

**BEFORE AN INDEPENDENT HEARINGS PANEL**

**UNDER**

of the Resource Management Act  
1991 ("**the Act**")

**IN THE MATTER**

of the hearing of submissions and further  
submissions on The Proposed Waikato  
District Plan (Stage 1)

Hearing 10: Residential Zone - Land Use

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**STATEMENT OF EVIDENCE BY VANCE ANDREW HODGSON  
FOR HORTICULTURE NEW ZEALAND**

**03 FEBRUARY 2020**

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## SUMMARY STATEMENT

1. This planning evidence addresses the submissions and further submissions made by Horticulture New Zealand ("**HortNZ**") on Hearing 10; Residential Zone.
2. I have read the Section 42A Report on submissions and further submissions for Hearing 10.
3. On review of the submission, and the assessment and recommendations of the Section 42A Report, I am of the opinion that:
  - Rather than imposing a generic 5m setback for all buildings, a better approach would be to strengthen policy and ensure reverse sensitivity is specifically addressed in the subdivision process and I consider this assessment should be extended into structure planning where that may be required.
  - Similarly, imposing a 100m setback for 'sensitive land use' activities from a boundary with the Residential Zone is not the most efficient and effective provision and that a robust subdivision assessment framework and structure planning (where required) in the Residential Zone is a better resource management approach.
  - An explicit Permitted Activity listing for Agriculture, Horticulture, Viticulture and Ancillary Farming Earthworks in the Residential Zone would acknowledge that there are areas of 'live' Residential zoned highly productive land where the value of food production

supports retaining rural activities until residential activity supersedes the current use.

- A generic 10m buffer strip is not an appropriate standard to introduce to the subdivision standards. Rather than define setback methods, it is in my opinion more appropriate to provide clear policy and robust subdivision assessment criteria.

## **QUALIFICATIONS AND EXPERIENCE**

4. My full name is Vance Andrew Hodgson. I am a director of Hodgson Planning Consultants Ltd, a resource management consultancy based in Waiuku. I have the qualifications and experience set out in my evidence for Hearing 2.
5. I have read the Environment Court's Code of Conduct for Expert Witnesses, and I agree to comply with it. My qualifications as an expert are set out above. I confirm that the issues addressed in this brief of evidence are within my area of expertise, except where I state I am relying on what I have been told by another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

## **SCOPE OF EVIDENCE**

6. This evidence provides a planning assessment of those provisions on which HortNZ submitted and addresses the Section 42A Report provided by the Waikato District Council ("**WDC**").

7. The planning framework is well described in both the Section 32 Report and the Section 42A Reports provided by the WDC. I generally agree with the analysis.
8. Given the general agreement, I do not repeat the analysis of the applicability of those planning instruments or the compliance of the Proposed Waikato District Plan (“**PWDP**”) with those instruments. Rather this evidence sets out where I depart from the views expressed in the Section 32 or Section 42A Reports, or where I consider that an alternative planning provision would better give effect to, be not inconsistent with, or have regard to (as the case may be), the various relevant documents.
9. The Section 42A Report is structured in a manner that considers submissions and further submissions in the following sections:
  - Topic 5: Setbacks
  - Topic 8: Earthworks
  - Topic 19: Land Use – Activities
  - Topic 30: Subdivision
10. To assist the hearings panel, I have adopted a similar approach in my evidence and in doing so address the submissions or further submissions of HortNZ under these topics.

## **THE HORTNZ SUBMISSIONS AND FURTHER SUBMISSIONS**

### **HEARING 10 RESIDENTIAL ZONE**

#### **Topic 5: Setbacks**

11. Paragraph 51 of the Section 42A Report introduces 'setback' as follows:

*"Policies and rules relating to setbacks assist in achieving good residential amenity by adding to the feel and character of an area. Setbacks are a key mechanism in achieving street character by providing space for adequate greenery and daylight to residential properties. Glimpses of the views between properties also adds to the character to the area."*

12. I agree with the statement and would also add that setbacks are a method that can be used to avoid conflict between different land use activities and are a recognised tool to address reverse sensitivity effects through physical separation.
13. Submissions from HortNZ supported the use of building setbacks in the Residential Zone and in some circumstances, the imposition of additional setbacks to manage the effects of reverse sensitivity at the rural/urban interface.

#### Building Setbacks

14. Rule 16.3.6.1:P1 sets out the minimum setback for buildings in the Residential Zone. These are as follows:

*Any building must be setback a minimum of:*

- (i) 3m from a road boundary;*
- (ii) 13m from an indicative road;*
- (iii) 1.5m from every boundary other than a road boundary; and*
- (iv) 1.5m from every vehicle access to another site.*

15. HortNZ [419.5] sought an additional 5m setback for buildings from any boundary adjoining the Rural Zone, with 1.5m considered insufficient to deal with reverse sensitivity effects that may arise from farming (i.e. any farming not deemed to be intensive farming). The reasoning for the amendment sought as set out in the submission is summarised as follows:

- *An additional standard is sought to ensure adequate management of any new rural-urban interface.*
- *A 1.5m setback from all boundaries as proposed is not sufficient to avoid or mitigate potential reverse sensitivity effects that will arise as a result of the extended residential areas, particularly around Tuakau.*
- *The Rural Zone permits farming activities which includes spraying of agrichemicals for horticultural operations.*
- *Greater setbacks for those buildings in Residential Zones which adjoin Rural Zones will assist in mitigating reverse sensitivity effects.*

16. I have previously presented evidence to the Hearing Panel on this issue in regard to the Village Zone (Hearing 6). In that evidence I expressed agreement with the Section 42A report writer for that topic that 1.5m is insufficient to deal with reverse sensitivity at the rural urban interface. I struggle to rationalise the requirement for a Rural Zone based dwelling needing to adhere to a 12m or 25m setback because of reverse sensitivity risks but at the rural interface it is assumed that an urban

zoned based dwelling need only 1.5m to manage the same risk.

17. However, rather than imposing a more onerous generic setback for all buildings, I concurred with the Hearing 6 report writer that a better approach would be to ensure reverse sensitivity is specifically addressed in the subdivision process and I consider this assessment should be extended to structure planning where that may be required.
18. The comments of the Hearing 6 report writer are relevant for the Residential Zone topic, that at time of subdivision the processing planner will apply discretion as to the degree of potential adverse reverse sensitivity effects, and the need for example of a specified building area/no-build zone enforced by way of conditions of consent including via consent notice. Important for that decision making is robust policy guidance.
19. Policy 4.7.11 of the Urban Environment Chapter covers this matter and I reiterate that HortNZ presented evidence at Hearing 3 proposing changes to the policy including the need to recognise the issue of reverse sensitivity at the rural/urban interface and that reverse sensitivity issues are not limited to intensive farming, extraction industry or industrial activities and are highly relevant to horticultural activity. HortNZ seeks to amend Policy 4.7.11 as follows:

*(a) Development and subdivision design (including use of topographical and other methods) minimises the potential for reverse sensitivity effects on adjacent sites, adjacent activities. or the wider environment; and*

*Avoid potential reverse sensitivity effects of locating new ~~dwellings~~ sensitive land uses in the vicinity of*



farming including horticulture, intensive farming, extraction industry or industrial activity and strategic infrastructure. Minimise Mitigate the potential for reverse sensitivity effects through design of the activity where avoidance is not reasonably possible is not practicable.

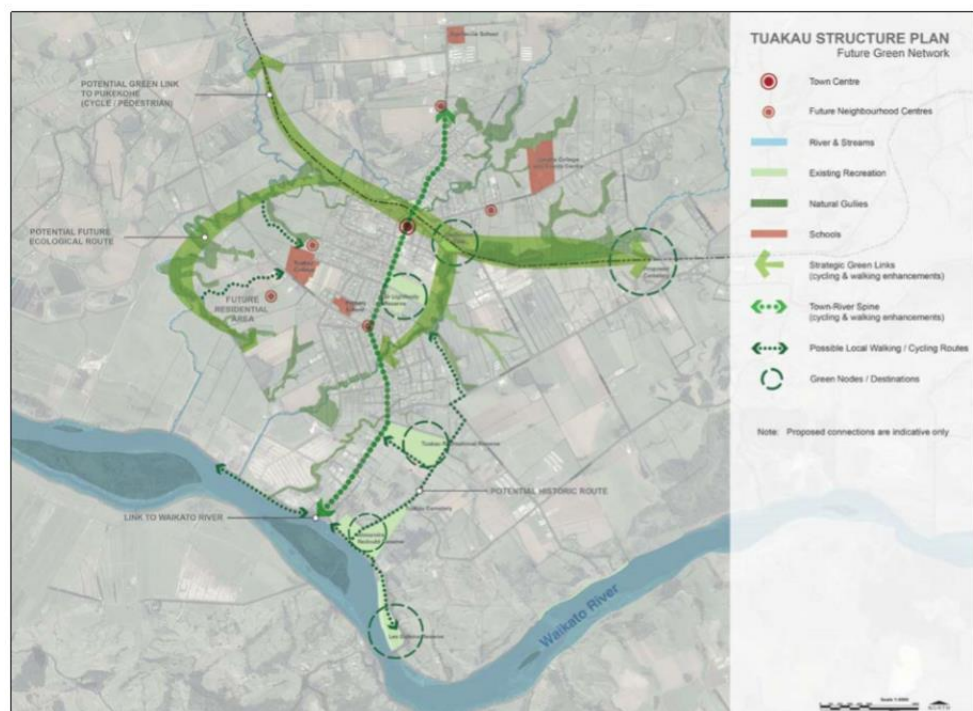
20. In paragraph 63 of the Section 42A Report for Hearing 10 Residential Zone, the report writer notes the effect of applying a 5m generic setback has not been quantified. In my opinion this would be a substantial imposition on existing residential land. I agree that this is not the most appropriate resource management response and reiterate my opinion that this is a matter better considered at structure planning and subdivision stages.
21. It is my understanding from HortNZ that reverse sensitivity is an existing issue at the rural urban interface in Tuakau where urban activities abut nationally significant horticultural production on high class soils. The PWDP proposes the 'live' zoning of large areas of that production land in Tuakau from Rural to Residential Zone. The new rural urban interface does not resolve the reverse sensitivity issue but moves it.
22. The Tuakau Structure Plan is specifically referred to in proposed Policy 4.1.10. The Tuakau Structure Plan provides little recognition of this issue or any direct response, except for the Green Space Network in Section 4.5 (refer **Attachment 1**) of that document. Here a Green Space Plan is introduced as follows:

*The Figure 16 Green Space Network plan following, shows the network of existing and future green spaces in Tuakau. These spaces comprise a mixture of land uses from buffer spaces to ecological corridors to parks.*

Buffer spaces are areas that are to remain rural zoned and serve to separate new residential areas from the known reverse sensitivity effects of neighbouring land uses. In addition to these buffers there are gully areas that are not suitable for development as they have overly steep slopes and contain streams with stormwater management requirements as outlined in the Tuakau Catchment Management Plan. These gullies provide an excellent opportunity to provide for the restoration of natural biodiversity within the town as well as open space amenity and recreational walkways to link the various public open spaces of the town.

There will be a hierarchy of public open space parks and reserves in Tuakau to provide for the different sports, recreation and amenity needs of the residents. The allocation and development of these spaces will be guided by Waikato District Council's Draft Parks Strategy (2014), working in conjunction with the community.

**Figure 16. The Green Network**



23. Achieving the green network outcome is set out in proposed Policy - Tuakau 4.1.10 (a) (iii).

(a) *Tuakau is developed to ensure;*

...

*ii. Future neighbourhood centres, roads, parks, pedestrian, cycle and bridle networks are developed in accordance with the Tuakau Structure Plan.*

24. As addressed in Hearing 6, it is my opinion that proposed Policy 4.1.10 could be extended to provide stronger policy direction on reverse sensitivity at the rural urban interface for farming and horticulture.

25. I refer the Panel to the evidence of Lynette Wharfe for HortNZ in Hearing 3 that set out a proposed change as follows:

a) Tuakau is developed to ensure:

i. Subdivision land use and development in Tuakau's new residential and business areas occurs in a manner that promotes the development of a variety of housing densities, diversity of building styles and a high quality living environment

ii. Existing **farming and horticulture**, intensive farming, strategic infrastructure and industrial activities are protected from the effects of reverse sensitivity by considering the location of new residential development.

ii. Future neighbourhood centres, roads, parks, pedestrian, cycle and bridle networks are developed in accordance with the Tuakau Structure Plan.

26. The report writer for Hearing 6 making the following comment on this request in a rebuttal statement:

*Clearly the Panel will be making a separate decision on Policy 4.1.10 with the benefit of having heard the breadth of submissions and evidence on these strategic policies. I would simply note that the amendment sought by Ms Wharfe and as detailed in Mr Hodgson's evidence does not present any problems for the Village Zone framework and on its face is a helpful amendment for providing policy direction regarding the particular soil resource in Tuakau.*

27. As I see it, the proposed amendment is relevant for the Village Zone and Residential Zone framework.

28. Structure planning is a method to assist with delivering growth in a connected and integrated manner. It is a method for establishing the pattern of land use and the transport and services network within a defined area. It can provide a detailed examination of the opportunities and constraints relating to the land including its suitability for various activities, infrastructure provision, geotechnical issues and natural hazards. It should identify, investigate and address the potential effects of urbanisation and development on natural and physical resources in the structure plan area and in neighbouring areas.

29. The report writer for Hearing 6 Village Zone made a key recommendation regarding subdivision in the greenfield Village Zone of Te Kowhai and Tuakau. That recommendation being, for those sites in Tuakau and Te Kowhai that have an existing Rural zoning in the Operative Plan, provide them with a Village Zoning but amend the rule to require a 20 hectare minimum until a structure plan is approved and reticulated services are available.
30. I supported the report writer's recommendation for structure planning in these areas which I noted would be more refined than the Tuakau Structure Plan referred to in proposed Policy 4.1.10 and enable the rural/urban interface issues to be specifically considered in these locations.
31. As I see it, consideration should be given as to whether the same response could be adopted for greenfield residential land. The proposed plan seeks to live zone to Residential large Rural zoned parcels containing and adjoining high class soils. The Tuakau Structure Plan is now dated, the issues of domestic food supply better recognised and a National Policy Statement for Highly Productive land being promulgated as a direct response to the issues the proposed Waikato District Plan raises.
32. If refined structure planning is not accepted, then a robust subdivision assessment process must be in place.

#### Sensitive Land Use

33. HortNZ [419.6] sought an amendment to Rule 16.3.9.2:P1 such that all 'sensitive land use' activities, would need to be a minimum of 100m from the boundary of the Rural Zone. The

reasoning for the amendment sought by HortNZ is summarised as follows:

- *The submitter seeks that additional clauses be provided to better manage the new rural-urban interface.*
- *There are many sensitive land uses that are incompatible with horticulture, such as schools/childcare facilities, health facilities and hospitals, retirement villages and rest homes.*
- *Greater setbacks should be provided to avoid or mitigate reverse sensitivity effects.*

34. This same issue arose in Hearing 6 Village Zone and I repeat much of my statement of evidence here.

35. In my evidence at the Hearing 5: Definitions, I expressed agreement with the Section 42A Report writers' statement that reverse sensitivity effects can arise when such land uses are located in rural areas. I had also agreed with the report writers that rather than amend the definition, the matter was more appropriately considered by the Section 42A authors for the Infrastructure and Energy Zone, Residential Zone, Rural Zone, Country Living Zone, Village Zone, and Rangitahi Peninsula Zone.

36. The requirement for setbacks *in the Rural Zone* between sensitive land use activities and horticultural activities is not an uncommon planning response and I reference to Rule 17.5.3.3 of the Tasman Resource Management Plan:

*(d) If an adjoining property has horticultural plantings, including vineyards, where pesticides may be discharged to air, any school and its grounds, early childhood education facility and its grounds, visitor accommodation or tourist accommodation is set back at least:*

*(i) 30 metres from the boundary common to the horticultural plantings, including vineyards, and the building or grounds; or*

*(ii) 20 metres from horticultural plantings, including vineyards, where a spray belt is established along the boundary common to the horticultural plantings and the building or grounds.*

37. I commented in my Hearing 5 evidence, that it is not just within the Rural Zone but also at the rural/urban zone interface that reverse sensitivity issues can arise.

38. In an environment where residential land use activities exist or where land has been historically zoned for this use, imposing new more onerous setbacks can be inefficient and ineffective. Where new land is proposed to be rezoned from Rural to Residential Zone, I would expect the issue would be considered through the rezoning and structure planning process (or equivalent) where required.

39. In paragraph 80 of the Section 42A Report for Hearing 10, Residential the report writer makes the following assessment of the HortNZ request:

*No analysis, information or research is provided around the specified dimension of 100m. In my opinion, as a residential activity comes within the definition of a*

*'sensitive activity', a setback distance of 100m would render large portions of the Residential Zone unusable and significantly hinder urban growth in the Waikato District. It is noted that in December 2018 new minimum targets for sufficient and feasible development capacity for housing were introduced under the National Policy Statement – Urban Development Capacity. The PWDP was updated with the new data as directed. The Residential Zone is where the bulk of this required growth would occur.*

40. I agree that the effect of the requested 100m setback has not been sufficiently quantified by the submitter and it would not be appropriate to impose this. However, the issue of concern to HortNZ (reverse sensitivity) remains a relevant resource management issue not 'trumped' by development capacity aspirations. It would be poor planning to put the maximisation of residential lots in greenfield land at the expense of future resident's amenity expectations at the rural/urban interface and promote development that conflicted with nationally significant food production activity on adjoining high class soils.
41. In the absence of a gazetted National Policy Statement for Highly Productive Land, I rely on the definition of 'high class soils' from the proposed plan and that in the Waikato Regional Policy Statement to guide the assessment. I have also taken advice from HortNZ on current and likely future activity with the matter primarily of concern in Tuakau.
42. The national significance of rural production in Tuakau (within the Pukekohe Hub) has previously been presented to the Hearings Panel by Jordyn Landers for Hort NZ in Hearing 3. Ms



Landers provided a copy of the 2018 Deloitte's report 'New Zealand's Food Story' to the panel that is short describes:

- *The Hub's horticulture industry directly contributes approximately \$86 million per annum, in value-added terms, to the regional economy;*
- *The Hub's horticulture industries indirect contribution, reflecting expenditure on intermediate inputs such as agriculture support services, water, machinery, feed, fertiliser and seed, is \$175 million per annum, in value added terms;*
- *The Hub employs 3,090 full time equivalents and 90% of the produce grown in the Hub is for the domestic market; and*
- *The Hub contributes to the social fabric of the community.*

43. The GIS mapping provided by HortNZ (**Attachment 2**), reconfirms that the Tuakau area is characterised by 'high class soils' to the west and north of the town utilised for commercial vegetable production and significant greenhouse activity also occurring to the north (western side of Harrisville Road).

44. Consistent with the opinion I expressed in Hearing 6 evidence and my commentary above, I am of the opinion that in lieu of the 100m setback sought, a robust subdivision assessment framework and structure planning in the Residential Zone is a more efficient and effective resource management response. This approach would take into account and manage potential reverse sensitivity, thereby setbacks or other methods could be determined on a case-by-case basis and/or through a structure plan.

## Topic 8: Earthworks

45. HortNZ sought two changes to the earthworks standards in the Residential Zone.
46. Firstly, submission 419.3 requests a new rule to ensure Ancillary Rural Earthworks are a permitted activity to allow for existing operations to continue where land is rezoned from Rural to Residential.
47. Secondly, submission 419.4 sought a new matter of discretion in Rule 16.2.4.1 RD1 to consider the potential impacts of earthworks on adjoining rural production activities. The submitter stating that this is relevant given the expansion of the rural urban boundary and that recognition of this as a matter to which discretion is restricted will assist in managing the new rural-urban interface.
48. Dealing first with the request for a Permitted Activity standard for Ancillary Rural Earthworks in the Residential Zone I note the reporting officer states in paragraph 193 of the Section 42A report that:

*The continuation of rural activities is provided under existing use provisions of s10 of the RMA and it would be ultra vires for the PWDP to include rules that purport to state what those provisions entail.*

49. A tension is created by the proposed plan (particularly in Tuakau) regarding the ability to continue to use highly productive land proposed for food production and alternative residential land use objectives.

50. It is my opinion that the live zoning of this land will put constraints on rural production activity through land value increase (for residential use) and consequential rates rise, reverse sensitivity and operational constraints.
51. Existing activity could continue under the existing use provisions of s10 of the RMA but I could see difficulties in administration of this approach, inherent arguments and costs to prove existing use falling on growers.
52. The adjoining Auckland Unitary Plan approach makes an explicit Permitted Activity listing for Ancillary Farming Earthworks in the Residential Zone (Refer **Attachment 3**: E12 Land disturbance – District: Table E12.4.1 Activity table, A13), which acknowledges that as with the Waikato, there are areas of 'live' Residential zoned highly productive land where the value of food production supports ongoing activity until residential activity supersedes the current use.
53. If the panel confirm in their decisions that it is right for this plan to rezone large areas of highly productive land to residential use then I consider this a better approach for plan interpretation and administration and maintaining domestic food production on a scarce resource for as long as possible.
54. On the matter of including additional reverse sensitivity effects on including a matter of discretion to Rule 16.2.4.1 RD1 to manage reverse sensitivity effects from earthworks on adjoining Rural Zone. I agree with the reporting officer that earthworks are generally a temporary activity and where required to support residential development are likely to be subject to conditions of consent that would preclude effects of such a scale that they would adverse effects on rural activities.

## Topic 19: Land Use - Activities

55. Horticulture New Zealand [419.1] sought to amend Rule 16.1.2 P10 permitted activities for agriculture, horticulture and viticulture to provide for existing commercial vegetable production activities on land that has been rezoned residential/urban e.g. some specific areas in Tuakau.

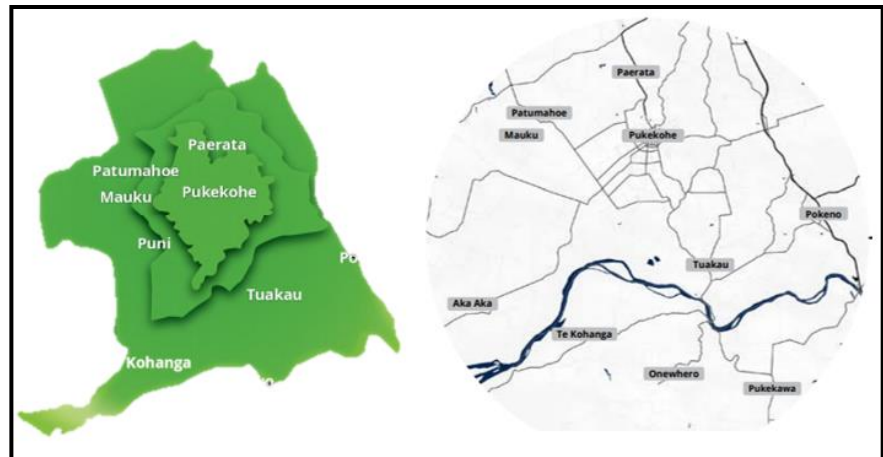
56. In paragraph 416 of the Section 42A Report, the reporting officer states as follows:

*The submitter does not identify specific sites where this is an issue or this has occurred.*

57. To clarify sites in Tuakau where existing horticulture occurs, I refer the hearings panel to the HortNZ submission that introduces the Deloitte's report of 2018: New Zealand's Food Story. The Pukekohe Hub. <http://www.hortnz.co.nz/assets/Deloitte/NewZealands-food-story-The-Pukekohe-hub.pdf>. As noted previously, this report was represented to the Panel by Jordyn Landers in her evidence for Hearing 3.

58. In Schedule 2 of the HortNZ submission to the Proposed Waikato District Plan, Hort NZ reference to the 'hub' area map from the Deloitte's report.

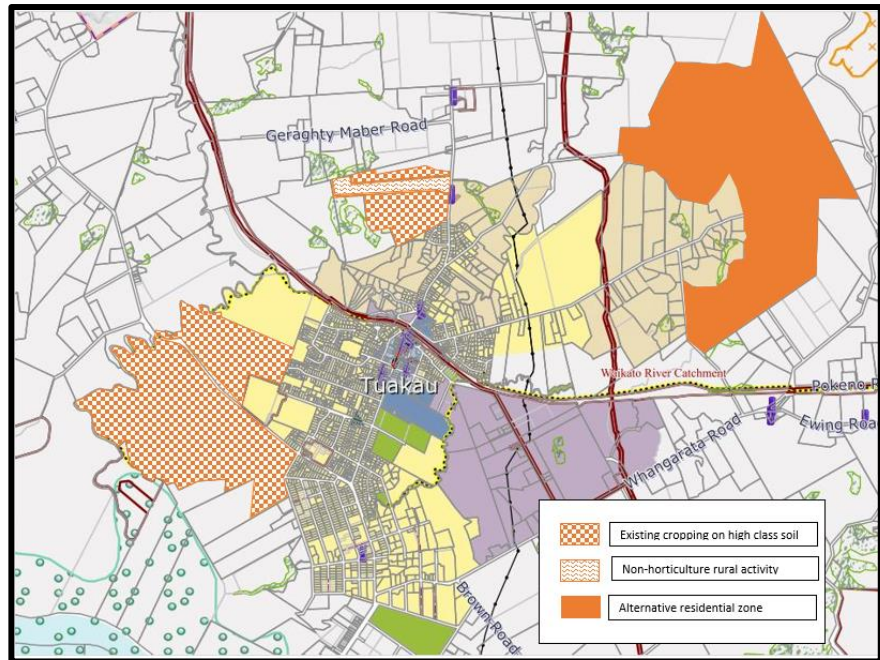
Figure 1 – The Pukekohe Hub<sup>1</sup>



59. The submission then notes that the plan proposes rezoning from Rural to Residential, approximately 181ha of high producing, high value commercial vegetable cropping area. This is identified in Figure 2 of the submission, reproduced as follows:

Figure 2 – Proposed District Plan Tuakau zoning and HortNZ suggested alternative location

<sup>1</sup> New Zealand's Food Story. The Pukekohe Hub. Deloitte. 2018.  
<http://www.hortnz.co.nz/assets/Deloitte/New-Zealands-food-story-The-Pukekohe-hub.pdf>



60. HortNZ have further assisted with spatial identification using aerial photography available on the Waikato District Councils GIS and aligning this with their grower database. (**Attachment 4**).
61. There is a concentration of land use for horticulture around Buckland Road in Tuakau with a scattered distribution elsewhere corresponding to the location of highly productive land. I have not assessed other growth areas to the same extent but note that the Proposed Plan Section 32 Report (Page 83: Strategic Direction and Management) states that around 50% of the growth areas contain high class soils (569ha). Over half (57%) of these soils are located around Tuakau (326ha). Refer **Attachment 5**.
62. The fact that half of the growth areas contain highly productive land with the majority in Tuakau is in my opinion sufficient evidence to support the planning response. Land with this food production capacity is a scarce resource. The motivation to change from rural use to residential sits with the landowner and it is my experience in Pukekohe that some

growers will continue to crop 'live zoned' residential land for many years.

63. As with Ancillary Rural Earthworks, existing activity could continue under the existing use provisions of s10 of the RMA but I could see difficulties in administration of this approach, inherent arguments and costs to prove existing use falling on growers.
64. If the panel confirm in their decisions that it is right for this plan to 'upzone' (the Section 32 terminology) large areas of highly productive land to residential use then I consider this a better approach for plan interpretation and administration and maintaining domestic food production on a scarce resource for as long as possible.

### **Topic 30: Subdivision**

#### Rule 16.4.1 Subdivision – General RD1

65. Rule 16.4.1 RD1 sets out the conditions and matters of discretion for subdivision in the Residential Zone as a Restricted Discretionary Activity.
66. Through submission 419.7, HortNZ sought the addition of a new condition requiring a 10m buffer strip at the rural to residential interface and a new matter of discretion as follows:

*Amend Rule 16.4.1 RD1*

*(a) Subdivision must comply with all of the following conditions:*

...

(vi) Where the subdivision adjoins a Rural Zone, a buffer strip no less than 10m wide is to be provided along the boundary adjoining the Rural zone.

b) Council's discretion shall be restricted to the following matters:

(xi) measures to minimise and avoid reverse sensitivity effects on high class soils and any adjoining Rural Zone.

67. The reason stated by HortNZ for the amendment sought are as follows:

*Given the significant rezoning of prominent horticultural land from Rural to Residential Zone, it is appropriate to include provisions which will assist in managing reverse sensitivity on high class soils and adjoining Rural Zones. This could include requiring provision of buffer strips on Residential Zoned land at the time of subdivision as an activity condition, and including reverse sensitivity as a matter to which discretion is restricted. This aligns with the proposed objectives and policies which seek to protect high class soils.*

68. The Section 42A Report writer responds as follows:

*572. The submission from Horticulture New Zealand [419.7] seeks the inclusion of a 10 metre buffer strip from a boundary with the Rural Zone. The zoning of land as either Residential or Rural and the provisions within each zone takes into account the potential for reverse sensitivity effects from farming activities. It is appreciated that councils throughout the country receive complaints regarding standard farming*



*activities (such as haymaking at night). However, a 10 metre setback is not going to avoid, remedy or mitigate those effects. Accordingly, in my opinion there is no need for an additional subdivision buffer strip.*

69. I agree that a generic 10m buffer strip is not an appropriate standard to introduce but I disagree with dismissing its effectiveness in all circumstances. Rather than define setback methods, it is in my opinion more appropriate to provide clear policy and subdivision assessment criteria.
70. In considering this same issue in Hearing 6 Village Zone, the Section 42A Report writer and I concurred that an additional matter of discretion could usefully be added to subdivision Rules 24.4.2 RD1 and RD2 to enable Council to consider reverse sensitivity issues around the zone interface with established rural production activities. That matter of discretion to read as follows:

*Reverse sensitivity effects on land identified as high class soils and/or existing rural production activities.*

71. The interface issue is even more prevent at the rural to residential zone interface and I consider it appropriate and consistent in bring down the same matter of discretion to Rule 16.4.1 RD1.
72. I note that the Auckland Unitary Plan is explicit on the use of buffers on Pukekohe Hill where the same interface issues arise. Auckland Unitary Plan Policy I433.3(9) *Pukekohe Hill Precinct* states as follows (**Attachment 6**):

*Encourage the use of public roads as a buffer between residential and rural land uses.*

73. I suggest the use of buffers could be incorporated into the matter of discretion as follows:

*Reverse sensitivity effects on land identified as high class soils and/or existing rural production activities and the use of buffers (e.g. roads or greenspace) to avoid or mitigate these effects.*

**Vance Hodgson**

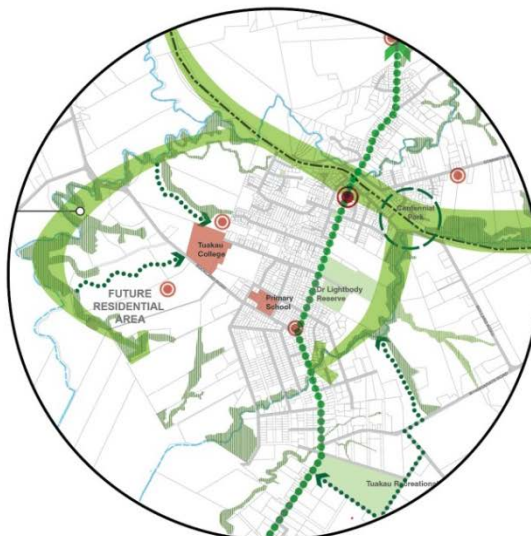
**February 2020**

## ATTACHMENT 1

# Tuakau Structure Plan

“Every city has to have a design; a city without a design doesn’t know where it’s going; doesn’t know how to grow.”

*Jaime Lerner (2009 Brazilian urbanist and ex Curitiba Mayor)*

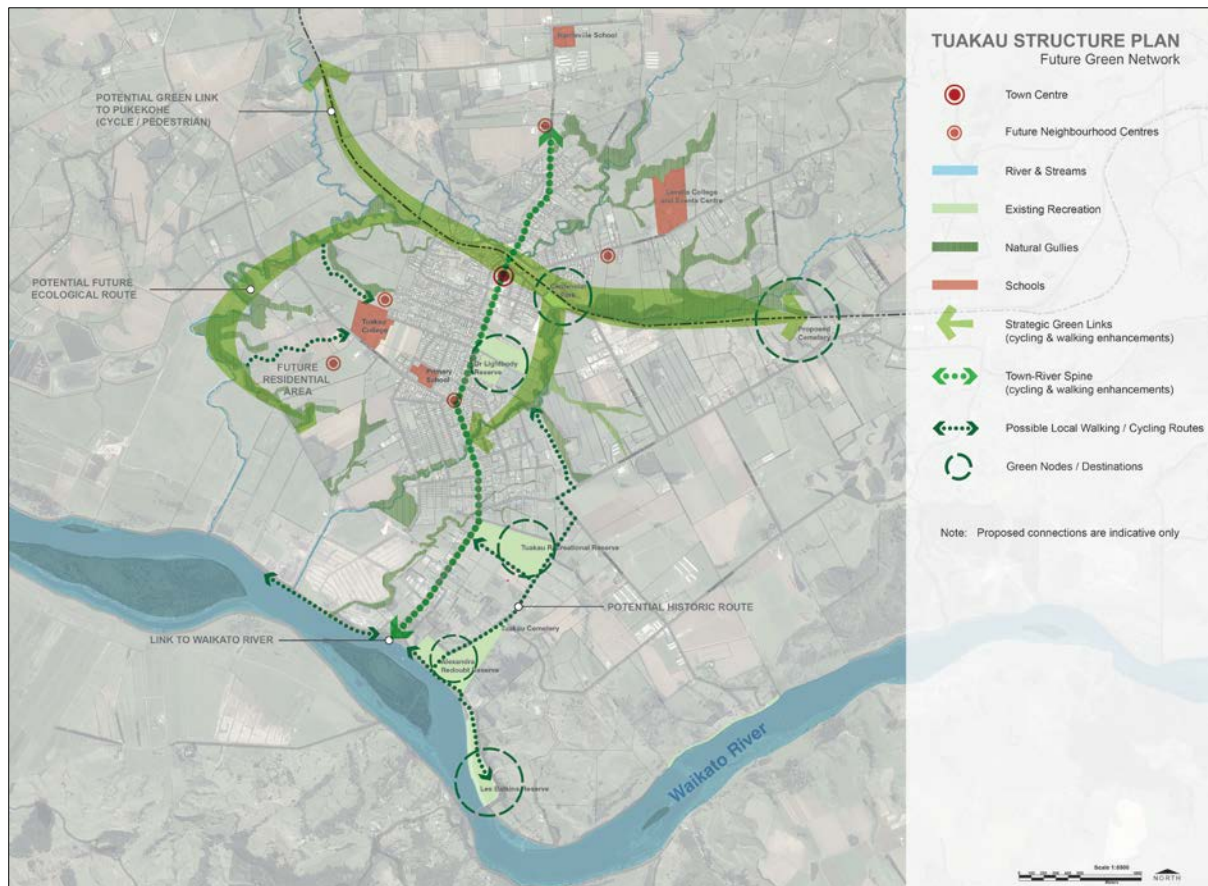


## 4.5 Green Space Network

The Figure 16 Green Space Network plan following, shows the network of existing and future green spaces in Tuakau. These spaces comprise a mixture of land uses from buffer spaces to ecological corridors to parks. Buffer spaces are areas that are to remain rural zoned and serve to separate new residential areas from the known reverse sensitivity effects of neighbouring land uses. In addition to these buffers there are gully areas that are not suitable for development as they have overly steep slopes and contain streams with stormwater management requirements as outlined in the Tuakau Catchment Management Plan. These gullies provide an excellent opportunity to provide for the restoration of natural biodiversity within the town as well as open space amenity and recreational walkways to link the various public open spaces of the town.

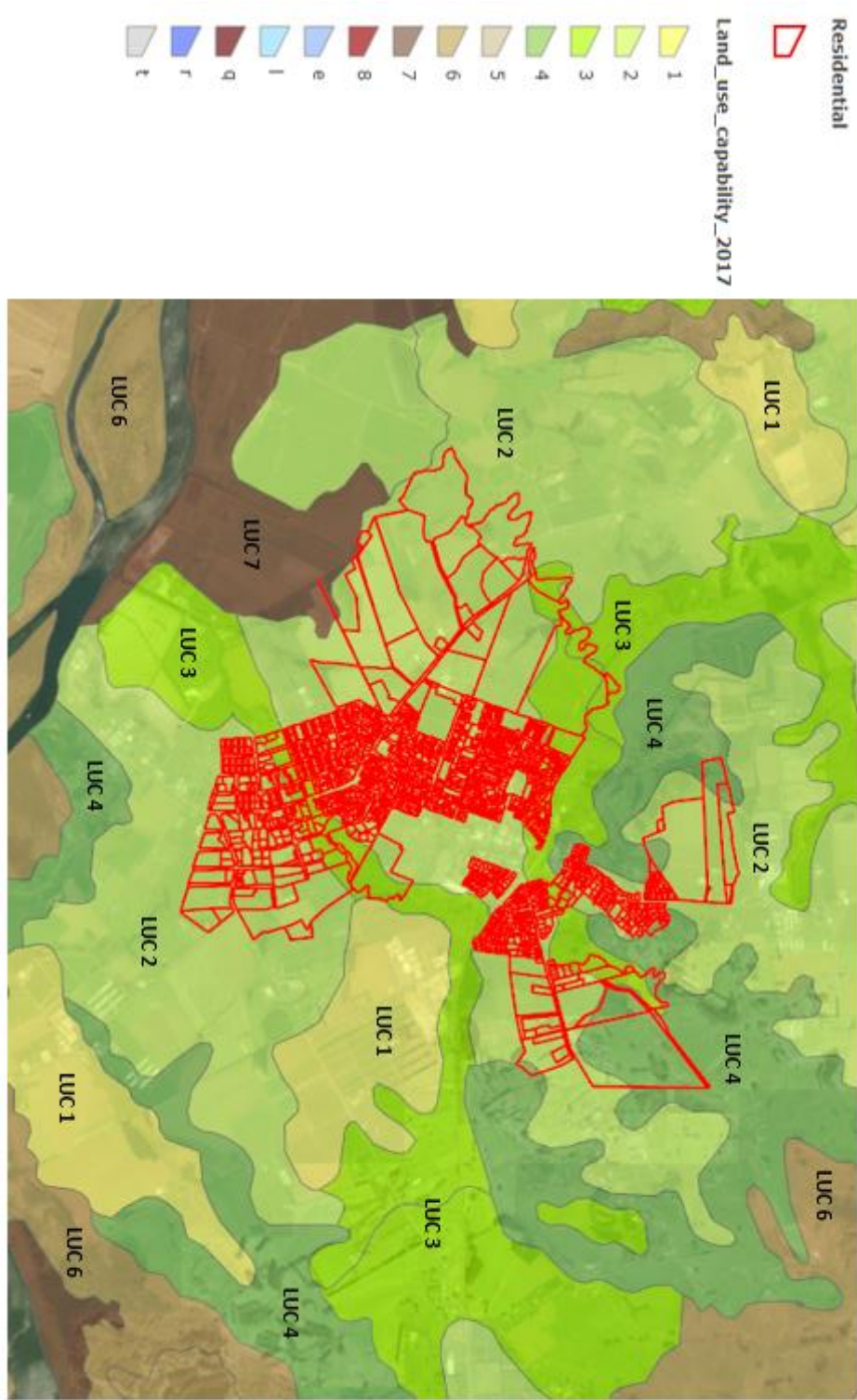
There will be a hierarchy of public open space parks and reserves in Tuakau to provide for the different sports, recreation and amenity needs of the residents. The allocation and development of these spaces will be guided by Waikato District Council's Draft Parks Strategy (2014), working in conjunction with the community.

**Figure 16. The Green Network**





ATTACHMENT 2



## **ATTACHMENT 3**

## **E12. Land disturbance – District**

### **E12.1. Background**

Land disturbance is an essential prerequisite for the development of urban land, for the use of rural land for both farming and forestry, for mineral extraction and the construction and maintenance of infrastructure. In this plan, land disturbance encompasses the defined activities of earthworks, ancillary farming earthworks and ancillary forestry earthworks.

The management of the adverse effects of land disturbance focuses on both large and small disturbance areas, as the cumulative adverse effects from a number of small earthwork sites can be significant as can single large areas of exposed earth.

Land disturbance can have direct physical impacts on sites of archaeological and heritage value. Given the lengthy history of Māori settlement in Auckland, sites of significance including burial sites are found across Auckland. Procedures are in place for dealing with any human remains found during land disturbance. There are also places and areas that have landscape or landform values that are identified in the plan, where land disturbance is discouraged.

### **E12.2. Objectives**

- (1) Land disturbance is undertaken in a manner that protects the safety of people and avoids, remedies or mitigates adverse effects on the environment.

### **E12.3. Policies**

- (1) Avoid where practicable, and otherwise, mitigate, or where appropriate, remedy adverse effects of land disturbance on areas where there are natural and physical resources that have been scheduled in the Plan in relation to natural heritage, Mana Whenua, natural resources, coastal environment, historic heritage and special character.
- (2) Manage the amount of land being disturbed at any one time, to:
  - (a) avoid, remedy or mitigate adverse construction noise, vibration, odour, dust, lighting and traffic effects;
  - (b) avoid, remedy or mitigate adverse effects on accidentally discovered sensitive material; and
  - (c) maintain the cultural and spiritual values of Mana Whenua in terms of land and water quality, preservation of wāhi tapu, and kaimoana gathering.
- (3) Enable land disturbance necessary for a range of activities undertaken to provide for people and communities social, economic and cultural well-being, and their health and safety.
- (4) Manage the impact on Mana Whenua cultural heritage that is discovered undertaking land disturbance by:



- (a) requiring a protocol for the accidental discovery of kōiwi, archaeology and artefacts of Māori origin;
  - (b) undertaking appropriate actions in accordance with mātauranga and tikanga Māori; and
  - (c) undertaking appropriate measures to avoid adverse effects, or where adverse effects cannot be avoided, effects are remedied or mitigated.
- (5) Design and implement earthworks with recognition of existing environmental site constraints and opportunities, specific engineering requirements, and implementation of integrated water principles.
- (6) Require that earthworks are designed and undertaken in a manner that ensures the stability and safety of surrounding land, buildings and structures.

#### **E12.4. Activity tables**

The following tables specify the activity status for land disturbance, which encompasses earthworks, ancillary farming earthworks and ancillary forestry earthworks. Refer to other provisions in the Plan for the activity status of the related land use activity.

The land disturbance area and volume thresholds listed in the rules below are to be interpreted as follows:

- for network utility the thresholds apply to the area and volume of work being undertaken at any one time at a particular location such that, where practicable, progressive closure and stabilisation of works could be adopted to maintain the activity within the thresholds; and
- for other land disturbance, the cumulative total area and volume of land disturbance associated with a given project will be used when determining the activity status of the project.

For drilling holes and bores refer to Section [E7 Taking, using, damming and diversion of water and drilling](#).

Activities regulated by the 'Resource Management (National Environmental Standards for Electricity Transmission Activities) Regulations 2009' are not affected by the provisions below.

If any activity listed in rules (including standards) E12.4.1 to E12.6.4 is regulated by the Resource Management (National Environmental Standard for Plantation Forestry) Regulations 2017 ("NESPf") then the NESPf applies and prevails.

However, the NESPf allows the plan to include more restrictive rules in relation to one or more of the following:

- Significant Ecological Areas Overlay;
- Water Supply Management Areas Overlay;
- Outstanding Natural Character Overlay;

- High Natural Character Overlay;
- Outstanding Natural Landscapes Overlay;
- Outstanding Natural Features Overlay; or
- activities generating sediment that impact the coastal environment.

Where there is a rule in the plan that relates to any of the matters listed above then the plan rule will apply. In the event that there is any conflict between the rules in the plan and the NESPF in relation to any of the above, the most restrictive rule will prevail.

If the NESPF does not regulate an activity then the plan rules apply.

Tables E12.4.1, E12.4.2 and E12.4.3 specify the activity status of land use and development activities pursuant to section 9(3) of the Resource Management Act 1991.

- The land disturbance rules that apply to network utilities are located in [E26 Infrastructure](#).

**Table E12.4.1 Activity table – all zones and roads**

Activity		Activity status						
		Residential zones	Business zones and City Centre Zone	Future Urban Zone and rural zones (excluding Rural – Rural Conservation Zone)	Open space zones (excluding Open Space – Conservation Zone)	Rural – Rural Conservation and Open Space – Conservation Zone	Special Purpose – Quarry Zone	All other zones and roads
<b>Fences, service connections, effluent disposal systems, swimming pools, garden amenities, gardening, planting of any vegetation, arenas for equestrian activities, burial of marine mammals, interments in a burial ground, cemetery or ūrupā, bridle paths, cycle and walking tracks but excluding ancillary farming earthworks and ancillary forestry earthworks</b>								
(A1)	Earthworks for installation, operation, maintenance and repair	P	P	P	P	P	P	P
<b>Driveways, parking areas and sports fields and major recreational facilities</b>								
(A2)	Earthworks for operation, maintenance, resurfacing and repair	P	P	P	P	P	P	P
<b>General earthworks not otherwise listed in this table <sup>1</sup></b>								



	corridor							
<b>Lava caves, fossils and sub-fossils</b>								
(A12)	Land disturbance that disturbs known lava caves more than 1m diameter along any axis or fossils or subfossils	RD	RD	RD	RD	RD	RD	RD
<b>Farming</b>								
(A13)	Ancillary farming earthworks	P	P	P	P	P	P	P
<b>Forestry</b>								
(A14)	Ancillary forestry earthworks	P	P	P	P	P	P	P
<b>Hauraki Gulf islands</b>								
(A15)	Hauraki Gulf islands	Refer to the Auckland Council District Plan (Hauraki Gulf Islands Section) for district activity status and <a href="#">E11 Land Disturbance – Regional</a> for the relevant regional activity status						

## Note 1

For the purposes of determining activity status for the general earthworks not otherwise listed in Table E12.4.1, both the area and volume thresholds must be taken into account and the more restrictive activity status applies.

In addition to the objectives and policies above, the rules in Table E12.4.2, notification, standards, matters and assessment criteria implement the objectives and policies in the following chapters:

- [D10 Outstanding Natural Features Overlay and Outstanding Natural Landscapes Overlay](#);
- [D11 Outstanding Natural Character and High Natural Character Overlay](#)
- [D17 Historic Heritage Overlay](#); and
- **[New text to be inserted]**
- [D21 Sites and Places of Significance to Mana Whenua Overlay](#).

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Mana Whenua must be limited to the area and depth of earth previously disturbed or modified.

- (15) Earthworks for maintenance and repair of driveways, parking areas, sports fields and major recreational facilities within the Historic Heritage Overlay must not extend more than 300 mm below the surface where additional rules for archaeological sites or features apply as listed in [Schedule 14 Historic Heritage Schedule, Statements and Maps](#).
- (16) Earthworks associated with a temporary activity on a site or place of significance to Mana Whenua shall be limited to the area of earthwork previously disturbed or modified.
- (17) Earthworks/land disturbance for the planting of any tree within the Historic Heritage Overlay must not be undertaken where additional rules for archaeological sites or features apply as listed in [Schedule 14 Historic Heritage Schedule, Statements and Maps](#), other than as a replacement for a pre-existing tree; and, within the area previously occupied by the root plate of the pre-existing tree.

#### **E12.6.3. Standards for ancillary farming earthworks**

Ancillary farming earthworks listed as a permitted activity in Table E12.4.1, Table E12.4.2 or Table E12.4.3 must comply with the following permitted activity standards.

- (1) Ancillary farming earthworks for maintenance of tracks on sites identified in the Sites and Places of Significance to Mana Whenua Overlay must be limited to the area and depth of earth previously disturbed.
- (2) Land disturbance around Transpower NZ Ltd electricity transmission line poles must:
  - (a) be no deeper than 300mm within 2.2m of a transmission pole support structure or stay wire; and
  - (b) be no deeper than 750mm within 2.2 to 5m of a transmission pole support structure or stay wire; except that
  - (c) vertical holes not exceeding 500mm diameter beyond 1.5m from the outer edge of a pole support structure or stay wire are exempt from E12.6.2(2)(a) and E12.6.2(2)(b) above.
- (3) Land disturbance around Transpower NZ Ltd electricity transmission lines towers must:
  - (a) be no deeper than 300mm within 6m of the outer visible edge of a transmission tower support structure; and
  - (b) be no deeper than 3m between 6-12m from the outer visible edge of a transmission tower support structure.



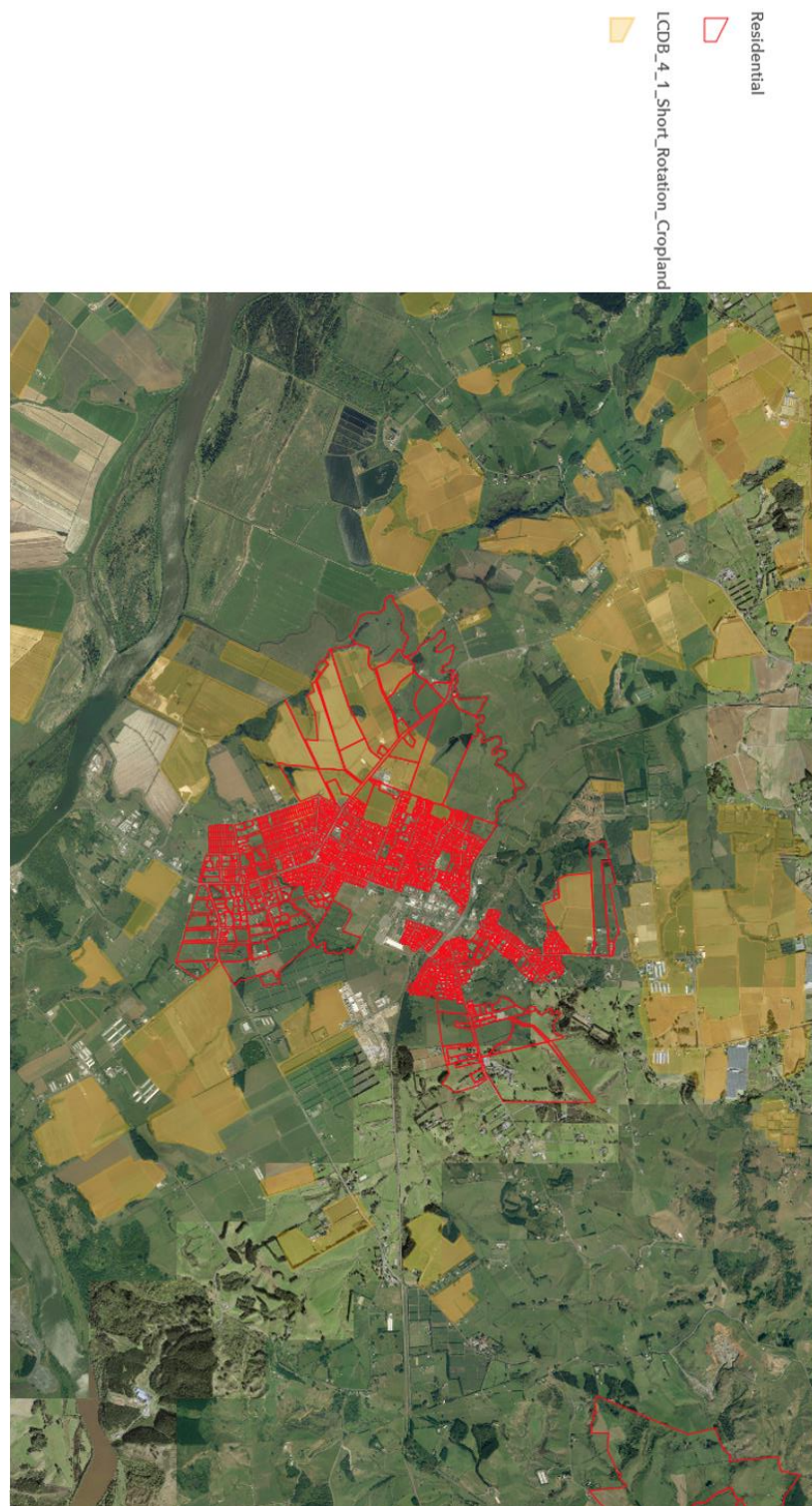
- (4) Land disturbance within 12m of a Transpower NZ Ltd electricity transmission line pole or tower must not:
  - (a) create an unstable batter that will affect a transmission support structure; or
  - (b) result in a reduction in the ground to conductor clearance distances as required by NZECP34:2001.

#### **E12.6.4. Standards for ancillary forestry earthworks**

Ancillary forestry earthworks listed as a permitted activity in Table E12.4.1, Table E12.4.2 or Table E12.4.3 must comply with the following permitted activity standards.

- (1) Other than for ancillary forestry earthworks on sand soils, the Council must be notified at least 48 hours prior to the earthworks starting.
- (2) The ancillary forestry earthworks must not take place on land within a coastal fore-dune.
- (3) Slash associated with landing sites and processing sites must be placed on stable ground and contained to prevent accumulated slash from causing erosion or land instability.
- (4) Ancillary forestry earthworks for maintenance shall be limited to the area and depth of earth previously disturbed or modified on a site or place identified in the Site or Place of Significance to Mana Whenua Overlay.
- (5) Only cleanfill material may be imported and utilised as part of the land disturbance.
- (6) Works must not result in any instability of land or structures at or beyond the boundary of the property where the land disturbance occurs.
- (7) The land disturbance must not cause malfunction or result in damage to network utilities, or change the cover over network utilities so as to create the potential for damage or malfunction.
- (8) Access to public footpaths, berms, private properties, network utilities or public reserves must not be obstructed unless that is necessary to undertake the works or prevent harm to the public.
- (9) Measures must be implemented to ensure that any discharge of dust beyond the boundary of the site is avoided or limited such that it does not cause nuisance.
- (10) Burial of marine mammals must be undertaken by the Department of Conservation or the agents of the Department of Conservation.
- (11) Land disturbance around Transpower NZ Ltd electricity transmission line poles must:
  - (a) be no deeper than 300mm within 2.2m of a transmission pole support structure or stay wire; and

## ATTACHMENT 4



Note: The Ministry for the Environment's Land Cover Database (LCDB) short rotation cropland layer is used as a proxy for vegetable growing land, this is only a snapshot of time at a certain spatial scale (e.g. (e.g. there can be limitations for use at a property scale). The greenhouse to the north is included in this layer. In addition, there is other growing areas, evident on the aerial, not captured by this layer.

## **ATTACHMENT 5**

# **Section 32 Report – Part 2**

## **Strategic Direction and Management of Growth**

prepared for the

### **Proposed Waikato District Plan**

**July 2018**





### 5.3.2 Policy, Rule and Method Evaluation

This section assists to identify the provisions (i.e. policies, rules and methods) that are the most appropriate to achieve the objective.

Table 20 Evaluation of provisions

Provisions most appropriate to achieve Objective 4.1.1	Effectiveness and Efficiency	
	Benefits	Costs
4.1.3 Policy - Location of Development 4.1.4 Policy – Staging of Development 4.1.5 Policy – Density 4.1.6 Policy – Commercial and Industrial Activities 4.1.8 Policy – Integration and Connectivity 4.1.9 Policy – Maintaining Landscape Characteristics 4.1.10 Policy – Tuakau 4.1.11 Policy – Pokeno 4.1.12 Policy - Te Kauwhata 4.1.13 Policy – Huntly 4.1.14 Policy – Taupiri 4.1.15 Policy – Ngaruawahia 4.1.16 Policy – Horotiu 4.1.17 Policy - Te Kowhai 4.1.18 Policy – Raglan 4.2.17 Policy – Housing types 4.2.18 Policy – Multi unit Development 4.2.19 Policy – Retirement Village 4.7.2 Policy – Subdivision location and design	<b>Environmental:</b> <ul style="list-style-type: none"> <li>Provides for strategic management of growth and avoids widespread adverse effects associated with ad hoc development</li> <li>Avoids urban sprawl and therefore reduces the adverse effects associated with urban development</li> <li>Maintains amenity and character of the District</li> <li>Use of existing infrastructure will result in less adverse effects than completely new infrastructure networks</li> <li>Enables better management of reverse sensitivity effects as the interface with the rural environment is limited</li> </ul>	<b>Environmental:</b> <ul style="list-style-type: none"> <li>Restricts large scale urban development in locations where it may have fewer effects</li> <li>Potential adverse effects on urban character from intensification</li> <li>Increases pressure on existing infrastructure capacity</li> <li>Alteration to natural character surrounding towns and villages</li> <li>Loss of agricultural and horticultural land - nearly all (86%) of the growth areas have been upzoned from Rural zoned land within the ODP (970ha out of 1,125ha). Around 50% of the growth areas contain high class soils (569ha). Over half (57%) of these soils are located around Tuakau (326ha). Overall however, the growth areas represent a long term loss of just 1% of the district's high class soils. The loss in the Tuakau community area is 13% of total high class soils. In other areas, the loss represents a</li> </ul>

<p>4.7.3 Policy – Residential Subdivision  4.7.4 Policy – Lot sizes  4.7.5 Policy – Servicing requirements  4.7.6 Policy – Co-ordination between servicing and development and subdivision  4.7.7 Policy – Achieving sufficient development density to support the provision of infrastructure services  4.7.8 Policy – Staging of subdivision  4.7.9 Policy – Connected neighbourhoods  4.7.10 Policy – Recreation and access  4.7.11 Policy – Reverse sensitivity  4.7.13 Policy – Residential Zone – Te Kauwhata Ecological and West Residential Areas  4.7.14 Policy – Structure and master planning Zones  Subdivision rules in all chapters  Zones and the spatial extent of those zones</p>		<p>smaller share (6% in the Pokeno community area, and 3% each in the Ngaruawahia and Te Kowhai communities.</p>
<p>Chapter rules for Residential Zone and Village Zone:</p> <ul style="list-style-type: none"> <li>• Activity status for multi-unit development</li> <li>• Subdivision rules</li> <li>• Assessment criteria associated with multi-unit development and subdivision</li> </ul> <p>Infrastructure and Energy chapter</p> <ul style="list-style-type: none"> <li>• Rules relating to servicing of new</li> </ul>	<p>Economic:</p> <ul style="list-style-type: none"> <li>• Maximises use of productive rural land by directing growth into identified areas</li> <li>• Efficient use of existing infrastructure and reduces need to develop new infrastructure</li> <li>• More affordable to provide housing</li> <li>• Critical mass makes it viable to have commercial</li> <li>• Increased employment opportunities from having towns functioning as employment hubs</li> <li>• The benefits of a land value increase on a per household basis from upzoning will be substantial.</li> </ul> <p>Social:</p> <ul style="list-style-type: none"> <li>• Provides certainty for developers and the community by strategically managing growth</li> <li>• Development is located to contribute to integrate and connect with existing communities</li> <li>• Encourages vibrant centres by allowing greater population densities in close proximity to the towns and villages</li> <li>• Efficiencies of providing social</li> </ul>	<p>Economic:</p> <ul style="list-style-type: none"> <li>• Financial costs to provide appropriate infrastructure to service new development.</li> <li>• Increases the value of the land identified.</li> </ul> <p>Social:</p> <ul style="list-style-type: none"> <li>• May constrain growth if the landowners of the identified growth areas are not interested in developing their land</li> <li>• Potential adverse social effects from increased population in urban areas</li> <li>• Can lead to a negative effect on character due to increased density and urban populations</li> <li>• The identified areas for growth many not match market demand or desires</li> </ul>

lots  Assessment criteria associated with servicing new lots and subdivisions	infrastructure in the towns and villages such as halls, library and recreation reserves <ul style="list-style-type: none"> <li>• Likely to result in a more diverse demographic range</li> <li>• Provides housing choices in a range of locations</li> <li>• Provides choice in housing form</li> <li>• Increased walkability and accessibility to local shops and services by being located in a compact urban environment.</li> <li>• Supporting development of a community</li> <li>• Increase in the types of activities and opportunities available</li> </ul>	<ul style="list-style-type: none"> <li>• The housing form may not match housing demand.</li> <li>• Residential expansion may cause reverse sensitivity issues with surrounding agricultural uses as the townships expand outward.</li> </ul>
	Cultural: <ul style="list-style-type: none"> <li>• Additional growth in towns and villages can support community development and identity</li> <li>• Increased population creates a more dynamic culture</li> <li>• Increase in the types of activities and opportunities available</li> <li>• Options for people to live in areas that they culturally associated themselves with</li> </ul>	Cultural: <ul style="list-style-type: none"> <li>• May change the nature, character and identity of the towns and villages</li> </ul>
<b>Opportunities for economic growth and employment</b>		
The combination of policies, zones and rules will result in additional economic growth and employment. Additional population around the towns and villages will result in increased employment opportunities for those in the land development and construction sector. This growth is relatively short lived though, and the more lasting economic growth and employment opportunities comes from increased population around the towns and villages.		

A large amount of additional capacity will be provided across a number of the Waikato District's urban settlements, particularly in northern towns of Pokeno and Tuakau, adjacent to the edge of Auckland. It is likely that a significant share of the capacity within these towns will be meeting spillover demand from the Auckland region (and south, for Hamilton). The large amount of capacity within Pokeno and Tuakau will be likely to function as a spatial expansion of the Auckland housing market, encouraging a more dispersed urban form. Households seeking lower cost dwellings will seek a location within these main urban settlements and are likely to commute to Auckland and Hamilton for employment, as well as travel to these main centres to meet a share of their needs for goods and services.

From the Market Economics analysis (Appendix 2), Pokeno currently has greenfield capacity for an additional 2,200 dwellings (excluding Country Living), and a further 500 infill dwellings. The proposed growth areas add a further capacity of 3,500 dwellings, bringing the total greenfield capacity to 5,700 dwellings. This compares to a medium-series long-term demand for 2,300 dwellings.

Tuakau currently has capacity for an additional 650 greenfield dwellings, and 500 infill dwellings. The proposed growth areas add a further capacity of 6,500 dwellings, bringing the total capacity to 7,200 dwellings. This compares to a long-term medium-series demand of 2,200 dwellings.

Together, Pokeno and Tuakau have a combined greenfields capacity for 13,000 dwellings (excluding lifestyle properties), and a medium-series long-term demand for 3,800-4,500 dwellings. However, under a higher, Auckland-spillover growth scenario, Pokeno and Tuakau may have a combined long-term demand for 10,000 dwellings.

Taupiri currently has greenfield capacity for 150 dwellings, with a further capacity of nearly 400 dwellings within the proposed growth areas. Significant capacity (1,400 dwellings) is also present within the Country Living zone for lifestyle properties.

#### Options less or not as appropriate to achieve the objective

The options to achieve the objectives are outlined in Section 5.1 of this report, but in summary are:

- Option 1: Do nothing – (remove all policies and associated methods)
- Option 2: Status quo – retain policies and methods from both the Waikato and Franklin sections
- Option 3: proactively identify further areas for development through deferred zoning
- Option 6: enable growth to be accommodated in the rural areas

#### Appropriateness:

None of these options were considered appropriate for achieving the objectives as they provided no certainty that the level of growth required by the NPS-UDC, RPS or Future Proof could be enabled or delivered.

### Risk of acting or not acting

#### Uncertainty or insufficiency of information:

As with all modelling and forecasting, there is some element of uncertainty with the projections. The population data which has been compiled to support Waikato District's NPS-UDC information requirements are sourced from the following report WISE (Waikato Integrated Scenario Explorer) Land Use Projections and Population Density Modelling by Census Area Unit October 2016.

#### Risk of acting or not acting:

The policies in combination with the rules and approach to zoning provide a strong base for the pro-active, managed supply of land to meet the targets set out in the objectives. Without them, there is the risk that meeting development capacity and land supply objectives will be left to chance and be driven by particular development initiatives as they arise. This approach seeks to provide greater overall scope for the development sector and housing market to operate efficiently by giving more long-term certainty about where Waikato District will and will not grow. The risk of not acting is that the district plan does not enable population growth to be accommodated and results in adhoc private plan change requests which may not be located in the most appropriate locations.

### Efficiency and effectiveness

These policies generally provide an efficient way to achieve Objectives 4.1.1(a) and 4.1.2(a), and the benefits of providing for a consolidated urban form outweigh the costs. The primary benefits from the policies are that they ensure an efficient use of existing infrastructure through restricting urban sprawl. This reduces the need to develop new infrastructure while allowing for future urban growth in a controlled manner. The policies also maintain amenity and character of the District including towns and villages, provide for housing choice appropriate to the community, provide a quality living environment and they support the viability of centres by providing increased and connected population.

The proposed policies provide an effective framework to achieve Objectives 4.1.1(a) and 4.1.2(a) and a consolidated urban form and limited growth areas through specific policies in relation to future urban growth areas, structure plan areas, and managing intensification.

## **ATTACHMENT 6**

- (c) is designed and constructed in a manner that is consistent with the requirements of Auckland Transport and any relevant code of practice or engineering standards.

The overlay, Auckland-wide and zone objectives apply in this precinct in addition to those specified above.

### **I433.3. Policies [rp/dp]**

- (1) Require subdivision and development to incorporate sustainable stormwater management systems including on-site detention and soakage to ground.
- (4) Enable Council to provide a stormwater system as generally shown on Pukekohe Hill: Precinct plan 1.
- (5) Minimise the effects of development on the heritage and amenity values of the summit and on the amenity values of the upper slopes of Pukekohe Hill.
- (6) Control development in Sub-precincts C and D with respect to:
  - (a) its design and appearance relative to Pukekohe Hill's form and shape, natural vegetation, pattern of rural land uses of that part of the hill and the position and appearance of the structures and roads on it; and
  - (b) the extent to which it would be visually incongruous with Pukekohe Hill or incompatible with other developments in the vicinity
- (7) Protect and, where possible, enhance views from the public reserves at the summit of Pukekohe Hill.
- (8) Design subdivision and development to achieve all of the following:
  - (a) minimise the amount of earthworks;
  - (b) avoid modifying natural watercourses;
  - (c) incorporate sustainable stormwater management design including on-site detention and groundwater recharge; and
  - (d) minimise visual prominence by incorporating building reflectivity controls.
- (9) Encourage the use of public roads as a buffer between residential and rural land uses.
- (10) Require subdivision and/or development within the precinct to provide for a transport network that achieves all of the following:
  - (a) as a minimum, is in accordance with the transport network elements shown on the precinct plan;
  - (b) supports safe and efficient movement of pedestrians, cyclists, public transport and vehicles; and