

# MATAMATA-PIAKO DISTRICT COUNCIL

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Proposed Plan Change No. 31 to the Matamata-Piako  
Operative District Plan

## **The Precinct F Matamata Structure Plan and Provisions**

Amendments to establish the Precinct F Matamata Structure Plan, design assessment criteria, new objectives and policies, new subdivision provisions, new provisions for Comprehensive Residential Developments and Neighbourhood Nodes, scheduling of significant trees, amendments to Planning Maps and other consequential amendments to the Matamata-Piako Operative District Plan

## **SECTION 32 REPORT**

# MATAMATA-PIAKO DISTRICT PLAN

## The Precinct F, Matamata Structure Plan and Provisions

### Section 32 Report

February 2009

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## **1.0 INTRODUCTION**

Plan Change 31 seeks to enable new zoning provisions and development to proceed within the "Precinct F Structure Plan Area", Matamata. The provisions of the Plan Change enable the development of residential uses, neighbourhood nodes and recreation amenity within the Precinct. There is an expectation that a high standard of amenity will be achieved within the Precinct and subdivision will maintain and enhance Matamata's 'garden town' character through appropriate policies, development controls, consent requirements and assessment criteria. The Plan Change also seeks to ensure there is certainty in the layout and form of subdivision through the use of a structure plan, density overlays and in the coordination of infrastructure.

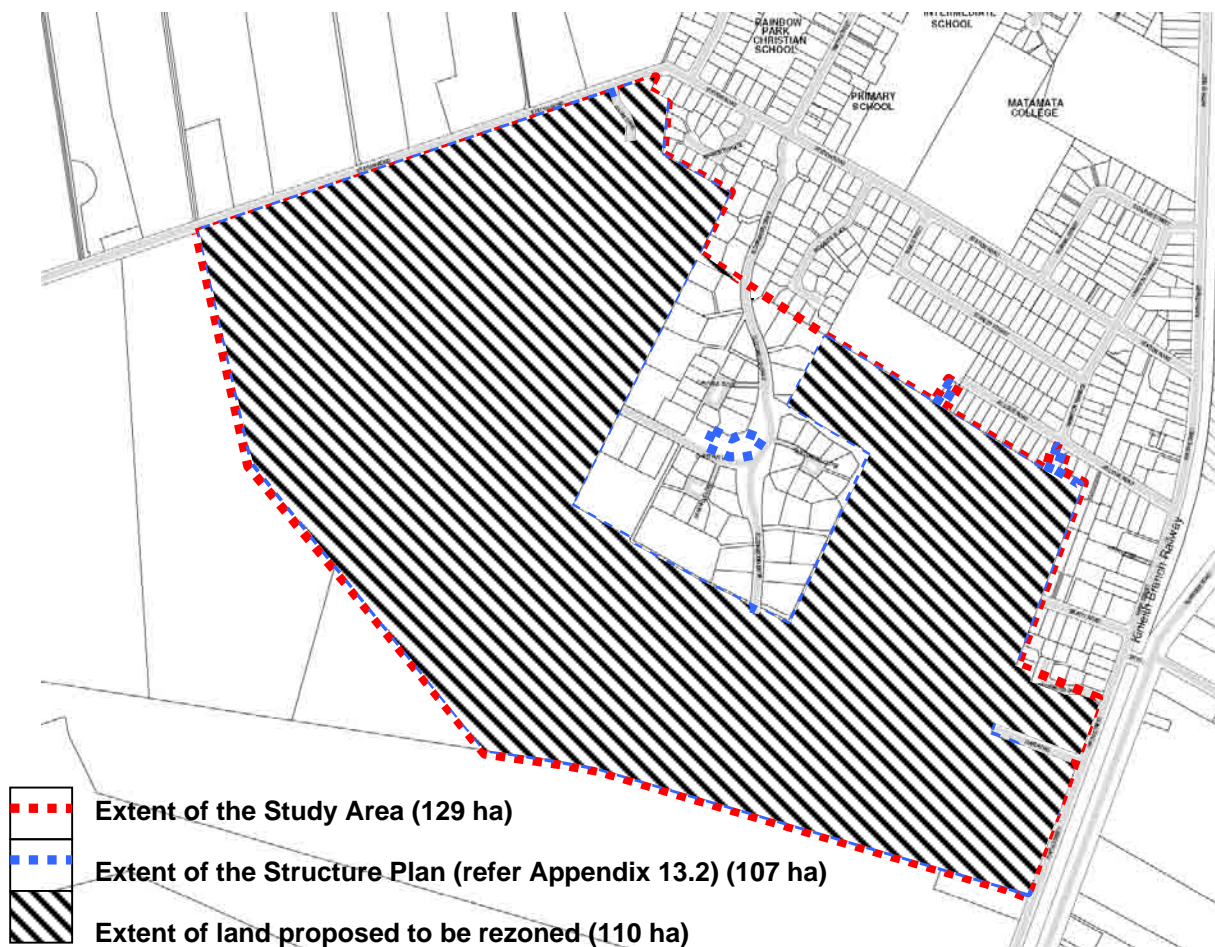
The Precinct is located on the southern edge of Matamata, being bound by Station Road to the west, the Eldonwood development to the north and Hinuera Road to the East. The Plan Change rezones an area of land currently zoned Rural-Residential and Rural to Residential and Rural-Residential zones.

### **1.1 SUMMARY OF THE PLAN CHANGE**

Plan Change 31 seeks to enable development to proceed within the Matamata Precinct F Structure Plan Area. The provisions of the Plan Change enable residential uses and a neighbourhood node within a greenfield area which will integrate and support a functional and amenable environment. There is an expectation that a high standard of amenity will be achieved within the area and recognition will be given to the Precinct's unique setting through appropriate policies, methods, consent requirements and assessment criteria. The Plan Change also seeks to incorporate urban design principles into subdivision, development controls and the design of comprehensive residential development. Provision is made for neighbourhood nodes, being local convenience focal points for the developing neighbourhood.

The Matamata Precinct F Structure Plan maps (proposed Appendix 13.2) set out the significant structural elements that are to be achieved with the development of the area. The zones and overlays are illustrated on the proposed District Plan planning maps. The structural elements shown as part of the structure plan include the roading and reserve network, a stormwater pond/wetland area, density overlays and the location of the neighbourhood nodes.

The zones that have been applied to the Matamata Precinct F Structure Plan Area are the Residential (81 hectares total) and Rural-Residential (29 hectares total) Zones. These replace the former areas zoned Rural (59.5 ha) and Rural-Residential (50.5 hectares). The Plan Change rezones sites on Hinuera Road which already exhibit a residential character and have been developed for residential purposes. These sites are located outside the proposed Structure Plan Area, which is proposed to provide for development within the greenfield areas and the provisions of key infrastructure and design elements through the new subdivision methods. The extent of the study area, rezoning of land and the structure plan is illustrated in the diagram below.



*Figure 1 Extent of the study area, structure plan area and land to be rezoned*

At the time of subdivision, all applications within the Precinct F Structure Plan Area will be assessed (among other things) with regard to the extent to which they are consistent with the Precinct F Structure Plan and the relevant assessment criteria. In particular the expectation is that any subdivision proposal will achieve the structural elements that are shown on the Structure Plan.

Plan Change 31 (refer to Appendix A of this report) amends the Operative District Plan as follows:

- a) Amendments to Planning Maps 14 and 34 and the map legend to identify the Structure Plan Area.
- b) Insertion of a new Appendix 13.2 Matamata Precinct F Structure Plan Area.
- c) Amendments to the table of contents
- d) Amendments to Part A Section 2.3.4 to establish new issues, objectives, policies, methods and explanations for the neighbourhood nodes.
- e) Amendments to Part A Section 3.4.2 to establish new objectives, policies, methods and explanations for the Precinct F Structure Plan.
- f) Amendments to Part A Section 3.5.2 to add new methods.

- g) Amendments to Part B – Rules – 1.4 to add new assessment criteria for Restricted Discretionary Subdivision activities, Neighbourhood Nodes and Comprehensive Residential Development.
- h) Amendments to Part B Rule 1.5.2
- i) Amendments to Part B Section 2.2 to add additional activities to the Activity Table.
- j) Amendments to Development Standards in Part B Rules 3.1, 3.1.1, 3.1.2, 3.1.3, 3.2, 3.2.1, 3.2.2, 3.5.2.
- k) Amendments to Part B Section 4 by adding new activity related performance standards for Neighbourhood Nodes and Comprehensive Residential Developments.
- l) Amendments to Part B Table 6.1.1 to add additional activities to the Activity Table.
- m) Amendments to Part B Rule 6.1.3.
- n) Amendments to Part B Rule 9.1.1
- o) Insertion of new definitions
- p) Identification of additional significant trees
- q) Insertion of additional explanations in Appendix 13.2

## **1.2 MATAMATA GROWTH – 2007 WORKSHOP PROCESS**

In July 2007 Council commenced urban growth investigations for Matamata. In recent history Matamata has seen a significant amount of residential growth, which has been putting pressure on the limited zoned land remaining. The restricted amount of available land has resulted in applications for development outside the zoning area, creating an ad hoc response to development pressures. Non-complying resource consent applications have been proposed, granted and declined in the north-west, south-east and south-west of the town. The recently operative Plan Change 32 also sought to directly address the short-term shortfall of appropriately zoned land.

In 2007 the Council's growth investigation sought to directly respond to these pressures and provide a coordinated structure for the management of growth in the town. A number of technical reports were prepared including research into servicing, landscaping, traffic and demographics. Community workshops were held in Matamata to engage with interested parties. The workshops identified precincts for accommodating Matamata's growth and these lead to some preliminary structure plans for urban expansion. The driver for these workshops was Council's belief that there was a shortage of suitably zoned residential land and that recent subdivisions were not achieving high quality urban design outcomes, particularly the provision of infrastructure and roading connections in a coordinated manner.

Presently there is no formal growth strategy in place. The identification of a number of precincts (below) and their potential to accommodate growth as part of the Matamata workshops and the preparation work behind draft plan change 26 represents the most advanced thinking on the urban framework for the town.

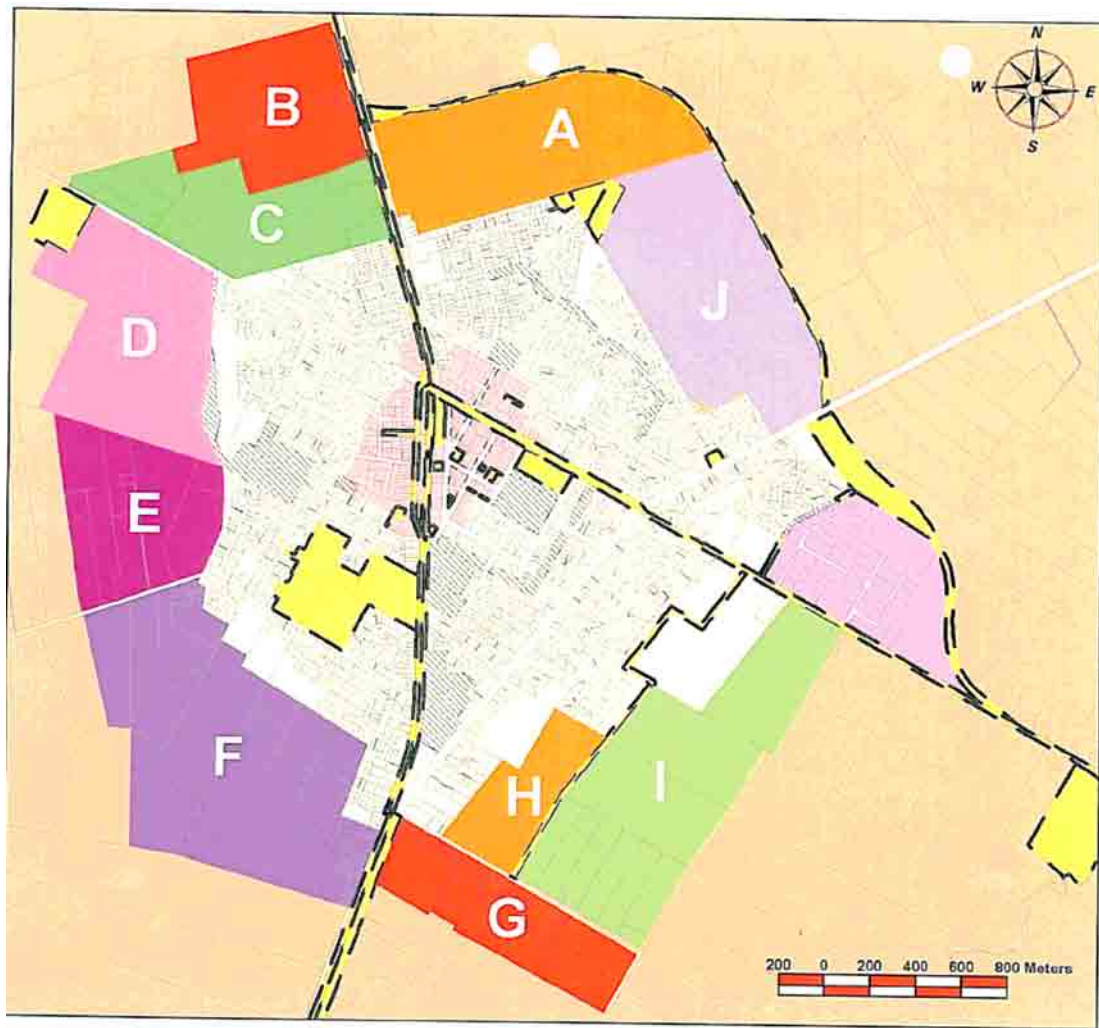


Figure 2 Matamata growth precincts

Research undertaken by Council identified that the subject precinct (known as Precinct F) was appropriate to accommodate mixed residential densities. During the research and investigations the Council identified a number of constraints for all the Precincts to evaluate their individual and collective potential to manage growth. These evaluations were completed to a moderate level of details, although draft Plan Change 26 is effectively on hold. This current plan change proposal, the operative Plan Change 32 and the work that underpins the development of the Long Term Council Community Plan 2009-19 represents the continued progress in developing opportunities in the District to manage the long-term growth of Matamata, including the provision of appropriate planning mechanisms and the planning for infrastructure.

Resulting from the Council's research, Precinct F was considered highly suitable for urban expansion due to:

- Serviceability (water supply, wastewater, stormwater, transportation)
- Contiguous urban form
- Proximity to schools, reserves and services
- Landowner support

- Landscape suitability

The July 2007 Traffic Design Group Ltd report "*Matamata Urban Growth: Proposed Plan Change 26 – Transportation Prioritisation Evaluation*" identified those parcels of land which are most suitable for residential development based on the Council's goal of a well planned and well connected town. This study developed a set of evaluation criteria relating to connectivity, access and costs.

The evaluation scored Precinct F as being the second most suitable area to accommodate growth from a transportation perspective with an overall ranking of 8.4 out of a possible 10. Precinct F scored particularly highly in its:

- potential to integrate the area into the existing urban zone and to provide good linkages to the existing schools, recreation spaces, community facilities and commercial services;
- ability to access the existing road network by way of a road with the appropriate function and the ability of traffic to access safely and efficiently the existing roading network including the consideration of intersection and mid block issues; and
- assessment of the relative costs in providing the necessary connectivity and access provisions.

In respect to connectivity this report assessed the length of trips to schools, recreation spaces, services and employment opportunities. Access identified the ability to connect to the existing road network. For Precinct F a safety concern was identified at the intersection of Hinuera Road and State Highway 27, although the report noted that alternative connections should be developed to connect Precinct F into Matamata until such time as the safety concerns at this intersection are addressed. This matter is further discussed in the Precinct F Traffic Impact Assessment (February 2009). The costs to the community were identified for Precinct F as the widening of Station Road.

The July 2007 Harrison Grierson Consultants Ltd report "*Proposed Plan Change 26 – Matamata Residential Growth – Cost Analysis of Growth Impacts on Water Services Infrastructure Provision*" addressed the water supply, wastewater and stormwater servicing issues, opportunities and constraints associated with the precincts identified as having potential to accommodate growth. The report estimated a potential lot yield from Precinct F of 708 lots with 1769 residents.

Overall the report identified that to accommodate the projected population growth and the distribution of new growth in the manner predicted in the report that new infrastructure and upgrades to existing infrastructure was required. This includes upgrades to the capacity of the wastewater treatment plant, the local water supply networks and also that location specific stormwater infrastructure was necessary to mitigate stormwater runoff effects.

The report provided an estimate of the overall potential cost of providing new infrastructure to service growth. Much of this cost is associated with onsite works and would fall on the land developers, as opposed to the Council. The Council has recently prepared its 2009-19 Long Term Council Community Plan (LTCCP) which includes provision for development contributions to recover the costs of growth from the cost causer. The Council may enter into private development contribution agreements with landowners to address any shortfall in contributions associated with the development of infrastructure in Precinct F. The Council will also review its capital expenditure programme should this Plan Change becomes operative, aligning with the 2012-2022 LTCCP<sup>[CAPSTier21]</sup> or include some aspects within an annual plan as required over the next two years.

The July 2007 "*landscape issues*" report by BGLA the following characteristics, opportunities and constraints associated with Precinct F (identified as Area F in the report):

- "*Flat with areas of gently undulating pastoral land*

- "*Hedgerows and scattered deciduous trees*

- *No watercourses evident*
- *Limited connectivity to existing streetscape network via Haig Road and Beatty Road*
- *Open views to gently rolling, working rural landscape and adjoining suburban edge*
- *Poor proximity to the town centre and on the wrong side of the railway line; good proximity to schools*
- *Localised softening required to rural edge to retain integrity of rural landscape*
- *Generally a reasonably well contained attractive rural landscape. Existing Eldonwood Development under construction is a successful example of varied density (low – medium) rural residential future proofed for further intensification eg. building platform locations”.*

The BGLA landscape issues report identified the development potential to be “suited to low-medium density rural-residential building on Eldonwood, exploiting favourable proximity to schools and enabling retention of vegetation”.

The July 2007 report by Terrane Geotechnical Consultants Ltd “Proposed District Plan Change 26 – Matamata Urban Growth Preliminary Geotechnical Appraisal” evaluated the geotechnical issues associated with the identified growth precincts. The risk associated with foundation soils was considered to be low to very low. No known areas of historic filling or active faults were identified in the study area. A reasonable degree of uncertainty about the extent of groundwater levels and groundwater recharging was identified. The report recommended that further precinct specific evaluation of conditions was required, along with consideration of soil contamination associated with historic or current land uses.

The matters in these reports have been further investigated in the development of the Precinct F Structure Plan and this plan change proposal.

### **1.3 GROWTH STRATEGY AND RECENT DEMOGRAPHIC STUDIES**

The Council and the recent Plan Change 32 have produced growth, demographic, economic and market analysis to evaluate current demand and development trends and to predict their impact on growth management in the District.

#### **1.3.1 The District’s Growth Strategy**

The Matamata-Piako District Council recently completed a Draft Growth Strategy for the District. During the preparation of the Growth Strategy, consideration was given to the likely increase in population and households during the period 2006 – 2038. As part of the demographic analyses, the option of adopting the official Statistics New Zealand population projections (2006 census base) was considered. However, comparison of previous official projections with past census results, has shown that the District’s actual growth has consistently outperformed these projections.

In an attempt to arrive at a more realistic prediction of population growth, the Growth Strategy has looked at other emerging trends, beyond the official projections. The Growth Strategy has adopted what is considered to be more realistic and accurate evaluation of the likely growth trends that will face the District over the next 30 years. The rationale for the Council’s approach is identified as:

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- The Statistics New Zealand medium growth projections have consistently underestimated the District's actual growth in the past.
  - The last 10 years' growth provides a more accurate trend than growth trends from 10 to 20 years ago which resulted in an overall decline in population.
  - Recent net migration into Morrinsville and Matamata remains positive despite the predictions from Statistics New Zealand.
  - The District is well located to capitalise on the fast growing population centres of Auckland, Hamilton and Tauranga.
  - Migration trends with people in search of rural and town lifestyle quality continue to benefit the District.
  - Recently high building consent trends in the main towns.
  - Decrease in overall average household size and the aging of the population.

Consequently the Council has identified the following additional land requirements (quantity and delivery dates) for Matamata:

- Residential land 2008 – 66 ha; 2026 – 115 ha
- Rural-Residential land 2008 – 0 ha; 2026 – 59 ha
- Business land 2008 – 27 ha; 2026 16 ha
- Industrial land 2008 58 ha; 2026 26 ha.

### **1.3.2 Demographic Studies**

The November 2008 Marius Rademeyer Resource Management Consultancy report "Matamata-Piako District Council Household and Population Projects 2006-2038" supports the Council's growth strategy and identified for Matamata the following trends:

- The population of Morrinsville and Matamata jointly, has shown consistent growth over the last ten years (1996 – 2006) at a composite rate of 0.91% per annum.
- The number of building consents for new dwellings has consistently increased, year-on-year, in all three towns and the rural area for the last six years (2002/03 – 2007/08). In the 2007/08 financial year, 114 building consents for new dwellings were issued in Matamata.
- The population of Matamata will increase from 6,430 in 2006 to 8,591 by the year 2038.
- The current average household size (2006) for Matamata will decrease by 0.01 persons for every year during the period 2006 – 2038 to 2.05 by 2038.

- In Matamata, the number of households will increase by 1,479, or an average of 46 per year.

The Plan Changes provides 81 hectares of residential zoned land and 29 hectares of Rural-Residential zoned land. Based on the above growth predictions, Precinct F provides a minimum 15 years of potential dwelling capacity for Matamata. With other areas subject to rezoning or resource consent applications, it is likely that development associated with Precinct F will be completed by 2030.

The June 2008 Market Economics Limited report "*Banks Road Plan Change Residential Demand Assessment*" which supported the operative Plan Change 32 predicted that even if the current population remains unchanged, 1,200 more households were required in the District by 2021 to address changes in household size. The report predicted that the land rezoned with Plan Change 32 would only provide for up to 2 years worth of demand in Matamata.

## **1.4 THE EXISTING DISTRICT PLAN**

### **1.4.1 Existing Zoning and Provisions**

The Matamata-Piako District Plan currently zones the area identified as Precinct F as Rural-Residential and Rural. Within the Precinct 69 hectares of land is zoned Rural-Residential, of which 18.5 ha has already been developed as part of the Eldonwood subdivision. A further 60 hectares of land within the Precinct is zoned Rural.

While a low density zone, the District Plan recognises that the Rural-Residential zone is an urban zone and is usually associated with the edges of the existing urban towns. The District Plan also recognises that for this land the resource opportunities associated with productive soils are limited and on balance the provision for managing the district's population growth prevails over this consideration.

The subdivision rules of the District Plan provide for:

- Residential Zone as a controlled activity subdivision to a minimum area of 500m<sup>2</sup>, exclusive use area provided that in any subdivision containing five or more lots one half of all lots shall have an area greater than 650m<sup>2</sup> and a quarter of all lots shall have an area greater than 800m<sup>2</sup>.
- Rural-Residential Zone as a discretionary activity subdivision to a minimum area of 2,500 m<sup>2</sup> with a minimum average of 10,000 m<sup>2</sup>.
- Rural Zone subdivision with a minimum area of 8 hectares.

Further, the subdivision capacity associated with land in the Precinct owned by Eldon Station Limited and Eldonwood Limited has been utilised in the development of Eldonwood and the Grove. Likewise, subdivision opportunities on properties associated with Station Road have been partially exhausted. While there is approximately 50 hectares of Rural-Residential zoned land in the Precinct, the actual lot yield currently available through further subdivision is limited to approximately 20 lots.

As will be further discussed, the low density average 1 hectare subdivision form also doesn't provide for the development of appropriate roading and recreation infrastructure, and promotes a form of subdivision in this Precinct that may undermine opportunities for its further intensification as was envisaged with the Council's Matamata growth strategy.

With respect to the Residential Zone, the subdivision form which results with lots averaging 650 m<sup>2</sup> have lead to new urban developments having a different character and intensity of built development than properties which average 1000 m<sup>2</sup> in size. The 1000 m<sup>2</sup> lots underpin the historic 'garden town' character of Matamata and the provision of larger lots to provide for the needs of residents. The higher density lots in recent subdivisions create a different and more urbanised amenity. The potential disjunct between the Matamata objectives of a garden town and the subdivision methods were identified in the July 2007 Matamata growth strategy workshops and have been considered through the development of a structure plan for Precinct F.

Council officers have also identified, through the draft Plan Change 13 proposal and the recent plan change that lead to the connectivity performance standards in Part B section 6.2 (operative Plan Change 27), that the controlled activity status and limited discretions can lead to poor urban design responses and a lack of ability for Council to influence through the consent process the design of subdivisions. These matters have been raised through numerous resource consent hearings and discussions undertaken by Council. This proposed plan change seeks to address these matters through design assessment criteria and appropriate discretions being afforded to Council to achieve the outcomes sought by the New Zealand Urban Design Protocol.

Few opportunities are available in the District Plan to provide for the development of a local node providing for the day-to-day convenience needs of residents (eg. a dairy or café).

## **1.5 THE PRECINCT F STRUCTURE PLAN**

### **1.5.1 The Precinct F Structure Plan Process**

The overall process for the Precinct F Structure Plan began with the preparations undertaken by Council for the development of draft Plan Change 26 for the management of growth in Matamata.

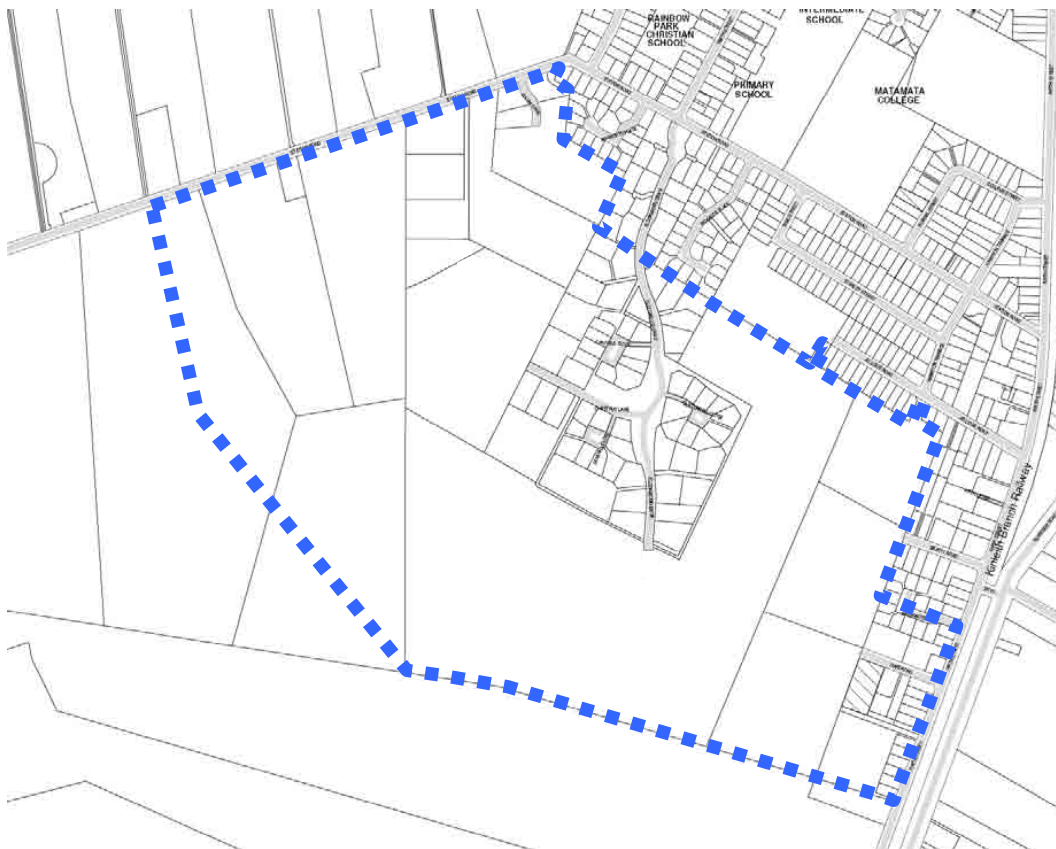
The Council prepared background reports for the overall Matamata growth analysis, including an Urban Design Report by Phillips & Associates, a landscape issues assessment, infrastructure assessment, geotechnical appraisal, and a transportation prioritisation evaluation. These reports, along with further technical reports commissioned assisted in the preparation and assessment of the Precinct F Structure Plan.

Base information has been prepared to understand the characteristics of Precinct F including:

- Topography.
- Soils.
- Vegetation and landscape features.
- Hydrology.
- Heritage or archaeological databases.

- Reticulated infrastructure.
- Reserve networks.
- Neighbourhood character.
- Road network.
- Contamination records.

The next step in the process identified logical boundaries for Precinct F based on proximity to services and facilities associated with Matamata and its town centre, proximity to school, walkable catchments, cadastral patterns, landscape features and the critical mass of land to establish key infrastructure including the Station Road to Hinuera Road future collector road which was raised in the Council's draft Plan Change 13. The study area is identified in Figure 1 below.



*Figure 3 – Study Area for Precinct F*

*The study area includes land zoned Rural-Residential and Rural in the Operative District Plan, sites fronting Hinuera Road, land identified as part of the July 2007 Precinct F boundaries and an extension to Precinct F on the western side of Station Road.*

A number of design options were explored and tested for the development of Precinct F. The overall evaluation criteria were based on the key outcomes from the Council's July 2007 Matamata Growth community workshops. The Precinct F Structure Plan was developed on

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the basis of the Precinct's characteristics and the following design considerations for future development (also refer to the Precinct F Discussion Document for further consideration of structure planning and principles):

- respond to natural landform, character and features.
- establish a transitional or soft edge to rural zoned land at edge of Precinct.
- provide for a range of housing and lifestyle choice with a diversity of lot sizes and residential densities, where a wide range of residents can find appropriate housing to fit their needs.
- manage the location of density in respect to walking distances to the town centre and community infrastructure.
- connect the future road network to existing Matamata roads and extend connections into Precinct F.
- establish an east-west road connection between Hinuera Road / Firth Street and Station Roads.
- identify locations where reserves / parks should be provided.
- develop a connected network of footpaths and walkways primarily associated with roads, reserves and a 'Centennial Drive' style trail along the edge of the Precinct.
- front recreation reserves / parks with public roads.
- establish low impact design of stormwater infrastructure.
- avoid eroding the character of existing residential areas.
- provide good solar orientation for urban blocks and future lots.
- support walkability with pedestrian friendly environments where residents can walk and use local facilities and enjoy the public realm
- establish a local neighbourhood node to provide for the day to day needs of residents.
- Design for tree lined streets that are safe and suitable for cyclists and pedestrians.

A number of technical assessments were commissioned to consider the suitability of the Precinct for development and the servicing and infrastructure requirements of the Structure Plan. In summary, technical reports have evaluated matters associated with:

- Urban design / landscape
- Significant vegetation
- Traffic and roading

- Stormwater management and hydrology
- Water supply
- Wastewater reticulation
- Other network services
- Contamination

### **1.5.2 Elements of the Precinct F Structure Plan**

The Structure Plan was prepared on the basis of best planning and urban design practice in accordance with the Matamata-Piako Operative District Plan and the Waikato Regional Plan. The Structure Plan is based on the area of the Precinct which is available for greenfields expansion of Matamata and excludes land already developed through the Eldonwood and Birchwood Lane subdivision and a number of smaller sites on Hinuera Road that are more appropriately developed utilising the existing methods of the Operative District Plan. The Structure Plan elements are illustrated in Appendix 13.2 of the proposed Plan Change.

#### ***Land outside the Structure Plan Area***

The extent of the Precinct F Structure Plan area identified in the proposed Plan Change differs from that identified in the July 2007 workshops. Key differences are that the Eldonwood development is complete (except for the identified neighbourhood node on Millie Khan Green) and further structure planning is unnecessary and subdivision or development beyond that approved for that land is inappropriate.

The neighbourhood node in Millie Khan Green<sup>1</sup> forms part of this Plan Change.

The Plan Change also proposes to rezone land associated with the Birchwood Lane development which reflect strong residential amenity values and densities, and is currently zoned for low density Rural-Residential outcomes. Lots on Hinuera Road are also proposed to be rezoned residential as the lots are equivalent in size to those currently zoned residential on the northern extent of Hinuera Road and Firth Street. Again these lots exhibit strong residential amenity values and it is considered appropriate that the zone reflects these values. A number of medium size rear lots off Hinuera Road are also proposed to be zoned residential, although because of their size and the limited number of lots that can be realised from subdivision they are proposed to be excluded from the Precinct F specific subdivision rules in favour of maintaining the status quo provisions for subdivision in the Operative District Plan.

#### ***Precinct F Extension***

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<sup>1</sup> Millie Kham Green is an area of privately owned, yet fully publicly accessible open space. It is not vested reserve, but has easements in favour of the public to provide for access and use. It provides additional open space amenity but is not considered part of the Council's public reserve network.

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An additional area of land (25.6 hectares) has been identified to the west of Station Road as an extension to the original July 2007 Precinct F boundaries. The 2007 boundary on the western side was based on the extent of the existing Rural-Residential Zone.

Council identified in the draft Plan Change 13 the need to establish an east to west collector road between Hinuera Road/Firth Street and Station Road. The alignment proposed in draft Plan Change 13 was affected by the then recently consented Eldonwood development. Landowners also raised issues through the consultation phase whether with 1 hectare rural-residential densities would be able to afford to implement the desired collector road. The Structure Plan process also identified that the extent of land available from the July 2007 Precinct F boundaries was inadequate to establish a link between Hinuera and Station Roads, particularly given recent subdivision activity which has fragmented land titles and the consequential development of the lots for housing.

In addressing this matter an extension of 25.6 hectares to the west of the Precinct F boundary has been identified. This is land which has not previously formed part of the consideration of land available for development. Research of the 2007 process shows that at the time the structure planning exercise didn't test the required boundaries on the basis of any actual design for the development of the precincts. The boundaries identified were a combination of addressing development pressures known at that time and the extent of the Residential and Rural-Residential zones.

Further research undertaken at the initial stages of the structure plan for Precinct F identified the potential disjunct between the aims of developing an integrated neighbourhood with connecting road infrastructure between Hinuera and Station Roads, a neighbourhood node and recreation and stormwater infrastructure and the availability of suitable land. The identified extension enables the provision of these identified elements and provides for the necessary market incentives through yield to enable the development of the east-west collector road. The Council has identified through draft Plan Change 13 and the 2007 Matamata workshops that the east-west road is a high priority to achieve because it creates a connected local road network, which will ultimately create a loop road around the town to enable residents to move between neighbourhoods while avoiding the need to travel along State Highway 27.

In respect to the consideration of whether the road is necessary, it is determined that this is a high priority and as such additional land being zoned to enable its delivery is considered an appropriate response so long as other land capability and infrastructure factors are taken into consideration in determining the development outcomes.

### ***Density Areas***

The Structure Plan provides for a range of different housing opportunities and residential environments, from standard town lots, to rural residential lots and Eldonwood-style cluster developments. These reflect the consideration of key character elements identified through the 2007 workshop process and the subsequent character and amenity analysis undertaken for the Precinct F structure plan.

The Structure Plan is based on a transition of density from the existing residential zoned lots through to the boundary of the Precinct with the Rural Zone. This addresses the issues of

providing a range of housing opportunities and lot sizes, consideration of the walkability of the neighbourhood, reflects the landscape analysis and the development of a soft edge. Lot sizes are relatively large reflecting the 'garden town' character of Matamata and the existing lot sizes within the adjoining residential neighbourhood (particularly those developed prior to this District Plan).

The density areas are identified on the Structure Plan diagrams in proposed Appendix 13.2. These are linked to the subdivision performance standards by a consequential amendment to the District Plan, providing for the development of lots only in accordance with the new density areas (notwithstanding the use of the Residential and Rural-Residential zones to manage the development of land use activities).

The Precinct seeks to address issues of housing affordability by providing a range of lot sizes. These range from 400 m<sup>2</sup> lots associated with Comprehensive Housing Developments, standard 1000 m<sup>2</sup> lots to larger rural-residential lots. The use of density areas and overlays provides for a wide variety of lot sizes and avoids development producing monotonous suburban lots which only provide for part of the housing market. The proposal also includes provision to establish retirement housing on smaller lots, which provides for this housing need in an increasingly aging population.

**Density Area A** borders the rural land to the south and south west of the Precinct. These areas are proposed to have lower lot densities, with a minimum lot size of 2500 m<sup>2</sup> to provide a lower density edge to the Precinct. The zone is proposed to be Rural-Residential, subject to the amendments to remove the minimum average lot density requirement. This allows the efficient use of the land resource, while still providing for the low density subdivision form recognised as being characteristic of development anticipated in the Precinct.

Subdivision assessment criteria require building platforms to be located on the lot so as to maintain opportunities in a future District Plan for further urbanisation. This is unlikely to be considered until after 2030 and will need to go through a separate plan change process.

**Density Area B** is predominantly located to the south and west of existing development adjoining the Precinct. Area B continues to develop the subdivision patterns of Eldonwood, creating larger lots that sit between urban and rural-residential density with lots having an average lot size of 1500 m<sup>2</sup>. These lots allow for a high degree of urban amenity to be developed for residents, while maintaining a spacious and transitional edge to the Rural and Rural-Residential Zones reflecting the garden town character of Matamata.

**Density Area C**, with an average lot size of 1000 m<sup>2</sup>, reflects the traditional form of urban development located throughout Matamata, and which is particularly prevalent in the neighbourhood directly abutting the Precinct. It provides for urban lots that are capable of accommodating well-sized new dwellings, enables the size of these dwellings to grow and adapt to the changing needs of residents, provides for the development of significant areas of landscape reflecting the garden town character and supports low impact stormwater design techniques, including onsite rainwater reuse and groundwater soakage.

The densities for subdivision are designed to be equivalent to the existing pattern of historic subdivision on the adjoining residential areas (being an average density of 1:1000 m<sup>2</sup>). This

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provides for a consistent approach to maintaining and enhancing the garden town character of Matamata.

Opportunities for higher densities are enabled through a ***Comprehensive Residential Development overlay*** in Density Area C which acknowledges that integrated and innovative designs can provide for a wider range of housing choice within an area. The locations of these overlays is specific to two locations, the first adjoining development on Jellicoe Road where the overlay is within a walking distance of the town centre and comprehensive developments are appropriate to provide for housing choice. The second location is surrounding the proposed neighbourhood node. This reinforces the viability of the neighbourhood node by establishing opportunities for greater density to 1 house per 400 m<sup>2</sup> for comprehensive residential developments and 1 house per 250 m<sup>2</sup> for retirement housing complexes. The overlay is based on establishing a well connected and walkable neighbourhood, with areas of higher density located within a 5 minute walk of the node, while providing for an appropriate transition in density between the Precinct and the adjoining Rural zone and within the Precinct itself.

Comprehensive Residential Developments require land use consent prior to obtaining titles to demonstrate that an appropriate layout of dwellings, private courtyards and access can be achieved. To ensure that development is “comprehensive” in its approach a minimum parent site of 4000 m<sup>2</sup> is required, which avoids the potential for inappropriate infill development to occur in an ad-hoc manner.

### ***Neighbourhood Nodes***

The Structure Plan identifies the location of two “neighbourhood nodes”. The size of the future community, at a potential of 700 dwellings in addition to the existing Eldonwood development of 81 lots and the surrounding residential development on Station Road and Firth Street, warrants the provision for a neighbourhood node that provides a focal point for small-scale convenience retail, recreation and amenities that can serve the day-to-day needs of the local community. This is akin to the traditional corner store and could include, for example, a dairy, green grocer, butcher, café or real estate agent. It is important to the sustainability of the community to have local amenities within walking distance. This allows residents to purchase convenience goods without having to drive into the town centre. The level of convenience offered may be just to pick up some milk, or meet friends for coffee while the kids play in the adjoining reserve.

The development of buildings in the neighbourhood node requires resource consent to allow the consideration of the proposal against design assessment criteria. These criteria address urban design elements to ensure that the design achieves functional and aesthetic coherence with the surrounding residential area.

Its scale needs to be carefully managed so that it does not compete and undermine the amenity of the town centre which is the primary retail area of Matamata

One site has been secured through the Eldonwood development with the creation of Millie Khan Green. The other site, within Precinct F should be secured at the time of subdivision with land set aside for the development of the neighbourhood node. The proposed

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neighbourhood node is located adjoining the collector road which runs east to west from Hinuera to Station Road and opposite a proposed reserve.

### ***Open Space Network***

The Structure Plan identifies the general location of all “reserves” (parks). The reserves are proposed to be contoured, developed and maintained as places for active and passive recreation for the surrounding residential neighbourhood. The Structure Plan proposes that two new reserves be located within the Precinct. These are in addition to the existing reserve at Haig Road. Particular attention should be given to the design of the reserves in terms of their importance as focal points for nearby residents. The design should ensure that the reserve is highly visible from public spaces and generally fronted by roads along two or more of its boundaries.

The reserves shall be vested with Council and will be in lieu of financial contributions for reserves. To avoid Council having to purchase land, the Council may alter the land requirement to avoid Council having to purchase additional land.

Detailed landscape plans would need to be submitted for the approval of Council with any subdivision resource consent application.

It is proposed that a stormwater pond or wetland be located adjoining the neighbourhood reserve. This would be vested as drainage reserve (at no cost to Council) and require specific design to ensure that it doesn't compromise the function and use of the proposed neighbourhood reserve. The inclusion of these facilities together provides an overall impression of a larger open space and the wetland can provide landscaping enhancements to the neighbourhood reserve.

### ***Movement Network***

The Council maintains a policy position, reinforced by performance standards in Part B Section 6.2 of the District Plan, to achieve high levels of roading and pedestrian connectivity between sites. The Precinct has multiple access points which include from Station Road, Odlum Drive, Eldonwood Drive, Jellicoe Road, Hampton Terrace, Haig Road and through land owned by Council off Firth Street/Hinuera Road. The approach adopted in the design of the Structure Plan is to develop roading access into the Precinct from all these locations and to develop urban blocks and a general grid-based roading pattern.

A diversity of routes into and through the Precinct is paramount. It is important that the District Plan provides appropriate direction to reinforce the delivery of necessary infrastructure. The connections between the existing sites and to the external road network should always be achieved to provide an interconnected and permeable local road network. Cul-de-sacs should be avoided as they reduce the permeability of the Precinct.

The ***collector road*** provides a connection between Hinuera Road/Firth Street in the east and Station Road in the west. The road is designed to provide connectivity within the Precinct and between Precinct F and other locations in Matamata. The alignment of the road should be in general accordance with the structure plan, with recognition that its final alignment will be subject to detailed design and consideration of site specific factors such as

the retention of significant vegetation. The collector road should be designed as a tree lined boulevard. Its dimensions and placement of trees and street features should remain generally consistent along its length.

The collector road will also connect with a future road which will connect through to Peria Road.

The **indicative local roads** provide connections within the Precinct and from the Precinct to the external local road network (with key existing road connections identified on the Structure Plan in addition to the connections available from Station Road). The alignment of roads shown on the Structure Plan is indicative and may change due to factors such as development patterns or retention of significant vegetation.

Specific roading designs, in accordance with Council's development manual, will need to consider the appropriate provision for cyclists.

### ***Precinct Boundary Pedestrian Walkway / Cycleway***

The pedestrian walkway / cycleway adjoining the boundary of the Precinct with the Rural Zone is an important amenity feature for Matamata and the Precinct. It forms a landscape buffer between the residential development within the Precinct and the adjoining Rural Zone, as well as a pedestrian and cycle link between Hinuera Road/Firth Street and Station Road. It seeks to replicate the amenity already provided to Matamata by Centennial Drive. Subdivision is required to vest a 20 metre width of land as either unformed road reserve or local purpose access reserve and landscape this area with trees and a pedestrian / cycle trail comprising a permeable or semi-permeable surface. The land shall form part of an off road pedestrian and cycle network. Regular connections should be provided between the local road network and the pedestrian walkway / cycleway to ensure that it connects with the movement network within the Precinct.

## **2.0 STATUTORY PLANNING DOCUMENTS**

### **2.1 MATAMATA-PIAKO DISTRICT PLAN**

The Matamata-Piako District Plan was made operative in July 2005. The relevant objectives and policies identified below from the Operative District Plan were utilised in the development of the proposed Plan Change and Structure Plan to ensure that the proposal was achieving the resource management strategy for the District.

<b>Reference</b>	<b>Objective</b>	<b>Policy</b>
<i>2.4 Sustainable Management Strategy. 1 Residential Growth</i>	<i>O1 To manage residential growth so as to limit as far as practicable the use of the finite good quality soils.</i>	<i>P1 To ensure consolidation of residential development within existing zone boundaries at all settlements subject to the availability of infrastructure services, contiguous growth and the constraints of the environment.</i>

		<i>P2 To manage the orderly and programmed expansion of residential areas consistent with the relevant structure plan and the ability to provide utility services.</i>
<i>3.2.2 Natural Hazards 1. Flooding</i>	<i>O1 To minimise the risks of flooding affecting people and property in the District.</i>	<i>P1 To ensure that all future development does not increase the flood risk for existing buildings and activities. P3 To ensure new developments and subdivision take cognisance of overland flow paths in their design to avoid adverse effects. P4 To utilise public open space as natural floodways and ponding areas where this does not adversely affect protected natural environments and heritage features.</i>
<i>4 Land Movement</i>	<i>O1 To minimise hazards for people and property caused by erosion, slipping, slumping and land instability</i>	<i>P1 To ensure that future development does not aggravate instability or erosion problems.</i>
<i>3.3.2 Land And Development 1. Sustainable Activities</i>	<i>O1 To maintain and enhance the District's land resource to enable activities that do not threaten the life supporting capacity of the soil and consequently water and ecosystems.</i>	<i>P2 To avoid, remedy or mitigate any adverse effects on the intrinsic values of the land from the disposal of solid and liquid wastes and or stormwater. to avoid adverse effects on the intrinsic values of the land.</i>
<i>3.4.2 Subdivision 1. Subdivision</i>	<i>O1 To ensure that land subdivision results in allotments that are suitable for activities anticipated by the zone and that existing activities and resources in the vicinity of the site are not unreasonably compromised. O4 Subdivision of land in a manner that does not adversely affect the function or capacity of roads within the district. O5) To ensure that our towns are developed to enhance our communities through recognising good quality urban design.</i>	<i>P1 To ensure that each allotment has suitable natural and physical characteristics including infrastructure services for the activities anticipated by the zoning or resource consent.  P3 To avoid, remedy or mitigate the adverse effects of subdivision and consequential development on the environment.  P4 To avoid, remedy or mitigate the any potential adverse effects of subdivision as a result of a lack of urban design through the New Zealand Urban Design Protocol and through the National Guidelines for Crime Prevention Through Environmental Design.</i>
<i>3.5.2 Amenity 1. Development Standards</i>	<i>O1 To maintain and enhance a high standard of amenity in the built environment without constraining development innovation and building variety. O2 To minimise the adverse effects created by building scale or dominance, shading, building location and site layout.</i>	<i>P1 To ensure that development in residential and rural areas achieves adequate levels of daylight admission, privacy and open space for development sites and adjacent properties.  P3 To maintain the open space character of residential and rural areas by ensuring that development is compatible in scale to surrounding activities and structures. P4 To recognise that the low density urban form in the District's towns contributes to the amenity and character of the area. P5 To provide for development within the District in a manner that encourages flexibility and innovation in design and variety in the built form while achieving the anticipated environmental results.</i>
<i>2. Design, Appearance And Character Of Built Environment</i>	<i>O1 To ensure that the design and appearance of buildings and sites is in keeping with the character of the surrounding townscape and landscape.</i>	<i>P1 To encourage a high standard of on-site amenity in residential, business, recreational and industrial areas.</i>

	<p><i>O2 To recognise and promote the special urban character of Te Aroha and Matamata and to develop the urban character of Morrinsville.</i></p>	<p><i>P3 To recognise and enhance the open space "garden city" character of the built form at Matamata.</i></p> <p><i>P5 To encourage a varied and interesting built form by supporting initiatives and providing development amenity incentives for comprehensive and innovative subdivision and development design.</i></p> <p><i>P6 To maintain and enhance the predominant domestic character of residential areas.</i></p>
<p><i>3.7.2 Works And Network Utilities 2. Council Infrastructure Services</i></p> <p><i>3. Reserves And Public Open Space</i></p>	<p><i>SO1 To ensure that effective, efficient and environmentally appropriate water supply, sewage reticulation and treatment and stormwater services continue to be provided and maintained.</i></p> <p><i>O1 To manage the development of reserves in a manner which best serves the dual objectives of environmental enhancement and the provision of adequate land for recreational use.</i></p>	<p><i>SP2 To encourage increased recreational usage of the natural open space areas of the District while avoiding the adverse effects of increased public accessibility.</i></p>
<p><i>3.8.2 Transportation</i></p>	<p><i>O1 To protect and improve the safety and efficiency of the State Highways and District road network.</i></p> <p><i>O4 To maximise safety and convenience for pedestrians and vehicular traffic on all sites.</i></p> <p><i>O6 To encourage the provision of alternative transportation networks where it is clearly demonstrated that the provision of such networks will positively benefit and enhance the environment and community which they serve.</i></p> <p><i>O7 To ensure that those activities that place demands on the roading network contribute fairly to any works considered necessary to meet those demands.</i></p> <p><i>O8 To create a road system that provides for the safe, efficient and strategic movement of traffic (vehicular and pedestrian) in a manner that promotes the sustainable management of resources used.</i></p>	<p><i>P1 To ensure that access points and intersections have optimum visibility along the State Highway and are formed to appropriate design standards.</i></p> <p><i>P4 To manage unrelated through traffic on local roads to maintain and enhance the amenity values of the locality.</i></p> <p><i>P5 To require landscaping within the transportation facilities or corridors where appropriate.</i></p> <p><i>P9 To promote appropriate roading connections within and between land being subdivided to ensure our towns are well connected.</i></p>

*Table 1 Objectives and Policies from the Operative District Plan*

## **2.2 LONG TERM COUNCIL COMMUNITY PLAN**

The Matamata-Piako Long Term Council Community Plan (LTCCP) was developed for the ten year period being 2006 to 2016 and describes the Council's activities and major

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proposals in five main areas. The Council is preparing the 2009-2019 LTCCP which will be adopted on 1 July 2009.

The LTCCP provides detailed information on community outcomes and the financial statements and information of the Council's policies that guide the activities. The Council has undertaken demographic analysis to predict the potential future population growth trends for the District.

In relation to planning and development, the community identified that the main issues were the infrastructure which communities need to operate and maintain, and the importance of careful planning when deciding the layout and needs of towns for the future. This includes rural subdivision, town appearance and town planning.

One of the main issues identified for the District over the 10-year period is the effects of growth. The 2006-2016 LTCCP states the following:

*'We are experiencing uneven growth in some of our communities. While some parts of the district are well catered for due to decreasing population levels, other areas are serviced by facilities at the limits of their capacity due to higher rates of growth. Combined with increased use of our infrastructure and increasing levels of transport through and around the district, these growth patterns mean that Council needs to focus on long term planning to ensure it is providing for future demands.'*

*'To ensure our roads, water, wastewater, stormwater and waste are sustainably developed and managed for today's needs and the needs of future generations, it is going to be necessary to balance the different needs against the available resources across the district.'*

All new development in Precinct F will be subject to the Council's Development Contributions Policy which will be adopted on 1 July 2009. As capital infrastructure costs associated with Precinct F have not been considered as part of the 2009-2019 LTCCP, separate private development contribution agreements will be required to address any shortfall in contributions for capital works undertaken by the Council to service development in Precinct F. The Council is required to review the LTCCP every three years which provides an opportunity to evaluate growth trends and the costs and level of service anticipated with growth. It is anticipated that long-term development contributions will increase to reflect the apportionment of the costs of growth to the cost causer.

The LTCCP anticipates the development of Matamata in accordance with the growth predictions. The development and upgrade of trunk infrastructure is programmed into the 10 year work programme to service development. The cost of local upgrades to networks and services and connections to the networks will be bourn by the land developer.

## **2.3 ENVIRONMENT WAIKATO REGIONAL POLICY STATEMENT**

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The Waikato Regional Policy Statement (RPS) provides an overview of significant natural and physical resource management issues and a framework for resource management. The relevant sections of the RPS are:

- Chapter 2.2 Integrated Management
- 3-13 Structures (Infrastructure), 3.13.2 Infrastructure
- 3.3 Land & Soil. 3.3.7 Accelerated Soils Erosion. 3.3.9 Maintenance of Soil Health
- 3.10.4 Existing Contaminated Sites
- 3.3.4, 3.4.5 Water Quality and Stormwater Management and 3.11 (Biodiversity)
- 3.12 Energy

This proposed Plan Change is considered to be consistent with the RPS.

Environment Waikato have taken a supportive approach to structure plan processes throughout the region. Environment Waikato has produced an informational and advisory publication: "Sustainable subdivision development – an Environment Waikato Perspective" (2006) which states:

*"Structure plans have traditionally been used by territorial authorities to plan infrastructure requirements (such as water supply and wastewater pipework) for developing areas. However structure plans are being increasingly used to guide the total development package for a particular area and to ensure that development achieves the outcomes desired by the local community. Structure plans are therefore now covering a much wider range of topics, including landscape character, social services (such as schools and commercial centres), heritage issues, indigenous flora and fauna, biodiversity and neighbourhood design. Structure plans are seen by Environment Waikato staff as being increasingly important to manage the changes in the region being brought about by subdivision development" (Section 3.2.4 p 21).*

## **2.4 WAIKATO REGIONAL LAND TRANSPORT STRATEGY**

The Waikato Regional Land Transport Strategy provides a framework for developing, maintaining and protecting the land transport system over the next 10 to 20 years. The proposed Plan Change is considered to be consistent with the Strategy as it seeks to consolidate development on Matamata.

## **2.5 NON STATUTORY DOCUMENTS – NEW ZEALAND URBAN DESIGN PROTOCOL**

Urban design has been incorporated into this Plan Change with new policies and provisions for subdivision in Precinct F to reflect the Council being a signatory to the New Zealand Urban Design Protocol. The overall approach has been to develop a series of design assessment criteria that relate to subdivision in Precinct F in general accordance with the Structure Plan.

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The New Zealand Urban Design Protocol has identified seven design qualities that create quality urban design, they are referred to as the 'seven C's' and are:

- Context.
- Character.
- Choice.
- Connections.
- Creativity.
- Custodianship.
- Collaboration.

## **2.6 NON STATUTORY GUIDANCE – RECREATION RESERVE PROVISION**

Matamata-Piako District Council does not have an adopted parks strategy. The Council is a member of the 'Yardstick Parks Benchmarking Project'. This project has established over a number of years certain levels of provision of parks and reserves. The Council currently provides 3.18 hectares of maintained reserves per 1000 people. The average across 43 other New Zealand Council's is 7.95 hectares per 1000 person.

Generally new development should provide neighbourhood reserves for use by the local residential community. They are generally smaller in size, ranging from 1,000m<sup>2</sup> up to 1 hectare. The average ideal size is considered to be from 3,000m<sup>2</sup> to 5,000m<sup>2</sup>. The reserve should be easily accessible, ideally from more than one road frontage. The reserve should be well maintained, free draining, have flat or gently undulating grassed areas, be safe and provide an attractive welcoming ambiance to the immediate local community within a ten minute walking distance of urban properties.

Parks planners generally recommend that the minimum future provision for neighbourhood reserves be 3,000m<sup>2</sup> with a preferred provision of up to 5,000m<sup>2</sup> of usable flat or gently undulating land. This will serve a population of around 500 persons.

The Precinct F Structure Plan already includes the Haig Street reserve of 0.44 hectares and two further reserves are proposed to serve the higher density residential areas in the Precinct. The first reserve proposed is 0.7 hectares and the second is 1.5 hectares, less the size of the land required for drainage reserve which is estimated at 2000 m<sup>2</sup>. This provides an overall reserve provision of 2.44 hectares to serve 700 further households in addition to the existing community south of Station Road. This provision of reserves accords with best practice for local supply of recreation amenity. The proposed reserves are sized to allow for active and passive recreation. The final location, size, location and landscaping of the reserves will be determined through the subdivision resource consent process[CAPSTier23].

In addition to the above reserves, an area of approximately 4 hectares has been identified for walkway/cycleway passive recreational areas, providing a high level of connectivity to the Precinct.

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### **3.0 ASSESSMENT OF ENVIRONMENTAL EFFECTS**

#### **3.1 SITE CHARACTERISTICS**

##### **3.1.1 Soils**

The Matamata township is located in the middle of an alluvial basin on good quality soils classified as Class I and II by the New Zealand Land Resource Inventory worksheets. These high quality soils extend for at least 2 kilometres either side of the Matamata township. The soils of the Precinct are shown as Class II soils. All other existing and proposed residential areas at or around the Matamata township, are located on either Class I or II soils. These soils will be removed from primary production use. This is inevitable with any development in the surrounding catchment, however within Matamata-Piako District there is understood to be 116,278 hectares of Class I, II and III soils. The existing Rural-Residential zoned land has already removed that land from primary production and anticipates its urbanisation.

Part II of the Resource Management Act 1991 sets out that the guiding principle for resource use is sustainable management. The proposed Plan Change, by zoning land residential removes the land from its potential use in rural productivity.

In providing sufficient residential opportunity as part of an existing contiguous form, being Matamata township, social and economic well being is being provided for. On balance the intent of sustainable management is still being achieved as providing for the well-being of people and communities, which includes providing for growth in the context of Matamata, does require the use of high quality soils to maintain a contiguous urban development pattern with the existing town. This is reflected within Objective 2.4.1 of the Plan which states:

*'To manage residential growth as to limit as far as practicable the use of the finite good quality soils.'*

The expected environmental outcome is:

*'1. Contiguous, orderly expansion of residential zoning onto the finite good quality soils.'*

The plan change is considered to accord with Part II and the existing provisions of the Matamata-Piako District Plan.

##### **3.1.2 Contamination**

Council's investigations in July 2007 by Terrane Geotechnical Consultants Ltd identified that there could potentially be contamination issues associated with the orchard activities at Pippins Orchard (14 Beatty Road). A further report by Soil and Land Evaluation Limited dated 11 November 2008 (Section 8) investigated the potential issues associated with the orchard. This included testing by RJ Hill Laboratories Limited. The analysis found that levels of heavy metals and organochlorine pesticide residues were below the trigger and acceptance levels for human health concern for residential use over the vast majority of the subject property. A relatively small area of copper contaminated soil will have to be

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remediated from the washdown area followed by validation before the site will be deemed suitable for residential use.

The Plan Change proposes discretions and assessment criteria for restricted discretionary subdivision for “Remediation of soil contamination and verification of effective completion of works” (Part B Section 1.4.20A.2(i)).

### **3.1.3 Vegetation**

Council’s July 2007 landscape issues analysis by BGLA identified that the retention of vegetation was important to the development outcomes for Precinct F. This approach was successfully achieved in the Eldonwood subdivision where the majority of existing specimen trees were retained, providing instant character and landscape amenity associated with new development and retaining key elements of the current amenity on the area. The assessment undertaken by Mr Allen Bennett (arborist) in February 2009 (Section 9) identified those existing specimen trees located throughout the Precinct, particularly as shade or timber trees within the fields, that were significant and worthy of protection. The landscape character assessment by Phillips and Associates Ltd (February 2009) in Section 9 also recommended the protection of existing vegetation.

The arborist assessment also confirmed that the landscape is highly modified with no remnant indigenous vegetation remaining (except one nikau). The area is either grazing land, cropping land or orchard.

The Plan Change proposes to include additional trees and groups of trees within “Schedule 3 Outstanding or Significant Natural Features and Trees and Other Protected Items”.

### **3.1.4 Landscape and Visual Amenity**

The Council’s July 2007 landscape issues assessment by BGLA identified that the Precinct was appropriate from a landscape perspective for urbanisation. The report identified that this should be in a manner consistent with Eldonwood. Eldonwood developed a relatively low density urban form with three clusters of density proposed around three residential closes. The density model demonstrated by Eldonwood shows that a variety of low to medium density housing was possible within a layout that maintained strong visual and landscape amenity, consistent with the garden town character of Matamata.

The urban design assessment by Phillips and Associated dated February 2009 (Section 9) identifies that an urban transect model (ie. higher density closer to the centre graduating in density to lower density lots towards to edge) can assist in maintaining the character and amenity of the Precinct, while also addressing reverse sensitivity issues at the boundary with the Rural Zone. The assessment also identifies that the retention of existing specimen trees within the Precinct can assist in the maintenance of amenity and landscape values (refer to trees proposed to be listed in schedule 3 by Plan Change 31).

These assessments establish that the rezoning of the Precinct and eventual development can be absorbed at this location. The Plan Change proposes a series of mitigation measures, inherent to the Structure Plan. The Precinct is a logical expansion of the Matamata residential area to the south and south-west, given its location surrounded by

existing residential development. The larger sized lots (Density Area A 2500 m<sup>2</sup>, Density Area B 1500 m<sup>2</sup> and Density Area C 1000 m<sup>2</sup>) will provide a lower density residential development form which is likely to have more planting between buildings, consistent with the garden town character of Matamata. The proposal locates 2500 m<sup>2</sup> and 1500 m<sup>2</sup> density areas adjacent to the Rural Zone, consistent with the adopted transect model. Further, a Centennial Drive-style pedestrian trail within a 20 metres unformed road or local purpose access reserve is proposed adjoining the Rural Zone. This provides a physical and landscape buffer to adjoining rural activities, and a recreation resource for Matamata residents to cycle and walk for a distance of 2 km along the edge of the town.

### **3.1.5 Heritage**

There are no known scheduled or identified heritage buildings, structures, sites or archaeological sites within the Precinct.

### **3.1.6 Demographics**

The growth in Matamata township and Matamata-Piako District has been consistently higher than projected by Statistics NZ since 1996 for both population and households. Future growth may, and indeed given trends over the last decade is likely to, exceed growth that has been projected by Statistics NZ. Consistent underestimation of the amount of growth likely to occur in Matamata has planning implications. The proposed Plan Change represents a comprehensive and integrated approach to the provision of housing opportunities for Matamata, capable of providing capacity for a decade through an appropriate development pattern supported by the Structure Plan.

## **3.2 TRANSPORTATION**

The Council's July 2007 Traffic Design Group Ltd report "Matamata Urban Growth: Proposed Plan Change 26 – Transportation Prioritisation Evaluation" identified that Precinct F was an appropriate location to accommodate growth in Matamata from a traffic impact perspective. It provides convenient access, connectivity and servicing at an affordable cost.

Section 6 provides a Traffic Impact Assessment by Traffic Design Group dated February 2009 for Precinct F. The assessment models the traffic and transportation effects of the proposed Plan Change and Structure Plan for Precinct F.

The existing traffic volumes on Hinuera Road, and especially Station Road, are low. The expected additional traffic from the proposed plan change therefore results in significant proportional increases in traffic volume, however because of the low initial traffic volumes the effects of this additional traffic are well within the capacity of these roads and are expected by the Traffic Design Group assessment to be no more than minor.

The two intersections which will transfer most of the traffic onto the state highway have been modelled and assessed as having the capacity to accommodate the expected increase in traffic flow with only a small effect on performance. Additionally, some of the traffic which exits the site onto Station Road can be expected to travel to Matamata CBD via Smith Street, further reducing the effects on the State Highway – Station Road intersection.

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As the proposed 700 new households will be constructed and occupied over a period of a decade, the increase in additional traffic will be gradual, thus reducing the immediate effects of the plan change. Traffic Design Group recommended that the additional traffic on the surrounding road network will have no more than minor effects.

The design of the internal road network while at a preliminary stage is expected to comply with Council's development manual (refer criteria in Part B Section 1.4.20A.2.e of the proposed Plan Change 24).

The assessment recommends, in line with the July 2007 assessment, that the road carriageway of the rural section of Station Road be widened to 9.5 metres. Widening Hinuera Road on the approach to the State Highway 27 intersection, while not considered necessary initially, is identified by Traffic Design Group as providing mitigation for the expected increase in delay for the right-turn movement. Smith Street is also likely to experience a slight increase in traffic volume, but again has a low existing traffic volume and has the capacity to accommodate the additional traffic.

State Highway 27 is expected to experience an increase in traffic of around 18%, but due to the reasonably low existing traffic volumes and the characteristics of this road, the expected total traffic volumes are well within the capacity of the road and the effects of the additional traffic are expected by Traffic Design Group to be no more than minor.

A road safety issue has been identified at the intersection of State Highway 27 and Hinuera Road, and it is recommended by Traffic Design Group that the controlling authority (New Zealand Transport Authority) give consideration to extending the 50km/h speed limit to cover this intersection. The assessment identified that the additional expected traffic through the intersection can be accommodated with no adverse effect on road safety.

NZTA were provided with the structure plan, plan change and Traffic Impact Assessment. They confirmed in correspondence dated 27 April 2009 that they support the plan change in principle subject to two conditions. The first is that any adverse effects on State Highway 27 intersections with Hinuera Road and Station Road are mitigated; and the second is that Beatty Road remains a no exit road.

NZTA are of the view that known safety concerns with intersections with State Highway 27 need to be remedied and further traffic from the Precinct will exacerbate this. NZTA recommended that a safety audit be undertaken for the intersections to determine what improvements need to be implemented with the future development of the Precinct.

A further assessment criteria for subdivision 1.4.20A.1(k) has been added to the Proposed Plan Change to address potential impacts on the State Highway network. The criteria states: "Whether subdivision addresses, and where necessary mitigates the extent and nature of effects from additional traffic on the State Highway network".

The Precinct is relatively flat and the assessment criteria anticipate that cycle access should be developed as part of the implementation of the structure plan. This includes compliance with the Council's development manual and the provision of the Precinct Boundary Pedestrian Walkway / Cycleway. The inclusion of pedestrian and cycle facilities will

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encourage alternative forms of mobility and recreation within the Precinct and connections to other locations in Matamata.

Traffic Design Group recommends that the effects of the proposed Plan Change and Structure Plan are expected to be manageable, acceptable and no more than minor.

### **3.3 SERVICING**

An infrastructure and servicing report has been prepared by Geometric Limited dated February 2009 (Section 10). The report considers the servicing issues associated with stormwater, wastewater, water supply, electricity, telecommunications and street lighting. The report concludes that the Precinct can be serviced in accordance with the Council's engineering requirements. Sustainable design techniques are also proposed to be adopted to reduce the demand on water supply resources.

#### **3.3.1 Stormwater Management**

Geometrix undertook a series of percolation/soakage tests within the Precinct to determine the extent of the water table and the propensity of the Precinct to accommodate soakage based stormwater technologies. Three predominant areas were identified, with Area B having excellent infiltration, Area C moderate infiltration and Area A low infiltration rates.

Areas B and C can easily dispose of stormwater via ground soakage. Area A may be able to partially dispose of stormwater via soakage, however the report recommends that stormwater detention on the basis of a one in 20 year 10 minute stormwater event be provided within the Precinct (refer stormwater management area identified on the Structure Plan).

Overall on-site stormwater retention and soakage is the preferred methodology for treatment and disposal of primary stormwater disposal for the subject area. This includes soakholes for individual lots and a series of trenches within the reserves.

Assessment criteria in Part B 1.4.20A.e.(ix) of the proposed Plan Changes requires subdivision applications to utilise low impact stormwater management practices, including rainwater detention, reuse and ground water recharging. This outcome was achieved in the Eldonwood subdivision with all development required to provide rainwater tanks for non-potable use to store rainwater from roofs. Soakage areas were developed for all other impervious surfaces. In these areas stormwater quality will be achieved through the use of swales and other low impact techniques.

Where soakage cannot be achieved, stormwater detention and quality will be achieved through the development of a stormwater pond or wetland. This facility is proposed within the neighbourhood reserve associated with the neighbourhood node. The area of land subject to the stormwater pond or wetland would be vested as drainage reserve and require specific design to ensure that it doesn't compromise the function and use of the proposed neighbourhood reserve. The inclusion of these facilities together provides an overall impression of a larger open space and the wetland can provide landscaping enhancements to the reserve.

### **3.3.2 Wastewater**

The LTCCP identifies that upgrades to the wastewater reticulation and treatment station is required to provide for the growth anticipated in Matamata. This infrastructure will be funded by development contributions, whereby the cost causer pays the costs associated with infrastructure upgrades.

At the local level the Geometric report identifies that two sewer pump stations with capacity to serve the area of the plan change are required. Only a portion of the area has the ability to be serviced by the existing gravity system.

### **3.3.3 Water Supply**

The Council's infrastructure planning for Matamata identifies the need to locate and source additional water supplies to provide for the anticipated growth. The Precinct at the completion of construction will require 1500 m<sup>3</sup>/day. This is proposed to come from new sources which need to be developed to accommodate growth and from the detention and reuse of roof water for non-potable uses. As discussed above, the subdivision requirements include the provision of consent notices to ensure that all development provides rainwater tanks to allow the reuse of rainwater. This will reduce the overall demand on the water supply system. This approach has been adopted in Waitakere City, North Shore City and Kapiti Coast District.

## **4.0 PURPOSE OF REPORT AND STATUTORY CONTEXT**

### **4.1 SECTION 32**

Section 32 of the Resource Management Act 1991 (the Act) formalises the process by which Councils determine the suitability of options for dealing with resource management issues and achieving desired environmental outcomes. In notifying a plan change it is a requirement that an evaluation be undertaken which examines:

- 1) The extent to which each objective is the most appropriate way to achieve the Purpose of the Act;
- 2) Whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives;

In the course of undertaking the evaluation, account must be taken of:

- 1) The benefits and costs of policies, rules, or other methods; and
- 2) 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.

In relation to the Section 32 requirements of the Act, the Environment Court in *Eldamos Investments Limited v Gisborne District Council* (W047/05) set out the following directives for evaluating objectives, policies, rules and other methods in district plans:

- 
- 1) The objectives of the Plan are to be evaluated by the extent to which they:
    - a) Are the most appropriate way to achieve the purpose of the RMA (S32(3)(a)); and
    - b) Assist the Council to carry out its functions in order to achieve the purpose of the Act (S72); and
    - c) Are in accordance with the provisions of Part 2 of the Act (S74(1));
  - 2) The policies, rules or other methods in the Plan are to be evaluated by the extent to which they:
    - a) Are the most appropriate way to achieve the objectives of the Plan (S32(3)(b)); and
    - b) Assist the Council to carry out its functions in order to achieve the purpose of the Act (S72); and
    - c) Are in accordance with the provisions of Part 2 of the Act (S74(1)); and
    - d) (If a rule) achieves the objectives and policies of the Plan (S76(1)(b)).

#### **4.1.1 Assists Council to carry out its functions**

With regard to matters 1(b) and 2(b) of the *Eldamos* test, the relevant functions of Matamata-Piako District Council which the Plan Change is assisting the Council to achieve are those contained in Section 72. For completeness, Section 72 provides:

##### ***Purpose of District Plans***

*The purpose of the preparation, implementation and administration of District Plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act.*

The functions of the Council are set out in Section 31 of the Act as being:

##### ***Functions of territorial authorities under this Act***

- 1) *Every territorial authority shall have the following functions for the purpose of giving effect to this Act in this 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*

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- ii) *The prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances; and*
  - iii) *The prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land; and*
  - iv) *The maintenance of indigenous biological diversity and*  
  
*...*
  - c) *The Control of the emission of noise and the mitigation of the effects of noise.*
  - d) *The control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes.*
  - e) *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.*

#### **4.1.2 Part 2 Matters**

The ultimate test that applies to all decisions made under the Act is provided for in Section 5 of the Act. Section 5 sets out the overall Purpose of the Act as being 'to promote the sustainable management of natural and physical resources.' Section 5(2) states:

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

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

Environment is defined in Section 2 of the Act as including:

- (f) *Ecosystems and their constituent parts, including people and communities; and*
- (g) *All natural and physical resources; and*
- (h) *Amenity values; and*
- (i) *The social, economic, aesthetic and cultural conditions which affect the matters stated in paragraphs (a) and (c) of this definition or which are affected by those matters.*

In interpreting this purpose the Courts have taken account of the “deliberate openness” of the language used in the Act and have said that Part 2 allows for an “overall broad judgement” to be made having regard to the various competing circumstances which might arise in any given set of circumstances (*Auckland Regional Council v North Shore City Council* 1997) NZRMA 59).

Section 6 of the Act identifies matters of national importance, which need to be recognised and provided for in achieving the Act’s purpose. This assessment has identified no matters of national importance relevant to the proposal.

Section 7 deals with “other matters” which, in achieving the purpose of this Act, persons exercising functions and powers under the Act shall have particular regard to. The matters of particular relevance to this Plan Change are identified below:

(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.*

Section 8 provides that in achieving the purpose of the Act, all persons exercising functions and powers under it, in relation to managing the use, development and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti O Waitangi).

## **5.0 RATIONALE FOR REZONING OF PRECINCT F**

### **5.1 LOCATION AND GROWTH MANAGEMENT**

As has been demonstrated by the assessment prepared to support draft Plan Change 26 (July 2007), Precinct F is located in an area ideal for accommodating growth. It is within easy walking distance of schools and community facilities, and a short driving distance to the town centre and employment activities. The Precinct can be developed with only minor effects on the environment. Improvements to the roading and reticulated infrastructure network can mitigate any adverse effects.

The Council predicts continued housing growth in Matamata over a period of 30 years. Land is required to accommodate this growth and Precinct F provides an immediate opportunity to provide for additional capacity in a comprehensive and integrated manner. There are market trends seeking additional development opportunities in Precinct F, which include a number of non-complying resource consent applications received by Council during 2008. The Council has resisted the ad-hoc consenting of non-complying resource consent applications and has indicated a clear preference for the Council and landowners to work together to develop a Structure Plan for Precinct F. The form of development is a consequence of the capability of the land and the existing character of Matamata which is proposed to be maintained and enhanced through the development of the Precinct.

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## **5.2 ALTERNATIVES**

The principal alternatives to the favoured option of rezoning would be either to rezone land elsewhere in Matamata, or secondly not to undertake any rezoning at all. The first of these alternatives is inconsistent with the July 2007 analysis which identified that Precinct F is better in its location and development potential to other precincts. Notwithstanding this, the land associated with Area H (Banks Road) is now zoned residential with the now operative Plan Change 32. In addition, resource consents have been granted for standard residential lots on rural-residential zoned land in Area B (the subdivision is known as Stanley Downs). These additional developments provide short-term capacity, but do not provide sufficient residential zoned land to address the long-term shortfall of land for Matamata's expansion.

In relation to the second (do nothing) option, this option would fail proactively to provide for the accommodation of population in a manner sought by the Council. It would not provide an appropriate nor efficient framework of performance standards and assessment criteria for the urbanisation of the land, which would instead be reliant on ad hoc applications for (non-complying) resource consent. Accordingly, the proposed rezoning of Precinct F is considered an appropriate approach.

## **6.0 OBJECTIVES AND POLICIES OF THE PLAN CHANGE**

### **6.1 OBJECTIVES**

The following sets out the objectives and policies relevant to the proposed plan change. The objectives and policies are predominantly those that currently exist in the Operative District Plan. Accordingly it is considered that these have been the subject of earlier analysis, public notification, submission and hearing process and it is not considered necessary or appropriate to revisit these in any detail. Two new objectives and two new policies are proposed which are identified below. Discussion regarding the new objective provides an evaluation of its appropriateness in achieving the purpose of the Act as required by Section 32(3)(a) of the Act. Further, the report provides an evaluation of the new policies to address their benefits, costs, efficiency and effectiveness and establishes that they are the most appropriate to achieve the objectives as required by Section 32(3)(b) and (4)(a) of the Act.

The proposed Plan Change is designed to achieve Objective 01 of the sustainable management strategy outlined in Part A Section 2.4.1 of the District Plan. The growth trends for Matamata indicate that over a period of 30 years a significant increase in housing is required. This requires the balancing of growth with land capability. Only a portion of this growth can be accommodated within the existing operative residentially zoned areas of Matamata. New land is required to accommodate growth and Precinct F has been identified by the Council as highly suitable. The Precinct allows for the consolidation of growth in a contiguous manner and supports the orderly and programmed expansion of residential areas using a structure plan approach. This is consistent with Objective 1 and Policies 1 and 2 of Section 2.4.1.

Proposed objective 2.4.4. O2 states:

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*To achieve neighbourhood nodes in appropriate locations to provide local-scale convenience.*

This results from the proposed issue which states that “*The provision of local retail opportunities serving the day-to-day convenience needs of residents in a residential area can strongly influence the attractiveness and functioning of that area and the wellbeing of people*”. Urban form can strongly influence the desirability and liveability of an area, and ultimately the success of a newly developed urban area and the well-being of residents. Neighbourhood nodes are provided for, but these are limited in their extent so as to serve the convenience and day-to-day needs of the local residential catchment. The objective is considered to be appropriate as it relates to a resource management issue of district significance, which without intervention, is uncertain to be adequately addressed.

Not having the objective, or alternative objectives seeking a larger neighbourhood node, are not considered appropriate as they would undermine the sustainability of the new neighbourhood or the viability and vitality of the town centre. This objective would also best assist Council to carry out its functions under Section 31(i) (a) and (b) of the Act.

Proposed objective 3.4.2. O6 states:

*To achieve subdivision in Precinct F, Matamata which provides a high standard of amenity, walkability, safety and convenience, provides a range of densities and contributes to the creation of a positive sense of place and identity reflecting the “garden city” character of Matamata.*

The accommodation of population growth and its effects on natural and physical resources is a key resource management issue.

The approach proposed with the Plan Change is intended to be proactive, recognising that there are economic, social, environmental and cultural benefits to be gained from managing growth, rather than adopting a laissez faire approach allowing ad hoc development. It also recognises the urban design basis of objective 3.4.2.1. O5 and the need for development to achieve a high quality urban form.

The proposed objective enables the development of the land in the short/mid term, and would also be effective in achieving desired types and density of development consistent with existing urban form.

Not having this objective, or having an objective seeking standard residential development for Precinct F is not considered to be appropriate as the outcome would be either an inadequate supply of housing to meet demand, or for development to occur in a manner inconsistent with the character and amenity of Matamata. This objective would best assist Council to carry out its functions under Sections 31(1)(a) and (b) of the Act.

## **6.2 POLICIES**

The Plan Change proposes two new policies for the management of growth within the District and Precinct F. The policies address the implementation of aspects of the Structure Plan approach.

Proposed policy 2.4.4 P2 states:

Subdivision and development should provide Neighbourhood Nodes in general accordance with a structure plan and within walking distance of their residential catchments. The Neighbourhood Node should be of a scale, form and include activities consistent with surrounding residential areas, serve a local convenience function for new or growing residential areas and avoid compromising the viability and vitality of a town centre.

The benefit of this policy is to acknowledge the positive effects that can result from the provision of local-based convenience activities. This includes providing for the well-being of residents and reducing the use of motor vehicles and the distances traveled. Potential costs can include the management of local amenity effects and competition with the central retail and service function of the town centre. These costs can be managed through locating the neighbourhood nodes within the Precinct so that their size is relative to the convenience needs of the neighbourhood and limiting the range and size of activities. The policy is an effective method of enabling the well-being of local residents. Development in accordance with this policy is considered appropriate in meeting the proposed Objective O2 of Section 2.4.4.

Proposed policy 3.4.2 P5 states:

To ensure that subdivision within Precinct F Matamata:

- i. contributes to the implementation of the structure plan and provide a high quality of amenity and urban design.
- ii. provides an integrated and connected road, walkway and reserve network, including establishing a collector road between Station Road and Hinuera Road / Firth Street.
- iii. establishes the pedestrian walkway on the boundary of the Precinct and the Rural Zone as a landscape buffer and pedestrian and cycle trail between Station Road and Hinuera Road / Firth Street.
- iv. provides a range of lot sizes and urban densities, with lower density subdivision adjoining the rural area.
- v. is accompanied by the provision of appropriate infrastructure and utilise low impact stormwater management techniques to service the needs of an urban area.
- vi. maintains long-term opportunities for the development of the neighbourhood nodes.

The quality, layout and design of an urban area can strongly influence the attractiveness and functioning of that area and the safety and wellbeing of people. Structure planning can provide an effective method to integrate opportunities for the provision of residential and recreation activities in a manner that manages effects on the environment and integrates

land uses. The Structure Plan provides a basis for the establishment of an expanded town with a positive local identity, high levels of amenity, walkability, safety and convenience.

The benefit of this policy is to acknowledge the presence of the Precinct F Structure Plan and that any residential expansion is undertaken in accordance with the matters identified within the Structure Plan. Potential costs may include that development may be restricted by the location of annotations and requirements for infrastructure, roads and reserves. The policy is an effective method of enabling future development that will be adequately integrated, connected and serviced without development compromising serviceability of lots. The policy is an efficient method of ensuring that the expansion of Matamata into Precinct F is consistent with the objectives 2.4.1 O1 and 3.4.2 O5.

### 6.3 METHODS

Each proposed rule and relevant provisions have been individually considered in terms of the Section 32 matters, including consideration of its legislative basis (Council jurisdiction), likely compliance costs, practicality, and enforceability.

With the actual zoning of the land changing, accordingly a different set of rules and standards will apply to that area of land.

Structure plans are also used as a method to ensure efficient development of the area and to ensure key servicing issues and amenity levels are adequately addressed. Rules have been added to give effect to the structure plan.

Council has also introduced a Development Contribution regime under the Local Government Act. The current proposed Plan Change would utilise the current methodology to ensure consistency of approach. Further, initial development in the Precinct will need to be based on a Private Development Contributions Agreement to address any shortfall in contributions for infrastructure costs not factored into the 2009-2019 LTCCP.

#### 6.3.1 Method – Zoning Amendments (Attachment 1 to Plan Change 31)

	<b>Proposed Provision</b>	<b>Alternative</b>
<b>Description of provision/alternative</b>	Refer proposed zoning as per Attachment 1 to Plan Change 31	No change in zoning
<b>Effectiveness of option in achieving objectives</b>	Given the already established District Plan and associated maps (which are based on zones), re-zoning to Residential and Rural-Residential Zone is appropriate. When combined with the structure plan this mechanism provides the best method of giving spatial representation of the area to which the existing rules and performance standards are to be applied.	Option provides no certainty that appropriate measures will be adopted and does not address the current pressure for ad hoc development, or the predicted growth for Matamata.
<b>Costs associated with option</b>	Limits the potential for other uses other than those provided by the zoning.	Significant costs associated with a lack of certainty, including in the planned provision for infrastructure
<b>Benefits associated with option</b>	Clearly defines the boundaries of the proposed zones and infrastructure to be provided. Gives effect to the intended change of use.	No administration costs associated with a plan change.

	Less potential costs to developers who are able to avoid delays in development through land use certainty provided by zone.	
<b>Efficiency of option (benefits minus costs)</b>	High degree of efficiency. Clearly establishes the area to be rezoned and identifies it as intended for the purpose. It avoids any confusion regarding what are suitable uses of this land.	Lot degree of efficiency. Ineffective and inefficient in planning and managing the town's growth.

### 6.3.2 Method – Precinct F Structure Plan (Appendix 13.2 of the Plan Change)

	<b>Proposed Provision</b>	<b>Alternative</b>
<b>Description of provision/alternative</b>	Refer proposed Precinct F Structure Plan in Appendix 13.2 of Plan Change 31	No structure plan
<b>Effectiveness of option in achieving objectives</b>	The inclusion of a structure plan and the corresponding rules regarding it are an appropriate method of achieving and controlling growth management and the provision of infrastructure.	Option provides no certainty that connections and infrastructure will be developed and that these services will be coordinated.
<b>Costs associated with option</b>	A structure plan requires higher upfront costs for servicing which are collected through the contributions regime.	Potential costs and delays associated with a lack of certainty, including in the planned provision for infrastructure
<b>Benefits associated with option</b>	Ensures that development contributes key design elements and provision of services to the Precinct. Less potential costs to developers who are able to avoid delays in development through land use certainty provided by zone. Ensuring that infrastructure is operated to planned capacity and not exceeded.	Provides a higher degree of flexibility.
<b>Efficiency of option (benefits minus costs)</b>	High degree of efficiency. A structure plan is an effective method of indicating and providing for roading and infrastructure. It protects the future roading and serviceability of the Precinct and provides certainty to surrounding areas to be developed.	Medium degree of efficiency. Ultimately an approach not supported by a structure plan can be ineffective and inefficient in planning and managing the town's growth.

### 6.3.3 Method – Subdivision Rules and Assessment Criteria for Restricted Discretionary Activities

The following assessment considers the amendments to enable subdivision within the Precinct and in accordance with the Structure Plan. The proposed provisions that this assessment apply to are:

- 6.1.1 Activity Table – Amendments to add points 2c and 4b to provide for subdivision as a restricted discretionary activity in identified precincts, including Precinct F.
- Rule 6.1.3 Description of Subdivision Types – Amendments to provide for the Density Areas (A, B, C) identified on the Structure Plan diagrams – refer Appendix

13.2 of Plan Change 31. The density areas have been described in section 1.5.2 of this report and are listed in Plan Change 31.

- Section 1.4.20A Subdivision - Restricted Discretionary Activities – Amendments to provide additional discretions and design assessment criteria to manage the design and assessment process, along with the implementation of infrastructure and roading. The design assessment criteria reflect the urban design outcomes sought by the New Zealand Urban Design Protocol.
- Schedule 3 Outstanding Or Significant Natural Features And Trees And Other Protected Items – Amendments to identify significant trees in Precinct F.

	<b>Proposed Provision</b>	<b>Alternative</b>
<b>Description of provision/alternative</b>	Refer to Assessment criteria for restricted discretionary activities (Section 1.4.20A); Table 6.1.1 Subdivision Activity Status; and 6.1.3 Description of Subdivision Types. Schedule 3 of Plan Change 31.	Utilise existing rules and assessment criteria for controlled activity subdivision in the Residential Zone and Discretionary activity subdivision in the Rural-Residential Zone.
<b>Effectiveness of option in achieving objectives</b>	The inclusion of a structure plan and the corresponding rules regarding it are an appropriate method of achieving and controlling growth management and the provision of infrastructure. Restricted discretionary activity status and broader discretions allow the effective consideration of applications and assessment as to their performance against the structure plan and relevant objectives and policies of the plan. Inappropriate proposals can be declined. Densities would be consistent with the urban transect model addressed in the attached urban design report by Phillips and Associates.	Does not provide for the implementation of elements identified on a structure plan and for Residential subdivision. Provides no discretion to decline inappropriate proposals.
<b>Costs associated with option</b>	Additional time required to prepare applications and undertake urban design evaluations to support the subdivision proposal. Less potential costs to developers who are able to avoid delays in development through land use certainty provided by zone.	Same as currently occurring across the District. The cost is that comprehensive and integrated development may not be achieved as sought by the structure plan. The densities would be significantly higher which would undermine the character of the Precinct and surrounding residential areas.
<b>Benefits associated with option</b>	Ensures that development provides design elements of the Structure Plan and incorporates urban design elements and appropriate densities to achieve the desired character and amenity for the Precinct.	Provides a higher degree of flexibility.
<b>Efficiency of option (benefits minus costs)</b>	High degree of efficiency. A structure plan and supporting rules and assessment criteria are an effective method for managing subdivision proposals to achieve an integrated and comprehensive outcome for the Precinct.	Low degree of efficiency. Relies on structural elements to support development being advanced at the time of subdivision on a first come first served basis.

#### 6.3.4 Method – Neighbourhood Nodes – Activity Status, Performance Standards and

### Assessment Criteria for Restricted Discretionary Activities

The following assessment considers the amendments to enable neighbourhood nodes within the Precinct and in accordance with the Structure Plan. The proposed provisions of Plan Change 31 that this assessment applies to are:

- Section 2.2 Activity Table – Amendments to provide for the development of buildings for neighbourhood nodes as a restricted discretionary activity and for activities meeting the thresholds and performance standards as permitted activities.
- Rule 4.13 Neighbourhood Nodes – Amendments to the activity related performance standards to provide parameters and thresholds for the development of neighbourhood nodes and the activities contained within.
- Section 1.4.31 Neighbourhood Node - Restricted Discretionary Activities – Amendments to provide discretions and design assessment criteria to manage the design and assessment process for neighbourhood nodes. The design assessment criteria reflect the urban design outcomes sought by the New Zealand Urban Design Protocol.
- Section 3.5.1 Permitted Activities - Development Controls – Amendments to signage All Zones by adding reference to Neighbourhood Nodes.

	<b>Proposed Provision</b>	<b>Alternative</b>
<b>Description of provision/alternative</b>	Refer to Section 2.2 Activity Table; Activity related performance standards rule 4.13 Neighbourhood Nodes; Assessment criteria section 1.4.31 Neighbourhood Node - Restricted Discretionary Activities of Plan Change 31	No specific provision
<b>Effectiveness of option in achieving objectives</b>	The inclusion of a neighbourhood node and the corresponding rules regarding it are appropriate method of supporting the well-being of residents. Restricted discretionary activity status allow the effective consideration of applications and assessment as to their performance against the design assessment criteria and relevant objectives and policies of the plan. Inappropriate proposals can be declined. A limited range of activities are provided, and limits placed on the quantity of retail activities to limit any effects on the viability and vitality of the town centre.	Does not provide for the implementation of elements identified on a structure plan or for the provision of convenience retail within walking distance of residents.
<b>Costs associated with option</b>	Additional time required to prepared applications and undertake urban design evaluations to support the neighbourhood node proposal.	Increases dependence on vehicle trips to the town centre for the purchase of day to day needs and reduces the social and cultural exchange within the neighbourhood.
<b>Benefits associated with option</b>	Ensures the wellbeing of residents is provided for and provision is made for convenience activities within walking distance of residents. This reduces vehicle trips and trip length.	No clear benefits identified.
<b>Efficiency of</b>	High degree of efficiency.	Low degree of efficiency.

<b>option (benefits minus costs)</b>	A neighbourhood nodes and supporting rules and assessment criteria are an effective method for providing for the convenience needs of residents.	Ineffective and inefficient in planning and managing the Precinct's growth or achieving the desired elements of the Structure Plan. The well-being of local residents is not meet.
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### 6.3.5 Method – Comprehensive Residential Developments – Activity Status, Performance Standards and Assessment Criteria for Restricted Discretionary Activities

The following assessment considers the amendments to enable subdivision within the Precinct and in accordance with the Structure Plan. The proposed provisions of Plan Change 31 that this assessment applies to are:

- Section 2.2 Activity Table – Amendments to provide for the development of Comprehensive Residential Developments as a restricted discretionary activity.
- Section 2.2 Activity Table and Section 3.1.2 Density - Development Controls - Residential Zone – Amendments to provide for one house per site as a permitted activity and two houses or more per site as a Discretionary activity in an identified structure plan area, including Precinct F.
- Rule 4.14 Comprehensive Residential Developments – Amendments to the activity related performance standards to provide parameters and thresholds for the development of Comprehensive Residential Developments. (Refer Rule 4.14 of Plan Change 31).
- Section 1.4.32 Comprehensive Residential Development - Restricted Discretionary Activities – Amendments to provide discretions and design assessment criteria to manage the design and assessment process for Comprehensive Residential Developments. The design assessment criteria reflect the urban design outcomes sought by the New Zealand Urban Design Protocol.

	<b>Proposed Provision</b>	<b>Alternative</b>
<b>Description of provision/alternative</b>	Refer to Section 2.2 Activity Table; Activity related performance standards rule 4.14 Comprehensive Residential Developments; Assessment criteria section 1.4.32 Comprehensive Residential Developments - Restricted Discretionary Activities of Plan Change 31	No specific provision. Utilise existing rules which require: two dwellings are permitted activities; three or more dwellings are Discretionary activities.
<b>Effectiveness of option in achieving objectives</b>	The inclusion of comprehensive residential developments and the corresponding rules regarding it are appropriate method of supporting a diversity of housing opportunities and appropriate urban densities to support the neighbourhood node. Restricted discretionary activity status allow the effective consideration of applications and assessment as to their performance against the design assessment criteria and relevant objectives and policies of the plan.	Does not direct density to appropriate locations and can result in ad hoc proposals and the gradual intensification of sites beyond that sought by the Structure Plan to maintain and enhance the garden town character of Matamata.

	Inappropriate proposals can be declined.	
<b>Costs associated with option</b>	Additional time required to prepared applications and undertake urban design evaluations to support the Comprehensive Residential Development proposal.	Ad hoc and unplanned applications for more intensive development can place a burden on infrastructure and locate residents away from higher amenity locations and services. No direct design guidance on the appropriate form of development.
<b>Benefits associated with option</b>	Direct design guidance provided to ensure quality proposals result. Less potential costs to developers who are able to avoid delays in development through land use certainty provided by zone.	Is consistent with the administration of the District Plan.
<b>Efficiency of option (benefits minus costs)</b>	High degree of efficiency. A comprehensive development provision and supporting rules and assessment criteria are an effective method for providing for a range of housing opportunities, including retirement villages.	Moderate degree of efficiency. Can result in ad hoc development proposals with no location-based rationale provided in the District Plan. Can lead to a failure to achieve key elements of the structure plan or reflect the character and amenity outcomes anticipated in the density areas.

### 6.3.6 Method – Amended Development Standards for Buildings in the Residential and Rural-Residential Zones

The following assessment considers the amendments to the development standards of the Residential and Rural-Residential Zones to achieve the urban design and density outcomes sought within the Precinct and in accordance with the Structure Plan. The proposed provisions of Plan Change 31 that this assessment applies to are:

- Section 3.1.1 Building Envelope - Development Controls - Residential Zone for “iii) Yards”. Amendments to provide specific yard rules for an identified structure plan, including Precinct F.
- Section 3.1.3 Maximum Building Coverage - Development Controls - Residential Zone. Amendments to provide specific building coverage rules for an identified structure plan, including Precinct F.
- Section 3.1.3 Maximum Building Coverage - Development Controls - Residential Zone “Alternative Means of Compliance”. Amendment to exempt identified Structure Plans from this rule.
- Section 3.2.2 Maximum Building Coverage - Development Controls - Rural and Rural-Residential Zones. Amendments to provide specific building coverage rules for an identified structure plan, including Precinct F.
- Section 9.1.1.v Garages and Carports. Amendments to provide for a 6 metre setback in an identified Structure Plan.

	<b>Proposed Provision</b>	<b>Alternative</b>
<b>Description of provision/alternative</b>	Refer Amendments to Rules 3.1.1, 3.13, 3.2.2, 9.1.1 by Plan Change 31	Utilise existing rules.

<b>Effectiveness of option in achieving objectives</b>	The proposed objective and policy identified the unique character and amenity values associated with Precinct F and the Plan Change identifies that these can be maintained and enhanced through the proposed lot sizes included in the Density Areas and in specific urban design responses to building bulk and location.	With the larger sections sizes the rules would provide for a significant level of building development on each lot and the location of buildings in proximity to boundaries that may not appropriately address the urban design outcomes sought from the development of streetscapes in the Precinct.
<b>Costs associated with option</b>	Additional administration required of specific rules for the Precinct.	The character and amenity outcomes may be compromised by rules that enable significant buildings on lots and buildings inappropriately located in relation to the street.
<b>Benefits associated with option</b>	Ensures that building development accords with the character and amenity anticipated with the development of the Structure Plan and Precinct.	Is consistent with the administration of the District Plan.
<b>Efficiency of option (benefits minus costs)</b>	High degree of efficiency. Specific development control tailored for the Density Areas ensures that the garden town character of Matamata can be maintained and enhanced and that building development doesn't undermine the outcomes achieved through subdivision.	Moderate degree of efficiency. Is consistent with the administration of the District Plan. However, the yard and bulk and location rules don't align with the density outcomes anticipated in the Structure Plan.

## 6.4 CONCLUSION

It is concluded that the preferred suite of objectives, policies and methods are:

- 1) The most appropriate way to achieve the Purpose of the Act; and
- 2) The most appropriate way to assist Council carry out its functions under the Act.

## 7.0 OVERALL ASSESSMENT IN TERMS OF PART 2 OF THE RMA

### 7.1 SECTION 5

The purpose of the Act is to promote the sustainable management of natural and physical resources. This involves enabling people and communities to provide for their wellbeing, while at the same time attending to the environmental imperatives set out under subsections 2(a), (b) and (c).

The provisions of the proposed Plan Change are considered to be consistent with this purpose, in particular the Plan Change seeks to enable the wellbeing of the growing population of Matamata through the release (through rezoning) of land for housing, infrastructure and convenience activities.

At the same time, the plan change seeks to address the matters (a) to (c), in particular:

- 1) It seeks to ensure that the land resource is developed in a manner that achieves and does not undermine its potential to accommodate its share of projected growth, and therefore contributes to sustaining the potential of other suitable areas of the District for the needs of future generations, and provides a choice of housing typologies to suit different needs.
- 2) It seeks to safeguard the life supporting capacity of natural resources and avoid adverse effects on the environment.
- 3) It seeks to provide public health and safety in relation to the remediation of contaminated sites.

## **7.2 SECTION 6**

The Plan Change must also recognise and provide for matters of national importance, as identified in Section 6 of the Act. The analysis of the Precinct has not identified any relevant matters of national importance.

## **7.3 SECTION 7**

Of the other matters identified in Section 7, the following are particularly relevant to Precinct F and are addressed by the Plan Change as described below:

- 1) Section 7 requires that particular regard be had to the maintenance and enhancement of amenity values. Section 2 of the Act defines amenity values as those natural or physical qualities and characteristics of an area that contribute towards people's appreciation of its pleasantness, aesthetic coherence and cultural and recreational attributes. Objectives, policies and associated methods seek to ensure that features which can contribute to the Precinct's amenity are retained, and that urban development is undertaken in a way so as to ensure an amenable environment is created.
- 2) Section 7(f) relates to the maintenance and enhancement of the quality of the environment. Objectives, policies and associated methods seek to ensure that the quality of the environment is maintained through appropriate infrastructure provision, stormwater management and the enhancement of the amenity of the Precinct through the Structure Plan.
- 3) Section 7(b) relates to the efficient use of natural and physical resources. Objectives, policies and methods all seek to ensure that the efficient use of resources is not compromised by inappropriate forms of development.

## **7.4 SECTION 8**

The Treaty of Waitangi has been taken into account in the preparation of this Plan Change and through consultation undertaken with iwi.

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## **8.0 RISKS OF ACTING OR NOT ACTING IF INSUFFICIENT INFORMATION AVAILABLE**

Section 32(4)(b) requires an evaluation of the risk of acting or not acting. The risk of not acting includes:

- Lack of residential land available for development.
- Un-controlled and un-integrated growth.
- Poor quality urban form.

It is considered that sufficient information has been gathered to justify proceeding with the proposed Plan Change and that the risk of acting on this information is less than not acting and adopting a reactive stance to unplanned development within Precinct F.

## **9.0 CONSULTATION**

Consultation was undertaken with individuals, interest groups, the community and statutory bodies in the preparation of this proposed Plan Change 31. Feedback has been received and incorporated into the structure plan and plan change. Correspondence is attached in Section 11.

### 1) Landowners

Key landowners in the Precinct have been part of the development of the structure plan and proposed plan change. A discussion document was distributed to key landowners during the design phase for the structure plan. The key landowners were identified as those located at: 129a Station Road; 129b Station Road; 16 Jellicoe Road; 14 Beatty Road; 64 Station Road; 127 Station Road; 143 Station Road; 173 Station Road; 201 Station Road. Other landowners were invited to participate through the public open day held on 15 March 2009.

### 2) Environment Waikato

Environment Waikato responded to engineering matters raised through preliminary reports in correspondence dated 3 February 2009. The correspondence makes note of preferred methodologies for soil testing and verification. These matters are part of the requirements for subdivision resource consent included in the Proposed Plan Change. The correspondence also notes consenting matters associated with infrastructure provision to service growth associated with Matamata and Precinct F.

### 3) New Zealand Transport Authority (NZTA)

NZTA were provided with the structure plan, plan change and Traffic Impact Assessment. They confirmed in correspondence dated 27 April 2009 that they support the plan change in principle subject to two conditions. The first is that any adverse

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effects on State Highway 27 intersections with Hinuera Road and Station Road are mitigated; and the second is that Beatty Road remains a no exit road.

NZTA are of the view that known safety concerns with intersection with State Highway 27 need to be remedied and further traffic from the Precinct will exacerbate this. NZTA recommended that a safety audit be undertaken for the intersections to determine what improvements need to be implemented with the future development of the Precinct.

A further assessment criteria for subdivision 1.4.20A.1(k) has been added to the Plan Change to address potential impacts on the State Highway network. The criteria states: "Whether subdivision addresses, and where necessary mitigates the extent and nature of effects from additional traffic on the State Highway network".

NZTA commended the urban design approach of the plan change and the inclusion of many demand management methods.

4) Ontrack – New Zealand Railways Corporation

Ontrack have confirmed in correspondence dated 27 April 2009 that it does not have any concerns with the proposed rezoning.

5) Iwi

We have consulted with Ngati Haua and have given them copies of the Discussion Documents. Their representative has confirmed that there are no issues for them with the Plan Change and they undertook to write directly to Council confirming the same.

6) Local Community

An open day was held on site at Eldonwood on Sunday 15 March 2009. Notices were placed in the local papers and leaflets were distributed to all households in the neighbourhood. Approximately 40 people attended and the feedback was positive. One issue was raised regarding a greater provision of affordable housing in Matamata.

## 10.0 CONCLUSION

In providing for the rezoning the requirements of sustainable management as set out in the Resource Management Act 1991 are met, allowing the community to provide for their social and economic wellbeing.

The proposed plan change accords with good planning practice and aligns with the Operative District Plan. The plan change will ensure sound environmental outcomes are

achieved, including design, landscape, connectivity and efficient use of natural and physical resources.

It is concluded at the preferred suite of objectives, policies and methods are:

- 1) The most appropriate way to achieve the purpose of the Act; and
- 2) The most appropriate way to assist Council carry out its functions under the Act.

In relation to the issue of existing amenity values and character, and also, the preferred policy and methods are:

- 1) The most efficient (having regard to their costs and benefits); and
- 2) The most effective