Operative Manawatu District Plan

Proposed Plan Change 45

Feilding Growth

Manawatu District Council

Contents

Part I

Operative Manawatu District Plan
Proposed District Plan Change 45
Feilding Growth

1 Background

Manawatu District Council has prepared Proposed Plan Change 45 to respond to growth issues in Feilding and to form effective implementation for development.

The Management of Urban Growth in the Operative District Plan

The Operative District Plan has three key urban growth objectives (S8 - Urban Growth, S9 - Urban Neighbourhoods and S10 Urban Allotments) and corresponding policies to manage urban growth throughout the Manawatu District. Overall, the philosophy of the Operative District Plan is to enable urban growth across the district through the rezoning of land.

The Urban Growth Objective (S8, 5.3.8) is effects based and aims for adverse effects of urban growth to be avoided, remedied or mitigated. To achieve this objective, a policy guides the assessment of the location of any proposed urban growth areas through a series of broad and specific development criteria (e.g. opportunities and constraints) that are to be taken into account as part of assessing any rezoning proposals.

The Operative District Plan promotes *"useful, attractive and sustainable urban neighbourhoods"* in Objective S9. To achieve the urban neighbourhood described in Objective S9, Policy (a) encourages the use of good subdivision design to create the form and character of an urban area.

Objective S10 sets an expectation about the use of future urban allotments, whereby the size and shape of lots are proportioned to enable activities that are permitted in the relevant zone.

The Operative District Plan requires a Controlled Activity subdivision consent to subdivide greenfield land (not previously subdivided for urban purposes) for the Residential, Business, Industrial and Recreation Zones.

The 'Controlled Activity' consent status applies if the design of the subdivision complies with the zone-specific and general subdivision standards. These standards include, but are not limited to, density, reasonable future use, shape factor for individual lots, and reticulated utility service provision. One or more non-compliances with the standards will result in a change of activity status from 'Controlled' to 'Discretionary'.

The Operative District Plan provides Discretionary Activity subdivision proposals for developments that create 4,000m^2 minimum lots within areas identified as Rural-Residential Subdivision Areas, or "Nodal Areas". The periphery around the Feilding township is a Nodal Area and rural-residential or large residential lot development has occurred as a result of these provisions.

Feilding Growth

In response to demand for greenfield residential subdivisions in and around Feilding, the Council rezoned two areas (Pharazyn Street and Lethbridge Street) from Rural to Residential through Plan Change 27 (August 2007). These rezonings were based on urban growth studies in 2006, which identified six potential growth areas on the periphery of Feilding.

The remaining urban growth areas which were not rezoned are referred to in the Explanation of Objective S8. The Explanation mentions that these areas would be appropriate for urban growth, but vary considerably on the cost to develop and provision of infrastructure.

Further investigations into the urban planning and infrastructure provisions for urban growth areas in Feilding have continued since 2009, with technical input on the risks of natural hazards, infrastructure provision, transportation network and an urban planning input on the density, residential and industrial land supply and connectivity to existing and future urban areas.

The outcome of the investigations is the Feilding Framework Plan (the Framework Plan). The Framework Plan is based on a long term planning timeframe of 10 years plus and outlines the location and form for urban growth, and demonstrates how development can achieve good urban and infrastructure outcomes. In terms of greenfield development (i.e. rural land being developed as residential or industrial), five areas ('Precincts') have been identified around the periphery of Feilding. The Framework Plan includes a conceptual spatial plan on how each Precinct can be developed to achieve the desired outcomes, expressed as Design Principles in the Framework Plan.

Urban Growth Issues on the ground

Urban subdivision growth in the Manawatu District has been concentrated within, and on the periphery of, Feilding. Individually, each subdivision provides for a range of new serviced properties and future residential development opportunities. However, this subdivision and development has been ad-hoc, particularly in terms of location, form and design. This ad-hoc development has resulted in inefficient provision of some utility services, roading and street network patterns, particularly in meeting the long-term needs of Feilding.

With the proposed new areas for urban growth identified, there is an opportunity to achieve good urban design at the subdivision stage through the coordination of services and transportation links.

The Proposed Plan Change for Feilding Growth

The Proposed Plan Change for managing growth in Feilding introduces a more directive approach to coordinate urban development in and on the periphery of Feilding. The Proposed Plan Change rezones three of the five growth areas identified in the Framework Plan from rural land to residential land. These three areas are:

Growth Precinct 1: (Ranfurly Road / Awahuri Road)

Growth Precinct 2: (Ranfurly Road /Halcombe Road)

Growth Precinct 3: (Halcombe Road / Lethbridge Road)

The two other growth areas identified in the Framework Plan (i.e. Growth Precinct 4: (Pharazyn Street /Reid Line West) and Growth Precinct 5: (Kawakawa Road) will be the subject of a Proposed Plan Change in the future once technical engineering assessments have been completed.

As part of the growth areas being rezoned (Growth Precincts 1 – 3), the Proposed Plan Change inserts three new Structure Plans into the District Plan to direct and co-ordinate subdivision and development within these areas.

Each Structure Plan provides an urban extent, neighbourhood focal point as appropriate, a range of subdivision density, the indicative location of Collector Roads and key local roads, esplanade reserves along streams or rivers, and areas of steep topography where development should be avoided or carefully managed.

Detailed outcomes for each Growth Precinct are included in the Framework Plan, and show more detail of density patterns and local street network, off-road cycleway and walkways networks, provision of reticulated information, stormwater attenuation pond locations and open space network The Feilding Framework Plan was adopted by Council in May 2013.

The growth precincts and structure plans are designed to meet the short (at least 10 years) and longer term needs of the community in providing suitable land for urban development. The Plan Change, including the area of growth precincts and Structure Plans are based on information gathered on demographics, natural hazards, character and amenity, networks (servicing, infrastructure, reserves, roads) and consultation with landowners and the community. The proposed Structure Plans are simplified versions of the detailed Framework Plan content.

The use of structure plans to manage urban growth is a well recognised urban planning mechanism. This type of approach is new to the Manawatu District and is a more directive approach than the previous approach that relied on incremental subdivision guided by policies, rules and standards. Amendments to some policies, rules and standards are proposed to recognise the use of Structure Plans and achieve other outcomes set out in the Framework Plan (e.g. stormwater management).

A Section 32 analysis has been prepared and concludes that the Proposed Plan Change amendments are appropriate and represent an efficient and effective approach in managing urban growth in Feilding and meet the purpose of the Act for sustainable management.

Development Contributions

Development contributions are charged on the land in the structure plan areas to recover costs of the infrastructure installed to service the area. This can include water supply, sewer, road and intersection upgrades and landscaping.

The development contributions are set out in Council's Development Contributions Policy.

Rates

Rates pay for the on-going operation and maintenance of Council infrastructure. These are separate from the capital costs paid for by Development Contributions.

Rating in the structure plan areas will be aligned to the use on the property so that properties that remain "rural" will retain their current rating. As properties are developed for residential use the rating charge will change.

2 Proposed Amendments to the District Plan

The new or amended provisions are detailed below. Preceding each set of new or amended provisions is an overview of the issues with the current provisions. Proposed text to be inserted is shown as <u>underlined</u> whilst text to be deleted is shown as ~~strikethrough~~.

The proposed changes to the District Plan affect three parts of the District Plan:

1. District Plan Strategy (Objectives and Policies)
2. District Plan Rules and cross references to the District Plan Appendices
3. Planning Maps

2.1 Urban Growth

2.1.1 Current Plan Provisions

5.3.8 Urban Growth

Objective

S 8) *To avoid, remedy or mitigate the adverse effects of urban growth associated with existing townships in the District. (Issues 5 and 9)*

Policies

a) Ensuring that any proposal for extension of the Residential or Village zoning of the District's existing townships takes into account:

i) Any increased risk to people and property from natural hazards, including the possibility of sea level rise in the case of Himatangi Beach and Tangimoana.

ii) The potential impact of urban growth on the natural character, qualities and features of the coastal environment.

iii) Any significant and permanent adverse impact upon the life-supporting capacity of the District's soil resource, or upon options for its future use, which would arise from converting the land concerned to urban use.

iv) The need for new growth areas around existing townships to be provided with utility services, at the developers expense, so that water supply and effluent and stormwater disposal issues are addressed. (Refer Also: Part 7.3, Page 67)

v) The efficient use and development of natural and physical resources, such as land, energy and the transport network, including the degree to which infill development is possible in the existing Residential or Village zone.

vi) The neighbourhood amenities and level of access to facilities which are likely to be available to residents in the new urban growth areas.

vii) The need to avoid ribbon development along arterial routes for traffic safety and efficiency reasons.

viii) Any significant adverse impacts upon the rural area, including its character and amenity, any significant habitats of indigenous fauna, and its intrinsic, ecological, or heritage values or cultural significance.

ix) The presence of any existing land uses which may not be compatible with a new residential neighbourhood.

5.3.9 URBAN NEIGHBOURHOODS

Objective

S 9) *Promoting useful, attractive and sustainable urban neighbourhoods where:*

(a) People have maximum accessibility to each other and to places which provide for their needs and wants.

(b) Public health and safety is promoted.

(c) Development is not achieved at the expense of natural and heritage areas.

(d) Urban land and utility services are used effectively.

Policies

a) Encouraging subdivision designs and layouts which incorporate features such as:

i) Places for community facilities such as recreational and social venues, open space, local shopping, schools and pre-schools.

ii) Provision for pedestrian and cycle access.

iii) Allotments which allow efficient resource use, eg access to solar energy, room for water tanks.

iv) Street patterns which allow convenient vehicle access to shops, business areas etc and which minimise traffic through housing areas.

v) Designs which foster neighbourhood identity, focused on a community facility.

vi) Ready access to open space, recreation areas and the countryside.

vii) Safety and security for people.

viii) Retention of existing trees and natural features.

b) To encourage infill subdivisions as far as possible, within servicing constraints and the contour of the land.

5.3.10 URBAN ALLOTMENTS

Objective

S 10) *Ensuring that the size and shape of each urban allotment is appropriate for future use. (Issue 5)*

Policy

a) To require subdividers to prove that small urban allotments (ie under 500 m2 in area) have sufficient useable room to be developed under the Plan for a permitted land use, having regard to the building regulations and the Plan's performance standards.

2.1.2 Issue

The philosophy of the Operative District Plan is to enable growth beyond the extent of the existing Residential or Village Zone by considering new areas for rezoning on a case by case basis. This approach is based on a policy and assessment framework where individual urban growth proposals (either as a private plan change or resource consent application) are considered on their individual merits. This approach has lead to ad hoc subdivision and development and potential for inefficient urban form (e.g. road layouts, reticulated services, open space).

In addition, this current approach creates significant uncertainty from landowners, developers and Council on where and when residential development may or may not occur and creates issues when planning infrastructure and cost.

In response to the uncertainty, Council has undertaken work and investigations to better understand Feilding's urban growth potential, and the matters created by greater urban development.

As a result of this work, Council has confirmed the location and extent of areas for residential growth. To manage the urban form of these new growth areas and to achieve efficient and good quality urban areas, structure plans have been developed for the five Growth Precincts. These provide the anticipated form and development of the land within the structure plans for Feilding.

The Urban Growth Objective (S8, 5.3.8) is proposed to be amended to ensure urban growth areas are integrated, cost effective and designed to avoid, remedy and mitigate adverse effects on the environment. To achieve the amended Objective, new policies are proposed which are targeted at managing urban growth in Feilding. These new policies provide a more directive approach to managing and coordinating urban growth.

Existing Policy (a) sets out a series of broad and specific land development criteria that are to be taken into account when assessing urban growth areas. This policy is still appropriate for the consideration of urban growth for settlements and villages outside of Feilding and is proposed to be retained unchanged.

The Urban Neighbourhood Objective (S9, 5.3.9) aims to "*promote useful, attractive and sustainable urban neighbourhoods"* and identifies four concepts that urban areas should represent. Objective S9 is still considered relevant, but more measurable terms to describe the quality outcomes wanted for urban neighbourhoods are proposed. In addition, it is proposed to change the Objective from "promote" to "develop" to ensure these urban outcomes are achieved.

To achieve quality urban neighbourhoods, Policy (a) encourages good subdivision design incorporating many of the principles that the Feilding Framework Plan is based on. One principle in the Feilding Framework Plan not currently represented in Policy (a) in the District Plan relates to the network of streets providing good access within the subdivision and surrounding land. Therefore, Policy (a) is proposed to be amended to reflect the principles in the Feilding Framework Plan for good urban areas and given more strength, so that it "requires" good subdivision design, rather than "encourage".

Policy (b) encourages infill subdivisions. Infill subdivision promotes residential intensification in areas that are now, or are to be planned to be serviced. It is possible that infill subdivision may occur in the new growth areas sometime in the future, particularly as the current market trend is to create relatively large residential lots (2,000m^2 plus) in new subdivision. Therefore, if larger residential properties of 2,000m^2 or greater are proposed to be created in a subdivision, the Plan Changes seeks to ensure these properties have the potential to be intensified in the future.

The Urban Allotments Objective (5.3.10, S10) aims that all new lots created are sufficient in size and shape for an end use that allows a range of permitted activities. The policy to achieve this Objective manages smaller lots, more likely for infill subdivisions where a complying residential dwelling may be challenging on lots smaller than 500m^2.

This objective is still relevant for Feilding growth, and is proposed to be extended to provide for the converse situation, where larger residential lots are future proofed as well.

Given the above, the following amendments to the District Plan are proposed.

2.1.3 Proposed Amendments

Amendment 1 (Section 4.4, Residential Zone)

Delete the last paragraph of the Explanation to Objective LU 12 as follows:

~~*The Council's approach to providing for the future expansion of Feilding's residential areas is set out in Part 5.3.8 (Page 53). This is complemented by a provision for possible development of rural house allotments (down to 4000 m2 in size) as a discretionary activity around much of the town's perimeter. (Refer Appendix 5A, Page 217).*~~

Amendment 2 (Objective 5.3.8 Urban Growth)

Amend Objective 5.3.8, Policy (a), (b), (c) and (d) the Explanation and Method as follows:

S 8) ~~To avoid, remedy or mitigate the adverse effects of urban growth associated with existing townships in the District.~~

S 8) To provide for urban growth that adjoins existing urban areas and manage that growth to avoid, remedy or mitigate adverse effects through the design of safe, integrated infrastructure networks and the efficient use and development of land.

Policies

a) ~~*To ensure*~~ *Ensuring that any proposal for extension of the Residential or Village zoning of the District's existing townships takes into account:*

i) *Any increased risk to people and property from natural hazards, including the possibility of sea level rise in the case of Himatangi Beach and Tangimoana.*

ii) *The potential impact of urban growth on the natural character, qualities and features of the coastal environment.*

iii) *Any significant and permanent adverse impact upon the life-supporting capacity of the District's soil resource, or on options for its future use, which would arise from converting the land concerned to urban use.*

iv) *The need for new growth areas around existing townships to be provided with utility services, at the developers expense, so that water supply and effluent and stormwater disposal issues are addressed. (Refer Also: Part 7.3, Page 67)*

v) *The efficient use and development of natural and physical resources, such as land, energy and the transport network, including the degree to which infill development is possible in the existing Residential or Village zone.*

vi) *The neighbourhood amenities and level of access to facilities which are likely to be available to residents in the new urban growth areas.*

vii) *The need to avoid ribbon development along arterial routes for traffic safety and efficiency reasons.*

viii) *Any significant adverse impacts upon the rural area, including its character and amenity, any significant habitats of indigenous fauna, and its intrinsic, ecological, or heritage values or cultural significance.*

ix) *The presence of any existing land uses which may not be compatible with a new residential neighbourhood.* ~~*eg the Industrial zones adjoining Longburn, and the Manfeild autocourse next to Feilding*~~

b) Identifying land suitable for new urban development, and where existing infrastructure requires upgrading to provide for new urban development, defer and stage this development until the required upgrading of infrastructure has occurred.

c) Managing subdivision and development in the Growth Precincts in Feilding through the use of Structure Plans and a Subdivision Design Guide where they:

i) ensure development is integrated and coordinated;

ii) recognise and respond to the topographical and physical features of the land;

iii) meet short and anticipated long term growth demands;

iv) connect with existing infrastructure and transportation networks, taking account of the capacity limitations of those networks and any potential requirements for upgrading capacity to meet future demands; and

v) provide certainty on the location and pattern of development, including key roading linkages and infrastructure to meet future requirements.

d) Providing for subdivision and development in the new Growth Precincts in accordance with the Structure Plans and Subdivision Design Guide to achieve the following outcomes:

i) A range of residential densities, where larger lots can be intensified in the longer term.

ii) A logical roading network that delivers strategic Collector Roads between existing and future urban areas and where a street network of Local Roads provide accessible residential areas.

iii) Efficient provision of utility services, including reticulated waste water, water supply and stormwater networks, that are in accordance with identified growth demands

iv) Neighbourhood focal points (such as local parks, shops or community facilities) to provide meeting points and centres for individual neighbourhoods within a precinct.

v) Open space networks comprising stormwater attenuation networks, a range of recreation opportunities, stream side esplanade reserves, and where appropriate, environmental protection corridors.

vi) Avoid areas identified as high risk for flooding and potential seismic hazards.

e) Preventing urban greenfield development in the rural environment outside of the identified Growth Precincts around Feilding, and subdivision and development not in accordance with the desired outcomes of the Structure Plans.

Explanation

~~*The above objective and policies aim to identify the constraints to urban growth, in terms of potential adverse effects. Council's Feilding Urban Growth Strategy produced in 2005 identified six areas around the perimeter of the town which could be developed for residential purposes in a manner consistent with those constraints. The six areas concerned represent the urban growth path for the town over the next 50 years. The land is to be re-zoned residential according to demand, in stages of around 400-500 potential sections at a time. The re-zoning will be supported by Council's commitment to provide the infrastructural services necessary for each stage in a logical and programmed manner.*~~

~~*This does not however mean that Council will not consider other applications to re-zone particular pieces of land on Feilding's fringe from Rural to Residential. The Urban Growth Strategy accepts that there may be areas other than those identified that lend themselves to an urban future. Such applications, like any proposal to increase the Village zoning of the District's townships, will be assessed against the District Plan's policies and objectives, particularly S8 above and related policies.*~~

Objective S8 recognises new urban growth areas for Feilding and the provision for urban growth in other villages in the district. Residential and industrial growth projections signal a continuation of demand across the district, with a concentration in Feilding. To provide for additional housing and industrial demand across the district, two approaches to growth are set out in the above policies.

Firstly, Policy (a) sets a criteria-based approach for determining areas for urban growth in Manawatu towns (apart from Feilding) and villages. This criteria approach is applied where no urban growth areas have been identified, and enables broad and specific considerations to be used in assessing private plan changes to rezone land to Residential or Village Zone.

Secondly, Policies (b) through to (e) provide a more directive approach for managing urban growth in Feilding to meet the anticipated demand.

Criteria approach

For the first approach, Policy (a)(i) relates to natural hazards, as a constraint to extending many of the towns and villages. For instance, ~~Natural hazards constrain the spread of many of the townships.~~ fFlooding occurs to the north of Sanson and to the south of Bunnythorpe. Tangimoana

relies on stopbank protection from the Rangitikei River. Any growth in Himatangi Beach should not be toward the south, which would entail moving sand dunes. Apart from the ecological effects of removing those dunes, constructing streets and sections afterwards would pose severe sand stabilisation problems. The possibility of sea level rise also needs to be taken into account for the beach settlements. It would have a significant effect on ground water table levels and on drainage ability, which is already limited in Tangimoana.

Urban growth can have adverse effects on the landscape (Policy (a)(ii)) and can impinge on areas which have heritage value, including significant habitats of indigenous fauna. Council is not aware of any potential problems of this nature, apart from potential impact on coastal values at Himatangi Beach and Tangimoana and the impact on rural amenities which results from converting farmland to urban use (Policy (a)(viii)).

~~*It is important for the future amenities of any new growth area that it be located next to the existing urban area so that it can quickly become part of a functional neighbourhood. A situation of isolated residential streets separated from the rest of the town must be avoided.*~~

The effects of urban expansion upon versatile soils ~~land~~ also need to be considered (Policy (a)(iii)). Such land is a valuable and relatively limited resource, and its future options for use need to be safeguarded whenever possible. Subject to all other factors being equal, developing less versatile soils is preferable to highly versatile soils.

~~*(Refer: Objectives LU 7 and S1, Pages 14 and 46). The Regional Policy Statement addresses this issue by stating that:*~~

> ~~*"In providing for urban development the social economic and environmental costs of development are to be considered by taking into account*~~ ~~(a number of matters including)~~ ~~*the retention of options for the future use of Class I and II land".*~~

~~*In dealing with this issue the practicality of instead using other less productive land will be important.*~~

~~*Having outlying satellite suburbs of Feilding, each providing its own utility services, is one option for growth in the longer term. Such suburbs would need to have at least 3,000 people to support a reasonable range of neighbourhood facilities. They are not favoured since they would take many years to reach that point. In the meantime the energy and other costs of relying on Feilding's facilities would be undesirable.*~~

Policy (a)(iv) refers to the provision of utility services (water supply, effluent and stormwater disposal). It is essential that any extensions to townships with sewers are also provided with utility services. Whether connection to the town system or a completely new system is proposed, an agreement will need to be reached between Council and the developer about the costs of extending and connecting to utility services. (Refer: Part 7.3, Page 67).

Policy (a)(v) recognises that land use, energy consumption and provision of transport are interrelated. Minimising transport and energy costs in connection with urban growth areas, (eg the cost of residents travelling to and from the town centre), needs to be taken into account in considering any growth areas. ~~for Feilding. So does the potential noise impact of Manfeild autocourse upon any new residential areas. Any new sections near Manfeild may be subject to consent notices alerting buyers to the presence of the circuit.~~

Policy (a)(vi) acknowledges the ~~It is~~ importance ~~t for the future~~ of access to amenities ~~of any~~ in new growth areas. An extension of ~~that it be located next to the~~ an existing urban area, where amenities are already provided, will enable new growth areas to more quickly ~~so that it can quickly~~ become part of a functional neighbourhood. A situation of isolated residential streets separated from the rest of the town must be avoided.

~~*This Plan's controls for rural zones allow for subdivision of house allotments down to around 4000 m2 as a discretionary activity around part of Feilding and most of the District's Villages. (Refer*~~

~~*Policy 5.3.3 b), Page 48). This type of development is not however expected to cause a problem for any later full urban subdivision of the land concerned.*~~

Directive Approach

Policy (b) relates to the urban growth of Feilding only and applies a more directive approach than Policy (a). Council has identified specific areas around the periphery of the existing urban area for future residential and industrial development. These growth areas were identified based on a multiple-criteria analysis of areas suitable/unsuitable for urban development as well as community consultation. Any proposed extension to the boundaries of the growth areas would require careful consideration of environmental and community standards and the necessity for, and appropriateness of extending public services.

To address these urban growth issues, Council has prepared Structure Plans for the growth areas (called "Precincts). The Structure Plans are based on a series of investigations and illustrate an urban form and structure that responds to individual localities and includes the provision of infrastructure (particularly stormwater), road networks, open space networks, density and site layout. A range of residential lifestyles and industrial properties are to be provided in order to accommodate growth now and in the future.

Within the existing urban areas, capacity exists for intensification of housing through the redevelopment of existing properties. This intensification may be in the form of single houses on existing properties or multiple houses on larger properties.

~~*Vetting nodal applications*~~

Council should always look at the capacity for growth within the existing urban boundary. Infill development is an efficient use of resources. (Refer: Objective S9 d), Page 55). Kimbolton and Halcombe have a relatively low density and have the potential to cater for significant development by way of infill. ~~*Bunnythorpe has a sizable area of land between Maple Street and Kairanga-Bunnythorpe Road which has been earmarked for residential growth for over a decade.*~~ *Considerable potential for infill also still exists in Feilding.*

District Plan Methods

District Plan Rules C2 and D1 1.5 (Pages 153 and 163).

Structure Plans and Subdivision Design Guide

Deferred zoning where infrastructure provision is not currently available

Considering applications for Plan Changes to extend urban zoning.

Other Methods

Policies on new connections to Council services.

Amendment 3 (Objective 5.3.9 Urban Neighbourhoods)

Amend Objective 5.3.9, Policy (a) and (b), the Explanation and Method as follows:

5.3.9 URBAN NEIGHBOURHOODS

Objective S 9) *To* ~~*promote*~~ *develop useful, attractive and sustainable urban neighbourhoods where:*

(a) A range of lot sizes and housing types can be developed, in accordance with the existing character and context of each area.

(~~a~~b) *People have maximum accessibility to each other using vehicular and non-vehicular (pedestrian and cycling) transport networks ~~and~~ to neighbourhood centres and reserves ~~places~~ which provide for their needs.*

(~~b~~c) *Public health and safety is promoted through good design of local streets, neighbourhood centres and reserves to ensure easy access and connectivity.*

(~~c~~d) *Development is not achieved at the expense of significant adverse effects on rural character that is the backdrop to the Feilding township, natural topography, open space and gully systems.*

(e) *New urban areas establish an identity that is based on positive elements of Feilding's established urban character and amenity, and recognise and maintain the ecological, cultural and historic heritage values of the site and surrounding area.*

(~~d~~f) *Urban land ~~and utility services are~~ is developed and used effectively ensuring larger residential lots retain the potential for planned and well designed intensification.*

(g) *Utility services are strategically developed to ensure a sustainable, efficient and cost effective network is built to meet the needs of current and future development.*

(Issues 3, 4, 9 and 13)

(Refer also: Objectives HV1, LU 7, LU 12, EWA 1 and U 1, Pages 7, 14, 23, 77 and 81).

Policies

a) ~~*To encourage*~~ *Requiring subdivision designs and layouts which ~~incorporate features such as~~ provide for the following:*

i) *New development that is integrated with the existing environment by:*

- *Recognising the character and amenity values of any surrounding residential, rural and industrial areas;*
- *Defining the urban boundary and avoiding, remedying and mitigating adverse reverse sensitivity effects on adjoining Rural Zone properties through buffer areas.*
- *Identifying natural features, open space (local purpose reserves, esplanade reserves, environmental protection areas) and land too steep for development and integrating development around these areas.*
- *Residential densities that reflect a range of residential opportunities, and are positioned so there is a logical extension from existing urban areas, as well as responding to the topography and physical features of the site.*
- *Designs which foster neighbourhood identity, using positive characteristics from established urban areas and also reflecting the cultural, heritage and natural values of the site and surrounding area. ~~focused on a community facility.~~*

ii) *Flood hazard and potential seismic hazards. areas are identified and the subdivision is managed so that areas of high risk are avoided, and all residual risk is mitigated through design of the subdivision and future development.*

iii) *Effective roading connections between existing, new and future development, to maximise accessibility between different urban areas.*

iv) *A network of local streets ~~patterns~~ for each urban area which allows convenient vehicle access to individual properties, to local shops, reserves and coordinates with the Collector Roads to move traffic between the ~~business areas etc and which minimise traffic through~~ housing areas and town centre.*

v) Road design reflects the function and use of the road type, including provision for vehicular and non-vehicular (pedestrian and cycling) transport modes and provides an appropriate level of amenity.

vi) Through roads and streets are required rather than the use of cul-de-sacs, in order to maintain a high level of accessibility in the local street network, while recognising some topographical features may lead to the use of cul-de-sacs or accessways.

vii) Block layouts that ensure individual lots have road frontage, where larger residential lots have sufficient width of frontage to ensure future intensification can occur and future lots will continue to have road frontage.

viii) ~~Allotments~~ Lots are positioned to ~~which~~ allow efficient resource use, where ~~eg~~ the access to heat and energy from solar energy is maximised, on-site stormwater collection, attenuation and discharge is provided, including room for water tanks.

ix) ~~Ready~~ A~~a~~ccess to open space~~,~~ and recreation areas is provided in a way that is strategically connected to adjoining urban areas. ~~and the countryside~~.

x) ~~Provision for p~~Pedestrian and cycle access is provided as a network of on-road and off-road cycle and walk ways which contribute to the amenity and connectivity within the wider urban area.

xi) Ensure each neighbourhood has a focal point that provides a ~~P~~places ~~for community facilities, such as recreational~~ local reserves and ~~social venues, open space~~, local shops~~ping schools and pre-schools~~.

~~vii) Safety and security for people.~~

~~viii) Retention of existing trees and natural features.~~

b) Encouraging infill subdivisions, within servicing constraints, with reference to suitability of the contour of the land, and where the shape and size of the subject lot enables good quality living environments to result as described in the Subdivision Design Guide.

c) For subdivisions in any of the Feilding Growth Precincts, to require subdivision designs and layouts which implement the relevant Structure Plan, the roading hierarchy and road type in Appendix 2B and incorporate the guiding principles of the Subdivision Design Guide (Appendix 9).

Explanation

Subdivision design and the physical works undertaken at subdivision time have a large and permanent effect upon the form and character of an urban area. Street patterns, reserve locations, shop sites, walkways, road widths and surfaces, land contour and retention of trees are decided at the subdivision stage.

Feilding's Growth Precincts are spatially planned in individual Structure Plans. The Structure Plans provide a spatial plan comprising the density expectations, transport links, open space areas and neighbourhood focal points. The transport links include the indicative location of Collector Roads and main Local Roads to ensure connectivity throughout a Precinct, and to its surrounds.

The Subdivision Design Guide provides more guidance on developing the subdivisions to meet the urban neighbourhood expectations set out in Objective S9 and the principles set out in the Feilding Framework Plan.

Objective S9 is also relevant for greenfield subdivision and development outside the Feilding township.

~~*Once a subdivision is done it may be difficult to find suitable land for activities such as schools which require a sizeable area of land. It is more effective to identify these needs at an early stage and make provision for them in the subdivision design. Demand often doesn't become obvious until a neighbourhood is almost fully developed and has reached the threshold population needed to support shops or other facilities. The Plan needs to*~~

The influence of urban design ~~in order~~ to ~~promote~~ achieve more efficient, ~~sustainable~~ connected neighbourhoods will result in urban places with more cost effective and greater range of movement options for people – this will also increase social interactions and an overall benefit to the welfare of current and future generations.

~~*FIGURE 4 – Future Urban Growth Path for Feilding*~~

Infill subdivision can make better use of existing urban land, streets and utility services. It can also reduce the need to lay new piping and for farmland to be converted to urban use. Under the Act a liberal attitude must be taken toward infill, as long as potential adverse effects are avoided. Council goes further and aims to actively promote infill. In many places though, the slope of the land, or the limited capacity of utility services, will limit the number of new lots which can be created.

District Plan Methods

- *"Concept plan" requirements to show future stages of "greenfields" developments. (Rule C2 2.5 B), Page 158).*
- *Development and implementation of Structure Plans for growth areas.*
- *Subdivision Design Guide to assist applicants, Council officers and decision makers design and assess proposals for greenfield subdivision.*

Other Methods

- *Subdivision layout plans being developed when new areas are zoned for urban purposes, and used as a guideline for later development.*
- *Council meeting some of the costs involved in design features which have a clear public benefit, eg pedestrian accessways.*
- *Possible direct Council involvement in developing infill sections.*

Amendment 4 (Objective 5.3.10 Urban Allotments)

Amend Objective 5.3.10, Policy (a), the Explanation and Method as follows:

5.3.10 URBAN ALLOTMENTS

Objective

S 10) *To ~~ensure~~ create urban lots that ~~the~~ have a size and shape that enables ~~of each urban allotment is appropriate~~ urban use. (Issue 5)*

Policy

a) ~~To require~~ Requiring subdividers to prove that small urban allotments (ie under 500 m² in area) have sufficient useable room to be developed under the Plan for a permitted land use, having regard to the building regulations and the Plan's performance standards.

b) Encouraging flexibility for future intensification of new large residential allotments (ie 2,000m^2 in area, and greater), so they can be effectively developed in the future to a standard residential density (800m^2) and with a good quality of urban environment resulting, including road frontage.

Explanation

When people purchase an allotment, they expect to be able to use it. Council will make sure that new lots are reasonably capable of being used for activities permitted in the zone. It is relevant to consider whether the allotment is suitable for a range of different uses/buildings rather than just the one proposed by the applicant. This does not apply to some subdivisions such as the tiny allotments created for utilities.

The residential growth areas are anticipated to meet the short and long term need for greenfield developments. Larger lots can meet the immediate need for housing and lifestyle choices. However, in the longer-term, these larger lots may need to be repurposed for more intensive uses through further subdivision. Therefore, at the time of original subdivision, the size and shape of lots and the location of buildings on these larger lots is to demonstrate the ability for future intensification/subdivision to meet future needs.

District Plan Methods

District Rules C2 2.1.1, 2.1.2 and C2 2.3.1, Pages 153 and 154.

Other Methods

Providing advice for subdividers about District Plan requirements and about re-designing allotments.

Amendment 5 (Section B1, Residential Zone)

Add a new Section B1A introducing a Residential (Deferred) Zone as follows:

RULE B1 – RESIDENTIAL (DEFERRED) ZONE

(a) Until such time that deferred status is uplifted, the rules of the Rural Zone shall apply within any land shown as Residential (Deferred) Zone on the planning maps.

(b) Residential (Deferred) Zone will cease to have effect and the Residential Zone provisions will apply following the passing of a Council resolution that there is adequate reticulated water, stormwater and wastewater provided by the Council or to the satisfaction of the Council to the subject area of land.

2.2 Subdivision Consent Applications and Assessment

2.2.1 Plan Provisions

Rule A – General, Rule A1 – Consent Procedures, Information Requirement for Resource Consent Applications and Designations.

Rule 1.2.3 Subdivision Consent Applications.

Rule 1.3 Assessment of Applications.

Rule 1.3.2 Reservation of Control - Controlled Activity Subdivision Applications

Rule 1.3.3 Reservation of Control – Restricted Discretionary Subdivision Applications

Rule 1.2.6 Notification and Service of Applications.

2.2.2 Issue

The use of structure plans to manage growth and subdivision design is a new method in the District Plan.

Information Requirements

Section 1.2 of the District Plan sets out the Information Requirements for Resource Consent Applications and Designations. Clause 1.2.3 sets out the information expected to accompany any subdivision application.

Subdivision applications must have supporting information and assessment to demonstrate how the proposed design and layout accords with the relevant structure plan. An evaluation against the proposed subdivision design guide is a way of ensuring that the principles that have influenced the structure plans have been considered in the new subdivisions.

The information requirements for subdivision applications must therefore be amended to reflect the use of structure plans and the subdivision design guide as methods for managing urban growth in Feilding.

Assessment Matters

Section 1.3 of the District Plan contains the Assessment of Applications and this section lists all the assessment matters for controlled, restricted discretionary and discretionary activities.

Section 1.3.2 sets out the matters the Council has reserved control over in the assessment and consideration of Controlled Activity subdivisions. Section 1.3.2 is to be amended so that control is extended to consideration of the structure plans and the principles contained in the subdivision design guide.

Section 1.3.3 sets out the matters the Council has reserved discretion over for restricted discretionary activities. A new provision is proposed to reflect a new restricted discretionary activity for subdivisions that do not comply with the new stormwater neutrality standard.

Notification and Service of Applications

Section 1.2.6 sets out a guideline on the circumstances when applications should and should not be publicly notified, and served on affected persons. The guideline is proposed to be amended to refer to the current Resource Management Act 1991 (contained in the Streamline Amendment Act 2010), and to include a new reference for restricted discretionary activity subdivision applications (i.e. stormwater neutrality) so that these types of subdivision do not need to be publicly notified or served on adversely affected parties.

2.2.3 Proposed Amendments

Amendment 7

Amend Rule A1, 1.2.3 Subdivision Consent Applications by adding new information requirements for subdivisions in the Feilding Growth Precincts as follows:

1.2.3 Subdivision Consent Applications

A) All applications shall be in the proper form and should include:

i) The information required under Section 219 of the Act, namely:

....

iv) For subdivisions proposals within a Growth Precinct:

a) Applications must have supporting information and assessment to demonstrate how the proposed subdivision design and layout accords with the relevant Structure Plan (Appendix 8A-C).

b) An evaluation against the Subdivision Design Guide (Appendix 9) demonstrating that the guiding principles have been provided for in the proposed subdivision.

Amendment 8

Amend Rule A1, 1.2.6 Notification and Service of Applications by adding a new clause to subclause B as follows:

1.2.6 Notification and Service of Applications

B) Notice of any application for resource consent does not need to be served on affected persons in the following circumstances:

...

vi) The application is for a restricted discretionary activity subdivision consent under Rule C1 1.2(v) which complies with all relevant subdivision standards except the stormwater neutrality standard under Rule C2 2.1.1F.

Amendment 9

Amend Rule A1, 1.3.2 Reservation of Control – Controlled Activity Subdivision Applications by adding consecutive roman numerals after (xiii) as follows:

1.3.2 Reservation of Control – Controlled Activity Subdivision Applications

A) The matters in respect of which Council has reserved its control are:

i) Provision of water supply, and disposal of water, wastewater and stormwater, where the design and capacity of any reticulated system reflects the new and anticipated future demand and requirements.

ii) The number, location and formation of vehicle crossings.

iii) Provision of a connected street network, with appropriate use of street hierarchy and design type, including ~~T~~the width, length, drainage and formation of ~~driveways and rights-of-way~~ access.

iv) The matters specified in Section 220 of the Act.

v) The size, shape and arrangement of allotments, in relation to road frontages, and location of proposed boundaries.

vi) The creation of appropriate easements.

vii) Payment of financial contributions including reserves contribution.

viii) Providing, forming, naming and signposting new roads.

ix) Preservation of existing vegetation.

x) Provision of open space including the retirement of steep land, gully systems, connections/links with other areas, esplanade reserves and strips, and local reserves.

xi) Suitability of proposed allotments for subsequent buildings and future use, including the separation of proposed building sites from high voltage electricity transmission lines.

xii) Impact of subdivision upon future management of natural areas and heritage places.

xiii) Requiring a consent notice to be placed on the titles of newly subdivided allotments which have no further subdivision potential under this Plan, to alert potential purchasers to that fact.

xiv) Accordance with any relevant Structure Plan and the adherence to the principles set out in the Subdivision Design Guide.

xv) Provision of a network of cycleways and walkways to the extent that these service the subdivision and connect with the surrounding environment.

xiv) Provision of buffers or other measure to delineate the boundary between urban and rural environments and provide separation between potentially incompatible activities.

Amendment 10

Amend Rule A1, 1.3.3 Reservation of Control – Restricted Discretionary Activities by adding consecutive subclauses after (J) as follows:

1.3.3 Reservation of Control – Restricted Discretionary Activity

K) In assessing applications for subdivisions within any of the Growth Precincts that do not comply with the stormwater neutrality standard (Rule C2 2.1.1G), Council has restricted its discretion to:

i) The extent of post development run-off generated by the development;

ii) The measures used to avoid, remedy and mitigate stormwater runoff from entering the overall Feilding stormwater network;

ii) The availability of stormwater detention areas or conveyance opportunities on surrounding land

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Amendment 11

Amend Rule A1, 1.3.4 Assessment of Discretionary Activity Applications by adding a consecutive subclause after (xxviii), and consequential renumbering as follows:

1.3.4 Assessment of Discretionary Activity Applications

A) In assessing discretionary activities Council will have regard to matters including the following:

i) ...

xxix) In relation to subdivisions within any of the Growth Precincts, that do not comply with the minimum and maximum lot size and/or minimum lot frontage standard in (Rule C2 2.1.1A), the

a) The extent of non-compliance

b) The design and outcome of the proposed residential block layout and local street network, including:

- *The recognition of the topographic and physical features of the site and surrounds;*
- *The provision of open space including retirement of steep hillsides, gully systems, esplanade reserves and local purpose reserves;*
- *The use of residential density that integrates into the landscape.*
- *The extent of through roads within the subdivision and linkages within the Urban Growth Precinct; and*
- *The level of accessibility for future lot owners;*

c) The character and amenity anticipated by the subdivision design using positive features of established urban areas.

d) The ability of larger lots (2,000m^2 and greater) to be further subdivided in the future to a size, shape and form that creates good quality outcomes.

f) The provision of infrastructure and roading networks, for the current and anticipated future demand, including future intensification if larger lots are created.

2.3 Roading Standards

2.3.1 Plan Provisions

Appendix 2b - Roading Hierarchy

2.3.2 Issue

Operative District Plan

Appendix 2B of the Operative District Plan has a roading hierarchy for the district and for Feilding. Proposed Plan Change 50 proposes to update the roading hierarchy. This Proposed Plan Change 45 for Feilding's growth areas aligns with the roading hierarchy plan change.

Structure Plan Roading

The Structure Plans propose a well connected system of roads and streets. The hierarchy of roads has two main levels; the Collector roads and the Local roads.

The Collector roads are the locally preferred routes between areas of population or activities. The Collector roads are strategically positioned so that future developments can access an effective and efficient network.

The Local roads are secondary roads and branch off the Collector Roads. Local roads form the street network that creates the form and shape of urban blocks. Local roads may take a variety of different designs. The aim is to use a design that responds best to road requirements and intended function.

For example, there are different ways in which through roads can achieve slower pace traffic, shared modes of transport (cycleway, walkways) and offer high amenity (landscaping, trees and street furniture).

Philosophy for Plan Change

The implementation of the Structure Plans will require subdivision layout and design to provide a network of streets and roads that are connected to existing and future urban areas. This approach is a change from the existing philosophy, which is, to provide roads and streets for the site only and commonly result in cul-de-sac development that cannot be linked to future development.

Local streets also provide a high level of amenity and include the cycleway and walkway networks, that are also important features of the Structure Plans. Road designs also need to be included in the District Plan to provide a high level of certainty for landowners, subdividers and Council on the standards required.

Specific road cross sections have been developed for the Growth Precincts to address vehicular and non-vehicular modes of transport and stormwater network design.

2.3.3 Proposed Amendments

Amendment 12

Add a new Appendix 2B1 to contain the Road Cross-Sections. The Appendix is immediately after the Appendix 2B Roading Hierarchy.

APPENDIX 2B1 - FEILDING URBAN GROWTH ROAD CROSS SECTIONS

Refer Rule C2, 2.1.1

Diagram(s) illustrating the road type and cross sections.

2.4 District Rules and Cross Referenced Appendices

2.4.1 Plan Provisions

RULE C - SUBDIVISION

Rule C1 – Status of Subdivisions

Rule C2 – Zone Standards – Subdivision

2.1 Standards Residential Zone,

2.3 Standards – Business and Industrial Zones

2.5 Further Standards Applying in all Zones

Rule C3 – Esplanade Management

Appendices

2.4.2 Issue

Activity Status

The Operative District Plan provides for greenfield subdivision in the Residential Zone as a Controlled Activity, subject to complying with the relevant zone subdivision standards, and the further standards which apply across all zones. A subdivision application that does not comply with any of the relevant standards is a non-complying activity status. No general changes are proposed to activity status except as detailed below.

Zone Standards

Greenfield subdivisions in the Residential Zone are subject to density, access and shape factor standards.

Zone Wide Standards

Further subdivision standards, applicable to all the zones (Industrial, Business and Residential), require connection to reticulated services and underground cabling for power and telephone and street lighting.

There is a standard relating to high voltage electricity transmission lines, where future building sites are to be designed no closer than 20m either side of the centre point of the transmission line.

For sites that are capable of providing more than 50 lots, the Council may require an overall concept plan from the applicant. There is no detail contained in the standard that describes what this concept plan is to show or demonstrate.

Deferred Zone

Two Residential (Deferred) Zones for the 800m^2 and 2000m^2 densities are proposed to apply to parts of the Growth Precincts. The 'deferred' status is applied to areas where new or upgraded infrastructure is required prior to subdivision and development occurring. Until such time as this new or upgraded infrastructure is provided to enable subdivision and development to occur, the provisions of the Rural Zone would continue to apply. A new definition has been added to Section E to ensure that land that has been identified within a deferred zoning are that the existing provisions apply to that land until such time as the deferred zoning status is uplifted.

Proposed Structure Plans

In general terms a structure plan is a planning framework to guide the development and redevelopment of a particular area.

The structure plans direct the density, roading network and open space network (including stormwater retention areas), for each precinct. The structure plans are a 30 year (and greater) strategic plan, and not all of the land contained in the precincts will be developed at once. To ensure that each individual subdivision contributes and delivers the structure plans, it is important that adherence to the structure plans is achieved.

Proposed Activity Status

A subdivision design and layout that is in accordance with a structure plan is one that closely aligns and provides the networks and density in principle. Being in accordance does not require absolute consistency with the exact location of features. A Subdivision Design Guide will assist in producing subdivision layouts that are in accordance with the structure plans and general good urban design principles. Any subdivision that is in accordance with the structure plan and complies with all other relevant standards is a Controlled Activity.

Where a subdivision application has an alternative design and is not in accordance with the relevant structure plan, then the activity status will be a discretionary activity.

New Subdivision Standards

A new subdivision standard for the residential growth areas is proposed that requires subdivision applications located in any of the growth precincts to be in accordance with the relevant structure plans.

A subdivision standard for residential density is also proposed. As well as a residential density requirement, any subdivision layout must provide each lot with a minimum frontage.

These two standards will ensure all lots created are a size and shape to reflect the existing natural and physical characteristics and qualities for the area in the future (e.g. indigenous vegetation, stream alignments, connections with adjoining roads/streets and reserves, suburban residential character).

The minimum frontage requirement requires a lot layout that is accessible without use of rights of way or shared access. The outcome sought is a series of site frontages where future buildings are more likely to generate activity at the street level, instead of behind driveways, which makes a more lively and attractive street. Lots with adequate road frontage are better situated to be intensified in the future, so growth is able to infill existing urban areas, instead of further greenfield land.

Stormwater neutrality is the situation where post development runoff equals the pre development runoff; so despite an increase in hard surfaces from roads, roofs and other impervious surfaces associated with development, the design of the subdivision enables runoff to be managed within the boundary of the subdivision using swales on roads for conveyance and detention ponds. Therefore the principle of stormwater neutrality is to apply at the individual subdivision, and the overall growth precinct levels. Stormwater neutrality is to prevent overloading the downstream network.

To achieve stormwater neutrality, a new subdivision standard is proposed and individual subdivision designs would require a stormwater analysis to demonstrate compliance. Should a proposed subdivision not achieve stormwater neutrality, the consent activity status would be a restricted discretionary, with matters of discretion limited to technical stormwater matters. As assessing the non-compliance is a technical matter and is unlikely to affect the wider environment, a non-notification clause is proposed to enable applications to be processed on a non-notified basis (i.e. no public notification) to give greater certainty to subdividers.

2.4.3 Proposed Amendments

Amendment 13

Amend Rule C1 – Status of Subdivisions by:

- adding a new rule to the 1.2 Restricted Discretionary Activities to provide for subdivisions in the Growth Precincts that do not comply with the stormwater neutrality standard, and
- adding a new rule to the 1.3 Discretionary Activities to provide for subdivisions that do not comply with the density standard in the Growth Precincts, and
- adding a new non-complying activity status rule for subdivision proposals are not in accordance with the relevant structure plans for the Growth Precincts as follows:

RULE C1 – STATUS OF SUBDIVISIONS

1.2 RESTRICTED DISCRETIONARY ACTIVITIES

1.2.1 Specification of Activities

A) The following subdivisions shall be restricted discretionary activities:

v) Any subdivision within a Growth Precinct (Appendix 8A-C) that does not comply with the stormwater neutrality standard in Rule C2 2.1.1 (G).

1.3 DISCRETIONARY ACTIVITIES

1.3.1 Specification of Activities

A) The following subdivisions shall be discretionary activities:

iv) *Any subdivision within a Growth Precinct (Appendix 8A-C) that does not comply with the minimum/maximum lot sizes and/or minimum lot frontage standard in Rule C2 2.1.1 (A).*

...

v) *Any subdivision within a Growth Precinct that is not in accordance with the requirements specified in a relevant Structure Plan (Appendix 8A-C):*

1.~~4~~5 POWER TO DECLINE SUBDIVISIONS

...

Amendment 14

Amend Rule C2 Zone Standards, 2.1 Standards – Residential Zone by adding new subdivision standards to 2.1.1 Greenfields Subdivision after subclause (D). These new standards are to only apply to subdivisions proposals in the any of the three Feilding growth areas as follows:

2.1.1 Greenfields Subdivisions

~~*A) Minimum lot size shall be 500m2 net site area.*~~

A) Any subdivision shall comply with the relevant minimum lot size and frontage widths as set out in Table 1 below for the existing Residential Zone and areas shown within the Growth Precincts:

Table 1

Area	Minimum Lot Size (Net Site Area)	Maximum Lot Size (Net Site Area)	Minimum Frontage Width for each lot
Existing Residential	500m²	-	-
Growth Precinct – Density 1	800m²	2000m²	25.0m
Growth Precinct – Density 2	2000m²	5000m²	40.0m

B) Access and roading design and construction shall comply with the standards contained within NZS 4404:2010 Land Development and Subdivision Infrastructure and the Manawatu District Council addendum dated 2013. Council's addendum shall prevail where those provisions alter NZS 4404:2010 unless otherwise stated. ~~*Any entrance strip which provides legal access to a rear site shall have a minimum width of:*~~

~~*i) 3.5m where the number of sites is not greater than four. If visibility is restricted along the entrance strip, or if the entrance strip exceeds 75m in length, spaces visible from one to another shall be provided to enable vehicles to pass.*~~

~~*ii) 7m where the number of sites is greater than four.*~~

~~*C) Where common access to eight or more residential allotments is to be provided, this access must be a new legal road, to be formed to Council's standards.*~~

D) Shape factor - each site shall be capable of containing an 18m diameter circle.

E) Any subdivision proposals shall be designed in accordance with the requirements specified on the relevant Structure Plan (Appendix 8A-C).

F) Any subdivision shall include a stormwater system design that achieves stormwater neutrality at the following scales:

i) Over the area of land that is the subject of the subdivision proposal.

ii) Over the Urban Growth Precinct in which the subdivision proposal is located.

Amendment 15

Amend Rule E DEFINITIONS by adding a new term describing the meaning of "stormwater neutrality" and "deferred zone as follows:

*92A. **Stormwater neutrality** means post development runoff that equals the pre development runoff; so despite an increase in hard surfaces from roads, roofs and other impervious surfaces associated with development, the design of the subdivision enables runoff to be managed on-site (individual properties) and within the boundary of the subdivision using swales on roads for conveyance and detention ponds.*

*16A **Deferred Zone** means specific areas that are identified as areas for future growth on the District Planning Maps. For any land identified as being within a deferred zoning area the existing zoning provisions apply to the land until such time as the Deferred zoning status is uplifted.*

Amendment 16

Add three new Appendices to contain the Structure Plans for the Feilding Growth Precincts (1 – 3) as attached;

The new Appendices to be added after the last Operative District Plan Appendix (7B) as follows:

APPENDICES

APPENDIX 8A FEILDING STRUCTURE PLAN – PRECINCT 1: (Ranfurly Road / Awahuri Road)

APPENDIX 8B FEILDING STRUCTURE PLAN – PRECINCT 2: (Ranfurly Road /Halcombe Road)

APPENDIX 8C FEILDING STRUCTURE PLAN – PRECINCT 3: (Halcombe Road / Lethbridge Road)

Amendment 17

Add a new Appendix for the Subdivision Design Guide as attached.

2.5 District Plan Planning Maps

2.5.1 Planning Maps

- Map 11
- Map 15
- Feilding Maps 25, 27, 29 & 33

2.5.2 Issue

The Operative District Plan Planning Maps 11 and 15 shows the urban extent of Feilding at a 1:50,000 scale and Maps 25 – 35 at a 1:5,000 scale.

The proposed rezoning, including deferred areas, extends the Operative District Plan urban extent in the following Growth Precincts of Feilding:

- Precinct 1: Expands the urban boundary to the south-west along Ranfurly Road and Awahuri Road. The urban boundary finishes naturally along the Mangaone West Stream along the south-west of the Precinct and topographic features running north-south in align with Ranfurly Road.
- Precinct 2: Expands the urban boundary to the west along Ranfurly Road (south) and Halcombe Road (north). The western extent is defined by a system of steeper hillsides and topographic features.
- Precinct 3: Expands the urban boundary to the north-west along Lethbridge Road and Halcombe Road. The north-west extent is defined by the Mount Taylor development, topographic features and the existing roads.

2.5.3 Proposed Amendments

Amendment 18

Amend the District Plan Maps 11, 15, 25, 27, 29 & 33 and rezone land from "Rural" to "Residential" or "Rural" to "Residential (Deferred)" as shown on maps attached.

Appendix 2B1 –Feilding Growth

Road Cross Sections

Appendix 8A – Feilding Structure Plan – Precinct 1

Appendix 8B – Feilding Structure Plan – Precinct 2

Appendix 8C – Feilding Structure Plan – Precinct 3

District Planning Maps

Subdivision Design Guide (Appendix 9)

Feilding – Precincts 1-3

Part II

Proposed District Plan Change 45
Feilding Growth
Section 32 Report

The purpose of this report is to evaluate the options for the management of growth in Feilding relating to Proposed Plan Change 45.

1 Introduction

The Manawatu District Council ("MDC") has prepared Proposed Plan Change 45 to the Operative Manawatu District Plan ("the District Plan") for notification under the provisions of the Resource Management Act 1991 ("the Act" or "RMA"). This report provides an analysis of the content of the Plan Change, in accordance with the requirements of Section 32 of the Act.

Section 32 of the Act requires local authorities to prepare a report summarising the evaluation of the alternatives, benefits and costs of the plan changes, and giving reasons for that evaluation.

According to Section 32(3) of the Act, this evaluation details the appropriateness of the objectives in achieving the purpose of the Act, and whether, having regard to their efficiency and effectiveness, the proposed rules (and policies if any) are the most appropriate for achieving the objectives.

2 Scope of Proposed Plan Change

The area subject to Proposed Plan Change 45 comprises parts of the outer edges of Feilding and the immediate surrounding rural land identified in areas 1 – 3 as shown below in Figure 1. Areas identified as 4 and 5 in Figure 1 below will be the subject of a further District Plan Change in the near future once technical engineering assessments have been completed.

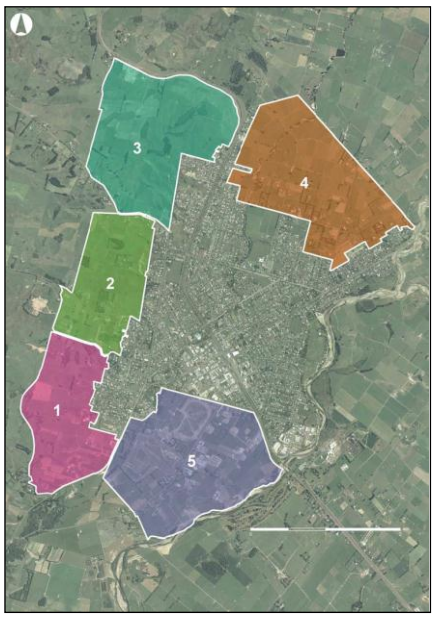

Figure 1: Area of land comprising Plan Change 45

Proposed Plan Change 45 identifies and extends the existing urban area, by rezoning areas from Rural to Residential including applying a deferred zoning in some locations.

Amendments are proposed to the Urban Growth (5.3.8), Urban Neighbourhood (5.3.9) and Urban Allotment (5.3.10) Objectives and Policies. The proposed amendments provide a specific policy framework for managing growth in Feilding, where the use and implementation of Structure Plans to manage Feilding growth areas is inserted. Greater emphasis on subdivision design requirements is also proposed.

No changes are proposed to the Residential Zone rule provisions.

Amendments are proposed to the Subdivision Rules in Section C2 to manage residential development in the new growth areas which are to be designed and implemented in accordance with the proposed Structure Plans.

A subdivision design guide is proposed and will support good design outcomes in conjunction with the Structure Plans.

3 Background

The Manawatu District Plan became operative in December 2002. As set out under section 79(2) of the Resource Management Act 1991, District Plans are required to be reviewed no later than every 10 years. The Council has elected to undertake the review of its District Plan in sections. The reasoning for this approach is to allow the public to comment on more manageable topics and to lessen the administrative burden of reviewing an entire District Plan within the statutory timeframes.

One of the priority topics for review was provision for growth in Feilding. This priority was a result of pressure for additional residential and industrial land, and issues with the current approach on urban growth management. Proposed Plan Change 45 presents amendments that could better provide for growth in Feilding, than is currently provided in the District Plan.

The following section of this report sets out background information in order to provide context to the resource management matters impacting on Feilding's urban growth. Investigations and technical reports commissioned by Council have shaped the Plan Change provisions. In particular, the Feilding Framework Plan has provided the information and spatial analysis to produce the individual Structure Plans for the growth precincts.

3.1 Statistics New Zealand

Demographic information was obtained from Statistics New Zealand which included projections on household numbers and population for the Manawatu District to 2031, using a high, medium and low growth series. The medium series data was used to inform the urban planning analysis and gave an indication of where people were moving to in the district. The data provided a composition of age groups and how these are anticipated to change over a 20 year time period. Some of the statistics include:

- *Manawatu District population growth – additional 3,550 people by 2031*
- *Manawatu District population growth - people aged over 65 will more than double by 2031*
- *Manawatu District household growth – additional 2,530 households by 2031*
- *Manawatu - Wanganui region car ownership = currently 35.7% 1 car per household; and 34.8% 2 cars per household*[1]
- *Feilding population growth – additional 780 people by 2031 (22% of the district's growth)*

[1] Feilding Framework Plan (2012), page 4.

- *Feilding household growth - 910 households by 2031 (36% of the district's growth)*
- *Feilding household growth share - 29% Feilding West; 21% Feilding North; 20% Feilding Central, 5% Rakiraki; 14% Maewa*

The statistics show that the anticipated residential growth (population and households) in Feilding will be a substantial proportion of the Manawatu District's growth.

3.2 State of the Environment Report 2007 – Urban Growth Information

The Council's State of the Environment Report 2007 (SOE Report) provides a snapshot view of the main environmental issues that faced the Manawatu District at this point in time.

The information gathered on subdivisions over 2002 – 2007 and building consent numbers indicate that there was a high demand for new properties and housing in Feilding's residential and rural-residential (Nodal Areas) areas during this time period.

Council initiated a study on Feilding's urban growth in 2005. The study found that at that time there were 490 vacant building sites within the existing Residential Zone in Feilding.

Council considered that a greater land bank of future residential land would be beneficial to allow choice in residential properties across Feilding. In order to understand where additional residential land would be best located the Feilding Urban Growth Strategy was developed.

The Feilding Urban Growth Strategy identified six areas that could provide urban growth for Feilding over the next 50 years. The areas identified were the following:

- Lethbridge Road North
- Makino Stream West
- Roots Street East
- Arnott Street
- Sandon Road/Ranfurly Road
- Awahuri Road.

The Council calculated that these areas could yield approximately 2,900 sections. At that time, no significant constraints were in any of the six possible growth areas, although the costs associated with servicing the different areas varied considerably.

Council initiated Plan Change 27 in 2007 which rezoned two of the six growth areas from Rural to Residential Zone adding a further 700 potential residential lots. In 2007, a total of 1200 potential residential lots within the Residential Zone at Feilding were available.

The Building Consent data over 2001 – 2007 shows that the combined uptake of both residential and rural properties for new dwellings was 651. An assumption was made, that many of the new "rural" buildings would be those located in the Rural Zone "Nodal" areas.

Despite the expansion of the Residential Zone in Feilding in 2007, there was on-going pressure for the other growth areas to be developed on an ad hoc basis, either through subdivision applications or private plan changes to rezone from Rural to Residential.

3.3 Urban Growth Pressure in Feilding

The Operative District Plan enables new residential subdivision (greenfield and infill) and development in the Residential Zone. Rural residential subdivision is provided as a discretionary activity in the "Nodal Areas" around Feilding, where new lots of 4,000m^2 in land size area can be created.

The District Plan provisions that guide subdivision design and development within the Residential Zone manage density and require reticulated services. The District Plan is silent on requiring particular urban form outcomes therefore Council officers have not been in a position to direct development towards any strategic urban goals. Consequently, individual developments have been planned and constructed on an ad hoc basis, with no strategic guidance to ensure they are integrated with the existing and future urban areas, or in areas where there is infrastructure capacity.

In addition, the individual developments can create economic, environmental and social costs, due to a lack of an ineffective and inefficient provision of common resources, such as infrastructure, amenities (local shops and reserves), walkways, cycleways and vehicular networks that connect neighbourhoods.

The Operative District Plan enables residential development and future rezoning of new urban growth areas, but does not have an overall strategic framework to help integrate individual subdivisions and developments to produce sustainable urban outcomes.

3.4 Associated Documents/Research

The documents used in preparing and researching Proposed Plan Change 45 are listed below:

- State of the Environment Reports 2002 and 2007
- Long Term Plan
- MDC Openspace Framework
- MDC Stormwater network (open drains and private drains)
- Manawatu Active Transport Strategy
- Horizons Regional Council Flood Information
- Statistics New Zealand Population and Household Growth projections (medium series)
- Feilding Framework Plan, including:
  - Density and Urban Form Analysis
  - Opportunities and Constraints Analysis
  - Precinct Plans and Urban Growth Principles
  - Urban Capacity Analysis
  - Urban Intensification Analysis
  - Property Economics – Feilding Growth Assessment March 2012
  - Palmerston North City and Manawatu District Industrial Land use Planning Review 2007
  - Feilding Growth Strategy, Preliminary Structure Plans and Design Assumptions (MWH, 21/12/2010)
  - Feilding Urban Growth Strategy, Engineering Services Assessment (MWH, June 2013)

3.5 Feilding Framework Plan

Given the above issues of pressure for additional housing and industrial land and the uncoordinated approach to development, the Council commenced work in 2010 on the Feilding Framework Plan.

The Feilding Framework Plan (the Framework Plan) examines five growth areas for Feilding. The Framework Plan is the end result of investigations and inputs from urban planning and spatial analysis, engineering (natural hazards, slope stability and servicing) and community and landowner consultation.

The Framework Plan is a strategic growth document that demonstrates where and how growth can and should be developed in Feilding over the long term. The Framework Plan is based on fundamental urban growth principles which are translated into spatial plans (Precinct Plans) for all five growth precinct areas.

The Precinct Plans illustrate how each growth precinct can be connected to the existing Feilding township. Connections include road and street networks and reserve networks (stormwater, recreation, conservation).

Each Precinct Plan demonstrates how development can respond to the topography and physical features of the individual areas. Residential density, neighbourhood centres (park, shops), road access, stormwater collection areas are all provided for within each Precinct Plan.

To this end, below is a summary of overall outcomes envisaged by the Framework Plan:

Infrastructure and Servicing

A preliminary engineering assessment was produced by MWH and appended to the Framework Plan. The engineering assessment provided inputs into the development constraints for the growth areas based on geological and topographical information, and soil characteristics. Based on an outline of the growth areas, potential densities, roading networks, and open space corridors, the engineering assessment provided high-level information that demonstrated the key constraints and design matters that would need to be considered through the expansion in the five precincts. Key recommendations arising from the preliminary engineering assessment included

- further assessment of the appropriate level of service for stormwater infrastructure for Precinct 4, particularly in respect of the need to address existing flooding risks posed by regional flood events and out of precinct stormwater flows; and
- Adoption and promotion of sustainable stormwater management practices within both the Council's District Plan and Subdivision Code of Practice as a cost effect way of minimising the requirement for Council provision of stormwater infrastructure; and
- Council undertake further traffic safety assessment of the proposed northern exit from Precinct 2 onto Halcombe Road; and
- Council include other infrastructure costs including the costs of water supply reticulation, additional reservoir storage and construction of cycling and walking routes; and
- Council prioritise the adoption of the structure plans and decide on the priority areas for development.

Population and Residential Density:

In accordance with character and context of each precinct, encourage a mix of lot and housing types in each of the growth areas. Smaller lots are ideally located on the flatter land, near future or existing community facilities. This is to recognise future elderly population who will require less section size.

Walkability:

Provide a good network of footpaths and cycleways within each precinct, so that individual neighbourhoods within these precincts are connected to one another, as well as being connected to the surrounding areas.

Urban Form:

Provide streets that form a network. Through roads are to be predominate, and cul-de-sacs to only be used in special circumstances. Lots should front roads, instead of being situated behind one and another, using rights of way.

The design of street types should respond to the use of street. The carriageway widths, provision of cycleways/footpaths, landscaping, street trees, degree of stormwater management, lighting should be designed with the road function in mind.

Promote a range of open spaces. Maximise the dual or multiple functions of open spaces. For example, open spaces that offer recreation opportunities, may also maintain landscape or other environmental values, contribute to stormwater management and provide a buffer between the urban and rural edge.

Built Form:

Future building development is encouraged to work with the topography and to minimise earthworks. Design and position of buildings, garages, fences for residential and non-residential buildings to ensure streets are kept interesting and inviting.

Conclusions of Feilding Framework Plan

The Feilding Framework Plan demonstrates how growth can be achieved, in a managed and coordinated way. The document presents the community's' aspiration for growth in Feilding.

The District Plan is one tool of several required to implement the Framework Plan. Implementation is also required through Council's Long Term Plan and Annual Plan processes, as well as private individual investment and development.

To support and implement the Framework Plan, the current District Plan requires amendments to rezone the Growth Precincts from Rural to Residential and to provide a more directive and strategic approach to greenfield subdivision in Feilding.

4 Statutory Context and Policy Direction

This section outlines the national, regional and district statutory requirements and policy context in which Plan Change 45 is to respond and give effect to.

4.1 National Direction - Resource Management Act 1991

The Resource Management Act 1991 requires the Council to have an Operative District Plan at all times, and that provisions within this statutory document be reviewed every ten years.

The purpose of District Plans is to assist the Council to carry out their RMA functions which are set out in Section 31 of the RMA as follows:

(1) Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district

(a) the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:

(b) the control of any actual or potential effects of the use, development, or protection of land, including for the purpose of—

(i) the avoidance or mitigation of natural hazards; and

(ii) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and

(iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:

(iii) the maintenance of indigenous biological diversity:

(c) [Repealed]

(d) the control of the emission of noise and the mitigation of the effects of noise:

(e) the control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:

(f) any other functions specified in this Act.

(2) The methods used to carry out any functions under subsection (1) may include the control of subdivision.

The purpose and principles of the RMA are set out in Sections 5, 6 and 7 and 8. The purpose of the Act and other relevant principles to the Proposed Plan Change are set out below:

Section 5 Purpose

(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.

(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 well-being 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.

Section 6 Matters of national importance

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 recognise and provide for the following matters of national importance:

(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

(d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:

Section 7 Other matters

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 have particular regard to:

(b) the efficient use and development of natural and physical resources

(c) the maintenance and enhancement of amenity values

(f) maintenance and enhancement of the quality of the environment

4.1.1 National Policy Statements and National Environmental Standards

There are no relevant National Policy Statements or National Environmental Standards that the Plan Change 45 must give effect to.

4.2 Regional Direction – Horizons Regional Council One Plan

Horizons Regional Council's Proposed One Plan has progressed substantially through the Schedule One process set out in the Act and is still subject to High Court challenge. The Environment Court Appeals have been heard and an interim decision released in 2012. There are outstanding appeals to the High Court and it will be some time yet before the One Plan is made operative

The relevant Proposed One Plan objectives and policies that the Proposed Plan Change is to give effect to are set out below:

Objective 3-1B: The strategic integration of infrastructure with land use

Urban development occurs in a strategically planned manner which allows for the adequate and timely supply of land and associated infrastructure.

Objective 3-1C: Urban growth, rural residential subdivision and versatile soils

To ensure that territorial authorities consider the benefits of retaining Class I and II[2] versatile soils [3]for use as production land when providing for urban growth and rural residential subdivision.

[2] As identified in the Land Use Capability Classification system

[3] For general information purposed these soils largely comprise the following soil series: Egmont, Kiwitea, Westmere, Manawatu, Karapoti, Dannevirke, Ohakune, Kairanga, Opiki and Te Arakura

Policy 3-2: Adverse effects of other activities on infrastructure and other physical resources of regional or national importance

The Regional Council and Territorial Authorities must ensure that adverse effects on infrastructure and other physical resources of regional or national importance from other activities are avoided as far as reasonably practicable, including by using the following mechanisms:

(f) ensuring effective integration of transport and land use planning and protecting the function of the strategic road and rail network as mapped in the Regional Land Transport Strategy.

Policy 3-3A: The strategic integration of infrastructure with land use

Territorial Authorities must proactively develop and implement appropriate land use strategies to manage urban growth, and they should align their infrastructure asset management planning with those strategies, to ensure the efficient and effective provision of associated infrastructure.

Policy 3-3B: Urban growth and rural residential subdivision on versatile soils

In providing for urban growth (including implementing Policy 3-3A), and controlling rural residential subdivision (lifestyle blocks), Territorial Authorities must pay particular attention to the benefits of the retention of Class I and II versatile soils for use as production land in their assessment of how best to achieve sustainable management.

Policy 3-12: Identification of priority contaminated land

The Regional Council and Territorial Authorities shall jointly identify priority contaminated land.

Priority contaminated land is land that:

(a) is listed on a register of verified contaminated land held by he Regional Council or a Territorial Authority, or

*(b) would have been the site of an activity identified on the Hazardous Activities and Industrial List (Ministry for the Environment, 2004a) including horticulture and sheep dips, and site*investigations haver verified that the land is contaminated, and*

(c) is expected to be subject to a change of land use within the next 10 years that is likely to increase the risks to human health or the environment including where land is identified for future residential zoning or where a specific development is proposed.

Policy 3-13: Management of priority contaminated land

Where land use changes are likely to increase the risks to human health or the environment from priority contaminated land (as identified under Policy 3-12) the Regional Council and Territorial Authorities must ensure that :

(a) the landowner or land developer fully investigates the extent and degree of contamination prior to the granting of consent allowing development 9assistance with investigations may be provided by the Regional Council ins some cases),

(b) land is made suitable for its intended use through an appropriate level of remediation or management (including engineering)controls, and

(c) land remains suitable for its intended use through appropriate monitoring of residual contaminant levels and associated risks and through the use of management controls on the activities undertaken on the land.

Objective 10-1: Effects of natural hazard events

The adverse effects of natural hazard events on people, property, infrastructure and the wellbeing of communities are avoided or mitigated.

Policy 10-1: Responsibilities for natural hazard management

In accordance with s62(1)(i) RMA, local authority responsibilities for natural hazard management in the Region are as follows:

(c) Territorial Authorities must be responsible for:

(ii) identifying floodways (as shown in Schedule I1) and other areas known to be inundated by a 0.5% annual exceedance probability (AEP) flood event on planning maps in district plans^, and controlling land^ use activities in these areas in accordance with Policies 10-2 and 10-4.*

Policy 10-2: Development in areas prone to flooding

(a) The Regional Council and Territorial Authorities must not allow the establishment of any new structure or activity, or any increase in the scale of any existing structure or activity, within a floodway mapped in Schedule I unless:

(i) there is a functional necessity to located the structure or activity within such an area, and

(ii) the structure or activity is designed so that the adverse effects of a 0.5% annual Exceedance probability (AEP)(1 in 200 year) flood event[4]on it are avoided or mitigated, and

(iii) the structure or activity is designed so that adverse effects on the environment, including the functioning of the floodway arising from the structure or activity during a flood[3] event are avoided or mitigated,

in which case the structure or activity may be allowed.

(b) Outside of a floodway mapped in Schedule I the Regional Council and Territorial Authorities must not allow the establishment of any new structure or activity, or an increase in the scale of any existing structure or activity, within an area <u>which would</u> be inundated in a 0.5% AEP (1 in 200 year) flood event[4] unless:

*(i) flood hazard avoidance*is achieve or the 0.5 AEP (1 in 200 year) flood hazard is mitigated, or*

(ii) the <u>non-habitable</u> structure or activity is on production land, or

(iii) there is a functional necessity to locate the structure or activity within such an area,

in any of which cases the structure or activity may be allowed.

*(c) Flood hazard avoidance*must be preferred to flood hazard mitigation.*

*(d) When making decision under Policies 10-2(2) <u>and (b(i)</u> regarding the appropriateness of any proposed flood hazard avoidance*or mitigation measures, the Regional Council and Territorial Authorities must:*

(ia) <u>ensure that occupied structures have a finished floor or ground level, which includes reasonable freeboard, above the 0.5% AEP (1 in 200 year) flood event level.</u>

(i) ensure that in a <u>0.5% AEP (1 in 200 year)</u> flood event[4] the inundation of access <u>between</u> occupied structures <u>and a safe area where evacuation may be carried out (preferably ground that will not be flooded)</u> must be no greater than 0.5m above

[4] **Flood event does not include the effects of stormwater which are managed by Territorial Authorities under different criteria including engineering and design standards/manuals.**

*finished ground level with a maximum water velocity of 1.0m/s, or some other combination of water depth and velocity that can be shown to result in no greater risk to human life, infrastructure or property**

(ii) ensure that any more than minor adverse effects on the effectiveness of existing flood hazard avoidance or mitigation measures, including works and structures within River and Drainage Schemes, natural landforms that protect against inundation, and overland stormwater flood paths, are avoided,*

(iii) ensure that adverse effects on existing structure sand activities are avoided or mitigated,

(iv) have regard to the likelihood and consequence of the proposed flood hazard mitigation measures failing,

(v) have regard to the consequential effects of meeting the requirements of (d)(i), including but not limited to landscape and natural character, urban design, and the displacement of floodwaters onto adjoining properties, and*

(vi) have regard to the proposed ownership of, and responsibility for maintenance of , the flood hazard mitigation measures including the appropriateness and certainty of the maintenance regime.

*(e) Within that part of the Palmerston North City Council district that is protected by the Lower Manawatu River Flood Control Scheme to a 0.2% AEP (1 in 500) standard, including the Mangaone Stream stopbank system, additional flood hazard avoidance*or mitigation measures will generally not be required when establishing any new structure or activity or increasing the scale of any existing structure or activity.*

(ea) Despite Policy 10-2(d)(ia) and (i), within that part of the Wanganui central city bounded by Bates Street, Ridgeway Street and Victoria Avenue, flood hazard mitigation measures will not be limited to considering flood height and flow but will include such methods as resilient construction and emergency management systems.

(f) This policy does not apply to new critical infrastructure.*

Policy 10-5: Other types of natural hazards

The Regional Council and Territorial Authorities must manage future development and activities in areas susceptible to natural hazard events (excluding flooding) in a manner which:

(a) ensures that any increase in risk to human life, property or infrastructure from natural hazard events is avoided where practicable, or mitigated where the risk cannot be practicably avoided,

(b) is unlikely to reduce the effectiveness of existing works, structures, natural landforms or other measures which serve to mitigate the effects of natural hazard events, and

(c) is unlikely to cause a significant increase in the scale or intensity of natural hazard events.

The Proposed One Plan directs Territorial Local Authorities to be proactive in guiding urban development, particularly so that coordination between land use and infrastructure can be achieved. The development and implementation of land use strategies are encouraged so that growth is planned and consolidates around existing urban areas and limits the amount of

productive rural land being developed. Strategic planning also enables important considerations on slope stability and the avoidance of risks from natural hazards.

Horizons Regional Council has commented through Clause 3 consultation that the amendments to the One Plan as a result of appeals to the Environment Court have legal effect, except those provisions that are before the Court as consent orders which have not yet been signed off. Underlined text has been inserted as they relate to the consent orders, which are awaiting approval from the Environment Court.

4.3 District Direction – Manawatu District Council – Long Term Plan 2012 - 2022

At the district level, the Manawatu District Council's Long Term Plan 2012-2022 (LTP) is relevant to Plan Change 45 and the Feilding Framework Plan.

The LTP sets out a vision statement for Feilding which reads:

> *"Feilding urban: A thriving community enjoying the most vibrant country town in New Zealand, servicing the regional rural sector."*

The Feilding Framework Plan demonstrates where and how growth can and should be developed in Feilding.

Plan Change 45 and the proposed changes to urban growth are considered to help achieve the community's vision for Feilding and the direction outlined in the Feilding Framework Plan.

5 Review of Current District Plan

5.1 Current District Plan Provisions

The Operative District Plan uses zones to manage land uses across the district, where activities are grouped into similar and compatible categories, including: Rural 1 and 2; Residential and Village; Industrial; Recreation; Business and Flood Channel 1 and 2.

The Rural Zones enable rural activities, including primary production. The difference between Rural 1 and 2 represents the class of soils, where Rural 1 has the higher class of versatile soils.

The Village Zone is used in the outlying villages and combines residential and business activities.

The Residential Zone is used in Feilding and provides for residential activities and non-residential activities where they are compatible, such as home occupations. Feilding also supports a Business Zone and Industrial Zone, where retail, commercial and industry can respectively locate and operate effectively.

Recreation Zones provide for the District's open space, sports and leisure activities.

The Flood Channel Zones recognise the level of risk from flooding and require special management for land uses and buildings. The use of zones is a recognised method of managing land use and continues to be an effective and efficient tool that is being used in the Manawatu district.

5.1.1 Urban Growth

The Operative District Plan has three objectives and policies that contribute to managing urban growth in the district – 5.3.8 Urban Growth; 5.3.9 Urban Neighbourhoods; and 5.3.10 Urban Allotments.

Objective 5.3.8 and its following policy seeks to avoid, remedy or mitigate adverse effects of urban growth and sets out assessment criteria to be taken into account when assessing proposed extensions of either the Residential or Village Zone. This policy framework anticipates proposals for rezoning. Typically rezoning proposals would take the form of private plan changes initiated by landowners and developers.

A diagram illustrating the six urban growth areas for Feilding (as determined in the 2005 Feilding Urban Growth Strategy) is included in the Explanatory text to the Objective 5.3.8. However, flexibility for urban growth areas outside the six areas is maintained if it was demonstrated that the location is appropriate to accommodate growth.

Objective 5.3.8 and Policy (a) set an evaluative process to determine where new urban growth is to be located throughout the district. The use of this evaluation process is considered to be appropriate for managing urban growth around the smaller towns and villages. However, in the context of Feilding there is considerable development pressure. It is considered that greater strategic direction from Council would enable a coordinated approach to urban growth.

The status quo would enable individual landowners to initiate plan changes to extend the Residential Zone. However, the administrative cost of processing multiple private plan changes would be high for both the landowners and Council. Individual rezoning will not have the benefit of coordinating all urban growth areas or providing cost effective infrastructure for the community.

The alternative to rezoning areas of land to Residential is the continued use of the Nodal Area provisions and to develop the Feilding periphery into large-lot residential properties (4,000m^2). Providing for Feilding's anticipated growth using the Nodal Area provisions would result in an inefficient use of land and potentially compromise future urban growth in these areas.

Objective 5.3.9 and Policies (a) and (b) promotes useful, attractive and sustainable urban neighbourhoods. Good subdivision layout and design is encouraged to create these types of neighbourhoods.

Objective 5.3.10 is effective in providing for standard and infill residential lots.

5.1.2 Residential Subdivision Rules

The residential subdivision rules (Rule C) provide for both greenfield subdivision (development on a bare, undeveloped site) and infill subdivision (a form of intensification, commonly where a larger residential property is subdivided into two individual lots).

Residential subdivision applications that comply with the relevant zone standards (Rule C 2.1) and the 'Further' standards (Rule C 2.5) are Controlled Activities. This activity status requires the Council to grant subdivision consent, subject to reasonable and necessary consent conditions.

For greenfield residential subdivisions the standards require the following:

A) Minimum lot size shall be 500m^2 net site area.

B) Any entrance strip which provides legal access to a rear site shall have a minimum width of:

i) 3.5m where the number of sites is not greater than four. If visibility is restricted along the entrance strip, or if the entrance strip exceeds 75m in length, spaces visible from one to another shall be provided to enable vehicles to pass.

ii) 7m where the number of sites is greater than four.

C) Where common access to eight or more residential allotments is to be provided, this access must be a new legal road, to be formed to Council's standards.

D) Shape factor - each site shall be capable of containing an 18m diameter circle.

Density

There are two main groups of lot sizes proposed for Feilding, the 450m^2 - 800m^2 and 801m^2 - 2000m^2. There is a significant proportion of rural residential (5,000m^2) lots immediately to the north of Feilding within the Nodal Areas. The exact location and extent of the Nodal Areas will be considered during a separate review of these areas.

The current density provisions are effective at providing for compact properties. However recognition of medium to larger residential lots for use in the growth precincts is required. A new definition is to be added to Section E of the District Plan for deferred zones. This will ensure that the existing zoning provisions will apply to land that is identified as being deferred zoning area until such time as the deferred zoning status is uplifted.

Connectivity and Frontage

A high level of street connectivity and houses that front/face the street are two important urban form and quality principles that encourage safe and lively streets. To understand whether these two principles were apparent in Feilding's existing urban areas an analysis was carried out on five existing areas within Feilding:

- Study Area 1: Western lower hills (Glasgow Terrace/Ranfurly Road)
- Study Area 2: Central Feilding (Bailey Street/ Derby Street / Hobson Street / Weld Street)
- Study Area 3: North (Sherwill Street / Churchill Avenue / North Street / Churcher Street)
- Study Area 4: North East (Sherwill Street/ Port Street / Pharayzn Street
- Study Area 5: Central – South-East (South Street / East Street / Drake Street / Poole Street)

The analysis studied the residential density, the degree of street connections, the streetscape amenity and proximity to a range of amenities.

Some of the study areas achieved better urban form and quality outcomes and neighbourhood design than others. Central Feilding (Study Area 2) represented very good design due to its connected street pattern, range of density and housing, access to a mix of community facilities. Whereas Study Area 1 (Western Hills) was less favourable in design, due to the distance from amenities and level of disconnected streets.

The study concluded that the use of cul-de-sacs and rights-of-way were common in Study Areas 1 and 3. These types of road and access design limit the level of connectivity and direct frontage to streets. This road and access outcome is common in many New Zealand towns, where cul-de-sacs are used to slow and quieten residential streets, and rights of way are needed to access rear lots. However, there are road and street designs that enable residential streets to still connect to one another as well as being safe places and have high amenity, and subdivision layouts can create urban street blocks that do not result in rear lots.

The current subdivision rules are not considered to be the most effective and efficient in achieving the Urban Neighbourhood objective of attractive and sustainable neighbourhoods. Amendments to the subdivision rules and assessment matters would enable subdivisions to deliver more attractive and sustainable neighbourhoods.

5.1.3 Rural Subdivision Nodes

"Rural Subdivision Nodes" or more commonly referred to as the "Nodal Areas" are areas that are identified for rural residential development. The Nodal Areas are not depicted on the Planning

Maps as zones, but are an overlay on top of the Rural 1 and 2 Zones and are set out in Appendix 5A.

Nodal Areas are provided in three individual rural areas:

- The periphery around Feilding
- Rangiwahia
- Hiwinui

And any land within 1 km of any of the following places:

a) Colyton School
b) Taikorea Hall
c) Glen Oroua School
d) Apiti Village Zone boundary
e) Utuwai School
f) Pohangina Hall
g) Rongotea Village Zone
h) Bunnythorpe Village Zone boundary
i) Cheltenham Village Zone boundary
j) Sanson Village Zone boundary
k) Kimbolton Village Zone boundary
l) Halcombe Village Zone boundary
m) Waituna West School

Within these areas, there is the opportunity to develop rural residential size properties (4,000m^2) as a discretionary activity. In all other Rural 1 and 2 areas, the Rural Zone density standards apply under Rule C2.4.1 where a density of 0.4ha would result in a non-complying activity subdivision.

5.1.4 Esplanade Strips and Reserves

The provision of esplanade strips or reserves are set out in Rule C3 of the current District Plan. The application of the esplanade provisions is at the time of subdivision, where a development site adjoins a listed water body.

An esplanade strip can be imposed on a subdivision development under Rule 3.2.1 for public access and/or conservation purposes where the site adjoins any of the specified water bodies. The widths of the esplanade reserves and strips are set down in Rule 3.4 and range between 10 – 20 metres.

For example, a subdivision development within a site that is positioned along the Oroua River or Kiwitea Stream (within the Feilding township) would need to include an esplanade reserve along that portion of the water body, and it must be vested in the Council.

The applicability of these esplanade strips and reserves in conjunction with the Feilding Framework Plan are considered to be an effective and efficient mechanism to deliver open space along listed water bodies for a variety of purposes.

5.2 Technical Investigations

To assist with investigations on technical matters for urban growth, Council engaged Boffa Miskell Ltd and MWH Ltd to investigate various matters.

Boffa Miskell Ltd undertook the urban design, connectivity and spatial analysis. MWH undertook the infrastructure, land stability, land contamination, transportation and natural hazards analysis.

The technical investigations culminated in the Feilding Framework Plan which included urban growth principles and spatial plans for each of the Growth Precincts. The spatial plans show how individually and collectively the Growth Precincts connect to, and extend the, existing urban areas of Feilding.

6 Pre-Consultation

A range of consultation and information sharing initiatives were carried out since the commencement of the Feilding Urban Growth project in 2009 and included the following:

- Meetings and workshops with key Council staff and Councillors. November 2009 – October 2010;
- Public notification of the Discussion Document (covering all significant resource management issues, not just Feilding Urban Growth) July 29th 2010 – September 2010;
- Community Information Days comprising 3 days over August and September 2010;
- Marae Consultation Workshop on the 25th August 2010;
- Display of information panels on "Residential Housing and Growth Ideas" and a link provided on the Council's webpage seeking feedback on these ideas was provide over August/September 2012; and
- Landowner consultation in the form of letters and one-to-one meetings in August/September 2012.

The responses to the Discussion Document demonstrated that Feilding's urban growth was a significant resource management issue for the Manawatu District. Feedback was given on the growth precincts identified, reverse sensitivity, soils, hazard risks, subdivision and engineering requirements, density, location and provision of industrial land, and urban design principles.

Targeted landowner consultation was undertaken using the draft spatial plans from the Feilding Framework Plan, which provided valuable feedback and comments on specific details in these plans.

6.1.1 Feedback summary – Growth

Respondents are generally supportive of the growth precincts. Respondents were largely those land owners directly affected by the proposed growth initiatives and were eager to find out more specific information around timing and the future development of associated roading and services.

Many respondents commented that issues with stormwater and roading, particularly speed limits on existing roads, needed to be addressed as part of this growth work. A number of respondents commented on the existing development contributions that were largely considered to be too high.

There was suggestion from two separate respondents around the need for additional growth areas. The first of these identified land on the eastern side of the Oroua River from Affco through to Reids Line while the second identified land between the Feilding Golf Course, Cameron's Line and Waughs Road. These two areas were initially considered as Precincts 6 & 7 but were not progressed further due to their separation from Feilding township by the Oroua River.

6.1.2 Clause 3 consultation

Clause 3 consultation was undertaken in late July 2013. Council received one submission on the draft plan change, from Horizons Regional Council.

The key theme of the submission from the Horizons Regional Council related to the relationship between the One Plan and the Manawatu District Plan and the need for the District Plan to give effect to the One Plan. There is a level of uncertainty for Council regarding this submission as there are amendments proposed to Objective 3-1C, Policy 3-3B, and 10-2 relating to urban

growth and development in areas prone to flooding that have not yet been approved by the Environment Court by consent order.

No provision was provided for in the plan change to the identification and management of contaminated land. For completeness, Policy 3-12–Identification or priority contaminated land and Policy 3-13 Management of priority contaminated have been included in the plan change. Since the initial investigations that were carried out by Council in 2010 the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES) came into force (1 January 2011).

Under the regulations, land is considered to be actually or potentially contaminated if an activity or industry on the Hazardous Activities or Industries List (HAIL) has been, is or is more likely than not to have been undertaken on that land. The NES requires all land affected by contaminants to be appropriately identified, assessed and if necessary remediated, or the contaminants contained, to make the land safe for human use. The NES applies to all land that is or has been used for a hazardous activity or industry. The regulations do not apply to existing uses, but are triggered at the time of subdivision, a change in use, soil disturbance (earthworks) of the removal or replacement of a fuel storage system.

The NES will be incorporated into the sectional review of the District Plan as it progresses.

Policy 10-2 has been added for completeness as well. At this time, technical assessments have been completed for Precincts 1-3. Technical assessments relating to natural hazards for Precincts 4 and 5 are nearing completion and a further Plan Change is anticipated in the near future to rezone these two growth areas. The technical assessment for Precincts 4 and 5 include investigations into flood hazard management in conjunction with Horizons also a liquefaction study is being undertaken as well.

The likely amendments have been included for completeness and where required indicated with underline where wording has not yet been approved by the Environment Court by consent order. Overall, the amendments do not result in the need for amendment to the provision of PC45.

7 Proposed Plan Change Provisions

A summary of the amendments contained within Proposed Plan Change 45 are:

- Amending the Urban Growth, Urban Neighbourhood and Urban Allotment Objectives 5.3.8 – 5.3.10, Policies, Methods and Explanation to provide a more strategic and directive approach to urban growth for Feilding.
- Amending the subdivision rules (Rule C), including the activity status (Rule C 2.1), standards (Rule C 2.2 and C2.3), information requirements (Rule 1.2.3) and matters of control (Rule 1.3.2) to reflect adherence of residential subdivision applications to the Structure Plans, assessment against the Subdivision Design Guide, standards on density for greenfield residential, minimum road frontage, and stormwater neutrality.
- Rezoning three Growth Precinct areas from Rural to Residential Zones on Planning Maps;
- Inserting Structure Plans into a new Appendix 8A- 8C;
- Inserting new road cross-sections in Appendix 2B1
- Any other consequential amendments.

8 Section 32 Statutory Requirements

Section 32 requires:

Consideration of alternatives, benefits and costs

(1) In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48, or a regulation is made, an evaluation must be carried out by—

(a) The Minister, for a national policy statement or a national environmental standard; or

(b) The Minister of Conservation, for the New Zealand coastal policy statement; or

(c) The local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of Schedule 1); or

(d) The person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of the Schedule 1.

(2) A further evaluation must also be made by—

(a) A local authority before making a decision under clause 10 or clause 29(4) of the Schedule 1; and

(b) The relevant Minister before issuing a national policy statement or New Zealand coastal policy statement.

(3) An evaluation must examine—

(a) The extent to which each objective is the most appropriate way to achieve the purpose of this 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.

(3A) This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district

(4) For the purposes of the examinations referred to in subsections (3) and (3A) an evaluation must 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.

(5) The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.

(6) The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.

In summary, a Section 32 evaluation is effectively a two tiered approach and must examine:

- The extent to which each objective is the most appropriate way to achieve the purpose of the Act (i.e. sustainable management); and
- Whether the policies, rules and other methods are the most appropriate for achieving the objective(s).

9 Evaluation

Proposed Plan Change 45 must be assessed in term of whether it is the most appropriate way to achieve the purpose of the Resource Management Act.

As detailed above, Section 32 (3)(a) requires an evaluation as to the extent to which the objectives are the most appropriate way to achieve the purpose of the Resource Management Act, being to promote the sustainable management of natural and physical resources.

The following assessment provides an evaluation of Proposed Plan Change 45 starting with the appropriateness of the objectives and following through to policies, methods and rules, and the risk of acting or not acting.

9.1 Assessment 1: Appropriateness of Objectives

The Operative District Plan has three existing objectives that are relevant to the management of urban growth across the district.

The three objectives individually address different development scales and the outcomes for these scales. Objective 5.3.8 addresses the district-scale, Objective 5.3.9 addresses the neighbourhood-scale and Objective 5.3.10 addresses the individual lot-scale.

The Proposed Plan Change amends all three objectives and the following evaluation explains the reason why the existing objectives are no longer appropriate in providing for sustainable management.

5.3.8 URBAN GROWTH

Objective

S 8) *To avoid, remedy or mitigate the adverse effects of urban growth associated with existing townships in the District.*

Objective 5.3.8 provides for urban growth using an effects based approach. This type of approach has a high level of flexibility where urban development proposals (either subdivisions or private plan changes) is assessed on a case by case basis.

The continuation of this flexibility is appropriate for the majority of the Manawatu District, where proposals are considered as and when there is demand for further urban development. Given the low growth pressures in the smaller towns and villages and general availability of land for development, this approach is considered appropriate.

However, urban growth in Feilding is different, as there is development pressure and variable supply of developable land in different locations. As outlined earlier in this evaluation, the current ad-hoc development is not effectively managing urban grown in Feilding. Therefore, Proposed Plan Change amends Objective 5.3.8 as follows:

> S 8) ~~To avoid, remedy or mitigate the adverse effects of urban growth associated with existing townships in the District.~~

S 8) To provide for urban growth that adjoins existing urban areas and manage that growth to avoid, remedy or mitigate adverse effects through the design of safe, integrated infrastructure networks and the efficient use and development of land. The proposed amendment better achieves sustainable management when considered against the relevant principles of the RMA, the Proposed One Plan and the analysis set out in the Feilding Framework Plan. This is because the proposed amendment emphasised the coordination of development and infrastructure, which gives effect to Propose One Plan Policies 3-2 and 3-3A, and can produce an improved efficient use of land.

5.3.9 URBAN NEIGHBOURHOODS

Objective

S 9) *To promote useful, attractive and sustainable urban neighbourhoods where:*

(a) People have maximum accessibility to each other and to places which provide for their needs and wants.

(b) Public health and safety is promoted.

(c) Development is not achieved at the expense of natural and heritage areas.

(d) Urban land and utility services are used effectively.

Objective 5.3.9 outlines the outcomes for the type of urban environment and amenity that is promoted through development. The intent of the Objective is still relevant against the principles set out in the Feilding Framework Plan, but could be made more explicit to clearly articulate on what are *"useful, attractive and sustainable urban neighbourhoods"*. This Objective directs the outcomes sought from subdivision design and layout, as subdivision establishes the basic land use and development pattern for infrastructure, utilities, open space, connections and density.

The Proposed Plan Change amends this objective as follows:

5.3.9 URBAN NEIGHBOURHOODS

Objective S 9) *To ~~promote~~ develop useful, attractive and sustainable urban neighbourhoods where:*

(a) A range of lot sizes and housing types can be developed, in accordance with the character and context of each area;

(~~a~~b) People have maximum accessibility to each other using vehicular and non-vehicular transport networks ~~and~~ to neighbourhood centres and reserves ~~places~~ which provide for their needs and wants.

(~~b~~c) Public health and safety is promoted through good design of local streets, neighbourhood centres and reserves.

(~~c~~d) Development is not achieved at the expense of significant adverse effects on rural character that is the backdrop to the Feilding township, natural topography, open space and gully systems.

(e) New urban areas establish an identity that is based on positive elements of Feilding's established urban character and amenity, and recognise and maintain the ecological, cultural and heritage values of the site and surrounding Precinct.

(~~d~~f) Urban land ~~and utility services are~~ is developed and used effectively ensuring larger residential lots retain the potential for planned and well designed intensification.

(g) Utility services are strategically developed to ensure a sustainable, efficient and cost effective network is built to meet the needs of current and future development.

The proposed amendment better achieves sustainable management, when considered against the analysis set out in the Feilding Framework Plan.

5.3.10 URBAN ALLOTMENTS

Objective

S 10) *To ensure that the size and shape of each urban allotment is appropriate for future use.*

Objective 5.3.10 is appropriate as it maintains a level of certainty for future lot buyers and their ability to build and/or use the land as intended (ie build a typical dwelling on a new Residential lot without requiring resource consent for a side yard non-compliance). The intent of this objective is appropriate, but amendments are proposed in the Plan Change to make it clearer.

S 10) To ~~ensure~~ create urban lots that ~~the~~ have a size and shape that enables ~~of each urban allotment is appropriate for~~ future urban use. (Issue 5)

The proposed amendment better achieves sustainable management, when considered against the analysis set out in the Feilding Framework Plan.

9.1.1 Conclusion

The Operative District Plan urban growth objectives have been appropriate in responding to demand for growth on a case by case basis. The demand and pressure for Feilding urban growth calls for a more directive approach in order to achieve urban environments that are sustainable.

The intent of Objective 5.3.9 and 5.3.10 continue to be appropriate, subject to amendments to strengthen and add further outcomes for urban environments that better represent sustainable management.

9.2 Assessment 2 – Appropriateness of policies, rules and other methods for achieving the Urban Growth Objectives

The evaluation is required to "have regard to" efficiency and effectiveness and under Section 32(4) "must take into account" the benefits and costs of policies, rules or other methods and the risk of acting or not acting if there is uncertainty or insufficient information about the subject matter of the policies, rules or other methods.

The structure of the evaluation begins (Analysis 1) with the high-level evaluation of rezoning, the use of structure plans and the staging of development, as a way to manage growth in Feilding.

The second evaluation (Analysis 2) is of the policies that direct subdivision design to achieve quality urban environments. A more detailed evaluation of the methods (standards, design guides) to achieve good design follows in Analysis 3.

9.2.1 Rezoning, Structure Plans and Staging of Development

Objective 5.3.8 (S8), as proposed, aims to provide for urban growth, managing on an effects basis by ensuring new urban environments are safe, integrated and are supported by cost effective and efficient roads and infrastructure.

Existing Policy (a)(i)-(ix) sets out a list of criteria to assess rezoning proposals for the Residential or Village Zones and traverses matters such as natural hazards, natural character, soil, provision of service utilities, transport network, access to amenities and shops, avoid ribbon development, significant adverse impacts on other ecological, heritage and cultural values, and compatibility of existing land uses with new residential land use.

As discussed earlier this existing policy is considered effective and efficient for all urban areas (except Feilding), as it provides an evaluative process for rezoning proposals around existing settlements, as and when required.

However, the development pressure on Feilding requires a different approach. Below are four options identified for achieving Objective 5.3.8 in relation to Feilding:

1. No explicit recognition of the Growth Precincts for Feilding and no Structure Plans for each Precinct.

   This option is the status quo, where urban growth in Feilding is provided through private plan changes and assessed under the list of matters in Policy (a).

2. Identify the Growth Precincts for Feilding by rezoning these areas Residential and produce Structure Plans for each of the Precincts.

   This option involves a Council initiated Plan Change to the Operative District Plan rezoning the Growth Precincts from Rural to Residential (Precincts 1 – 3). It also involves the preparation of Structure Plans for each Precinct, including these Structure Plans in the District Plan as an Appendix and requiring development to be in general accordance.

3. Identify the Growth Precincts for Feilding by rezoning and continue to use the existing Operative District Plan subdivision provisions.

   This option is similar to Option 2, where rezoning of land occurs but without the use of Structure Plans to guide future development in these areas.

4. Identify the Growth Precincts for Feilding by rezoning these Residential and Industrial, but use staging or deferred zoning where infrastructure constraints apply and/or excessive land supply would be created.

   This option would work in combination with Option 2. Areas rezoned would be assessed for proximity or ability to be connected by roads and reticulated infrastructure. Areas would be overlaid with a deferred status, until such time as infrastructure was available and the residential or industrial subdivision was possible.

Analysis 1:

Options	Effectiveness and Efficiency	Benefits	Costs
1. Status Quo (Rural Zone Nodal Areas, and private sector initiated plan changes)	The status quo would enable Nodal (rural residential) development to continue around the periphery of Feilding township. While effective in providing for this specific type of development, the rural-residential density of 4,000m² is an inefficient and ineffective way to meet the future residential demand in Feilding. The case by case consideration of a range of Private Plan Changes to produce residential-type development would provide flexibility for individual landowners to contemplate rezoning as and when they are ready to. However, this approach would result in an inefficient administrative process to enable rezoning of Rural land to Residential. The costs of uncertainty and lack of coordination in managing Feilding's growth outweigh the benefits of flexibility. The cost to the community of locating urban development which is supported by ineffective and inefficient infrastructure and utility services is considered to outweigh the flexibility of the existing District Plan provisions. Recent ad-hoc subdivision has highlighted inefficient street patterns and provision of infrastructure.	• Provides a continuation of the existing District Plan provision which have a level of familiarity for Plan users. • Provides flexibility for rezoning proposals (private plan changes) and Nodal Area subdivisions to be considered on a case by case basis. • Landowners and property developments have flexibility to design and service their individual subdivisions. • Progress of new urban development is based on a first in first in basis. • Density produced as the market demands it.	• Decisions on the location of new urban development may not coincide with effective and coordinated infrastructure provision. • Potential for low connectivity (roads, walkways, cycleways) and poor quality urban environments. • A concentration of rural-residential properties, instead of a range of residential densities resulting in less efficient use of land. • Lack of strategic planning for open spaces and neighbourhood centres/focal points which will result in poor quality urban areas. • Uncertainty on the extent of urban development into rural environment. • Lack of coordinated development between landowners and missed opportunities for sharing common resources to produce stormwater and open space networks. • Lack of certainty for landowners and developers in converting rural land to urban use.
2. Rezone Urban Growth Precincts, and Insert Structure Plans in the District Plan	Greater certainty on infrastructure investment and the ability to better coordinate new urban development in Feilding is considered to outweigh the cost of preparing the individual Structure Plans. It is recognised that the Structure Plans require development from individual landowners, as well as investment and maintenance of open space, stormwater networks and roads by the Council. Structure Plans would be effective in achieving the outcomes of an integrated and sustainable form of development in the growth precincts. They spatially plan connections, open spaces and land use patterns, which provides	• Provides certainty that greenfield residential subdivision can occur in the future. • Provides certainty on the location and type of infrastructure required for development . • Coordinates development based on provision of infrastructure, roading networks, neighbourhood centres and open space networks. • Improves the connectivity of subdivisions and overall quality of subdivisions. • Improves the function and amenity of roads, streets and lanes where the design better	• Cost of preparing and complying with the Structure Plans. • Less flexibility in the design, layout and connection of new urban development to the existing urban areas of Feilding. • Loss of yield for some development areas where there are open space, collector road, stormwater requirements as well as physical and topographical constraints. • Loss of rural-residential development potential within the Feilding Nodal Area

Options	Effectiveness and Efficiency	Benefits	Costs
	for the efficient use and development of natural and physical resources. In addition, the Structure Plans can recognise and protect features and values, such as water bodies and indigenous vegetation. The replacement of rural residential (Nodal subdivision) (4,000m²) development potential with standard (800m²) and large lot residential (2,000m²) is a more efficient and effective use of land.	fits the function of the road.	
3. Rezone Growth Precincts **Continue with status quo subdivision and development provisions.**	Rezoning land in the Growth Precincts for Residential purposes could be effective in meeting the demand for new housing development. However, with the large number of properties and nature of ownership, achieving effective coordination in the form and pattern of development could be difficult. A number of individual subdivisions could result in a similar situation to Option 1 (status quo) in terms of its efficiency and effectiveness.	• Provides certainty that additional greenfield residential and industrial development to meet future demand. • Landowners and property developments have flexibility to design and service their individual subdivisions. • Progress of new urban development is based on a first in first in basis. • Density produced as the current market demands it.	• Continued uncertainty for the Council on where infrastructure should be provided and to what design capacity. • Potential for low connectivity (roads, walkways, cycleways) and poor quality urban environments. • Lack of coordinated development between landowners and missed opportunities for sharing common resources to produce stormwater and open space networks.
4. Use staging or deferred zoning	The growth planning work identified land for residential purposes to meet current and future needs. The sequencing and staging of development needs to be serviced in a cost effective and coordinated manner. Rezoning land is effective in identifying the land as suitable for urban development, with deferred zoning applied to ensure infrastructure is available to service the land.	• Provides Council greater certainty on where infrastructure is to be located. • Enables Council to prioritise infrastructure investment. • Provides a logical sequence of development. • Allows land uses to continue operating under Rural Zone rules, until such time as urban development is required and infrastructure provided.	• May reduce the flexibility of some landowners and their development aspirations. • Disadvantages those landowners who would prefer to develop on a first in first served basis. • Pressure on Council to uplift deferred status. • Uncertainty for subdividers as to when deferments will be uplifted.

The most effective and efficient methods in achieving Objective 5.3.8 is considered to be Option 2, where additional land is rezoned Residential (Precincts 1 – 3) and is managed by the preparation and implementation of Structure Plans. It is also considered that Option 4, in combination with Option 2, provides an effective mechanism to ensure land use development is coordinated with infrastructure.

To that end, the Proposed Plan Change inserts new Policies (b) –to better achieve Objective 5.3.8 by providing for urban growth in Feilding in the following way:

- Identifying land suitable for new urban development and stage the release of this land. Areas to be deferred zoned until the necessary infrastructure is in place.
- Manage the new Growth Precincts through use of Structure Plans and a Subdivision Design Guide.

- Through the implementation of the Structure Plans and Subdivision Design Guide, achieve a set of good outcomes through subdivision and development.
- Prevent new urban development in the rural environment outside the identified Urban Growth Precincts around Feilding.

At this time, technical assessments have been completed for Precincts 1 – 3 and are therefore proposed to be rezoned. Technical assessments relating to natural hazards for Precincts 4 and 5 are nearing completion and a further Plan Change is anticipated in the near future to rezone these two growth areas. This sequencing and timing of rezoning of growth areas is still considered to achieve Objective 5.3.8.

9.2.2 Quality urban environments

Objective 5.3.9 (S 9), as proposed, aims to create useful, attractive and sustainable urban neighbourhoods and is supported by existing Policy (a) which encourages good subdivision design.

Objective 5.3.10 (S10) aims to future proof the use of new lots by ensuring the size and shape is appropriate for the intended use, and is supported by existing Policy (a) relates to new lots that have the potential be too small.

5.3.9 URBAN NEIGHBOURHOODS

Objective

S 9) *To ~~promote~~ develop useful, attractive and sustainable urban neighbourhoods where:*

(a) A range of lot sizes and housing types can be developed, in accordance with the character and context of each area;

(~~a~~b) People have maximum accessibility to each other using vehicular and non-vehicular transport networks ~~and~~ to neighbourhood centres and reserves ~~places~~ which provide for their needs and wants.

(~~b~~c) Public health and safety is promoted through good design of local streets, neighbourhood centres and reserves.

(~~c~~d) Development is not achieved at the expense of significant adverse effects on rural character that is the backdrop to the Feilding township, natural topography, open space and gully systems.

(e) New urban areas establish an identity that is based on positive elements of Feilding's established urban character and amenity, and recognise and maintain the ecological, cultural and heritage values of the site and surrounding Precinct.

(~~d~~f) Urban land ~~and utility services are~~ is developed and used effectively ensuring larger residential lots retain the potential for planned and well designed intensification.

(g) Utility services are strategically developed to ensure a sustainable, efficient and cost effective network is built to meet the needs of current and future development.

5.3.10 URBAN ALLOTMENTS

Objective

S 10) *To ~~ensure~~ create urban lots that ~~the~~ have a size and shape that enables ~~of each urban allotment is appropriate for future~~ urban use. (Issue 5)*

Objective 5.3.9 (S 9), as proposed, aims to create useful, attractive and sustainable urban neighbourhoods and is supported by existing Policy (a) which encourages good subdivision design.

Objective 5.3.10 (S 10) aims to ensure new lots are suitably sized and shaped for the intended use, and this objective is supported by existing Policy (a) which relates to new lots that have the potential to be too small.

These objectives and their supporting policies direct the quality and expectations on the design of subdivisions. The policy support to these two objectives is evaluated against several options:

1. Continued 'encouragement' policies for good subdivision design listing features and considerations that should be incorporated into greenfield subdivision layouts. Continue to encourage infill subdivisions

   This option is the status quo, where Policy (a) encourages subdivision design and layouts to consider areas put aside for community facilities, provision for pedestrian and cycleways, allotment design that encourages energy efficiency, neighbourhood identity, access to open space, safety, retention of trees and natural features.

2. Strengthen policies to 'require' good subdivision design, and require the future proofing of large lot residential properties for infill potential at a later stage.

   This option is based on the principles and recommended actions set out in the Feilding Framework Plan to manage subdivision and development.

Analysis 2

Options	Effectiveness and Efficiency	Benefits	Costs
1. Status Quo (encouragement policies)	As 'encouraging' policies, the existing framework provides flexibility in how neighbourhoods are developed with the key features and considerations identified. This flexibility provides for efficient in the development of land. However, as Council only 'encourages' these features there is no need or requirement to provide or incorporate the features and considerations into subdivision design. On this basis, the status quo policies are considered to be ineffective and inefficient in achieving Objective 5.3.9 and 5.3.10, as the 'encouragement' policy are not producing outcomes that reflect what is sought by these objectives.	• Provides a continuation of the existing District Plan provision which have a level of familiarity for Plan users. • Encourages landowners / developers to produce quality outcomes. • Landowners / developers have flexibility to design their individual subdivisions as they see best. • Density and design is produced as the current market demands it. • Infill development is still recognised as an appropriate form of development.	• Potential for greater use of cul-de-sacs and rights of way which limit walkability and the ability to change overtime. • A concentration of rural-residential properties, instead of a range of residential densities. • Lack of provision for open spaces and neighbourhood centres/focal points. • Uncertainty on the extent of urban development into rural environment. • Lack of coordinated development between landowners and missed opportunities for sharing common resources to produce stormwater and open space networks. • Design of rear lots or lots with limited frontage, therefore removing level of interaction at street level. • Poor streetscape where there is a lack of street trees and landscape treatment. • Roads are too wide for the purpose of a local street, requiring more maintenance and greater surface areas that increase pressure on the stormwater system.
2. Strengthen Policies 'requiring' good design based on Feilding Framework Principles and Actions.	'Requiring' policies are effective in providing certainty on the outcomes and matters to achieve Objective 5.3.9 and 5.3.10. The 'requiring' policies target specific features with clear and measure outcomes. These features also ensure efficient urban neighbourhoods are created through connected streets, provision of reserves and other amenities. However, if the requirements are too rigid or do not reflect local context or conditions, they can be inefficient and ineffective by applying in appropriate outcomes. Therefore, strengthening the policies to require subdivisions to demonstrate good design, taking into consideration a range of matters, will bring about	• Improves the amenity and fit (integration) of new urban development to the existing environment. • Improves the street block layout, streetscape and access to local purpose reserves and other open spaces. • Improves the connectivity within new subdivisions and linkages to other existing and future neighbourhoods. • Improves the function and amenity of roads, streets and lanes where the design better fits the function of the road. • Infill development is still recognised as an appropriate form of development, and its potential is to be	• Potentially increases the cost of designing and constructing a subdivision. • A change for Plan users who are used to the information expectations that support subdivision applications and the policy consideration of them. • A change to the types of road design. • A change in street network, where cul-de-sacs have always offered a 'quiet street' and the perception that through roads mean busy roads with low amenity. • Too directive on managing the future residential development of large lots in order to protect infill

Options	Effectiveness and Efficiency	Benefits	Costs
	improved urban environments. This approach is considered to be an effective and efficient way of achieving objectives 5.3.9 and 5.3.10.	considered from the outset of all new greenfield developments of 2,000m² sized lots and greater.	potential at a later date.

Option 2 is considered the most effective and efficient policy direction to achieve Objective 5.3.9 and 5.3.10. On this basis, the Proposed Plan Change amends Policy (a) and inserts Policy (c) under Objective 5.3.9 relating subdivision design and layout. New Policy (b) is inserted under Objective 5.3.10 to encourage the future-proof the infill development of large residential lots.

9.2.3 Appropriateness of rules and methods for achieving the objectives

The previous section determined that it is appropriate to change the growth objectives and policies and introduce a more directive approach to managing urban growth in Feilding through the use of Structure Plans and rezoning additional land to Residential and Industrial.

As discussed in Section 5 of this report, new urban environments in Feilding could be improved by better street connections, road and street design, block layout and lot frontages. An evaluation of the subdivision rules and methods was required to determine the most appropriate provisions for achieving the urban neighbourhood and allotment objectives under Proposed Plan Change 45. The evaluation assessed the cost and benefits of three main options, these were:

1. Minimum standards on density, access, shape factor

   This option represents the status quo. Minimum density, access and shape factor standards are to form the basis of any subdivisions design.

2. Minimum standards on density, including two new types of density, lot frontage, shape factor

   This option requires the residential growth precincts to achieve a lower density than the 500m² which is expected in the existing Feilding urban areas. The subdivision design and block layout is to ensure each lot will front a public street, so rear lots and rights of way are avoided.

3. Minimum standards provided for in Option 2, as well as stormwater neutrality and future intensification

   This option is an extension of Option 2, where stormwater neutrality is required at three levels, (1) the urban growth area precinct, (2) subdivision and (3) allotment. This option also requires larger residential lots to be future-proofed so that infill subdivision can occur in the future and result in a quality development.

4. Minimum standards and Design Guidelines

   This option combines minimum standards and design guidance for subdivisions. Minimum standards would be used to provide basic parameters of a subdivision proposal to achieve a controlled activity status. The Subdivision Design Guide would be used to direct and assist the interpretation of the Structure Plans and the outcomes sought by individual developments, as they contribute to the larger growth area precinct and Feilding. The design guide would also be applied in assessing subdivision applications to ensure appropriate design of all subdivisions.

Analysis 3:

Options	Effectiveness and Efficiency	Benefits	Costs
1.Minimum standards on density, access, shape factor	Minimum standards are effective in establishing a base level for the character, amenity values and access for the Zone. The minimum standards and matters of control enable subdividers to produce designs and layouts that achieve their goals, but not necessarily the wider community goals. This method would have low efficiency in achieving the urban neighbourhood and allotment objectives.	• High level of certainty for subdividers in the design and layout of subdivisions. • High level of certainty in obtaining resource consent for subdivisions. • High level of flexibility as to the design, layout, access arrangements for subdivision proposals. • Potentially a lower cost option of subdivision design, with fewer roads, larger block layouts and less landscaping.	• Neighbourhoods with low levels of street connectivity. • A predominate use of rights of way and less natural surveillance of the street. • Use of high fencing along access legs and street frontage to protect on-site privacy; • An inappropriate level of density on the periphery of Feilding with poor character and amenity values. • Less provision of dedicated cycle and walkways, reducing the livability of the area.
2. Minimum standards on density, including two new types of density, lot frontage, shape factor	The two additional density types for the Growth Precincts better respond to the anticipated future character and amenity values of these areas of Feilding. The shape factor and frontage standards also ensure lots are shaped appropriately for future use and create attractive street relationships. However, the wider minimum frontage could result in less efficient land utilisation if street alignments and blocks are not carefully considered.	• Density types better respond to the character and amenity potential of the urban growth areas. • Lots all front the street, therefore providing natural surveillance of the street and create a lively unified streetscape and character. • Smaller urban blocks and a greater level of street connectivity. • Certainty for subdividers, community and Council as to the nature and intensity of subdivision. • Some flexibility in the design of subdivision within the limits of the density and frontage standards.	• A greater network of roads and streets may reduce land available for lots. • Lower yield from urban growth areas. • Less flexibility in subdivision design. • Perceived design limitations based on strict compliance with minimum standards can result in poor quality subdivision layout and environmental qualities.
3. Minimum standards provided for in Option 2, as well as stormwater neutrality and future intensification	Design guides are effective in managing the qualitative design aspects of a subdivision. Design guides can provide clear direction on the outcomes being sought for the Growth Precincts, and are effective at communicating this at individual property and local area level. Design guides can also contribute to the efficient subdivision of the land resource, by outlining efficient subdivision patterns and design outcomes.	• Manages stormwater at three critical levels of development to ensure responsibility for reducing runoff, collecting, storing and disposal is achieved. • Requires the coordination between developments to design, operate and maintain systems within an urban growth area. • Future-proofed lots can provide development potential in a much later stage. • Future intensification can occur in a way that is not detrimental to the character and amenity of the established area.	• Cost to demonstrate compliance with stormwater neutrality. • New mechanisms and requirements on future lot owners to ensure stormwater neutrality. • The use of legal instruments on titles to ensure lot owners are aware of future proofing standard. • Greater level of control on the use and development of individual properties. • Cost of processing the s223 and s224 certificates and seeking compliance with new conditions on stormwater and future intensification.

Options	Effectiveness and Efficiency	Benefits	Costs
4. Minimum standards and Design Guidelinese	The combination of minimum standards and design guides is effective in managing the quantitative and qualitative aspects of subdivision design. The quantitative minimum standards provide a base level of subdivision design and yield approximations are possible. Introducing concepts of urban form and design (street connectivity and lot frontage) into subdivision standards can be better achieved if there is guidance on these concepts. The qualitative design guide provides greater explanation of the urban form outcomes sought and how these outcomes can be achieved. The level of certainty is reduced, both for the Council and subdivider and a greater level of consideration, negotiation between parties can assist to achieve a good outcome.	• Improved understanding of design lot frontage and street connectivity principles. • Improved road, street and block layout design. • Improved quality of subdivision design and land development. • Improved urban environments that link to the established urban area of Feilding. • A degree of flexibility in subdivision design, and potentially provides for innovative design solutions.	• Costs to Council of preparing design guidelines. • Potentially higher costs of applying for resource consent, given the qualitative nature of the assessments. • Less certainty for subdividers given expectations on qualitative assessment. • Added complexity to subdivision assessments. • Potentially a greater cost to construction and implementation of consented design.

The four options show a range of methods that could be used to manage subdivision and development in the growth precincts. It is considered that Option 1 (status quo) is less effective than Option 2.

Option 2 amends the density, access and frontage subdivision standards. However, the implementation of these new standards would be more effective with a subdivision design guide to achieve good quality subdivision layout and designs and Option 4 provides for that approach.

Option 3 introduces additional subdivision standards on stormwater neutrality and future-proofing the infill development potential of larger residential sites. Both of these standards would have environmental benefits, but requiring stormwater neutrality at an individual lot level is considered unreasonable and overly restrictive. Imposing standards or other mechanisms to 'future-proof" lots for future infill development is considered to unduly restrict development, and is therefore not appropriate. Encouraging the location of building through education and advocacy methods to enable future infill development is considered the most effective approach.

Option 4 provides minimum subdivision standards that provide a baseline of development which is measurable and certain. This option also provides guidance on the qualitative aspects of subdivision design and layouts. The combination of standards and guidance is considered to the most effective and efficient method of achieving the Urban Neighbourhood and Urban Allotment Objectives.

9.3 The Risk of Acting or Not Acting

It is considered that there is sufficient information and certainty for the majority of the subject matter to make a full evaluation pursuant to Section 32 (4)(b) of the RMA. However, the servicing and transport infrastructure requirements and calculations outlined in the Feilding Framework Plan are based on a number of assumptions. As development occurs in Feilding, these requirements may change over time, and therefore these calculations and assumptions should be regularly reviewed to ensure the long term outcomes for Feilding are achieved.

In terms of the risks of acting or not acting, the principal risk of not acting is that the outcomes sought in the operative District Plan Objectives and Feilding Framework Plan would not be met. The risk of not acting in the way proposed is that the needs of the community for residential and

industrial land would not be met. In turn, this non-action could result in not providing for the social and economic wellbeing of the community.

Conversely, technical assessments on natural hazards for Precincts 4 and 5 are still to be completed. It is anticipated the findings from these assessments will be available in the next few months. Depending on the findings of these assessments, the rezoning of these two growth areas would occur as outlined in the Feilding Framework Plan. Alternatively, changes may be required or specific requirements applied responding to the natural hazard risks. In the absence of this information, the risks of acting (i.e. rezoning Precincts 4 and 5) at this time is not considered appropriate.

9.4 Conclusion

Proposed District Plan Change 45 is a Council initiated plan change and the purpose of the plan change is to review of the District Plan provisions relating to the growth of Feilding. The plan change seeks to better manage growth in a more strategic and integrated manner. The aim is provide for growth in a safe, integrated and sustainable manner and to recognise the values and features of the greenfield areas.

Proposed Plan Change 45 proposes to amend the urban growth objectives (5.3. 8 – 5.3.10) and policies so that growth is provided for and managed through the use of Structure Plans, rezoning (including the identified deferred areas), revised subdivision standards and Subdivision Design Guide.

This evaluation has been undertaken in accordance with Section 32 of the Act in order to identify the need, benefits and costs arising from the proposed plan change and the appropriateness of the proposed methods and rules having regard to their effectiveness and efficiency relative to other means in achieving the purpose of the Act and the desired outcomes for the urban growth of Feilding.

The evaluation demonstrates that the proposed plan change meets the requirements of Section 32 of the Act and is appropriate in achieving the desired outcomes for the urban growth of Feilding.

Assessment Report

Feilding Urban Growth Strategy – Engineering Services Assessment