CENTRAL HAWKE'S BAY DISTRICT COUNCIL

Section 32 Evaluation Report – Waipukurau South Development Area

Central Hawke's Bay District Council



Contents

Executive Summary....1
Introduction....2
Proposed Changes....2
Statutory & Policy Context....3
The Resource Management Act....3
National Direction....4
Regional Policy Statement & Regional Plans....7
Background to the Proposal....11
District Plan (Operative in Part, 2024)....11
Funding....12
Purpose and objective of the Plan Change....13
Resource Management Issues....14
Housing Land Demand and Supply....14
Housing typology....14
Ecology....15
Natural Hazards....15
Reverse Sensitivity....16
Transport....16
Three Waters....17
Cultural Values....18
Structure Plan....18
Consultation....19
Section 32 Evaluation....20
Are the Objectives the Most Appropriate Way to Achieve the Purpose of the RMA?....20
Are the Provisions the Most Appropriate Way to Achieve the Objectives?....26
Evaluation of proposed policies and methods for each option....28
Section 32 Conclusion....33
Adequacy of Information and Risks of Acting or Not Acting....33
Quantification....33
Summary and Conclusion....33

Appendices

Appendix A - Three Waters Servicing Requirements

Appendix B - Cultural Report

Appendix C - Wetland Assessment

Appendix D - Natural Hazards

Appendix F - Integrated Transport Assessment

Appendix G - Urban Design Response

Executive Summary

This report provides a summary evaluation under Section 32 of the Resource Management Act 1991 (RMA) for the proposed Waipukurau South Development Area (WSDA). The proposal introduces a new Chapter into the Central Hawke's Bay District Plan (Operative in Part 2024) (District Plan) to guide residential development within the WSDA.

The plan change seeks to enable integrated urban development supported by essential infrastructure upgrades. While the National Policy Statement on Urban Development (NPS-UD) does not formally apply to Central Hawke's Bay District, its principles have been considered to ensure best practice in long-term urban planning.

The WSDA encompasses 54 hectares of land located about one kilometre south of Waipukurau's town centre and is currently zoned General Residential. Despite longstanding residential zoning, limited servicing capacity for water, wastewater, and stormwater has restricted large-scale development.

The Central Hawke's Bay District Council (CHBDC) received $10.9 million from the Government's Infrastructure Acceleration Fund (IAF) in 2021 to undertake essential infrastructure upgrades within the WSDA, including transport, wastewater, water supply, and stormwater systems. This plan change introduces a Structure Plan and new provisions in the District Plan within a Development Area Chapter (DEV1) to ensure that land use, infrastructure, and design outcomes are aligned and coordinated.

The Plan Change responds to the following key resource management issues:

- Enable a wider range of housing options, including duplexes.
- Addresses water, wastewater, and stormwater limitations through new standards.
- Mitigate adverse effects of development on the safety and efficiency of the surrounding road network and promotes upgrades to improve roading, cycle and walking connectivity.
- Protects and enhances natural inland wetlands through integrated reserve and stormwater design.
- Recognise and provide for cultural values.

Two main options were considered as part of the Plan Change. The first option was to retain the existing General Residential Zone (GRZ) which includes some particular provisions for the WSDA area. The second option was to introduce the DEV1 chapter and associated structure plan and provisions. This evaluation concludes that the DEV1 framework is the most efficient and effective means of achieving sustainable, well-serviced urban growth. It delivers clear environmental, economic, social, and cultural benefits that outweigh any costs, with minimal risks associated with implementation.

Overall, the proposed WSDA provisions provide an appropriate, evidence-based approach to facilitate housing development in a coordinated, resilient, and culturally responsive manner, consistent with the purpose and principles of the RMA.

Introduction

This report presents the summary evaluation of the proposed WSDA chapter in the District Plan in accordance with Section 32 of the Resource Management Act 1991 (RMA).

Within the District Plan, this area is identified as the Waipukurau South Precinct (WSP) on the Planning Maps. With the exception of a few discrete provisions, the GRZ provisions apply. These GRZ provisions do not achieve the outcomes now sought for the WSP, particularly in relation to the delivery of infrastructure and ensuring a well serviced and well-integrated residential development with a high standard of urban amenity and a range of housing typologies.

The Proposal is to introduce a new WSDA Chapter (DEV1) in the District Plan that will apply to the WSP area. The purpose of the new chapter is to address the resource management issues affecting the site and enable greater residential development to occur in a planned and integrated manner with the provision of infrastructure.

For the purposes of this Section 32 evaluation, references to the provisions or analysis associated with the proposed plan change use the term WSDA. References to the operative planning framework, as set out in the District Plan, use the term WSP. It is important to note that the physical extent of the site remains unchanged; the difference in terminology is used solely to distinguish between the operative provisions and those proposed through this plan change which reflect that the provisions are proposed as part of a new Development Area Chapter.

Proposed Changes

The Proposal involves the following changes to the District Plan:

Part 1 – Introduction and General Provisions – How the Plan Works[1]:

- General Approach, Part 3 – Area Specific Matters: A new paragraph is added to explain Development Areas. The text is based on the description of Development Areas in the National Planning Standards;

- Relationship between spatial layers: A new heading is added to explain Development Areas. The text is based on the description of Development Areas in the National Planning Standards. The Waipukurau South Development Area is listed as DEV1;

Part 2 – District Wide Matters – UFD – Urban Form and Development:

- Amend text included in the UFD introduction to reflect the updated Waipukurau South Development Area and associated provisions;

Part 3 – Area-Specific Matters:

- New chapter 'DEV1 – Waipukurau South Development Area' to be added under a new heading 'Development Areas', to be inserted after 'IND – Industrial zones' and before 'Designations';

[1] Changes to Part 1 are subject to timing of the Golden Hills plan change, noting some of these changes are also proposed by the Golden Hills draft consent order. Whether the changes are introduced through this plan change or the Golden Hills proposal will depend on the relative timing of the two matters.

Planning Maps:

- Amend the planning maps to include an outline of the 'Waipukurau South Development Area'.

Consequential amendments:

- Delete references to Waipukurau South Precinct (WSP) and replace with Waipukurau South Development Area where necessary.

Delete the following Standards:

- GRZ-S1(3);
- GRZ-S16 Impervious Surfaces;
- GRZ-AM11.

Statutory & Policy Context

The Resource Management Act

The RMA sets out in section 31 the functions of territorial authorities. The key function for the District Council is the integrated management of the use, development, or protection of land and associated natural and physical resources of the district. 'Natural and physical resources' includes all parts of the natural environment, including air, water, soil, and ecosystems (natural resources) throughout the District.

Section 31(1)(aa) of the RMA requires every local authority to establish, implement and review objectives, policies and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district.

Section 5 sets out the purpose of the RMA, which is to promote sustainable management of natural and physical resources and this is explained more in section 5(2).

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

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

Sections 6 and 7 of the Act set out principles of national importance and other matters in which the Council shall recognise and provide for, or have particular regard to, when preparing a Plan Change. Section 8 requires Council to take into account the principles of the Treaty of Waitangi. Section 31 of the RMA further requires Councils to control any actual or potential effects of the use, development or protection of land and associated natural and physical resources of the district.

Section 75(3) of the Resource Management Act directs that district plans must give effect to any relevant National Policy Statements (NPSs) and National Environmental Standards (NESs), and to the Regional Policy Statement (RPS).

All of the above matters are relevant when considering the Proposal and are assessed in Section 7 below.

National Direction

As outlined below, the Central Hawkes Bay District Council is not required to implement the NPS-UD. However, the principles of the NPS-UD have been considered to ensure best practice in long-term urban planning. The National Policy Statement for Natural Hazards is also relevant to this proposal and is discussed further below.

National Policy Statement on Urban Development 2020

Section 1.3 (in Part 1) of the NPS-UD states that it applies to:

(a) all local authorities that have all or part of an urban environment within their district or region (ie, tier 1, 2 and 3 local authorities); and
(b) planning decisions by any local authority that affect an urban environment.

An 'urban environment' is defined in the NPS-UD as:

> *"Urban environment means any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:*
> *(a) is, or is intended to be, predominantly urban in character; and*
> *(b) is, or is intended to be, part of a housing and labour market of at least 10,000 people".*

Tier 1 and Tier 2 local authorities are listed in the Appendix to the NPS-UD. Central Hawke's Bay District Council is not listed in the Appendix.

A 'Tier 3' local authority is defined in the NPS-UD as:

> *"tier 3 local authority means a local authority that has all or part of an urban environment within its region or district, but is not a tier 1 or 2 local authority, and tier 3 regional council and tier 3 territorial authority have corresponding meanings."*

The three towns of Ōtāne, Waipawa and Waipukurau collectively do not exceed a population of 10,000 people and therefore they do not fall within the definition of an "urban environment". Given the small population size they cannot be described as being "predominantly urban in character". Given this, the Council is not a 'Tier 3 local authority' and the NPS-UD does not apply to it.

Regardless of there being no requirement for the Council to apply the NPS-UD, the NPS-UD includes relevant objectives and policies that the Plan Change can still have regard to, particularly in taking a long-term approach to planning for urban development in the District.

The NPS-UD 2020 includes eight objectives and eleven policies. Essentially, the objectives are for local authorities to:

1. Provide well-functioning urban environments that enable people and communities to provide for their social, economic and cultural wellbeing, and for their health and safety, now and into the future (Objective 1)

2. Make planning decisions that improve housing affordability by supporting competitive land and development markets (Objective 2)

3. Have district plans that enable more people to live in areas of an urban environment in which one or more of the following apply:
   - the area is in or near a centre zone or other area with many employment opportunities

- the area is well-serviced by existing or planned public transport
- there is high demand for housing or for business land in the area, relative to other areas within the urban environment (Objective 3)

4. Provide for New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations (Objective 4)

5. Ensure planning decisions relating to urban environments take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) (Objective 5)

6. Ensure local authority decisions on urban development that affect urban environments are:
   - integrated with infrastructure planning and funding decisions; and
   - strategic over the medium term and long term; and
   - responsive, particularly in relation to proposals that would supply significant development capacity (Objective 6)

7. Have robust and frequently updated information about their urban environments and use it to inform planning decisions (Objective 7)

8. Have urban environments that support reductions in greenhouse gas emissions and are resilient to the current and future effects of climate change (Objective 8).

While not directly relevant to Central Hawke's Bay, these matters have nevertheless been considered.

National Policy Statement for Natural Hazards 2025

This newly released national policy statement requires decision makers to apply a risk-based, proportionate approach when considering natural hazard risks to people and property from subdivision and development.

Section 1.3 outlines the application. Active faults are listed as an applicable natural hazard with the policy direction applying to all activities managed under the Resource Management Act, with the exception of Infrastructure and primary production. Section 1.3(5) states that this NPS does not override any existing use rights that may apply under section 10 of the Act.

The objective of the NPS-NH is that "*Natural hazard risk to people and property associated with subdivision use and development is managed using a risk-based approach*".

As described below, natural hazard risk assessments have been undertaken by Opus and Tonkin & Taylor, which identify fault avoidance zones on the WSP area. Based on those reports, the level of risk is not assessed as "very high natural hazard risk" and therefore the risk is not required to be avoided outright (Policy 3).

Importantly for this plan change, there is no expected change in the risk profile, as the area is already zoned for residential use and the plan change is directed at the form of that use, rather than its introduction. Hazards on the site will continue to be managed as for other residential areas in the Plan which include the application of the NH – Natural Hazards section.

Notably, Part 4, cl 2, provides that local authorities are not required to initiate changes to district plans for the sole purpose of giving effect to the NPS-NH. Any changes to fully reflect the NPS-NH would most likely be to the Natural Hazards section of the Plan, rather than implemented in relation to a single area, however such changes are not required (and in fact are currently prevented by the 'plan stop' provisions recently inserted into the RMA).

Natural hazard risk is also appropriately managed through assessment at the time of subdivision and development, which now includes consideration of the NPS-NH. It is also noted that s 106A RMA now applies in addition to s 106 to allow conditions to be imposed, or consent declined, where natural hazard risk of a land use consents, as well as a subdivision consent, cannot be appropriately managed.

Given the lack of change of underlying zoning or risk profile, it is considered that the plan change is consistent with the NPS-NH.

National Policy Statement – Freshwater Management

The following policy is relevant to the plan change:

> *3.5(4) Every territorial authority must include objectives, policies, and methods in its district plan to promote positive effects, and avoid, remedy, or mitigate adverse effects (including cumulative effects), of urban development on the health and well-being of water bodies, freshwater ecosystems, and receiving environments.*

The northern portion of the development area has been assessed by ecologists for the presence of a wetland as aerial maps show consistent wet ground in particular locations. The result of this survey and resulting structure plan is to map the wetlands and set the large wetland aside as reserves. Other smaller areas of wetland can be managed at the consenting stage through application of the NES-Freshwater.

In respect of the above requirement of the NPS-FM, the proposal includes an objective that wetlands of the site are protected and enhanced through the creation of reserves and development design. Subdivision standards requires development to be in accordance with the Structure Plan that has all the wetlands identified and the largest set aside as a reserve. Assessment matters are included to ensure structure plan outcomes are delivered.

The proposal therefore is in accordance with the requirements of the NPS-Freshwater.

National Planning Standards

The first set of National Planning Standards (NPS) were released in April 2019. Their purpose is to improve consistency in district plan and policy structure, format, and content. The Proposed Plan has been prepared using the NPS.

Under the NPS, Development Areas are provided for, with their function being as follows:

A development area spatially identifies and manages areas where plans such as concept plans, structure plans, outline development plans, master plans or growth area plans apply to determine future land use or development. When the associated development is complete, the development areas spatial layer is generally removed from the plan either through a trigger in the development area provisions or at a later plan change.

If used, the Development Areas heading must be included and each development area must be a separate chapter. Development Areas must be identified with 'DEV', followed by a sequential number, a space, a dash, a space, the development area's unique name, a space, and 'development area'. The provisions will reflect the required format.

National Environmental Standards

NES – Detached Minor Residential Units (NES-DMRU)

The NES-DMRU introduces standards aimed at simplifying the process for building detached minor residential units, also referred to as Granny Flats, with certain conditions needing to be met in order to be permitted. An assessment of the new standards against the District Plan density standards shows that further development densities will be enabled through the NES-DMRU. The proposed provisions in the WSDA are to guide subdivision and the additional standards introduced are not in conflict with the NES-DMRU.

NES for Assessing and Managing Contaminants in Soil (NESCS) and NES Freshwater 2020

The NESCS and the NES-FM (2020) are relevant to the site. They set out how development must be managed within or in close proximity to wetlands and how potentially contaminated land is to be assessed and managed. These standards will apply to future resource consents processes to enable development on the site and are therefore not considered further below.

Regional Policy Statement & Regional Plans

Hawke's Bay Regional Resource Management Plan (containing the Regional Policy Statement)

Under Section 75(3)(c) of the RMA, the District Plan must give effect to a Regional Policy Statement (RPS). The RPS for the Hawke's Bay region also provides a list of other matters for the territorial authorities to consider during preparation of any rezoning or structure planning for urban development of land within the Region. These matters essentially aim to confirm the suitability of an area for urban development purposes.

While this plan change does not involve rezoning land, an assessment of the structure plan and chapter provisions has been undertaken against the matters listed in Policy UD12.

Policy UD12 Subsections	Assessment of Consistency
Policy UD12: In preparing or assessing any rezoning, structure plans, or other provisions for the urban development of land within the Region, territorial authorities shall have regard to:	
a) The principles of the New Zealand Urban Design Protocol (Ministry for the Environment, 2005);	The Structure Plan has been informed by an urban design report (Appendix F). The report states that the proposed layout, location of stormwater basins and open space network have been determined to support an urban character that responds to the existing residential areas surrounding the site and the housing needs in respect to population growth.

b) New Zealand Standard NZS4404:2010 Land Development and Subdivision Infrastructure, and subsequent revisions;	The Council uses the Land Development and Subdivision Infrastructure (NZS 4404: 2010) and the Hastings District Council Engineering Code of Practice (and any future amendments) as methods to assess detailed engineering requirements for subdivision consent applications. These Codes of Practice are therefore referred to in the Methods but are not part of the District Plan.
c) Good, safe connectivity within the area, and to surrounding areas, by a variety of transport modes, including motor vehicles, cycling, pedestrian and public transport, and provision for easy and safe transfer between modes of transport;	The proposed Waipukurau South Development Area Structure Plan and DEV1 provisions provide for new public roads to serve vehicular traffic as well as opportunities for passive recreation and connection throughout the area through walkways and reserves.
d) Location within walkable distance to community, social and commercial facilities;	The WSDA is contiguous and within the existing urban area of Waipukurau. The estimated walking distance to the Waipukurau CBD is 10 minutes. It is approximately 1km from the proposed road connection with Pōrangahau Road to the intersection of Pōrangahau Road and Ruataniwha Street (SH2). Such distance enables walking as a viable transport option to CBD services. In addition to this, the proposed reserves and walkways will mean that recreational services will be available within the development itself at a walkable distance for residents.
e) Provision for a range of residential densities and lot sizes, with higher residential densities located within walking distance of commercial centres;	The Structure Plan is based on a 500m2 density the development. The new NES-DMRU allows for greater density for minor residential units (or granny flats) as a permitted activity. The assessment matters guide the design of duplex units in appropriate places nearest to the town centre.
f) Provision for the maintenance and enhancement of water in waterbodies, including appropriate stormwater management facilities to avoid downstream flooding and to maintain or enhance water quality;	The entire stormwater management system is being designed to retain stormwater to pre development levels. The area is low lying so four separate ponds are needed. The first two have been constructed and contain native planting within and on the pond edges. The northern ponds are being designed to not interfere with the functioning of the wetland.
g) Provision for sufficient and integrated open spaces and parks to enable people to meet their recreation needs, with higher levels of public open space for areas of higher residential density;	The Structure Plan includes significant provision of reserves, walkways and areas of open space in accordance with the landscape values of the site and to work in with the natural features of the site.

h) Protection and enhancement of significant natural, ecological, landscape, cultural and historic heritage features;	The Cultural Report in Appendix B supports the management of stormwater as proposed. While there are no specific sites of cultural significance in the area is described as once a 'watery landscape' where kai would have been gathered. The protection of the wetland as a reserve is supported by mana whenua. The structure plan layout protects natural features.
i) Provision for a high standard of visual interest and amenity;	The Structure Plan, with the roading layout and associated areas of open space and reserves will result in high levels of amenity and visual interest. Further to this, a number of DEV1 assessment matters seek a high standard of visual amenity and interest from future subdivision, including: DEV1-AM3 and DEV1-AM8. As well as policy DEV1-P5
j) Provision for people's health and well-being through good building design, including energy efficiency and the provision of natural light;	The east- west orientation of roads lends itself to future house design with good solar access. The significant provision of reserves and walkways available for passive recreation and transportation connections will also be of benefit to the health and well-being of future residents.
k) Provision for low impact stormwater treatment and disposal;	The proposed stormwater design is based on low impact stormwater treatment and disposal as is explained in f) above.
l) Avoidance, remediation or mitigation of reverse sensitivity effects arising from the location of conflicting land use activities;	The area is already zoned general residential and is largely adjacent to areas also zoned general residential. There is Rural Zone land to the south that is semi rural in nature due to past subdivision providing an appropriate buffer.
m) Avoidance of reverse sensitivity effects on existing strategic and other physical infrastructure, to the extent reasonably possible;	The area is sufficiently separated from potentially incompatible existing strategic infrastructure such as the Waipukurau wastewater treatment plant to avoid reverse sensitivity effects.
n) Effective and efficient use of existing and new infrastructure networks, including opportunities to leverage improvements to existing infrastructure off the back of proposed development;	Future subdivision will provide development contributions to fund network infrastructure improvements and the DEV1 provisions seek that development connects to the infrastructure networks to ensure efficient use where capacity is available.
o) Location and operational constraints of existing and planned strategic infrastructure;	The structure plan has been designed to ensure development is well integrated into planned infrastructure. The DEV1 standards ensure that Council is informed early on landowner development plans so that any constraints can be addressed up front.

p) Appropriate relationships in terms of scale and style with the surrounding neighbourhood; and	The area is already zoned residential so the scale of development at this location is anticipated.
q) Provision of social infrastructure	There are two primary schools in the vicinity. Health NZ have informed Council that there is currently sufficient capacity within the health system to cater for local needs and that this is being monitored. The ample areas of open space and reserve land for passive recreation will help provide for the social well-being of residents.

The following objective is also relevant to this plan change with these matters also traversed in the table above.

OBJ1 To achieve the integrated sustainable management of the natural and physical resources of the Hawke's Bay region, while recognising the importance of resource use activity in Hawke's Bay, and its contribution to the development and prosperity of the region.

OBJ UD1 Establish compact, and strongly connected urban form throughout the Region, that:

- *a) achieves quality built environments that:*
  - *i. provide for a range of housing choices and affordability,*
  - *ii. have a sense of character and identity,*
  - *iii. retain heritage values and values important to tangata whenua,*
  - *iv. are healthy, environmentally sustainable, functionally efficient, and economically and socially resilient, and*
  - *v. demonstrates consideration of the principles of urban design;*
- *b) avoids, remedies or mitigates reverse sensitivity effects in accordance with objectives and policies in Chapter 3.5 of this plan;*
- *c) avoids, remedies or mitigates reverse sensitivity effects on existing strategic and other physical infrastructure in accordance with objectives and policies in Chapter 3.5 and 3.13 of this plan;*
- *d) avoids unnecessary encroachment of urban activities on the versatile land of the Heretaunga Plains; and*
- *e) avoids or mitigates increasing the frequency or severity of risk to people and property from natural hazards.*

Other Relevant legislation and Policy Documents

There is no other legislation or policy document relevant to the proposal.

Local Policies, Plans and Strategies

Iwi Management Plans

There are currently no iwi management plans relevant to this part of the Central Hawke's Bay District.

Statutory Acknowledgements

Heretaunga Tamatea and its hapū is one of six large natural groupings represented by He Toa Takatini who negotiated settlement of the historical Treaty of Waitangi claims of Ngāti Kahungunu,

signed on the 26 September 2015. Settlement assets for Tamatea sit with the trustees of the Heretaunga Tamatea Settlement Trust, the post-settlement governance entity.

As part of the Deeds of Settlement, statutory acknowledgements have been established. The statutory acknowledgement area is shown on the Planning Maps of the District Plan.

Background to the Proposal

District Plan (Operative in Part, 2024)

The Waipukurau South Growth Precinct (WSP) is located within the General Residential Zone (GRZ) in the District Plan. It applies to 54 hectares located one kilometre south of Waipukurau's town centre. While it has been zoned for residential use for more than 20 years, it remains underutilised for large-scale housing development due to infrastructure constraints. Currently, the land is used for a mixture of lifestyle blocks and rural/residential activities and includes the former hospital site. Figure 1 below shows the WSP Plan included within the GRZ Chapter. The WSP overlies land that is within the GRZ.



Figure 1 Waipukurau South Precinct Plan. Source: District Plan - Operative in Part (2024)

The GRZ chapter does not contain objectives or policies specific to the WSP. It does include Standards and Assessment Criteria that apply directly to the precinct, including GRZ-S1(3) Residential Density, GRZ-S16(1) Impervious Surfaces, and GRZ-AM11 Development within the Waipukurau South Development Area. GRZ-AM11 references GRZ-APP1, which contains the Waipukurau South Precinct Plan (shown above as Figure 1) along with the WSP Outcomes that guide subdivision and/or development within the WSP in relation to the following matters:

- Stormwater Infrastructure Design;
- Water Supply;
- Wastewater;
- Roading;
- Open Space Linkages and Neighbourhood Character;

- Other Infrastructure Services;
- Density of Development and Minimum Lot Size;
- NZS 4404:2010 Land Development and Subdivision Infrastructure.

The applicable Section 32 analysis to the WSP is within the Section 42A report for Mapping and Rezoning Requests (Vol 2) October 2022 as a Section 32AA evaluation. The Waipukurau South Precinct Plan was included via a Council submission to the District Plan review and based on the best available information at the time. The Section 32AA states the following on page 65:

The purpose of the Precinct Plan is to identify outcomes to be achieved for the subdivision and development of the WSP area in relation to infrastructure for 3-waters, roading and open spaces. These are intended to provide for appropriately serviced and well-integrated, lower density residential subdivision and development within the WSP area with a high standard of urban amenity that optimises the development potential of the residentially zoned land and can accommodate much of the household growth in Waipukurau township over the next 30 years. It is intended that the Precinct Plan provide

direction and certainty for landowners and Central Hawke's Bay District Council while retaining flexibility for individual subdivision development to address specific on-site opportunities and constraints in innovative and sustainable ways.

While the recommended amendments will result in a lower density of development within the WSP area than is provided for under the current minimum net site area and residential density provisions in the PDP, it will enable infill development within the existing urban boundaries of Waipukurau to occur that might not otherwise be possible due to the existing servicing constraints.

The land within the WSP is already zoned GRZ - General Residential and the recommended amendments to the SUB - Subdivision and General Residential Zone will enable land within the identified WSP to be developed in a way that achieves the purposes of the zone. The recommended amendments do not require any changes to be made to the current objectives and policies in the Subdivision and General Residential Zone chapters of the PDP.

The existing provisions in the form of precinct 'outcomes' as a means to guide development is one way to structure District Plan provisions. However, as we've now developed a Structure Plan, a development area chapter is the most appropriate mechanism that offers a more refined way to achieve outcomes with a series of site-specific objectives and policies. In terms of content, the existing provisions and new provisions have a very similar intent but with the WSDA reflecting the further work that has gone into infrastructure planning

Funding

In late 2021 after the submission to the District Plan was made, CHBDC received a $10.9 million investment from the Central Government's IAF to undertake essential infrastructure upgrades within the WSP, including transport, wastewater, water supply, and stormwater systems. The upgrades would enable 900 homes to be built over the next 20 years to accommodate residential growth. This extended the WSP area south to cover 54ha.

At the time funding was received, CHBDC indicated that a Structure Plan was needed to pull together the various infrastructure requirements and signalled that the planning provisions within the District Plan would need to be updated to enable development to be in accordance with the Structure Plan.

As part of the preparation of this Plan Change, the following technical reports were used to inform the project:

- Three Waters Servicing Requirements (prepared by WSP Opus, June 2025)
- Cultural Report (prepared by Jo Heperi on behalf of Tamatea Pokai Whenua)
- Wetland Assessment (prepared by Beca, February 2025)
- Desktop Assessment of Natural Hazards (prepared by WSP, August 2022)
- Geophysical Investigation (prepared by Tonkin + Taylor, November 2024)
- Integrated Transport Assessment (prepared by WSP Opus, first issued 2022 and updated 2025).
- Urban Design Response (prepared by The Property Group, February 2026)

Section 5.0 summarises the resource management issues of the WSP, informed by technical assessment and with consideration of the relevant S32 assessment.

Purpose and objective of the Plan Change

A plan change is necessary to ensure the District Plan provides an appropriate and enabling planning framework to deliver residential development and the delivery of infrastructure in an integrated and planned manner.

Although the WSP has been zoned General Residential for more than two decades, large-scale development has not occurred due to infrastructure servicing constraints. The receipt of $10.9 million in Infrastructure Acceleration Fund (IAF) investment from Central Government in 2021 provides the opportunity to overcome these constraints by contributing to the upgrading of key three waters and transport infrastructure.

However, the District Plan provisions do not contain objectives or policies specifically tailored to guide or manage the development anticipated within the WSP. The current provisions provide only limited guidance through standards and assessment criteria, and do not fully address matters such as integrated infrastructure delivery and design outcomes.

The overarching objective of the proposed plan change is to enable the integrated delivery of residential development and infrastructure within the WSDA and in particular:

- Provide a framework that aligns development staging with infrastructure, ensuring the timely and cost-effective delivery of three waters and transport networks and ensuring potential adverse effects are avoided or mitigated.
- Achieve high-quality, connected, and liveable neighbourhoods through urban design outcomes that support, connectivity, walkability, open space linkages and housing diversity through duplexes.
- Manage the potential adverse effects of natural hazards on new infrastructure through the location and design of new roads.
- Protect and enhance wetlands through the creation of reserves.
- Integrate stormwater management with public open space to promote biodiversity, safety and connectivity.
- Recognise and provide for cultural values through assessment of subdivision and development.

Resource Management Issues

Housing Land Demand and Supply

The Section 32 analysis for urban environments, undertaken as part of the District Plan Review, considered the findings of the Central Hawke's Bay District Plan Review Household Growth Response Report (November 2020). This report assessed the Draft District Plan's approach to accommodating future household growth in light of changes to national direction—particularly the National Policy Statement on Urban Development (NPS-UD) and Policy 2, which require sufficient development capacity for the next 30 years. The assessment concluded that existing urban areas within Central Hawke's Bay provide more than adequate capacity to meet projected household growth, and therefore, no additional land rezoning was necessary. The Household Growth Assessment also considered the infrastructure assessment prepared by VCV Consulting Ltd undertaken as part of the Central Hawke's Bay Integrated Spatial Plan 2020-2050 (ISP). This infrastructure assessment identified that:

"The single largest issue for yielding projected household growth within the existing towns relates to infrastructure servicing, therefore, the Council needed to complete detailed infrastructure capacity assessments and structure plans. There was also an immediate need for the Council to plan for investment to yield growth and achieve the Project Thrive outcomes of 'smart growth', 'durable infrastructure' and 'environmentally responsible".[2]

Therefore, the residential capacity identified within the WSP supported the conclusion that there is sufficient residentially zoned land to accommodate projected household growth over the next 30 years. However, infrastructure servicing constraints were identified as the primary limitation affecting the ability to realise this potential growth capacity. As outlined in Section 4.2, the catalyst for this Plan Change was the receipt of funding from the IAF for essential infrastructure upgrades within the WSP to overcome this issue.

Housing typology

Consultation with the community and the work of the Tamatea Housing Taskforce highlighted the need for varying residential typologies to accommodate a range of housing needs and in particular a demand for smaller housing types or duplexes..

The GRZ includes the following provisions related to housing typology:

GRZ-O1 enable a variety of housing types and sizes to meet residential needs now and in the future;

GRZ-P1 to enable a mixture of housing and lifestyles in the General Residential Zone by avoiding the distinction between, and restrictions on, various residential housing types;

GRZ-P4 To promote medium density development in a variety of forms and sizes as the predominant residential character;

GRZ-S1 Residential Density:

1. There must be no more than two residential units (including minor residential units) on any site.
2. Minimum net site area for any site (except within the Waipukurau South Precinct) connected to a reticulated sewerage system is:

[2] Section 32 Urban Environment Report May 2021, page 22.

a) 350m^2 for each residential unit contained within the site, except that:
b) for each residential unit with a gross floor area less than 60m^2, the minimum net site area for any site is 150m^2

Therefore, while the density standard enables multiple residential units on a single site, it sets minimum requirements for the net site area of each unit and does not encourage duplexes in particular locations, or include specific assessment criteria to ensure sound urban outcomes are achieved.

The DEV1 provisions respond to the communities' desires for duplexes, and the shortcomings of the GRZ by including an 'encourage' policy directive through DEV1-P5 which directs duplexes close to open spaces and connector roads while managing the effects on adjoining residential amenity and stormwater infrastructure. Further, DEV1-AM2 is a specific assessment criterion for residential density which assesses the degree to which the duplex typologies achieve the urban design outcomes sought, including, active street frontages, legible urban structure, promote walkability and connectivity to open space, high quality design outcomes and mitigate effects on neighbouring site.

Ecology

A Wetland Assessment was undertaken by Beca to delineate natural inland wetlands within the WSDA. This was to both inform the Structure Plan and to also guide the development and construction of the stormwater attention ponds. The ponds are situated at the lowest point within the site where the water naturally drains to so therefore wetland attributes exist.

The assessment identified four out of six potential wetlands as natural inland wetlands. These four wetlands were considered to be in an extremely degraded condition but retained enough characteristics to be classified as 'natural inland wetlands' and are subject to NES-F considerations.

These wetlands have been identified on the Structure Plan and the NES-F regulations will apply to subdivision and development when that occurs. A reserve area surrounding the most substantial wetland has been included in the Structure Plan to both enhance the wetland and provide open space for residents. The stormwater ponds are being designed to ensure that the hydraulic functioning of the wetland remains intact.

Natural Hazards

Known fault lines run through the centre of Waipukurau and these extend south of the town and residential area including the WSDA. These hazards are mapped as *Fault Hazard and Fault Avoidance and Fault Hazard with Faultlines* in the District Plan Maps (refer Figure 2). The reporting and investigation that informed the S32 analysis of the Natural Hazards Chapter[3] and a Desktop Assessment of Natural Hazards in 2022 prepared by Opus assessed implications of identified natural hazards for the development of the WSP. More recently, Tonkin & Taylor prepared a Geophysical investigation trial to assess opportunities to reduce the width of the mapped fault avoidance zones, however they did not recommend any changes, and concluded that approaches such as adopting robust foundation designs within existing fault avoidance zones was justified. They recommended that guidance was developed and provided to developers and homeowners building within fault avoidance zones. No known flood hazards are mapped in the WSP.

[3] Section 32 Remaining District Wide Chapter and Relocated Buildings Provisions Topic Report May 2021



Figure 2 Fault Hazards (orange line with yellow diagonal stripe) within WSP (shown in green diagonal stripe). Source: District Plan - Operative in Part (2024)

The Natural Hazards provisions manage the effects of fault lines on buildings and no changes regarding built form are proposed as part of the DEV1 Chapter. The DEV1 provisions respond to the risks posed by natural hazards on the new infrastructure required by including provisions specific to roading and infrastructure to reduce the risk of rupture related damage on new roads and adverse effects on emergency access routes.

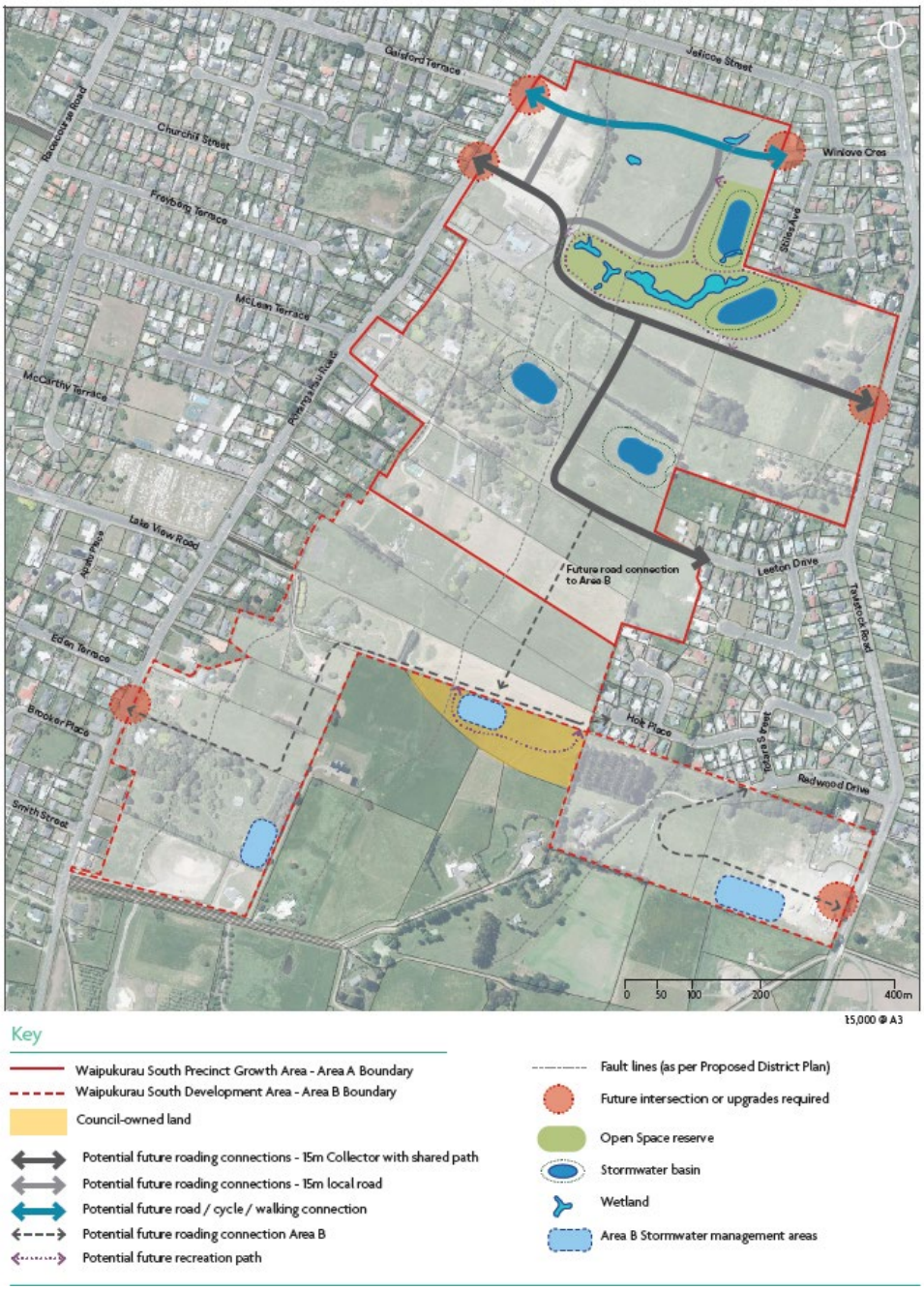
Reverse Sensitivity

The proposal does not include changes to the zoning and residential development is already enabled and there is no infrastructure that would be adversely affected and therefore reverse sensitivity is not a relevant consideration.

Transport

The development intention is to provide a main collector road with shared paths between Porangahau and Tavistock Road with an additional connection at Leeton Drive which integrate the structure plan area with the wider transport network. The main collector road is supported by local roads to serve new residential neighbourhoods and future road links are identified to Area B. Potential recreation paths, future road/cycle/walking connections are also shown to encourage multi-modal connectivity shown. The Structure Plan identifies intersection upgrades required at key junctions (for example, where the collector road meets Porangahau and Tavistock Road). These key transportation features are shown in the Structure Plan below:

Figure 3 Proposed Structure Plan



The Transport Assessment produced in 2022 includes additional mitigation measures that were either deemed 'required', 'recommended' or 'desirable' to ensure the safe and efficient operation of the transport network. The DEV1 provisions provide clear policy direction requiring transportation upgrades to be evaluated as part of development and subdivision proposals. This ensures that potential effects on the transport network, including safety, capacity, and efficiency, are appropriately assessed and that necessary mitigation measures are incorporated to support an integrated and well-functioning transport system.

Three Waters

As outlined above, Waipukurau has a number of infrastructure constraints, which are considered a key limiting factor to accommodating future residential growth. Opus prepared a Three Waters Servicing Requirements Report for the Waipukurau South Development Area. The report describes

the existing three waters networks, assesses their capacity to support additional growth, identifies the level of service upgrades required to enable development, and provides recommendations for necessary infrastructure improvements. While some limited capacity exists within the water supply network, the wastewater network is at capacity. New (and partly constructed) stormwater basins are proposed within the WSDA for treatment and attenuation; however offsite upgrading is required before significant development occurs within the development area to reduce the potential off-site effects from the development.

The DEV1 provisions respond to the significant infrastructure constraints by requiring subdivision to meet Standards for water supply, wastewater and stormwater disposal and where these Standards cannot be met a non-complying activity status is applied. Further, the provisions include an impervious surface standard to mitigate the ongoing effects of development on the stormwater network.

Cultural Values

A Cultural Impact Assessment was prepared for the WSDA in May 2025. The Assessment concluded that mana whenua was supportive of the plan change and included recommendations related to:

- Wetland and planting
- Stormwater management
- Māori design elements
- Storytelling
- Iwi Partnerships
- Communication
- Cultural monitoring
- Construction, Earthworks, Accidental Discovery and Karakia

The DEV1 provisions includes an objective, policy and specific assessment criteria applicable to all subdivision to guide development outcomes that are cognisant of the cultural values associated with the site and surrounds.

Structure Plan

The Hawke's Bay Regional Policy Statement (RPS) includes POL UD11 Rezoning for Urban Development, which requires any rezoning for the development of urban activities to be accompanied by a structure plan for inclusion in the district plan. POL UD10.3 and UD10.4, set out the requirements of such a structure plan.

As the proposal does not involve rezoning land, not all the assessments under the RPS for rezoning apply. Nevertheless, an assessment against Policy UD12 that lists key considerations for Structure Plans is detailed in the Statutory and Policy Context section above. The Structure Plan also includes those features required by UD10.3, including:

- Fault lines;
- Collector and local roads, connections with the surrounding road network and necessary intersection upgrades;
- Stormwater management areas and basins;
- Land set aside for open space reserve;
- Natural inland wetlands;
- Pedestrian walkways and cycleways;
- Council owned land.

Consultation

Consultation on the Waipukurau South Growth Precinct Project began after the urban growth opportunities were identified in the Integrated Spatial Plan 2020. Regular updates have been provided to landowners and the community as the project developed, including the specific workstreams which span from infrastructure construction projects, the structure plan development and now the plan change. A summary of all consultation and engagement methods and outcomes is provided on the following table. The website page for the broader WSGP project is located here

Date	Engagement method and summary	Council members involved
October 2020	Initial letter and door knocking of landowners within the growth precinct.	
	Landowners within the precinct were contacted in an effort to understand development constraints to servicing. This was the beginning of Council taking a leadership role to support redevelopment of the old hospital site and wider area for housing.	Community Development Team
November 2021	Meeting and emails with landowners regarding the IAF application	
	Evidence of landowner engagement and buy in was an integral aspect of the IAF funding application. Support for the application was provided in the form of housing outcome agreements from two key landowners within the precinct.	IAF Project Team, Mayor
2022	Public meeting at Pakeke Centre	
	A public drop in meeting was held on Saturday morning at the Pakeke Centre. Concerns were raised over the state of the old hospital site and whether social housing will be a prominent feature of the precinct.	Chief Executive, Group Manager Strategy and Planning
April 2025	Letter sent with project update and inviting residents to meeting	
	This letter provided a general project update on the IAF funded projects and introduced a revised structure plan to reflect progress on developing the stormwater ponds. The letter advise that the District Plan provisions were being updated. A few residents responded and individual meetings were held.	Planning Manager

May 2025	Meeting at Copper Pot	
	A presentation and overview of the District Plan and Structure Plan was provided to landowners. No standout concerns were raised. Discussion centered around land the impact on land values and the issue of the derelict building on the old hospital site. The old hospital site is in private ownership.	Elected Members and Staff
June 2025	Planting Day drop in/Structure Plan consultation	
	A planting day was advertised on 30 May via target email, letterbox drop and social media The following news story was published: Community connects at Waipukurau South Growth Precinct Open Day | Home | Central Hawke's Bay District Council Residents who participated were asked to provide feedback on the Structure Plan. responses centered on seeing better cross town roading or pathway connections and good reserve furniture and equipment to cater for all ages.	Councillor in promotional video. Staff and Elected Members
25 June 2025	Website update and 'lets talk CHB' consultation	
	Opened 25 June Closed 11 July A follow up email to the community group providing a summary of results and info on 'why structure plans matter' was sent, August 2025. All together, 27 informal submissions were received on this pre notification consultation. The feedback was overall positive, with matters raised usually requiring further clarification, rather than outright objection.	Comms team

Section 32 Evaluation

Are the Objectives the Most Appropriate Way to Achieve the Purpose of the RMA?

The objectives of the Proposal are:

DEV1-O1: Integration of development and infrastructure provision

Urban development and provision of infrastructure for the Waipukurau South Development Area occur in an integrated and planned manner.

DEV1-O2: Subdivision outcomes

Development of the area contributes positively to urban growth in Waipukurau by ensuring that:

a) New east/west transport connections are made across the site, including for walking and cycling; and
b) Wetlands within the site are protected and enhanced through the creation of reserves and development design;
c) Stormwater management is incorporated with public open spaces to promote biodiversity, safety and connectivity;
d) Cultural values are recognised and provided for.

These objectives are based on implementing a Structure Plan and development area chapter. The other alternative is the status quo - retain the existing provisions of the WSP. The appropriateness of the DEV1 objectives is considered against the alternative option of status quo in the following table.

High Level Objective Approach	Appropriateness in Achieving the Purpose of the RMA
Status Quo – retain the existing provisions and precinct plan for WSP	This approach does not provide for the sustainable management of the Waipukurau South Development Area and would result in an inefficient and less sustainable development of the site. The precinct plan was not informed by expertise in roading, 3 waters and urban design due to the timing of the submission to include it within the District Plan, and the further work done since that point. The Precinct Plan and precinct outcomes would not be an appropriate approach for achieving the purpose of the RMA. Relying on outcomes and assessment matters does not provide a particularly strong regulatory mechanism for achieving good development outcomes and such an approach would not give effect to the RPS (which has been prepared in accordance with the purpose of the RMA), which seeks that new urban development areas in the region be supported by a structure plan (Policies UD10.3, UD10.4 & UD11).
Objectives as set out above supporting WSDA and Structure Plan implementation	As detailed above, these objectives would give effect to the relevant urban development policies of the RPS and promote the sustainable management of the land resource in providing residential land supply for Waipukurau, coordinated with the delivery of infastructure. Accordingly, the proposed WSDA objectives are considered to be the most appropriate for achieving the purpose of the RMA, as directed by the RPS for urban development .

Part 5 Evaluation

Section 32(1)(a) of the RMA requires an examination of the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this RMA.

The following tables provide an assessment of the objectives of the Plan Change against Part 5 of the RMA, focusing on section 6 – 8 matters.

In terms of Section 5, requiring development within the WSDA to be integrated with infrastructure and contribute positively to urban growth (in terms of capacity) will better enable the local community to provide for their own well-being. The objectives are more clearly enabling od development, which provides a pathway for housing to be developed for the benefit of the community. The objectives also address the potential adverse effects of lack of infrastructure provision on the environment (water quality; human health; flooding; traffic congestion etc) via the need to ensure that development is integrated with infrastructure provision.

Section 6 Matter	Evaluation
a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:	The WSDA is not in the coastal environment.
b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:	The WSDA does not include any outstanding natural features and landscapes.
c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:	The WSDA does not contain areas of significant indigenous vegetation and significant habitats of indigenous fauna.
d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:	The WSDA is not adjacent to the coastal marine area, lakes, and rivers.
(e) the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:	The WSDA does not include any Māori land or waahi tapu.

(f) the protection of historic heritage from inappropriate subdivision, use, and development:	The WSDA does not include any known areas of historic heritage.
(g) the protection of protected customary rights:	The WSDA is a place that has no areas of protected customary rights.
(h) the management of significant risks from natural hazards.	Risks associated with faultlines on buildings are managed through the existing Natural Hazards Chapter.

Section 7 Evaluation

The proposed Plan Change objectives are appropriate with regard to Section 7 matters as set out below.

Matter	Evaluation
a) Kaitiakitanga:	Provision is made for ongoing engagement with iwi and hapū during subdivision and development, with proposals being assessed on the extent to which they recognise and provide for mana whenua cultural and spiritual values, including the integration of mātauranga Māori and whānau ora principles into the design of open spaces and reserves, and the culturally responsive management and design of stormwater infrastructure.
(aa) the ethic of stewardship	Stewardship is an ethic that embodies the responsible planning and management of resources. The Plan Change assessment has identified all relevant resource management issues and identifies new objectives to address place-specific outcomes.
b) the efficient use and development of natural and physical resources.	The Plan Change promotes the efficient use of land by enabling residential development to occur in an integrated manner alongside the timely delivery of necessary supporting infrastructure. The provisions encourage and direct duplex typologies to locations with proximity to open space and supporting walkability and connectivity. In addition, the

	framework ensures high-quality urban design outcomes through assessment criteria specific to duplex typologies.
ba) the efficiency of the end use of energy:	The Structure Plan area is located adjacent to existing infrastructure and services in the urban area, providing for efficient use of existing resources, including energy use. Access to local centres by active transport modes will reduce the need for car travel for some goods and services.
c) the maintenance and enhancement of amenity values:	The objectives (together with the underlying GRZ) seek to maintain and where possible enhance the amenity values of the residential environment within and adjoining the site, while acknowledging that change will occur from the existing environment.
d) intrinsic values of ecosystems:	The WSDA does not have significant ecosystem values having been used for lifestyle/farming for many years. The natural inland wetlands identified within the Development Area will be subject to the NES-F regulations when subdivision or development occurs. A reserve area surrounding the most substantive wetland has been included in the Structure Plan.
f) maintenance and enhancement of the quality of the environment:	The Plan Change promotes the maintenance and enhancement of the quality of the environment by enabling residential development to occur in an integrated manner alongside the timely delivery of necessary supporting infrastructure, and this is reflected in the objectives.
g) any finite characteristics of natural and physical resources:	The Plan Change does not propose any rezoning of land. It recognises the finite nature of land by enabling existing residentially zoned land to be used more efficiently and allows residential growth to occur within existing urban areas.
h) the protection of the habitat of trout and salmon.	The WSDA does not contain habitat of trout and salmon.

i) the effects of climate change:	The Plan Change takes into account the effects of climate change by enabling development in an area where the there are no known flood hazards and where the effects of fault lines can be avoided or mitigated through existing District Plan provisions or those proposed in the DEV1 Chapter. The Plan Change ensures that infrastructure and development occur in an integrated manner to avoid additional capacity constraints on existing services which can be exacerbated by climate related events.
j) the benefits to be derived from the use and development of renewable energy.	The Plan Change has no direct relationship to the use and development of renewable energy.

Treaty of Waitangi

The principles of the Treaty of Waitangi (Te Tiriti o Waitangi) have been taken into account in the Plan Change objectives as set out below.

Matter	Evaluation
a) Partnership	This requires the partners to act reasonably and to make informed decisions. The Council has identified and undertaken consultation with relevant mana whenua interests as outlined in Section 7.0.
b) Active Protection	Ongoing assessment of cultural values will ensure active protection.

NPS-UD

A noted in Section 2.0 above, CHBDC is not a 'Tier 3 local authority' and the NPS-UD does not apply to it. However, overall, it is considered that the Plan Change objectives are consistent with the NPS-UD, in particular providing a well-functioning urban environment, improving housing affordability and integrating urban environments with infrastructure planning and funding decisions.

Hawke's Bay Regional Resource Management Plan (containing the Regional Policy Statement)

The Plan Change gives effect to the relevant objectives of the Hawke's Bay Regional Policy Statement by promoting the integrated and sustainable management of land and infrastructure. It enables efficient use of existing residentially zoned land, provides for different housing options, and encourages high-quality, resilient, and well-designed urban environments. An assessment against the applicable objectives and policies for urban development in the RPS is provided above.

Statutory Acknowledgements

The Plan Change aligns with and supports the intent of the Deeds of Settlement by recognising the cultural or spiritual values of importance to mana whenua and requiring subdivision and development to be assessed against such values. The Plan Change area does not include any sites of significance to Māori and provides an effective and efficient planning mechanism to enable urban development to occur while upholding mana whenua values.

Conclusion

The objectives of the proposal are the most appropriate way to achieve the purpose of the RMA having regard to the purpose and principles of the RMA and key policy instruments that give expression to the purpose and principles.

Are the Provisions the Most Appropriate Way to Achieve the Objectives?

The second step under s32 requires an assessment of whether the provisions (policies and rules) in the proposal are the most appropriate way in which to achieve the objectives (s32(1)(b)). This is done by:

- identifying other reasonable options for achieving the same objectives
- assessing the efficiency and effectiveness (costs and benefits in terms of environmental, economic, social and cultural effects) of the provisions in achieving the objectives
- summarising the reasons for deciding on the provisions

The evaluation report must contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal (s32(1)(c)).

As this is a Plan Change to amend an existing proposal it is regarded as an 'amending proposal' under Section 32(3) of the RMA. As an amending proposal, this part of the assessment is required to examine the appropriateness of the provisions to achieve:

(a) The provisions and objectives of the amending Proposal; and
(b) The objectives of the existing proposal to the extent that those objectives are relevant to the objectives of the amending proposal and would remain if the amending proposal were to take effect (s 32(3)).

Practicable options for the DEV1 provisions

The practicable options identified for the DEV1 provisions are:

1. The DEV1 provisions with underlying GRZ – apply DEV1 provisions in addition to the GRZ and update the Precinct Plan to a Structure Plan.
2. General Residential Zone - apply the underlying general residential zone provisions and precinct plan outcomes with no change (status quo).

The GRZ applies to most of the district's residential area. Aside from the provisions GRZ-S1(3) Residential Density, GRZ-S16(1) Impervious Surfaces, and GRZ-AM11 Development—which requires assessment of how well an activity or development achieves the relevant WSP Plan outcomes in GRZ-APP1—the GRZ does not contain any directive provisions that specifically apply to the WSDA. Therefore, the existing provisions of the District Plan do not adequately address the resource management issues identified for the area or achieve the DEV1 objectives. 'Status quo' is therefore not considered an efficient or effective option as assessed below.

Evaluation of proposed policies and methods for each option

Objective(s)	DEV1-O1 – Integration of development and infrastructure provision Urban development and provision of infrastructure for the Waipukurau South Development Area occur in an integrated and planned manner. DEV1-O2 – Subdivision Outcomes Development of the area contributes positively to urban growth in Waipukurau by ensuring that: a) New east/west transport connections are made across the site, including for walking and cycling; and b) Wetlands within the site are protected and enhanced through the creation of reserves and development design; c) Stormwater management is incorporated with public open spaces to promote biodiversity, safety and connectivity; d) Cultural values are recognised and provided for And relevant GRZ objectives: GRZ-01 – GRZ-03.	
Option 1 - Apply the DEV1 provisions in addition to the GRZ and update the Precinct Plan to a Structure Plan	Effectiveness and Efficiency (in achieving the objectives of the plan change)	
	Benefits	Costs
Provisions: <u>Policies:</u> DEV1-P1 – P8 <u>Rules</u> DEV1 - R1 DEV1-R2 <u>Standards</u> DEV1 – S1 DEV1- S2 DEV1- S3 DEV1-S4 <u>Assessment Matters</u> DEV1 -AM1- AM9	Environmental: The provisions will result in environmental certainty by: - enabling Council to impose conditions on applications for consent to ensure they give effect to the outcomes sought or to decline consent for subdivision if they are not satisfied that the effects are unacceptable in relation to the specified matters of discretion; - enhancing degraded natural wetlands through integrating them with open space reserves; - managing the potential adverse effects of residential development on the stormwater network through strategically located stormwater basins.	Environmental: The life supporting capacity of the soil resource while under a rural production use will be lost when urban development occurs.
	Economic: The provisions will result in economic benefits by:	Economic: The provisions could result in economic costs by:

	- Development and infrastructure upgrades occur in a planned and integrated manner ensuring it is delivered efficiently; - Ensuring that Waipukurau's housing demand can be accommodated, with support for different typologies at lower price points	- Creating uncertainty and potentially higher consenting costs for restricted discretionary activities than controlled in the underlying zone. - The loss associated with using the land for rural production can be considered an economic cost
	Social: The prosed policies and methods: - Encourages higher density housing through duplexes and passive surveillance over open spaces and streets; - Provides connectivity between two key roads within Waipukurau. - The open space areas provide for social interaction opportunities for future residents	Social: There are no obvious social costs associated with the proposed provisions.
	Cultural: The proposed policies and methods: - Recognise mana whenua's association with the land - Provide opportunities to reflect mana whenua values through development and infrastructure design - The proposed reserve enables opportunity for information signage to reference historic Māori settlement in the wider area as recommended in the Cultural Report. This is also reinforced by assessment matter DEV1-AM4.	Cultural: There are no obvious cultural costs associated with the proposed provisions.
Opportunities for economic growth and employment		
The DEV1 provisions enable a development area for approximately 900 houses, which presents significant opportunities for economic growth and development. The construction phase will generate employment across a range of sectors, including building, infrastructure, and professional services, providing a short- to medium-term boost to the local economy. In the longer term, the increased residential population will support local businesses and services. The development will also enhance the district's capacity to attract and retain a skilled workforce by providing additional housing options to meet future growth needs.		
Summary of efficiency and effectiveness of the provisions in achieving the objectives		

The proposed policies and methods are considered to be highly effective in achieving the outcomes sought through DEV1-O1 and O2 as they have been developed to address the resource management issues discussed above in this report. The provisions give effect to NPS-UD and the RPS that recognise and provide for the sustainable development of urban areas to ensure well-functioning urban environments.

The primary benefits of the policies, standards and rules are development outcomes that will ensure:

- Development occurs in an integrated manner with necessary infrastructural upgrades in place or planned before consent is confirmed
- The wetland reserve and stormwater management solution provides clear environmental and social benefits for future residents, and the wider Waipukurau township.
- Cultural values are recognised with provisions that enable cultural values to be reflected in development design, where appropriate.
- Stormwater management areas have been set aside in appropriate locations with responsibility for construction to achieve hydraulic neutrality and improved biodiversity now with Council through IAF funding.

Objective(s)	DEV1-O1 – Integration of development and infrastructure provision Urban development and provision of infrastructure for the Waipukurau South Development Area occur in an integrated and planned manner. DEV1-O2 – Subdivision Outcomes Development of the area contributes positively to urban growth in Waipukurau by ensuring that: a) New east/west transport connections are made across the site, including for walking and cycling; and b) Wetlands within the site are protected and enhanced through the creation of reserves and development design; c) Stormwater management is incorporated with public open spaces to promote biodiversity, safety and connectivity; d) Cultural values are recognised and provided for And relevant GRZ objectives: GRZ-01 – GRZ-03.	
Option 2 - General Residential Zone - apply the underlying general residential zone provisions and precinct plan outcomes with no change (status quo).	Effectiveness and Efficiency (in achieving the objectives of the Plan Change)	
	Benefits	Costs
Provisions: <u>Standards</u> SUB-S1	Environmental: There are limited environmental benefits from the current provisions largely due to lack of control over ensuring land use and infrastructure is	Environmental: There are environmental costs associated with the existing provisions as follows:

SUB-S7 GRZ-S16 <u>Assessment Matters</u> SUB-AM19 GRZ-AM11 <u>Precinct Plan Outcomes</u> GRZ-APP1-OT1 – OT8	planned and integrated. There is only one standard in relation to infrastructure which is a matter of control for a controlled activity for stormwater disposal. Stormwater is now fully managed by the Council due to IAF funding which makes this provision redundant. With Council control over stormwater as a result of IAF funding, we can apply best practice stormwater management that incorporates native planting. This can be seen with the stormwater ponds already constructed.	- There is no wetland reserve identified in the Structure Plan - There is no standard that requires a developer to demonstrate they can be connected to public infrastructure, with sufficient capacity to service the development - There is only one new east/west connection in the WSP Plan whereas the proposed provisions have multiple. -
	Economic: The current provisions may have allowed for a less costly resource consent process due to the fact that subdivision is a controlled activity, but this is counteracted with greater clarity on development outcomes and an optimal subdivision layout that will result in an attractive site for housing investment.	Economic: There may be fewer economic costs associated with the existing provisions due to the lack of detail and controlled activity status for subdivision which would make for a simpler subdivision process.
	Social: There are very few social benefits from the current provisions, due to the fact that the wetland has not been identified and a reserve not set aside. - .	Social: There are limited social benefits from the proposed provisions for the following reasons: - There is no reserve set aside in the Structure Plan to enable and encourage community interaction - The proposed provisions provide more clarity and regulatory structure for ensuring positive social outcomes can be achieved from housing development within the WSDA.
	Cultural: There are no provisions relating to recognising cultural values in the existing provisions	Cultural: The costs associated with existing provisions are a lack of recognition of mana whenua cultural values. The current provisions have no specific policies or assessment matters relation to cultural values which would not trigger a developer to consider cultural values in the design of open space networks. The provisions were not informed by a report by mana whenua on cultural values associated with the site.

Opportunities for economic growth and employment
As the proposal is not a rezoning proposal and the site is already zoned residential, there is no particular change to the opportunities for economic growth and employment as a result of the plan change. The existing provisions (albeit in within a more relaxed regulatory structure) guide development within the area for approximately 450 houses, which presents significant opportunities for economic growth and development. Any housing development generates employment across a range of sectors, including building, infrastructure, and professional services, providing a short- to medium-term boost to the local economy. In the longer term, the increased residential population will support local businesses and services.
Summary of efficiency and effectiveness of the provisions in achieving the objectives
While there will be no change to the zoning and density of housing development within the area, the existing provisions do not present an efficient and effective way to achieve the objectives of the proposal. They were based on the best available information at the time and do not reflect further work within the WSDA as a result of IAF funding. The existing provisions do not address the resource management issues identified through the technical reports, namely: - A lack of integration between planning and infrastructure - No protection of the identified Wetland - No specific allowance for public open space - Less regulatory mechanisms and guidance to enable optimal development outcomes

Section 32 Conclusion

Adequacy of Information and Risks of Acting or Not Acting

Section 32(2)(c) states that an evaluation report must assess the risk of acting of not acting if there is uncertain or insufficient information about the subject matter of the provisions.

It is considered that there is sufficient information to determine the provisions. Therefore, there is no assessment of risk associated with acting or not acting in respect of these provisions in the District Plan.

Quantification

Section 32(2)(b) requires that if practicable, the benefits and costs of a proposal are quantified. The scale and nature of the Plan Change is not considered substantive enough to require the benefits and costs to be quantified.

Summary and Conclusion

This evaluation has been undertaken in accordance with Section 32 of the Act to identify the benefits and costs and the appropriateness of the Proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA.

The three waters infrastructure servicing assessment considered infrastructure as the single largest issue for yielding projected household growth. CHBDC received funding from Central Government's Infrastructure Acceleration Fund to undertake essential infrastructure upgrades within the development area. This led to the further refinements of a Structure Plan and an improvement in infrastructure planning to support growth.

The existing District Plan provisions do not sufficiently address the resource management issues identified for the Development Area or achieve the outcomes sought for the WSP. Replacement objectives, policies, rules and standards are proposed in the DEV1 provisions to ensure:

- Development occurs in an integrated manner with necessary infrastructural upgrades in place or planned before consent is confirmed
- The wetland reserve and stormwater management solution provides clear environmental and social benefits for future residents, and the wider Waipukurau township.
- Cultural values are recognised with provisions that enable cultural values to be reflected in development design, where appropriate.
- Stormwater management areas have been set aside in appropriate locations with responsibility for construction to achieve hydraulic neutrality and improved biodiversity now with Council through IAF funding.

Overall, it is considered that the proposed provisions are appropriate given that the benefits outweigh the costs, and there are considerable efficiencies to be gained from adopting them. The objectives of the DEV1 chapter seek to provide for the integration of development and infrastructure within the Waipukurau South Development Area, provide for environmental, social and cultural benefits and therefore contribute positively to urban growth in Waipukurau.

All other matters can be addressed appropriately through existing District Plan provisions.