of at least 1050m<sup>2</sup> in area.
- A comprehensively designed development requirement
- A standard 13 metre maximum building height throughout the zone, other than 19 metres on sites facing Tauranga and Wharepai Domains, where the green space of the domains can provide amenity outlook.
- A minimum unit size requirement
- Potential on some specified sites for ground floor health centres and/or offices, to support residential redevelopment if the economic conditions are right.
- Resource consent assessment of effects on local infrastructure, and application of Council's Development Contributions Policy to new development.
- Local street parking/ streetscape plans for public streets/ spaces within the new zone area.

**Objective 2: Activities in the City Living Zone** is supported by an associated policy that places further emphasis on the redevelopment of sites primarily for residential activities with specific mixed use opportunities. This incorporates the council's shift in policy through plan change 48 of tightening up on non residential activity opportunities in the Residential A zone. Of particular importance is the avoidance of commercial type activities close to the established city centre commercial zones where such uses should be locating. The policy does recognise the existing use situation with defined potential to expand or alter floorspace. This includes the several visitor accommodation businesses in the area of the new zone.

Finally, the policy acknowledges the Elms, as a main heritage resource and the zoning and land uses permitted in the vicinity of the Elms reflect those heritage values and character.

This policy will be achieved primarily through the methods of:

- A City Living residential subzone that covers most of the zoned land and a mixed use subzone applied in specific areas only.
- Use of restricted discretionary status for activities suitable for the zone environment, and a non notified approach where standards and terms are complied with.
- Commercial uses permitted in commercial zones, and not on the City Living zone, other than for health centres and offices that comply with the mixed use subzone provisions.

- Potential on some specified sites for ground floor health centres and/or offices, to support residential redevelopment if the economic conditions are right
- Supporting a degree of alternation or expansion of existing uses within a permitted activity envelope.
- Applying a Suburban Residential zone and related bulk and scale conditions on and around the vicinity of the Elms site.

**Objective 3: Bulk and Scale of Buildings and Structures in the City Living Zone** is promoted and supported by a related policy that sets out the expectations for building bulk and scale within the new zone. The policy outlines the two building height areas within the zone. Building bulk and scale is expected to complement the character of local neighbourhoods, but provide greater flexibility to promote medium density, multi level buildings than the suburban residential zone.

A key issue in terms of managing effect of new buildings in this zone is how bulk and overshadowing can be addressed. This is because the City Living zone buildings will inevitably be larger than older, established residential buildings. The policy seeks that new buildings avoid impacts on other dwelling units, be they on the same site or neighbouring. This policy approach needs to be further assessed through the submission process. The issue is about how to manage the transitional effects of development in the zone, particularly on adjoining properties.

The policy will be implemented primarily through the methods of:

- A standard 13 metre maximum building height throughout the zone, other than 19 metres on sites facing Tauranga and Wharepai Domains, where the green space of the domains can provide amenity outlook. Buildings seeking to go higher have to be assessed as a full discretionary activity application.
- Overshadowing and yard setback rules applied at the site boundary, except for the first 10 metres into a site from the road.
- A comprehensively designed development requirement
- A mid winter sunlight admission to units rule
- Site coverage rule
- Retention of the Suburban Residential type zone in and around the Elms heritage area.

**Objective 4: Site Layout and Building Design in the City Living Zone** is supported by an associated policy that covers the expectations for layout and design of new development in the zone. The policy also lists a set of design criteria for assessing outcomes of the comprehensive design development approach required by the plan.

The policy will be implemented primarily through the methods of:

- A comprehensively designed development approach as restricted discretionary activity.
- A mid winter sunlight admission to units rule
- Site coverage rule
- Overshadowing and yard setback rules applied at the site boundary, except for the first 10 metres into a site from the road
- Access requirements for offices and health centres from the street
- On site parking and access requirements to the side, rear or beneath the buildings
- On site landscaping rule
- Outdoor living space and service area rule.

### **Alternative 1: Retain Operative Plan provisions**

**Alternative 1A: Fine tune to allow medium density development but retain similar or same lower bulk and scale to operative plan.**

<p><b>Proposed Policies and Methods</b></p>	<ol style="list-style-type: none"> <li>1. Interrelated package of policies and methods supporting a new City Living Zone and associated sub zones with Residential and Mixed Use emphasis. . The policies cover: Density, Activities, Bulk and Scale, Site Layout and Building Design</li> <li>2. A set of plan rules that address likely environmental effects as development occurs in the area by setting a planning envelope using a Restricted Discretionary standards and terms approach.</li> <li>3. Where restricted discretionary standards and terms are not met full discretionary activity status, and related assessment criteria.</li> </ol>
<p><b>Costs</b></p>	<ul style="list-style-type: none"> <li>▪ There is a cumulative cost at the city growth strategic level. If efficient use of serviced urban land does not gradually occur through identifying and implementing higher density housing areas, additional rural –type land will need to be found on the edge of the city or in Western Bay of Plenty District to accommodate these households. SmartGrowth assessment to date indicates that there are rural resource, rural amenity and transportation costs associated with developing urban land beyond the agreed sub regional urban boundary. This will be kept under review through monitoring of SmartGrwoth implementation by the SmartGrowth strategic partners.</li> <li>▪ The new zone provisions introduce a level of planning rule complexity and resource consent process for comprehensive redevelopment of sites. This has a compliance cost on developers, but the non-notified rule is introduced for complying development to offset this in terms of time and development certainty.</li> <li>▪ The new zone density potential is likely to increase the value of land in the zone area. This will have an economic cost on existing landowners who choose not to redevelop by way of rates (although quantum of cost cannot be defined at this point).</li> <li>▪ The new zone provisions provide opportunities for building bulk and scale greater than that allowed in the operative Residential A zone. This will change the local amenity and character of the area, incrementally, over a long time period as buildings are likely to be of a greater height. This is acknowledged as an environmental cost for people in existing communities. The degree to which this may be accepted by future generations as they buy into a changing area with different style and bulk of housing is unclear.</li> <li>▪ The proposed non-notified provision takes away local neighbour submission rights, except where a non complying situation arises and the council might notify according to the normal RMA notification ‘tests’.</li> <li>▪ The zone provisions retain the traditional daylighting angle applied along site boundaries, other than first 10 metres. This will reduce potential floor space in a complying building as buildings need to</li> </ul>

	<p>setback as their height increases.</p> <ul style="list-style-type: none"> <li>▪ Site coverage requirements and sunlight to unit rules will reduce the building floor space potential in complying buildings. Site landscaping costs are generated, depending on the response by individual development design.</li> <li>▪ Ground floor stud heights are required to be 4 metres for building use flexibility. This has a building cost, but provides use flexibility.</li> <li>▪ Office and health centre activities can only locate in certain parts of the zone. The predominant activity has to be residential. For some this may be seen as a restrictive economic cost –for others providing land use certainty.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>▪ The new zone assists implementation the SmartGrowth actions assigned to Tauranga City related to residential intensification, and ‘gives effect to’ the growth management policies of the Regional Policy Statement. These focus on getting efficient use of serviced urban land within the agreed sub regional urban boundary and parts of Tauranga City indentified for possible intensification. Having a level of certainty on future land use assists investment decisions in public resources such as transportation and bulk mains infrastructure, as such investment needs to done in a way that supports that growth land use pattern.</li> <li>▪ The new zone promotes different density, housing style and choice in a location close to the city centre and to transportation routes. In terms of city growth this will assist people and communities to provide for their social and economic wellbeing.</li> <li>▪ The comprehensive design approach as proposed for the new zone allows a direct discussion on the developer’s design ideas with council staff within a specified set of criteria and policy outcomes. These are known before the landowner/ developer starts on a project. Feedback from the community workshop participants was they wanted a strong council design influence in a new zone if that changed current planning requirements. The new zone will do this, and the proposed rules endeavour to balance developer certainty with managing local amenity effects.</li> <li>▪ Site coverage requirements and sunlight to unit rules will ensure passive solar access to residential living areas, and that building bulk and scale relates to the size of site and its orientation. These will strongly influence the location of buildings on a site and the interface with neighbouring properties.</li> <li>▪ Limitations on the location and scale of non residential activities; and on health centres and offices, support the economic viability of commercial areas and their resources.</li> <li>▪ The new zone density potential is likely to increase the value of land in the zone area. This will give an economic benefit to existing landowners who choose to redevelop a site/s.</li> <li>▪ The new zone will develop a level of residential activity in a</li> </ul>

	<p>convenient location that can support the growth of the city centre.</p> <ul style="list-style-type: none"> <li>▪ The retention of the heritage values of the Elms by zoning land in the vicinity as Suburban Residential with its lower density and building height.</li> </ul>
<b>Risk</b>	<ul style="list-style-type: none"> <li>▪ Having no planning framework for managing change to medium density and mixed use activity requires cooperation amongst stakeholders and landowners, which may be difficult unless their interests align. There is a risk of this occurring. Feedback from previous planning studies and public consultation indicates that managing urban change needs a level of policy certainty and public leadership for both private investment confidence and local amenity effects to be mitigated. While planning controls may not solely influence investment decisions, they do combine with other factors to give market signals, and a development envelope for both developers and local residents..</li> <li>▪ Consultation to date has indicated people’s general issues with a change of zoning –both for and against the zoning. There is an expectation that council use its planning powers to positively manage change, not sit passively by. It is also expected that council address issues relating to street berm parking and street amenity if change of zoning occurs.</li> <li>▪ There is a strategic growth risk if existing residential areas of the city do not offer opportunities to increase housing densities over the next 20 plus years. Not all the forecast growth for Tauranga City can be accommodated within identified Greenfield growth areas on the edge of town.</li> <li>▪ There are several major infrastructure projects that need contributions from growth to be viable. In particular the southern pipeline project needs some of the funding to come from households forecast for Te Papa peninsula by way of medium density housing redevelopment. There is significant funding risk for ratepayers if the City Plan is not amended to offer this opportunity.</li> <li>▪ There is a risk of the Elms heritage values being dominated by new development along Cliff Road and Mission Street if the new zoning is applied to land adjoining that boundary, or between the Elms site and the Mission Cemetery.</li> <li>▪ There is a risk of new buildings dominating existing residential development on adjoining sites, particularly during a transitional phase of moving to City Living type development. Several of the proposed new rules are created to help this. For example, the overshadowing setback and sunlight to units’ rules will assist to manage off site effects to a reasonable degree by pushing multi level buildings back from the site boundary. The scale of City Living buildings is likely to be 4 storey buildings compared to three storey buildings under current zoning, if the new zone rules are complied with.</li> </ul> <p>The risk of not acting with the proposed policies and methods is considered to be <b>medium for local amenity effects and high in the</b></p>

	<b>long term city growth horizon.</b>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>▪ Reasonable balance achieved between market opportunities for new types of housing and mixed use and providing policy leadership and direction for future development of the city growth issues faced by council.</li> <li>▪ It responds to the feedback through several consultation processes from local people. It is acknowledged that some local residents do not support the proposed zoning approach.</li> <li>▪ The non notified approach for restricted discretionary activities that would comply with proposed rules provides an efficient consenting process and level of certainty. The full discretionary process for development outside the proposed building envelope raises compliance cost but will enable assessment in terms of local effects.</li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>▪ The proposed balanced approach will be implemented primarily by discretion able to be applied to any resource consent application. The non notification approach will assist.</li> <li>▪ The proposed new zone will only be effective if it is economic to redevelop sites within the basic development envelope for City Living. This is yet to be fully tested in the market place but has had architectural testing prior to finalising. Proposed building heights will enable four storey development but other rules demand a design-led approach to be successful.</li> <li>▪ A degree of caution has been applied in formulating the new zone approach as it is a new concept for the city and for neighbourhoods around the city centre location.</li> </ul>
<b>Appropriateness</b>	<ul style="list-style-type: none"> <li>▪ Overall, the integrated package of policies and methods (regulatory and non regulatory) should be an effective and efficient means of supporting the four objectives proposed for the new zone. It begins an initial shift to location based medium density housing opportunities accompanied by a more of a design based approach - reflecting emerging trends in NZ planning for managing urban areas.</li> <li>▪ The new zone tries to balance up strategic growth objectives with potential effects on local amenity and coherence. It is acknowledged that there is a tension between these two issues and that a generic zoning approach may not be appropriate for every site circumstance. The cumulative effect of not supporting urban change needs to be considered.</li> <li>▪ The design based approach is new development at this stage of the City Plan, and for when a development does not meet a restricted discretionary standard and term. Objectives and policies become the key decision making guidance in those circumstances. This is considered appropriate when dealing with a new zone concept.</li> </ul>
<b>Alternative 1 – Retain Operative Plan provisions</b>	1. The operative plan zone (Residential A) with lower density housing and lower permitted building height ‘rolled over’. Development is generally left to market forces within fairly basic planning controls.

<p><b>Alternative 1A- Fine tune to allow medium density development but retain similar or same lower bulk and scale to operative plan</b></p>	<p>1A. The operative plan zone modified by increasing development potential through increasing density but retaining the maximum building height at 9 metres (or maybe 10 metres maximum to get three stories plus roof articulation).</p>
<p><b>Costs</b></p>	<ul style="list-style-type: none"> <li>▪ Strategic sub regional growth policies not supported to the degree of intensification expected by the Regional Policy Statement. That is because a lower building height reduces development yield potential on a site.</li> <li>▪ Lower development scale (height) than market anticipates for inner city areas.</li> <li>▪ Under funding of new, growth related infrastructure from forecast development along Te Papa peninsula if less yield is achieved long term</li> <li>▪ Does not reflect majority feedback from the community workshops that up to four stories was an acceptable building form if other planning controls were also applied. Some landowners expect a greater development potential than the status quo.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>▪ Maintains existing local amenity values by keeping development (building) scale lower</li> <li>▪ Provides market with increased density opportunities for inner city areas, but within existing building envelope.</li> <li>▪ Meets concerns of people who made submissions to draft plan from Arundel Street area and Edgecumbe Road west –i.e. to maintain the status quo in terms of height.</li> <li>▪ Meets concerns of the Elms Trust about development dominance of heritage values as it would maintain the status quo</li> </ul>
<p><b>Risk</b></p>	<ul style="list-style-type: none"> <li>▪ Operative plan provisions are based on a 1990's policy position. They do not articulate clearly the role, function and expectations of the potential of residential areas around the city centre for medium density housing supporting the city centre and a more compact urban form. These are policy directions that have arisen after the operative district plan was prepared and taken through its RMA process.</li> <li>▪ Increased pressure to develop additional Greenfield areas for households not able to be accommodated in existing residential areas. Assessment of proposed Greenfield areas shows that not all growth can/ should be allocated to areas on the edge of the city.</li> </ul> <p>The risk of not acting and applying alternative 1 is considered to be <b>high</b>. The risk of applying alternative 1A is considered to be <b>medium</b> for strategic growth issue and <b>medium to low</b> for local amenity effects.</p>
<p><b>Efficiency</b></p>	<ul style="list-style-type: none"> <li>▪ Alternative 1 is a known planning framework, with cascading rule</li> </ul>

	<p>approach established; development control based not design based.</p> <ul style="list-style-type: none"> <li>▪ Alternative 1A keeps known building height but will introduce design led discussion which is new.</li> <li>▪ Less efficiencies to be gained by using or upgrading existing infrastructure, and providing a land use pattern supportive of public transport to a degree possible with higher multi unit, multi level buildings</li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>▪ These do not reflect current strategies and plans relating to the city centre, much of which has evolved over the last 6-7 years of policy and community engagement</li> <li>▪ Alternative 1A will address concerns about building scale, but reduce effectiveness of increased density as less building floor space potential</li> </ul>
<b>Appropriateness</b>	<ul style="list-style-type: none"> <li>▪ Operative plan in need of revision anyway to reinforce shifts in public policy and balance between development rights, and public amenity and investment. Alternative 1A acknowledges that need.</li> <li>▪ The development control based approach alternative 1 is traditional and does not recognise the evolution of 'design based' district plans that are emerging in NZ. Alternative 1A acknowledges the shift.</li> <li>▪ Helps to maintain and enhance local amenity and character in each neighbourhood through same building height. Some people feel that local amenity is closely linked to building height. Others view the issue more holistically through the combination of building form, its design, orientation, layout on the site, site coverage, how it addresses the street etc as important.</li> <li>▪ Density potential less for both alternatives than by the proposed new City Living zone approach. Forecast growth still required to be planned and paid for in some form. Existing residential areas need to play a part in accommodating that growth and manage such change through appropriate plan policies and controls.</li> </ul>

For the proposed policies and methods, the following EREs are anticipated:

- A positive investment climate is created to support medium density housing change close to the city centre and along key transportation routes of Cameron Road and Devonport Road over the next 20 years
- The dominant land use change in the City Living zone is for residential activities in all parts of the City Living zone over the next 20 years
- New site redevelopment for residential units is predominately multi unit, multi level building form over the next 20 years
- New site redevelopment for mixed use development occurs only within the City Living mixed use sub zone, not generally throughout the zone
- A range of one bedroom, two bedroom and larger residential units are constructed and available to the housing market.

#### 4.1.3 Monitoring Proposed Plan Provisions

ERE	Indicator	Evaluation of Plan Effectiveness
A positive investment climate is created to support medium density housing change close to the city centre and along key transportation routes of Cameron Road and Devonport Road over the next 20 years	Business feedback through City Centre Action Group by way of meeting minute's record –surveyed every year.	1. An annual survey report to the group asking their opinion on whether a positive investment climate exists and why?
The dominant land use change in the City Living zone is for residential activities in all parts of the City Living zone over the next 20 years	Percentage of floor space of all new building consents within City Living zone based on 2009/10 financial year comparison and should be over 80%. % measured every 5 years	1. Building Services provide new consent statistics for City Living zone area for 2009/10 year =base. 2. Building Services provide new consent statistics for each five financial year period, and new floorspace area that is residential units measured against 2009/10 base year as a percentage change
New site redevelopment for residential units is predominately multi unit, multi level building form over the next 20 years	Type of building form that delivers residential units, based on 2009/10 financial year comparison and should be over 80%. % measured every five years	1. Building Services provide new consent statistics for City Living zone area for 2009/10 year =base. 2. Building Services provide new consent statistics for each five financial year period, and building type that has been constructed as multi unit, multi level for residential units measured against 2009/10 base year as a percentage change
New site redevelopment for mixed use development occurs primarily within the City Living mixed use sub zone, not generally throughout the zone	New Mixed use development location mapped within City Living zone. No more than 20% should be located outside the mixed use sub zone.	1. Building Services provide new consent statistics on location of mixed use site redevelopment in City Living zone. 2. Location mapped on aerial photograph/ planning map and compared to the location of mixed use subzone.
A range of one bedroom, two bedroom and larger residential units are constructed and available to the housing market.	Percentage of one, two and two plus bedroom residential units is measured. % measured every five years.	1. Building Services provide new consent statistics for residential units for City Living zone. 2. Percentage of unit bedroom types compared every five years as trend graph. Graph should illustrate a range of bedroom types, not all

		one type.
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## **5. RECOMMENDED OBJECTIVES, POLICIES AND METHODS**

**Objective 1; Density of Development**

**Objective 2: Activities**

**Objective 3: Bulk and Scale of Buildings and Structures**

**Objective 4: Site Layout and Building Design**

These objectives will be supported and achieved by an interrelated package of policies and methods supporting a new City Living Zone and a Residential and Mixed Use subzone.

These cover policies on: Bulk and Scale, Site Layout and Design, Density and Activities.

These cover City Plan rules related to:

- A range permitted activities for existing land uses in the zone area and associated permitted activity conditions limiting their expansion and alteration.
- Restricted discretionary status for new site redevelopment proposals which should be primarily residential. Health centres or offices are expected only on ground floor level and only within the mixed use sub zone. All proposals require a comprehensive design development approach. These also need to meet associated standards and terms to retain that status. Building height is set at 13 metres (4 stories) except for opposite the Tauranga and Wharepai Domains. Design criteria are also applied for assessment.
- Where relevant restricted discretionary activity standards and terms are not met discretionary activity status and a wider environmental assessment is applied.

## **6. NOTIFICATION AND RECOMMENDED DECISIONS**

*This section to be completed following hearings.*