

Dargaville Racecourse Private Plan Change Request

Statutory Assessment Report

Corner State Highway 14 & Awakino Point North Road

Dargaville Racing Club Inc

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- Appendix 2: Requested Plan Change Development Area Map 10A, requested amended Operative District Plan Maps 10, and requested Development Area Chapter to Operative Kaipara District Plan – Lands and Survey and Sarah Shaw Barrister
- Appendix 3: Geotechnical Investigation Report – LDE
- Appendix 4: Engineering and Infrastructure Assessment Report – Lands and Survey Engineering
- Appendix 5: Integrated Transport Assessment - Stantec
- Appendix 6: Economic Impact Assessment including a Cost Benefit Analysis and a Development Feasibility Study - The Urban Advisory, The Property Group and Castalia Advisors
- Appendix 7: Market Demand Analysis, including Community Consultation Summary, Housing Demand Survey Summary, and Retirement Living Insights Summary Report – The Urban Advisory
- Appendix 8: Urban Design Assessment including Context Analysis Summary, Concept Development Plan, Example Lot Layouts – The Urban Advisory and Matakohe Architecture and Urbanism
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Dargaville Racing Club's Forward

Here it is. The application for Plan Change from the Dargaville Racing Club. This body of work has been over twelve months in gestation, it has involved over twenty different consultants, community, and Iwi consultations.

It provides for a range of residential living opportunities and housing typologies, as well as an area of light industrial potential, to be consistent with both need and the aspirations of the Council's Spatial Plan.

This Plan Change is a means to support great outcomes for Dargaville, through future development of housing and local jobs. The Club intends to give proceeds of land sale to contribute to a contestable community fund for the benefit of the Northern Wairoa Community.

The need for this development is self-evident. We believe we have been thorough in our approach and methodology. We expect Council staff will have questions. It is important for us and the community, as well as the imperative of the short-term status of remaining PGF funds, that you submit these questions as soon as possible.

We are proud of this project and what it has to offer, please look after it.

Richard Alspach

Chairman, Dargaville Racing Club Development Committee.

Summary

1. The report is submitted in support of a Private Plan Change Request on behalf of the Dargaville Racing Club Inc (“the applicant”) to rezone a 47ha site (approx.) identified as Part Lot 37 DP 7811 (NA692/361) and Part Lot 37 DP 27168 (NA689/300) on the corner of State Highway 14 and Awakino Point North Road, Dargaville (refer to Certificates of Title in **Appendix 1**). The Plan Change seeks to rezone the site from the current Rural Zone (non-Overlay) under the Operative Kaipara District Plan, to a Development Area that provides for a mix of Residential, Neighbourhood Centre, Open Space and Light Industrial. Refer to the plan change request maps attached as **Appendix 2**.
2. While the Dargaville Racing Club Inc are the applicant, two other community focused groups have been driving the re-development of the Racecourse site - the Dargaville Community Development Board and Te Runanga o Ngati Whatua. Collectively, they make up the Tripartite Group.
3. The purpose of the Plan Change is to provide for viable and sustainable mix of land uses on the former Racecourse site that complements and supports the growth of Dargaville. The key features of the Plan Change are:
 - A variety of residential sites and housing typologies including a retirement village, larger lot residential, retirement style living and papakainga style living where shared facilities or amenities are provided for
 - An overarching philosophy of Hauora or community wellbeing, to ensure there is a strong heart to this neighbourhood, a well-functioning urban environment that provides accessible and vibrant community shared spaces, facilities and services
 - A Neighbourhood Centre Area catering for the community’s day to day needs within an easy walkable distance
 - A Light Industrial Area to provide for business activity growth, while compatibility is managed
 - Public Open Space Areas providing for informal recreation and Hauora community wellbeing enabling shared community food gardens and orchards
 - Walking and cycling, both within the Development Area and linking the site to Dargaville town
 - Encouraging sustainability and resilience through supporting onsite harvest and storage of rainwater, and supporting individual onsite solar power generation
 - Reticulated water and wastewater services
 - Blue-green network to address the dual purpose of stormwater management and walking/cycling linkages
4. The consultation approach has included: two rounds of consultation with neighbouring property owners, the Dargaville Racing Club members and open public meetings; a series of hui for the Cultural Impact Assessment; and meetings with Waka Kotahi and Northland Transport Alliance. Additional meetings with neighbouring property owners have also been undertaken. Pre application meetings have been held with Council staff, and presentations have been given to the Kaipara District Councillors. Feedback from Council, stakeholders, neighbours and iwi have informed the development of the approach and provisions of the Plan Change.
5. Eleven technical reports have been commissioned in support of this Plan Change, as follows with a brief summary of the report’s main findings:

Geotechnical Investigation Report by LDE (Attachment 3)

6. The site is geotechnically suitable for the proposed land use and associated infrastructure enabled by the Plan Change. While there is firmer ground on the elevated portions of the site, the flat area has alluvial low strength soils. Engineering works, such as pre-loading, will be required to achieve pre-settlement and specific foundation design will be required for buildings.

Engineering and Infrastructure Assessment Report by Lands and Survey Engineering (Attachment 4)

7. The site can be serviced by reticulated water and wastewater infrastructure extending from Dargaville town, with only a small portion of the site – Large Lot Residential - proposed to have onsite servicing. All future land uses will be encouraged to harvest and store onsite water. Stormwater can be managed on site to achieve hydraulic neutrality. A Blue-Green network, including stormwater treatments areas, are proposed in the Concept design to provide for conveyance, attenuation and treatment of stormwater and overland flows.

Integrated Transport Assessment by Stantec (Attachment 5)

8. The surrounding roading network will be required to be upgraded to service the additional trip generation enabled by the Plan Change. The local road Awakino Point North Road will be sealed, and the intersection with State Highway 14 will be upgraded. This upgrade will be designed to ensure that the T-intersection is safe for all users.
9. A passive transportation option between Dargaville and the Plan Change site will be provided by a walking and cycling shared path within the State Highway corridor.

Economic Impact Assessment by The Urban Advisory, The Property Group and Castalia Advisors (Attachment 6)

10. Included within this assessment is a Cost Benefit Analysis by Castalia Advisors and a Development Feasibility Study by The Property Group. The Development Feasibility Study determined the financial viability of the proposed development.
11. The Cost benefit analysis compared the proposed Development Plan with a counterfactual scenario of industrial development on the racecourse site in 5 years, to demonstrate the additional economic benefits of this plan change proposal for Dargaville.
12. The analysis found that the proposed development will provide \$18.4m net economic benefits (net present value) over 30 years through an increase to local housing supply, temporary construction employment and permanent ongoing employment in the businesses that would emerge. Furthermore, net economic benefits will emerge from the provision of papakāinga style housing.
13. This analysis indicates that the proposed development is a better use of the land than the industrial-only counterfactual. Overall, the proposed development of the Racecourse site is assessed to provide net economic benefits to Dargaville.

Market Demand Analysis by The Urban Advisory (Attachment 7)

14. Included within this Analysis is the Community Consultation Summary, the Housing Demand Survey Summary, and the Retirement Living Insights Summary Report. A large 47ha site available for development in Dargaville is a rare and significant opportunity to respond to the demand for housing and commercial property in Dargaville.
15. Regarding residential market demand, historically Dargaville has been a comparatively more affordable housing option within Kaipara, providing alternate choices to other more expensive locations. However, house and rent

prices have increased significantly over the past 10 years, and it is no longer considered an affordable housing market for locals.

16. There is a severe housing shortage and an increasingly unaffordable housing market in Dargaville. A greater supply of new housing is needed to meet the level of demand and mitigate further price escalation. There is demand for a mix of housing tenures, including rental options. The existing Dargaville population has a large proportion of older people, and an aging population. From the community engagement, there was clear demand for a retirement living product in Dargaville.
17. The development of the Racecourse site, with a range of residential typologies and tenure models including a Retirement Village responds to local housing demand.
18. Regarding market demand for commercial and industrial, Dargaville has a comparatively high unemployment rate. Both land development and construction of the Racecourse site, as well as the development of commercial and industrial premises to support business growth, is an opportunity to boost local employment.
19. There is demand for small to medium-sized commercial or light industrial properties in Dargaville and the wider surrounding area. The Racecourse site being located outside of the Coastal Flood Hazard Zone mapping gives it a competitive advantage when compared to most Industrial and Commercial zoned land in Dargaville.

Urban Design Assessment by The Urban Advisory and Matakōhe Architecture and Urbanism (**Attachment 8**)

20. Included within this Assessment is the Context Analysis Summary and Concept Development Plan. Example Lot Layouts are also part of Appendix 8. The concept design for the Racecourse redevelopment has been informed by community, stakeholder and mana whenua engagement, technical reports and collaboration with the Tripartite Group. The urban design has been led by the Tripartite Group's vision for the development, while design principles have guided the design were.
21. The mixed land use proposal has a balanced layout of light industrial, residential, open space and neighbourhood centre activities with landscaped interfaces between sensitive uses, and enhanced connections between compatible uses.
22. A network of blue-green spaces provides opportunities for passive and active recreation, integrated stormwater management, ecological enhancement, access to nature and landscape views across the district. The hillside public reserve is a notable feature of the proposed concept design. A centralised 'Hauora Hub' seeks to enhance community wellbeing, providing a convenient focal point for commercial, recreational and community activities, that supports the wellbeing (hauora) of residents.

Social Impact Assessment by The Urban Advisory (**Attachment 9**)

23. The Social Impact Assessment considered the social impact on neighbouring properties to the Racecourse and wider Dargaville, with consideration for social impact factors of way of life, community, accessibility, health & wellbeing, economy/livelihoods, amenity and quality of life.
24. The change to this site enabled by the Plan Change will result in an overall positive social impact on the wider Dargaville area. The positive social impact will include employment from both the construction phase and ongoing from the businesses that will establish, additional homes being available in a variety of typologies and price points, new public amenities including community facilities, a walking and cycling path and reserves. The change for the surrounding rural community adjoining the Racecourse site is acknowledged.
25. The implementation and construction phase are assessed to have low negative social impact across all factors with the mitigation of social impacts during construction. The operation and maintenance phase are assessed to have very low negative social impact on way of life and community, and high positive impact on accessibility, health and wellbeing, economy and livelihoods, and amenity and quality of life.

26. Establishment of the Northern Wairoa Fund from the proceeds of the sale of the site, will support community functions through the provision of grant funds.

Landscape and Visual Assessment by Simon Cocker Landscape Architecture (**Attachment 10**)

27. The Plan Change will result in a substantial change to the current rural site with the associated change to the surrounding landscape and visual environment. Given that most of the site is flat, the visual catchment is localised. The degree of change is reduced when considered against the backdrop of the surrounding area being re-zoned to Industrial, as identified in the Spatial Plan. Measures to mitigate the visual effects on the surrounding environment are recommended and included within the Plan Change provisions.

Cultural Impact Assessment by Landform Consulting (**Attachment 11**)

28. Through a series of hui, the Tangata Whenua groups identified as retaining mana i te whenua were consulted. These were Te Kuihi, Te Roroa, Te Uri o Hau and Te Parawhau. A number of mitigation measures were recommended. These have been discussed by the Tripartite Group, and most have been included in the Plan Change, when this is the appropriate mechanism for the delivery. The Tripartite Group's response is included in Appendix 11. Discussions with Tangata Whenua is on-going.

Archaeological Assessment by Horizon Archaeology (**Attachment 12**)

29. There are no known archaeological sites within the Plan Change site. Given the volume of earthworks that will be undertaken at the subdivision implementation phase, an Accidental Discovery Protocol will be followed.

Acoustic Assessment by Marshall Day (**Attachment 13**)

30. There will be a change to the acoustic amenity as a result of the Light Industrial Area and Neighbourhood Centre Area, and as a result of the increase in residential traffic movements on Awakino Point North Road. These acoustic effects are proposed to be mitigated. Overall, it is expected that the proposed Areas can operate within the existing environment while complying with noise standards and be able to maintain an acceptable level of amenity for the surrounding dwellings.

Summary

31. This report is a comprehensive evaluation in accordance with Section 32 of the Resource Management Act 1991 (RMA) and confirms the appropriateness of the Plan Change. The proposed provisions have been detailed and compared against viable alternatives in terms of their costs, benefits and efficiency and effectiveness and risk in accordance with the relevant clauses of section 32. The requested private Plan Change has also been assessed against the relevant statutory tests outlined in Section 75 of the Act. Overall, it is considered that the proposed provisions represent the most efficient and effective means of achieving the sustainable management purpose of the RMA, objectives of other higher order planning documents and the relevant objectives of the Kaipara District Plan.

The Applicant and Property Details

Applicant:	The Dargaville Racing Club Inc
Address for Service:	Lands and Survey (Whangarei) Limited 164 Bank Street, Whangarei Attention: Venessa Anich Email: venessa@landsandsurvey.co.nz Phone: 021 439 839
Proposed Activity:	Private Plan Change request to rezone an approx 47 ha site from Rural Zone to a mix of General Residential Area, Large Lot Residential Area, Neighbourhood Centre Area, Open Space Area and Light Industrial Area.
Location:	Corner State Highway 14 and Awakino Point North Road, Dargaville
Legal Description:	Part Lot 37 DP 7811 and Part Lot 37 DP 27168
Site Area:	46.6729ha and 4, 047m ²
Kaipara District Plan Zone:	Rural Zone
Overlays/Designations:	None
Existing Buildings:	Assorted Racecourse buildings and the Pony Club building
Current Land Use:	Pastoral farming and kumara cropping

Introduction

The Applicant

32. The subject site is the property of The Dargaville Racing Club Incorporated (DRC). The land is currently zoned as Rural Zone under the Operative Kaipara District Plan (KDP). Horse racing has been undertaken on the site since approx. 1914. In 2020, part of a national review of Racing Clubs and courses, a decision was made by the New Zealand Thoroughbred Racing Association to stop racing activities at the Dargaville Racecourse. Subsequently, the DRC applied and successfully received Provincial Growth Funding (PGF) to prepare a plan change to support the future development of the site. The Plan Change application is a joint proposal between DRC, The Dargaville Community Development Board (DCDB) and Te Runanga o Ngati Whatua (Ngati Whatua) – collectively known as the Tripartite Group.
33. The Tripartite Group established this project around a collective, community-minded aspiration for development - a strategic response to key local needs and economic opportunities. The Racecourse site provides the space to realise their aspirations for Dargaville. Their vision for the development is:
- A new community in Dargaville, providing homes, employment and recreation opportunities for people of all ages and stages of life.*
34. The design principles guiding the design were:
- Environmental sustainability
 - Intergenerational resilience
 - Hauora (community wellness) through being People-centred (connected, safe and inclusive)
 - To complement not compete with Dargaville
35. The purpose of the plan change is to provide for a viable and sustainable mix of residential, community, business, and open space that complements and supports Dargaville.

The Pre-Application Process / Background

36. The proposed Plan Change is the result of a pre-application process that began in earnest in late 2020 with confirmation of the funds from the Provincial Growth Fund. It is noted that investigations into a retirement village proposal for Dargaville have been ongoing by the Dargaville Community Development Board since 2016.
37. Over 2020 and 2021 investigations for the re-development of the site were undertaken with over 30 specialists engaged to research, analyse and plan. This included Iwi and community consultation. Financial feasibility was also undertaken to ensure the development is viable.

Site Location



Figure 1: Site Location (Source: GRIP)

Description of Existing Environment

Site Description

38. The subject site is located north of the intersection of State Highway 14 and Awakino Point North Road (refer to **Figure 1**). The site is approx. 3km north-east of the urban edge of Dargaville Town. The site is mostly covered in grass currently, with the inside of the racetrack used seasonally for kumara cropping. The natural environment has been modified on this site to support the horse racing use. Other uses of the site include the local Dargaville Pony Club in the south-western corner, while the eastern quarter of the site is grazed as part of the neighbouring dairy farm operation.

Topography

39. The site is largely flat with a sloped area rising up along a portion of the north-eastern boundary to a hillside knoll on the northern corner. Section 4.2 in the Assessment of Landscape Effects (**Appendix 10**) provides a detailed description of the topography of the site.

Surrounding Locality/Environment

40. The receiving environment beyond the application site is predominated by pastoral grazing including some kumara cropping, with rural residential properties included in the mix given the proximity to Dargaville. Section 4.4 in the Assessment of Landscape Effects (**Appendix 10**) provides a description of the surrounding land uses.
41. Dargaville is a town in the west of the Kaipara District, in Northland, situated 60km west from Whangārei on State Highway 14 and 175km from Auckland via State Highway 12 and 1. Dargaville is a community of around 5,000 residents, with the town centre located on the banks of the Northern Wairoa River to the south and at the intersection of State Highway 14 and 12. The other two rivers that 'frame' Dargaville is the Kaihu River and the Awakino River.
42. In 2018, 25% of residents in Dargaville were over 65 years (compared to 15% in New Zealand). The population median age is 44 years. However, for the Māori population, which makes up 35% of total population in Dargaville, the median age is 26.7 years. By 2051, the population is expected to grow by over 1,090 new residents with an increasingly older population. This estimation correlates to a steady household growth of 530 households by 2051, with a trend toward smaller household sizes (from 2.37 people per household in 2019 to 2.14 in 2051). This shift is driven by a combination of factors, including a changing age composition of the district's population, increasing life expectancy, and societal trends.
43. Dargaville is among the most deprived communities in New Zealand, with a high deprivation status (2018 NZDep score 9-10). Manufacturing, agriculture, forestry and fishing are the largest employing industries in Dargaville. However, Dargaville has a high unemployment rate (4.4%), when compared to the wider Kaipara District (3.5%) and wider New Zealand at 3.4%. The median income in Dargaville is \$22,000 per annum.
44. Refer to the Urban Design Assessment, Context Analysis Summary, and Market Demand Report for more details (**Appendices 8 and 7**).

Planning Context

Operative Kaipara District Plan

45. The site is zoned Rural Zone in the KDP, in accordance with Map Series One (refer to **Figure 2**). In accordance with Map Series Two, the site is not located within an Overlay and there are no Sites, Features or Units identified within the site (refer **Figure 3**).

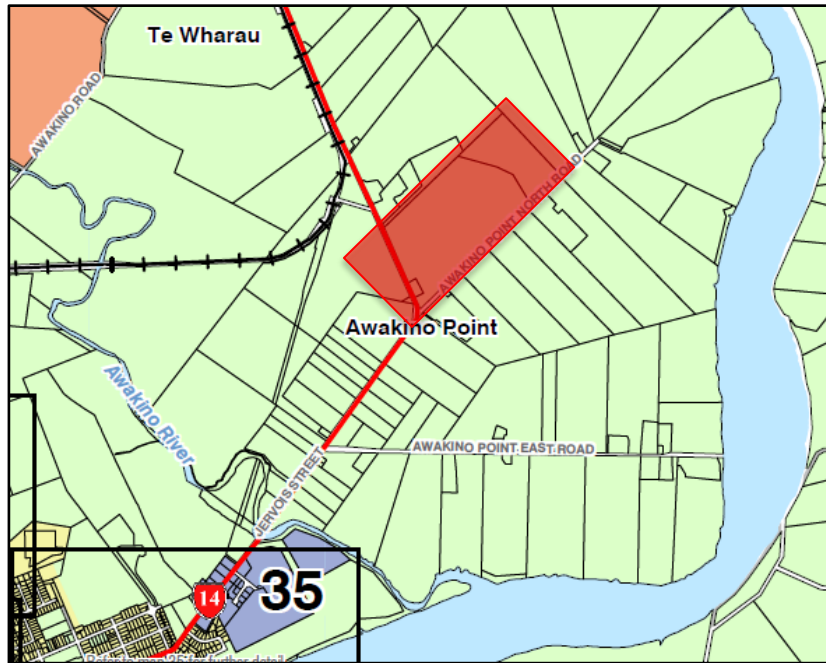


Figure 2: Map 10 with the approximate location of the subject site (red) within the Rural Zone (Source: Kaipara District Plan Map Series One - Land Use)



Figure 3: Map 10 with the approximate location of the subject site in red (Source: Kaipara District Plan Map Series Two - Sites Features and Units).

46. The site is partially located within Flood Susceptibility Area, in accordance with Appendix C of the KDP Maps (refer to **Figure 4**).
47. With regards to KDP's roading classification, the site has frontages and access points onto State Highway 14 (SH14) and a local road, Awakino Point North Road.
48. Regarding the zoning of the wider surrounds, the land to the north, south, east and west of the subject site is within the Rural Zone. Further west, approximately 1.6km along SH14 from the subject site is where the Business: Industrial Zone starts, being the urban outskirts of the Dargaville Township (refer to **Figure 2**).
49. An assessment of the Operative District Plan with regards to the Plan Change is provided within the Statutory Assessment section of this report.



Figure 4: Approximate location of the subject site (yellow) and Flood Susceptibility Areas (purple)
(Source: Map 1 of 2 Appendix C of the Kaipara District Plan Maps)

Kaipara District Spatial Plan – Nga Wawata 2050 – Our Aspirations

50. The Kaipara District Spatial Plan (Spatial Plan) was adopted by KDC in December 2020. The Spatial Plan provides direction for growth across the Kaipara District over a 30-year planning horizon, including identifying new areas for development and opportunities for greater density. As the Spatial Plan is a non-statutory document, its implementation is reliant on other statutory processes, e.g. Plan Changes, District Plan review and Long Term Plan. The Spatial Plan is providing strategic direction for the current District Plan review.
51. The Spatial Plan established a vision for Kaipara to be the 'food bowl' of New Zealand, to boost employment, incomes and local economic development. This is supported by the Northland Inc initiative 'Kaipara Kai'.
52. There are detailed spatial plans for the key urban areas of Dargaville, Maungaturoto, Kaiwaka and Mangawhai. The Key Moves in the Dargaville Spatial Plan is shown in **Figures 5, 7 - 9** below, with the western half of the subject site identified as Industrial (Neighbourhood 7 Awakino Point, refer **Figure 6**).

53. An assessment of the Dargaville Spatial Plan with regards to the Plan Change is provided within the Statutory Assessment section of this report.



Figure 5: Dargaville Spatial Plan – Key Moves
 (Source: Kaipara District Council website)



Figure 6: Dargaville Spatial Plan – Neighbourhood 7 Awakino Point
 (Source: Kaipara District Council website)

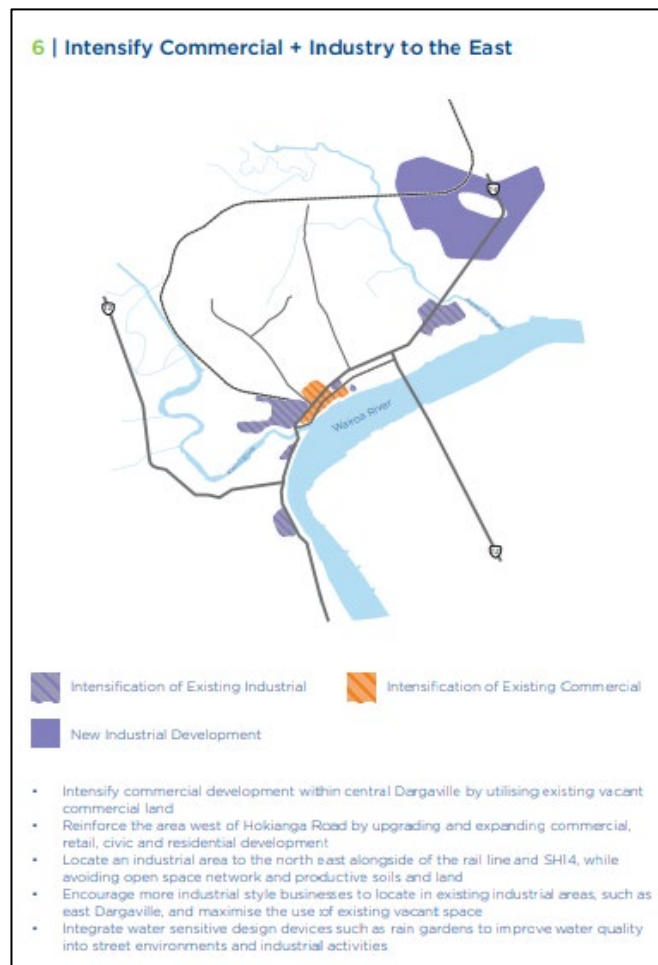


Figure 7: Dargaville Spatial Plan – Key Move 6
 (Source: Kaipara District Council website)

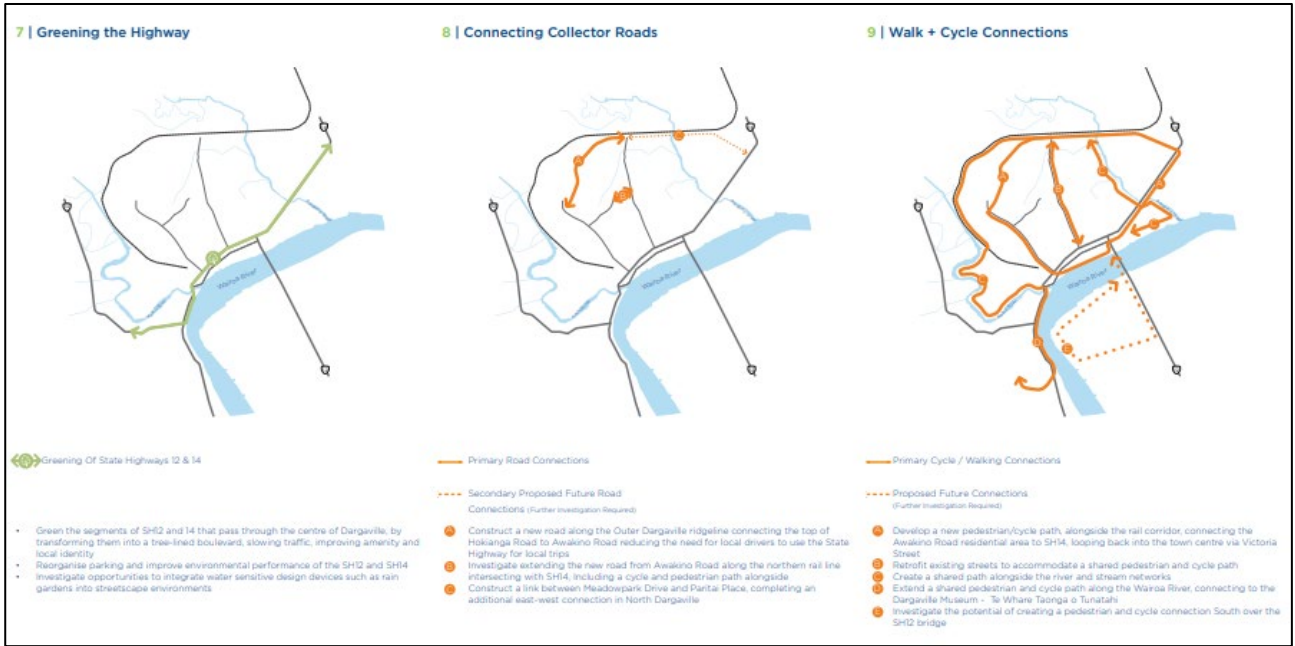


Figure 8: Dargaville Spatial Plan – Key Moves 7, 8 & 9
(Source: Kaipara District Council website)

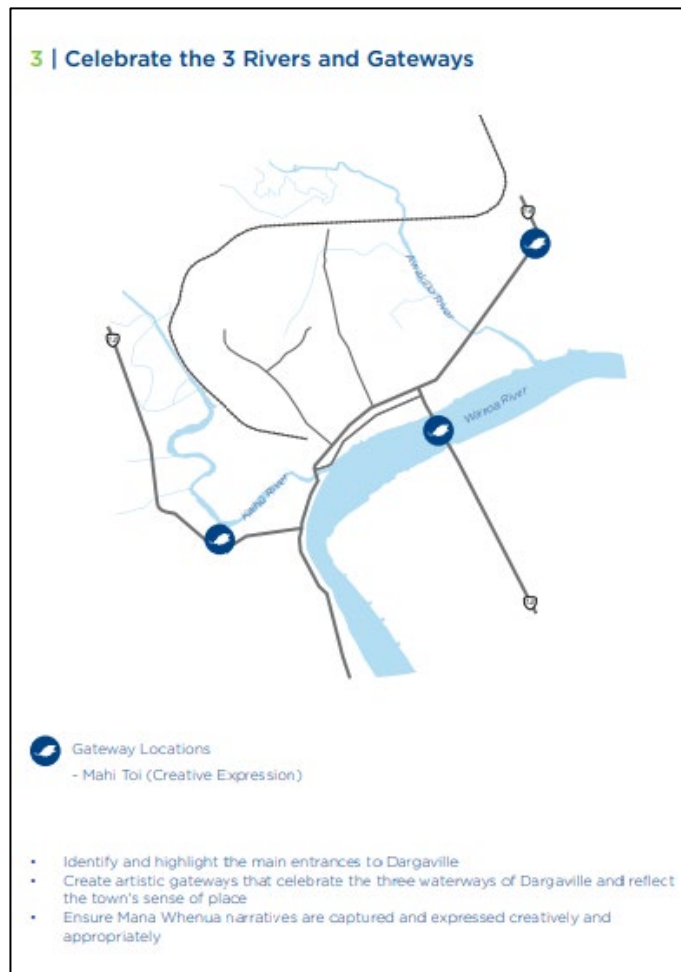


Figure 9: Dargaville Spatial Plan – Key Move 3
(Source: Kaipara District Council website)

Regional Policy Statement and Proposed Regional Plan

54. The site does not contain an Outstanding Natural Landscape or Feature, or area of High or Outstanding Natural Character, nor it is located within the Coastal Environment as identified within the Regional Policy Statement for Northland. Furthermore, the site is not located within any statutory acknowledgement areas.
55. The soil types identified on the subject site are shown in **Figure 10**, in accordance with the Northland Soil Types Maps from the Northland Regional Council.



Figure 10: Identified Soil Types within the subject site
(Source: Northland Regional Council Northland Soils Maps).

56. The Northland Regional Council (NRC) Natural Hazard Maps are shown in **Figure 11** for the River Flood Hazards, and **Figure 12** for the Coastal Flood Hazards. It is noted that the Plan Change site is located outside of all hazards. An assessment of these resource features with regards to the Plan Change is provided within AEE section of this report.

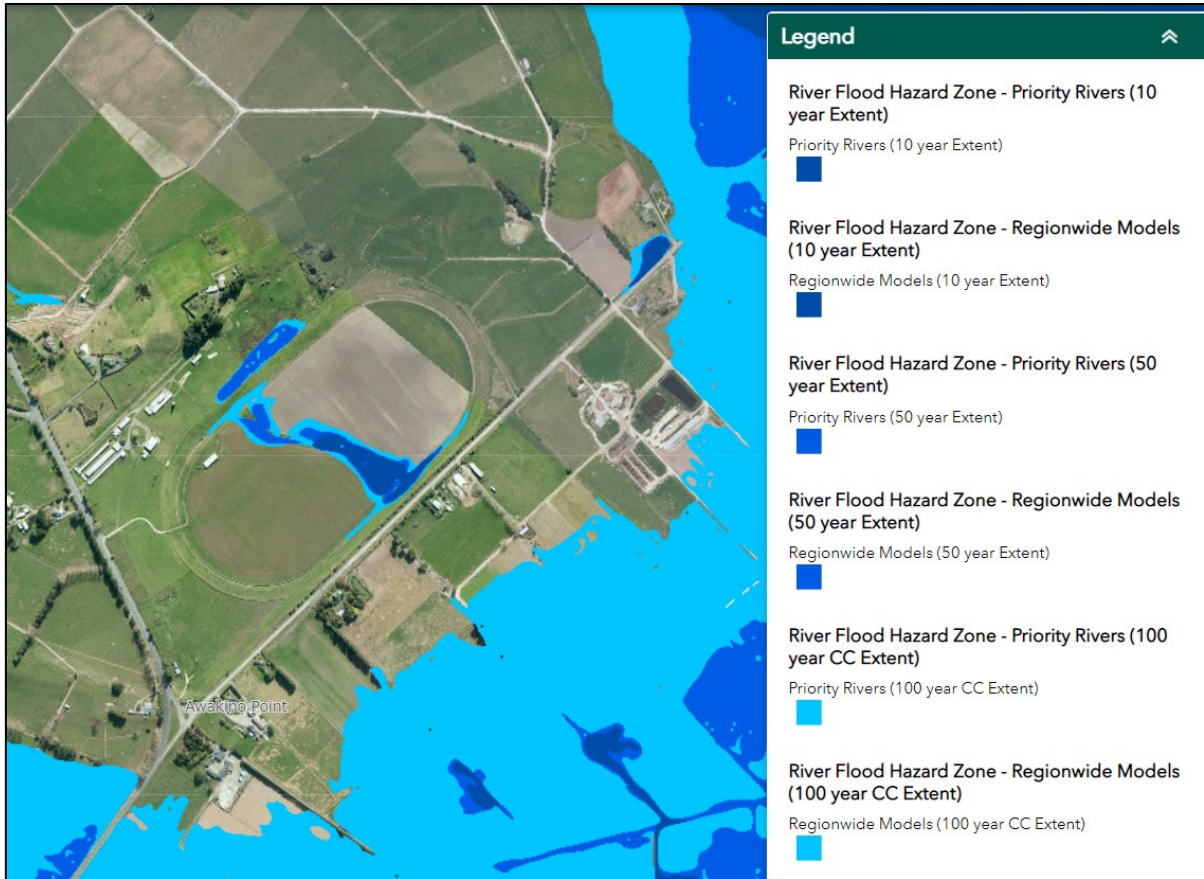


Figure 11: River Flood Hazard Zones
(Source: Northland Regional Council online Hazard Maps)



Figure 12: Coastal Flood Hazard Zones 0, 1, 2 and 3
(Source: Northland Regional Council online Hazard Maps)

Description of the Plan Change Request

Description of the Proposal

57. The Plan Change seeks to rezone the subject site to a mixture of residential, light industrial, neighbourhood centre and open space. Under guidance of the National Planning Standard, the subject site is proposed to be a Development Area. Therefore, the Plan Change is seeking the following changes to the Operative Kaipara District Plan (ODP):
- a new chapter is added with the 'working title' of Trifecta Development Area.
 - Development Area objectives, policies, rules and information requirements for the different Areas
 - ODP map 10 amended to reference the Development Area chapter
 - Development Area Plan (map 10A) showing the spatial extent of the different Areas, the Hauora Hub, and indicative layout for the roading and the Blue Green Network
58. A full description of the vision, purpose and intent for the Development Area is elaborated on in the Overview section of this report below.
59. It is proposed that the working title of 'Trifecta' Development Area will be replaced before a decision is released on the Plan Change. A consequential amendment is sought to enable this. The Cultural Impact Assessment (**Appendix 11**) identified that the bestowing of names is an outcome that the Kaumata Roopu seek to be included (refer AEE section of this report). Additional time was required to work with the Kaumata Roopu on an appropriate final name for this Development Area. The name 'Trifecta' was chosen as an interim name as it is a 'nod' to the equine racing history of this site, plus a 'nod' to the name of the three parties who have been undertaking this Plan Change – the Tripartite Group.

Relationship to the Operative Kaipara District Plan

60. The Operative District Plan is currently under review given it was made operative in 2013. Part of that review will include making it consistent with the National Planning Standards (**NP Standards**). Because this Plan Change proceeds the released of the Proposed Kaipara District Plan, the Plan Change is more than re-zoning land, and includes planning provisions, from objectives and policies through to rules and standards. The Development Area chapter has been drafted to be consistent with the NP Standards.
61. Some of the ODP rules have been utilised in the Development Area Chapter, e.g. excavation and fill rule. This is to future proof the Development Area chapter for when the ODP is replaced. The Kaipara District Council Engineering Standards 2011 are to be reviewed with the intention for there to be regionally consistent engineering standards between Far North, Whangarei and Kaipara Districts. Whangarei District Council is the most advanced in the review of the Engineering Standards, therefore the indicative design work for the Plan Change is based on their reviewed Engineering Standards, e.g. indicative street layout.
62. This Plan Change seeks a revised planning framework for the Development Area than what is available in the ODP, in particular for the two Residential Areas and the Neighbourhood Centre Area. This is because ODP is now in its ninth year and enables limited land use outcomes. The ODP planning framework does not align with the NP Standards, the Tripartite Group's vision, best practice urban design and planning principles. For example, there is one Residential Zone in the ODP with Overlay and non-Overlay provisions. This one Residential zone delivers one housing typology outcome, being a single house on a single site. While the Integrated Development subdivision rule provides for larger scale residential developments, its complexity and high information requirements means it has been underutilised. In addition, this subdivision rule does not alter the single house-single site outcome in the land use rules.

Relationship to the Proposed Kaipara District Plan

63. The Plan Change seeks consequential amendments as required to 'fit' into the Proposed Kaipara District Plan (**PDP**) after the PDP is notified. While this is a Plan Change request to the ODP, the Development Area chapter must also be future proofed for the PDP. This is because the Plan Change precedes the notification of the PDP, therefore it is not known what planning provisions will be included in the PDP. Given the lengthy Schedule 1 processes, the PDP is likely to be notified before a decision is released on the Plan Change, therefore there is the opportunity to achieve greater consistency between the PDP and the Development Area chapter.

National Planning Standards

64. Pursuant to the NP Standards, the Development Area approach was considered to deliver the particular outcomes and vision that the Tripartite Group seek for this future neighbourhood. The Development Area will be its own chapter, as that was considered the most appropriate approach under the National Planning Standards because of the timing with the review of the ODP, as discussed in the Relationship with Operative District Plan section above. Refer to the Statutory Assessment section of this report below for elaboration on the different options under the NP Standards, and why a Development Area was considered the most appropriate under the circumstances.

Overview of the Proposed Development Areas

65. The Plan Change seeks the subject site to be a Development Area, and within that, a mix of residential, light industrial, neighbourhood centre and open space. The aim of the Development Area is to give effect to the aspirations of the Tripartite Group members. As outlined in the Urban Design Assessment (**Appendix 8**), the Tripartite Group's aspirations for the development of the Racecourse site are as follows:

Dargaville Racing Club

- To support great outcomes for Dargaville, through future development of housing and local jobs
- To give proceeds of land sale to contribute to a contestable community fund for the benefit of the Northern Wairoa Community

Dargaville Community Development Board

- To enable the development of a lifestyle retirement village in Dargaville

Te Runanga o Ngati Whatua

- To provide for community hauora (wellbeing), including new housing and jobs for local people and whānau in Kaipara

66. Ngati Whatua's vision for the redevelopment of the Racecourse site is consistent with their larger vision to provide for Tangata Whenua (people), to provide social housing, to provide opportunities and to provide employment. They have identified potential pathways to deliver skills training through North Tec and through the Dargaville High School, in particular through the School's Building Academy. Regarding employment, Ngati Whatua as the developer, considers there are employment options for iwi, mana whenua and others, as well as options for cadetships, apprenticeships, and management positions.

67. The Tripartite Group was formed for this project around a collective, community-minded aspiration for development - a strategic response to key local needs and economic opportunities. The Racecourse site provides the space to realise their aspirations for Dargaville, and the Provincial Growth Funding has been a welcome catalyst to advance these strategic, long-term aspirations for Dargaville. The Tripartite Group view this Plan

Change as an opportunity for Dargaville to create an appropriate development for the site and context, and wider community.

68. The Development Area’s planning framework delivers the Tripartite Group’s aspirations and follows best practice urban design and planning principles. The design and concept development process and the design philosophy for the Development Area are outlined in the Urban Design Assessment and the Concept Development Plan (**Appendix 8**). The design process has been informed by engagement with the community, stakeholders, mana whenua, and by working closely with the Tripartite Group and technical experts, to achieve a feasible and practical concept design. The design philosophy has been guided by the concept of Hauora – community wellbeing, as an overarching philosophy for the Development Area.
69. Examples of the different designs and layouts considered over the project’s concept design phase are shown in the Concept Development Plan, as well as the SWOT analysis and Key Moves (pages 11, 12 and 13).
70. The vision for the Development Area is:
- A new community in Dargaville, providing homes, employment and recreation opportunities for people of all ages and stages of life.*
71. The design principles guiding the design were:
- Environmental sustainability
 - Intergenerational resilience
 - Hauora (community wellbeing) through being people-centred - connected, safe and inclusive
 - To complement not compete with Dargaville
72. The design principle to complement rather than compete with Dargaville township has been achieved by providing more light industrial capacity for businesses in a flat flood free location, a small-scale neighbourhood centre within a Hauora Hub that is not a new town centre, and additional housing in a variety of typologies within a neighbourhood that supports the wellbeing of residents and enhances the natural environment.
73. As shown in **Figures 13** and **14** below and attached in **Appendices 2** and **8**, the five different Areas are as follows, along with their approximate sizes (refer Table 1 in the Urban Design Assessment):
- General Residential Area (GRA) 23.67ha
 - Large Lot Residential Area (LLRA) 3.44ha
 - Light Industrial Area (LIA) 9.53ha
 - Neighbourhood Centre Area (NCA) 0.28ha
 - Open Space Area (OSA) 5.75ha
74. The Trifecta Development Area map (**Figure 13**) is proposed to be Map 10A in the ODP. The Concept Development Plan map (**Figure 14**) depicts an impression of how the Trifecta Development Area could look, once developed.
75. The development of this site is likely to be undertaken in stages due to the size of the development and implementation costs. An indicative Staging Plan is included within the Concept Development Plan (**Appendix 8**). Other staging options may be considered. This will be determined at time of subdivision or comprehensive land use consent/s. The Development Area provisions have provided for staging by identifying what and when

different Area wide or site wide tasks need to be undertaken, e.g. connection to Council's reticulated services, shared path along SH14.

76. The planning rationale behind the key provisions for the Development Area are provided in the Assessment of Environmental Effects section of this report.

Hauora and Hauora Hub

77. The Trifecta Development Area map (**Figure 13**) shows a centrally located hatched area called the Hauora Hub. The Hauora Hub denotes the spatial extent within which a mix of three land use Areas will establish, being the Neighbourhood Centre Area, a connected Open Space Area, with the remaining spatial area being taken up with the General Residential Area. The final orientation and positioning of the NCA and OSA within the Hub's extent will be determined by a resource consent implementing a Comprehensive Development Plan. The Development Area rules require that the Comprehensive Development Plan is undertaken before the General Residential Area is developed. The Concept Development Plan map (**Figure 14**) shows an example of how the three different land uses could establish within the Hauora Hub, once implemented. It is noted that the Concept Development Plan is for illustrated purposes only.
78. From a planning perspective, the Hauora Hub is largely an implementation tool. The intent of the Hauora Hub is to give a degree of flexibility for where the NCA and connected OSA are spatially located, while giving enough certainty that these two Areas will be established within the spatial extent shown as the Hauora Hub. Once implemented through the Comprehensive Development Plan, the Hauora Hub will be replaced by the three Areas. However, the outcome of Hauora or community wellbeing will be enduring through GRA and OSA objectives, policies and rules.
79. 'Hauora' is a Maori concept of holistic health and wellbeing. The Hauora Hub is intended to be the heart of this new neighbourhood. Local shops and community facilities and services will be located within the NCA. The GRA within the Hauora Hub will be provided with convenient access to amenities, as it is co-located with the commercial activities, community facilities and OSA. This supports Hauora – holistic community health and wellbeing. This is also seen as an opportunity for multi-generational living. This outcome will also be achieved through objectives and policies that support compact density for the GRA when located in proximity to the NCA, because of the proximity to services, facilities and amenities. The OSA located within the Hauora Hub will be spatially connected to the NCA which supports the outcome of Hauora. Collectively creating wellbeing for this community - Hauora.
80. The concept of Hauora is an overarching outcome desired for the whole Development Area, i.e. this new neighbourhood achieves an outcome of community wellbeing. From an urban design perspective, outcomes for each Development Area have been developed to align with and give effect to the concept of Hauora.
81. More detail on how the Hauora concept and how this has influenced the urban design philosophy for the Plan Change and the Hauora Hub, is provided in the Urban Design Assessment and Concept Development Plan (**Appendix 8**).

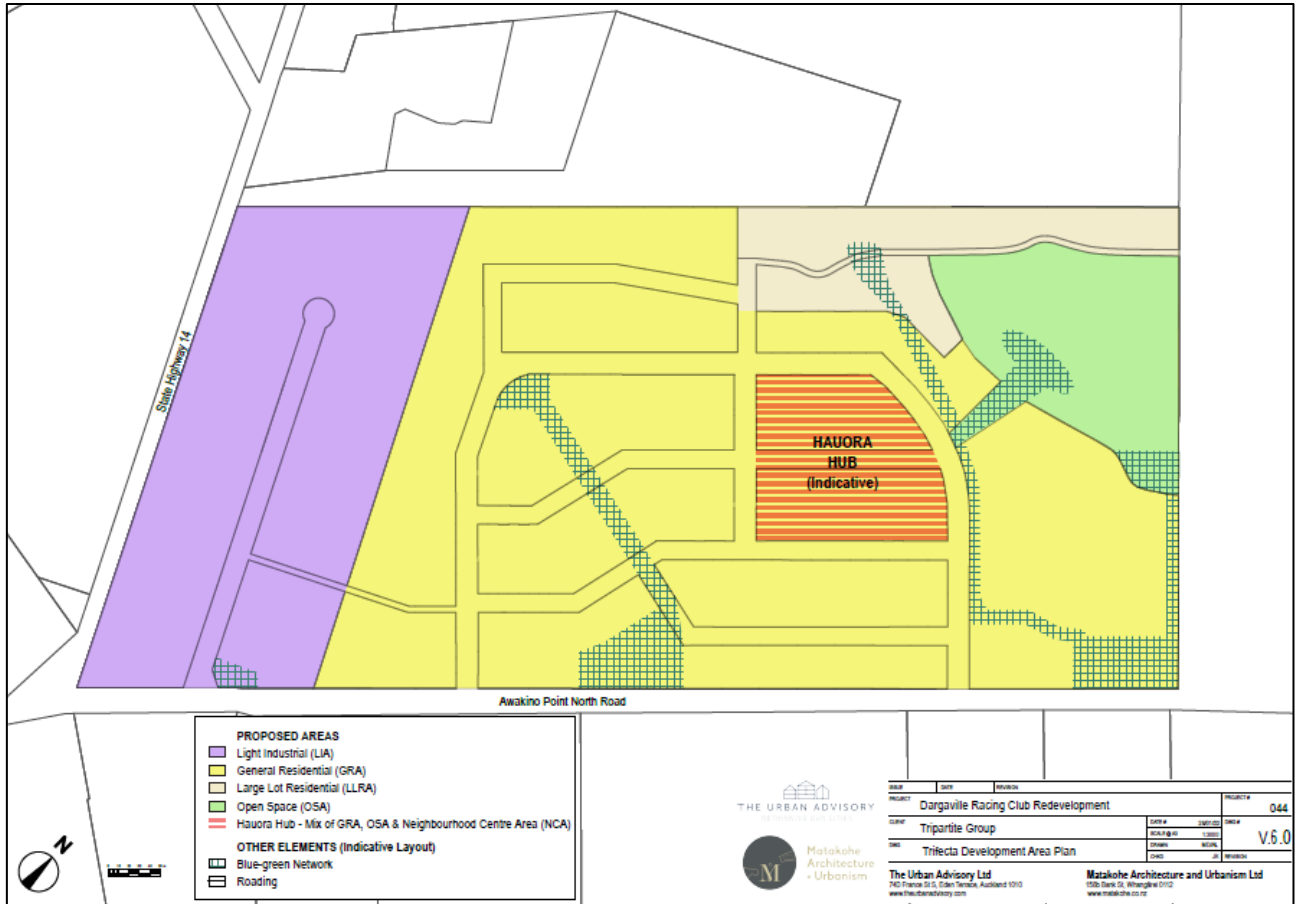


Figure 13: Trifecta Development Area – proposed Map 10A in Operative District Plan (Refer Appendix 2)



Figure 14: Concept Development Plan (Refer Appendix 8)

General Residential Area

82. The General Residential Area (GRA) provides for a range of housing typologies, from traditional stand-alone (detached) residential units to attached units, e.g flats, duplexes or town houses. While GRA will be fully serviced with reticulated wastewater, water and stormwater, on-site collection and storage of water will be encouraged.
83. Multi-Unit Residential Developments (**MURD**) and Comprehensive Developments are provided for, which includes papakainga style living and Retirement Villages. MURD are when there is three or more residential units on a site, while a Comprehensive Development is a MURD that includes shared facilities, amenities or services. To support papakainga style living and retirement villages, shared amenities or facilities are provided for. This also delivers to the Hauora intent.
84. Higher residential densities are supported through objectives and policies to be located in proximity to the Neighbourhood Centre Area, due to convenient access to facilities, services and amenities. All of the GRA has relatively good spatial proximity and walkability (approximately 200-400m) to an Open Space Area and the Neighbourhood Centre Area.
85. When more than two attached or detached residential units, urban design input will be required. This is to ensure that the built form provides a good liveable space for the future residents and the buildings relate well internally to each other within the site as well as externally to the surrounding residential neighbourhood.
86. Some non-residential activities opportunities are provided for, such as small-scale home-based commercial services and visitor accommodation, while ensuring that residential amenity and character are not compromised, and the commercial activities are sympathetic to and compatible with the surrounding residential context.
87. The provisions provide for:
 - Average Lot size and area per dwelling unit is 500m², with a minimum area of 400m², as a Permitted Activity.
 - Three or more attached or detached residential units, less than 500m² average density, or less than 400m² but not less than 300m² minimum per dwelling, as a Restricted Discretionary activity and required to provide an Urban Design Statement, address traffic and stormwater.
 - Multi Unit Residential Development (**MURD**) is provided for including Retirement Village and Papakainga style living, which may include shared facilities, amenities or services. To ensure a well-functioning urban environment, MURD will require an Urban Design Statement, which will be guided by the Information Requirement GRA-REQ1.
 - Higher residential density supported through objectives and policies when located in proximity to the Neighbourhood Centre Area.
 - Additional setbacks for buildings and screen planting if adjoining the Rural zone, the Light Industrial Area, or Awakino Point North Road required to manage any potential reverse sensitivity and compatibility effects.
 - For dwellings fronting to the Primary Access Road, rear laneways are intended for vehicle access, garaging, etc. It is acknowledged that the Roding layout is indicative and the road design to be implemented will be undertaken at time of subdivision or comprehensive development.
 - A Comprehensive Development Plan to be completed for the design and layout of the three Areas (including the GRA) within the Hauora Hub before the General Residential Area is developed. Matters of discretion guide this Comprehensive Development Plan.

88. The proposed GRA chapter is contained in **Appendix 2**. Further detail about this Area is provided in the Urban Design Assessment (**Appendix 8**). The planning rationale for the provisions is contained in the AEE section of this report.

Large Lot Residential Area

89. The Large Lot Residential Area (LLRA) has larger sections for a more rural-residential lifestyle approach to living. Servicing for the three waters is on-site, given the elevated location and larger section sizes. There is no intention for this area to transition to a more urban density, nor for services to be extended, e.g. reticulated water and wastewater. While Minor Residential Units are provided for to support intergenerational living, subdivision between the principal and minor residential units is not provided for in order to protect rural residential density.
90. Due to the elevated location, there are controls on the built form, etc to reduce the built mass and address visual and landscape effects.
91. The provisions provide for:
- Minimum Lot size of 4,000m².
 - On site servicing for three waters - water, wastewater & stormwater
 - As a Permitted activity can establish 1 dwelling unit per site, plus a minor residential unit. If more residential units, or smaller Lot size than 4,000m², then will require a Discretionary Activity Resource Consent
 - Papakainga style living and Retirement Village are not provided for in this Area.
 - Additional setbacks for buildings if adjoining the Rural zone are required to manage any potential reverse sensitivity effects.
92. The proposed LLRA chapter is contained within **Appendix 2**. Further detail about this Area is provided in the Urban Design Assessment (**Appendix 8**). The planning rationale for the provisions is contained in the AEE section of this report.

Neighbourhood Centre Area

93. The Neighbourhood Centre Area (NCA) provides for accessible neighbourhood community activities that provides goods, services and facilities to meet the day to day needs of the surrounding community. The local shops within NCA provide a limited range of everyday goods and services. Community facilities can include shared community spaces (e.g. hall), health care facilities, and early childhood facilities (e.g. kohanga reo).
94. The NCA will be located within the Hauora Hub. The intent is to create an outcome of Hauora or community wellbeing within the NCA. For the NCA to be the heart of the community. Strong connectivity between the NCA and connected Open Space will also deliver on the Hauora outcome. Being located within easy walking distance of the residential area, the NCA will support the surrounding residential neighbourhood, by providing accessible neighbourhood community facilities and services. And vice versa, with the NCA having vibrancy because of the close proximity of the surrounding neighbourhood.
95. Being situated within a residential area, the range and scale of activities must be compatible with the neighbouring residential activities and local amenity and character. To that end, floor area for local shops and community facilities will be limited to ensure they are compatible with the intent of the NCA and to ensure that the NCA complements, and does not compete with, Dargaville. Building design and layout that enhances connectivity to the Open Space is encouraged.

96. NCA will be fully serviced by reticulated wastewater, water and stormwater.
97. The NCA provisions provide for:
- A maximum Gross Floor Area (GFA) of 200m² for commercial activities, and 300m² for community activities.
 - A Comprehensive Development Plan to be completed for the design and layout of the three Areas (including the NCA) within the Hauora Hub before the General Residential Area is developed. Matters of discretion guide this Comprehensive Development Plan.
 - If adjoining the General Residential Area, then potential compatibility effects will be managed at their source rather than at the receiver. Noise generating activities within the NCA will be required to control noise at the source. For example, actions are taken by the NCA operator to achieve appropriate noise limits (such as fridge/chiller condensers are sound insulated, restricted hours for cafes or events at a community centre, noise barriers around outdoor play areas for early childhood centres).
98. The proposed NCA chapter is contained within **Appendix 2**. Further detail about this Area is provided in the Urban Design Assessment (**Appendix 8**). The planning rationale for the provisions is contained in the AEE section of this report.

Open Space Area

99. There are four types of Open Space Areas (OSA) within the Trifecta Development Area:
- Hillside OSA located on the elevated portion of the Development Area site. With its prime vantage point over the Northern Wairoa River and the landscape beyond, this OSA is considered to be an asset for Dargaville, once vested as public reserve in Council.
 - Hauora OSA connected with the Neighbourhood Centre Area, with the proximity encouraging connectivity and vibrancy between the two Areas for the community's wellbeing (Hauora).
 - Neighbourhood OSA ('pocket park') in easy walkable proximity to be used by the surrounding neighbourhood for a variety of outdoor informal recreational activities and community uses, such as walking, running, cycling, relaxing, socialising and picnics.
 - Blue-Green OSA, having the dual purpose for stormwater management and walking/cycling linkage. The Blue-Green network's stormwater function is also compatible with providing a habitat for mahinga kai (food gathering areas) and cultural harvest e.g. harakeke (flax). This supports Hauora.
100. Refer to the Concept Development Plan (**Figure 14** and **Appendix 8**) which depicts an impression of the look and feel of the Trifecta Development Area including the four different OSA.
101. Only the Hillside OSA and the Blue-Green OSA (indicative layout) is shown on the Development Area map (**Figure 13** and **Appendix 2**). The Hauora OSA connected to the NCA will be determined when the Comprehensive Development Plan is undertaken for the Hauora Hub (refer Hauora Hub section of this report). The Neighbourhood OSA will be determined at time of subdivision or comprehensive development within the GRA. The Blue-Green OSA will be determined when the Stormwater Management Plan is undertaken at time of subdivision.
102. The names mentioned above are 'working titles', e.g. Hillside Reserve. Naming of the different OSA will be undertaken as part of the ongoing engagement with Mana Whenua through the Kaumata Roopu (refer Cultural Values section of the AEE). A consequential amendment to the Plan Change is sought for this purpose.

103. Use of the OSA as mara kai/community gardens, oro/orchards, mahinga kai/food gathering area, and cultural harvest e.g. flax is encouraged. Plantings within all OSA are intended to help restore the local ecology and therefore mauri (lifeforce) of the environment. These measures help deliver to the Hauora outcome of community wellbeing.
104. Consistent with the cultural values articulated in the CIA (refer AEE section of this report and **Appendix 11**), the implementation of the Blue-Green OSA through the Stormwater Management Plan will be mindful that the mana of Papatūānuku (Earth Mother) and her ability to treat stormwater, protect waterways and sustain he tāngata ora (human life) are upheld through the priority for natural hydrological processes.
105. Generally, the OSA will be characterised by limited buildings and structures that support the enjoyment of the public open space, such as barbeques and picnic facilities, playgrounds and toilets. Limiting built development and activities that are not based on recreational or community use will help maintain the open space character and amenity value and enable opportunities for a range of informal recreational activities to occur.
106. Pursuant to the intent to complement not compete with Dargaville, sports fields or parks and reserves for formal sporting recreation is not proposed to be provided in the OSA. These facilities are already available in Dargaville, e.g. Memorial Park and Rugby Park (Sportsville) and Selwyn Park with the public swimming pool, skate park, etc.
107. All OSA are intended to be vested in Kaipara District Council as public spaces, once established through the subdivision or comprehensive development process. It is envisaged that the vesting of these OSA will be on lieu of Reserves Contributions.
108. The OSA provisions provide for:
 - A Comprehensive Development Plan to be completed for the design and layout of the three Areas (including the OSA) within the Hauora Hub before the General Residential Area is developed. Matters of discretion guide this Comprehensive Development Plan.
 - Being a habitat for mahinga kai (food gathering areas) and cultural harvest e.g. harakeke (flax).
109. The proposed OSA chapter is contained within **Appendix 2**. Further detail about this Area is provided in the Urban Design Assessment (**Appendix 8**). The planning rationale for the provisions is contained in the AEE section of this report.

Light Industrial Area

110. The Light Industrial Area (LIA) will provide for the economic growth of Dargaville. Industrial activities will be those that do not generate objectionable odour, dust or noise. LIA activities anticipated are unlikely to give rise to significant adverse effects beyond the site and include activities such as warehousing, storage, light manufacturing, production, logistics, transport, distribution and servicing activities. Light industrial activities can range in scale and nature.
111. LIA also provides for trade retail activities that are compatible with industrial activities such as a garden centre, trade supplies, motor vehicle sales or hire premises. Supporting activities such as cafes and takeaway bars are also provided for. Types of commercial activities are restricted so that LIA complements, and does not compete with, Dargaville.
112. Other non-industrial activities are discouraged so that LIA land is preserved for light industrial and trade type activities. Sensitive activities are restricted within LIA. The external boundaries of the LIA will be managed to ensure reverse sensitivity and compatibility effects are mitigated. This will be done through a combination of setbacks, screen plantings, and a 50m buffer with GRA within which only low noise generating activities may establish.

113. Access to the external roading network will be restricted to Awakino Point North Road. Direct access from LIA to SH14 will not be available. LIA will be fully serviced by reticulated wastewater, water and stormwater.
114. The LIA provisions provide for:
- Light Industrial activities to be undertaken with minimal controls except for sites with an external boundary with General Residential Area, Rural zone, SH14 or Awakino Point North Road.
 - Gross Floor Area (GFA) controls on commercial activities to ensure retail is restricted to shops supporting the LIA workers e.g. lunch bars, or retail as a small component of the LIA business, e.g. a small showroom for products manufactured on-site, or trade retail.
 - A combination of screen planting/bund, setbacks or buffer will be required when a LIA site adjoins General Residential Area, Rural zone, SH14 or Awakino Point North Road.
 - Storage and parking areas to be screened if located adjacent to SH14 or Awakino Point North Road.
115. The proposed LIA chapter is contained within **Appendix 2**. Further detail about this Area is provided in the Urban Design Assessment (**Appendix 8**). The planning rationale for the provisions is contained in the AEE section of this report.

Purpose and Reasons for the Plan Change

116. Clause 22(1) of the RMA requires that a Plan Change request explains the purpose of and reasons for the proposed plan change.
117. The purpose of the Plan Change is to deliver viable and sustainable residential and light industrial areas to complement and support the growth of Dargaville. As stated previously, the vision for the development is:
- A new community in Dargaville, providing homes, employment and recreation opportunities for people of all ages and stages of life.*
118. The design principles guiding the design were: Environmental sustainability; Intergenerational resilience; Hauora (community wellness) through being people-centred (connected, safe and inclusive); and to complement, not compete with, Dargaville.
119. Regarding the reason for this Plan Change, it is three-fold from the Tripartite Group. First, Ngati Whatua intend to develop this site in a manner consistent with the proposed zoning framework, which this Plan Change request will enable. As detailed above, the proposal will provide additional housing and business land supply for Dargaville, with an over-arching outcome of Hauora (community wellbeing). Second, the Dargaville Community Development Board's desire for a retirement village is a reason for in this Plan Change. And third, the Dargaville Racing Club is the owner of the Plan Change area and intends to use the proceeds of the sale of the site to establish a contestable fund for the benefit of the local Northern Wairoa area.
120. The Plan Change outcomes are consistent with the high-level objectives of the Council's Spatial Plan, with an adjustment (addition of residential) after detailed research and investigation. The reasons for the Plan Change are considered to be justified and consistent with sound resource management practice.
121. This report provides an assessment of effects of the Plan Change and an evaluation of the Plan Change prepared in accordance with Section 32 of the RMA. Supporting expert assessment reports are appended to the report. The evaluation of the Plan Change concludes that the Trifecta Development Area is the most appropriate way to achieve the purpose of the RMA.

Timing of Plan Change

122. As discussed above, the Operative Kaipara District Plan is currently under review, with the Proposed District Plan intended to be publicly notified by the end of 2022. Therefore, this is a Private Plan Change request to the Operative Plan because it precedes the Proposed Plan. The timing of the Plan Change has been conversed with Council staff at pre-application meetings and discussions in between.
123. Given the Proposed Plan will be implementing the Dargaville Spatial Plan, a potential strategy could have been to submit on the Proposed Plan seeking the outcomes of this Private Plan Change. However, that would mean that an outcome for the Racecourse site would not be known until the Proposed Plan has completed its public process. This could potentially result in a wait of 4-5 years after the Proposed Plan is notified – 2027-8. The Tripartite Group, the Market Demand Report (**Appendix 7**), and the Economic Impact Assessment (**Appendix 6**) all see the need for residential and business land now. A private Plan Change is considered to be the more appropriate vehicle to deliver on that need within a more favourable timeframe.

Accepting the Plan Change Request (Clause 25)

124. In accordance with Clause 25 of Schedule 1 of the RMA, the Council may only reject the plan change request (in whole or part) on the grounds set out in Clause 25(4)(a)-(e):
- The Plan Change request is frivolous or vexatious (clause 25(4)(a));
 - The substance of the Plan Change request has within the last two years been given effects to or rejected (clause 25(4)(b));
 - The Plan Change request is not in accordance with sound resource management practice (clause 25(4)(c));
 - The Plan Change request would make the plan inconsistent with Part 5 – Standards, Policy Statement and Plans (clause 25(4)(d)).
 - The District Plan has been operative for less than two years (clause 25(4)(e)).
125. In relation to sub-clause (a), considerable technical analysis has been undertaken to inform the Plan Change, which is detailed below. For this reason, the proposal cannot be described as frivolous or vexatious.
126. Pursuant to sub-clause (b), the substance of the Plan Change request has not in the last two years, been given effect to or rejected.
127. In relation to sub-clause (c), ‘sound resource management practice’ is not a defined term under the RMA. Previous case law suggests that the timing and substance of the Plan Change are relevant considerations. The timing of the Plan Change is addressed in the section above. The Plan Change is considered to be in accordance with sound resource management practice as it is largely consistent with the Dargaville Spatial Plan, providing for business land, balanced with the provision of residential land given the high demand in Dargaville. With the approach of complementing rather than competing with Dargaville, providing for Hauora (community wellness), and linking the site with Dargaville through a shared path, the Plan Change is considered to be consistent with the sustainable purpose of the RMA, and follows sound resource management practice. All necessary statutory requirements have been met, including an evaluation in accordance with s32 of the RMA.
128. In relation to sub-clause (d), an assessment of the Plan Change against standards, policy statements and plans has been undertaken in the Statutory Assessment section of this report, which concluded that the Plan Change would not make the Kaipara District Plan inconsistent with higher order planning documents.
129. The KDP has been operative for more than two years, therefore clause 25(4)(e) is not applicable.

130. On this basis, the merits of the proposal should be allowed to be considered through the standard Schedule 1 process.

Statutory Requirements

Functions of the Council

131. The functions of the Council for giving effects to the RMA are set out in Section 31, and include those functions that relate to plan development, implementation and review. The Council's functions under Section 31 are as follows:

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

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

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

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

(ii) [Repealed]

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

(iii) the maintenance of indigenous biological diversity:

(c) [Repealed]

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

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

(f) any other functions specified in this Act.

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

This function is linked to Section 72 of the RMA which states the purpose of District Plan as being “...to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act”.

132. Section 73(2) of the RMA allows any person to request a change to a District Plan in accordance with Part 2 or 5 Schedule 1 of the RMA. The applicant has made the plan change request in accordance with Section 73 (2) and Clause 21 of Part 2 to Schedule 1 of the RMA.

Matters to be Considered

133. Section 74 of the RMA provides the statutory framework for assessing the plan change request and sets out those matters the Council must consider. These include:

- The extent to which the plan change request is in accordance with the functions of the Council for the purpose of giving effect to the RMA as set out in Section 31;

- The extent to which the plan change request achieves the purpose and principles of the RMA as set out in Part 2; and
 - The extent to which the plan change request is appropriate in terms of Section 32 and is the most appropriate way to achieve the purpose of the Act and the most effective and efficient means of achieving the objectives of the District Plan.
134. Section 74 also requires the Council to have regard to other statutory documents when considering the plan change request, which in this case includes the following:
- Any proposed Regional Policy Statement or proposed Regional Plan;
 - Management plans and strategies prepared under other Acts; and
 - Relevant entries in the Heritage New Zealand Register.
135. Under Section 75 of the RMA the plan change must give effect to any national policy statement, national planning standards, the New Zealand Coastal Policy Statement and the Northland Regional Policy Statement. The plan change must also not be inconsistent with a regional plan.

Part 2 of the Resource Management Act

136. The purpose of the RMA is to promote the sustainable management of natural and physical resources. As stated in section 5 of the Act, this means:
- 5(2) In this Act, sustainable management means managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while –*
- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*
137. Section 6 sets out matters of national importance, being the natural character of the coastal environment, lakes and rivers, protection of outstanding natural features, protection of areas of significant indigenous vegetation and habitats of indigenous fauna, maintenance and enhancement of public access along coastal marine areas, lakes and rivers, and the relationship of Maori and their culture and traditions, protection of historic heritage, protection of customary rights and management of significant risks from natural hazards. The relevant matters in respect to the Plan Change request are the relationship of Maori and their culture and traditions.
138. Section 7 requires particular regard to be had to ‘other matters.’ Of relevance to the proposed Plan Change are:
- (a) kaitiakitanga;*
 - (aa) the ethic of stewardship;*
 - (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; and*

(g) *any finite characteristics of natural and physical resources.*

139. Section 8 requires the principles of the Treaty of Waitangi to be taken into account.
140. A broad assessment of the plan change request against the provisions of Part 2 of the RMA has been completed in the assessment section below. This assessment has found that the plan change request can provide for the purpose and principles of the RMA and as such will promote the sustainable management of natural and physical resources.

Section 32 of the RMA

141. Section 32 of the RMA sets out the requirements for preparing and publishing evaluation reports for proposals for a plan change to an existing plan. The overall purpose of section 32 in that context is to ensure that any provisions proposed through a plan change are evidence based, clear and certain, and the best means to achieve the purpose of the RMA. An evaluation of the proposed provisions is required prior to notification of the proposed plan change.
142. In particular, section 32(1) requires that an evaluation report, as required under the Act, must:
- (a) *“examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act, and*
 - (b) *examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by*
 - (i) *identifying other reasonably practicable options for achieving the objectives, and*
 - (ii) *assessing the efficiency and effectiveness of the provisions in achieving the objectives, and*
 - (iii) *summarising the reasons for deciding on the provisions, and*
 - (c) *contain a level of detail that corresponds to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal”.*
143. When assessing efficiency and effectiveness of the provisions in achieving the objectives of the proposed plan the report must under section 32(2):
- (a) *identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for:*
 - (i) *economic growth that are anticipated to be provided or reduced, and*
 - (ii) *employment that are provided or reduced, and*
 - (b) *if practicable, quantify the benefits and costs referred to in paragraph (a), and*
 - (c) *assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matters of the provisions.*
144. In addition, subsection (4A) also requires that any proposal which utilises a Schedule 1 process must also in the evaluation report:
- (a) *Summarise all advice concerning the proposal received from iwi authorities under the relevant provision of Schedule 1, and*
 - (b) *Summarise the response to the advice, including any provision of the proposal that are intended to give effect to the advice.*

145. Section 74 of the RMA sets out the matters to be considered by a territorial authority in preparing or changing its district plan. These matters include considering the purpose of the Act under Part 2 and the evaluation of the proposal in accordance with Section 32. As explained above, this report sets out that evaluation.

Assessment of Actual or Potential Effects on the Environment

Overview

146. In accordance with clause 22 of Part 2 of the First Schedule of the RMA, this section of the report provides an assessment of the actual and potential effects on the environment (**AEE**) associated with the Plan Change request. In assessing a plan change request for rezoning, consideration of adverse effects on the environment is at a broader level than for a specific activity subject to a resource consent application, where the details of a specific building or activity would be provided.
147. The following assessment ascertain the suitability of the land to be rezoned for the type of activities that could occur under the requested zoning. This assessment is based on analysis and reporting undertaken by various experts, which are attached as appendices to this report.
148. The primary potential for adverse effects associated with the proposed rezoning of the land to provide for the mix of residential, light industrial, neighbourhood centre and open space relate to the following:
- Built Environment including Open Space and Community Facilities
 - Economics
 - Social impacts
 - Landscape Quality and Character and Visual Amenity
 - Noise
 - Reverse Sensitivity and Compatibility
 - Natural Hazards
 - Cultural
 - Archaeology and Heritage
 - Productive Potential
 - Soil Contamination
 - Infrastructure Servicing
 - Stormwater Management
 - Transport
 - Ecology and Biodiversity
 - Earthworks

Landscape Quality and Character and Visual Amenity

149. An Assessment of Landscape Effects has been completed by Simon Cocker Landscape Architecture (**Appendix 10**). This assessment has identified adverse landscape and visual effects that could potentially be generated by the Plan Change proposal. Regarding possible landscape mitigation measures, these effects are broadly grouped into four main areas:
- Light Industrial Area interface with surrounding areas;
 - General Residential Area interface with surrounding areas;
 - Large Lot Residential Area additional controls; and

- Site entrance enhancements.

Light Industrial Area interface and General Residential Area interface

150. For the interface between the Light Industrial Area to the General Residential Area and locations outside of the Plan Change site, the Landscape Assessment recommends visual softening of the built form when experienced from adjoining areas, as shown in Figure 2a of the Assessment. The potential mechanisms to achieve this 'softening' outcome are listed in the Assessment and include earth bund and/or plantings, setbacks and fencing. Where the Light Industrial Area adjoins SH14, the landscape assessment considers that the outcomes suggested in the Dargaville Spatial Plan could be achieved, including the proposed Gateway and greening of the State Highway corridor, as well as screening of any visual clutter associated with Light Industrial businesses, e.g. storage area. These matters are further addressed in the reverse sensitivity and compatibility portion of the AEE (below).

Blue Green Network interface and Open Space interface

151. The Assessment notes that buffering or screening is generally not required with the Open Space Area or Blue Green network interfaces (except for one location), because of the unbuilt vegetated character of these areas. The Blue Green network along southern end of the north-eastern Plan Change site boundary will still require interface treatment. This is because of the narrow width of the Blue Green network in this location.

Large Lot Residential Area

152. As the Large Lot Residential Area is located on an elevated portion of the Plan Change site, future development has the potential to be widely visible over an expensive visual catchment and detract from the character of the rural landscape. The assessment recommends mechanisms to avoid or mitigate these effects, including controls on height and external colours of buildings, structures, etc, and controls on the character of fences and services. The assessment offers a suite of guidelines, which have been incorporated into the Plan Change provisions for the Large Lot Residential Area.

Entrance Treatments

153. The assessment considers that the Development Area site entrances would benefit from softening and buffering as the views into the site from the adjoining road and properties have the potential to detract from the character of these adjoining areas. The assessment recommends potential mechanisms to avoid or mitigate these potential effects, including landscape planting around the entrance and tree and/or other plantings along the road corridor beyond the site entrance (refer to Figure 2a in **Appendix 10**). This is a matter that would be considered when the roading layout is being designed, at time of subdivision or comprehensive development. It has been included as an assessment matter in the provisions.
154. The Assessment also see potential to deliver to the Dargaville Spatial Plan outcome of creating gateways on SH14 approach to Dargaville, in proximity to the Development Area site. This is supported, as besides amenity benefits, it would potentially provide a traffic calming benefit before the upgraded intersection with Awakino Point North Road. This is discussed in more detail in the Transportation section of the AEE.

Landscape Quality and Character and Visual Amenity

155. To assess the landscape effects, the Landscape Assessment first identifies the different landscape values, including geological, experiential, associative and social, archaeological and cultural values (refer sections 5 and 6 within the Assessment). The Assessment concludes that the Plan Change will result in a marked change in the biophysical attributes of the site. However, the sensitivity of the site is considered to be low due to its modified condition. The hydrology of the site will be substantially modified, however with the proposed stormwater mitigation measures (e.g. treatment and attenuation), runoff from the site when developed will be captured and treated to address potential quality and quantity issues. That abiotic change (landform, geology and hydrology)

will be localised and any potential adverse effects arising from biotic change (living organisms which shape an ecosystem) in the landscape can be mitigated.

156. The Plan Change will result in a change of land use which will in turn change the landscape character. The changes associated with the social, cultural and associative attributes are assessed as being small. Overall, the Landscape Assessment has determined that the landscape effects from the Plan Change will be moderate.
157. Regarding visual amenity effects, the Landscape Assessment identifies the visual catchment within which the site sits and undertakes a detailed analysis of the visual amenity effects relating to the changes that will arise as a result of the Plan Change. The visual catchment includes the neighbouring properties, users of SH14 and Awakino Point North Road, and views from further afield e.g. from the eastern side of the Northern Wairoa River (refer sections 4.3 and 6.3, Table 2 and Appendix 4 in the Landscape Assessment). The site is low-lying and visually contained on its northern and north-eastern sides by a ridge. The Assessment concludes that experiential changes, and consequential adverse effects (including visual amenity effects) are assessed as being low for the majority of individuals, but for the occupants of a limited number of proximate dwellings, effects initially will be elevated (more than minor) during the construction period (short term). And that these effects can be mitigated to minor or less than minor level within the medium to long term.

Conclusion

158. Based on this assessment and recommendations, it is considered that the potential landscape, visual, amenity and character effects from the development enabled by the Plan Change can be mitigated to a degree of minor.

Noise Effects

159. The Acoustic Assessment (**Appendix 13**) has considered the noise effects on neighbouring properties from the additional traffic noise generated by the Trifecta Development Area. Dwelling located at 44 and 70 Awakino Point North Road are considered likely to experience a considerable increase in traffic noise. It is acknowledged that for these residents, this will be a significant change in the character of the existing noise environment. However, the Acoustic Assessment considers that the changed traffic noise levels are still reasonable for human amenity. It is noted that the current dust nuisance for these residents will be removed when the road is sealed to service the Development Area.
160. For Awakino Point North Road dwellings located further east, the Acoustic Assessment considers that the residents will not experience significant change in noise levels from the additional traffic. Distant traffic noise may be audible, but it will not be the dominant source of environmental noise for these dwellings.
161. For Awakino Point North Road dwellings located further west closer to SH14, the Acoustic Assessment considers that the residents are already exposed to moderate levels of road traffic noise from the State Highway. Therefore, any additional traffic noise is likely to result in perceptible, but not significant, increases in overall noise levels. The Acoustic Assessment recommends appropriate noise and vibration limits, and spatial allocation of activities in the Light Industrial Area, which have been discussed in the Reverse Sensitivity and Compatibility section below, and incorporated into the provisions.
162. Based on this, it is considered that the potential adverse effects from noise effects will be less than minor or minor.

Social Impacts

163. The Urban Advisory undertook a Social Impact Assessment (**Appendix 9**) which considered the social impact on neighbouring properties to the Racecourse and wider Dargaville, with consideration for social impact factors of way of life, community, accessibility, health & wellbeing, economy/livelihoods, amenity and quality of life.

164. The change to this site enabled by the Plan Change will result in a positive social impact on the wider Dargaville area. The positive social impact will include employment from both the construction phase and on-going from the businesses that will establish, additional homes being available in a variety of typologies and price points, new public amenities including community facilities, walking and cycling paths and reserves.
165. Establishment of the Northern Wairoa Fund from the proceeds of the sale of the site, will support a variety of community groups and projects through the provision of grant funds. This contestable fund will bestow an enduring benefit on the Dargaville community.
166. The implementation and construction phase are assessed to have low negative social impact across all factors with the mitigation of social impacts during construction, which could include a Construction and Traffic Management Plan and a Noise and Vibration Management Plan.
167. The operation and maintenance phase are assessed to have very low negative social impact on way of life and community, and high positive impact on accessibility, health & wellbeing, economy & livelihoods, and amenity & quality of life. Mitigation of social impacts during operation and maintenance could include good communication with the community, including neighbours to the site.
168. Based on this, it is considered that the potential social impacts will be less than minor or minor. The provision of more housing and employment is considered to be a positive social effect.

Built Environment including Open Space and Community Facilities

169. A Concept Design Plan and a Context Analysis Summary has been completed by The Urban Advisory and Matakoho Architecture + Urbanism (**Appendix 8**). These documents have identified the site characteristics, its relationship to the surrounding context, the opportunities and constraints presented by the Plan Change area. This has resulted in an indicative Master Plan which has informed the Plan Change. An Urban Design Assessment has also been undertaken by The Urban Advisory and Matakoho Architecture + Urbanism (**Appendix 8**), which defines the design response that informed the Development Area layout and provisions to achieve a well-functioning urban environment.
170. The concept design for the Racecourse redevelopment has also been informed by community, stakeholder and mana whenua engagement, technical reports and collaboration with the Tripartite Group. The **vision** for the development is:
- A new community in Dargaville, providing homes, employment and recreation opportunities for people of all ages and stages of life.*
171. The guiding design principles guiding were:
- Environmental sustainability
 - Intergenerational resilience
 - Hauora (community wellbeing) through being people-centred (connected, safe and inclusive)
 - To complement not compete with Dargaville
172. The mixed land use proposal has a balanced layout of light industrial, residential, open space and neighbourhood centre activities with landscaped interfaces between sensitive uses (e.g. rural and residential or residential with light industrial) and enhanced connections between compatible uses (e.g. open space and neighbourhood centre).

173. The design supports safe and convenient movement, with vehicular, walking and cycling access to and through the site, with shared and separated pedestrian pathways for walking and cycling, and a street network in the residential area. Through traffic between residential and industrial areas is limited.
174. A network of blue-green spaces provides opportunities for passive and active recreation, integrated stormwater management, ecological enhancement, access to nature and landscape views across the district. The Hillside public reserve is a notable feature of the proposed concept design.
175. A centralised ‘Hauora Hub’ seeks to enhance community wellbeing, providing a convenient focal point for commercial, recreational and community activities, that supports the wellbeing (hauora) of residents.
176. Urban Design guidelines have been included in the Plan Change provisions to ensure that future development design, for resource consent, and later construction will result in quality good urban design outcomes at the building and neighbourhood scale. Kaipara District does not have urban design guidelines. However, the Regional Policy Statement for Northland (May 2016) presents development guidelines for the Northland region. A summary of these provisions is provided in Appendix 3 of the Urban Design Assessment (**Appendix 8**). Urban design outcomes are outlined in section 3.5 of the Urban Design Assessment, to guide future development and the application of the Urban Design Guidelines for the Trifecta Development Area. The Urban Design Guidelines for the Plan Change have been informed by the Northland Regional Policy Statement, Whangārei Urban Design Guidelines for Residential Development and the Auckland Design Manual.

Key Development Area Provisions and Rationale

177. The Urban Design Assessment has informed the rules applied to different activities for each Area, along with planning principles and best practice. An analysis of the key activities, the resulting rule, and their planning rationale is contained in **Table 1** below. The Urban Design Assessment (**Appendix 8**) provides the urban design rationale for the design decisions that resulted in the Development Area, including rationale for the urban design related rules, please refer to Section 4 of that Assessment.
178. For all Areas:
- The activity status has been used to encourage development towards the outcomes and vision sought for this Development Area.
 - Lot yields have used Gross calculations because the land area required for roading has been taken out, therefore the remaining GRA or LLRA land area is 100% developable.
 - The National Policy Statement: Urban Development has been followed, e.g the Objectives for each Area states the development outcomes intended (clause 3.35).
 - The National Planning Standards have been adhered to.
179. Review of other urban zones and provisions from other Plans has been used when they are considered comparable or provide a good reference point, for example:
- Whangarei District Plan – neighbouring local authority whose urban provisions have recently been ‘tested’ through the full RMA plan change process (Urban and Services Plan Changes operative in part 2021), which included significant input to the provisions from entities such as Waka Kotahi and Kainga Ora. The urban provisions have been drafted under the National Planning Standards.
 - Auckland Unitary Plan – neighbouring unitary authority with a selection of urban zones and provisions.
 - Kaipara District Plan – used as a reference point, while being mindful that it is in its 9th year and currently under review.

- Porirua Proposed District Plan – providing another perspective on urban provisions, albeit not ‘tested’ through the RMA process. The provisions have been drafted under the National Planning Standards.
- Marsden City Private Plan Change to the Whangarei District Plan – a recent Plan Change modifying a new neighbourhood with a mix of land uses in a ‘Brownfield’ setting.
- Port Nikau Development Area in the Whangarei District Plan – a Development Area creating a new neighbourhood with a mix of land uses in a ‘Brownfield’ setting.
- Mangawhai Central Private Plan Change to the Kaipara District Plan - a recent Plan Change modifying a new neighbourhood with a mix of land uses in a ‘Greenfield’ setting.

180. An assessment of the appropriateness of the objective of the Development Area and provisions is contained in the s32 Analysis section of this report.

Table 1: Key Provisions and Rationale

Activity	Rule/Provision	Rationale
General Residential Area (GRA)		
<p>Density</p> <p>Refer to example Lot layouts in Appendix 8</p>	<p>500m² average and 400m² minimum:</p> <ul style="list-style-type: none"> • Permitted Activity land use • Controlled activity subdivision <p>500m² average and 300m² minimum</p> <ul style="list-style-type: none"> • Restricted Discretionary Activity land use and subdivision • Urban Design input <p>Dwellings:</p> <ul style="list-style-type: none"> • two (attached or detached) dwellings per site are a Permitted Activity (within the density thresholds) • three or more (attached or detached) dwellings per site is a Restricted Discretionary requiring urban design input 	<p>The 500m² average density:</p> <ul style="list-style-type: none"> • Dargaville Spatial Plan enables medium density housing on existing rural zoned land to have a minimum Lot size of 500m² (gross). • Dargaville Spatial Plan also provides for infill of existing Residential zoned areas to be a minimum lot size of 350m². Dargaville has a lot of traditional ¼ acre sections (1,000m²). Therefore, 500m² is a density that is consistent with the infill of these traditional sized sections. • Operative KDP Residential Zone (non-Overlay) provides for 600m² minimum per residential unit, therefore 500m² is compatible with this current level of density. • This level of density is able to be accommodated by a T-intersection upgrade of Awakino Point North Road and SH14. <p>The 400m² and 300m² minimum densities:</p> <ul style="list-style-type: none"> • Dargaville Spatial Plan enables high density housing on existing rural zoned land to be a minimum of 300m² (gross).

Activity	Rule/Provision	Rationale
		<ul style="list-style-type: none"> To enable a variety of densities and therefore housing typologies to respond to the variety of housing needs. Operative KDP Residential Zone Integrated Development rule provides for 500m² average and 375m² minimum, therefore the proposed 500m² average and 300m² minimum is comparable with this. The previous Operative KDP had 300m² minimum for Dargaville, therefore there are a number of Lots this size in Dargaville. This makes a 300m² in the GRA compatible with existing density in Dargaville. <p>Urban design input is required when either the density threshold is increased, or the number of attached dwellings are increased. This follows the principle of - <i>Density done well with Design</i>.</p>
<p>Setbacks</p> <p>Refer to example Bulk & Location Plan in Appendix 8</p>	<ul style="list-style-type: none"> 20m when adjoin Rural Zone 10m when adjoin Awakino Point North Road 3m when adjoin LIA, NCA and LLRA 	<ul style="list-style-type: none"> Addressing the potential issue of reverse sensitivity and compatibility effects. Further detail is provided in this portion in the AEE section of this report. 20m Setback will be combined with screen planting. 10m Setback will be combined with 20m legal road width and screen planting. 3m Setback when adjoins LIA will be combined with screen planting and spatial controls on different noise generating activities in LIA.
Large Lot Residential Area (LLRA)		
<p>Density</p> <p>Refer to example Lot layouts</p>	<p>4,000m² minimum Lot:</p> <ul style="list-style-type: none"> Controlled activity subdivision <p>1 principal dwelling and 1 minor residential unit:</p>	<p>4,000m² Lot size:</p> <ul style="list-style-type: none"> Elevated portion of Development Area therefore lower residential density warranted to address potential visual effects

Activity	Rule/Provision	Rationale
in Appendix 8	<ul style="list-style-type: none"> Permitted Activity land use with Design controls Prohibited activity to subdivide the minor residential unit from the principal residential unit <p>Less than 4,000m² minimum Lot size, or more than 1 principal dwelling and 1 minor residential unit:</p> <ul style="list-style-type: none"> Non-Complying activity <p>Design Controls on all built forms.</p>	<ul style="list-style-type: none"> To accommodate onsite water, wastewater and stormwater servicing <p>1 principal dwelling and 1 minor residential unit:</p> <ul style="list-style-type: none"> Elevated location warrants restriction on size of second dwelling. Do not want Land Use to be used as a 'backdoor' to subdivision, therefore decision not to provide for subdivision of Minor Residential Unit. <p>Design Controls:</p> <ul style="list-style-type: none"> Elevated location warrants controls on built form.
Setbacks Refer to example Bulk & Location Plan in Appendix 8	10m setback when adjoin Rural Zone	<ul style="list-style-type: none"> Addressing the potential issue of reverse sensitivity and compatibility. Further detail is provided in this portion in the AEE section of this report. Reduced Setback distanced warranted given the LLRA density is comparable with existing rural lifestyle properties in the surrounding area.
Neighbourhood Centre Area (NCA)		
Density Refer to example Bulk & Location Plan in Appendix 8	Commercial: <ul style="list-style-type: none"> Max GFA 200m² Community: <ul style="list-style-type: none"> Max GFA 300m² 	Commercial density limit encourages small shops which serve the day to day needs of the local neighbourhood. Do not want to create a new Town centre that competes with Dargaville. Community density limit encourages smaller community spaces to serve the needs of the local neighbourhood, not to compete with Dargaville. Both commercial and community land uses control outcomes through Gross Floor Area (GFA) rather than Lot sizes because development of the NCA will likely be land use led rather than subdivision led.

Activity	Rule/Provision	Rationale
<p>Setbacks</p> <p>Refer to example Bulk & Location Plan in Appendix 8</p>	<p>3m setback when adjoin General Residential Area.</p>	<p>NCA setbacks are deliberately permissive to give businesses options, and therefore let the market decide.</p> <p>Setbacks are not being used to address the potential issue of compatibility. Rather, controls on the source rather than the receiver are proposed. Further detail is provided in this portion in the AEE section of this report.</p>
<p>Light Industrial Area (LIA)</p>		
<p>Density</p>	<p>Commercial:</p> <ul style="list-style-type: none"> • GFA max 100m² and ancillary to and in same building as Light Industrial activity • GFA max 100m² when stand alone food and beverage activity, plus limit of two stand alone food and beverage commercial activities within LIA <p>Light Industrial:</p> <ul style="list-style-type: none"> • No controls 	<p>Dargaville Spatial Plan enables new industrial land on existing rural zoned land to have a minimum Lot size ranging between 1,000-2,000m² (gross).</p> <p>Both commercial and light industrial land uses control outcomes through Gross Floor Area rather than Lot sizes because development of LIA will likely be land use lead rather than subdivision led.</p> <p>Commercial density limit enables small food shops to serve the day to day needs of the LIA workers, and commercial activity ancillary to an industrial use, not to create a shopping centre that competes with Dargaville. Trade retail is provided for, as there is a demand for this, and it will not compete with Dargaville.</p> <p>Light industrial density is deliberately permissive to give businesses options, and therefore let the market decide. Given the demand for flood free Industrial land in Dargaville, it is not considered that there is any competition between LIA and Dargaville.</p>
<p>Setbacks</p>	<ul style="list-style-type: none"> • 10m Setback when adjoin Rural Zone, SH14 or Awakino Point North Road. • 5m Setback when adjoin GRA. 	<ul style="list-style-type: none"> • 10m Setback addresses the potential issue of reverse sensitivity. Further detail is provided in this portion in the AEE section of this report. • 10m Setback will be combined with screen planting, spatial controls on different noise

Activity	Rule/Provision	Rationale
		<p>generating activities, and/or 20m legal road width.</p> <ul style="list-style-type: none"> • 5m Setback when adjoin GRA will be combined with screen planting and a 50m buffer where only low noise generating light industrial activities can establish. • Setbacks internal within LIA are deliberately permissive to give businesses options, and therefore let the market decide

Conclusion

181. Based on this, it is considered that the potential adverse effects from the built environment enabled by the Plan Change will be less than minor or minor. The provision of a well-functioning urban environment is considered to be a positive effect.

Economics

182. The Urban Advisory have prepared an Economic Impact Assessment (**Appendix 6**). Included in support of that assessment is:
- Cost Benefit Analysis by Castalia Advisors; and
 - Development Feasibility Study by The Property Group.
183. A Market Demand Analysis (**Appendix 7**) has been prepared by The Urban Advisory, which includes:
- Community Consultation Summary;
 - Housing Demand Survey Summary; and
 - Retirement Living Insights Summary Report.

Development Feasibility Study

184. Development Feasibility Study by The Property Group determined the financial viability of the proposed development with consideration for gross development costs (GDC), profit and profit as a % of GDC. For a land development only scenario, the profit as % of GDC is 16.4%. For a land development and build scenario, profit as % of GDC is 6.1%. The high yield development proposal with medium density development was required to form a profitable development proposition, on balance with other factors. This is due to the high cost of enabling civil infrastructure (including new access from State Highway 14, the cycle and pedestrian path, the upgrades to the pump station, wastewater network and wastewater treatment plant) totalling circa \$12.6m. To recover these infrastructure costs, a development scale similar to that proposed in the Concept Development Plan is required. A development that provides a reasonable amount of low-cost housing and/or retirement living, will most likely trigger the Council infrastructure works.

Cost Benefit Analysis

185. The full development scenario development net profit (\$16.5m) was an input for the Cost Benefit Analysis by Castalia Advisors. The direct costs of the development, and proceeds of sale of the development were netted out. Cost benefit analysis compared the proposed Development Plan with a counterfactual scenario of industrial development on the racecourse site in 5 years, to demonstrate the additional economic benefits of this plan change proposal for Dargaville. The analysis found that the Proposed Development will provide \$18.4m net economic benefits (net present value) over 30 years through an increase to local housing supply, temporary construction employment and permanent ongoing employment in the businesses that would emerge. Furthermore, net economic benefits will emerge from the provision of papakainga style housing.
186. This analysis indicates that the proposed development is a more appropriate use of the land than the industrial-only counterfactual.

Market Demand Analysis

187. The Market Demand Analysis found that a large 47ha site available for development in Dargaville is a rare and significant opportunity to respond to the demand for housing and commercial property in Dargaville and Northland. Regarding the residential market demand, historically Dargaville has been a comparatively more affordable housing options within Kaipara, providing alternate choices to other more expensive locations. However, prices have increased significantly over the past 10 years for both rental and home ownership. The home ownership rate in Dargaville of 53% is lower than the national average of 64%. Dargaville is no longer considered an affordable housing market for locals. As well as an existing housing shortage, there is a demand for more worker housing and future population growth.
188. There is a severe housing shortage and an increasingly unaffordable housing market in Dargaville. A greater supply of new housing is needed to meet the level of demand and mitigate further price escalation. There is demand for a mix of housing tenures, including rental options.
189. Population trends highlight a growing number of smaller households (and therefore demand for more homes) including retirement living units, and affordable tenure options such as rental, public housing and transitional accommodation. The existing Dargaville population has a large proportion of older people, and an aging population. From the community engagement, there was clear demand for a retirement living product in Dargaville. In addition, new housing supply that meets housing demand of elderly residents would free up housing stock for other people in the market to move into, e.g. first home buyers, families, workers.
190. The development of the Racecourse site, with a range of residential typologies and tenure models including a Retirement Village could respond to local housing demand.
191. Regarding market demand for Commercial and Industrial, Dargaville has a comparatively high unemployment rate, so both land development and construction of the Racecourse site, as well as the development of commercial and industrial premises to support business growth is an opportunity to boost local employment. There is demand for small to medium-sized commercial or light industrial properties in Dargaville and the wider surrounding area. The Racecourse site being located outside of the Coastal and River Flood Hazard Zone mapping gives it a competitive advantage, when compared to most Industrial and Commercial zoned land in Dargaville. **Figures 16 and 17** below (and **Appendix 15**) illustrate that all land currently zoned Industrial, and a lot of the Commercial zoned land are within a flood hazard area. This makes establishing a building or expanding or upgrading difficult, requiring an engineering flood assessment, additional mitigation measures and costs, or result in being prohibitive for the business.
192. Regarding market demand for commercial properties, it is noted that the principle to complement not compete with Dargaville has guided this Plan Change.

193. Demand for larger scale industrial activities, such as a Construction and Innovation Hub or specialist manufacturing enterprises, would likely be met by regional or national anchor tenants. However, an iwi enterprise or local initiative supported through Kaipara Kai would be beneficial at the site. Growth in the Māori economy, including investment by Te Rūnanga o Ngāti Whātua, is an important opportunity for Dargaville. Their aspiration is to uplift whānau wellbeing through housing development, social services and iwi commercial enterprises, supporting healthy communities, creating new jobs and contributing to the economy. The Dargaville Racecourse redevelopment is one key development proposal in Kaipara.

Conclusion

194. Overall, the proposed development of the Racecourse site is assessed to provide net economic benefits to Dargaville, and therefore a positive effect.

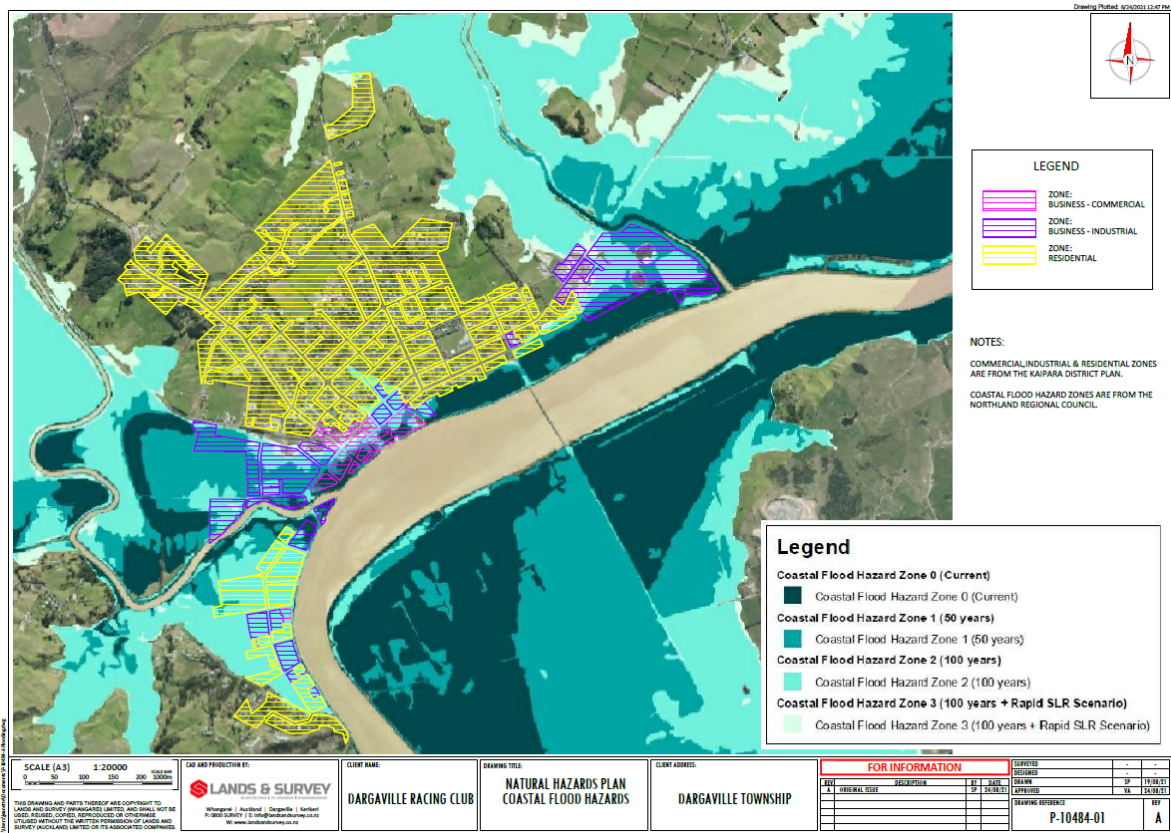


Figure 16: River Flood Hazards and Kaipara District Plan zones

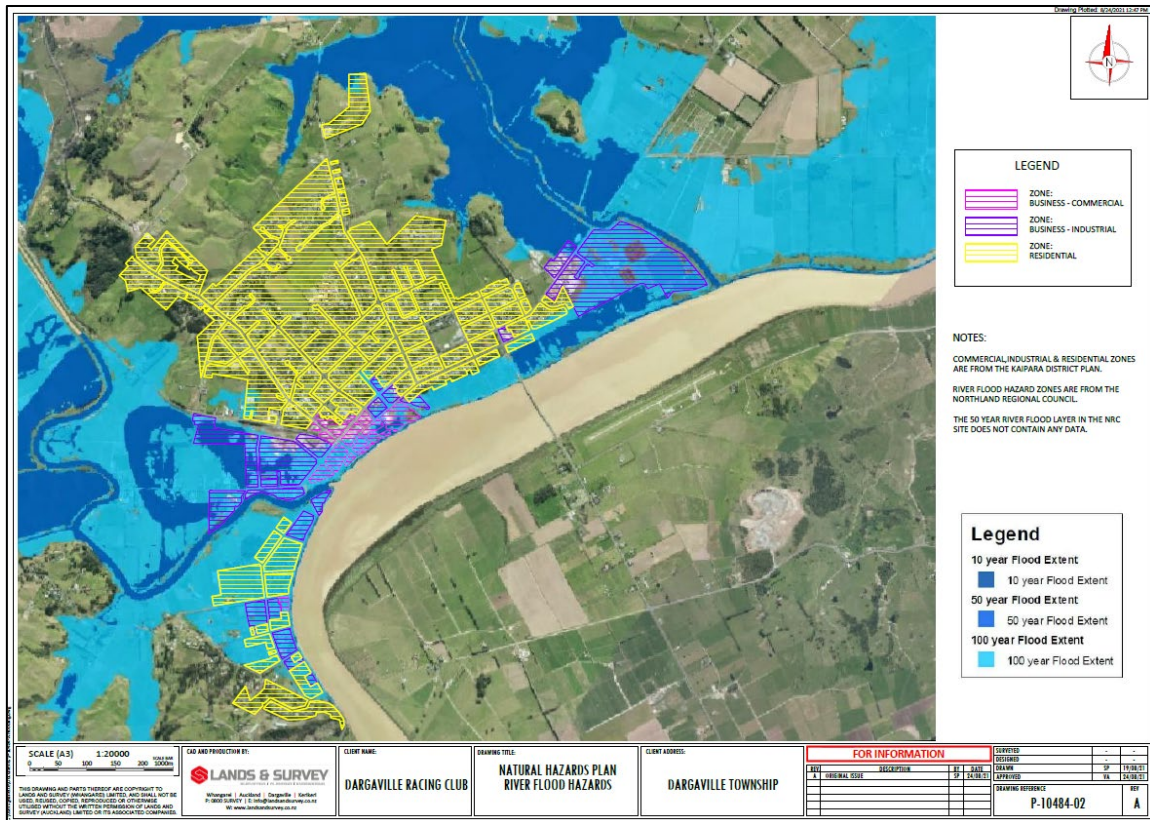


Figure 17: Coastal Flood Hazards and Kaipara District Plan zones

Reverse Sensitivity and Compatibility

195. The land use around the Plan Change site is characterised by a mix of rural lifestyle properties and rural production farming, e.g. dairy or cropping. The Trifecta Development Area will result in a mix of mostly urban land uses to the Plan Change site. The subject of reverse sensitivity and compatibility has been considered for this site with regard to its external and internal boundaries. The site has external boundaries with neighbouring rural properties, SH14 and Awakino Point North Road. Once developed, the Trifecta Development Area will have internal boundaries between the Light Industrial Area and the General Residential Area, and between the Neighbourhood Centre Area and the General Residential Area. Consideration has also been given to the compatibility effects being reversed when the Dargaville Spatial Plan is implemented through the Proposed Kaipara District Plan, and the Plan Change General Residential Area will have an Industrial zone on the south side of Awakino Point North Road.
196. Reverse sensitivity effects can arise when a sensitive use e.g. a dwelling, is located close to an existing land use that is producing adverse effects, e.g. noise, odour, and this land use experiences reverse sensitivity because of complaints by the sensitive activity. Compatibility of activities needs to be considered in particular at zone or area interfaces.
197. It is considered that there are three main mitigation approaches to address the effects of reverse sensitivity and compatibility. First through landscape and visual mitigation measures, second through noise generation controls, and third, through setback controls for buildings.

Landscape and Visual

198. As outlined in the Landscape, Visual, Amenity and Character section of this report (above), the Assessment of Landscape Effects (**Appendix 10**) recommends a number of mitigation measures for the interface between Light Industrial Area and adjoining General Residential Area and adjoining Rural Zone to visually soften the built form within the Light Industrial Area (refer Figure 2a in **Appendix 10**). These recommendations include earth bunds,

planted buffer strips, building and structure setbacks. Any planting between LIA and GRA is recommended to be 'dense'.

199. Where the Light Industrial Area adjoins SH14, the landscape assessment considers that the outcomes suggested in the Dargaville Spatial Plan could be achieved, including the proposed Gateway and greening of the State Highway corridor. The planting along the SH14 and Awakino Point North Road frontage of LIA is recommended to soften and filter views, rather than screen or block.
200. For the interface between the General Residential Area and locations outside of the Plan Change site, the density of the proposed built form has the potential to detract from the character of the neighbouring rural and rural residential areas (refer to Landscape and Visual section of this AEE above). The assessment recommends a suite of possible mitigation measures including earth bunds, planted buffer strips, building and structure setbacks.
201. The proposed screen planting for the General Residential Area boundary with Awakino Point North Road is considered to also be able to address the future compatibility effects when the south side of this local road is rezoned Industrial in the Proposed Kaipara District Plan, as indicated in the Dargaville Spatial Plan.

Acoustic

202. The Acoustic Assessment (**Appendix 13**) by Marshall Day Acoustics has considered the issue of reverse sensitivity and compatibility both with external neighbours to the new Areas proposed, and within the site between the new Areas proposed. A tailored approach is proposed to mitigate potential reverse sensitivity and compatibility effects as a result of the potential effect of noise.
203. For the Light Industrial Area, the Acoustic Assessment recommends an approach where the spatial location of different noise generating activities is regulated. Within 50m of the LIA-GRA boundary, the types of Light Industrial activities will be restricted to low noise generating activities. This spatial approach effectively manages noise generation from LIA by locating the low noise generators adjacent to the GRA. Refer to **Figure 15** below illustrating the 50m Buffer denoting where low noise generating activities can establish. This is Figure 5 from the Acoustic Assessment. This spatial approach effectively manages noise generation from LIA by locating the low noise generators adjacent to the GRA.

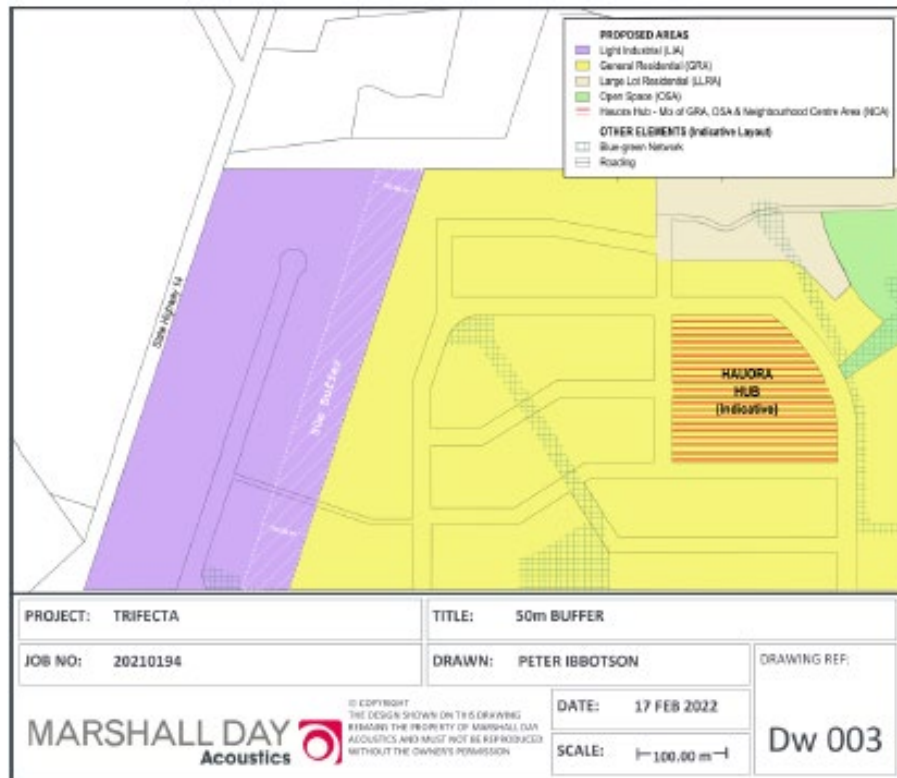


Figure 15: Light Industrial Area – 50m Buffer

204. Regarding noise associated with truck and vehicle movements into and out of LIA, the Assessment recommends an earth bund and/or acoustic fence along the boundary with Awakino Point North Road to ensure any potential noise effects on neighbouring properties is mitigated.
205. Based on the 50m buffer and a bund and/or screen planting and/or acoustic fence along the boundary with Awakino Point North Road, the risk of future LIA activities breaching noise standards are minimised, and potential reverse sensitivity and compatibility effects are considered to be appropriately addressed.
206. For the interface between Neighbourhood Centre Area (NCA) and General Residential Area (GRA), the Acoustic Assessment recommends that the noise emissions are controlled at the source rather than at the receiver. That is, rather than requiring dwellings to mitigate the effects of receiving noise (e.g. sound insulation, double glazing, ventilation), noise generating activities within the NCA control noise at the source. For example, actions are taken by the NCA operator to achieve appropriate noise limits (such as fridge/chiller condensers are sound insulated, restricted hours for cafes or events at a community centre, noise barriers around outdoor play areas for early childhood centres). This approach is reflected in the NCA provisions with custom noise limits for the NCA.

Setbacks

207. Setback controls for buildings and structures are a well-established planning tool for amenity outcomes. Setbacks are also used as a tool to achieve a degree of separation between potentially incompatible activities. This approach, in combination with other planning tools as outlined above, can ensure that the issue of reverse sensitivity and compatibility can be effectively managed. The sensitive receiver in this instance is the residential use within the Trifecta Development Area. For this reason, setback controls will focus on habitable buildings in the General Residential Area and Large Lot Residential Area, with lesser requirements for accessory buildings. Accessory buildings do not require the same level of control as their use does not typically generate reverse sensitivity or compatibility effects.

208. For the external boundaries of the Plan Change site, it is proposed to have a combination of different setback requirements that reflect the different land uses both within the Development Area and adjoining the Development Area. The proposed setbacks to address the issue of reverse sensitivity and compatibility are outlined in **Table 2** below. Other setbacks, e.g. for amenity and character reasons, are included in the provisions.

Table 2: Setbacks to address potential Reverse Sensitivity and Compatibility effects

Setback	Development Area	Adjoining	Comment
External:			
20m	General Residential	Rural Zone	Combined with screen planting.
10m	General Residential	Awakino Point North Road	Combined with 20m legal road width and screen planting.
10m	Light Industrial	Rural Zone State Highway 14 Awakino Point North Road	Combined with screen planting, spatial control on noise generating activities, and 20m legal road width.
10m	Large Lot Residential	Rural Zone	Lower density in Large Lot Residential Area is relatively compatible with Rural zone.
Internal:			
5m	Light Industrial	General Residential	Combined with screen planting and spatial control on noise generating activities.
3m	General Residential	Light Industrial	Combined with screen planting and spatial control on noise generating activities.
3m	Neighbourhood Centre	General Residential	Combined with controlling noise generation at the source within NCA.

209. The proposed setback for the General Residential Area boundary with Awakino Point North Road is considered to also address the future compatibility effects when the south side of this local road is re-zoned Industrial in the Proposed Kaipara District Plan, as indicated in the Dargaville Spatial Plan.

No Complaints Covenant

210. It is acknowledged that the site is located within a rural area where agricultural management practices such as agrochemical spraying, use of farm machinery, and other similar activities currently occur. It is therefore possible that future Trifecta Development Area residents could complain about such activities, which while being a nuisance in a residential setting, are normal occurrences in a rural environment, and are generally permitted by the KDP. The potential for such complaints to adversely affect permitted rural activities can be managed using 'no complaints covenants' at the time of subdivision, if considered appropriate at the time. These covenants would prevent the future General Residential Area and Large Lot Residential Area residents from making any complaints about such activities being undertaken on the surrounding rural properties. The Proposed Kaipara District Plan is likely to re-zone at least some of the surrounding land to Industrial, which is likely to alter land use patterns surrounding the Development Area.

Conclusion

211. Based on the above assessment and mitigation measures included in the proposed Plan Change provisions, any potential for reverse sensitivity and compatibility effects will be able to be mitigated to a degree that is less than minor or minor.

Natural Hazards

Flood Risk

212. According to the Northland Regional Council hazard layers, the site is not located in an area susceptible to natural hazards. In particular, the site is not identified to be subject to any flood hazards, as illustrated in **Figures 11 and 12**. Based on this, it is considered that the potential adverse effects from natural hazards will be less than minor.

Geotechnical Risk

213. A preliminary Geotechnical assessment has been undertaken by Land Development & Engineering Ltd (LDE) (**Appendix 3**). That assessment identifies that consolidation settlement is the main geotechnical risk at the subject site due to the very soft clay soils. The assessment recommends a number of engineering techniques to mitigate this. LDE recommend that consolidation and settlement analysis should be conducted in more detail and be site specific for the different stages of implementation, with remediation methods considered to overcome potential consolidation settlement. While earthworks, site contouring, retaining and specific analysis and development will be required, these are considered normal for developments of this nature.
214. Based on this, LDE considers that the subject site is geotechnically suitable for residential subdivision, including light infrastructure, commercial and residential development. Therefore, it is considered that the geotechnical risk from developing this site for the mix of land uses proposed is able to be managed and will therefore have minor effect.

Cultural Values

215. A Cultural Impact Assessment has been undertaken by Landform Consulting (**Appendix 11**). Through a series of hui, the Tangata Whenua groups identified as retaining mana i te whenua were consulted. These were Te Kuihi, Te Roroa, Te Uri o Hau and Te Parawhau. The Racecourse site occupies ancestral land that is of cultural and historical significance to Tangata Whenua.
216. The Plan Change proposal, and the resultant future development, was assessed against a framework of cultural values to determine the extent of effects upon these values, adverse, positive or benign. This effects assessment informed a range of mitigation measures to address the potential effects, to ensure positive outcomes for Tangata Whenua, to preserve mana and enhance the mauri (life force) of the whenua (land) and te ao turoa (the environment). The recommended mitigation measures have subsequently been discussed by the Tripartite Group. Most of the mitigation measures have been included in the Plan Change or Development Area provisions. Appended to the CIA is a record of the Tripartite Group's response to the recommended mitigation measures (**Appendix 11**). It is noted that discussions with Mana Whenua and Te Kuihi whanau are on-going.
217. The overarching concept of Hauora (community wellness) as applied to the design and provisions of this Development Area is the key method by which the Plan Change delivers the outcomes sought by Mana Whenua. For example, the Hauora approach will deliver:
- resilience e.g Development Area provisions provide for rain water tanks and/or solar panels to be installed
 - self-sufficiency e.g. providing for mara kai/vegetable gardens and oro/orchards within Open Spaces Areas
 - walkability both within the Trifecta Development Area and linkage to Dargaville town

218. Involvement with Tangata Whenua will be ongoing through the Kaumata Roopu, who were involved in the CIA. It is hoped that the cultural narrative of the landscape is shared so that it can be expressed in the development of this site, e.g. for the design and naming of public realms like the Neighbourhood Centre Area and Open Space Areas.
219. Based on this, it is considered that the potential adverse effects from the Plan Change on cultural values will be less than minor or minor.

Archaeology and Heritage

220. An archaeological assessment has been undertaken by Horizon Archaeology (**Appendix 12**). There are no recorded archaeological sites on the Racecourse property, and unlikely that archaeological features will be found during earthworks. Based on this, an archaeological authority from Heritage New Zealand is not warranted. As the presence of subterranean archaeological features or deposits (e.g. middens) cannot be ruled out entirely, the archaeologist recommends that an Archaeological Site Discovery Protocol should be used during ground disturbances.
221. Regarding heritage, there are no heritage features identified on the site in the District Plan maps (refer **Figure 3**). The archaeological assessment states that the Northern Wairoa Racing Club settled on this current course in approx. 1914. However, there is no clear heritage value as the buildings have been significantly remodelled over the years. Based on this, it is considered that the potential adverse effects from the Plan Change on archaeology or heritage will be less than minor.

Infrastructure Servicing

222. An Engineering and Infrastructure Assessment Report has been undertaken by Lands & Survey Engineering (**Appendix 4**). That assessment concludes that the engineering services required to deem the proposed Plan Change development feasible (conceptually) can be provided. Sound engineering solutions, innovative alternatives and further input from local and regional authorities will be required at time of subdivision, which is considered the norm for a development of this nature.
223. Regarding wastewater disposal, it is proposed for all of the Plan Change site to be connected to Council's reticulated system, except for the Large Lot Residential Area which will have on-site servicing. A combined gravity / low pressure system will collect and convey wastewater to a single pump station and then a low pressure rising main to convey the wastewater from the pump station to Council's network and Wastewater Treatment Plant. The assessment also considers an alternative low-pressure system to reduce solids loading on the Treatment Plant, if the Plant is found to lack treatment capacity due to sludge build up.
224. With regards to a potable water supply, it is proposed for all of the Plan Change site to be connected to Council's reticulated system, except for the Large Lot Residential Area which will rely on on-site collection and storage. Council's water supply is present in the vicinity of the Plan Change site, with the reticulated network capacity having been assessed and confirmed as adequate to meet the demand of the proposed development. It is noted that while an assessment of the Water Treatment Plant capacity is inconclusive, it has been indicated that the Plant has capacity to supply the proposed development. There is however, a seasonal shortage of raw water supplying the Treatment Plant, which is acknowledged as a constraint to meet the demand of the proposed development. The assessment recommends options like an alternate water supply or supplementary supply by way of rainwater harvesting and groundwater supply. The Plan Change provisions provide for rainwater tanks, as this contributes to Hauora (community wellbeing) through resilience.
225. Acknowledging that infrastructure servicing will be dealt with at time of subdivision or comprehensive development. Based on this assessment for the Plan Change, it is considered that the effects from water and wastewater infrastructure as a result of the Plan Change development will be less than minor or minor.

Stormwater Management

226. The Engineering and Infrastructure Assessment Report undertaken by Lands & Survey Engineering (**Appendix 4**), has assessed the effects of the Plan Change proposal in respect to stormwater runoff quantity and quality and determined that it is less than minor provided mitigation measures are provided. These measures include detention, on-site treatment and controlled discharge. Runoff generated from the proposed development is to be collected and conveyed through sealed pipe network and then discharged to the proposed attenuation and detention devices (ponds). These devices will also provide a polishing function for the stormwater. There will be controlled release of the treated stormwater to the receiving environment to ensure no adverse effect on downstream infrastructure, property or the environment. The design, construction and maintenance of the proposed stormwater system will be required to comply with the relevant engineering standards and be designed to satisfy the provisions relating to Te Mana o te Wai in accordance with the National Policy Statement for Freshwater Management 2020.
227. The Report includes recommendations for impervious surface maximum amounts per Lot for the different Areas. These recommendations have been included in the provisions. The recommended mitigation measure included in the Plan Change includes requiring a Stormwater Management Plan for the site to be provided as part of the subdivision or comprehensive development implementation, covering either the whole site or part of the site if the implementation is staged.
228. Based on this assessment and the employment of the recommended mitigation measures, it is considered that the effects from stormwater as a result of the Plan Change development will be less than minor or minor.

Transport

229. An Integrated Transportation Assessment (**ITA**) has been undertaken by Stantec (**Appendix 5**) which assesses the transportation aspects of the proposed Plan Change. No direct access is proposed to State Highway 14 (**SH14**) and no direct access from individual Lots is proposed to Awakino Point North Road. Rather, a number of new local roads internal to the Plan Change site, will provide access for the future Lots. There is a hierarchy for the internal local roads, refer to the ITA for cross sections showing the indicative internal road hierarchy. It is intended that these internal roads will be vested with KDC at time of subdivision.
230. The assessment recommends that the existing T-intersection between SH14 and Awakino Point North Road is upgraded to a more standard form of Give Way controlled T-intersection. This is to accommodate the additional trips on the current transport network to ensure safety for all users, and effectiveness of the trips generated from the Plan Change site, once developed. The assessment also recommended that Awakino Point North Road is sealed to accommodate the additional trips generated from the Plan Change site.
231. It is proposed that the Plan Change site will be linked to Dargaville by a shared walking and cycling path along SH14. Waka Kotahi and the Northland Transportation Alliance have been consulted regarding this, refer to the Consultation section of this report. The implementation of the shared path is proposed to be timed for when the General Residential Area is implemented, given the intent is for the shared path to provide an alternate active means of connecting with Dargaville for the residents of the Trifecta Development Area. Walking/cycling paths will also be provided within the internal road network (refer **Appendix 5**) to encourage active transport, given the walkable size of the Trifecta Development Area. This also delivers to the Hauora intent of community wellbeing.
232. By a mix of mitigation measures and associated controls through Plan Change provisions, future impacts from the generated trips will be addressed. These measures and controls include both infrastructure provisions, and associated trigger mechanisms relating to development levels (500m² average Lot size requirement for the General Residential Area), and future assessment requirements, achieved via Plan Change provisions and activity status.

233. Based on this assessment, and the combination of the recommended mitigation measures and planning controls, it is considered that the effects on the transportation network resulting from the Plan Change development will be addressed and mitigated, and therefore be less than minor or minor.

Earthworks

234. Earthworks has not been specifically assessed for the Plan Change because it will be assessed at time of subdivision or comprehensive development. It is anticipated that all excavation and fill will be undertaken in accordance with industry best practice. Based on this, it is considered that the potential adverse effects from earthworks will be less than minor or minor.

Productive Potential

235. The land at the Racecourse site has limited suitability for rural production activities like growing crops or pastoral use due to the poor soil quality and the low-lying nature resulting in a high water table in winter. This is based on the Regional Soil maps (refer **Figure 10**). Kaipara Kai staff have also confirmed this technical insight (refer **Appendices 6 and 7**). The Kaipara Kai initiative is an important economic driver for Kaipara and Dargaville, with the vision to make Kaipara a food bowl – a food producing area. Based on this, it is considered that the potential adverse effects from the Plan Change on the productive potential of the Site will be less than minor or minor.

Soil Contamination

236. LDE have undertaken an assessment under the NES for Assessing and Managing Contaminants in Soil to Protect Human Health (**Appendix 14**). Based on a review of historical aerial photos of the Plan Change area (**Figures 18, 19 and 20** below), and confirmation from the current owners of the land, the Plan Change area was used as a Racing Club, for cropping, grazing and a Pony Club. No HAIL activity was identified to have historically occurred on the site that would warrant undertaking a PSI or DSI at this stage.



Figure 18: Historical aerial view of the application site, 1957 (source: Retrolens).



Figure 19: Historical aerial view of the application site, 1966 (source: Retrolens).



Figure 20: Historical aerial view of the application site, 1984 (source: Retrolens).

237. Based on this, it is concluded that previous land uses identified are not considered a significant risk to contaminate soil within the Plan Change area. No potential for contamination was identified that is considered likely to create a risk to human health or environment.

Ecology and Biodiversity

238. The site is a highly modified parcel of land, covered mostly with exotic grass species and a few exotic trees species present. Section 4.3 in the Assessment of Landscape Effects (**Appendix 10**) provides details on the vegetation on the Plan Change site and surrounding environment.
239. There are no waterways, but a number of small springs are present. The overland flow path from the springs have been directed to cut off drains to aid drainage of the racing track. Given the modified nature of the site, there is very limited natural ecology or biodiversity currently present. Based on this, it is considered that there will be less than minor adverse effects on the existing ecology and biodiversity when the site's land use is changed. With the development of the Hillside Open Space and Blue Green network, there will be a positive effect on the local ecology and biodiversity.

Summary of Effects

240. The actual and potential effects of the proposed Plan Change have been considered above, based on extensive reporting and analysis undertaken by a wide range of technical experts. Based on this analysis, it is considered that the overall effects of the proposal will be less than minor and acceptable, and with the employment of the mitigation measures, no persons on adjacent sites will be adversely affected by the future development of the site. The Plan Change will result in positive effects on the environment in terms of social and economic well-being of the community. Any potential for adverse effects can be appropriately avoided, remedied or mitigated by the proposed policies and rules of the Plan Change, in addition to those of the Kaipara District Plan, to the point where such effects will be less than minor.

Statutory Assessment

242. A number of statutory and strategic planning documents are required to be considered in the assessment of the Plan Change request as outlined above. This section provides an assessment of the extent to which the Plan Change will give effect to or has had regard to these statutory and strategic planning documents.

Government Policy Statement on Land Transport 2021/22-2030/31

243. The Integrated Transportation Assessment (ITA) (**Appendix 5**) considers the four strategic policies in the Government Policy Statement on Land Transport 2021/22-2030/31 (**GPS**), being Safety, Better Travel Options, Climate Change, and Improving Freight Connections. The ITA considers that the Plan Change proposal aligns with these GPS policies as follows:

- **Safety:** the crash history in the vicinity of the Plan Change site in the past five years does not present an inherent road safety issue. While the sight lines in both directions are ample, but the Safe Intersection Sight Distance (SISD) requirement is likely to be met when the intersection is upgraded. The ITA concludes that the Plan Change development will not have any negative impacts on the safety of SH14 nor Awakino Point North Road.
- **Better Travel Options:** the provision of pedestrian and cyclist link both within the Trifecta Development Area, and linking the site with Dargaville, will allow for a variety of travel options.
- **Climate Change:** a sustainable travel option will be available by the provision of internal and external walking/cycling connections.
- **Improving Freight Connections:** 20% of the traffic generated by the Plan Change is expected to be heavy vehicles (from the Light Industrial Area). The current road infrastructure along SH14 is used by a similar percentage of freight, and is considered adequate for the additional freight connections / deliveries to and from the Plan Change site.

244. The Regional Land Transport Plan for Northland 2021-2027 (**RLT Plan**) was prepared by the Regional Land Transport Committee under the provisions of the Regional Land Transport Amendment Act 2003. The setting of the ten-year transport priorities in the RLT Plan are informed by the GPS. Further details on the RLT Plan are below.

National Policy Statement: Urban Development

245. The National Policy Statement: Urban Development (**NPS:UD**) was gazetted in July 2020, with its provisions coming into force in August 2020. It replaced the previous NPS on Urban Development Capacity 2016. The NPS:UD applies to all local authorities that have all or part of an urban environment within their district, and it also applies to planning decisions by any local authority that affect an 'urban environment' (clause 1.3).
246. The NPS:UD is part of the urban planning pillar of the Government's Urban Growth Agenda. The intent is to support productive and well-functioning urban environments and for Council plans to provide adequate opportunity for land development for business and housing to meet community needs. The NPS:UD is designed to improve the responsiveness and competitiveness of land and development markets. In particular, it requires local authorities to open up more development capacity, so more homes can be built in response to demand. The NPS:UD provides direction to make sure capacity is provided in accessible places, helping New Zealanders build homes in the places they want – close to jobs, community services, public transport, and other amenities our communities enjoy.
247. Local authorities are classified as either a tier 1, 2 or 3. Some objectives, policies and provisions only apply to a particular local authority tier. There are no urban environments within Kaipara District that are classified as either tier 1 or 2, therefore Kaipara District Council is a tier 3 local authority. The NPS:UD strongly encourages

tier 3 local authorities to do the things that tier 1 or 2 local authorities are obliged to do under the NPS:UD, adopting whatever modifications to the NPS:UD are necessary or helpful to enable this (clause 1.5).

248. The NPS: UD defines an ‘urban environment’ as being part of a housing and labour market of at least 10,000 people. It is acknowledged that there are no urban environments in Kaipara District of 10,000 people. However, the NPS: UD outcome of a well-functioning urban environment is considered equally applicable to Kaipara District. Therefore, Kaipara District Council is encouraged to apply the NPS: UD when making planning decision so as to achieve well-functioning urban environments.
249. Two themes in the NPS:UD are a well-functioning urban environment (in particular Objective 1 and Policy 1), and responsive planning (in particular Policy 8 and Implementation clause 3.8). **Table 3** below looks at the objectives, policies, and implementation guidance relevant to Kaipara District and the Plan Change, as well as the NPS:UD direction given to Councils regarding their decisions. The Table demonstrates how the Plan Change will deliver a well-functioning urban environment, and how a responsive decision can be made by Kaipara District Council.

Table 3: NPS: Urban Development objectives, policies and implementation

Part 2: Objectives and Policies	Plan Change response
<p>Objective 1:</p> <p>New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.</p>	<p>The Trifecta Development Area has been designed to result in a well-functioning urban environment that provides for the social, economic, and cultural wellbeing of the future residents and workers, and for their health and safety.</p> <p>Refer also to response to Policy 1.</p>
<p>Objective 2:</p> <p>Planning decisions improve housing affordability by supporting competitive land and development markets.</p>	<p>Council’s decision on the Plan Change will result in helping to restore the supply and demand balance to the land and development market in Dargaville.</p> <p>Refer also to response to Policy 1(d).</p>
<p>Objective 3:</p> <p>Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:</p> <ul style="list-style-type: none"> (a) The area is in or near a centre zone or other area with many employment opportunities (b) The area is well-served by existing or planned public transport (c) There is high demand for housing or for business land in the area, relative to other areas within the urban environment. 	<p>The Development Area will enable more homes for people to live in, and more businesses and community services to be established in an area near Dargaville. While Dargaville is not a Centre Zone, there are many employment opportunities in the wider area surrounding the Development Area. Refer to the Market Demand Analysis (Appendix 7) and the Social Impact Assessment (Appendix 9).</p> <p>There is currently no public transportation service in Dargaville, nor Kaipara District.</p> <p>There is high demand for both housing and business land in the Dargaville area. Refer to the Market Demand Analysis (Appendix 7) and the Economic Impact Assessment (Appendix 6).</p>

<p>Objective 5 (and related Policy 9):</p> <p>Planning decisions relating to urban environments, and Future Development Strategies, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).</p>	<p>With Te Runanga o Ngati Whatua as one of the Tripartite Group partners, and the likely developer to implement the Development Area, the principles of the Treaty have been taken into account throughout the Plan Change’s research phase. A Cultural Impact Assessment (Appendix 11) has been undertaken so that the cultural values of mana whenua are known and have been included in the Plan Change and resulting Development Area (where appropriate).</p> <p>This approach provides Council with confidence when making their planning decision on the Plan Change that the Treaty of Waitangi principles have been taken into account.</p>
<p>Objective 6:</p> <p>Local authority decisions on urban development that affect urban environments are:</p> <ul style="list-style-type: none"> (d) Integrated with infrastructure planning and funding decisions; and (e) Strategic over the medium term and long term; and (f) Responsive, particularly in relation to proposals that would supply significant development capacity. 	<p>Submissions were made by the Dargaville Community Development Board (DCDB) to the Kaipara District Council’s Draft Long Term Plan 2021-31, seeking that funding is included to support the implementation of this Plan Change, e.g. budget for infrastructure extensions and/or upgrades.</p> <p>We seek that Council’s decision is responsive on this Plan Change for urban development, as it is a proposal that will supply significant development capacity for Dargaville. Refer Economic Impact Assessment (Appendix 6).</p>
<p>Objective 8:</p> <p>New Zealand’s urban environments:</p> <ul style="list-style-type: none"> (a) Support reductions in greenhouse gas emissions; and (b) Are resilient to the current and future effects of climate change. 	<p>Refer to Policy 1(d) and (e) responses.</p>
<p>Policy 1:</p> <p>Planning decisions contribute to well-functioning urban environments, which are urban environment that, as a minimum:</p>	
<ul style="list-style-type: none"> (a) have or enable a variety of homes that: <ul style="list-style-type: none"> (i) meet the needs, in terms of type, price and location of different households; and 	<p>The Development Area provides for a variety of housing typologies within the General Residential Area (GRA), from detached, semi-attached (e.g. duplexes), or attached (e.g. flats). A variety of densities are provided for to a minimum of 300m².</p>

<p>(ii) enable Maori to express their cultural traditions and norms; and</p>	<p>Multi-Unit Residential Development are encouraged for multiple dwellings on a site, including retirement village living and papakainga style living. Communal or shared facilities and amenities are provided for, like shared laundry, shared parking, communal recreational facilities, storage, communal gardens and wharehenui (meeting space). Refer to Urban Design Assessment Appendix 8.</p> <p>The Market Demand Analysis (Appendix 7) has assessed the need for different types of households. The Economic Impact Assessment (Appendix 6) has assessed housing price points.</p>
<p>(b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and</p>	<p>The Plan Change's aim is to complement, not compete with, Dargaville. There is a need for Light Industrial land for Dargaville's business growth. The Light Industrial Area (LIA) provides a suitable area for this growth that is flood free on a large, flat greenfield site with good transportation connectivity to SH14.</p> <p>While commercial land uses have been provided for in both LIA and the Neighbourhood Centre Area (NCA), the Gross Floor Area has been deliberately limited so as to not compete with commercial activities in Dargaville.</p>
<p>(c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and</p>	<p>The Integrated Transportation Assessment (Appendix 5) considers that the Plan Change proposal provides good accessibility through the provision of the walking/cycling options both within the Trifecta Development Area, and walking/cycling shared path linking the site with Dargaville. There is currently no public transportation service in Dargaville, nor Kaipara District. These shared paths provide an active and sustainable transport mode internally and externally to the site. This also delivers to the Plan Change's intent of Hauora (community wellbeing).</p> <p>The Development Area provides for housing, jobs (in LIA), community services (in NCA), and four types of Open Space Areas.</p>
<p>(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and</p>	<p>The implementation of the Trifecta Development Area will support the competitive operation of the land and development markets by supplying land for housing and light industrial businesses, thereby satisfying demand. This should restore a supply and</p>

	<p>demand balance to the Dargaville land and development market.</p> <p>Refer to the Market Demand Analysis (Appendix 7) and the Economic Impact Assessment (Appendix 6).</p>
<p>(e) support reduction in greenhouse gas emissions; and</p>	<p>The Development Area will support a reduction in greenhouse gas emissions by the walking/cycling options both within the Trifecta Development Area, and walking/cycling linking the site with Dargaville. These shared paths provide an active and sustainable transport mode internally and externally to the site.</p> <p>The Neighbourhood Centre Area is centrally located within the Development Area to ensure the services and facilities are accessible by passive transportation means.</p>
<p>(f) are resilient to the likely current and future effects of climate change.</p>	<p>The Development Area supports resilience through the whole site being located outside of the flood hazard areas, as mapped by the Northland Regional Council (including mapping taking into account sea level rise), the Blue-Green Network for stormwater management, enabling individual onsite water storage of rainwater harvested, and for dwellings and businesses to generate solar energy.</p>
<p>Policy 2:</p> <p>Tier 1, 2 and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.</p>	<p>There is demand now for housing and business land in Dargaville, refer to Market Demand Analysis (Appendix 7). The Plan Change helps Council achieve Policy 2 outcome.</p> <p>The Plan Change will help deliver development capacity for housing and business land demand in the shorter term i.e. development could be 'turn key' ready in approx. 2-3 years – 2024-25.</p> <p>The Proposed District Plan will provide up-zoned land that can be developed within the longer term. That is, 4-5 years from notification of the Proposed District Plan (2026-27), then the up-zoned land can be developed, with new homes or businesses able to be occupied by approx. 2028-29.</p>
<p>Policy 5:</p> <p>Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights</p>	<p>The proposed General Residential Area (GRA) density is considered appropriate, achieving a balance between the existing Residential zone density in Dargaville, the density in the Dargaville Spatial Plan, and good urban form and outcome for this new neighbourhood surrounding the commercial</p>

<p>and density of urban form commensurate with the greater of:</p> <ul style="list-style-type: none"> (a) The level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or (b) Relative demand for housing and business use in that location. 	<p>activities and community services that will be available in the Neighbourhood Centre Area (NCA). Refer to AEE section of this report for further discussion on the GRA density.</p> <p>The NCA will be centrally located within the Hauora Hub, making access walkable across the whole Development Area.</p> <p>The shared path linking the site with Dargaville will ensure that there is accessibility with the commercial activities and community services available in Dargaville,</p>
<p>Policy 6:</p> <p>When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:</p> <ul style="list-style-type: none"> (a) The planned urban built form anticipated by those RMA planning documents that have given effect to this NPS (b) That the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes: <ul style="list-style-type: none"> (i) May detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and (ii) Are not, of themselves, an adverse effect. (c) The benefits of urban development that are consistent with well-functioning urban environments (Policy 1) (d) Any relevant contribution that will be made to meeting the requirements of this NPS to provide or realise development capacity (e) The likely current and future effects of climate change 	<p>The Proposed Kaipara District Plan is the RMA planning document that will give effect to the NPS:UD. The Proposed Plan will implement all or part of the Spatial Plans, given the two documents have different planning horizons (10 years vs 30 years). For Dargaville, there is only one area identified in the Spatial Plan for Industrial growth, being Neighbourhood 7 Awakino Point. This is also the only flood free area. The Light Industrial Area (LIA) on the Trifecta Development Area corresponds (approximately) with the spatial extent of Neighbourhood 7 Awakino Point.</p> <p>The inclusion of residential in the Development Area is considered appropriate and comparable to the residential growth areas provided for in greenfield sites in the Spatial Plan - Neighbourhood 5 Awakino River and Neighbourhood 6 Outer Dargaville Plateau. These two greenfield Neighbourhoods are of a size that provides for growth at scale (rather than infill growth), similar to what is intended to be achieved in the General Residential Area (GRA). Both Neighbourhood 5 and 6 are approx. 2kms from Dargaville's town centre, while GRA is approx. 4kms. While GRA is further from Dargaville's town centre, Neighbourhood's 5 and 6 are both still some distance from the town centre.</p> <p>If all of Neighbourhood 7 Awakino Point is implemented in the Proposed District Plan, then Dargaville will grow towards the Trifecta Development Area, resulting in join up of the urban areas.</p> <p>The implementation of the Development Area will result in significant changes to the area, which will change the amenity values for the surrounding residents (refer Social Impact Assessment, Appendix 9). However, the change will be positive for other</p>

	<p>people as a result of the provision of additional homes in a variety of densities and typologies.</p> <p>The urban areas within the Development Area have been informed by best practice urban design and sound planning principles, resulting in a well-functioning urban environment.</p> <p>The development capacity in the Trifecta Development Area will be realised. It is an outcome of balancing economic return (Lot yield) with creating a well-functioning urban environment.</p> <p>Climate change has been taken into account in the research and planning phase for the Plan Change to ensure resilience of the residents and workers. This includes the whole site being located outside of the flood hazard areas, as mapped by the Northland Regional Council (including mapping taking into account sea level rise), the Blue-Green Network for stormwater management, enabling individual onsite water storage of rainwater harvested, and for dwellings and businesses to undertake solar generation.</p>
<p>Policy 8:</p> <p>Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:</p> <ul style="list-style-type: none"> (a) Unanticipated by RMA planning documents; or (b) Out-of-sequence with planned land release. 	<p>The Plan Change will add significantly to the development capacity of residential and light industrial land for Dargaville. The five different Areas within the Development Area have been designed so that they will be a well-functioning urban environment (refer to response to Policy 1).</p> <p>It is acknowledged that the residential component of the Development Area is unanticipated by the Dargaville Spatial Plan. It is also acknowledged that the Trifecta Development Area is on the outer edge of the Spatial Plan, therefore, the implementation of the Plan Change will potentially result in an out-of-sequence land release. It is not known how much of the Spatial Plan will be implemented in the Proposed District Plan given the two documents have different planning horizons, i.e. 30 years vs 10 years.</p> <p>However, the proposed shared path will link the Development Area to Dargaville, providing an active transport option for future residents and workers. In addition, Dargaville will 'grow' towards the Plan Change site, if all of Neighbourhood 7 Awakino Point is implemented in the Proposed District Plan. Neighbourhood 7 is the only area identified in the Spatial Plan that provides for industrial growth. And</p>

	<p>Neighbourhood 7 has the advantage of being flood free.</p> <p>Local authorities have to be able to demonstrate how their plans, resource consents and other RMA decisions contribute to the NPS:UD outcomes. and should be proactive in removing barriers that create costs or limit benefits.</p> <p>Kaipara District Council is encouraged to be responsive to the current need for housing and business land when it makes its decision on this Plan Change for a well-functioning urban environment.</p> <p>Also refer to response to Implementation clause 3.8.</p>
<p>Policy 9:</p> <p>Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Titiriti o Waitangi) in relation to urban environments ...</p>	<p>Refer to Objective 5 response.</p>
<p>Policy 10:</p> <p>Tier 1, 2 and 3 local authorities:</p> <p>(a) That share jurisdiction over urban environments work together when implementing this NPS; and</p> <p>(b) Engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and</p> <p>(c) Engage with the development sector to identify significant opportunities for urban development.</p>	<p>Policy 10 supports engagement between local authorities and the development sector.</p> <p>The Plan Change is a significant opportunity for urban development for Dargaville. Engagement with Kaipara District Council has been frequent over the research phase of this Plan Change, both with Councillors and staff (refer to Consultation section of this report).</p>
<p>Part 3: Implementation</p>	
<p>Subpart 1 – Providing development capacity</p>	<p>Plan Change response</p>
<p>Clause 3.2:</p> <p>Sufficient development capacity for housing</p> <p>(1) Every tier 1, 2 and 3 local authorities must provide at least sufficient development capacity</p>	<p>The Plan Change will deliver to this NPS:UD requirement for housing development capacity for Kaipara District Council. There is a need now for housing in Dargaville (refer Market Demand Analysis Appendix 7).</p>

<p>in its region or district to meet expected demand for housing:</p> <p>(a) In existing and new urban areas; and</p> <p>(b) For both standalone dwellings and attached dwellings; and</p> <p>(c) In the short term, medium term, and long term.</p> <p>(2) In order to be sufficient to meet expected demand for housing, the development capacity must be:</p> <p>(a) plan-enabled (see clause 3.4(1)); and</p> <p>(b) infrastructure-ready (see clause 3.4(3)); and</p> <p>(c) feasible and reasonably expected to be realised (see clause 3.26); and</p> <p>(d) For tier 1 and 2 local authorities only, ...</p>	<p>The response to clause 3.7 addresses when there is insufficient capacity.</p> <p>The Trifecta Development Area is a new urban area.</p> <p>The General Residential Area provides for a variety of housing typologies, including standalone dwellings and attached dwellings.</p> <p>Regarding timeframes, the implementation of the Dargaville Spatial Plan through the Proposed District Plan will deliver to this NPS:UD requirement, but in the longer term. The Plan Change will be able to deliver development capacity in the shorter term (2024-25 for development to be ‘turn-key’ ready). The Proposed District Plan won’t be operative until approx. 2026-27, and subsequent development won’t be ‘turn-key’ ready until approx. 2028-29. Refer to response to Policy 2.</p> <p>The Plan Change site has a willing land owner and a willing developer, which speeds up the delivery of development. It is typically slower for land to be development when up-zoned through a Council initiated process, as the land owners have not necessarily sought the change.</p> <p>The definition of ‘sufficient’ is that there is housing development capacity that is plan-enabled and infrastructure-ready. KDC does not have this in the short or medium term, refer to clause 3.4 response.</p>
<p>Clause 3.3:</p> <p>Sufficient development capacity for business land</p> <p>(1) Every tier 1, 2 and 3 local authorities must provide at least sufficient development capacity in its region or district to meet expected demand for business land:</p> <p>(a) From different business sectors; and</p> <p>(b) In the short term, medium term, and long term.</p> <p>(2) In order to be sufficient to meet expected demand for business land, the development capacity provided must be:</p> <p>(a) plan-enabled (see clause 3.4(1)); and</p>	<p>The Plan Change will deliver to this NPS:UD requirement for development capacity for light industrial business land for Kaipara District Council. There is a need now for flood free business land in Dargaville (refer Market Demand Analysis Appendix 7).</p> <p>The response to clause 3.7 addresses when there is insufficient capacity.</p> <p>The Trifecta Development Area is only providing for Light Industrial business land. The Plan Change’s aim is to complement not compete with Dargaville. There is a need for Light Industrial land for business growth. The Light Industrial Area provides a suitable area for this growth that is flood free, flat, large greenfield site with good transportation access to SH14.</p> <p>While commercial land uses have been provided for in both LIA and the Neighbourhood Centre Area (NCA), the Gross Floor Area has been deliberately</p>

<p>(b) infrastructure-ready (see clause 3.4(3)); and</p> <p>(c) suitable (as described in clause 3.29(2)) to meet the demands of different business sectors (as described in clause 3.28(3)); and</p> <p>(d) For tier 1 and 2 local authorities only, ...</p>	<p>limited so as to not compete with commercial activities in Dargaville.</p> <p>Regarding timeframes, as above, the Plan Change will be able to deliver development capacity in the shorter term (approx. 2024-25), while the Proposed District Plan will deliver in the longer term (approx. 2028-29).</p> <p>The definition of 'sufficient' is that there is business land development capacity that is plan-enabled and infrastructure-ready. KDC does not have this in the short or medium term, refer to clause 3.4 response.</p>
<p>Clause 3.4:</p> <p>Meaning of plan-enabled and infrastructure-ready</p> <p>(1) Development capacity is plan-enabled for housing or for business land if:</p> <p>(a) In relation to the short term, it is on land that is zoned for housing or for business use (as applicable) in an operative district plan</p> <p>(b) In relation to the medium term, either paragraph (a) applies, or it is on land that is zoned for housing or for business use (as applicable) in a proposed district plan</p> <p>(c) In relation to the long term, either paragraph (b) applies, or it is on land identified by the local authority for future urban use or urban intensification in an FDS or, if the local authority is not required to have an FDS, any other relevant plan or strategy.</p> <p>(2) For the purpose of subclause (a), land is zoned for housing or for business (as applicable) only if the housing or business use is permitted, controlled, or restricted discretionary activity on that land.</p> <p>(3) Development capacity is infrastructure-ready if:</p> <p>(a) In relation to the short term, there is adequate existing development infrastructure to support the development of the land</p> <p>(b) In relation to the medium term, either paragraph (a) applies, or funding for adequate infrastructure to support the</p>	<p>Regarding Plan-enabled, the Racecourse site is not zoned in the Operative District Plan for housing and business. We do not know how much of the Spatial Plan that the Proposed Plan will implement. For the Racecourse site, only the western portion is shown as part of Neighbourhood 7 Awakino Point for Industrial. There is no other relevant plan or strategy that includes the Racecourse site.</p> <p>Based on this criteria, development capacity for housing growth on the Racecourse site is not plan-enabled, while development capacity for business land on the Racecourse site is plan-enabled in the medium term (if included in the Proposed District Plan), or long term (if not included in Proposed District Plan, but remains in the Spatial Plan). With approval of the Plan Change, the Development Areas would be included in the Operative District Plan, making housing and business land Plan-enabled in the short term.</p> <p>Regarding Infrastructure-ready, there is not adequate existing development infrastructure to support the development of the Racecourse site. Funding for infrastructure to support the development has not been identified in either the Long Term Plan 2021-31 nor the Infrastructure Strategy 2018-48.</p> <p>Based on this criteria, development capacity for housing and business land on the Racecourse site is not infrastructure-ready in the short, medium or long term. It is noted that the developer will extend reticulated services to the Development Area.</p>

<p>development of the land is identified in the long-term plan</p> <p>(c) In relation to the long term, either paragraph (b) applies, or development infrastructure to support the development capacity is identified in the local authority's infrastructure strategy (as required as part of its long-term plan).</p>	
<p>Clause 3.5:</p> <p>Availability of additional infrastructure</p> <p>(1) Local authorities must be satisfied that the additional infrastructure to service the development capacity is likely to be available.</p>	<p>The Trifecta Development Area is able to be serviced by reticulated water and wastewater, albeit extension and upgrades are required. Stormwater is able to be effectively managed onsite to achieve hydraulic neutrality (refer to Engineering and Infrastructure Assessment Report Appendix 4).</p>
<p>Clause 3.6:</p> <p>Housing bottom lines for tier 1 and 2 urban environments</p> <p>...</p>	<p>Not applicable to Kaipara District.</p>
<p>Clause 3.7:</p> <p>When there is insufficient development capacity</p> <p>(1) If a local authority determines that there is insufficient development capacity (as described in clauses 3.2 and 3.3) over the short term, medium term, or long term, it must:</p> <p>(a) Immediately notify the Minister for the Environment; and</p> <p>(b) If the insufficiency is wholly or partly a result of RMA planning documents, change those documents to increase development capacity for housing or business land (as applicable) as soon as practicable, and update any other relevant plan or strategy (including a Future Development Strategy); and</p> <p>(c) Consider other options for:</p> <p>(i) Increasing development capacity; and</p>	<p>To provide for development capacity, the Proposed District Plan will be implementing part of or all of the Spatial Plan, given their different planning horizons. This will provide for growth over the longer term (approx. 2028-29). This will leave insufficient capacity in the short to medium term. Refer to responses to clauses 3.2 and 3.3.</p> <p>To remedy insufficient development capacity, Clause 3.7 encourages Council's to 'consider other options' for increasing development capacity and enabling development.</p> <p>The Plan Change provides Kaipara District Council with an avenue to increase development capacity and enable development in the shorter term through the provision of residential land and light industrial land at the Racecourse site.</p>

(ii) Otherwise enabling development.	
Subpart 2 – Responsive Planning	Plan Change response
<p>Clause 3.8</p> <p>Unanticipated or out-of-sequence developments</p> <p>(1) This clause applies to a plan change that provides significant development capacity that is not otherwise enabled in a plan or is not in sequence with planned land release.</p> <p>(2) Every local authority must have particular regard to the development capacity provided by the plan change if that development capacity:</p> <p>(a) Would contribute to a well-functioning urban environment; and</p> <p>(b) Is well-connected along transport corridors; and</p> <p>(c) Meets the criteria set under subclause (3)</p> <p>(3) Every regional council must include criteria in its regional policy statement for determining what plan changes will be treated, for the purpose of implementing Policy 8, as adding significantly to development capacity.</p>	<p>Responsive planning seeks to improve land use flexibility generally by ensuring local authorities have particular regard to plan changes that would add significantly to development capacity as they arise.</p> <p>The Trifecta Development Area is a Plan Change to the Operative District Plan (ODP). There is demand for additional development capacity in Dargaville (refer Market Demand Analysis Appendix 7) that is not enabled by the ODP zones and provisions. The Development Area will provide significant housing and light industrial development capacity for Dargaville. It is acknowledged that the Plan Change site is potentially out of sequence, being located on the outer edge of the Spatial Plan. However, it is not known how much of the Spatial Plan will be implemented in the Proposed District Plan given their different planning horizons.</p> <p>Kaipara District Council to have ‘particular regard’ to the development capacity provided by the Plan Change. The Plan Change is considered to pass the two of the three ‘tests’ under (2), as outlined below. It is noted that (2)(c) and (3) are not able to be met by the Plan Change as it relies on the Regional Council.</p> <p>First, the layout, design and provisions of the urban Areas in the Development Area will collectively contribute to a well-functioning urban environment (refer to Policy 1 response).</p> <p>Second, the Development Area is well-connected along transport corridors, being located on SH14. This connectivity will support the Light Industrial businesses that establish in LIA. A shared path is proposed along SH14 connecting the Development Area and Dargaville to provide residents and workers with an active transport option.</p> <p>And third, the Northland Regional Council has not yet included criteria in the Regional Policy Statement for Northland (RPS) regarding what plan changes will be adding significantly to development capacity. The RPS was last updated in May 2018, before the NPS:UD was made operative (2020).</p>

	In the absence of criteria in the RPS, it is recommended that reference is made to the Economic Impact Assessment (Appendix 6) and the Market Demand Analysis (Appendix 7).
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National Policy Statement: Freshwater Management

250. The National Policy Statement: Freshwater Management (**NPS:FM**) was gazetted on 3 August 2020 with the provisions coming into force on 3 September 2020. It replaces the National Policy Statement for Freshwater Management 2014 (as amended in 2017). There are no known water bodies or wetlands located within the Plan Change area, and therefore the NPS:FM is not considered relevant to the Plan Change.
251. It is noted that there is a number of springs on the elevated portion of the subject site, one of which has been modified into a man-made pond for stock water purposes. The proposed Blue Green network incorporates these springs.
252. Regarding stormwater management on the site when it is developed, the design, construction and maintenance of the proposed stormwater system will be required to be designed to satisfy the provisions relating to Te Mana o te Wai in accordance with the NPS:FM.

National Planning Standards

253. The National Planning Standards (**NP Standards**) came into effects on 5 April 2019 and were established under s58B-J of the RMA. The purpose of the NP Standards is to improve consistency in plan and policy statement structure, format and content throughout New Zealand. These codify the structure, mapping, definitions and noise/vibration metrics of District, Regional and Unitary Plans.
254. As noted previously, consideration has been given to the best ‘tool’ under the NP Standards for this Plan Change. An important part of that consideration was that the drafting of the Operative District Plan is not consistent with the NP Standards (given its age), and it is currently under review. While it is a Plan Change to the Operative District Plan, ideally it is also future proofed for alignment with the Proposed District Plan.
255. Consideration was given to the following different options (**Table 4**) under the NP Standards, plus comments on their applicability for the Plan Change.

Table 4: National Planning Standards options for the Plan Change

NP Standards Option	NP Standards Explanation	Applicability to Trifecta Plan Change
Precinct	A precinct identifies and manages an area where additional place-based provisions apply to modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone(s).	<p>The underlying zones would be the Operative District Plan zones Residential (non-Overlay), Business: Industrial, Business: Commercial and Reserve Management Units (RMU). Putting a Precinct on top of these zones, in particular the Residential zone and RMU, is considered to not be able to achieve the Tripartite Group’s vision and achieve a well-functioning urban environment based on urban design principles and sound planning principles.</p> <p>The underlying zones of the Operative District Plan have a limited life as the Plan is under review and</p>

NP Standards Option	NP Standards Explanation	Applicability to Trifecta Plan Change
		the Proposed District Plan must adopt the NP Standards zones. This creates too much uncertainty for the Plan Change to have Precincts on top of zones that are imminently changing.
Special Purpose Zone (with Precincts)	<p>A Special Purpose Zone (other than those specified in Table 13) can be used if it passes a threshold test:</p> <ul style="list-style-type: none"> a. are significant to the district, region or country. b. are impractical to be managed through another zone. c. are impractical to be managed through a combination of spatial layers. 	<p>The Plan Change development could be a Special Purpose Zone combined with underlying Precincts for the different land uses, e.g. residential, light industrial, etc.</p> <p>While the Plan Change will be significant to the wider Dargaville area, it is not considered to be significant to the District, Region or Country. Refer to the Economic Impact Assessment (Appendix 6), Social Impact Assessment (Appendix 9), and Cultural Impact Assessment (Appendix 11). By way of comparison, Marsden City Plan Change 150 to the Whangarei District Plan was not considered 'significant' to Whangarei District under this test.</p> <p>In addition, it is practical to manage through spatial layers - Development Areas.</p>
Settlement Zone	Areas used predominantly for a cluster of residential, commercial, light industrial and/or community activities that are located in rural or coastal environments.	<p>The mixture of land uses aligns with the development outcomes sought for the Plan Change.</p> <p>Land uses have to be spatially fixed at time of the Plan Change. This option better suits an already developed area or partially developed area, where the different land uses are largely established. Does not provide a degree of flexibility that is sought for the Neighbourhood Centre and connected Open Space through the Hauora Hub.</p>
Mixed Use Zone	Areas used predominantly for a cluster for a compatible mixture of residential, commercial, light industrial, recreational and/or community activities.	<p>The mixture of land uses aligns with the development outcomes sought for the Plan Change.</p> <p>This option better suits an already developed area or partially developed area, where the different land uses are largely established. Typically, a Mixed Use Zone does not provide guidance on where land uses can established, except in relation to each other (e.g. to address reverse sensitivity and compatibility). This does not suit a Greenfield site like the Racecourse. This does not give Council or the surrounding community any certainty as to outcome.</p>

NP Standards Option	NP Standards Explanation	Applicability to Trifecta Plan Change
Development Area	A development area spatially identifies and manages areas where plans such as concept plans, structure plans, outline development plans, master plans or growth area plans apply to determine future land use or development.	<p>This approach allows flexibility with the spatial layout and extent of different land uses, which suits how the Neighbourhood Centre and connected Open Space will be realised, hence the Hauora Hub.</p> <p>Good approach for Greenfield sites, where there are no or minimal existing land uses, built development, roading, etc.</p> <p>The Development Area has its own chapter, which helps future proof the Plan Change for transition into the Proposed Kaipara District Plan.</p>

256. Based on this assessment, it is considered that the best NP Standards approach that delivers to the Tripartite Group's vision, suites the un-developed nature of the Racecourse site, achieves a well-functioning urban environment based on urban design principles and sound planning principles, is the Development Area. In addition, the Development Area chapter's drafting has adhered to all relevant NP Standards requirements. Therefore, the Plan Change is consistent with the gazetted National Planning Standards.

National Environmental Standards

257. National Environmental Standards (NES) are regulations issued under the RMA that prescribe technical standards, methods and other requirements for environmental matters. Section 44A of the RMA requires local authorities to recognise NES and give effect to the NES in their plans. There are currently six National Environmental Standards, for:

- Air Quality;
- Sources of Drinking Water;
- Telecommunications Facilities;
- Electricity Transmissions Activities;
- Assessing and Managing Contaminants in Soil to Protect Human Health;
- Plantation Forestry; and
- Freshwater.

258. None of the above NES are considered relevant to the consideration of this Plan Change request, therefore, no further assessment is required. It is noted that an evaluation of the Racecourse site with regards to the NES: Assessing and Managing Contaminants in Soil to Protect Human Health has been undertaken, refer to the AEE section of this report and **Appendix 14**. There have been no HAIL activities undertaken on the site, therefore further assessment under the NES is not required.

Regional Policy Statement for Northland

259. The Regional Policy Statement for Northland 2016 (**RPS**) provides broad direction for managing Northland's natural and physical resources. The policies and methods contained in the RPS provide guidance for territorial authorities for plan making.
260. As stated in the Planning Context part of this report, the Plan Change site is void of any landscape or coastal overlays under the RPS, nor located within any statutory acknowledgement areas, or within a natural hazard area. Of relevance to the Plan Change are provisions of the RPS pertaining to economic wellbeing, reverse sensitivity, efficient and effective infrastructure, regional form, tangata whenua, and regionally significant infrastructure.

Economic Wellbeing

261. Objective 3.5 seeks to enable economic wellbeing through the sustainable management of Northland's natural and physical resources in a way that is attractive for business and investment.
262. The Development Area will revitalise the economic wellbeing of the wider Dargaville area through providing a Light Industrial Area (LIA) that is on flood free land, flat, greenfield, fully reticulated services, and easy transportation connectivity to SH14. This will allow people and businesses to choose Dargaville and Northland as a place to invest by establishing their business (refer to Economic Impact Assessment **Appendix 6**).

Reverse Sensitivity

263. Objective 3.6 seeks to protect the viability of land and activities from experiencing reverse sensitivity effects from new subdivision, use and development. It is noted that Objective 3.6 includes potential outcome of sterilization of land due to reverse sensitivity effects, however this is restricted to regionally significant mineral resources or regionally significant infrastructure, neither of which are present on the Plan Change site. Objective 3.6 is achieved through Policy 5.1 Regional Form.
264. The AEE section of this report addresses in the detail the issue incompatible land uses, potential for reverse sensitivity effects. A selection of mitigation measures is proposed, including plantings and/or earth bund, setbacks for buildings, spatial placement of businesses within LIA, and acoustic treatments for certain activities within the NCA (refer to **Table 2** for more detail). The combination of these measures is considered to adequately address any potential for reverse sensitivity on the surrounding existing land uses from the new development.

Regionally Significant Infrastructure

265. State Highways are a Regionally Significant Infrastructure that enhance Northland's economic, cultural, environmental and social wellbeing. Therefore, the RPS provides for State Highways to be recognised and any potential effects are avoided, remedied or mitigated so the benefits of the State Highway can be fully realised.
266. SH14 adjoins the Plan Change site. In order to ensure SH14 is provided for and its benefits continue to be realised, the Plan Change proposes to not have any direct access from the Development Area onto SH14. In addition, it is proposed to upgrade the intersection of Awakino Point North Road with SH14 so that it is able to safely and efficiently accommodate the additional trips generated by the Plan Change development. There has been pre-lodgement consultation with Waka Kotahi about this Plan Change, and this is ongoing. Based on this, it is considered that the Plan Change is consistent with Objective 3.7 and associated Policy 5.3.

Efficient and Effective Infrastructure

267. Objective 3.8 seeks to manage resource use to optimise the use of existing infrastructure, ensure new infrastructure is flexible, adaptive, resilient and meets the reasonably foreseeable needs of the community,

including their wellbeing. Objective 3.8 is achieved through Policy 5.1 Regional Form and Policy 5.2 Effective and Efficient Infrastructure.

268. The Trifecta Development Area site is currently serviced by reticulated water, however the reticulated wastewater network requires extension to service the site. Individual onsite rainwater harvest and storage will be provided for, as will renewable energy generation. This will provide flexibility and will support the resilience of the residences and businesses. Part of a well-functioning urban environment is being serviced by efficient and effective infrastructure. Reticulated water and wastewater are considered to provide that outcome. While there is insufficient coverage and capacity within the existing infrastructure, upgrades and extensions to these services is considered appropriate.
269. Transportation connectivity will be provided internally and externally to the Plan Change site, including provision for walking and cycling networks, upgrade of the local road, and upgrade of the intersection with SH14. This will support the residential and business users that will establish.
270. Overall, the Trifecta Development Area is considered to be consistent with this RPS objective and provides efficient and effective infrastructure.

Regional Form

271. The Regional Form Objective 3.11 (and associated Policies 5.1 and 5.2) requires subdivision, use and development to be located, designed and built in a planned and coordinated manner, creating a sense of place, an identity, and offering a range of lifestyle, employment and transport choices, as well as being well-integrated with transport and three waters infrastructure.
272. As outlined in the Urban Design Assessment (**Appendix 8**), the Plan Change has been designed in accordance with the Regional Urban Design Guidelines, particularly with regard to encouraging quality urban design within the urban environments, e.g. walkability, accessible open spaces, community services and facilities, passive transportation options. The provisions of the Plan Changes encourage future development to recognise and respond to the context and cultural values of the locality, while offering a choice in urban lifestyles including papakainga style living and retirement living, and a range of housing options and typologies for residents. The over-arching approach of Hauora (community wellbeing) will help create a sense of place for this new neighbourhood, with the Neighbourhood Centre Area (NCA) designed to be the heart. As outlined above, the Development Area is going to be serviced by efficient and effective infrastructure.
273. The explanation for Objective 3.11 states that developing sustainable built environments means consolidating new urban development within and adjacent to existing settlements. The Trifecta Development Area is not located within or adjacent to the existing urban areas of Dargaville. The Dargaville Spatial Plan provides for industrial growth to the east of Dargaville (Neighbourhood 7 Awakino Point), including a portion of the Plan Change site. This is the only new area identified for industrial growth, and it has the advantage of being the only flood free area. Therefore, it is anticipated that Neighbourhood 7 will be up-zoned in the Proposed District Plan. This will result in the urban edge of Dargaville extending east to join up with the Plan Change site. The Trifecta Development Area will be the new urban edge of Dargaville. More detail is provided in the Dargaville Spatial Plan section of this report (below).
274. One of the design principles for the Trifecta Development Area has been to complement not compete with Dargaville. This has been reflected in limiting the size of commercial activities that can be undertaken in both the Light Industrial Area (LIA) and the NCA. This is consistent with the Regional Form Objective to ensure the ongoing viability of existing town centres.
275. The Plan Change will deliver a well-functioning urban environment (refer to details in the NPS: Urban Development section of this report), and will result in a sustainable built environment, with a focus on the Hauora or community's wellbeing.

Tangata Whenua

276. Objective 3.12 (and associated Policies 8.1 and 8.2) seeks that tangata whenua kaitiaki role is recognised and provided for in decision-making. As identified in the Cultural Impact Assessment process (**Appendix 11**), one of the guiding principles of the RPS is partnership with tangata whenua:

In recognition of the partnership principles in Te Tiriti o Waitangi, and the benefits of working in partnership, tangata whenua have a key role in resource management.

277. The RPS provides statutory recognition of Tangata Whenua's role as kaitiaki (guardian). The principle of partnership has been respected by the pre-lodgement consultation that has been undertaken with mana whenua through a Cultural Impact Assessment process. The recommended mitigation measures have been incorporated into the Development Area provisions or design (where appropriate), and a mechanism for on-going involvement and consultation with mana whenua is agreed. A summary of the Tripartite Group's responses to the mitigation measures is included with the CIA.
278. On this basis, it is considered that tangata whenua have, and will continue to, participate in this resource management process of developing the Racecourse site. Therefore, the Plan Change is consistent with the RPS.

Regional Policy Statement Summary

279. Overall, the Plan Change has been developed with the view of striking an appropriate balance between providing for the efficient development of the Racecourse site to support Dargaville and the wider Northern Wairoa area, whilst ensuring that adverse effects are managed to an appropriate level. The Plan Change is therefore considered to be consistent with the provisions of the RPS.

Northland Regional Plans

280. The operative Regional Plans for Northland are the Regional Water and Soil Plan, Air Quality Plan and the Coastal Plan. The Proposed Regional Plan (**PRP**) combines the operative Regional Plans applying to the coastal marine area, land, water and air into one combined plan. It is considered that the proposed provisions of the Plan Change are generally consistent with the PRP.
281. As stated in the Planning Context section of this report, the site is not subject to any regional plan resource mapping overlays. Any Regional Plan requirements can be addressed at the time of development, if required.

Regional Land Transport Plan for Northland 2021-2027

282. The Regional Land Transport Plan for Northland 2021-2027 (**RLT Plan**) was prepared by the Regional Land Transport Committee under the provisions of the Regional Land Transport Amendment Act 2003. The setting of the ten-year transport priorities in the RLT Plan are informed by the Government Policy Statement on Land Transport (refer above for more details).
283. The RLT Plan is divided into two parts: a Strategy and a Programme. There are five Objectives and their associated Policies, and seven Transport Priorities. The programme of works has four areas: State High improvements and maintenance; local road improvements and maintenance; public passenger transport; and walking and cycling improvements. The elements of the Strategy and Programme of relevance to Kaipara District and the Plan Change are discussed below.

Public Passenger Transport

284. The RLT Plan acknowledges that in the past, Northland's transport infrastructure has been heavily focused on catering for transport in private vehicles. Outside of Whangarei City, travel choice is generally limited, and there remains a considerable reliance on private motor vehicles to access jobs, recreation opportunities and

community facilities. This is because the current transport network does not adequately serve the majority of Northland. In rural areas and rural towns in particular, there is a lack of walking and cycling infrastructure and a lack of public transport.

285. While private vehicles will continue to be important mode of transport in rural Northland, recently there has been an increased impetus on moving toward a mode neutral transport system, particularly in urban areas. In line with the GPS in regard to mode neutrality, where possible Northland has been promoting walking, cycling and public transport through investment. Of relevance to this is Objective 2 and all the related Policies, and Objective 3 and Policy 4.
286. It is noted that there is no public transport currently in Dargaville or Kaipara District.

Walking and Cycling

287. As stated above, travel choice is limited in Northland, and generally there is a lack of walking and cycling infrastructure particularly for rural communities and rural towns. Over recent years, a number of initiatives have improved or seek to improve walking and cycling infrastructure throughout the region. Of relevance to this is Objective 2 and all the related Policies, Objective 3 and Policy 4 and Objective 5 and Policy 4.
288. For Kaipara District, the key planned programme and future opportunities are included in the Kaipara Walking and Cycling Strategy and the Spatial Plans. Of relevance to the Plan Change is that both of these documents include a walking and cycling link along SH14 that includes the section of the State Highway between Dargaville and the Development Area (more details on both documents are included below).

Future Proofing and Long Term Planning

289. The problem identified under Transport Priority 7: Future Proofing and Long Term Planning, is that historically there has been a disconnect between transport planning and land use/spatial planning. This has resulted in a network that is vehicle-centric and little consideration has been given to alternate modes of transport. The RLT Plan seeks to promote alignment and integration between infrastructure planning and growth strategies and plans. Of relevance to this is Objective 1 and Policy 1, Objective 5 and Policies 1 and 2.
290. For Kaipara District, this integration has been undertaken with the Spatial Plans. The Dargaville Spatial Plan includes Key Moves for walking and cycling (refer **Figure 8**). The Plan Change supports the walking and cycling route shown along SH14 that will link Dargaville with the Trifecta Development Area (further details provided below). The Spatial Plan also identifies the benefits for businesses of establishing Industrial activities (Neighbourhood 7) near a good transportation corridor – SH14. The Light Industrial Area (LIA) on the Plan Change supports this outcome. To ensure the continued efficient and safe operation of SH14, the Plan Change proposes that there is no direct access from the Trifecta Development Area onto SH14, and it proposes to upgrade the intersection of the local road Awakino Point North Road with SH14.

State Highways and Local Roads

291. Transport Priority 2: Regional and National Connectivity includes key projects for Northland’s State Highways and local roads to be undertaken over the period 2021-2024. This includes safety projects, walking and cycling projects and resilience projects. It is noted that there are no projects identified for Dargaville or SH14.

Kaipara District Council Strategic Plans

Kaipara District Spatial Plan – Nga Wawata 2050

292. The Kaipara District Spatial Plan (**Spatial Plan**) was adopted by KDC in December 2020. The Spatial Plan sets a framework and provides direction for growth across the Kaipara District over a 30-year planning horizon, including identifying new areas for development and opportunities for greater density. As the Spatial Plan is a

non-statutory document, its implementation is reliant on other statutory processes, e.g. District Plan review, Plan Changes and Long Term Plan. The Spatial Plan is providing direction for the current District Plan review, with the Proposed Kaipara District Plan scheduled for public notification at the end of 2022.

293. There are detailed Spatial Plans for the key urban areas of Dargaville, Maungaturoto, Kaiwaka and Mangawhai. The Key Moves in the Dargaville Spatial Plan of relevance to the Plan Change are shown in **Figures 5, 7-9**, with the western half of the subject site identified as Industrial (Neighbourhood 7 Awakino Point, refer **Figure 6**).

294. The vision for the Dargaville Spatial Plan is:

In 2050, Dargaville is the epicentre of Kaipara food production and technology, a visitor hub for our natural and cultural tourism attractions and a place where our history and the community are celebrated.

295. Following are the nine Key Moves from the Dargaville Spatial Plan, and commentary on how the Trifecta Development Area responds:

- Key Move 1 Blue Green and Brown Network

The Spatial Plan provides for a Green network of open space, public access, ecological and riparian areas, a Blue network of waterways, and a Brown network for rural productive soils. The Trifecta Development Area includes Open Space Areas, with one being a Blue Green Network which has the dual purpose of stormwater management and walking and cycling linkage. The other Open Space Areas provide open spaces and public access. The Racecourse site has no ecological areas. Stormwater management within the Blue Green Network will include providing for riparian areas with building setbacks and plantings that support mahinga kai (e.g. cultural food harvest). The productive value of the soil on the site is marginal given the high water table in winter.

- Key Move 2 Mana Whenua Values

Through the Cultural Impact Assessment (CIA) process, mana whenua were given the opportunity to share their values regarding the proposed development of the Racecourse site. The recommended mitigation measures were considered by the Tripartite Group and most were included in the Plan Change design or provisions, as appropriate (refer **Appendix 11**).

The Maori design principles followed in the Spatial Plan was Te Aranga Design Principles. The Trifecta Development Area has followed Kaupapa Maori models of wellbeing for the design, as outlined in the Urban Design Assessment (**Appendix 8**). It is considered that the Maori design principles for both the Spatial Plan and the Plan Change are largely consistent. Equally the community design principles in the Spatial Plan and the Tripartite Group's guiding principles are considered consistent with each other.

- Key Move 3 Celebrate the 3 Rivers and Gateways

The Spatial Plan identifies a Gateway near the junction of SH14 and Awakino Point North Road. The Plan Change supports the implementation of this initiative (refer Assessment of Landscape Effects, **Appendix 10**), and could be included as part of the design for the intersection upgrade. The Plan Change site is not near any of the three rivers.

- Key Move 4 Intensification of Existing Residential and Key Move 5 New Housing on the Periphery

The Spatial Plan provides for future residential by expanding Dargaville to the north and east (Neighbourhoods 5 and 6), around the hospital (Neighbourhood 3), and compact infill close to town centre (Neighbourhoods 1, 2 and 4). This includes papakainga housing and retirement village located close to the hospital. The General Residential Area (GRA), Large Lot Residential Area (LLRA), Neighbourhood Centre

Area (NCA) and Open Space Area (OSA) within the Trifecta Development Area are not consistent with Key Move 4 or 5.

The location of the Development Area in relation to Dargaville is considered in detail in the s32 section of this report, including locating residential growth in Neighbourhoods 1-6.

- Key Move 6 Intensify Commercial and Industrial to the East

Neighbourhood 7 Awakino Point is identified as a Business Hub with good transportation connectivity provided by the proximity of SH14. The Spatial Plan identifies that there is currently limited industrial zoned land in Dargaville. Neighbourhood 7 is the only new industrial area identified in the Dargaville Spatial Plan. The other two industrial areas are existing Industrial zoned land that is identified for intensification. There are two limitations on growth potential for the existing Industrial zoned land. First, intensification generally provides for smaller incremental growth. Second, the existing Industrial zoned land is all within Flood Hazards mapping (NRC). Neighbourhood 7 is the only flood free location and only greenfields location that can provide for industrial business growth at scale. The Spatial Plan identifies that the majority of the business land will be delivered through Awakino Point Business Park.

It is noted that only limited commercial land uses are provided for in the Trifecta Development Area, so much as to support the day to day needs of residents and workers. This is following the design and planning principle of complementing not competing with Dargaville.

Employment growth that will be provided within the light Industrial Area (LIA) will support ahi ka – iwi and hapu being able to return or stay in their rohe because they have employment.

- Key Move 7 Greening the Highway

The Spatial Plan shows the SH14 corridor from Dargaville out to the Racecourse site as being part of greening the Highway. The Plan Change supports the implementation of this initiative (refer Assessment of Landscape Effects, **Appendix 10**), and could be included as part of the design for the shared walking and cycling path linkage along this portion of SH14.

- Key Move 8 Connecting Collector Roads

The Spatial Plan shows a proposed future road 'C' linking the residential growth on the northern side of Dargaville (Neighbourhood 6) with industrial growth on the eastern side of Dargaville (Neighbourhood 7). This future link road is supported, as it will complement the growth provided for in the Trifecta Development Area.

- Key Move 9 Walk + Cycle Connections

The Spatial Plan has a primary cycle/walking connection 'A' looping around the existing urban areas and the proposed growth areas, including extending along SH14 corridor towards to Racecourse site. The Plan Change includes provision for a shared path between the site and Dargaville, which is consistent with the outcome for Key Move 9.

296. The Implementation Plan states that structure planning is the next step to form the necessary technical reports, followed by a plan change. The Implementation Plan considers that the areas where Dargaville has limited land supply would be prioritised. The technical reports that support this Plan Change have identified that Dargaville has limited land supply for residential and industrial (flood free) land uses, both of which are included in the Trifecta Development Area. Refer to Market Demand Analysis (**Appendix 7**) and Economic Impact Assessment (**Appendix 6**).

Conclusion

297. The Trifecta Development Area is considered to be consistent with the vision and intent of the Dargaville Spatial Plan, and largely consistent with the Key Moves. While the provision of residential growth at the Racecourse site is not consistent with the Spatial Plan, this GRA, LLRA and supporting NCA and OSA have been designed to be well-functioning urban environments that will provide for Dargaville's growth in the short to medium term. The Trifecta Development Area will represent the new urban edge of Dargaville.

Operative Kaipara District Plan

298. Pursuant to s32(3)(b) of the RMA, the objectives of the Operative Kaipara District Plan (existing proposal) are only examined to the extent that those objectives are relevant to the objectives of the Development Area (amending proposal) and would remain if the Development Area were to take effect. The ODP is currently under review, and the PDP will have a new set of objectives. Therefore, the assessment of the ODP has been limited to three chapters from Part A: District Wide Strategy section of the ODP:

- Chapter 2 District Wide Resource Management Issues,
- Chapter 3 Land Use and Development Strategy, and
- Chapter 5 Tangata Whenua Strategy.

Chapter 2 District Wide Resource Management Issues

299. This District Plan chapter provides an overview of District wide issues and the general management responses, including objectives and policies, that are implemented through the Zones and other Plan mechanisms.
300. The relevant objectives and policies seek to:
- Provide for sustainable resource use and enable economic growth, while amenity and character are recognised (Objectives 2.4.1, 2.4.5, 2.4.8, 2.4.10, 2.4.11 and Policies 2.5.1, 2.5.8 2.5.11, 2.5.12);
 - Provide for parks and reserves for medium and large-scale residential developments (Objective 2.4.6, 2.4.11, Policies 2.5.6, 2.5.11);
 - Recognise the relationship of Maori with their culture, traditions, and taonga (Objective 2.4.3); and
 - Encourage renewable energy resources (Objective 2.4.14 and Policy 2.5.10).
301. The Plan Change seeks to ensure the sustainable management of a scarce resource (land) through efficient urban utilisation. The Development Area provisions provide for flexibility in land uses while suitably managing potential effects (refer to AEE section of this report). The Plan Change is supported by an Economic Impact Assessment (**Appendix 6**), a Cultural Impact Assessment (**Appendix 11**) and a Social Impact Assessment (**Appendix 9**), to ensure that the provisions are supportable from these perspectives. The urban land uses will be fully serviced (refer Engineering and Infrastructure Assessment Report, **Appendix 4**). Rainwater harvest and storage and renewable energy generation by households is encouraged to help with resilience. Transportation connectivity external to the site will be appropriately upgraded, and internal to the site connectivity will be established. Both external and internal connectivity include passive transportation options (refer Integrated Transportation Assessment, **Appendix 5**). The State Highway will not be adversely impacted by the Plan Change because there will be no direct access from the Development Area onto SH14 and the intersection with the State Highway will be appropriately upgraded to service the additional trips generated.
302. There are no risks from hazards as there are none present on the site. There are no sites or features present on the site.

303. The Open Space Areas proposed will support the Hauora (community wellbeing) of residents, workers and visitors to the Trifecta Development Area, and are considered commensurate to the growth enabled by the Plan Change.

Chapter 3 Land Use and Development Strategy

304. This District Plan strategy includes strategic objectives and policies which provide a high-level policy direction for urban form and development and provides a framework for growth. There are maps of Indicative Growth Areas with two growth scenarios spatially shown - a Future Residential and Business Growth Area, and a Greater Structure Plan Policy Area. The Indicative Growth Area map for Dargaville does not extend to the Racecourse site. It is noted that the Spatial Plans in effect supersede the Growth Area maps, in that the Spatial Plans are a more recent indication of Council and the community's approach to providing for growth.
305. The relevant objectives and policies seek to:
- ensure the effects of residential and business development are comprehensively addressed (Objectives 3.4.1, 3.4.2, 3.4.4, 3.4.5, 3.4.7, and Policy 3.5.3, 3.5.4, 3.5.5, 3.5.6);
 - provide planning and management requirements to enable changes to land use within identified development areas (Objective 3.4.6, 3.4.8 and Policy 3.5.5, 3.5.6); and
 - Growth is monitored and the District Plan is updated to ensure there is sufficient re-zoned land in response to demand for new residential and business land (Issue 3.3.1, Objective 3.4.1, Policy 3.5.4, Method 3.6.3).
306. As outlined in the AEE, the proposed Development Area and resulting change in land use has been comprehensively assessed and all effects are considered to be addressed. While the Plan Change site sits outside of the Indicative Growth Area map for Dargaville, it partially sits within the Spatial Plan map for Dargaville. Further explanation on the Spatial Plan is provided in this section of the report (above). In addition, the Plan Change site is free of natural hazards, making it safe for residential and business land uses.
307. The site is serviced by reticulated water however wastewater reticulation is required to be extended to service the site. Upgrades are also required to the local road and the SH14 intersection. These infrastructure extensions and upgrades will ensure the effects of the Development Area are addressed.
308. The Development Area is not considered to be ad hoc expansion of residential and business activities into the rural heartland. The Dargaville Spatial Plan identifies part of the Racecourse site for industrial growth. This area approximately corresponds to the spatial extent of LIA. The Development Area includes residential land uses (GRA and LLRA) and supporting land uses (NCA and OSA) which are not included in the Spatial Plan for this location. Residential land uses in this location is not considered ad hoc because this will be the new urban edge of town. Dargaville will grow towards the east when more land is re-zoned Industrial in the Proposed District Plan, as indicated in the Spatial Plan. Neighbourhood 7 of the Spatial Plan is the only new area identified for industrial land uses (rather than intensification). It is also the only flood free area. This is elaborated on in the s32 portion of this report. The Development Area is well connected to Dargaville by SH14, with passive transportation options proposed as part of the Plan Change by way of a shared path. While the Development Area is located in a rural environment, the potential for reverse sensitivity with the external rural land uses has been managed through a combination of screen planting and/or earth bund, and setbacks for buildings and structures.
309. District Plans are one of the 'tools' local authorities have to provide a platform for growth. The Operative District Plan provides for residential and business growth by creating structures and frameworks and encouraging Plan Changes. Re-zoning of land was not part of the review process for the Operative District Plan. Due to limited resources, when reviewing the District Plan Council did not undertake the specific detailed work required for re-zoning, and instead set a framework for this to happen. Issue 3.3.1 states that demand for growth is to be monitored and a programme for future structure planning and plan changes of identified Growth Areas is to be

set by Council. Policy 3.5.4 states that as demand for residential and business land occurs, the Council intends to undertake structure planning, followed by re-zoning. As explained in Method 3.6.3. Structure Planning, this approach enables the community to have confidence that adequate land will continue to be provided.

310. This has largely not been undertaken by Kaipara District Council over the nine years of the Operative District Plan. While some monitoring and planning for growth has been undertaken by Council, e.g. Mangawhai Community Plan and more recently the Spatial Plans, there has not been a programme for structure planning and plan changes updating the District Plan. This has created a bow-wave of inadequate development capacity.
311. The Spatial Plans are the start of providing for growth, but they are non-statutory documents therefore will be implemented through the District Plan review. The Proposed District Plan is anticipated to include up-zoned land to provide for residential and business growth. The Proposed Plan is going to be notified at the end of this year 2022 and will then take approximately 4-5 years to go through the full public process under Schedule 1 of the RMA. Therefore up-zoned land to provide for growth will be available in approx. 2027-28.
312. The delay in re-zoning land to provide for growth has affected Dargaville, with business and residential land uses either having to expanded into the Rural zone, or inflated prices due to restricted supply, or people moving elsewhere, or land uses trying to establish in flood hazard areas because that is the only vacant land left in the zone. The continued delay in providing for growth, while the Proposed District Plan becomes operative, will continue to negatively affect Dargaville. The Trifecta Development Area will provide for residential and business growth in a well-functioning urban environment that could be subdivided and development 'turn key' ready in approx. 2024.

Chapter 5 Tangata Whenua Strategy

313. The Strategy seeks to respond to Tangata Whenua resource management issues throughout Kaipara District. The CIA (**Appendix 11**) identifies the key objectives and policies of relevance to this Plan Change proposal:
- partnership (Objective 5.5.1 and Policy 5.6.1);
 - providing for the relationship of Maori with their culture, traditions, ancestral lands, water and sites of significance (Objective 5.5.2 and Policy 5.6.1); and
 - recognising Iwi Management Plans (Policy 5.6.3).
314. As outlined above under the RPS section of this report, the principle of partnership has been respected by the pre-lodgement consultation that has been undertaken with mana whenua through a Cultural Impact Assessment process. Most of the recommended mitigation measures have been incorporated into the Development Area provisions or design, including providing for cultural expression e.g. papakainga style living, and respect for how the land is treated and stormwater is managed. In addition, a mechanism for on-going involvement and consultation with mana whenua is proposed. A summary of the Tripartite Group's responses to the mitigation measures is included with the CIA.
315. On this basis, it is considered that the Plan Change is consistent with the relevant portions of the Operative Kaipara District Plan, being Chapter 3 Land Use and Development Strategy and Chapter 5 Tangata Whenua Strategy.

Proposed Kaipara District Plan

316. The Kaipara District Plan is currently under review. It is anticipated that the Proposed Kaipara District Plan will be publicly notified later in 2022. This Plan Change precedes the Proposed District Plan therefore it is an application to change the Operative District Plan. However, the Plan Change has been drafted to be consistent with the National Planning Standards (**NP Standards**) in order to future proof its inclusion into the Proposed District Plan, which will also be consistent with the NP Standards. The Proposed District Plan will implement the

direction set in the Kaipara District Spatial Plan Nga Wawata 2050. It is noted that the Spatial Plan has a 30-year horizon while the District Plan has a 10-year lifespan.

Reserves and Open Space Strategy 2006

317. The Reserves and Open Space Strategy (**ROSS**) provides an overall approach to addressing community outcomes for the reserves and open spaces in the District. The delivery mechanism is through reserve management plans and development plans. It also guides Council policy for general management and integration of different types of reserves and open spaces. While ROSS is a strategy and therefore sets a higher level of direction, it is a 15 year old document, and may not align completely with the current aspirations and needs of Kaipara District for its reserves and open spaces.
318. The Trifecta Development Area includes Open Spaces Areas to support the Hauora (wellbeing) of residents, workers, visitors and the environment. Refer to the AEE section of this report for more detail. The proposed Open Space Areas are considered to be consistent with the high level outcomes ROSS sets for reserves and open spaces.

Kaipara Walking and Cycling Strategy 2017

319. The Kaipara Walking and Cycling Strategy 2017 provides a framework for increasing walking and cycling participation in Kaipara District for both local journeys as well as long distance touring to support economic growth. The Strategy identifies key routes that support local and commuter trips, and linkages for recreational and tourism journeys.
320. The Strategy lists an 'opportunity' for Kaipara to contribution to the Aspirational Regional Cycle Trail Framework for Northland by having a trail between Dargaville and Whangarei. This has been given a timeframe of medium to long term. This project is also listed in the Implementation Plan. It is noted that a walking and cycling linkage along SH14 is also included as a Key Move in the Dargaville Spatial Plan (refer **Figure 9**).
321. Objective 2 of the Strategy is to partner with key stakeholders to deliver walking and cycling projects. This includes Waka Kotahi (NZTA) to provide for cycling on the State Highway network. The partnering approach also includes working with developers to ensure access and linkages from new subdivisions to the existing network are provided.
322. A key objective of the Plan Change is to facilitate active transportation options for residents and workers both internally within the Development Area, and externally with a shared path linkage with Dargaville along SH14. Waka Kotahi have been consulted regarding this and have agreed in principle. For more details refer to the AEE section of this report and the Integrated Transportation Assessment (**Appendix 5**).
323. On this basis, the proposal is considered to be consistent with the Kaipara Walking and Cycling Strategy.

Iwi Management Plans

324. According to s74(2A) of the RMA, Council must take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of the district. At present, within Kaipara District there are two such documents:
- Te Roroa Iwi Environmental Policy Document
 - Te Uri o Hau Environmental Management Plan

Te Uri o Hau Kaitiakitanga o Te Taiao - Te Uri o Hau Environmental Management Plan 2011

325. The Te Uri o Hau Kaitiakitanga o Te Taiao environmental management plan provides a comprehensive plan to support Te Uri o Hau kaitiakitanga (guardianship) and rangatiratanga (authority) responsibilities in natural resource management within the statutory area of Te Uri o Hau. This document includes Te Uri o Hau values, and has set objectives, policies and methods in response to identified natural resource issues. This includes the natural environment like freshwater, air, takutai moana (marine and coastal area and harbours), as well as resource management issues like customary fisheries, oyster reserves, biodiversity, cultural landscapes, growth and development.
326. Part 2 Implementation sets out Te Uri o Hau Relationship Principles which includes 'early involvement in policy development'. Consultation with Te Uri o Hau has taken place through the CIA process (refer to paragraph below). It is considered that this Plan Change will not hinder Te Uri o Hau's kaitiaki role nor will the Plan Change affect any sites of significance to Te Uri o Hau.

Nga Ture mo Te Taiao o Te Roroa - Te Roroa Iwi Environmental Policy Document 2019

327. Nga Ture mo Te Taiao o Te Roroa states that this Policy Document is to be taken into account in the preparation of all district and regional plans and policies and similar relevant policy instruments of all government agencies involved in the management of resources within their rohe (area). The Environmental Policy Document contains guidance on Te Roroa's policy and processes for kaitiakitanga (guardianship). Issues, objectives, policies and methods are set out in respect of matters such as waahi tapu, cultural landscapes, changing land uses, amenities and infrastructure. The Policy Document states that it should not be treated as a substitute for engagement kanohi ki te kanohi (face to face). Based on the kanohi ki te kanohi engagement through the CIA process, and the commitment by the Tripartite Group for ongoing involvement by Tangata Whenua (**Appendix 11**), it is considered that this Plan Change is respectful of Te Roroa's kaitiaki role.

Iwi Management Plan Summary

328. Through the process for the Cultural impact Assessment (**Appendix 11**), face to face consultation was undertaken with Te Kuihi, Te Roroa, Te Uri o Hau and Te Parawhau. The CIA identified potential cultural effects associated with the Plan Change proposal and recommended mitigation measures. The Tripartite Group has considered the mitigation measures and agreed for most of the recommended mitigation measures to be incorporated into the Development Area provisions or design. In addition, a mechanism for on-going involvement and consultation with mana whenua is proposed. A summary of the Tripartite Group's responses to the mitigation measures is included with the CIA.

Section 32 Evaluation

Appropriateness of the Proposal to Achieve the Purpose of the Act

329. Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives of the Plan Change are the most appropriate way to achieve the purpose of the Act. In terms of section 32(6) of the RMA, the objectives for the Trifecta Development Area are contained within the Development Area chapter in **Appendix 2**, and also replicated in **Table 4** below for ease of reference.

Purpose of the Plan Change

330. The Plan Change seeks the subject site to be a Development Area, and within that, rezone with a mix of residential, light industrial, neighbourhood centre and open space. The purpose of the Plan Change is to deliver a viable and sustainable mix of residential and business land that complements Dargaville and provides for Dargaville's growth. As stated previously, the vision for the Development Area is:

A new community in Dargaville, providing homes, employment and recreation opportunities for people of all ages and stages of life.

331. The design principles guiding the design were:

- Environmental sustainability;
- Intergenerational resilience;
- Hauora (community wellbeing) through being people-centred (connected, safe and inclusive); and
- To complement, not compete, with Dargaville.

Assessment of the Development Area Objectives against Part 2

332. This Plan Change seeks a revised planning framework for the Development Area than what is available in the Operative Kaipara District Plan (**ODP**), in particular for the Residential Areas and the Neighbourhood Centre Area. This is because ODP is now in its ninth year and delivers a dated and limited land use outcomes that do not align with the Tripartite Group's vision, best practice urban design and planning principles, as discussed in the Description of the Proposal section of this report. Therefore, it is considered appropriate to introduce the proposed GRA, LLRA, NCA, OSA and LIA to provide a more suitable planning framework. The Objectives for the Development Area are set out in **Table 5** below:

Table 5: Objectives for Trifecta Development Area

TDA-O1	Residential living for all ages and stages.
TDA-O2	Light industrial businesses enabled.
TDA-O3	Community facilities and services available.
TDA-O4	Commercial activities support the day to day needs of residents and workers.

TDA-O5	Open spaces support residents, workers, visitors, and a healthy environment.
TDA-O6	Hauora (community wellbeing) outcomes guide development.
TDA-O7	Activities are compatible.

333. In summary these Objectives seek the following outcomes:

Whole Trifecta Development Area (TDA)

334. For TDA, Objectives TDA-O6 (Hauora) and TDA-O7 (Compatibility) are of particular relevance. The objective of the Development Area is to provide for the use and development of the land in an efficient manner, with an appropriate urban density to achieve a balance between quality living and working environments and efficient use of the land resource. The wellbeing of the community is an overarching outcome for this Development Area, as stated in TDA-O6.
335. The subdivision and development to be enabled by the requested Development Area will result in minimal adverse effects on the environment, with any potential for adverse effects able to be appropriately avoided, remedied or mitigated by a combination of the Plan Change provisions and the existing provisions of the Operative Kaipara District Plan. Effects on SH14 from the future development can be managed appropriately.
336. The Development Area is utilising a land resource that is outside of the river and coastal flood hazards to ensure the health and safety of future residents, workers and businesses.
337. The future subdivision and development that will be enabled by the Plan Change, is considered to not compromise the positive contribution that the site makes to the amenity values associated with the area, albeit it will result in a change to the local amenity values. TDA-O7 aim is to ensure that there is compatibility internally and externally to the Development Area site. Screen planting around the external boundaries of the subject site and setback controls for buildings are considered to sufficiently mitigate the change in amenity values for the surrounding environment. Through these measures, it is considered that the Plan Change will maintain the quality of the surrounding environment and will maintain the level of amenity that is associated with the surrounding Awakino Point rural area.
338. Section 8 requires the principles of the Treaty of Waitangi be taken in account. The proposal is not considered to be contrary to the principles of the Treaty. As stated above, through a CIA process the applicant has consulted with Te Kūihi, Te Roroa, Te Uri o Hau and Te Parāwhau who have advised that they support the plan change request. The CIA mitigation measures (**Appendix 11**) have largely been included into the design and provisions.

General Residential Area (GRA)

339. For GRA, Objectives TDA-O1 (Residential), TDA-O6 (Hauora) and TDA-O7 (Compatibility) are of particular relevance. The residential land will provide for much needed housing in the Dargaville area, and in a variety of typologies supporting the variety of housing and living needs, including papakainga style living and retirement living, which enables people to provide for their own social and cultural wellbeing, for example through multi-unit residential developments and shared facilities and amenities. TDA-O1 seeks this as an outcome. The intent of Hauora provides for this new neighbourhood to have a sense of community wellbeing, for example through easy accessibility to services, facilities and amenities, which is supported by TDA-O6.
340. Water and wastewater will be reticulated to this Area. To support resilience, on-site harvest and storage of rainwater will be provided for. Again, this outcome is supported by TDA-O6.

341. Compatibility with internal and external land uses is an intended outcome supported through TDA-O7.

Large Lot Residential Area (LLRA)

342. For LLRA, Objectives TDA-O1 (Residential) and TDA-O6 (Hauora) are relevant. LLRA provides for the residential use and development of land in a manner that supports a different age and stage, based on a lower density, supported by TDA-O1, and enabling intergenerational living through minor residential units. Given the lower density, water, wastewater and stormwater will be accommodated by onsite servicing. There are appropriate options available at the time of development for the on-site management of the three waters.
343. Due to the elevated location of LLRA, extensive design and colours controls are proposed on built development to manage landscape and visual effects.
344. Compatibility externally with rural land uses is an intended outcome supported through TDA-O7 (Compatibility).

Neighbourhood Centre Area (NCA)

345. For NCA, Objectives TDA-O3 (Community facilities), TDA-O4 (Commercial activities), TDA-O5 (Open Space), TDA-O6 (Hauora) and TDA-O7 (Compatibility) are of particular relevance. The aim is to provide for the use and development of the Neighbourhood Centre Area land in an efficient manner, with an appropriate level of commercial and community use and development which achieves a balance between quality working and community environments, while not competing with Dargaville. This is achieved through setting maximum Gross Floor Area limits in the provisions. This is reflected in TDA-O3, and TDA-O4. Water and wastewater will be reticulated to this Area.
346. The intent of Hauora provides for this Area to be the heart of the new neighbourhood, and for there to be a sense of community wellbeing. This will be expressed through providing for community activities, strong spatial connection to an Open Space Area, and central location enabling easy connectivity with the surrounding neighbourhood. This outcome is supported by TDA-O5 and TDA-O6.
347. Compatibility externally with residential land uses is an intended outcome supported through TDA-O7.

Open Space Area (OSA)

348. For OSA, Objectives TDA-O5 (Open Space) and TDA-O6 (Hauora) are applicable. The aim is to provide for the use of the Open Space Area land in an efficient manner, with limited development provided for. The proposed Blue Green Network, having the dual purpose of water and stormwater management and walking and cycling linkages, will help safeguard the life-supporting capacity of the water, soil and ecosystems within the site and the surrounding area. This outcome is supported by TDA-O5.
349. The intent of Hauora (TDA-O6) will be delivered in this Area through the encouragement of mara kai (community gardens) and oro (community orchards), providing the new neighbourhood to have a sense of community wellbeing.

Light Industrial Area (LIA)

350. For LIA, Objectives TDA-O2 (Light Industrial) and TDA-O7 (Compatibility) are of particular relevance. The light industrial land will provide for a needed area where businesses can establish in close proximity to transportation linkages provided by SH14, thus enabling people to provide for their economic well-being (TDA-O2). Water and wastewater will be reticulated to this Area. Effects on SH14 from future Light Industrial development can be managed appropriately.
351. Compatibility externally and internally is an intended outcome supported through TDA-O7.

Conclusion on Appropriateness of the Proposal to Achieve the Purpose of the Act s32(1)(a)

352. The Objectives of the Plan Change are an effective means of achieving the sustainable management purpose of the RMA, and more effective than the current planning framework or an alternative (as detailed below). Overall, it is considered that the Objectives of the Plan Change are the most appropriate way to achieve the purpose of the RMA.

Appropriateness of the Provisions to Achieve the Objectives

353. Section 32(1)(b) of the RMA requires an evaluation to examine whether the provisions (policies and methods, etc) of the proposed Plan Change are the most appropriate way to achieve its objectives by:

- Identifying other reasonably practicable options for achieving the objectives;
- Assessing the efficiency and effectiveness of the objectives; and
- Summarising the reasons for deciding on the provisions.

354. Pursuant to s32(3), as the Plan Change is amending the ODP, the above assessment must relate to the objectives of the proposed Plan Change. There are no objectives from the ODP included in the Development Area as they are not considered relevant to the planning framework in the proposed Plan Change (refer to the Description of the Proposal section of this report). In addition, the ODP is currently being reviewed, therefore its objectives are likely to be replaced in the Proposed District Plan.

355. The objectives and proposed provisions of the Plan Change can be categorised into the following themes:

- Theme 1: Land Use options

This theme explores the different land use options for the Racecourse site.

- Theme 2: Appropriate provisions to achieve a well-functioning urban environment

The different approaches with provision options are considered, including the densities.

- Theme 3: Managing reverse sensitivity and compatibility internally and externally to the Development Area

Options for how to manage reverse sensitivity and compatibility with neighbouring Rural zone, between Light Industrial and General Residential, and between Neighbourhood Centre and General Residential.

- Theme 4: Location of Development Area in relation to Dargaville

This theme considers the options for delivering the Plan Change outcomes and vision in a different location within or adjacent to Dargaville.

356. The following sections address the matters set out in Schedule 1 and Section 32 of the RMA on the basis of the themes listed above.

Other Reasonably Practicable Options and Efficiency and Effectiveness (s32(1)(b))

Theme 1: Land Use Options

357. This theme explores the different land use options for the Racecourse site. In determining the most appropriate method for achieving the objectives of the Plan Change, consideration has been given to the following other reasonably practicable options:

- Option 1: Status Quo – This option involves retaining the existing Rural Zone.
- Option 2: Rezone in accordance with the Dargaville Spatial Plan – partially Industrial and partially Rural (refer **Figure 7**).
- Option 3: Proposed Plan Change – preferred option. Rezone to a Development Area with a mix of residential, light industrial, neighbourhood centre and open space. This option allows bespoke controls including for urban design and reverse sensitivity/compatibility (refer **Figure 13**).

358. Evaluation of the alternate options have been summarised in the **Table 6** below.

Table 6: Summary of Options Analysis for Theme 1: Land Use Options – addressing s32(2) matters

Benefits	Costs	Efficiency and Effectiveness
Option 1: Status quo – retain the Rural Zone		
<p><u>Economic</u></p> <p>No development costs as continued rural use will not require provision of infrastructure, upgrade to local road or SH14 intersection, etc.</p> <p>No Plan Change costs to applicant.</p> <p>Lease arrangements for dairy grazing and kumara cropping continues.</p>	<p><u>Economic</u></p> <p>Economic Assessment (Appendix 6) has demonstrated that the current land uses deliver a limited return for the Racing Club.</p> <p>Residential and business growth not provided for. Homes and businesses move away from Dargaville.</p> <p>Cost of removing aged Race Club buildings, facilities etc.</p>	<p>This option results in an inefficient use of the Racecourse site, as it has limited value as rural land due to the high water table in winter.</p> <p>This is not an effective option as it does not provide for growth on a site that is close to town and flood free.</p> <p>This is an effective option for ensuring potential reverse sensitivity effects are not triggered, as there will be no industrial, residential or commercial land uses established.</p>
<p><u>Social</u></p> <p>Dargaville Pony Club continues to have use of portion of the site.</p>	<p><u>Social</u></p> <p>Demand for residential land is not provided, resulting in affordability issues from increased house prices and people moving away from Dargaville.</p>	
<p><u>Environmental</u></p> <p>None identified.</p>	<p><u>Environmental</u></p> <p>Modified rural environment remains.</p>	
<p><u>Cultural</u></p> <p>None identified.</p>	<p><u>Cultural</u></p> <p>Goal of providing homes and jobs for people not achieved.</p>	

Benefits	Costs	Efficiency and Effectiveness
	Modified rural environment remains.	
Option 2: Rezone in accordance with the Dargaville Spatial Plan – Industrial & Rural		
<p><u>Economic</u></p> <p>Provides for Industrial zoned land to support business growth in Dargaville.</p> <p>Neighbouring dairy farm can continue to lease Race Club land.</p>	<p><u>Economic</u></p> <p>Not a large enough area zoned Industrial to make it economically viable to service with reticulated water and wastewater, nor to seal the local road or upgrade the intersection with SH14. Onsite servicing will result in less Industrial sites, and therefore be of less benefit to support growth of Dargaville businesses. Waka Kotahi are likely to still require SH14 intersection to be upgraded regardless of smaller re-zoning area.</p> <p>Portion of site left as Rural delivers limited economic return for the Racing Club due to diminished area.</p>	<p>This option is ineffective and inefficient as it is not a financially viable yield of Industrial zoned land to warrant the expense of infrastructure servicing and upgrades.</p> <p>If onsite servicing is used, then this will result in lower density, which is an inefficient use of land.</p> <p>The lack of residential land is ineffective as there is no provision for residential growth, given the bow wave of under supply over the life of the ODP.</p>
<p><u>Social</u></p> <p>Industrial business growth will have flow on positive effects through additional employment and other supporting activities, e.g. shops, supermarket, school, etc.</p>	<p><u>Social</u></p> <p>Small Industrial zoned land yield means less businesses are able to establish and reduced social benefits that flow from business generation.</p> <p>Dargaville Pony Club has to move from the site.</p>	
<p><u>Environmental</u></p> <p>Area re-zoned Industrial will provide for improved stormwater management.</p>	<p><u>Environmental</u></p> <p>Modified rural environment remains, plus modified Industrial environment.</p>	

Benefits	Costs	Efficiency and Effectiveness
<p><u>Cultural</u></p> <p>Goal of having jobs for people is provided for by the businesses that set up in the Industrial area.</p>	<p><u>Cultural</u></p> <p>Goal of having homes for people is not achieved.</p> <p>Modified rural environment remains, plus modified Industrial environment.</p>	
<p>Option 3: Rezone to a Development Area with a mix of residential, light industrial, neighbourhood centre and open space (preferred option)</p>		
<p><u>Economic</u></p> <p>Economic benefits from residential and business land available to support Dargaville's growth (refer Economic Impact Assessment Appendix 6).</p>	<p><u>Economic</u></p> <p>The costs of implementing the Plan Change are substantial, as the RMA system front loads the majority of costs, before a return can be realised when the up-zoned land is subdivided, serviced and ready for sale.</p> <p>Neighbouring dairy farm loses lease land.</p>	<p>This option is considered effective and efficient as it is a financially viable yield of residential and Light Industrial zoned land to warrant the expense of infrastructure servicing and upgrades.</p> <p>The need for business and residential land will be addressed in the short term, giving the District Plan time to catch up with the bow wave of undersupply.</p>
<p><u>Social</u></p> <p>Additional jobs, homes and community facilities available, with a variety of housing typologies providing for all ages and stages of the community.</p> <p>Walkability of the new urban area with accessible services, facilities and amenities.</p>	<p><u>Social</u></p> <p>Dargaville Pony Club has to move from the site.</p>	<p>With appropriate controls and mitigation measures on the residential and business land, the neighbouring rural properties including the dairy farm can continue to enjoy their lifestyle properties or operate as an efficient rural business. Compatible with future rezoning of additional adjacent Industrial land in the PDP.</p>

Benefits	Costs	Efficiency and Effectiveness
<p><u>Environmental</u></p> <p>Blue Green network improves the stormwater and spring water on the site and downstream of the site.</p> <p>Open Space Areas provide for positive environmental and ecological outcomes, e.g. re-vegetated in a variety of flora, and increasing the local biodiversity.</p>	<p><u>Environmental</u></p> <p>The site will change to a modified urban environment with a large portion covered in impervious surfaces.</p>	
<p><u>Cultural</u></p> <p>Goal of having homes and jobs for people is achieved.</p>	<p><u>Cultural</u></p> <p>The site will change to a modified urban environment with a large portion covered in impervious surfaces.</p>	

Summary of Reasons for Deciding on Option 3

359. Option 3 is the preferred option because it allows the delivery of a well-functioning urban environment through bespoke provisions consistent with the Tripartite Group’s vision, best practice urban design and planning practice. It will provide employment and housing in an area that has a bow wave of demand from a historical lack of re-zoning by Council under the ODP. The area is free of natural hazards and connects well with transportation corridors for ease of business. Passive transportation linkage is able to be provided internally to the site, and externally with Dargaville through a shared path within the State Highway corridor.

Theme 2: Appropriate provisions to achieve a well-functioning urban environment

360. This theme considers the different approaches with provision options, including the densities to achieve a well-functioning urban environment. In determining the most appropriate method for achieving the objectives of the Plan Change, consideration has been given to the following reasonably practicable options for the provisions:
- Option 1: Operative Kaipara District Plan provisions – This option involves using the Operative KDP provisions for the Residential and Business Zones to achieve the objectives of the Development Area.
 - Option 2: Proposed Plan Change provisions – preferred option. A tailored set of provisions for the Development Area to achieve a well-functioning urban environment and the Tripartite Group’s vision for the mix of residential, light industrial, neighbourhood centre and open space Areas.
361. Evaluation of the alternate options have been summarised in **Table 7** below.

Table 7: Summary of Options Analysis for Theme 2: Appropriate Provisions – addressing s32(2) matters

Benefits	Costs	Efficiency and Effectiveness
Option 1: Status quo – Operative Kaipara District Plan provisions (Residential & Business)		
<p><u>Economic</u></p> <p>Operative KDP provisions enables a lower density. Lower Lot yield means less upgrades required, which is less costs for applicant, e.g. no sealing of Awakino Point North Road, no upgrade to SH14 intersection, no extension of reticulated services.</p> <p>With lower residential density and lot yield, applicant could charge more per section.</p> <p>Less Plan Change development costs for applicant when use existing Operative KDP provisions.</p> <p>Industrial activities will be able to establish and operate efficiently under the Operative KDP Business Zone provisions as they are permissive.</p>	<p><u>Economic</u></p> <p>Operative KDP provisions enables less houses, therefore less homes, and less financial return for the applicant potentially making the proposal not economically viable.</p> <p>With lower Lot yield and therefore not economically viable to service with reticulated water and wastewater, onsite servicing will result in lowering the density further. Less Industrial and Residential Lots, and therefore be of less benefit to support Dargaville’s residential and businesses growth.</p> <p>Residential growth not provided for therefore people move away from Dargaville, having flow on effects to businesses with shrinkage or stagnation of their local market.</p> <p>Restrictive Separation Distance rules in the Operative KDP mean that most activities will need a Resource Consent to establish.</p>	<p>This option is both ineffective and inefficient as the ODP residential provisions deliver a limited outcome for urban environments, that does not respond to the different ages and stages of the community, or a well-functioning urban environment.</p> <p>The ODP Business zone provisions are more enabling, therefore will effectively and efficiently deliver the Plan Change objectives. However, as the ODP is under review, using provisions that will be superseded with PDP provisions creates uncertainty, and therefore not effective.</p>
<p><u>Social</u></p> <p>Larger sections and fewer homes may make the neighbourhood more ‘exclusive’.</p> <p>Larger residential sections are more consistent with neighbouring Rural Residential properties.</p> <p>Businesses set up in the Industrial area will support job growth and the flow on social benefits.</p>	<p><u>Social</u></p> <p>Larger sections and fewer homes may make the neighbourhood less inclusive creating Have & Have-Not neighbourhoods.</p> <p>Retirement Village won’t establish because consenting pathway too difficult through Operative KDP provisions.</p> <p>The one housing typology available under the Operative KDP provisions (single house on a single site) does not provide for Retirement Villages or</p>	

Benefits	Costs	Efficiency and Effectiveness
	<p>papakainga style living, therefore they would need a Non-Complying resource consent.</p> <p>Demand for residential land is not provided, resulting in affordability issues from increased house prices and people moving away from Dargaville.</p> <p>Residential growth not provided for therefore people move away from Dargaville.</p>	
<p><u>Environmental</u></p> <p>Lower Lot yield means less enhancements of the site required, which is less costs for applicant, e.g. Blue Green Network, Open Space Areas.</p> <p>Less impervious surfaces therefore less stormwater mitigation measures required.</p>	<p><u>Environmental</u></p> <p>Less enhancement of the site as not warranted when Lot yield is reduced, therefore lost opportunity to improve the local ecology.</p> <p>Individual onsite wastewater disposal may be expensive and difficult given the high water table in winter.</p>	
<p><u>Cultural</u></p> <p>Less modification of the site, therefore whenua (land) is less altered.</p>	<p><u>Cultural</u></p> <p>Less enhancement and improvements to the ecology of the site as not warranted when Lot yield is reduced, therefore lost opportunity to improve the local environment.</p> <p>The one housing typology available under the Operative KDP provisions does not suit papakainga style living.</p> <p>Individual onsite wastewater disposal across the entire site may not be appropriate given the high water table in winter.</p>	

Benefits	Costs	Efficiency and Effectiveness
Option 2: Proposed Plan Change provisions – preferred option. A tailored set of provisions for the Development Area to achieve a well-functioning urban environment and achieves the vision for the mix of residential, light industrial, neighbourhood centre and open space Areas		
<p><u>Economic</u></p> <p>The Development Area provisions provide for a yield of residential and business land that supports Dargaville’s growth.</p> <p>Provisions ensure that the neighbouring dairy farm’s operation is able to continue unhindered by the proximity of the residential neighbours.</p>	<p><u>Economic</u></p> <p>The costs of implementing the Plan Change are substantial, as the RMA system front loads the majority of costs, before a return can be realised when the up-zoned land is subdivided, serviced and ready for sale.</p>	<p>This option is effective and efficient as it will deliver a well-functioning urban environment that is responsive to the different housing needs through a variety of housing typologies and endears a sense of community wellbeing – Hauora.</p>
<p><u>Social</u></p> <p>The Development Area provisions provide for residential and business land so that additional homes and jobs are available.</p>	<p><u>Social</u></p> <p>The additional homes and businesses that establish change the amenity and character for those living in the surrounding rural environment.</p>	<p>Being a Greenfield site lends itself to bespoke provisions in a stand alone Development Area chapter.</p>
<p><u>Environmental</u></p> <p>Blue Green network improves the stormwater and spring water on the site and downstream of the site.</p> <p>Open Space Areas provide for positive environmental and ecological outcomes, e.g. re-vegetated in a variety of flora, and increasing the local biodiversity.</p>	<p><u>Environmental</u></p> <p>The site will change to an urban environment with a large portion of the site covered in impervious surfaces.</p>	
<p><u>Cultural</u></p> <p>Homes and jobs provided for people.</p> <p>Improved outcomes for stormwater management and improved biodiversity with the Open Space Areas.</p>	<p><u>Cultural</u></p> <p>The site will change to an urban environment with a large portion of the site covered in impervious surfaces.</p>	

Summary of Reasons for Deciding on the Provisions

Option 2 is the preferred option because provisions that are tailored to the Tripartite Group’s vision and urban design standards and planning practice principles will result in a well-functioning urban environment. The

Operative District Plan provisions are dated and will not deliver a well-functioning urban environment that provides a variety of housing typologies for all ages and stages of the community.

Theme 3: Managing reverse sensitivity and compatibility internally and externally to the Development Area

362. The Operative KDP provisions which have relevance to Theme 3 include:

- Rural Zone land use Rule 12.10.11 Separation Distance between Activities in the Rural Zone and Adjoining Zones – requiring 30m separation between other zones and listed rural activities, including a dairy shed, and 300m separation between a Noise Sensitive activity (e.g. dwelling) and listed rural activities, including a dairy shed.
- Rural Zone land use Rule 12.10.9 Separation Distance for Noise Sensitive Activities in the Rural Zone – requiring 300m separation between a Noise Sensitive activity (e.g. dwelling) and a list of rural activities including a dairy shed.
- Issues 12.4.6 and 12.4.8, and Issues 2.3.7 and 2.3.10
- Objectives 12.5.6 and 12.5.7 and Policy 12.6.11
- Residential Zone land use Rule 13.10.8 Separation Distance for Noise Sensitive Activities

363. This theme considers the different approaches with provision options. In determining the most appropriate method for achieving the objectives of the Plan Change, consideration has been given to the following reasonably practicable options for the provisions:

- Option 1: Use Operative Kaipara District Plan provisions – This option involves using the Operative KDP provisions to address potential reverse sensitivity and compatibility effects.
- Option 2: Proposed Plan Change provisions – preferred option. A combination of screen planting, building and structures setbacks, controlling the location of different types of Light Industrial activities, and controlling noise generating activities within the Neighbourhood Centre Area.

364. Evaluation of the alternate options have been summarised in the **Table 8** below.

Table 8: Summary of Options Analysis for **Theme 3: Reverse Sensitivity and Compatibility** – addressing s32(2) matters

Benefits	Costs	Efficiency and Effectiveness
Option 1: Use the Operative Kaipara District Plan provisions for reverse sensitivity and compatibility		
<p><u>Economic</u></p> <p>Only one rule for businesses and dwelling owners to address.</p> <p>Less Plan Change development costs for applicant when use existing Operative KDP provisions.</p>	<p><u>Economic</u></p> <p>The one rule is a ‘blunt tool’ that captures more activities than are necessary to address the issue, e.g. within the 300m catchment. All residential, commercial and industrial activities within the Development Area are likely to need resource consent under the ODP rules. New activities</p>	<p>This option is ineffective and inefficient because the ODP rules would result in excessive consenting requirements on all development within the Development Area, as well as development</p>

Benefits	Costs	Efficiency and Effectiveness
	<p>within 300m of the Development Area are also likely to need resource consent. Resource consents add extra cost and time when establishing an activity.</p> <p>Residential and business growth is constrained due to extra cost associated with developing, and potentially some people move away from Dargaville, having flow on effects to businesses with shrinkage or stagnation of their local market.</p>	<p>within 300m of the Development Area.</p>
<p><u>Social</u></p> <p>Certainty that business and residential land uses will not be affected by reverse sensitivity and compatibility issues within 300m, therefore sense of security for jobs and homes, with flow on social benefits.</p>	<p><u>Social</u></p> <p>The time and financial costs of resource consents or having to give written approvals negatively affects residents and business owners sense of wellbeing.</p> <p>Constrained residential and business growth results in less business establishing, less jobs, and affordability issues from increased house prices, resulting in potentially some people move away from Dargaville.</p>	
<p><u>Environmental</u></p> <p>None identified.</p>	<p><u>Environmental</u></p> <p>None identified.</p>	
<p><u>Cultural</u></p> <p>None identified.</p>	<p><u>Cultural</u></p> <p>Less jobs and less affordable homes do not support the goal of jobs and homes for people.</p>	

Benefits	Costs	Efficiency and Effectiveness
<p>Option 2: Proposed Plan Change provisions – preferred option. A tailored set of provisions to address internally and externally the potential for reverse sensitivity and compatibility issues through a combination of screen planting/bunding, building and structures setbacks, controlling the location of different types of Light Industrial activities, and controlling noise generating activities within the Neighbourhood Centre Area.</p>		
<p><u>Economic</u></p> <p>A tailored approach targets when the rule is implemented, which provides certainty to business owners, homeowners, and rural activities surrounding the Development Area. This supports business and residential growth, and continuation of rural activities.</p>	<p><u>Economic</u></p> <p>The screen planting/bunding is a substantial cost to the developer.</p> <p>Additional costs to commercial and community activities in NCA when they have to address noise generation at source.</p> <p>Restrictions on where different types of light industrial activities can locate within LIA.</p> <p>Generous setbacks when adjoining Rural zone, SH14 and local road restricts where business owners can build, creating ‘unproductive’ areas on their sites.</p>	<p>This option is effective and efficient as it provides mitigation measures and provisions that are tailored to this location and types of land use activities enabled. This removes the need for a consent for every activity.</p> <p>With appropriate controls and mitigation measures on the residential and business land, the neighbouring rural properties including the dairy farm can continue to enjoy their lifestyle properties or operate as an efficient rural business. Compatible with future rezoning of additional adjacent Industrial land in the PDP.</p>
<p><u>Social</u></p> <p>A tailored approach provides certainty to business owners, homeowners, and surrounding rural activities, which in turn supports their growth and sense of wellbeing. This has flow on positive social benefits to employment and other supporting activities, e.g. shops, supermarket, school, etc.</p>	<p><u>Social</u></p> <p>Generous setbacks when adjoining Rural zone restricts where homeowners can build, creating a sense of losing private property rights.</p>	
<p><u>Environmental</u></p> <p>Screen planting will add to the local biodiversity.</p>	<p><u>Environmental</u></p> <p>None identified.</p>	
<p><u>Cultural</u></p>	<p><u>Cultural</u></p> <p>None identified.</p>	

Benefits	Costs	Efficiency and Effectiveness
<p>Certainty to business and homeowners supports the outcome of more jobs and homes for people.</p> <p>Screen planting will add to the local biodiversity.</p>		

Summary of Reasons for Deciding on the Provisions

365. Option 2 is the preferred option because the tailored approach to addressing the potential for reverse sensitivity and compatibility will ensure that mitigation measures are in place before built development commences, and that controls are targeted at the issue. The current ODP rules with the 300m separation distance are a 'blunt tool' which has resulted in unintended consequences, like creating a consenting burden on applicants, neighbouring properties, and Council. If applied to the Development Area, the ODP rules would result in all activities requiring a land use resource consent to establish.

Theme 4: Location of the Development Area in relation to Dargaville

366. The Operative District Plan (ODP) provisions and Dargaville Spatial Plan key moves which have relevance to Theme 4 include:

- Kaipara District Plan - Chapter 3 Land Use and Development Strategy including Appendix A Growth Area map for Dargaville.

The Strategy identifies how Dargaville can grow through Plan Changes, either private or Council initiated. While the Growth Area map identifies where that growth can go. It is noted that the Growth Area map does not extend to the Development Area site.

- Dargaville Spatial Plan - Key Moves (refer to **Figures 5-9**):
 - Urban and industrial development located to the north-east on rural land and SH14.
 - Medium density papakainga housing and retirement village located close to hospital and good transport routes.
 - New roading and shared walking and cycling paths to provide better permeability in Dargaville and will better link residential, industrial and recreational areas to the heart of the town.
 - Blue Green and Brown Network
 - Celebrate the 3 Rivers and Gateways and Greening the Highway.
 - New housing on the periphery of Dargaville.

367. In determining the most appropriate method for achieving the objectives of the Plan Change and objectives of the ODP and Dargaville Spatial Plan, consideration has been given to the following other reasonably practicable options:

- Option 1: Locate Development Areas adjacent or within existing urban areas of Dargaville –

This option involves locating the proposed Development Areas adjacent or within existing urban areas of Dargaville. The Dargaville Spatial Plan provides guidance on locations for growth. Refer to **Figure 21** below for the Spatial Plan map of the nine Neighbourhoods.

The Light Industrial Area could remain on the Racecourse site, Spatial Plan Neighbourhood 7 Awakino Point, or be provided for within existing industrial areas identified in the Spatial Plan for intensification, e.g. Neighbourhood 2 Dargaville East, Neighbourhood 1 Dargaville Town Centre, or Neighbourhood 8 South Dargaville.

The General Residential Area could be located in either Neighbourhood 2 Dargaville East or Neighbourhood 4 North Dargaville, given proximity of these Neighbourhoods to facilities, services and amenities. Growth in these Neighbourhoods will be provided for through intensification of the existing residential use. For new residential areas, the proposed General Residential Area could locate in either Neighbourhood 3 Onslow Ranfurly, Neighbourhood 5 Awakino River or Neighbourhood 6 Outer Dargaville Plateau. The Spatial Plan identifies Neighbourhood 3 as suitable for a retirement housing due to its proximity to the Hospital. It is noted that Neighbourhoods 5 and 6 are further away from Dargaville's amenities, services and facilities.

- Option 2: Locate Development Area on Dargaville Racecourse site – preferred option.

Locate the Development Area on the Racecourse site providing for light industrial, residential, and supporting activities like local shops, community facilities and open spaces.



1. Dargaville Town Centre
2. Dargaville East
3. Onslow Ranfurly Neighbourhood
4. North Dargaville
5. Awakino River Neighbourhood
6. Outer Dargaville Plateau
7. Awakino Point
8. South Dargaville
9. Dargaville Airport

Figure 21: Dargaville Spatial Plan map of the nine Neighbourhoods and Key

368. Evaluation of the alternate options have been summarised in the **Table 9** below.

Table 9: Summary of Options Analysis for **Theme 4: Development Area Location** – addressing s32(2) matters

Benefits	Costs	Efficiency and Effectiveness
Option 1: Locate Development Area within or adjacent to existing urban zones of Dargaville		
<p><u>Economic</u></p> <p>Neighbourhood's 2, 7 and 8 provide Light Industrial businesses with good transportation access to SH14 or SH12.</p> <p>Neighbourhood 7 is flood hazard free, therefore easy to establish a business and safe for the ongoing operation. This is a financial saving for the businesses.</p> <p>Because Industrial Neighbourhood 7 only has small area identified on the Racecourse site, then won't warrant the cost of extending reticulated infrastructure, like water and wastewater. This is a saving for the applicant.</p> <p>If onsite servicing for Neighbourhood 7, then lower density and lower Lot yield, which means less upgrades or extensions required, which is less costs for applicant, e.g. no sealing of Awakino Point North Road and no extension of reticulated services.</p> <p>Industrial Neighbourhood's 1, 2 and 8 have existing reticulated services. Intensification of industrial use within these areas is unlikely to result in the need</p>	<p><u>Economic</u></p> <p>Limited spare land within Industrial Neighbourhood's 1, 2 and 8 to support business growth. Intensification within these Neighbourhoods provides for smaller businesses to establish that only need a relatively small footprint. There is a demand for sites for larger industrial businesses to establish, refer Market Demand Report (Appendix 7). This demand is not provided for under this scenario. These businesses move elsewhere.</p> <p>Industrial Neighbourhood's 1, 2 and 8 are all located within Flood Hazard areas (refer Figures 16 and 17). Therefore, there will be additional costs to establish a business, e.g. flood engineer report, additional building works like raising the building platform, creating flood storage areas to compensate for building platform displacement of flood waters, etc.</p> <p>Developing a part of Industrial Neighbourhood 7 (Racecourse site) for industrial use will be expensive because of the cost of the infrastructure required</p>	<p>Intensification within existing zones is considered to have limited value in supplying an effective amount of land to support residential and industrial growth. Infill will be spread across multiple land ownerships therefore only smaller pockets of growth will be able to be realised. Infrastructure to service the intensification area is efficient because this area is already serviced.</p> <p>The one new industrial area (Neighbourhood 7) is considered an effective and efficient location to</p>

Benefits	Costs	Efficiency and Effectiveness
<p>for upgrades or extensions of services, like water, wastewater or roading. This will be a saving for the new businesses that establish.</p> <p>Less Plan Change development costs for applicant when industrial activities establish in existing Industrial Zones.</p> <p>Intensification of residential activities within Residential Neighbourhoods 2, 3 or 4 means they can use existing infrastructure e.g. roads, water and wastewater. Therefore, less cost to establish.</p> <p>Residential growth in Neighbourhoods 5 and 6 is easy to initiate because of larger land holdings with less existing built development to have to work around.</p>	<p>has to be paid for by a relatively small up-zoned area. For example, extension of reticulated services for water and wastewater, upgrade of intersection with SH14. Even with a reduce Lot yield and corresponding reduction in trip generation, Waka Kotahi are still likely to require the SH14 intersection to be upgraded, as is demonstrated by current land use resource consent application for an Awakino Point North Road site (refer RM210087). Upgrading the SH14 intersection and provision of other services will make the cost to developing the Racecourse site portion of Neighbourhood 7 for Industrial use not economically viable.</p> <p>If businesses wait for all of Neighbourhood 7 to be up-zoned under the PDP, then the demand for business land will remain unfulfilled in the short to medium term. This will further compound the historical issue of undersupply of re-zoned land to support growth.</p> <p>If have onsite servicing for Industrial Neighbourhood 7, then Lot yield will reduce, and number and type of industrial business that can establish will also reduce. Resulting in less benefits to Dargaville, as current demand for industrial land will remain unfulfilled, and business growth will not be provided for.</p> <p>Industrial business growth not provided for therefore people move away from Dargaville, having flow on effects to other businesses with shrinkage or stagnation of their local market.</p> <p>Residential growth is limited in Residential Neighbourhoods 2, 3 and 4 because it can only be infill, which relies on individual property owners. Residential growth in Dargaville is constrained with flow on economic effects.</p>	<p>provide for business growth as it is flood free and has good transportation linkages with SH14.</p> <p>The new residential areas (Neighbourhoods 5 and 6) are of a size that can effectively and efficiently provide for growth. Given the Proposed District Plan process under the RMA, this land will only be available in the long term. There is a bow wave of demand now from historical lack of re-zoning under the Operative District Plan. The time delay is considered to make this option ineffective in the short to medium term.</p>

Benefits	Costs	Efficiency and Effectiveness
	<p>More implementation costs for residential growth in Neighbourhoods 5 and 6 as infrastructure will have to be extended to service these Neighbourhoods.</p>	
<p><u>Social</u></p> <p>Intensification of residential activities within Neighbourhoods 2, 3 or 4 means they have proximity to existing services, facilities and amenities, e.g. hospital, town centre, parks, library, etc.</p> <p>Neighbourhoods 5 and 6 support large residential activities like a Retirement Village or Papakainga style living.</p> <p>An increase in homes supports residential growth in Dargaville and the flow on social benefits for the whole community.</p>	<p><u>Social</u></p> <p>Demand for larger serviced industrial land is not provided in the short to medium term, resulting in less jobs, with associated flow on effects for other supporting businesses, schools, medical services, etc.</p> <p>Limited industrial business growth results in people moving away from Dargaville.</p> <p>Limited residential growth is available in Neighbourhoods 2, 3 and 4 because it can only be infill, which relies on individual property owners. Therefore, less homes available for people.</p> <p>Infill residential growth in Neighbourhoods 2, 3 and 4 can result in poor urban design outcomes, with sub-optimal built environments for people to live in, e.g. second or third dwellings being established on the front and/or back yards of an existing dwelling, with habitable rooms of the different dwellings being located too close to each other, or driveways being located close to the new neighbour's habitable room.</p> <p>Residential Neighbourhoods 5 and 6 are further from Dargaville's amenities, services and facilities, e.g. town centre, library, etc.</p> <p>If the provision of new housing waits for Neighbourhoods 5 and 6 to be up-zoned under the PDP, then the demand for residential land will remain unfulfilled in the short to medium term. This will further compound the historical issue of</p>	

Benefits	Costs	Efficiency and Effectiveness
	undersupply of re-zoned land to support growth.	
<p><u>Environmental</u></p> <p>Industrial Neighbourhood 7 is flood hazard free, therefore urban development stays out of the flood plain so its function during storm events remains unaffected.</p> <p>Industrial Neighbourhood's 1 and 8 and Residential Neighbourhood's 2 and 4 are all existing urban areas therefore intensification of their urban use will not result in a big change to the environment as it is already modified.</p> <p>Industrial Neighbourhoods 1 and 8 and Residential Neighbourhoods 2 and 4 all have reticulated services.</p> <p>Stormwater management from the Racecourse site can be improved (both quality and quantity) when developed, with the employment of mitigation measures like detention wetlands (refer Civil Engineering Report, Appendix 4).</p>	<p><u>Environmental</u></p> <p>Industrial Neighbourhoods 1, 2 and 8 are all located within Flood Hazard areas, therefore further urban development within these Neighbourhoods could further reduce the flood plain ability to function effectively during storm events.</p> <p>Industrial use of the Neighbourhood 7 portion of the Racecourse site will result in an urban modification of this environment. It is noted that the Racecourse has been modified (to a degree) for thoroughbred racing land use.</p> <p>Stormwater management improvements for the environment will be limited as only a portion of the Racecourse site will be developed. Therefore, less improvement to the local stormwater management.</p> <p>Individual onsite wastewater disposal on the portion of the Racecourse site within Neighbourhood 7 may not be environmentally appropriate given the high watertable in winter.</p>	
<p><u>Cultural</u></p> <p>Neighbourhood's 1, 2, 4 and 8 are all existing urban areas therefore intensification of their urban use will not result in a big change to the environment as it is already modified.</p> <p>Neighbourhood's 1, 2 and 8 all have reticulated services.</p> <p>Less modification of Racecourse site because Neighbourhood 7 only covers a portion of the site, therefore less modification to the whenua (land).</p>	<p><u>Cultural</u></p> <p>Less enhancement and improvements to the ecology of the Racecourse site as not warranted when only a portion is developed for Industrial use, therefore lost opportunity to improve the whenua (land).</p> <p>Individual onsite wastewater disposal at the Racecourse site may be culturally inappropriate given the high watertable in winter.</p>	

Benefits	Costs	Efficiency and Effectiveness
Option 2: Locate Development Area on Dargaville Racecourse site – preferred option.		
<p><u>Economic</u></p> <p>The whole Racecourse site can be developed comprehensively at a scale and volume that makes it economically viable.</p> <p>Light Industrial businesses that need larger sites are able to establish on flat, flood free, serviced land close to good transportation connections.</p> <p>Residential and business land is provided for supporting Dargaville’s growth.</p>	<p><u>Economic</u></p> <p>Large implementation costs to the applicant to create a serviced urban environment in this location, e.g. extension of water and wastewater reticulation, sealing of Awakino Point North Road, upgrade of SH14 intersection, shared path linkage to Dargaville.</p> <p>The costs of implementing the Plan Change are substantial, as the RMA system front loads the majority of costs, before a return can be realised when the up-zoned land is subdivided, serviced and ready for sale.</p>	<p>This option is considered effective and efficient as the Development Area site is large enough to make it a financially viable yield of Residential and Light Industrial zoned land to warrant the expense of infrastructure servicing and upgrades.</p> <p>The Development Area can be comprehensively planned, ensuring a well-functioning urban environment is the outcome, making this an effective and efficient site for housing and employment.</p> <p>The Development Area site has a willing land owner and a willing developer, so the development of the site can proceed at pace. Therefore, the Residential and Light Industrial land is possible to be available in the short term, making this option effective and efficient. This will help alleviate the demand while the</p>
<p><u>Social</u></p> <p>Additional homes and community facilities are available in a well planned and holistic fashion.</p> <p>The community’s hauora (wellbeing) is provided for through the design and provisions.</p> <p>Able to walk or cycle to Dargaville safely along a shared path.</p> <p>The Development Area will become the new eastern edge of Dargaville, as the town grows east with the re-zoning of Neighbourhood 7.</p>	<p><u>Social</u></p> <p>A residential urban environment located further away from services, facilities and amenities of Dargaville (however, a comparable distance to Neighbourhood 5 and 6).</p>	<p>The Development Area site has a willing land owner and a willing developer, so the development of the site can proceed at pace. Therefore, the Residential and Light Industrial land is possible to be available in the short term, making this option effective and efficient. This will help alleviate the demand while the</p>
<p><u>Environmental</u></p> <p>The Blue Green network improves the stormwater and spring water on the site and downstream of the site.</p> <p>The Open Space Areas will help improve the local ecology through the provision of</p>	<p><u>Environmental</u></p> <p>Urban development in this location is out of sequence with planned land release, in particular the residential and neighbourhood centre.</p>	<p>The Development Area site has a willing land owner and a willing developer, so the development of the site can proceed at pace. Therefore, the Residential and Light Industrial land is possible to be available in the short term, making this option effective and efficient. This will help alleviate the demand while the</p>

Benefits	Costs	Efficiency and Effectiveness
<p>habitat for flora and fauna. The proposed street trees will also aid this outcome.</p> <p>Wastewater is reticulated except for a relatively small area of Large Lot Residential.</p>	<p>The site will change to an urban environment with large areas covered in impervious surfaces.</p>	<p>PDP will be able to address demand in the long term.</p> <p>With appropriate controls and mitigation measures on the residential and business land, the neighbouring rural properties can continue to enjoy their lifestyle properties or operate as an efficient rural business.</p> <p>Compatible with future rezoning of additional adjacent Industrial land in the PDP.</p>
<p><u>Cultural</u></p> <p>The community's hauora (wellbeing) is provided for through the design and provisions, including papakainga style living.</p> <p>Opportunity to participate in how the site is developed, e.g. naming.</p> <p>The local ecology and biodiversity will improve.</p> <p>Aspiration for employment and housing for people realised.</p>	<p><u>Cultural</u></p> <p>The whenua (land) will change to an urban environment with large areas covered in impervious surfaces.</p>	

Summary of Reasons for Deciding on the Provisions

369. Option 2 is the preferred option because the Racecourse site is a significant opportunity being a substantial area of land that can be comprehensively planned and developed into quality urban environment for future residents and workers. This is as a prime location for Light Industrial businesses to establish, being flat, flood free, serviced and close to good transportation linkages. Spatial Plan Neighbourhood 7 Awakino Point is the only flood free location identified to provide for business growth.
370. Co-locating the different Areas together also provides for an economy of scale, so that the supporting infrastructure is able to be installed, e.g. extension of reticulated services (water and wastewater), sealing of Awakino Point North Road, upgrade of intersection with SH14, shared path connection between the site and Dargaville.
371. The Tripartite Group has formed and established this project around a collective, community-minded aspiration for development - a strategic response to key local needs and economic opportunities. The Racecourse site provides the space to realise their aspirations for Dargaville, and the Provincial Growth Funding has been a welcome catalyst to advance these strategic, long-term aspirations for Dargaville.
372. The Spatial Plan identifies other locations for residential growth. The three greenfield Neighbourhoods 3, 5 and 6 are best able to accommodate the delivery of a larger scale of residential dwellings that is required for Dargaville. Neighbourhood 5 and 6 are both located a comparable distance away from Dargaville's shops and services as the GRA on the Racecourse site. While Neighbourhood 3 has been 'ear marked' for retirement housing, previous initiatives by the Dargaville Development Board to secure appropriate land close to the Hospital to develop a retirement village on have been unsuccessful. A willing landowner is essential. Up-zoning land does not necessarily equate to development and land use change. The Racecourse site has a willing landowner and a willing developer.

373. Having a willing land owner, a willing developer and a Plan Change process started is also beneficial for timeframes. The Development Area could deliver residential and business land in the short term. The re-zoning under the Proposed District Plan will provide for growth in the longer term, given the RMA process for a full Plan review. There is a bow wave of demand now because of the historical lack of re-zoning during the life of the Operative District Plan (refer Statutory Assessment section of this report).
374. Regarding development in this location being out of sequence with planned land release, it is not known how much land in the Awakino Point Neighbourhood 7 will be up-zoned in the Proposed District Plan by Council. The Spatial Plan has a 30-year horizon, while the District Plan only has a 10 year horizon. The NPS:UD supports responsive planning and plan changes for out of sequence developments provided matters in Policy 8 and clause 3.8 are addressed, as detailed in the Statutory Assessment section of this report. In summary, these matters are addressed by the proposed Development Area as it will result in a well-functioning urban environment and the site is well-connected along transport corridors, including the provision of a shared path along SH14.
375. Neighbourhood 7 is the only flood free area available to support Dargaville's industrial businesses growth, therefore it is anticipated that the Proposed District Plan will grow Dargaville towards the east. When Dargaville grows east, the Development Area will be the new eastern edge of town.
376. Therefore, based on these reasons, it is considered that the Development Area location on the Racecourse site is the most efficient and effective location to provide for residential and business growth.

Risk of Acting or Not Acting

377. In this case, it is considered that there is enough information about the requested Development Area to determine the range and nature of the economic, social, environmental and cultural costs and benefits of the options set out in the Tables above. For this reason, an assessment of the risk of acting or not acting is not considered to be required.

Consultation and Engagement

378. The application has carried out consultation with the following persons or parties about the Plan Change:

- Kaipara District Council
- Waka Kotahi (NZTA)
- Northland Transportation Alliance
- Dargaville Racing Club members
- Adjacent property owners
- Wider community
- Tangata Whenua

Kaipara District Council

379. The Plan Change for the re-development of the Racecourse site has been presented to Kaipara District Councillors by the Tripartite Group on two occasions – first in February 2021, then on 15 December 2021 a presentation before the December Council meeting. In addition, other information meetings have been held between Tripartite Group members and either the Mayor, Councillors or senior staff.

380. Pre application meetings, email exchanges and phone calls have been held with Council staff during 2021, including on the following dates: 19 February, 23 February, 30 June, 5 July, 20 September, 11 October, 22 October, and 5 November.

Waka Kotahi / NZTA

381. An initial meeting was held with Waka Kotahi on 22 March 2021. Follow up emails, phone calls and meetings were undertaken over 2021, including meetings on 16 July 2021 and 1 October. A letter providing formal feedback was received from Waka Kotahi, dated 18 November 2021. A response from the applicant's agent has been provided to Waka Kotahi, along with a copy of the Plan Change Statutory Report (s32 evaluation) and the final Integrated Transportation Assessment.

Northland Transportation Alliance (NTA)

382. An initial meeting was held with NTA on 22 March 2021. Follow up emails, phone calls and meetings were held over 2021, including on 26 May and 1 July.

Dargaville Racing Club Members

383. Two rounds of meetings have been held with the members of the Racing Club regarding the re-development of their site. Details on the consultation documents and a summary of the consultation are included as Appendix Two of the Market Demand Analysis (**Appendix 7**).

384. Both meetings were held at the Racing Club Members Room. The first meeting was held on 27 May 2021 to show initial thoughts on development options and hear views from the members. These views informed the further work the technical experts undertook to firm up the design, etc. Then a second meeting was held on 30 November 2021 to show the proposed development layout for the Plan Change and receive feedback.

Adjacent property owners

385. Two rounds of meetings were held with the adjacent property owners on the same days as the Racing Club members meetings and the community meetings – 27 May and 30 November 2021. Details on the consultation documents and a summary of the consultation are included as Appendix Two of the Market Demand Analysis (**Appendix 7**).
386. Both of these meetings were held at the Racing Club Members Room. The first meeting was to show initial thoughts on development options and then to receive views from the neighbours. As with the Racing Club members and the community, the neighbours' views informed the further work the technical experts undertook to firm up the design, etc. At the second meeting the proposed development layout for the Plan Change was shown and feedback was received.
387. Subsequent to the 30 November meeting, further meetings have been held with neighbours. Two meetings with the Phillips family with a focus on potential effects on their dairy farm operation. These meetings were held at the Field Days office on the 20 December 2021 and 18 January 2022. It is noted more than the Phillips family attended these. A meeting was also held with Mr and Mrs Stoddard at their home on 17 December 2021. Collectively, the feedback received from the neighbours resulted in amendments to the design.

Wider Community

388. Similar to the consultation process with the Dargaville Racing Club members, two rounds of meetings were held with the community on the same days as the Racing Club members meetings – 27 May and 30 November 2021. Again, details on the consultation documents and a summary are in Appendix Two of the Market Demand Analysis (**Appendix 7**).
389. These community meetings were both open invite meetings held at the Dargaville Club. The first meeting was to show initial thoughts on development options and then workshop type format was used to receive views from the community. These views informed the further work the technical experts undertook to firm up the design, etc. At the second meeting the proposed development layout for the Plan Change was shown and feedback was received, that resulted in amendments to the design.

Mana Whenua

390. A Cultural Impact Assessment (**CIA**) was commissioned, refer to **Appendix 11**. The engagement process for the CIA started by identifying Mana Whenua – Te Kuihi, Te Roroa, Te Uri o Hau and Te Parawhau. A Kaumata Roopu was established, being a representative group of Mana Whenua. Two initial hui (meetings) were held with the Kaumata, followed by four hui with the Kaumata Roopu regarding the Racecourse proposal and cultural values. This process delivered the CIA, including recommended mitigation measures.
391. Post delivery of the CIA, the Tripartite Group considered the recommended mitigation measures, and responded, as outlined in the AEE section of this report, and contained in **Appendix 11**. The CIA mitigation measures are either incorporated into the Plan Change provisions or noted in the Plan Change as the delivery mechanism sits outside of the Plan Change process, e.g. at time of subdivision or after the site is developed. The intent is for discussion to be ongoing with Tangata Whenua through the Plan Change process and through the subdivision and development phases of this project.

Conclusion

392. The assessments and evaluations outlined in this report have demonstrated that the plan change request is founded on sound resource management principles and satisfies the requirements for changes to District Plans as set out in the RMA. In this respect:
- The requested Development Area has been designed to achieve an outcome of a well-functioning urban environment;
 - The Development Area site is an appropriate location for the rezoning of land to provide for additional residential and light industrial development for Dargaville, with passive transportation linkage provided with Dargaville;
 - The Plan Change will provide for growth, and fill the need for residential and business land created by a lack of re-zoning during the life of the Operative District Plan, which has created a bow wave of demand;
 - When having regard to efficiency and effectiveness, the requested Plan Change is the most appropriate way to achieve the residential and light industrial development desired in the Development Area;
 - The residential and light industrial development that will be enabled by the requested Plan Change will have minimal adverse effects on the environment, and will ensure that any potential for adverse effects at the time of subdivision and development will be appropriately avoided, remedied or mitigated;
 - The requested Development Area will be consistent with higher order planning documents, in particular the National Policy Statement on Urban Development and the Regional Policy Statement for Northland; and
 - The Plan Change request has been developed in accordance with the provisions of Part 2 of the RMA and will promote the sustainable management of natural and physical resources.
393. Overall, it is concluded that notification and approval of the Plan Change request will represent sound resource management practice in relation to providing for the continued sustainable management of Dargaville and the wider Northern Wairoa area.