



# **TAURANGA CITY COUNCIL**

## **CITY PLAN SECTION 32 REPORT**

### **Chapter 14 – Residential Zones**



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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 Chapter 14 Residential. It should be read together with the text of the proposed City Plan itself.

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

The objectives, policies and plan provisions relating to Chapter 14 Residential Zones fulfils Council's duties under the Resource Management Act 1991 (RMA).

Under section 31 of the RMA Council is required to give effect to the RMA through the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use and development or protection of land and associated natural and physical resources of the City.

This section 32 document relates to the review of the City's policy approach to the Residential Zones and how these provisions give effect to the Act, particularly its purpose and principles (Part II, sections 5, 6, 7 and 8).

The purpose of the RMA is to promote the sustainable management of natural and physical resources for current and future generations in a way that enables people and communities to provide for their social, economic and cultural wellbeing while supporting ecosystems and the air, water and soil systems of which they may be a part. In addition the effects of the use of resources and activities are to be managed (adverse effects of activities to be avoided, remedied or mitigated).

Chapter 14 Residential Zones promotes the sustainable management of natural and physical resources of the City in setting aside areas for residential development which do not adversely impact on the City's rural productive areas, (a finite resource, section 7g), or on the effectiveness and efficiency of redeveloping land, (section 7b), identified through the Bay of Plenty Regional Policy Statement for future urban development.

This in turn provides for the social, economic and cultural wellbeing of the City's residents now and in the future by providing opportunities for a variety of residential opportunities and ancillary activities in these areas of the City.

In carrying out its RMA duties, Council is also required to recognise and provide for:

- the natural character of the coastal environment, wetlands and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use and development. (section 6a),

Within this Proposed Plan these matters are addressed within the Natural Features and Landscapes Chapter which applies additional provisions to some parts of the City covered by the Residential Zone. (Refer to Section 32 – Chapter 6 Natural Features and Landscapes).

- the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga (section 6e);

Chapter 14 includes provisions designed to provides opportunities for development within the City's urban marae.

The chapter also provides for the efficient use and development of natural and physical resources of the City through subdivision and land use controls particularly in relation to the City's urban growth area, the maintenance and enhancement of the amenity values (section 7c) of it's various residential environments and the quality of those environments (section 7f) through provisions designed to ensure that the character and amenity of the residential areas is not adversely impacted by the use, subdivision and development of land in these Zones.

In preparing the proposed provisions regard has been had to the National Coastal Policy Statement, the Bay of Plenty Regional Policy Statement, the relevant provisions of the Operative Regional Plans, consistency with the Operative and Proposed District Plan provisions of the Western Bay of Plenty District Council and relevant planning documents lodged with Council by iwi (section 74, RMA).

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

#### **3.1 Background Research**

##### **3.1.1 Strategic approach to provision of residential opportunities within the City**

The rapid growth of population in the Western Bay sub-region and in Tauranga City itself and the implications of that growth have been the subject of extensive background research which fed into the development of SmartGrowth and is part of the continuing monitoring being undertaken by SmartGrowth itself. This information has also been utilised in the development of Plan Change No 2 to the Bay of Plenty Regional Policy Statement which sets out a sub-regional settlement pattern and staging for future growth areas of the City. This background research has been drawn on in the preparation of the residential provisions for the Proposed Plan.

##### **3.1.2 Tauranga City: Landscape Study June 2009**

Under the RMA Part 2, section 6(b), the Council must recognise and provide for: "The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development."

In addition Part 2, section 7(c) requires that regard be given to the maintenance and protection of amenity values.

As part of the preparation for the District Plan Review, a review of Council's 1995 Tauranga District Landscape Study was undertaken. The evaluation of outstanding natural features and landscape was undertaken by applying the criteria set out under the Bay of Plenty Regional Policy Statement. The findings of a broad scale character analysis undertaken through a SmartGrowth Study in 2002 (SmartGrowth Phase 2. Biophysical Constraints Research Brief: Landscapes and Natural Features, Boffa Miskell Ltd) were also utilised in this review process. The outcome of this review work was the production of the Tauranga City: Landscape Study June 2009 (the Study).

The following built form characteristics of each landscape character area of the City and the threats to them were identified as follows:

Landscape character area	Defining elements and Amenity Characteristics	Threats	Could be managed through:
The Mount	<p>Medium to high density living.</p> <p>Coastal and harbour beach environments for recreation.</p> <p>Mixed use development.</p> <p>Views to landscape features.</p> <p>Active street interface between public and private open space.</p>	<p>Loss of street interface due to non commercial or liveable ground floor areas dominating the streetscene.</p> <p>Built form not relating to the dominant land formations of Mauao and Hopukioire.</p>	<p>Protection of identified viewshafts.</p> <p>Provide for liveable ground floor space and active edges to streets.</p>
Omanu – Arataki	<p>Suburban residential form of detached dwellings.</p> <p>Some medium density apartment housing.</p> <p>Coastal residential edge.</p> <p>Open street frontages with detached houses enhancing the streetscape.</p>	<p>Commercial creep into residential areas.</p> <p>Loss of active street interface due to non liveable ground floor.</p> <p>Built form incongruent with coastal land from and surrounding residential character.</p> <p>Bulk and scale of built form in conflict with suburban landscape character.</p>	<p>Improve the streetscene interface between medium density living through liveable ground floor space and visual connections.</p> <p>Built form, scale and character in keeping with residential character.</p> <p>Built form and scale to fit with the coastal landscape.</p>

Landscape character area	Defining elements and Amenity Characteristics	Threats	Could managed be through:
		Residential building and landscape design being out of character with the coastal landscape.	
Bayfair Park	Suburban character.  Variety of residential built form.	Commercial creep into residential areas.	Manage built form, scale and character in keeping with suburban landscape character.
Papamoa East and West	Open character with tree lined streets.  Single to double storey residential housing.	Built form of a bulk and scale that dominates the natural and coastal character.  Cumulative effects of future suburban sprawl and subdivision at uniform densities.	Manage built form, scale building curtilage and character considering the coastal and natural environment.
Maungatapu and Welcome Bay	Suburban residential development, detached housing, single/two storey housing	Redevelopment of sites on ridgelines creating dominant form.	Provide building controls for housing along the harbour margin and ridgelines and the top of harbour edge escarpments.  Manage built form scale and character considering the rural/residential interface.  Avoid where possible built form on ridgelines.
Oropi – Ohauti – Kaitemako	Suburban residential development, detached housing single/ two storey housing.	Redevelopment of sites on ridgelines creating dominant form.	Provide building controls for housing along ridgelines.

Landscape character area	Defining elements and Amenity Characteristics	Threats	Could be managed through:
Waimapu Lowlands	Suburban residential development, detached housing.		Manage built form, scale and character considering the natural character values of the Tauranga harbour edge.
Pyes Pa/Tauriko	Recent residential development.	Redevelopment of sites on ridgelines creating dominant form.	Provide building controls for housing along ridgelines.
Greerton	Suburban residential.		
The Avenues	Older suburban streets with nature vegetation and large open space areas.	Loess of private vegetation through infill housing.  Strip commercial development and non residential built form extending into residential nodes.	Continue residential height controls.  Provide for building setbacks from harbour margin to protect amenity values.
Otumoetai	Dominant suburban character.	Loss of private vegetation through infill housing.  Commercial development and non residential built form extending into residential nodes.	Continue residential height controls.  Provide for building setbacks from harbour margin to protect amenity values.
Matua	Dominant suburban character – large lots and detached dwellings.	Loss of private vegetation through infill housing.  Commercial development and non residential built form extending into residential nodes.	Provide for building setbacks from harbour margin to protect amenity values.
Bethlehem/Tauriko Plateau	Detached dwellings on large rural residential and suburban lots.	Dominant built form along ridgelines.	

### **3.1.3 Plan Change 48 Non Residential Activities in the Residential Zones**

As part of the ongoing Plan monitoring process Council identified that there were significant resource management issues relating to the impacts of permitted non residential activities on the residential amenity and coherence of the City's Residential Zones and upon the sustainable, efficient and effective use of the City's Business Activity Zones. Plan Change 48 Non Residential Activities in the Residential Zones was notified in May 2008 and proposed substantial changes to the provisions for non residential activities in the Residential Zones. Decisions on Plan Change 48 were notified in November 2008.

In its annotated decision form Plan Change 48 provides for home-based business and small scale home based visitor accommodation where ancillary to the residential activity on site as a Permitted Activity and limited community support activities such as schools, health centres as Discretionary Activities in view of the role that they play in the community. All other activities which were more appropriate within Business Activity Zones are proposed to be Non-complying.

Council has directed that the provisions of Plan Change 48 as annotated by decisions (and supported by the background research and section 32 for that Plan Change) be adopted into the Proposed Plan.

### **3.1.4 High Density Residential Zone**

A review of the Council's records of issues arising in relation to implementation of the current Operative District Plan for the Residential H Zone was undertaken and raised two resource management issues. One was related to parking requirements for visitor accommodation units. The review of parking provisions was undertaken as part of the development of Chapter 4 General Rules (see Section 32 Chapter 4 General Rules).

The remaining resource management issue was in relation to the heights permitted in the Zone and in particular the impact of a limited discretionary activity status for buildings exceeding the height controls on the preservation of the landscape between Mauao and Hopukiore.

### **3.1.5 City Living Zone**

The City Living Zone provides for a new medium density development area in the Tauranga CBD surrounds. The development of this zone was the subject of a wide range of background research and consultation which is fully detailed in the separate Section 32 prepared for that Zone.

### **3.1.6 Suburban Residential Zone and Large Lot Residential Zone - Character and Amenity**

Background research in relation to the Residential A Zone, being the Suburban Residential Zone of the Proposed Tauranga City Plan, its desired character and amenity and potential changes to the provisions of the Operative District Plan to maintain and protect character and amenity in these residential areas commenced in 2005.

The research commenced as a response to community and council concerns in relation to the adverse environmental impacts over dense developments in the Residential A Zone were having on the character and amenity of the City's residential areas.

These concerns were identified through public consultation relating to Council's Residential Intensification Project, the development of SmartGrowth, the Western Bay of Plenty Sub-regional Growth Strategy, the development of Tauranga Tomorrow, (the Community outcomes under the Local Government Act 2002), the development of the Tauranga City Urban Design Strategy, resident perception studies undertaken as part of the City's State of the Environment Monitoring and through feedback from Council staff implementing the residential provisions of the Operative District Plan.

Concerns raised about the effects of high density developments included onsite/off site effects such as: loss of privacy, noise, potential daylight and open space losses, traffic and parking congestion, loss of suburban appearance of the streets, lower quality developments with lower quality design and materials impacting on the look and feel of the street.

Work commenced on a plan change, including the release of a public Discussion Document in December 2005, to address these issues, initially in relation only to plan provisions to apply to residential development not meeting the density provisions of the Operative Plan.

In the course of the project it was recognised that wider changes to the Residential A provisions were required to address these issues. This was because the development provisions of the Operative Plan allowed for a comparatively dense on site development which was at odds with people's expectation of the "suburban", "low density" residential area.

The development of a plan change to address these wider issues began in December 2006, with a focus on identifying the amenity and character expected and desired in the Residential A zone, the factors that contributed to this amenity and the methods that could be utilised to maintain or enhance this amenity. This work included urban design analysis and desktop exercises looking at the current character and amenity factors in the Zone including calculations of existing site coverage, size of residential sites and residential buildings etc.

The main factors identified as cumulatively contributing to the character and amenity of the Zone were:

- sections, of a similar size, shape or dimension, open to the street with low or no fences;
- on site vegetation and private useable open space with a relatively green feeling across the neighbourhood;
- One to two storey buildings with planted front yards;
- Relatively low percentage of site coverage;
- Other factors such as a feeling of privacy, peace and quiet and access to sunlight.

This work culminated in September 2007 with the release for public comment of a Draft Proposed Plan Change based on maintaining and enhancing these factors. The Plan Change also contained provisions relating to the control of the spread of non-residential activities into the Residential A Zone with adverse impacts on residential character and amenity.

Subsequent to the release and public feedback on the Draft Proposed Plan Change Council resolved that further work would be undertaken in relation to developing the residential provisions through the District Plan Review with the exception of the provisions relating to non-residential activities which were notified as Plan Change 48 in April 2008. The provisions of Plan Change 48 as amended by Council's decisions have been incorporated into the proposed residential provisions as part of the District Plan Review.

The further development of the suburban residential provisions of the Proposed Plan included ground testing of the provisions by draughtsmen and further discussions with developers and builders in relation to the proposed provisions.

The Large Lot Residential Zone in the current Operative Plan is subject to the same Objectives and Policies and rules as the Residential A Zone, with the exception of its minimum site size. This approach was continued as part of the background research.

### **3.2 Consultation Outcomes**

In August of 2008 general consultation of issues associated with the Residential Issues and Options was undertaken.

The issues canvassed with the community were:

- The creation of specific areas of the city for different densities of residential development – areas for suburban style development, medium density areas, high density areas. Where could these be?
- New means to provide for and protect areas of suburban style living – site coverage, size of yards, outdoor living areas, subdivision sizes and how big or small lots should be in residential areas.
- Idea of more housing in some locations, particularly around the main shopping areas and transport routes.
- Idea of special character areas – Avenues, coastal environment, potentially some state housing.
- Further discussions around provisions for urban marae.

The key concerns raised by the community in relation to the issues and options were:

- Concerns about impacts of urban sprawl and the need to control this.
- Concerns about infill housing and the desire to restrict this and the ability for affected neighbours to be consulted.
- Opposition to high density housing, particularly in already established residential areas.
- Support for initial small scale rezoning of inner city and suburban areas for residential intensification.
- Suggestions that high density development be restricted to certain areas such as the CBD, the northern end of the Mount and around commercial areas.
- Roading and infrastructure must have sufficient capacity to cope with high density development prior to the developments proceeding.
- Support for residential development to be restricted to single storey or two storeys and retaining, or increasing setback, (yard) requirements.
- Opposition to the amount of single storey brick and tile homes within the city.
- Create specific areas for different residential densities.
- Protect areas that have special characteristics, such as larger sites.
- Support for requiring outdoor living space and setting a site coverage.
- Opposition to greater control of development on residential properties.
- Inclusion of provisions to restrict the maximum height of trees and shrubs planted as a hedge.
- Introduce provisions to stop or restrict commercial activities operating in the Residential A Zone.
- Amend the rule relating to noise in the Residential zone to include noise from residential activities.

In April of 2009 a community feedback exercise was undertaken on draft content for the City Plan. The key issues canvassed with the community were:

- A “suburban building envelope” with minimum nett site sizes, no averaging of lots over a parent title, site coverage provisions, outdoor living areas, changes to height calculation, building modulation, setbacks, exemption for private motor homes from heavy machinery provisions.
- Provisions of secondary dwellings as a permitted activity, maximum 3 unit multi unit development as a controlled activity in the Suburban Residential Zone.
- The Urban Marae Community Zone and the Large Lot Residential Zone proposed to retain their current provisions.
- Proposed City Living Zone and proposed provisions.

(For further details in relation to the development and consultation in relation to the proposed City Living Zone see Proposed Tauranga City Plan: Section 32 City Living Zone).

As a result of this process the following key issues were raised:

- Concerns about the rate and volume of growth in Tauranga and affordability of housing.
- Support for change to provisions around non-residential activity in the Residential Zones.
- Requests for a reduction in permitted heights in the High Density Zone (previously known as Residential H) and in High Rise Policy Area.
- Support and opposition to a move to a nett site area in the Suburban Residential Zone (previously known as the Residential A Zone).
- Requests for a reduction in permitted heights in the Suburban Residential Zone, particularly in coastal areas.
- Support and opposition to site coverage applying in the Suburban Residential Zone.
- Support and opposition to a move to requiring and outdoor living area in the Suburban Residential Zone.
- Opposition to controls on the heights of front fences in the Suburban Residential Zone.
- Opposition to controls on the length of buildings in the Suburban Residential Zone.
- Support and opposition to provisions for secondary dwellings in the Suburban Residential Zone.
- Support and opposition to provision for limited Multi Unit developments in the Suburban Residential Zone.
- Opposition to the removal of the ability to vary setbacks and overshadowing through neighbours consent at building permit stage in the Suburban Residential Zone.
- Support and opposition to provision for critical development controls in the Suburban Residential Zone.
- Support and opposition to exempting motor homes from the controls applying to heavy machinery being stored in the residential zones.
- Several requests were received from parties who wished their properties to be zoned for intensification.
- Support and opposition to rezoning of urban growth areas.

Specific consultation meetings were also held with landowners within the urban growth areas of Northwest Bethlehem, Hastings Road and Kennedy Road. In each area an introductory meeting about the rezoning process, a second meeting reporting back specialist technical

information such as land suitability, archaeological research, traffic impacts and preliminary urban design matters and a third meeting reporting back the draft rezoning proposed.

Hui were also held for tangata whenua on the overall District Plan Review Process. The desire to establish papakainga on Multiple Owned Maori Land was highlighted as a significant issue by those attending these hui.

### **3.3 Council Meetings**

Elected Members discussed the development of the Residential Chapter on the following dates. The outcomes of each discussion are also listed.

#### **Meeting: Strategy and Policy Committee – 8 July 2008**

##### **Issues Discussed:**

- Issues and Options Paper for Initial Consultation discussed.
- Issues identified – Overall strategic approach to Residential Development; Need for a wider range of residential environments; Special Character Areas; Residential A Zone, Urban Marae Community Zone and Residential H Zone – Amenity; Residential Activity Zones - Approach to activities not meeting permitted activity standards; Non Residential Activities in the Residential Activities Zone; Residential Intensification; Urban Marae Community Zone.
- It was also noted that at its meeting of 6 December 2007, the Strategy and Policy Committee had approved a series of recommendations relating to the direction to be taken in the ongoing development of the Residential Zone provisions for the District Plan Review.

##### **Meeting Outcomes:**

- Issues and Options Paper for Initial Consultation approved for release.
- Direction to undertake preliminary investigations as part of consideration of new zoning and accompanying plan provisions for special character areas.
- Direction that the provisions of Plan Change 48 Non-Residential Activities as confirmed through the Plan Change process be incorporated into the final text of the Review.
- Direction to consult with tangata whenua related to urban marae as to any further development/type of development anticipated and develop options to address their anticipated needs.

#### **Meeting: Strategy and Policy Committee –18 December 2008**

##### **Issues Discussed:**

- The outcomes of the initial community and stakeholder consultation
- Possible District Plan responses to the issues raised in relation to the Residential A Zone.

##### **Meeting Outcomes:**

- Direction to develop a “Suburban Building Envelope” for the Residential A Zone.
- Direction to develop general provisions for secondary dwellings in the Residential A Zone.

- Direction to develop general provisions for Multi Unit Developments in the Residential A Zone.
- 

### **Meeting: Strategy and Policy Committee – 10 March 2009**

#### **Issues Discussed:**

- Draft Residential Chapter and key changes proposed as part of the review.
- Key Changes: “suburban” building envelope for the Suburban Residential Zone (renamed Residential A Zone) – nett site area, site coverage, outdoor living area, building modulation, setback provisions: , changes relating to the way height is calculated; provision for “heavy” motor homes to park on site in the Residential Zones; removal of neighbour to neighbour variation criteria for setbacks and overshadowing exemptions.
- Tougher activity statuses for activities not meeting permitted activity standards; high density proposals, over density proposal; and over site coverage proposals to be assessed as Discretionary Activities, all activities breaking three or more permitted activity standards to be assessed as Discretionary Activities.
- Provision for secondary dwellings and Multi Unit Development (maximum of 3 units) as permitted activities on larger sites in the Suburban Residential Zone.
- Residential H Zone renamed High Density Urban Residential Zone. Over height activities in the Zone to be Discretionary Activities (rather than Limited Discretionary).
- Provisions for non residential activities in Residential Zones be amended to reflect the decisions of Plan Change 48.
- Urban Marae Community Zone to retain its current provisions.
- Large Lot Residential Zone to retain its current provisions with additional provisions on site coverage and secondary dwellings.
- City Living Zone to be introduced.

#### **Meeting Outcomes:**

- Draft Chapter to be released for public comment.

### **Meeting: Strategy and Policy Committee – 5 August 2009**

#### **Issues Discussed:**

- Public Feedback to draft residential provisions and proposed responses.

#### **Key Changes Recommended**

- That a height control apply across the High Density Residential Zone at Mount Maunganui to ensure heights do not exceed heights that are prohibited in the High Rise Policy Area of the Zone.
- Site coverage in the Suburban Residential Zone be raised to 45% nett site area and 45% gross site are in the Large Lot Residential Zone.
- Outdoor living areas to have a maximum dimension, can be accommodated at ground level, or by a unenclosed balcony at second floor level.
- Draft front fence height control rule removed.
- Do not proceed with draft multi unit rules in the Suburban Residential Zone.

## **Meeting Outcomes:**

Draft Plan provisions endorsed for inclusion in the Proposed City Plan as recommended with the following changes:

- Draft building modulation rule removed.
- Neighbour to neighbour variation criteria for setbacks and overshadowing as per the Operative Plan to be provided for in Residential Zones

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

#### **3.4.1 Resource Management Act 1991 (RMA)**

The purpose of the RMA is to promote the sustainable management of natural and physical resources for current and future generations in a way that enables people and communities to provide for their social, economic and cultural wellbeing while supporting ecosystems and the air, water and soil systems of which they may be a part. In addition the effects of the use of resources are also to be managed (adverse effects of activities to be avoided, remedied or mitigated).

In carrying out its RMA duties, including the review of a District Plan, Council is required to recognise and provide for:

- the natural character of the coastal environment, wetlands and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use and development. (section 6a),
- the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga (section 6e);

and have particular regard to:

- Kaitiakitanga (section 7(a))
- The efficient use and development of natural and physical resources (section 7(b))
- The maintenance and enhancement of amenity values(section 7(c))
- Intrinsic values of ecosystems(section 7(d))
- Maintenance and enhancement of the quality of the environment(section 7(f))
- Any finite characteristics of natural and physical resources (section 7(g))

In addition in achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi. (Sec 8 Treaty of Waitangi).

Residential areas within the City area are a finite natural and physical resources of the City which needs to be sustainably managed for the City's current and future generations. This will be involved ensuring the effectiveness and efficiency of use of the resource particularly

when redeveloping land for residential purposes. However this will need to be balanced by the need to ensure the quality and amenity of residential environments.

### **3.4.2 New Zealand Coastal Policy Statement**

The New Zealand Coastal Policy Statement (NZCPS) is the only mandatory National Policy Statement under the RMA. The NZCPS's purpose is to state policies to achieve the purpose of the RMA - to promote the sustainable management of natural and physical resources – in relation to the coastal environment of New Zealand. Local authorities must give effect to the NZCPS through their plans and policy statements. A large proportion of the City's Residential Zones adjoin the coast. The NZCPS requires that Council consider what form of subdivision, use and development would be appropriate in the coastal environment. The Proposed New Zealand Coastal Policy Statement 2008, (which has no legal weight in the consideration, nor development of the Proposed Plan) continues this requirement.

### **3.4.3 Regional Policy Statement**

Under the RMA a District Plan must give effect to a Regional Policy Statement or changes to a Regional Policy Statement.

The Bay of Plenty Regional Policy Statement (RPS) promotes the sustainable management of the Bay of Plenty Region's natural and physical resources and identifies the resource management issues facing the region and the objectives, policies and methods to achieve the integrated management of these resources across the Bay of Plenty. The contents of the RPS are therefore very broad in scope and contain a number of provisions that are broadly relevant to the Council's policy approach to the Residential Zones.

Chapter 6 Land of the RPS is concerned with the land resource of the Region and identifies resource management issues related to this resource. The issues of relevance to the residential zone are as follows:

- Land use and management practices can adversely affect natural character and indigenous ecosystems.
- High quality land may be adversely affected by urban expansion and subdivisions.
- The need to enable the productive use and safe guard the life-supporting capacity of the region's soils.
- The natural values of riparian areas are threatened by inappropriate land uses and development.
- Inappropriate riparian management adversely affects water quality, intrinsic and heritage values and natural character.
- Inappropriate land management practices and development can easily destroy or impair the values and functioning of the few remaining wetlands."

The RPS seeks to address these issues through management of the land resources to meet the requirements of section 5 of the RMA and in particular through encouraging the inclusion

of provisions within district plans to protect and maintain the productive land resource and its use for production and for provisions around the protection of wetlands and riparian margins.

Chapter 8 Water identifies the potential adverse impacts of land use activities on water quality and seeks to encourage District Councils to provide in their District Plans for the protection of riparian margins etc.

Chapter 13 Physical Resources/Built Environment identifies the potential adverse impacts urban expansion can have in terms of competition for the use of land.

This issue is further addressed through Plan Change No 2 Growth Management to the RPS. Plan Change No 2 has 3 main aims:

- to clearly identify areas for urban growth
- to protect versatile soils outside these limits and promote their productive use
- to assist the development of multiple owned Maori land

The most relevant policies and objectives of this Plan Change to the development approach to the City's residential land resource are as follows:

### **“Objectives and Policies**

#### **17A.3.1 Growth Sequencing and Integration**

##### **17A.3.1(a) Objective**

*Subdivision, use and development are sequenced in a way that integrates with the long-term planning and funding mechanisms of local authorities, central government agencies, and network utility providers and operators.*

##### **17A.3.1(b) Policies**

*17A.3.1(b)(i) Except as provided for in 17A.3.1(b)(ii) and 17A.3.2(b)(iii), Urban Activities shall not be developed, or be permitted to be developed, outside the Urban Limits shown on maps 13–222.*

*17A.3.1(b)(ii) Outside the Urban Limits shown on maps 13–22, Papakainga including marae based housing shall be provided for as long as development is in accordance with a Structure Plan approved by the relevant territorial authority.*

...

*17A.3.1(b)(v) The structure, timing and sequencing of new urban development must support and be co-ordinated with the development, funding, implementation and operation of the transport and other infrastructure serving the area. In satisfying this policy, regard must be had to the indicative Growth Area timing shown in Figure 1.*

*17A.3.1(b)(vi) Territorial authorities shall ensure that population growth within the western Bay of Plenty sub-region is generally accommodated as follows:*

*(a) At least 5% by intensifying the use of existing land parcels outside the new Intensification Areas;*

*(b) At least 20% by developing Intensification Areas.*

*(c) No more than 75% by developing new Greenfield Development Growth Areas (e.g. Papamoa East, Omokoroa, North-west Bethlehem, Pyes Pa West, Te Puke, Katikati and Waihi Beach).*

*17A.3.1(b)(vii) In each Growth Area, district plans shall provide for a minimum Net Yield of Dwellings per hectare as follows:*

*(a) A minimum Net Yield of 15 Dwellings per hectare of Greenfield Development area.*

*(b) A minimum Net Yield of 20 Dwellings per hectare of Intensification Area.*

*17A.3.1(b)(viii) Local authorities shall demonstrate adherence to the New Zealand Urban Design Protocol (March 2005) Key Urban Design Qualities. In achieving this, territorial authorities shall include appropriate policies, methods and other techniques in their district plans and strategies.*

*17A.3.1(b)(ix) The sequencing of residential Growth Area development shall proceed in a way that ensures efficient utilisation of infrastructure serving any area prior to the development of a subsequent area. In satisfying this policy it will be sufficient to demonstrate that at least 80% of potential residential allotments in the immediately preceding Growth Area(s) (shown in Figure 1 and Diagram 1) have received approval under section 224 of the Resource Management Act 1991, or it can be demonstrated that the proposed urban development is otherwise consistent with policies 17A.3.1(b).*

*17A.3.1(b)(x) Greenfield Development within the Urban Limits shall proceed in a way that does not compromise the Net Yield requirements of policy 17A.3.1(b)(vii). In particular, territorial authorities shall ensure through effective Structure Planning that land within the Urban Limits is not fragmented in a way that jeopardises the future urbanisation of the area.*

*17A.3.1(b)(xii) Structure Plans shall be prepared for all Large-scale land use changes.*

*17A.3.1(b)(xiii) Territorial authorities shall Rezone or otherwise permit the development of land subject to:*

*(a) known and sustainable rates of land uptake; and*

*(b) known sustainable locations; and*

*(c) community investment in infrastructure; and*

*(d) the reasonably foreseeable requirements of present and future generations.*

*...*

*17A.3.1(b)(xv) Territorial authorities shall ensure that the design and location of subdivision, use, and development is managed to address potential adverse effects on the operation and planned upgrading of infrastructure.*

*17A.3.1(b)(xvi) Territorial authorities shall ensure that rezoning of land or Large-scale land use change proceeds only after taking into account the objectives and policies of the Regional Policy Statement.”*

The major mechanism the RPS change uses to achieve these aims is the setting of urban limit lines for urban development. Outside of these limits urban activities are not to be developed and productive uses become the dominant land use. The Council is required to give effect to the RPS and will need to develop its policy approach particularly that taken to the development of urban growth areas, in line with these policies.

In relation to the development of Multiple Owned Maori Land the RPS clearly directs that papakainga are to be provided for (subject to a structure plan to be approved by Council) and marae development is to be enabled.

As part of the Proposed Plan development consideration has been given how this policy direction will be given effect to.

(The proposed policy approach to land outside the urban limits line is documented in the Section 32 Report for Chapter 16 Rural Zone).

#### **3.4.4 Bay of Plenty Regional Water and Land Plan 2008, Regional Coastal Plan**

Council is required to have regard to Regional Plans in preparing its Proposed Plan.

The Bay of Plenty Regional Water and Land Plan 2008 (Water and Land Plan) addresses issues relating to the management of the environmental effects of the use and development of land, water and geothermal resources within the Bay of Plenty Region.

The focus of the Water and Land Plan is on meeting the purposes and principles of the RMA in relation to regional council functions and responsibility in relation to soil conservation, water quality and allocation and the use of geothermal resources. The residential provisions in the Proposed Plan are not inconsistent with this.

The Regional Coastal Plan identifies the need to consider the impacts on the subdivision, use and development in coastal environment in relation to its natural character.

#### **3.4.5 SmartGrowth**

SmartGrowth (2007) is the 50 year growth management Strategy and Implementation Plan for the Western Bay of Plenty Sub-Region to which the Tauranga City Council is a party along with the Western Bay of Plenty District Council and the Bay of Plenty Regional Council.

A key action of the SmartGrowth Strategy was the development of a Sub-regional Settlement Pattern. This Settlement pattern is being implemented through Plan Change No 2 to the RPS as outlined above.

Other key actions to consider during the development of the Proposed Plan are:

- Action 7.2.3.2 Implement the pattern of residential development shown on the Sub-regional Settlement Pattern Map.
- Action 7.2.3.3 Implement the development of Greenfield residential areas to 2021 as follows:

North West Bethlehem – Land to be available for Development by 2011;

North East Bethlehem – In progress

Pyes Pa – In progress

Papamoa (Stage 1 – Wairakei) – 2007

Papamoa )Stage 2 – Te Tumu) – 2021

- Action 7.2.3.4 Undertake a project to plan for the development of Te Tumu (Papaloa East Part 2) with the view to development occurring in 2021.
- Action 7.2.3.5 Investigate the potential for and establish the planning framework to ensure the sustainable management of residential intensification in the established, non Greenfield, urban areas of Tauranga City. This action is to cover, in priority order the following work; (a) Primary Intensification Areas (Part 1), (b) Secondary Intensification Areas (Part 2), (c) General Intensification (Part 3). (The SmartGrowth document provides further detailed actions for each of these parts of the Action).
- Action 7.2.3.6 Develop Structure Plans for all proposed Greenfield residential development areas.

Another key area of SmartGrowth is the facilitation of Multiple Owned Maori Land – this is largely within the rural area of the City and is addressed in detail in the Section 32 Chapter 16 Rural Zones. The facilitation of papakainga however could equally apply to urban marae communities within the City.

### **3.4.6 Tauranga Tomorrow**

Tauranga Tomorrow is the City's Community Outcomes documentation as required by the Local Government Act 2002. Key Actions in Tauranga Tomorrow relevant to the development of the Plan's Residential Zones are as follows:

B1 Emphasise pro-active planning and urban design to “put the right kind of development in the right place.”

B4 Develop more specific land use zones that match particular landscape settings, such as near the coast and harbour and along ridgelines.

B6 Investigate the environmental effects of taller high-rise buildings on such things as shading, privacy, the amenity of adjacent streets and public open spaces.

B13 Investigate how new developments, from new neighbourhoods to new buildings, can adopt design strategies that improve public safety and security. This might be achieved through design guidelines, design reviews, education and awareness or incentives.

B17 Provide incentives for improved urban, architectural and landscape design quality such as: strengthening the design rules and assessment criteria in the District Plan, introducing design guidelines, requiring more complete materials and drawings at time of applying for resource consent including landscape plans /urban design assessment criteria.

B21 undertake more pro-active planning to encourage alternative forms of development, adequate housing supply, and an adequate variety and choice of housing types and price ranges.

B22 Link the planning, location, timing and type of housing development with the provisions for all forms of transportation, particularly non-vehicle transport modes.

B23 develop and implement urban design guidelines and design guidelines and design reviews for major new housing subdivisions and developments, and encourage private-sector design standards to improve quality and avoid conflicts between housing types.

B24 Encourage more multi-unit housing and mixed use development, could include such methods as changes to the District Plan and associated regulations, mixed used developments (e.g. houses over shops) in the city centre and well-defined growth nodes.

B25 Investigate housing affordability, particularly for commonly owned Maori Land and low-income sectors of the community.

B26 Investigation the potential obstacles to providing a wider choice of housing types and density.

In developing the Residential Zones provisions additional controls would need to be considered in relation to these matters.

### **3.4.7 New Zealand Urban Design Protocol (March 2005)**

Council is a signatory to the New Zealand Urban Design Protocol and The RPS requires Council to demonstrate adherence to the key principles of this of context, character, choice, connections, creativity, custodianship and collaboration. These principles together require residential provisions that are appropriate for their locality, have regard to existing amenity of areas, provide choice in terms of housing opportunities available, have good transport connections, the mitigation of hazards and the involvement of the community in the process of developing such provisions.

The provisions of the Proposed Plan have been developed with regard to these principles.

### **3.4.8 Urban Design Strategy for Tauranga**

Tauranga City Urban Design Strategy sets out the vision and urban design aspirations for the City and is supported through a series of principles, objectives, aims and actions.

The Vision for the City is: *“A coastal city of neighbourhoods nestled into the landscape in which people embrace their rich heritage and culture through contemporary design.”*

The Key Principles of the Strategy with the relevant actions to achieve in the context of the preparation of the residential provisions of the Proposed Plan are:

- Provide design leadership

Incorporate Urban Design Strategy principles and design matters into processes and projects Council are involved in.

Ensure an effective evaluation and monitoring process is in place.

Ensure the community play a role in the identification of valued aspects of their local community.

- Protect and reflect the local identity (Tauranga Moana)

Ensure the retention of significant topographical features, habitat and vegetation.

Ensure the retention of significant view shafts and corridors including to Mauao, the harbour and hills.

Ensure that valued natural and built features are retained through the development process and are visually and/or physically accessible.

- Recognises and is sensitive to context

Manage change to reflect important aspects of the local character and identity.  
Encourage the integration of building and landscape design.  
Ensure the scale and visual qualities of new development contributes positively to the existing character of the area.

- Create safe, lively and comfortable places

Provide mixed use development to generate activity in appropriate areas.  
Emphasise the use of views, buildings and other elements to define public space and orientate users.

Ensure that private space and public space interacts well together.

Ensure that the human scale at the public space interface is recognised and addressed.

Ensure the principles and practice of Crime Prevention through Environmental Design (CPTED) is incorporated into all developments.

Encourage the design and layout of buildings to address natural lighting and ventilation, solar orientation and ambient noise levels to promote good physical and mental health.

Minimise physical and visual clutter.

- Connect people, places and spaces

Ensure urban growth and city redevelopment is based around neighbourhoods with local facilities to meet people's daily needs within easy walking distance and work, live, play.

Provide landmarks and visual clues as reference points.

- Enhance environmental quality

Use best practice design to incorporate trees and/or other vegetation into the urban environment.

Identify opportunities within the urban area to accommodate wildlife nodes and habitat and encourage their protection.

Ensure that amenity values are addressed in the development of public and private space.

- Make efficient use of energy and resources

Ensure urban development and redevelopment, subdivision and land use patterns are resource efficient and result in a high level of amenity.

- Promote choice and diversity

Ensure there is a variety of site sizes and dimensions.

Ensure there is a variety of housing types and sizes provided.

Ensure a diversity of activity in appropriate areas.

- People work together

Ensure city planning and policy takes into account issues of social equity, access to services and facilities, affordability and cultural diversity.

Identify and develop place based initiatives to support locational synergies.

The matters will need to be considered in the development of the residential provisions of the Proposed Plan.

### **3.4.9 Western Bay of Plenty District Operative and Proposed Plans**

Both the Operative and Proposed Western Bay of Plenty identify the need to manage the residential and resource carefully, and identify the need to manage these areas carefully.

Both documents identify the need to balance the efficient and effective development of the residential zones with the amenity and quality of the environment in relation to the need for intensification of residential use. The impact of non residential activities on residential areas is also addressed. These resource management issues mirror the strategic resource management issues facing the City in relation to its residential land resource and while the exact provisions of the plans may differ a consistency of approach to these issues through the RPS is ensured.

### **3.4.10 Iwi Authority Planning Documents**

Three iwi planning documents have been lodged with Council, the Ngaterangi Iwi Resource Management Plan (Te Runanga O Ngaterangi, 1995), Ngati Ranginui Vision 2020 (Ngati Ranginui Iwi (mid 1990s), He matakite (Vision 2020, Ngati Pukenga, mid 1990s).

All three of these documents identify the pressures placed on their respective Maori Land holdings by urban growth demands for low density residential purposes and their concern to retain these lands in Maori ownership and a desire for a zoning of these lands under the District Plan that will avoid this pressure into the future.

Ngaterangi identify that they wish to utilise their lands for productive activities, low density housing and cottage industry and lands within their marae for traditional marae activities and medium /high density housing.

Ngati Ranginui Iwi also identify a desire for papakainga and marae based settlement.

## **4. ISSUES**

### **4.1 Summary of General Issues in relation to Urban Form and the Sustainable Management of the Residential Land Resource.**

- The City, in common with the Western Bay of Plenty Sub- region, is subject to rapid population growth. Unplanned subdivision, use and development to met demand for residential accommodation has the potential to adversely affect the environment and inhibit the efficient and cost-effective provision of infrastructural services.
- In order to accommodate projected growth some residential accommodation will need to be accommodated in intensification areas.
- The City's current household structure and demographic profile is changing with increasing levels of older residents, one to two person households and traditional families to be accommodated. A lack of housing diversity and choices limits the range of available lifestyle options for these current and future generations.
- The amenity values of established areas can be adversely affected by more intensive development.

- Non-residential activities in Residential Zones have potential adverse impacts, including cumulative impacts on the maintenance of the character and amenity of residential areas.
- The location of business activity within Residential Zones has potential adverse impacts, including cumulative impacts, on the sustainable, efficient and effective use of the City's Commercial Zones including related infrastructure such as the roading network.
- High demand for residential and visitor accommodation within the resort area of Mount Maunganui Peninsula has the potential to adversely impact on the amenity and quality of the environment and on the outstanding natural landscape and historic heritage values of Mauao and Hopukiore, and the natural landscape features of the coastal and harbour edges.
- Poorly designed high density development can have potential adverse impacts on the amenity and quality of the surrounding environment and on the amenity and wellbeing of residents of that development.
- Intensification of development in low density suburban residential areas can adversely impact on the residential amenity and character of these areas.
- Some intensification opportunities in the City's existing suburban areas are required to meet the growth management requirements of the RPS. This can have potential adverse effects on the character and amenity of these areas.
- Urban marae provide for both marae activities and for associated housing. Development within the marae however could have potentially adverse impacts on residential character and amenity.
- Unplanned subdivision, use of development of urban growth areas has the potential to adversely affect the environment and inhibit the efficient and cost effective provision of infrastructural services.

#### **4.2 Issue 1: Urban Form and Sustainable Management of the Residential Land Resource**

The City, in common with the Western Bay of Plenty Sub- region, is subject to rapid population growth. Unplanned subdivision, use and development to met demand for residential accommodation has the potential to adversely affect the environment and inhibit the efficient and cost-effective provision of infrastructural services.

##### **Issue Statement**

The rapid population growth in the Western Bay of Plenty and the potential adverse impacts of this growth have been documented in detail in the SmartGrowth Strategy, including adverse impacts on both the natural and physical environment, the maintenance of the rural land resource for primary production activities due to pressures for urban growth onto these lands, and the provision of affordable infrastructure.

The SmartGrowth Strategy was developed by the regional and territorial authorities for the Western Bay of Plenty to address these issues in a integrated and sustainable manner.

A key part of the SmartGrowth Strategy was the development of a Sub-Regional Settlement Pattern strategy which set urban limit lines, identified employment areas and major transport corridors as well other important elements such as the protection of natural resources e.g. versatile soils.

The key elements of the Sub-Regional Settlement Pattern have been incorporated into the Bay of Plenty Regional Policy Statement through Plan Change No.2 to that document. The exact wording of the Plan change is reproduced in 3.4.3 above but in summary the required policy implementation includes:

The restriction on development outside of the Urban Limit lines set in the strategy of urban development.

The structure, timing and sequencing of new urban development must support and be co-ordinated with the development, funding, implementation and operation of the transport and other infrastructure serving the area.

That Tauranga City and Western Bay of Plenty District Council ensure that population growth within the Western Bay of Plenty sub-region is generally accommodated as follows:

- At least 5% by intensifying the use of existing land parcels outside the new Intensification Areas;
- At least 20% by developing Intensification Areas with a minimum Net Yield of 20 Dwellings per hectare of intensification;
- No more than 75% by developing new Greenfield Development Growth
- Areas (e.g. Papamoa East, Omokoroa, North-west Bethlehem, Pyes Pa West, Te Puke, Katikati and Waihi Beach) with a minimum Net Yield of 15 Dwellings per hectare of Greenfield Development area.
- The sequencing of residential Growth Area development shall proceed in a way that ensures efficient utilisation of infrastructure serving any area prior to the development of a subsequent area and is in accordance with the timeframe set in the RPS.
- The development of new residential growth areas is to be accompanied by a Structure Plan that ensures that the net yield required under the RPS is not compromised through fragmentation of the land resource and that is managed to address potential adverse effects on the operation and planned upgrading of infrastructure.
- That development must adhere to the New Zealand Urban Design Protocol (March 2005) through including appropriate policies, methods and other techniques in their district plans and strategies.

Under the RMA the Proposed City Plan must give effect to the Regional Policy Statement.

#### **4.2.1 Objectives**

This table identifies the appropriateness of the listed objective in achieving the purpose of the RMA.

Objective Number	Objective	Appropriateness
14.2.1.1	<p><b>Objective – Urban Form and Sustainable Management of the Residential Land Resource</b></p> <p>Residential greenfield, infill development and intensification for an integrated, liveable and sustainable community, incorporates high quality urban design outcomes, maintains and enhances landscape character and amenity, and provides a variety of forms of low, medium and high density residential development that:</p> <p>a) occurs in an orderly, efficient and integrated manner;</p> <p>and</p> <p>b) Minimises adverse environmental effects of development on water and soil quality, land stability, amenity, landscape character and the transport network.</p>	<p>In relation to Part II of the RMA and in particular the purpose of the Act this objective is relevant in that it supports the key elements of sustainable management of natural and physical resources. The objective seeks to sustain the potential of the City’s residential land resource to meet the foreseeable needs of future generations as well as safeguarding the life supporting capacity of soils.</p> <p>The objective also ensures the efficient use and development of natural and physical resources (section 7(b)), the maintenance and enhancement of amenity values (section 7(c)), the maintenance and enhancement of the quality of the environment (section 7(f)) and has regard to finite characteristics of natural and physical resources (section 7(g)).</p> <p>The objective is also relevant in that it gives effect to the RPS and the management of growth through a mixture of managed intensification and greenfield development.</p> <p>The objective is useful because it provides clarity over the long term use of the land resource and the process by which this will be effective and efficiently redeveloped and by setting out the factors to be considered in terms of potential adverse effects.</p> <p>The objective is achievable through zoning techniques and accompanying plan provisions which address the different residential environments anticipated within the City.</p> <p>The objective is reasonable as it provides for a variety of residential development opportunities within</p>

Objective Number	Objective	Appropriateness
		the City provided that the factors set out in the Objective are addressed.

#### 4.2.2 Policies, Methods and EREs

Objective 14.2.1.1 is achieved through Policy 14.2.1.1.1 Urban Form and Efficient Distribution of Residential Land Use. The policy sets out that urban development within the City and provision for a variety of forms of low, medium and high density development will be achieved through the planned and managed release of urban growth areas, implemented through a distribution of residential zonings.

These urban growth areas will be in locations consistent with the growth management policies of the RPS; that can be efficiently serviced in a financial sustainable manner; will avoid potential adverse impacts on landscape character and primary production activities and avoid areas where natural hazards cannot be adequately mitigated.

Three further policies address how this will be achieved in both the existing residential areas of the City and in the future urban growth areas.

Policy 14.2.1.1.2 sets out that the efficient use of land available for residential development will be met through:

- a minimum lot size for Suburban Residential Zones that encourages infill development within the limits of maintaining the character and amenity of that zone
- requiring minimum yields from new urban growth areas and comprehensively planned intensification areas.

Policy 14.2.1.1.3 sets out that the development of new urban growth areas will incorporate both low density and medium density development, the latter through comprehensive land use and subdivision consent.

Policy 14.2.1.1.4 sets out that residential intensification will be undertaken in a comprehensively planned matter with regard to

- Identification of these areas through dedicated zoning
- Integration of higher density development with the transport network
- Direction of higher density developments towards nodes of greater activity and areas of amenity which offset the reduction in on site recreation and leisure opportunities in these environments
- The requirement for the average nett yield of the RPS to be met.

These policies are implemented through:

- The technique of zoning areas for high, medium and low density residential development.
- Further detailed objectives and policies for each of these zones which set out the anticipated residential character of each of these zonings and provisions for subdivision and land use activities consistent with these anticipated characters.

- A minimum lot size for Suburban Residential Zones that encourages infill development within the limits of maintaining the character and amenity of that zone.
- Requiring minimum yields from new urban growth fields (in accordance with those set in the RPS) with comprehensive land use and subdivision consents required for medium density developments.
- Requiring minimum yields from intensification areas (in accordance with those set in the RPS) with a dedicated zoning applied that addresses the cumulative environmental effects of higher density development.

(The sustainable interim management of future urban growth areas is ensured through the proposed Objectives, Policies and provisions of the Rural and Future Urban Zones. This is further detailed in the Section 32 Report for Chapter 16 Rural).

<p><b>Proposed Policies and Methods</b></p>	<p>Policies requiring consistency with the RPS growth management provisions, minimum yields for urban growth areas and intensification areas.</p> <p>Zoning for high, medium and low density residential areas.</p> <p>Further detailed objectives and policies for each of these zones which set out the anticipated residential character of each of these zonings and provisions for subdivision and land use activities consistent with these anticipated characters.</p>
<p><b>Costs</b></p>	<p>Some change to the current density requirements and yields for residential yields for developers and landowners, particularly in Urban Growth Areas.</p>
<p><b>Benefits</b></p>	<p>Consistent with the RPS requirements.</p> <p>Ensures that the minimum net yield requirements of the RPS are met.</p> <p>Provides for a variety of densities of development within the City.</p> <p>Providing for zones for different densities reduces potential adverse impacts of the characteristics of existing residential development.</p> <p>Still provides for some infill opportunity within existing residential areas.</p> <p>Specific medium density development opportunities introduced – comprehensive development approach allows the entire development to be assessed at outset of development with regard to urban design assessment criteria to ensure a quality urban environment. Provided for through specific zoning in existing areas and as part of initial development of urban growth areas – greater certainty for residents as to where these developments are likely to occur.</p> <p>Provide greater certainty for the market of where higher density development is anticipated.</p>
<p><b>Risk</b></p>	<p>Low risk – enables the requirements of the RPS to be met in a way that reduces potential adverse impacts on existing residential character and provides for a mixture of medium and low density</p>

	development in new urban growth areas to be established as part of the overall residential character and amenity. High density development provided for in locations consistent with good urban design practice.
<b>Efficiency</b>	Benefits outweigh costs
<b>Effectiveness</b>	Gives effect to the growth management policies of the RPS.
<b>Appropriateness</b>	The objective is appropriate in that it provides for the sustainable management of the City's urban land resource in accordance with the RMA purpose and principles. Gives effects to the RPS. Provides for the maintenance and enhancement of a range of residential character and amenity and residential choice and opportunities in the City.

<b>Alternative 1 – Retain Status Quo – Current District Plan Provisions</b>	<p>Objective and Policies generic – new urban development to be located and designed to avoid, remedy or mitigate adverse effects on urban amenity values, rural landscape values and versatile soils of high life-supporting capacity.</p> <p>Infill development and urban growth areas utilised to counter urban sprawl pressures.</p> <p>Generic subdivision policies in relation to servicing and transport network including non-vehicular transport, open space and visual enhancement of streetscape.</p> <p>Minimum yields only apply in West Bethlehem, Pyes Pa West and Papamoa East.</p> <p>One main residential zone – Residential A. Over dense developments a Limited Discretionary Activity.</p> <p>Residential H Zone (with a High Rise Policy Area) provided for northern end of Mount Maunganui.</p> <p>Small Medium Rise Areas in the vicinity of the Tauranga CBD and in Pyes Pa West.</p>
<b>Costs</b>	<p>Not consistent with the requirements of the Regional Policy Statement.</p> <p>Will not ensure that the minimum net yield requirements of the RPS are met.</p> <p>Potential adverse impacts on the existing characteristics of residential development through poorly designed infill development.</p> <p>No certainty for residents as to where these developments are likely to occur.</p>

<b>Benefits</b>	No change to the current density requirements and yields for residential yields for developers and landowners, particularly in Urban Growth Areas.
<b>Risk</b>	High, not consistent with the requirements of the Regional Policy Statement. Will not ensure minimum nett yield required are met.
<b>Efficiency</b>	Not efficient – costs outweigh benefits.
<b>Effectiveness</b>	Not effective – a high risk due to not meeting the requirements of the RPS. Lesser ability to address the impacts on residential character and amenity of over dense developments and to ensure quality urban design within the City’s residential area.
<b>Appropriateness</b>	Not appropriate – not as efficient or as effective as the proposed policies and methods

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

- Release of Urban Growth Areas in accordance with the staging and time frames set out in the RPS.
- A variety of high, medium and low density residential opportunities within the City.

#### 4.2.3 Monitoring Proposed Plan Provisions

<b>ERE</b>	<b>Indicator</b>	<b>Evaluation of Plan Effectiveness</b>
Release of Urban Growth Areas in accordance with the staging and time frames set out in the RPS.	Residential Growth Sequencing - SmartGrowth Development Trends, undertaken yearly.	Enables tracking of the sequencing and release of land within the urban Growth Area to ensure that the requirements of the RPS and the provisions of the Plan designed to give effect to the RPS are being met.
A variety of high, medium and low density residential opportunities within the City.	Residential Lots created and Dwelling Consents issued - SmartGrowth Development Trends, undertaken yearly.  Average Residential Section Sizes - SmartGrowth Development Trends, undertaken yearly.	Enables tracking of the types of residential growth occurring within the City.

### **4.3 Issue 2: Residential Diversity and Density**

In order to accommodate projected growth some residential accommodation will need to be accommodated in intensification areas.

The City's current household structure and demographic profile is changing with increasing levels of older residents one to two person households and traditional families to be accommodated. A lack of housing diversity and choices limits the range of available lifestyle options for these current and future generations.

The amenity values of established areas can be adversely affected by more intensive development.

#### **Issue Statement**

As well as being an area of rapid population growth, which means that some of City's residential accommodation will need to be accommodated in intensification areas the sub-regions population demographic is in the process of change. Through demographic work undertaken as part of SmartGrowth substantial changes have been identified as follows:

- Traditional families are likely to double in number, with single and two-person households likely to treble by 2051.
- The population is aging with a sevenfold increase of person in the 80 years plus bracket by 2051.

The current provisions of the operative plan have tended to produce a suburban style of development based on a standard 3 – 4 bedroom house. While provision for "traditional family homes" will continue to be part of the housing market an increasing number of the city's residents may not find this form of housing suitable or affordable for their lifestyle or life stage. The provision of a range of housing densities and housing types will address this sector of the population's need.

This needs to be counter balanced however with the desire of parts of the community to retain the character and amenity values of established areas which can be adversely affected by more intensive development. This issue has been clearly identified through the background research described above.

#### **4.3.1 Objectives**

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

Objective Number	Objective	Appropriateness
14.2.1.2	<p><b>Objective – Residential Diversity and Densities</b>  A range of dwelling types and densities, to meet the varied residential needs of the City’s residents in a way that is compatible with the existing and anticipated residential character, amenity and environmental characteristics.</p>	<p>In relation to Part II of the RMA and in particular the purpose of the Act this objective is relevant in that the objective seeks to sustain the potential of the City’s residential land resource to meet the foreseeable needs of current and future generations.</p> <p>The objective also ensures the efficient use and development of natural and physical resources (section 7(b)), the maintenance and enhancement of amenity values (section 7(c)), the maintenance and enhancement of the quality of the environment (section 7(f)) and has regard to finite characteristics of natural and physical resources (section 7(g)).</p> <p>The objective is also relevant in that it gives effect to the RPS and the management of growth through a mixture of managed intensification and greenfield development.</p> <p>The objective is useful because it supports a diversity of housing type and density within the city to meet the needs of all the City’s residents while setting out the factors to be considered in terms of potential adverse effects of such developments.</p> <p>The objective is achievable through zoning techniques and accompanying plan provisions which address the different residential environments anticipated within the City.</p> <p>The objective is reasonable as it provides for a variety of residential development opportunities within the City provided that the elements set out in the Objective are addressed.</p>

### 4.3.2 Policies, Methods and EREs

Objective 14.2.1.2 is addressed through Policy 14.2.1.2.1 Residential Diversity and Densities. This policy sets out that areas of the City will be identified by zoning for low, medium and high density residential development taking into account the existing and amenity of these areas and the capacity of existing infrastructure. In addition the policy provides for specialised accommodation where the adverse effects on local residential character and amenity can be mitigated.

This policy will be achieved by:

- The technique of zoning areas for high, medium and low density residential development.
- Further detailed objectives and policies for each of these zones which set out the anticipated residential character of each of these zonings and provisions for subdivision and land use activities consistent with these anticipated characters.
- Provision for comprehensively designed medium density development in the City Living Zone.
- Provision for comprehensively designed medium density development in the Urban Growth Areas.
- Provision for secondary independent dwellings to provide for 1-2 person households or for dependent relatives within the Suburban Residential Zone and the Large Lot Residential Zone subject to permitted activity standards to ensure that the development on site is compatible with the existing and anticipated character of these Zones.
- Provision for shared accommodation (i.e. hostels, managed housing) in the High Density, Suburban Residential and Large Lot Residential Zones subject to permitted activity standards to ensure that the development on site is compatible with the existing and anticipated character of these Zones.
- Provision for housing as part of urban marae subject to permitted activity standards to ensure that the combined development on site is compatible with the existing and anticipated character of these Zones.

<b>Proposed Policies and Methods</b>	<p>Zoning for areas for high, medium and low density residential development within the City</p> <p>Further detailed objectives and policies for each of these zones which set out the anticipated residential character of each of these zonings and provisions for subdivision and land use activities consistent with these anticipated characters.</p> <p>Provision for comprehensively designed medium density development in the Urban Growth Areas and the City Living Zone.</p> <p>Provision for secondary independent dwellings in the Suburban</p>
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	<p>Residential Zone and the Large Lot Residential Zone.</p> <p>Provision for shared accommodation (i.e. hostels, managed housing) in the High Density, Suburban Residential and Large Lot Residential Zones.</p> <p>Provision for housing as part of urban marae.</p>
<b>Costs</b>	<p>Developers and residents not receptive to new housing types and densities - lack of uptake would lead to difficulty in meeting RPS requirements.</p> <p>Pressure for high or medium density development types outside of appropriate areas - potential adverse impacts on the character and amenity of existing residential environments.</p>
<b>Benefits</b>	<p>Provides for a variety of densities of development within the City.</p> <p>Providing for zones for different densities reduces potential adverse impacts of the characteristics of existing residential development.</p> <p>Still provides for some infill opportunity within existing residential areas.</p> <p>Provides for new development opportunity for secondary independent dwelling units in the Suburban Residential and Large Lot Residential Zone.</p> <p>Retains the provisions for shared accommodation.</p> <p>Specific medium density development opportunities introduced – comprehensive development approach allows the entire development to be assessed at outset of development with regard to urban design assessment criteria to ensure a quality urban environment. Provided for through specific zoning in existing areas and as part of initial development of urban growth areas – greater certainty for residents as to where these developments are likely to occur.</p> <p>Provide greater certainty for the market of where higher density development is anticipated.</p>
<b>Risk</b>	<p>Medium – potential for adverse effects if high or medium density developments seek to establish outside of appropriately zoned areas.</p>
<b>Efficiency</b>	<p>Efficient overall benefits of choice for City's residents and the ability to meet RPS requirements outweigh costs.</p>
<b>Effectiveness</b>	<p>Effective – provides for diversity in housing type and densities in a managed way to ensure good quality environments are developed and choice provided for City residents in terms of housing options.</p>
<b>Appropriateness</b>	<p>The policies and methods are appropriate in that diversity is provided in a way that is compatible with the existing and anticipated residential character, amenity and environmental characteristics.</p>

<p><b>Alternative 1 – Retain Status Quo – Current District Plan Provisions</b></p>	<p>One main residential zone – Residential A. Over dense developments a Limited Discretionary Activity.</p> <p>Residential H Zone (with a High Rise Policy Area) provided for northern end of Mount Maunganui.</p> <p>Small Medium Rise Areas in the vicinity of the Tauranga CBD and in Pyes Pa West.</p> <p>Provision for shared accommodation (i.e. hostels, managed housing) in the High Density, Suburban Residential and Large Lot Residential Zones.</p> <p>Provision for housing as part of urban marae.</p>
<p><b>Costs</b></p>	<p>Requirements of the RPS not to be given effect to.</p> <p>Potential adverse impacts on the existing characteristics of residential development through poorly designed infill development.</p> <p>No certainty for residents as to where over density developments are likely to occur.</p> <p>Fewer choices for the City’s residential in terms of density or diversity of housing. Current provisions tend to produce a standard 3-4 bedroom house.</p>
<p><b>Benefits</b></p>	<p>No change to the current provisions for developers, landowners and residents.</p> <p>Provision for shared accommodation.</p> <p>Provision for housing as part of urban marae.</p>
<p><b>Risk</b></p>	<p>The risk of retaining the current provisions is high. The current provisions do not provide certainty for existing residents or potential applicants as to what densities are expected and anticipated in what areas of the City. The inability to assess over dense developments with regard to urban design criteria to ensure high quality development can also lead to poor quality of medium density development.</p>
<p><b>Efficiency</b></p>	<p>Not efficient – costs outweigh benefits.</p>
<p><b>Effectiveness</b></p>	<p>Lesser ability to address the impacts on residential character and amenity of over dense developments and to ensure quality urban design within the City’s residential area.</p>
<p><b>Appropriateness</b></p>	<p>Not appropriate – not as efficient or as effective as the proposed policies and methods.</p>

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

- A variety of high, medium and low density residential opportunities within the City.

#### 4.3.3 Monitoring Proposed Plan Provisions

ERE	Indicator	Evaluation of Plan Effectiveness
A variety of high, medium and low density residential opportunities within the City.	Residential Lots created and Dwelling Consents issued - SmartGrowth Development Trends, undertaken yearly.  Average Residential Section Sizes - SmartGrowth Development Trends, undertaken yearly.	Enables tracking of the types of residential growth occurring within the City.

#### 4.4 Issue 3: Activities in the Residential Zones

Non-residential activities in Residential Zones have potential adverse impacts, including cumulative impacts on the maintenance of the character and amenity of residential areas.

The location of business activity within Residential Zones has potential adverse impacts, including cumulative impacts, on the sustainable, efficient and effective use of the City's Commercial Zones including related infrastructure such as the roading network.

##### Issue Statement

Non-residential activities can impact on residential character and amenity through signage, loss of vegetation and gardens, parking and traffic congestion, increase in number of people on the site and visiting the site hours of operation, the scale of the activity and buildings connected to the activity. In addition where there are a number of non-residential activities operating in the same areas this leads to an overall loss of residential character of a neighbourhood i.e. the neighbourhood can begin to look like a commercial area. This effect can increase over time as more residential neighbours decide to leave the areas due to the loss of residential amenity and their properties are purchased by business activities attracted to the area by the existence of other businesses.

The location of business activity within Residential Zones has potential adverse impacts, including cumulative impacts, on the sustainable, efficient and effective use of the City's Commercial Zones including related infrastructure such as the roading network. These existing business zones are an important physical resource because they serve as focal point for community activity, and enable people and communities to provide services and facilities to support social and economic wellbeing. There is considerable investment (both public and private) in assets, infrastructure, amenity, community facilities, promotions and entertainment in these areas. Council, for example, has invested in roads, pedestrian malls, street furniture, landscaping and fountains as well as other infrastructure. Commercial areas are a considerable rating base.

The dilution of economic activity, in particular, offices from these zones has potential adverse impacts on the effective and efficient functioning and sustainability of business areas. The location of offices and other business activities out of the business areas (commonly referred to as “leakage”) can lead to a cyclical decline of activity and investment in commercial areas. This runs on to less use of infrastructure and facilities built to support this function and a decline in the effectiveness and efficiency of the physical resource that is that business zoned area. This adverse effect is distinct from trade competition where competing operators may open in different locations and one may force the other out of the market. Such trade competition is not a matter to which regard can be had under the RMA.

Council has identified that these adverse impacts on both residential neighbourhoods and business areas exist within the City due to the current operative plan provisions with relation to non-residential activities within the City’s residential zones, which provides for home based businesses, home based visitor accommodation, small scale offices, health centres and educational facilities as permitted activities in the zone. This identification was through background research in relation to identification of operational issues and review of resource consents granted for non residential activities, business sector, business owner and residential owner/occupier interviews, general public consultation and feedback, several land use and mapping studies of residential properties with a non residential component, technical economic and transportation assessments. All of this research is documented in the Section 32 Report for Plan Change 48. This research resulted in Council’s preparation, notification, hearing of and making decisions on Plan Change 48 Non Residential Activities Provisions in the Residential Activity Zones in to the Operative District Plan (2008).

The outcome of the Plan Change was as follows:

The adoption of new objectives and policies in relation to non residential activities in the residential zones

- Home-Based Businesses and home based visitor accommodation to have permitted activity status subject to size and staffing limitation, (non complying status if these standards not met), and bulk, location, parking and signage.
- A limited range of community support activities being health centres, childcare, primary, secondary, and tertiary education facilities and churches to be provided for as discretionary activities to ensure that their establishment is compatible with the amenity of the residential zone in which it is proposed to be located.
- A Non-Complying Activity status to apply to activities not meeting the permitted activity conditions or activities not anticipated within the zone.
- Small scale health centres, offices and educational facilities to be a permitted activities in Urban Marae Community Zones in recognition of the variety and mix of activities within marae and the requirements of the RMA to recognise and provide for Maori and their culture and tradition with ancestral land, and to take into account the principles of the Treaty of Waitangi

As part of the District Plan Review Council directed that the decisions made on Plan Change 48 be incorporated into the proposed residential provisions.

Within the Suburban Residential Zone there are sites that have been the subject of considerable investment of physical resources. These Sites are as follows:

Site	Use
Bureta Motor Park Inn	Tavern complex incorporating accommodation and conference facilities.
Tauranga Public Hospital	Hospital and associated facilities
90 Waihi Road	Substantial Comerica Building
150 Seventeenth Avenue	Currently in recreation zoning reflecting previous use. Now in Private ownership is not appropriate to retain in such zoning. Due to proximity to the Hospital the site has potential use for hospital carparking and for health centres in addition to residential activities on the site
The Elms	Significant Historic Site – provides for provision for visitor information centres and Place of Assembly.

These sites are proposed to be Scheduled Sites so that these uses and the investment in them can continue.

#### 4.1.1 Objectives

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

Objective Number	Objective	Appropriateness
14.2.1.3	<p><b>Objective – Activities in the Residential Zones</b></p> <p>Residential activities remain the predominant activity in the Residential Zones while providing for flexibility for the operation of home-based business and a limited range of community support services subject to their compatibility with the amenity of the Residential Zones defined by specific provisions.</p>	<p>The objective meets the purpose of the RMA in that the proposed approach enables local communities to provide for their physical, social, cultural and economic wellbeing while addressing the maintenance and enhancement of amenity values (section 7(c)) and the maintenance and enhancement of the quality of the environment (section 7(f)).</p> <p>The objective is useful because it sets out the types of non residential uses expected within the Zone but emphasises that these must still be compatible with residential amenity.</p> <p>The objective is achievable</p>

		<p>through plan provisions in relation to activity status of activities and assessment criteria for discretionary activities.</p> <p>The objective is reasonable as it provides social and economic benefits for small scale business activity ancillary to the residential use of sites and for community support activities while avoiding adverse impacts of other non-residential activities on the amenity of Residential Zones.</p>
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#### 4.4.1 Policies, Methods and EREs

Objective 14.2.1.3 is addressed through Policy 14.2.1.3.1 Activities in the Residential Zones.

This policy sets out that small scale ancillary home based business and homestay are provide for in the Residential Zone while community support activities will be provided for subject to being compatible with the existing and anticipated amenity of these areas in which they seek to establish. The policy also provides for limited expansion of existing office legally established under the previous planning provisions in recognition of the investment in such sites. The policy also sets out that other non-residential activities which are provided for in other zones are not expected in the Residential Zones.

This policy will be achieved by:

- Home-Based Businesses and home based visitor accommodation to have permitted activity status subject to size and staffing limitation, (non complying status if these standards not met), and bulk, location, parking and signage.
- A limited range of community support activities being health centres, childcare, primary, secondary, and tertiary education facilities and churches to be provided for as discretionary activities to ensure that their establishment is compatible with the amenity of the residential zone in which it is proposed to be located.
- Limited expansion of existing office legally established under the previous planning provisions by way of a Discretionary resource consent.
- A Non-Complying Activity status to apply to activities not meeting the permitted activity conditions or activities not anticipated within the zone.
- Scheduled Sites provide for the continuation of non residential activities on sites in which significant investment has been made.
- Small scale health centres, offices and educational facilities to be a permitted activities in Urban Marae Community Zones in recognition of the variety and mix of activities within marae and the requirements of the RMA to recognise and provide for Maori and their culture and tradition with ancestral land, and to take into account the principles of the Treaty of Waitangi

<p><b>Proposed Policies and Methods</b></p>	<p>Policy recognises some non-residential activities may be appropriate in Residential Zones and specifically identifies these activities for residents, potential applicants and residents.</p> <p>Small Scale home based businesses and homestays ancillary to the residential use provided for as Permitted Activities.</p> <p>Community support activities being health centres, schools, tertiary education premises and churches provided for as Discretionary Activities</p> <p>A Non - Complying Activity status applies to activities not meeting the permitted activity conditions or activities not anticipated within the zone.</p>
<p><b>Costs</b></p>	<p>No ability to address cumulative effects of numbers of permitted activities in a neighbourhood.</p> <p>Some small-scale business activity not establishing in Commercial Zones could lead to some potential impacts on the efficiency, effectiveness and sustainability of the City's Commercial Zones.</p> <p>No upper limit to the scale and intensity of community support activities on a site. However such matters can be carefully considered in relation to site suitability through the discretionary activity status.</p> <p>Potential perception that the policy approach deprives owners of development rights or opportunities.</p> <p>Costs and timeframe of resource consent process for applicants.</p>
<p><b>Benefits</b></p>	<p>The policy and methods provides a clear management regime that can be consistently applied within the Residential Zones.</p> <p>Increased certainty for residents as to the level of non-residential activity permitted in the Residential Zones.</p> <p>Small-scale home-based businesses and homestays and small start up "business testing" can continue to operate in the Residential Zones providing for the social and economic wellbeing of operators. Potential adverse effects on residential amenity of such permitted activities addressed through permitted activity standards to address their scale, character and intensity. Activities beyond this level will be subject to the most rigorous resource management scrutiny.</p> <p>Enables the establishment of support services to the local community. Potential adverse effects, including cumulative effects, on residential character and amenity, and the sustainability of the Commercial Zones are able to be considered.</p>
<p><b>Risk</b></p>	<p>Low risk – information on which the policy approach is based is comprehensive and supports the necessity for the policy approach.</p>

<b>Efficiency</b>	The benefits of policy approach clearly outweighs the costs identified.
<b>Effectiveness</b>	<p>Effective in achieving the Objective by:</p> <p>Providing for the operation of home-based businesses, including homestays, while identifying for residents, applicants and decision makers the scale, character and intensity of this activity anticipated and expected in Residential Zones.</p> <p>Providing opportunities for operation of specific community support services for resident's social and economic wellbeing while ensuring that the scale, character and intensity of the activity and it's site suitability and potential cumulative impacts on a neighbourhood can be carefully considered and setting out the key matters to be taken into account in order to achieve the objective in relation to maintaining residential character and amenity.</p> <p>Giving direction in relation to other non-residential activities that adverse impacts on both residential character and amenity and on the sustainability of the commercial and industrial zones must be considered.</p> <p>Being easily enforceable through rules which set out clear thresholds.</p>
<b>Appropriateness</b>	The policy is considered the most appropriate to achieve the Objective and is clear and enforceable.

<b>Alternative 1 – “Status Quo” – Current District Plan Provisions.</b>	<p>Policy requires that non residential activities locating in Residential Zones shall not be of a character, intensity or scale that has adverse effects on the residential amenity values, coherence and character of neighbourhoods.</p> <p>Home based businesses, home based visitor accommodation, small scale offices, health centres, education facilities permitted activities in the Residential Zones subject to permitted activity standard conditions.</p> <p>Discretionary Activity status for activities not meeting these standards or other non-residential activities not listed.</p>
<b>Costs</b>	<p>Does not support residential activity as the predominant activity in the Residential Zones.</p> <p>Does not address potential, including potential cumulative, adverse effects on residential character and amenity.</p> <p>Spread of non–residential activities in Residential Zones continues.</p> <p>Low level of certainty of maintenance of residential character and amenity for residents.</p> <p>General residential character and amenity and sense of community being eroded.</p> <p>Does not address potential, including potential cumulative, adverse</p>

	<p>effects on sustainability of the City's commercial zones and infrastructure.</p> <p>Less encouragement for small businesses to relocate into Commercial Zones to support them.</p>
<b>Benefits</b>	<p>Provides "nurturing" of small business.</p> <p>Access to local services.</p> <p>Lower rental cost for businesses.</p> <p>Flexibility for activities.</p>
<b>Risk</b>	<p>High risk – monitoring and research has identified that the current approach is not efficient or effective and that the accumulation of non residential activities in the Residential Zones is adversely affecting residential character and amenity and the sustainability of the Business Activity Zones and infrastructure such as the operation of arterial roads.</p>
<b>Efficiency</b>	<p>Not efficient - costs of approach outweigh benefits.</p>
<b>Effectiveness</b>	<p>Not effective Council has already invested considerable resource in Plan Change 48 to address the significant resource management issues involved.</p>
<b>Appropriateness</b>	<p>Not appropriate.</p>

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

- Residential activity is the predominant activity in the Residential Zones.
- Small scale home based businesses operate within the Residential Zones of the City.
- Community support activities operate within the Residential Zones without adverse effects on the residential character and amenity of the surrounding neighbourhood.

#### 4.4.2 Monitoring Proposed Plan Provisions

ERE	Indicator	Evaluation of Plan Effectiveness
<p>Residential activity is the predominant activity in the Residential Zones.</p> <p>Small scale home based businesses operate within the Residential Zones of the City.</p>	<p>Analysis of resource consents - Numbers of resource consents applied for, the nature of the applications granted and for what, in what zones and why.</p>	<p>Will evaluate how effective the Objective and Policies have been.</p> <p>Analysis of grant of, and reasons for grant of, consents in the Residential Zones will identify deficiencies in policy approach.</p>

ERE	Indicator	Evaluation of Plan Effectiveness
Community support activities operate within the Residential Zones without adverse effects on the residential character and amenity of the surrounding neighbourhood		

#### 4.5 Issue 4: High Density Residential – Character and Amenity

High demand for residential and visitor accommodation within the resort area of Mount Maunganui Peninsula has the potential to adversely impact on the amenity and quality of the environment and on the outstanding natural landscape and historic heritage values of Mauao and Hopukiore, and the natural landscape features of the coastal and harbour edges.

Poorly designed high density development can have potential adverse impacts on the amenity and quality of the surrounding environment and on the amenity and wellbeing of residents of that development.

##### Issue Statement

The High Density Residential Zone and the High Rise Policy Area along the spine of Maunganui Road is a small distinct zone that was developed to provide for the high demand for accommodation particularly visitor accommodation in this beach resort area. The area contributes to the social and economic well being of the City at large due to the large number of visitors to the area every year. High density developments including a High Rise Policy Area provide the accommodation for these visitors as well as permanent residents who wish to enjoy the high amenity benefits of living in this area.

However the Zone is also within the area of the outstanding landscape and natural features of Mauao and Hopukiore and the natural landscape features of the coastal and harbour edges and is of high cultural significance to local iwi.

This is a significant resource management issue in relevant in terms of Part 2 of the RMA as it relates to the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development and the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment (section 7) while providing for the economic, cultural and social wellbeing of current and future generations.

The balance between the provision of high density residential activity and the special environmental characteristics of the area is provided by the small scale of the Zone, the maximum height of 9m in the main part of the Zone and the setbacks from the harbour and coastal edge provided by roads and the Conservation zone adjoining the water. There is limited provision for high rise development within in the Zone and the visual effect of this on the landscape is mitigated through the setting of a height plane restriction decreasing in the

maximum height permitted away from the base of Mauao towards Hopukiore. It is a prohibited for buildings to exceed this height. This allows for high rise development to occur but recognises and provides for the preservation of these outstanding natural features and the landscape between them as well as the ancestral relationship of tangata whenua with this landscape.

While it is recognised that the amenity and quality of a high density environment is different from that anticipated in lower density environments control still needs to be exercised to ensure that high density development still addresses these factors in relation to the surrounding development outside of the Zone and in relation to the wellbeing of residents within the development.

The Zone currently provides for setbacks between buildings on adjoining sites to provide for maintenance for access and for the aural and visual privacy of residents. Height standards and overshadowing standards remain the same as in the surrounding Residential A zone to ensure that there is not amenity conflict. Overshadowing is addressed through specific standards in relation to the High Rise Policy Area which also requires the potential for wind acceleration to be addressed. In terms of the public private interface of such developments provision is also made for front setbacks to provide opportunities for softening of the interface through planting etc.

The background research undertaken for the Proposed Plan did not identify any issues in relation to the operation of the Zone generally and it's provisions have been for the most part carried over into the Proposed Plan.

As part of the Plan monitoring process however it was identified that the interface across the peninsula with the height plane which runs between Mauao and Hopukiore is not aligned with the intent to ensure that this control applies to developments in the rest of the High Density Zone. Theoretically a building could be applied for and built in this area of the Zone by way of a resource consent that could exceed the heights prohibited in the High Rise area and adversely impact on the carefully balanced controls of the area.

#### 4.5.1 Objectives

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

Objective Number	Objective	Appropriateness
14.3.1.1	<p><b>Objective –Bulk and Scale of Buildings in the High Density Residential Zone</b></p> <p>Buildings that are of a bulk and scale that provides for high density residential development opportunities while balancing these opportunities with the outstanding natural landscape and historic heritage values of Mauao and Hopukiore, and the natural landscape features of the coastal and harbour edges, decreasing in height from</p>	<p>The objective is relevant in terms of Part 2 of the RMA as it relates to the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development and the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment (section 7) while providing for the economic, cultural and social wellbeing of current and future generations.</p>

	<p>Mauao towards Commons Avenue and Hopukioire, and from the centre of the isthmus to the coast.</p>	<p>The objective is useful and reasonable as it clearly communicates to decision makers the bulk and scale of development anticipated while identifying the balance required in providing for these high density opportunities. The objective is achievable and is achievable through land use controls.</p>
<p><b>14.3.1.2</b></p>	<p><b>Objective – Site Layout and Building Design in the High Density Residential Zone</b> Buildings within the zone provide a residential amenity characterised by open space between sites and a streetscape comprised of consistent building setbacks and opportunities for frontage landscape planting.</p>	<p>The objective is relevant in terms of the requirement under the RMA to have regard to the maintenance and enhancement of amenity values (section 7(c)) and the maintenance and enhancement of the quality of the environment (section 7(f)) particularly at the public private interface of developments in this area.</p> <p>The objective is useful because it sets out the type of on site intensity of development anticipated within the High Density Zone and is reasonable in that it targets the critical interface elements between high density development while still providing for high density development on the site.</p> <p>The objective is and is achievable through controls on permitted land use.</p>
<p><b>14.3.1.3</b></p>	<p><b>Objective – Density of Development in the High Density Residential Zone</b> A high density residential environment close to the Mount Maunganui town centre characterised by permanent residential and visitor accommodation in the form of multi unit, apartment housing types, including some high rise development opportunities.</p>	<p>The objective is relevant in achieving the purpose of the RMA, in terms of the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment (section 7).</p> <p>The objective is useful and reasonable as it clearly communicates to decision makers the density of development and type of development anticipated within the Zone and is achievable through controls on permitted land</p>

		use and subdivision controls.
<b>14.3.1.4</b>	<b>Objective – Activities in the High Density Residential Zone</b> Development within the zone is characterised by a predominance of high density residential activity for both permanent and tourist accommodation.	The objective is relevant in achieving the purpose of the RMA, in terms of the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment (section 7).  The objective is useful and reasonable as it clearly communicates to decision makers the type of development anticipated within the Zone and is achievable through controls on permitted land use.

#### 4.5.2 Policies, Methods and EREs

Objective 14.3.1.1 is addressed through Policy 14.3.1.1.1 Bulk and Scale of Buildings in the High Density Zone – Height. The policy sets out that provision will be made for a High Rise Plan Area in the High Density Residential Zone but that buildings within this area need to relate appropriately to the outstanding natural landscape and historic features of Mauao and Hopukiore with height decreasing away from Mauao toward Hopukiore and to the coastal and harbour edges. The remainder of the High Density Residential Zone will also be subject to height limits to ensure this appropriate relationship is maintained. Wind and overshadowing effects of high rise buildings are also to be addressed.

The policy is achieved through:

- Rule 14.5.2 Building Height – which sets a maximum height of 9m in the High Density Zone.
- Rule 14.6.1.1 Development Density and Scale – High Rise Plan Area which provides for high rise buildings as a Controlled Activity and sets a maximum height plane between Mauao and Hopukiore with levels decreasing away from Mauao.
- Rule 14.6.1.2 Wind Effects – High Rise Area – which requires as part of a controlled activity that buildings shall be designed to minimize accelerated wind-speed effects.
- Rule 14.8.1 Discretionary Activity – Height of Buildings which sets a maximum height plane across the isthmus for buildings in the rest of the zone, in keeping with the height plane for the High Rise Area.
- Rule 14.10 Prohibited Activities - No building in either the High Rise Policy Area or the High density Zone may intrude beyond the Maximum Height Planes set for either area.

Objective 14.3.3.1.1 is also addressed by Policy 14.3.1.1.2 Bulk and Scale of Buildings in the High Density Residential Zone – Overshadowing. The policy sets out that there shall be an adequate supply of daylight for sites within the High Density Zone, particularly for sites adjacent to, but outside of the High Rise plan Area.

The policy is achieved through:

- Rule 14.5.5 Overshadowing – which sets a building envelope for sites outside the High Rise Plan Area that ensures that daylight and sunlight reaches all sites.
- Rule 14.6.1.1 Development Density and Scale – High Rise Plan Area which sets a building envelope for sites in the High Rise Plan Area as a Controlled Activity that ensures that daylight and sunlight reaches all sites adjoining but outside of the Plan Area.

Objective 14.3.1.2 is addressed through Policy 14.3.1.2.1 Site Layout and Building Design in the High Density Residential Zone. The policy seeks to achieve the objective through ensuring separation of buildings between sites for maintenance access and privacy of adjoining sites, that buildings are setback from the road boundary so that there are opportunities for landscaping and a high level of amenity at the public-private interface. The policy also recognises that the high density nature of the zone and the nature of the open space and leisure opportunities in close proximity and dedicated private on-site open space is not required.

This policy is achieved through:

Rule 14.5.3 Streetscape – which sets a building setback from road boundaries.  
 Rule 14.5.4 Setbacks which requires separation between buildings on adjoining sites.

Objective 14.3.1.3 - is addressed through Policy 14.3.1.3.1 Density of Development in the High Density Residential Zone. The policy sets out that while high densities are provided for in the zone – greater densities than those provided for as a permitted activity will need to be considered with regard to the special environmental qualities of the area, the role of the area to provide for visitor accommodation and the capacity of existing and planned infrastructure including public open space.

The policy is achieved through:

- Subdivision controls in Chapter 12\*
- Rule 14.5.1 Development Density and Scale which provide for maximum densities for residential activity and visitor accommodation and that densities above this level will be considered a Discretionary Activity.

\*(See Section 32 Chapter 12 Subdivision)

Objective 14.3.1.4 is addressed through Policy 14.3.1.4.1 Activities in the High Density which emphasises the provision for stand alone visitor accommodation in the Zone in addition to the general Objective and Policies for the Residential Zones. The policy also provides for the limited expansion of existing legally established offices in recognition of the previous investment in such properties under previous planning provisions.

The policy is achieved through:

- Rule 14.4. Activities in the High Density Residential Zone – which sets the activity status for non residential activities in the zone.
- Rule 14.5.7 Homestay
- Rule 14.5.8 Home-Based Business
- Rule 14.5.9 Heavy Machinery

The activity status of these activities are the control that relates to them and to other non-residential activity is the same as outlined in section 4.4. in relation to the general objectives and policies in relation to Non Residential Activities in the Residential Zones.

The impact of development in the coastal environment area generally has been addressed through the Provisions of Chapter 6 Natural Features and Landscapes of the Proposed Plan.

Impacts on coastal environments etc will be addressed through the landscape chapter policies to the coastal environment. In these areas applications for over height buildings will be assessed against policies relating to scale, form and design of buildings.

<b>Proposed Policies and Methods</b>	<p>Policies – relate to the bulk and scale, site layout and design of the high density environment – policies seek a balance between high density environment and the special environmental qualities of the surrounding area.</p> <p>Building heights specifically controlled to protect landscape relationship between Mauao and Houpiore.</p> <p>Setbacks and overshadowing address potential conflicts between sites.</p> <p>Public private interface addressed through streetscape requirements which provide for planting.</p> <p>Non-residential activities provided for in line with the General Objectives and Policy with additional policy emphasis on the role of the area in providing for visitor accommodation. *</p>
<b>Costs</b>	<p>Potential loss of extra height development opportunities in the High Density Zone. Cost decrease by fact that a resource consent would be required under current and proposed provisions.</p>
<b>Benefits</b>	<p>Specific focused Objectives and Policies. Set out key considerations in relation to the quality and amenity of the High Density Residential Environment on sites and at the interface with other sites and public areas.</p> <p>Provides clear direction for assessing activities which do not meet permitted activity conditions.</p> <p>Potential adverse impacts of over high applications in the High density Zone reduced. Prohibited status for height limits extended across the Zone to ensure protection of landscape relationship between Mauao and Hopukiore.</p>
<b>Risk</b>	<p>Low risk – more specific policy focus but provisions essentially remain the same for permitted and controlled activities in the Zone.</p>
<b>Efficiency</b>	<p>Benefits outweigh costs - efficient.</p>
<b>Effectiveness</b>	<p>Effect in achieving the objectives and ensuring protection of</p>

	landscape relationship between Mauao and Hopukiore.
<b>Appropriateness</b>	Appropriate achieves the objectives balance between provision of high density accommodation and having careful regard to the special environmental qualities of the surrounding area.

\* For analysis of the approach to non residential activities see Section 4.4 above

<b>Alternative 1 – Status Quo – Retain current Plan Provisions</b>	<p>Current Policies – Specific policy focuses on height controls and ensuring protection of landscape relationship between Mauao and Hopukiore. Other factors of high density environment not specifically addressed other than general residential policy.</p> <p>Building heights specifically controlled to protect landscape relationship between Mauao and Houpkiore.</p> <p>Setbacks and overshadowing address potential conflicts between sites.</p> <p>Public private interface addressed through streetscape requirements which provide for planting.</p>
<b>Costs</b>	<p>Objective and policy for matters other than height generic.</p> <p>Does not provide clear direction for assessing activities which do not meet permitted activity conditions.</p> <p>Potential adverse impacts of over high applications in the High Density Zone not addressed. Potential impacts on ability to ensure protection of landscape relationship between Mauao and Hopukiore.</p>
<b>Benefits</b>	No change to current provisions for landowners and residents.
<b>Risk</b>	Risk is related to policy approach and its generic nature when addressing resource consent issues where standards are not met. Low risk providing most activities met permitted activity standards, risk increases to medium in cases of applications for over height dense and high in relation to non residential activities*.
<b>Efficiency</b>	Not efficient – costs outweigh benefits – given that the benefits relate to methods that will be continued as part of the proposed approach the benefits will still be realised through the proposed provisions.
<b>Effectiveness</b>	Partially effective where activities met permitted activity standards. High risk in cases of applications non residential activities. Not effective in achieving the objective.
<b>Appropriateness</b>	Less appropriate than Proposed Policies and Methods. Policy too generic to assist the maintenance of the key elements of rural character and amenity.

\* Analysis of non residential activities alternative maintaining the current plan provisions is assessed in section 4.4 above.

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

- High density residential activity is predominant activity in the High Density Zones.
- Development is compatible with amenity and quality of the environment and on the outstanding natural landscape and historic heritage values of Mauao and Hopukiore, and the natural landscape features of the coastal and harbour edges.

#### 4.5.3 Monitoring Proposed Plan Provisions

ERE	Indicator	Evaluation of Plan Effectiveness
High density residential activity is predominant activity in the High Density Zones.	Average Residential Section Sizes, SmartGrowth Development Trends, undertaken yearly.	Allows analysis of densities within residential areas of the City to assess the level of success in achieving the 100m <sup>2</sup> site area minimum standard in the Zone.
Development is compatible with amenity and quality of the environment and on the outstanding natural landscape and historic heritage values of Mauao and Hopukiore, and the natural landscape features of the coastal and harbour edges.	Analysis of resource consents - Numbers of resource consents applied for, the nature of the applications granted and for what, and why.  Residents perception survey	Will evaluate how effective the Objective and Policies have been.  Analysis of grant of, and reasons for grant of, consents in the Zones will identify deficiencies in policy approach.  Will evaluate how effective the Objectives and Policies have been from the viewpoint of residents in the area.

#### 4.6 Issue 5: Suburban Residential and Large Lot Residential Zone – Character and Amenity

Intensification of development in low density suburban residential areas can adversely impact on the residential amenity and character of these areas.

Some intensification opportunities in the City’s existing suburban areas to met the growth management requirements of the RPS. This can have potential adverse effects on the character and amenity of these areas.

##### Issue Statement

The majority of the City’s residential activity is in the suburban areas of the City, (Suburban Residential Zone and Large Lot Residential Zone), with residential development in the form of low (one to two storey) detached dwellings with a high ratio of on-site open space to buildings and opportunities for lawns and gardens. In keeping with the nature of a lower

density environment there is an expectation of a high level of private on site amenity and leisure opportunities.

Maintenance of this established character and amenity is important to those who reside within this residential environment, with the expectation that these “residential” characteristics/elements will be retained.

The intensification of development in these areas has potential adverse impacts on the maintenance of this suburban residential character and amenity and this relates directly to the requirements under section 7 of Part II of the RMA.

Concerns have been identified through the Plan monitoring process (as documented in Section 3.1.6 above) in relation to the increasing intensification of development within the suburban areas within the City and the adverse impacts of this on the character and amenity of these areas. Concerns related to on site/off site effects such as: loss of privacy, noise, potential daylight and open space losses, traffic and parking congestion, loss of suburban appearance of the streets.

Research has identified that these effects are arising not only from actual intensification developments but also due to the current District Plan provisions for the suburban areas themselves.

Under the current plan provisions the majority of a section can be built over (except for 1.5m side and rear yards and a front yard of 3 metres) to a height of 9m (3 storey) and the practice of averaging of lots and inclusion of rights of ways into site calculations mean that lots much smaller than the standard of 1 dwelling per 325m<sup>2</sup> can be created. A further issue of concern is that this could occur over a number of properties in any residential location and thus cumulatively change the character and amenity of the area.

While the City has to consider the finite use of the residential land resource and the requirements of the RPS in relation to urban growth, it is recognised that a low density suburban residential environment is desired by many residents of the City and that this should continue to be maintained along with the choice of other residential environments such as the high or medium density environments. This is recognised in the proposed general Objective for the Residential Zones in relation to Residential Diversity and Density.

In ascertaining how to maintain and provide this suburban residential zone Council identified the main factors cumulatively contributing to the existing character and amenity of the Zone as being:

- sections, of a similar size, shape or dimension, open to the street with low or no fences;
- on site vegetation and private useable open space with a relatively green feeling across the neighbourhood;
- One to two storey buildings with planted front yards;
- Relatively low percentage of site coverage;
- Other factors such as a feeling of privacy, peace and quiet and access to sunlight.

This has formed the basis for the proposed Objectives, Policies and Methods for the Suburban Residential and Large Lot Residential Zones.

Under the RPS 5% of the growth needs to be provided for through intensification in areas outside the identified intensification areas. This however has the potential adverse effects documented above. Development of this nature will therefore have to be carefully controlled

to ensure that such intensification as is provided for is compatible with the suburban residential character.

#### 4.6.1 Objectives

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

Objective Number	Objective	Appropriateness
14.17.1.1	<p><b>Objective – Bulk and Scale of Buildings in the Suburban Residential Zone and Large Lot Residential Zone</b> Buildings that are of a bulk and scale compatible with the existing and anticipated suburban residential character and amenity anticipated for the zone.</p>	<p>The objective is relevant in terms of maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment. (section 7)</p> <p>The character and amenity of the Suburban Residential and Large Lot Residential Zone is due to a consistent scale and bulk of buildings.</p> <p>The objective is useful and reasonable as it indicates this to decision makers, potential applicants and residents and is achievable through controls on permitted land use and buildings.</p>
	<p><b>Objective – Site Layout and Building Design – Suburban Residential Zone and Large Lot Residential Zone</b> Development within the zones provides a residential amenity consistent with a suburban residential character that is characterised by space about buildings, on-site open space, provision of sunlight and privacy.</p>	<p>The objective is relevant e in terms of maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment. (section 7)</p> <p>The character and amenity of the Suburban Residential Zone and the Large Lot Residential Zone is due to low intensity and layout of activities on sites.</p> <p>The Object is useful in that it clearly sets out the key elements contributing to this low intensity of development for decision makers, potential applicants and residents.</p> <p>The Objective is reasonable as it still provide for development that is consistent with a suburban residential character and is achievable through land use and building controls.</p>

Objective Number	Objective	Appropriateness
	<p><b>Objective – Density of Development in the Suburban Residential Zone and Large Lot Residential Zone</b></p> <p>To ensure a low density of development compatible with a suburban residential character of low predominantly detached, residential dwellings with private on-site open space and open space between sites.</p>	<p>The objective is relevant in achieving the purpose of the RMA, in terms of the maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment (section 7).</p> <p>The character and amenity of the Suburban Residential and Large Lot Residential Zones is due to low density of development, (at densities lower than provided for in the high density or medium density zones of the City).</p> <p>The objective is useful and reasonable as it clearly communicates to decision makers, potential applicants and residents the density of development anticipated and the elements which contribute to it in these Zones and is achievable through controls on permitted land use and subdivision controls.</p>

#### 4.6.2 Policies, Methods and EREs

Objective 14.17.1.1 is achieved through Policy 14.17.1.1.1 Bulk and Scale of Buildings in the Suburban Residential and Large lot Residential Zone – Building Height and Overshadowing. The policy sets out that a building envelope approach will be used to provide for flexibility for varying topographical conditions, that the adverse effects of over height buildings will be assessed in relation to their potential impacts of overshadowing, overlooking or visual dominance and that opportunities for increased height will apply in identified areas where the heights can be balanced by open space and outlook.

The policy is achieved through

- Rule 14.19.2 Height – which sets a maximum height of 9m to reflect the low-rise development anticipated in the Zones.
- Rule 14.19.5 Overshadowing – which sets a building envelope that ensures that daylight and sunlight reaches all sites.

Objective 14.17.1.2 is addressed through Policy 14.17.1.2.1 Site Layout and Building Design. The policy seeks to achieve the objective through ensuring separation between buildings, retention of the majority of the site in open space, ensure a useable outdoor open space for recreation and leisure is provided and that buildings are set back from the street in a consistent manner to provide opportunities for landscaping and passive surveillance of the

street and that the site design and layout contributes to the overall nature of the surrounding neighbourhood.

This policy is achieved through:

Rule 14.19.3 Streetscape – which sets a setback from roads for a consistent open setback with opportunities for planting to ensure an open suburban residential amenity and character.

Rule 14.19.4 Setbacks which requires separation between buildings on adjoining sites to contribute to the open space on site and in the overall neighbourhood, the visual and aural privacy of neighbours and access for maintenance.

Rule 14.19.7 Site Coverage which retains the majority of the site as open space in keeping with the overall suburban residential character and amenity.

Rule 14.19.9 Outdoor Living Area which provides a useable outdoor space for on-site leisure and recreation and contributes to the overall suburban residential character and amenity.

In recognition that some encroachments, being those into yards and overshadowing, may only affect two neighbours who could come to a private agreement in relation to such encroachments which may be minimal in nature. Provision is therefore made for such encroachments to be signed off at building consent without the time and cost of a resource consent being required.

In relation to other or multiple non compliances with permitted activity standards, it has been identified that some standards are critical to maintaining a suburban character and amenity. These are density, building height and site coverage. These activities will therefore be assessed as Discretionary Activities to allow close consideration and to explore the widest range of possible mitigation options. In addition where an activity cannot meet three or more permitted activity standards this activity will also be assessed as a Discretionary Activity as the cumulative effect on the site and the neighbourhood overall needs to be carefully considered.

Policy 14.17.1.2 relates to site and building design for properties adjoining the Bethlehem Town Centre. The policy seeks to address reverse sensitivity impacts on the Town centre through on site and building layout.

The policy is achieved through:

Rule 14.9.4 Setbacks which requires an increased separation between buildings on adjoining sites and through Rule 4.5.2.3.2 Special Noise controls which provide a lower noise limit in relation to the activities on the Town Centre site.

Objective 14.17.1.3 is addressed by Policy 14.17.13.1 Development Density – Suburban Residential Zone and Large Lot Residential Zones. The policy directs that densities in the Zones are to be appropriate for their context with most sites in the Suburban Residential Zone having a low density. The Large Lot Residential Zone being areas which are topographically difficult and geotechnically constrained but which can take advantage of reticulated services has a larger minimum site size to reflect these characteristics. The Policy also directs that secondary independent dwelling units will be provided for in the Zones on larger sites where the overall integrated development can be designed and built to ensure compatibility with suburban residential character and amenity. In new urban growth areas provisions is made for medium density development as a controlled activity and

subject to standards and terms and assessment criteria to ensure that the development is compatible with a suburban residential character and amenity.

The policy is addressed through:

Rule 14.19.1 Residential Development Density which provides minimum nett densities to independent dwelling units in the Suburban Residential Zone which ensures that a standard section size compatible with the Zone’s character and amenity is achieved. This addresses the current ability to average over parent titles and include driveways in site size and this create smaller actual sites.

Rule 14.19.12 Secondary Independent Dwelling Units which provides for an integrated development of larger sites to incorporate a smaller one to two bedroom dwelling. This provides for some infill options and also provides another housing option for one to two person households or extended families. This provision also addressed the demand for affordable housing both through the availability of smaller dwellings and the additional income for the owners of the principal houses on site which could help service mortgages. The development is however to subject to design controls which ensure that on site and off site amenity is achieved through the application of the suburban residential building envelopes, outdoor living areas and the requirement to hold the dwellings in an indivisible manner so that the existence of the smaller dwelling does not drive pressure for subdivision which does not recognise the sharing of amenity of the site between the two dwelling units.

Rule 14.20.3.1 Medium Rise Plan Area and Large Sites in the Suburban Residential Zone Urban Growth Areas and Rule 14.20.3.2 Medium Density Sites in the Suburban Residential Zone Urban Growth Areas provides for medium density development as a Controlled Activity as a controlled activity and subject to standards and terms and assessment criteria to ensure that the development is compatible with a suburban residential character and amenity.

Subdivision controls in Proposed Chapter 12 (See Section 32 Chapter 12 Subdivision)

<p><b>Proposed Policies and Methods</b></p>	<p>Specific focused polices in relation to the key elements which contribute to the maintenance of a suburban residential neighbourhood’s character and amenity.</p> <p>Plan provisions to support the policies including the addition of site coverage and outdoor living areas.</p> <p>Provides for new development opportunity for secondary independent dwelling units in the Suburban Residential and Large Lot Residential Zone.</p> <p>Specific medium density development opportunities introduced – comprehensive development approach allows the entire development to be assessed at outset of development with regard to urban design assessment criteria to ensure a quality urban environment. Provided for through specific zoning in existing areas and as part of initial development of urban growth areas – greater certainty for residents as to where these developments are likely to occur.</p>
<p><b>Costs</b></p>	<p>Developers and residents not receptive to new housing types and densities - lack of uptake would lead to difficulty in meeting RPS requirements.</p>

	<p>Pressure for high or medium density development types outside of new growth areas or not in accord with the proposed standards and terms - potential adverse impacts on the character and amenity of the suburban residential environment.</p>
<b>Benefits</b>	<p>Maintenance of the suburban residential character and amenity through permitted activity standards and through greater focus on the elements of suburban residential character on site and within the overall neighbourhood in relation to activities not meeting the permitted activity standards.</p> <p>Still ability for minor variations to yards and overshadowing to be addressed at building permits stage between neighbours.</p> <p>More certainty for residents and developers and potential applicants as to the types of development anticipated in the Zones.</p> <p>Provides for new development opportunity for secondary independent dwelling units in the Suburban Residential and Large Lot Residential Zone.</p> <p>Retains the provisions for shared accommodation.</p> <p>Specific medium density development opportunities introduced – comprehensive development approach allows the entire development to be assessed at outset of development with regard to urban design assessment criteria to ensure a quality urban environment. Provided for through specific zoning in existing areas and as part of initial development of urban growth areas – greater certainty for residents as to where these developments are likely to occur.</p> <p>Medium density developments in the Urban growth Area established as the area is developed and integrated in to the wider suburban residential character at the outset of development – greater certainty for residents and developers and potential applicants as to the potential likelihood of these developments occurring.</p> <p>Recognises the requirements of the RPS in relation to the provision of some intensification opportunities in existing residential areas.</p>
<b>Risk</b>	<p>Medium – potential for adverse effects if secondary dwellings or medium density developments seek to establish outside of appropriately zoned areas or not in accord with the proposed Permitted Activity rules or Controlled Activity Standards and Terms.</p>
<b>Efficiency</b>	<p>Efficient overall benefits of choice for City’s residents and the ability to meet RPS requirements outweigh costs.</p>
<b>Effectiveness</b>	<p>Effective – provides for the maintenance of suburban residential character in the majority of the existing developed areas, with some compatible infill development through secondary dwellings and for comprehensive medium density development within the new Urban growth Areas which will be established as part of the new residential environment and blend in with the suburban residential character and amenity anticipate din these areas.</p>

<b>Appropriateness</b>	The policies and methods are appropriate in that development is provided for in a way that is compatible with the existing and anticipated suburban residential character and amenity.
<b>Alternative 1 – Status Quo retain current Operative Plan Provisions.</b>	<p>Generic policy in relation to residential character amenity, no specific focus on the elements that contribute to that character and amenity. Growth provided for through consolidation of urban area and new urban growth areas.</p> <p>Basic Building Envelope set – relates to height, setbacks, overshadowing.</p> <p>Ability for minor variations to yards and overshadowing to be addressed at building permits stage between neighbours.</p> <p>Most non compliance with permitted activity standards assessed as a Limited Discretionary Activity.</p> <p>Minimum standards of 1/325m<sup>2</sup> per dwelling, gross site area. Can be averaged over a parent site.</p> <p>Minimum yields only apply in West Bethlehem, Pyes Pa West and Papamoa East.</p> <p>Small Medium Rise Areas in the vicinity of the Tauranga CBD and in Pyes Pa West.</p>
<b>Costs</b>	<p>Potential adverse impacts on the maintenance of the suburban residential character and amenity</p> <p>No focus on the elements of suburban residential character on site and within the overall neighbourhood in relation to activities not meeting the permitted activity standards.</p> <p>Cumulative adverse effects of not meeting permitted activity standards cannot be address.</p> <p>Less certainty for residents and developers and potential applicants as to the types of development anticipated in the Zones.</p> <p>Potential adverse impacts on the existing characteristics of residential development through poorly designed infill development.</p> <p>Does not provide for medium density opportunities compatible with suburban residential character and amenity.</p> <p>Does not recognise the requirements of the RPS in relation to the provision of some intensification opportunities in existing residential areas.</p>
<b>Benefits</b>	<p>No change to the current provisions for developers, landowners and residents.</p> <p>Still ability for minor variations to yards and overshadowing to be addressed at building permits stage between neighbours.</p> <p>Provision for shared accommodation.</p>

<b>Risk</b>	The risk of retaining the current provisions is high. The current provisions do not provide certainty for existing residents or potential applicants as to what densities and intensities of development are expected and anticipated in the suburban residential environment of the City. The inability to assess over dense or intense developments with regard to urban design criteria to ensure high quality development can also lead to poor quality of medium density development.
<b>Efficiency</b>	Not efficient – costs outweigh benefits.
<b>Effectiveness</b>	Lesser ability to address the impacts on suburban residential character and amenity, and to fully assess the impacts of over dense and intense developments and to ensure quality urban design within the City’s residential area.
<b>Appropriateness</b>	Not appropriate – not as efficient or as effective as the proposed policies and methods.

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

- Low density residential activity is predominant activity in the Suburban and Large Lot Residential Zones.
- A suburban residential environment characterised by low rise, low density of development with the majority the site being open space.

#### 4.6.3 Monitoring Proposed Plan Provisions

ERE	Indicator	Evaluation of Plan Effectiveness
Low density residential activity is predominant activity in the Suburban and Large Lot Residential Zones.	Average Residential Section Sizes, SmartGrowth Development Trends, undertaken yearly.	Allows analysis of densities within residential areas of the City to assess the level of success in maintaining the 325m <sup>2</sup> nett site area minimum standard in the Suburban Residential Zones.
A suburban residential environment characterised by low rise, low density of development with the majority the site being open space.	Analysis of resource consents - Numbers of resource consents applied for, the nature of the applications granted and for what, and why.  Residents perception survey	Will evaluate how effective the Objective and Policies have been.  Analysis of grant of, and reasons for grant of, consents in the Zones will identify deficiencies in policy approach.  Will evaluate how effective the Objectives and Policies have been from the viewpoint of residents in the area.

#### 4.7 Issue 6: Provision for Urban Marae

Urban marae provide for both marae activities and for associated housing. Development within the marae however could have potentially adverse impacts on residential character and amenity.

##### Issue Statement

There are a number of established marae in the urban area of the City. Marae activities may range from tangi and hui through to the provision of residential accommodation, health, education, recreation and social services. The mix, design and operation of these facilities can be considered unique to marae. There is a potential for this mix of activities to adversely impact on the maintenance of the residential character and amenity of the surrounding area.

In the case of the Ngati Kahu Papakainga Zone the provisions are wider and provide for the mix of rural and residential type activities that are being undertaken on this marae which is on the outskirts of Bethlehem in a recent urban growth area where residential redevelopment is in progress.

##### 4.7.1 Objectives

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

Objective Number	Objective	Appropriateness
14.24.3.1	<p><b>Objective – Urban Marae Community Zone and the Ngati Kahu Papakainga Zone</b></p> <p>a) To recognize and provide for the use and development of marae that meets the evolving needs of their iwi, hapu and whanau.</p> <p>b) To enable tangata whenua to have opportunities to exercise kaitiakitanga over marae resources in their respective hapu areas.</p>	<p>In relation to Part II of the RMA and in particular the purpose of the Act this objective is relevant as it accords with the requirement under Sec 6 RMA for Council to recognise and provide for:</p> <p>(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.</p> <p>And under section 7 RMA for Council have particular regard to;</p> <p>(a) Kaitiakitanga</p> <p>and the requirement under section 8 RMA for persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, to take into account the principles of the Treaty of Waitangi.</p> <p>The objective is useful in that it recognises the evolving nature of</p>

Objective Number	Objective	Appropriateness
		<p>marae and is achievable through land use controls and reasonable in that these controls apply to avoid impacts on the surrounding residential area.</p>
<p><b>14.24.3.2</b></p>	<p><b>Objective – Site Layout and Building Design – Urban Marae Community Zone</b>  Development within the Urban Marae Community Zone provides for the cultural mix of activities within the marae but is still compatible with the existing and anticipated suburban residential character and amenity of the surrounding neighbourhood characterised by space about buildings, on-site open space, provision of sunlight and privacy.</p>	<p>The objective is appropriate in terms of maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment. (section 7)</p> <p>The character and amenity of the Residential Zones is due to the low intensity of on site development of development, the pattern of low-rise buildings and greater separation between buildings on site and between sites.</p> <p>The objective is useful and reasonable as it clearly communicates to decision makers the bulk and scale of development anticipated within the Urban Marae Community Zone and is achievable through controls on permitted land use. It is reasonable in that the bulk and location controls are consistent with controls on all sites in the Residential Suburban Zones.</p>
<p><b>14.24.3.3</b></p>	<p><b>Objective – Site Layout and Building Design – Ngati Kahu Papakainga Zone</b>  Development within the Ngati Kahu Papakainga Zone provides for the cultural mix of activities within the marae, including the Commercial (Wae Wae) Zone, but is still compatible with the existing and anticipated suburban residential character and amenity of the surrounding neighbourhood characterised by space about buildings, on-site open space, provision of sunlight and privacy. Areas of the zone reserved for recreation and</p>	<p>The objective is appropriate in terms of maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment. (section 7)</p> <p>The character and amenity of the Rural Zones is due to the very low intensity of on site development of development, the pattern of low-rise buildings and potential for greater separation between buildings on site and between sites.</p> <p>The objective is useful and reasonable as it clearly</p>

Objective Number	Objective	Appropriateness
	<p>conservation purposes are maintained largely as open space and building and development in these areas is minimal.</p>	<p>communicates to decision makers the bulk and scale of development anticipated within the Rural Marae Zone and is achievable through controls on permitted land use. It is reasonable in that the bulk and location controls are consistent with controls on all sites in the Rural Zones.</p> <p>The objective is appropriate in terms of maintenance and enhancement of amenity values and the maintenance and enhancement of the quality of the environment. (section 7)</p> <p>The character and amenity of the Rural Zone is due to low intensity of on site development of development, the pattern of low-rise buildings and potential for greater separation between buildings on site and between sites.</p> <p>The objective is useful and reasonable as it clearly communicates to decision makers the bulk and scale of development anticipated within the Rural Zone and is achievable through controls on permitted land use.</p>

#### 4.7.2 Policies, Methods and EREs

Objective 14.24.3.1 is achieved through Policy 14.23.3.1.1 Urban Marae Community Zone and the Ngati Kahu Papakainga Zone. The policy sets out that the Urban Marae Community Zone recognises the various activities that take place on a marae, education, health, social services, housing etc and provides for these as permitted activities subject to meeting permitted activity standards.

These policies are achieved through the following methods:

- Provision of a Urban Marae Community Zone around existing urban marae.
- Provision of a Ngati Kahu Papakainga Zone around this existing marae which is on the interface between rural and residential activity.
- Rule 14. 25.1 Activities in the Rural Marae Community Zone and Ngati Kahu Papakainga Zone – which provides for: marae-based activities, including wharenuī,

wharekai; small scale health centres, offices, schools and tertiary education premises, and home based businesses subject to permitted activity standards designed to maintain the suburban residential character and amenity of the site and surrounding sites.

In the Ngati Kahu Papakainga Zone provision for primary production activities to occur within the Zone if desired by the marae community. These activities are subject to the same controls as would apply in the Rural Zone.

Objective 14.24.3.2 is addressed through Policy 14.24.3.2.1 Site and Building Design – Urban Marae Community . The policy seeks to achieve the objective through ensuring separation between buildings, and that buildings are set back from the street in a consistent manner to provide opportunities for landscaping and passive surveillance of the street and that the site design and layout contributes to the overall open nature of the surrounding neighbourhood.

The policy is achieved through

- Rule 14.26.1 Density of Independent Dwelling Units and Shared Accommodation
- Rule 14.26.2 Height and Rule 14.26.3 Overshadowing – which sets a maximum height of 9m to reflect the low-rise development anticipated in the Zone which is compatible with the Suburban Residential Zone and ensures that daylight and sunlight reaches all sites.
- Rule 14.26.4.1 Streetscape – which sets a setback from roads for a consistent open setback with opportunities for planting to ensure an open suburban residential amenity and character.
- Rule 14.26.5 Setbacks which requires separation between buildings on adjoining sites to contribute to the open space on site and in the overall neighbourhood, the visual and aural privacy of neighbours and access for maintenance.
- Subdivision controls in Proposed Chapter 12 (See Section 32 Chapter 12 Subdivision)

Objective 14.23.3.3 is addressed through Policy 14.23.3.3.1 Site Layout and Building Design – Ngati Kahu Papakainga Zone. The policy seeks to achieve the objective through ensuring separation between buildings, that buildings are set back from the road in a consistent manner to provide opportunities for landscaping and passive surveillance of the street and that the site design and layout contributes to the overall open nature of the surrounding neighbourhood.

This policy is achieved through:

- Rule 14.26.1 Density of Independent Dwelling Units and Shared Accommodation
- Rule 14.26.2 Height and Rule 14.26.3 Overshadowing – which sets a maximum height of 9m to reflect the low-rise development anticipated in the Zone which is compatible with the Suburban Residential Zone and ensures that daylight and sunlight reaches all sites. Heights within the area of the site for recreation and conservation are limited to protect the special qualities of these areas.
- Rule 14.26.4.2 Streetscape – which sets a setback from roads of a rural nature at the interface between the rural activities within the Zone and the suburban residential amenity and character on adjoining and adjacent sites.

- Rule 14.26.5 Setbacks which requires separation between buildings on site and on adjoining sites to contribute to the open space on site and in the overall neighbourhood, the visual and aural privacy of neighbours and access for maintenance.
- Subdivision controls in Proposed Chapter 12 (See Section 32 Chapter 12 Subdivision)

<b>Proposed Policies and Methods</b>	<p>Apply an Urban Marae Community Zone to urban marae.</p> <p>Marae based activities, social services and residential activity etc provided for as permitted activities subject to meeting permitted activity standard designed to maintain rural character and amenity for the surrounding rural areas.</p> <p>Permitted activity standards applied to ensure that a suburban residential character and amenity is maintained in relation to the surrounding area.</p>
<b>Costs</b>	Potential adverse impacts on the residential character and amenity of the surrounding residential area.
<b>Benefits</b>	<p>Recognises and provides for the mix of activities within a marae.</p> <p>Recognises the marae as the communal focus point for tangata whenua.</p> <p>Provides for tangata whenua to utilise land assets for housing and the provision of other social services.</p>
<b>Risk</b>	Low – applies only to established marae, provides for the continuation in most cases of already established uses and facilities and extent of urban marae.
<b>Efficiency</b>	The benefits greatly outweigh the small costs of the approach.
<b>Effectiveness</b>	Approach is effective in meeting the objective in that it provide for marae activity while considering its potential adverse impacts on adjoining properties/activities.
<b>Appropriateness</b>	<p>Accords with the requirement under Sec 6 RMA for Council to recognise and provide for:</p> <p>(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.</p> <p>and under section 7 RMA for Council have particular regard to;</p> <p>(a) Kaitiakitanga</p> <p>and the requirement under section 8 RMA for persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, to take into account the principles of the Treaty of Waitangi.</p>

<p><b>Proposed Policies and Methods</b></p>	<p>Retain the Ngati Kahu Papakainga Zone</p> <p>Marae based activities, social services and residential activity etc provided for as permitted activities subject to meeting permitted activity standard designed to maintain the suburban residential character and amenity for the surrounding rural areas.</p> <p>Permitted activity standards applied to ensure that a residential character and amenity is maintained in relation to the surrounding area.</p>
<p><b>Costs</b></p>	<p>Potential adverse impacts on the residential character and amenity of the surrounding residential area.</p>
<p><b>Benefits</b></p>	<p>Recognises and provides for the mix of activities within a marae.</p> <p>Recognises the marae as the communal focus point for tangata whenua.</p> <p>Provides for tangata whenua to utilise land assets for housing and the provision of other social services.</p> <p>Recognises that the marae is at the interface of rural and residential development and providing for rural activities within the Zone to continue.</p>
<p><b>Risk</b></p>	<p>Low – applies only to established marae zone, provides for the continuation in most cases of already established uses and facilities and extent of urban marae.</p>
<p><b>Efficiency</b></p>	<p>The benefits greatly outweigh the small costs of the approach.</p>
<p><b>Effectiveness</b></p>	<p>Approach is effective in meeting the Objective in that it provide for marae activity while considering it potential adverse impacts on adjoining properties/activities.</p>
<p><b>Appropriateness</b></p>	<p>Accords with the requirement under Sec 6 RMA for Council to recognise and provide for:</p> <p>(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.</p> <p>and under section 7 RMA for Council have particular regard to;</p> <p>(a) Kaitiakitanga</p> <p>and the requirement under section 8 RMA for persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, to take into account the principles of the Treaty of Waitangi.</p>

<p><b>Alternative 1 – Apply the Suburban Residential Zoning to urban marae including Ngati Kahu Papakainga Zone.</b></p>	<p>Objectives and policies applying to Suburban Residential Zone – concerned with the maintenance of an open, low density residential character and amenity and with the predominance of residential activities in the Zone with strict controls on non-residential activities.</p>
<p><b>Costs</b></p>	<p>Does not recognise or provide for the mix of activities within a marae.</p> <p>Does not provide for tangata whenua to utilise land assets for housing and the provision of other social services. Does not recognise the existing facilities and activities within the marae.</p> <p>Would require resource consent for extensions to most activities. Costs and delays for tangata whenua.</p>
<p><b>Benefits</b></p>	<p>Would be subject to the same controls as would apply in the surrounding residential area to maintain the suburban residential character and amenity of Zone.</p>
<p><b>Risk</b></p>	<p>High risk – Urban Marae Community Zoning is a long standing method of providing for marae and their mix of activities. The Zone only applies to existing marae provides for the continuation in most cases of already established uses and facilities. The Ngati Kahu Papakainga Zone specifically provides for this marae at the interface between rural and residential areas.</p>
<p><b>Efficiency</b></p>	<p>Not efficient costs – outweigh benefits</p>
<p><b>Effectiveness</b></p>	<p>Not effective – high risk approach does not recognise the very different built environment and activities that occur on a marae.</p>
<p><b>Appropriateness</b></p>	<p>Does not accord with the requirement under Sec 6 RMA for Council to recognise and provide for:</p> <p>(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.</p> <p>and under section 7 RMA for Council have particular regard to;</p> <p>(a) Kaitiakitanga</p> <p>and the requirement under section 8 RMA for persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, to take into account the principles of the Treaty of Waitangi.</p>

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

### 4.7.3 Monitoring Proposed Plan Provisions

- Marae activities continue with the Zones with the majority of activities not requiring resource consent.
- Establishment of papakainga in the Zones.

ERE	Indicator	Evaluation of Plan Effectiveness
Marae activities continue with the Zone with the majority of activities not requiring resource consent.	Consents received for activities in the Urban Marae Community Zone or Ngati Kahu Papakainga Zone, for what, whether granted and why.	Will evaluate how effective the Objective and Policies and methods have been.
Establishment of papakainga in the Urban Marae Community Zone or Ngati Kahu Papakainga Zone.	Number of consents received and granted for papakainga development in Urban Marae Community Zone or Ngati Kahu Papakainga Zone.	Will partially evaluate how effective the Objective and Policies and methods have been.  A low level of papakainga development will not necessarily reflect the effectiveness of the policy approach. A low rate of establishment may reflect the time required for trusts to be established, requirements of the Te Ture Whenua Act to be met and the gathering of funding for such developments.

### 4.8 Issue 7: Rezoning of Urban Growth Areas.

Unplanned subdivision, use of development of urban growth areas has the potential to adversely affect the environment and inhibit the efficient and cost effective provision of infrastructural services.

#### Issue Statement

Urban growth areas provide for the ongoing supply of land for urban purposes particularly for residential growth. However the redevelopment of these rural areas can have adverse impacts on the environment.

This is a significant resource management issue in that it relates to the sustainable management of natural and physical resources. The objective seeks to sustain the potential of the City's residential land resource to meet the foreseeable needs of future generations as well as ensuring the efficient use and development of natural and physical resources (section 7(b)), the maintenance and enhancement of amenity values (section 7(c)), the maintenance and enhancement of the quality of the environment (section 7(f)) and has regard to finite characteristics of natural and physical resources (section 7(g)). Redevelopment of urban growth areas can also impact on the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga (section 6e), kaitiakitanga (section 7a) and the requirement under section 8 RMA for persons exercising functions and powers under it, in relation to managing the use, development, and

protection of natural and physical resources, to take into account the principles of the Treaty of Waitangi.

Under the RPS Council must also ensure that this re development is sequences in a way that integrates with the long-term planning and funding mechanisms of local authorities, central government agencies, and network utility providers and operators. The structure, timing and sequencing of new urban development must also support and be co-ordinated with the development, funding, implementation and operation of the transport and other infrastructure serving the area. A minimum Net Yield of 15 Dwellings per hectare of Greenfield development is also required. A Structure Plan for each area is required that has regard to the New Zealand Urban Design Protocol (March 2005) Key Urban Design Qualities.

Three new urban growth areas are proposed to be rezoned through this Plan Review, one area at Northwest Bethlehem, another in the Hastings Road area, and a third area in the vicinity of Kennedy Road. All three areas have been identified as urban growth areas in previous growth planning with the time frames for their development identified in SmartGrowth as follows:

- Northwest Bethlehem to be available for development by 2011
- Pyes Pa West Urban Growth Area to be available for development by 2006 (Kennedy Road and Hastings Road are an extension of this Urban Growth Area). Hastings and

In preparing the Urban Growth Plans for these areas which will guide redevelopment regard has been had to identifying impacts of the redevelopment on all of these matters and the matters to be had regard to under the RPS.

In each urban growth area specialist technical information in relation to land suitability, archaeological research, traffic management was obtained. Consultation was undertaken with hapu of the areas. In house project teams utilised this information and applied good urban design practice in developing the Urban Growth Plans including infrastructure planning.

The following table summarises how each Urban Growth Plan was developed to meet the required considerations.

<b>Proposed Urban Growth Area</b>	<b>Technical Report Information Summary and Urban design Considerations Summary</b>	<b>Elements of Proposed Urban Growth Plan to address matters identified</b>
<b>NorthWest Bethlehem</b>	<p><b>Archaeological:</b> Five of six previously recorded sites were located. Houhainga Pa Site identified.</p> <p><b>Land Suitability:</b> Identified areas suitable for conventional urban development, areas limited for conventional urban development due to flooding</p>	<p><b>Archaeological:</b> Historic Reserve proposed to encompass the Houhainga Pa Site.</p> <p><b>Land Suitability:</b> Areas suitable for conventional development proposed to be rezoned Suburban Residential, areas subject to flooding hazards or compressible soils zoned Rural Residential. Building</p>

<b>Proposed Urban Growth Area</b>	<b>Technical Report Information Summary and Urban design Considerations Summary</b>	<b>Elements of Proposed Urban Growth Plan to address matters identified</b>
	<p>hazards or compressible soils, or slope /slippage concerns including recommended setback from escarpments.</p> <p><b>Traffic:</b> Upgrades identified as being needed to existing local roading network, no more than minor effects to the State Highway Network.</p> <p><b>Urban Design:</b> Considered connectivity of transport links, recreation links, context of site and orientation of potential lots, preservation of views from escarpment for all residents of the development</p> <p><b>Funding:</b> Development contributions identified</p>	<p>setback from escarpments proposed.</p> <p><b>Traffic:</b> Development contributions will be payable in relation to this upgrade.</p> <p><b>Urban Design:</b> Internal circular roading pattern to ensure best circulation around site helps to ensure grid pattern of development in future. Walkways identified along escarpment to connect to proposed reserve areas and provide for preservation of the natural of the escarpment.</p> <p><b>Funding:</b> Development contributions will be payable for trunk services (excluding water), reserves.</p>
<p><b>Hastings Road</b></p> <p>Infrastructure already considered as part of the development of the Pyes Pa West Urban Growth Area development.</p>	<p><b>Archaeological:</b> Two middens identified.</p> <p><b>Land Suitability:</b> Identified areas suitable for conventional urban development, areas limited for conventional urban development due to flooding hazards or compressible soils, or slope stability issues .</p> <p><b>Traffic:</b> Access to be closed to state Highway, only access proposed to be through the adjoining Grasshopper development. Otherwise minimal effect no more than minor effects to the State Highway Network.</p> <p><b>Urban Design:</b> Considered connectivity of transport links, recreation links, context of site and orientation of potential lots.</p>	<p><b>Archaeological:</b> Most significant features proposed to be encompassed within the local feature.</p> <p><b>Land Suitability:</b> Areas suitable for conventional development proposed to be rezoned Suburban Residential, areas subject to flooding hazards or compressible soils or slope stability issues proposed to be zoned Rural Residential.</p> <p><b>Traffic:</b> Access to be closed to state Highway, only access proposed through the adjoining Grasshopper development.</p> <p><b>Urban Design:</b> Archaeological features proposed to be encompassed within the local reserve.</p> <p>Connections through to local shops in the Grasshopper Development.</p> <p><b>Funding:</b> Development contributions</p>

Proposed Urban Growth Area	Technical Report Information Summary and Urban design Considerations Summary	Elements of Proposed Urban Growth Plan to address matters identified
	<p><b>Funding:</b> Development contributions identified</p>	<p>will be payable for trunk services, reserves.</p>
<p><b>Kennedy Road</b></p> <p>Infrastructure already considered as part of the development of the Pyes Pa West Urban Growth Area development.</p>	<p><b>Archaeological:</b> No specific features identified</p> <p><b>Land Suitability:</b> Identified areas suitable for conventional urban development, areas limited for conventional urban development due to compressible soils, or slope /slippage concerns.</p> <p><b>Traffic:</b> Upgrades identified as being needed to existing local roading network, no more than minor effects to the State Highway Network.</p> <p><b>Urban Design:</b> Considered connectivity of transport links, recreation links, context of site and orientation of potential lots.</p> <p><b>Funding:</b> Development contributions identified</p>	<p><b>Archaeological:</b> No specific features identified</p> <p><b>Land Suitability:</b> Areas suitable for conventional development proposed to be rezoned Suburban Residential, areas subject to compressible soils or slippage/slope concerns zoned Large Lot Residential.</p> <p><b>Traffic:</b> Development contributions will be payable in relation to this upgrade.</p> <p><b>Urban Design:</b> Greenbelt Zone applied to natural drainage area to provide for stormwater management.</p> <p>Walkways identified along Greenbelt Zone</p> <p>Internal roading pattern to ensure best circulation around site, helps to ensure efficient grid pattern of development in future.</p> <p>Connections through to local shops in the Grasshopper Development. Road link walkway connection into Molloy Rise</p> <p><b>Funding:</b> Development contributions will be payable for trunk services, reserves.</p>

#### 4.8.1 Objectives

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

<p><b>14.2.1.1</b></p>	<p><b>Objective – Urban Form and Sustainable Management of the Residential Land Resource</b>  Residential greenfield, infill development and intensification for an integrated, liveable and sustainable community, incorporates high quality urban design outcomes, maintains and enhances landscape character and amenity, and provides a variety of forms of low, medium and high density residential development that:</p> <p>a) occurs in an orderly, efficient and integrated manner;</p> <p>and</p> <p>b) Minimises adverse environmental effects of development on water and soil quality, land stability, amenity, landscape character and the transport network.</p>	<p>In relation to Part II of the RMA and in particular the purpose of the Act this objective is relevant in that it supports the key elements of sustainable management of natural and physical resources. The objective seeks to sustain the potential of the City’s residential land resource to meet the foreseeable needs of future generations as well as safeguarding the life supporting capacity of soils.</p> <p>The objective also ensures the efficient use and development of natural and physical resources (section 7(b)), the maintenance and enhancement of amenity values (section 7(c)), the maintenance and enhancement of the quality of the environment (section 7(f)) and has regard to finite characteristics of natural and physical resources (section 7(g)).</p> <p>The objective is also relevant in that it gives effect to the RPS and the management of growth through a mixture of managed intensification and greenfield development.</p> <p>The objective is useful because it provides clarity over the long term use of the land resource and the process by which this will be effective and efficiently redeveloped and by setting out the factors to be considered in terms of potential adverse effects.</p> <p>The objective is achievable through zoning techniques and accompanying plan provisions which address the different residential environments anticipated within the City.</p> <p>The objective is reasonable as it provides for a variety of residential development opportunities within the City provided that the factors set out in the Objective are addressed.</p>
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<b>Proposed Rezoning for Urban Purposes</b>	Rezone land in the urban Growth Area of NorthWest Bethlehem, Hastings Road and Kennedy Road for urban residential purposes.
<b>Costs</b>	Potential impacts on landowners wishing to remain in rural zoning and activities.
<b>Benefits</b>	<p>Consistent with the RPS requirements .</p> <p>Provides for the on going supply of residential land.</p> <p>Impacts on natural character, heritage values and infrastructure addressed through proposed zoning pattern.</p> <p>Ensures that the minimum net yield requirements of the RPS are met.</p> <p>Provides for a variety of densities of development within the City.</p> <p>Specific medium density development opportunities introduced – comprehensive development approach allows the entire development to be assessed at outset of development with regard to urban design assessment criteria to ensure a quality urban environment. Provided for through specific zoning in existing areas and as part of initial development of urban growth areas – greater certainty for residents as to where these developments are likely to occur.</p>
<b>Risk</b>	Low risk – enables the requirements of the RPS to be met in a way that reduces potential adverse impacts on natural character, heritage values and provides for a mixture of medium and low density development in new urban growth areas to be established as part of the overall residential character and amenity. High density development provided for in locations consistent with good urban design practice.
<b>Efficiency</b>	Benefits outweigh costs
<b>Effectiveness</b>	Gives effect to the growth management policies of the RPS.
<b>Appropriateness</b>	Appropriate in that it provides for the sustainable management of the City's urban land resource in accordance with the RMA purpose and principles. Gives effects to the RPS. Provides for the maintenance and enhancement of a range of residential character and amenity and residential choice and opportunities in the City.

<b>Alternative 1 – Retain Rural Zoning</b>	Proposed Rural Chapter Objective, Policies and Provisions will apply to the land.
<b>Costs</b>	Uncertainty for landowners as to the timeframe for rezoning.

	Inconsistent with the RPS requirements and SmartGrowth Strategy. Pressure for intensification of existing suburban residential areas with potential adverse impacts. Reduction in medium density development opportunities.
<b>Benefits</b>	Rural zoning and activities could still continue.
<b>Risk</b>	High risk – does not requirements of RPS or SmartGrowth.
<b>Efficiency</b>	Costs outweigh benefits
<b>Effectiveness</b>	Not effective – does not achieve the objective.
<b>Appropriateness</b>	Not appropriate Due to being inconsistent with the RPS requirements and SmartGrowth Strategy. Likely to lead to pressure for intensification of existing suburban residential areas with potential adverse impacts. Reduction in medium density development opportunities.

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

- Release of Urban Growth Areas in accordance with the staging and time frames set out in the RPS.
- A variety of high, medium and low density residential opportunities within the City.

#### 4.8.2 Monitoring Proposed Plan Provisions

ERE	Indicator	Evaluation of Plan Effectiveness
Release of Urban Growth Areas in accordance with the staging and time frames set out in the RPS.	Residential Growth Sequencing - SmartGrowth Development Trends, undertaken yearly.	Enables tracking of the sequencing and release of land within the urban Growth Area to ensure that the requirements of the RPS and the provisions of the Plan designed to give effect to the RPS are being met.
A variety of high, medium and low density residential opportunities within the City.	Residential Lots created and Dwelling Consents issued - SmartGrowth Development Trends, undertaken yearly.  Average Residential Section Sizes - SmartGrowth Development Trends, undertaken yearly.	Enables tracking of the types of residential growth occurring within the City.

## 5. RECOMMENDED OBJECTIVES, POLICIES AND METHODS

The resource management issues identified for the Residential Zones as outlined above are recommended to be addressed in accordance with Councils duties under the RMA including the development of a District Plan as follows:

- Urban development within the City and provision for a variety of forms of low, medium and high density development will be achieved through the planned and managed release of urban growth areas, implemented through a distribution of residential zonings.
- These urban growth areas will be in locations consistent with the growth management policies of the RPS; that can be efficiently serviced in a financial sustainable manner; will avoid potential adverse impacts on landscape character and primary production activities and avoid areas where natural hazards cannot be adequately mitigated.
- A distribution of residential zonings that are consistent with the growth management policies of the Bay of Plenty Regional Policy Statement and provide for a range of high, medium and low density environment and types of residential opportunities.
- Specific Residential Zones: High Density Residential, City Living, Suburban Residential, Large Lot Residential and Urban Marae Community Zone Marae have additional specific policy direction in relation to the use, development and subdivision within these Zones according to each Zone's characteristics additional purposes.
- Plan Provisions relating to density, bulk and location and site design to maintain the environment identified in policy for each specific Zone.
- Residential activity the predominant activity in the Residential Zones with provision for:

Ancillary residential use and small scale home based businesses as a permitted activity.

Marae and mix of marae activities provided for through specific zoning

A limited range of community support activities being health centres, schools, tertiary education premises and churches are provided for as discretionary activities to ensure that their establishment is compatible with the amenity of the residential zone in which they seek to establish.

A Non - Complying activity status applies to activities not meeting the permitted activity conditions or activities not anticipated within the zone so that matters of policy and environmental effects can be considered rigorously.