1 Introduction

Section 32AA of the Resource Management Act 1991 (**Act**) states that a further evaluation is required to address changes that have been made to, or are proposed for, a proposal since the evaluation report for a proposal was completed. In this instance the proposal is:

- a) expansion of the Village Activity Area (encompassing the area that is currently within the Education Activity Area and to realign parts of the boundary with the Open Space Golf Activity Area) and the consequential removal of the Education Activity Area;
- b) the insertion of a Comprehensive Development Plan (**CDP**) (as signalled as being required in Policy 41.2.1.19 and Rule 41.4.2.1 in the decision version of Chapter 41); and
- c) associated consequential amendments to Chapter 41 arising from the insertion of the CDP.

In this case the proposal is considered to be an 'amending proposal' in accordance with section 32(3) of the Act as it is amending an existing change (the Proposed District Plan (**PDP**)).

1.1 **Previous Section 32 Evaluations**

A Section 32 Evaluation Report was prepared for the Jacks Point Zone to accompany the notification of the PDP in 2015. No Section 32 Evaluation Reports have been prepared since that time.

1.2 This Evaluation

This Section 32AA Evaluation (**Evaluation**) has been prepared by the Jacks Point Entities in accordance with Section 32(1) to (4) of the Act. It evaluates the insertion of the proposed CDP into Chapter 41 and the associated suite of amendments that are proposed to Chapter 41 as a result of the proposed insertion of the CDP. These amendments fall into the following broad categories (and are described in more detail in the body of this Evaluation). Collectively, this package is considered to be 'the amending proposal' for the purposes of this Evaluation:

- 1. Amendments to the zoning of land as shown in the Jacks Point Zone Structure Plan to provide for an expanded Village Activity Area (encompassing the area that is currently within the Education Activity Area and a small area of Open Space Golf), the consequential removal of the Education Activity Area and inclusion of two new areas of Open Space Residential Amenity Activity Area (OSA) nested within the Village Activity Area;
- 2. The insertion of a CDP for the expanded Village Activity Area as new Schedule 41.9 within Chapter 41 of the PDP; and
- 3. A range of consequential amendments to the provisions of Chapter 41 to give effect to the amended zoning of land and the insertion of the CDP.

This Evaluation:

a) Examines the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of the Act;¹

¹ Section 32(1)(a)

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- b) Examines (to a level of detail correspondent to the scale and significance of the effects that are anticipated from the proposal) whether the provisions in the proposal are the most appropriate way to achieve the objectives by:²
 - i. Identifying other reasonably practicable options for achieving the objectives;³ and
 - ii. Assessing the efficiency and effectiveness of the provisions in achieving the objectives by:⁴
 - Identifying and assessing the benefits and costs of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions;
 - b. Quantifying the benefits and costs if practicable;
 - c. Assessing the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions; and
 - iii. Summarising the reasons for deciding on the provisions.⁵

1.3 The Objectives

As this Evaluation relates to an 'amending proposal', the assessment of the efficiency and effectiveness of the provisions in achieving the objectives relates to:

- a) The provisions of the amending proposal; and
- b) The objective of the existing proposal to the extent that objective:
 - i. Are relevant to the objectives of the amending proposal; and
 - ii. Would remain if the amending proposal were to take effect.

The amending proposal does not contain any objectives, but there is one objective in Chapter 41 and this objective is relevant to the amending proposal. In accordance with Section 32(6) of the Act, given that the amending proposal does not contain any additional or changes to the existing objective, the purpose of the proposal is also considered to be an objective. ⁶

The purpose of this proposal is to make the necessary amendments to Chapter 41 to insert a CDP that will encourage high quality urban design throughout the Jacks Point Village.⁷ Therefore, the objectives that are considered in this evaluation are:

41.2.1 Objective – The establishment of an integrated community, incorporating residential living, visitor accommodation, community, and small-scale commercial activities with appropriate regard for landscape and visual amenity values, and within a framework of open space and recreation amenities.

And purpose of the amending proposal:

⁵ Section 32(1)(b)(iii)

² Section 32(1)(b)

³ Section 32(1)(b)(i)

⁴ Section 32(1)(b)(ii) and Section 32(2)

⁶ Section 32(6)

⁷ PDP, Chapter 41, Policy 41.2.1.19 (as amended by the amending proposal)

The development of a CDP that encourages high quality urban design throughout the Jacks Point Village by:

- a) Establishing an integrated and coordinated layout of:
 - i) Open space
 - ii) Built form
 - iii) Roading patterns
 - iv) Pedestrian and cycle access
 - v) Carparking
 - vi) Land uses enabled within [land use areas/buildings]
 - vii) Streetscape design
- b) Establishing design controls in relation to buildings and open space; and
- c) Establishing an appropriate legal mechanism to ensure the implementation of b) above.

2 Whether the objectives are the most appropriate way to achieve the purpose of the Act

The amending proposal does not propose any amendments to Objective 41.2.1 and it is therefore not necessary to consider whether the objective is the most appropriate way to achieve the purpose of the Act.

3 Whether the provisions in the proposal are the most appropriate way to achieve the objectives

3.1 Identification of other reasonably practicable options for achieving the objectives s.32(1)(b)(i)

Through its minute of 15 October 2020 the Environment Court allowed for there to be a process for the development of a CDP, potentially utilising s293. This was based on the first draft of a proposed CDP, along with a proposal for a period of consultation with the community and an application to use s293 to incorporate the CDP into Chapter 41 and make related changes to the Chapter 41 provisions and Structure Plan. Implicit to the commencement of this process and subsequent consultation was agreement that retention of the *status quo* of Chapter 41 continuing to operate without a CDP was undesirable, nor was an option being sought by the parties.

The Consultation and Options Report (**Appendix 5**) identifies a range of issues and options relating to development of a proposed CDP. The issues have been distilled further through a meeting facilitated by Counsel for the Council (22 July 2021). Many of these issues are focussed on the detailed matters within the CDP (i.e. methods), but as at 30 June 2021 there remained concerns relating to:

- the scope of the proposed CDP Controls, their integration with Chapter 41 provisions and the role of the non-statutory design guidelines to be administered by the Jacks Point Village DRB; and
- whether it should be confined to the current Village Activity Area, or to a larger area, and for some parties the extension of development to the western side of Lake Tewa.

Based on the consultation process the broad options that exist in relation to the formulation of a CDP to achieve the objective of the Jacks Point zone relate to the scale of change to the Jacks Point Zone

Structure Plan and, specifically, the area of the proposed new Jacks Point Village Activity Area. The options are considered to be as follows:

- **Option 1:** Retain the current Jacks Point Village Activity Area and develop a CDP that relates to this area only. This option would mean retaining the current decisions version of the Jacks Point Structure Plan with no changes to the Village, Education or Open Space Golf Activity Areas.
- **Option 2:** Expanding the Jacks Point Village Activity Area to incorporate the current Education Activity Area, with only very small changes to the Open Space Golf Activity Area. This option would remove the current Education Activity Area, expand the Jacks Point Village Area, and retain the majority of the current Open Space Golf Activity Area.
- **Option 3:** Expanding the Jacks Point Village Activity Area to incorporate the current Education Activity Area and part of the Open Space Golf Activity Area west of Lake Tewa, as proposed within the Consultation and Options Report.

An assessment of the benefits and costs associated with each option is set out in the table below.

Option	Benefits	Costs	Rank		
1	This option would confine the Village to a compact area making for an internally accessible and walkable catchment. This more compact scenario would likely retain the full 60% building coverage and thereby retain a comparatively higher supply of land for residential and business activity. Given the specific activities provided for within the Education Activity Area and the development of a school by the Ministry of Education at Hanley Farm, the demand for land with this type of zoning/development enabled is considered to be low. The result would be limited development within this area and the resultant retention of the open space values. The landscape values of the open space land surrounding the Village Activity Area would be retained. Future development could more readily utilise the infrastructure and services that have been installed as part of the subdivision undertaken under the Operative District Plan in terms of the current Outline Development Plan.	The corollary of retaining the Education Activity as mostly open space is that it would in economic terms make for an inefficient use of valuable urban land, that is in close proximity to established access and services. The more compact nature of the existing Village Activity limits means there is less opportunity to incorporate developed public amenities, noting that the Education Activity Area limits activities to education and day care activities, and as such would require resource consent to utilise this area for more developed public amenities, not associated with education and day activities. The framework of open space and recreation amenities incorporated into the objective for the Jacks Point Zone would be largely retained for the land surrounding the Village, rather than becoming an integrated part of the development outcome. This option is only the most confined spatially, and therefore has less potential to realise economic growth or the creation of employment, relative to the other reasonably practicable options. For similar reasons, this option would also have the lowest potential to create further areas for housing.	3		
	Summary : This option is considered the lowest ranked of the reasonably practicable options, because, with reference to Objective 41.2.1, it would maintain the current division between the adjacent education and village activity areas, and with the CDP being constrained to the current village. In this way, option 1 would be the least capable of establish a sufficiently integrated community and further recreation amenities anticipated by the objective.				
2	Establishing a CDP across the expanded Village, into the current Education Activity area, will increase environmental benefits by taking a coordinated approach to pedestrian and cycle access, vehicle access, open space and community amenities.	Noting that the Ministry of Education has confirmed that it would not be interested in using the Education Activity Area for the development of a school, the inclusion of this area into the Jacks Point Village Activity potentially means that there is a lost opportunity to instead retain this area as undeveloped open space. Equally, the current decision of the Ministry about the need for a school may change over time as the overall	1		

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	because it can provide greater benefits for the integrated pla	population across the Jacks Point area increases, potentially resulting in a shortfall of suitable land to accommodate education needs in the long term. This cost is however mitigated through the provisions within the CDP that provide for community activity within the mixed use and community land use areas, from which other forms of education activity may develop.	
		tively impacting on the landscape and visual amenity values of education land and incorporate into the village in a co-ordinated	
3	This option seeks to expand the Village Activity Area to encompass approximately 49ha of land containing the current Village, Education and part of the OSG Activity Areas on the west of Lake Tewa. The primary benefit over the other options is in terms of the level of community amenities, including the expanded blue network, public access to the west of Lake Tewa and considerable areas of landscape planting that would increase recreation opportunities and the landscape and natural character of the open space areas.	The environmental costs of this option are considered to relate to the landscape values, particular from the extension of development into four pods onto the western side of Lake Tewa. Although this extension was supported by specialist landscape input, ⁸ it also justified the addition of a new restricted discretionary activity consent to manage those effects. There was a related issue with a part of the expanded Village Activity Area covering a part of the Tablelands overlay and how the landscape values of this would be managed in the context of the Village Activity Area.	2
	The economic benefits of this option are increased opportunity for visitor accommodation, proposed to be located along the expanded western lake edge, where vehicle access is	Some residents were also opposed to the impact of any expansion of the Village into the open space area, particularly	

⁸ Yvonne Pfluger, Boffa Miskell "Assessment of Landscape Effects" (27/05/2021)

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proposed to be restricted to create a high-quality visitor experience. These areas are designed to work together with the enhanced areas of native planting and a waterfront lakeside park to enhance amenity values. Like option 1, this option would also resolve the status of the Education Activity Area, given the clear indication from Ministry of Education that it is not required for a school.	in relation to the potential changes to the golf course and the potential for those changes to require an exchange of community owned land. This option identified considerable areas of the expanded Village as a new open space land use area that was part of a deliberate design approach to create a greener urban environment. This approach however, generated concern with the relative effectiveness of this land use area to manage the open space compared to the provisions within the existing open space golf activity area. It was proposed to address this issue through a co-ordinated approach to the delivery of key community amenities associated with this open space and was therefore conceptually supported.	
options. As it occupies the largest spatial footprint, it has the poprovision of a significant area and number of community factors	idered the second highest ranked of the reasonably practicable otential to achieve a greater area of urban activity, including the lities. Like option 2, it provides for an integrated approach to t it also has the greatest potential to impact on landscape and	

3.2 Assessment of efficiency and effectiveness of provisions in achieving the objectives (s.32(1)(b)(ii) and s.32(2))

Objective:

Objective 41.2.1 The establishment of an integrated community, incorporating residential living, visitor accommodation, community, and small-scale commercial activities with appropriate regard for landscape and visual amenity values, and within a framework of open space and recreation amenities

Purpose of the amending proposal:

The development of a CDP that encourages high quality urban design throughout the Jacks Point Village by:

- a) Establishing an integrated and coordinated layout of:
 - i) Open space
 - ii) Built form
 - iii) Roading patterns
 - iv) Pedestrian and cycle access
 - v) Carparking
 - vi) Land uses enabled within [land use areas/buildings]
 - vii) Streetscape design
- b) Establishing design controls in relation to buildings and open space; and
- c) Establishing an appropriate legal mechanism to ensure the implementation of b) above.

Provisions	Benefits	Costs
Amend the spatial extent of the Jacks Point Village Activity Area as shown in the Jacks Point Zone Structure Plan in Section 41.7 of Chapter 41 in the PDP so that:	The amendments to the spatial extent of the Jacks Point Village Activity Area to encompass the land which was previously within the	Environmental: The 'expansion' of the Jacks Point Village Activity Area to encompass the previous Education Activity Area will likely result in a different built form and activity mix arising on that land. While it is possible that

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 a) The Education Activity Area is removed; and b) the land previously within the Education Activity Area and a small area of adjacent open space golf is included within an expanded Jacks Point Village Activity Area. This change results in the total land area within the Jacks Point Village Activity Area increasing to include the current Village Activity Area (7.00ha). The realignments with Open Space Golf Activity Area has increased that activity area in size by 0.8100 ha and two new nested areas of OSA also being created, totalling 0.93 ha. In total the proposed / expanded Village Activity Area would become 23.93ha in area. The proposed amendments to the Jacks Point Zone Structure Plan are set out in Appendix 1. Insert CDP Regulatory Plans that set out the locations of: Land use areas and site coverage: Wisitor Accommodation Land use area Medium and High Density Residential Land use area Community Land use area Roading Network and Hierarchy 	 Village Activity Area than was provided for in the Decisions Version of the PDP. This means that the type and extent of activities that are provided for on this land (and the associated environmental effects) will be different to those anticipated under the Decisions Version of the PDP (where education activities were previously envisaged, but without any activity standards). As a result of the proposal, the land that has been 'added' to the Jacks Point Village Activity Area is envisaged to be used for a combination of Mixed Use, Community, Residential and Visitor Accommodation Activities (as shown on the Land Use Plan in the CDP). These activities will also be subject to the Activity Standards in Chapter 41 that apply to the Jacks Point Village Activity Area, as well as the proposed controls that are to apply to the various land use areas within the Jacks Point Village Activity Area in Chapter 41 (as amended by the proposal) are as follows: a) To limit the scale of commercial activity to 200 m²;⁹ b) Modified standard 41.5.2.2 specifying building coverage for each of the land use areas; 	development of the land for education purposes may have resulted in larger areas of open space around education buildings to provide for playgrounds and playing fields etc., there was nothing in the provisions of Chapter 41 that would have guaranteed that outcome. In addition, had the land been used by the Ministry of Education it would likely have been subject to a designation which would have removed the need to comply with any District Plan provisions (but could have imposed conditions relating to built form, landscaping etc.) As set out under the Environmental Benefits, the overall suite of provisions that comprise the amending proposal are considered to provide a far greater level of specificity and certainty as to the type of development that will be enabled within the Jacks Point Village Activity Area, and commensurate certainty around the nature of the potential environmental effects.
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⁹ PDP, Chapter 41, Table 7, Rule 41.5.2.1 (as proposed to be amended by the Jacks Point Entities)

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Community Amenities, Pedestrian and	c) Specifying a maximum height limit within
Cycle Network	the Jacks Point Village Activity area of
Incort CDB toxt into Chapter 41 that comprises of	12m, comprising no more than 3 storeys;
Insert CDP text into Chapter 41 that comprises a series of controls	The Controls that will apply to the land previously
	held within the Education Activity Area will include
Consequential amendments to the rules	the following (depending on which land use area
standards and provisions within Chapter 41	the land is within):
associated with the removal of the Education	
Activity Area and the resultant expansion of the	
Jacks Point Village Activity Area:	residential land use areas;
a) Modify the heading above Policy 41.2.1.17	b) Provisions that manage activities within
by removing the text "and Education"	the Local Shopping Centre Overlay;
b) Modify Policy 41.2.1.19 to insert reference	
to the new Jacks Point Village Activity Area CDP located within Schedule 41.9.	non-accessory parking; and
CDP localed within Schedule 41.9.	d) a range of provisions (including the
c) Delete Policy 41.2.1.20 relating to the	Regulatory Plans) that detail the location
Education Activity Area	and design of movement infrastructure
d) Madify the bacding of Table 2 to remove	such as roads, public transport, and
 Modify the heading of Table 2 to remove the text "and Education" 	walking and cycling tracks.
	Re-aligning the boundary of the Jacks Point
e) Modify Rule 41.4.2. to remove reference to	Village Activity Area to encompass the land that
the Education Activity Area	was in the Education Activity Area will therefore
f) Madify Dula 44.4.0.4 to delate the tout	result in a broader range of land use activities
f) Modify Rule 41.4.2.1 to delete the text within matters of control g. relating to "the	being able to establish on that land, but that will
formulation of design controls.	be subject to a greater level of control than what
ionnulation of design controls.	was previously provided with the land in the
g) Delete Rule 41.4.2.2. relating to activities	Education Activity Area due to the combination of
within the Education Activity Area	the Activity Standards in Chapter 41 and the
h) Modify the heading of Table 7 and Rule	Design Controls that are proposed via the CDP.
41.5.2 to remove the text "and Education"	In addition, the extra level of detail provided in the
	maps that accompany the CDP provide a greater
i) Modify standard 41.5.2.2 Building	
Coverage – Village (JP) Activity Area – to	
	Point Village (including the expanded part of the

j)	remove the current 60% coverage limitation, applied across the entire activity area with new building coverage areas for each of the land use areas identified on the CDP (contained within Schedule 41.9) Delete existing Standard 41.5.2.2 Building Coverage – Education Activity Area	 village that encompasses the Education Activity Area). There may be reduced travel requirements (and associated carbon emissions) arising as a result of providing a greater mix of community and commercial activities within closer proximity to residents of the wider Jacks Point Zone. Collectively, the amending proposal will contribute to Objective 41.2.1 by directing where and how development within the Jacks Point Village will occur; encompassing residential, visitor accommodation, community, and small-scale commercial activities within a broader network of open space and recreation amenities. 	
		The insertion of a CDP including the Regulatory Plan and Controls collectively meet the purpose of the amending proposal.	
		Economic:	Economic:
		The creation of a CDP will create greater certainty and provide consistency for the administration of development across the expanded Village Activity Area. The additional level of detail in the provisions	The 'expansion' of the Jacks Point Activity Area to encompass the Education Activity Area could result in a greater overall level of provision of commercial activities within the Jacks Point Village. This could have the potential to have an effect on other commercial centres in the District. However, this

· · · · · · · · · · · · · · · · · · ·					
	land use options via a discretionary activity framework. The Village activity area and related CDP create much greater certainty over both the type of expected activities and the level of urban design that would result from this regime.	residents, and provides shopping and office space.	small	scale	destination
	The insertion of the CDP for the Jacks Point Village Activity Area will enable development within this activity area to continue to occur under a more certain regulatory regime (and as a controlled activity) as it is a key component required in the District Plan to enable development within this area. This may result in economic benefits falling to developers and persons who operate businesses within the commercial, mixed use and visitor accommodation land use areas within the Activity Area.				
	Enabling the Village Activity Area to develop as signalled in the CDP may result in indirect economic benefits falling to residents within the wider Jacks Point Zone due to increased employment, entertainment and commercial opportunities arising within the Village, thereby potentially reducing travel costs that would be incurred by travelling to other parts of the district to obtain these services.				
	Collectively, the benefits outlined above are considered to meet Objective 41.2.1 and the purpose of the amending proposal, particularly as the development of the village will provide the opportunity for a broader mix of community and small scale commercial activities to establish within the zone, supporting a more integrated community.				
	It is anticipated that the development of the Village Activity Area will make some contribution				

to overall economic growth within the District but this is not able to be quantified at this time. Similarly, there are likely to be employment opportunities arising associated with the construction of development within the Activity Area, as well as employment opportunities within the businesses that establish within the Village.	
Cultural: The proposed CDP includes a specific Community land use area, within which community activities are enabled. Community activities include a range of activities, some of which may provide for cultural activities for the community. There are no known sites of significance to mana whenua within the Jacks Point Village Activity Area, nor known mana whenua values.	Cultural: The removal of the Education Activity Area may result in some costs from a cultural perspective as schools can sometimes be used by the community for cultural activities (such as evening classes etc.). However, there was no guarantee that education facilities that would establish within the Education Activity Area would have necessarily offered such facilities to the community.
Social: The mix of activities enabled within the Jacks Point Village Activity Area may result in social benefits as perceived by residents and visitors to Jacks Point arising from the quality of the living environment and amenity values of the Jacks Point Village, including its connectivity to open space blue and green networks. The provision of pedestrian and cycle networks through the Village, connecting to pedestrian and cycle networks in the wider Jacks Point Zone and beyond, will enable people to contribute to mental and physical wellbeing by using active modes of transport for recreation and/or transportation purposes.	Social: The removal of the Education Activity Area is not opposed by the Ministry of Education who have indicated that there is no need for a school site alongside the current Village and are establishing a new school at Hanley Farm (via a designation). The loss of the Education Activity Area is therefore a potential social cost for the community in the very long term, should future community needs require further dedicated land for education purposes. The removal of the Education Activity Area will also result in the potential loss of one large area dedicated to the provision of education activities. However, the Ministry of Education has been clear that it does not wish to develop a school within this area and has proceeded to designate land within Hanley Downs,

thereby making the original purpose of this activity area redundant.
Despite the decision made by the Ministry of Education, it is noted that community activities are provided for within the proposed new mixed -use and community land use areas. The definition of community activity incorporates education and day care facilities, together with a wide range of activities having social benefits, such as health care activities, community centres and community centres. ¹⁰

Risk of acting or not acting

The risk associated with not implementing the changes set out in the proposed provisions would be that a CDP would not be included in the District Plan. The effect of this would be that development within the Jacks Point Village (which has been anticipated for many years) would not be able to proceed under a controlled activity regime and default to being a discretionary activity (Rule 41.3.2.1), thereby resulting in greater development and plan administration costs. Developing the CDP and inserting it into the District Plan is a key step in 'completing' the resource management regime for the Jacks Point Zone and eliminate the potential for an ad-hoc approach to develop through a discretionary regime.

Effectiveness and Efficiency of the provisions in achieving the objectives

The amendments are efficient, clear and directive and appropriate to achieve the objectives of the Plan and improve the efficiency and effectiveness of the Plan.

¹⁰ Decisions version of the PDP, Chapter 2, definition of 'Community Activity'

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