

Proposed Bay of Plenty Regional Policy Statement Section 32 report Urban form & growth management

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Section 32 Report

Urban Form and Growth Management

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1 Introduction

This report presents the Section 32 evaluation in accordance with the Resource Management Act 1991, “Consideration of alternatives benefits and costs” for the proposed Regional Policy Statement (Regional Policy Statement) on the topic of geothermal resources. Section 32 states:

32 Consideration of alternatives, benefits, and costs

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

.....

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

(3) *An evaluation must examine —*

(a) *the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*

(b) *whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*

....

(4) *For the purposes of [[the examinations referred to in subsections (3) and (3A), an evaluation must take into account —*

(a) *the benefits and costs of policies, rules, or other methods; and*

(b) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*

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

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

1.1 Structure of this report

Section 2 of this report outlines the regionally significant issues identified and the process of identification. Section 3 outlines the appropriateness of each objective in accordance with the purpose of the RMA (Resource Management Act).

Sections 4 to 7 then evaluate the most appropriate policy and method options to achieve each objective. When evaluating the policy and method options, there are a range of types of options that are required to be assessed in each instance.

These are:

- (a) Broad direction to district and/or regional plans, and/or the Regional Land Transport Strategy.

This is where a policy directs that a change is to be made to a district and/or regional plan and/or the Regional Land Transport Strategy. The method then sets out when this change is to be undertaken.

- (b) Specific direction as to matters to be given particular regard to in resource management decision making

This is where a policy sets out a series of matters that are to be given “particular regard” when making resource management decisions. The method sets out when these matters are to be considered. This may include resource consent decisions, decisions on notices of requirements or when making decisions about changes to district or regional plans.

- (c) Guiding options

This is where a policy and a method (or methods) outlines the non-regulatory actions that need to be put in place. These include:

- Information or guidance
- Integrating management
- Identification or investigation

- (d) Do nothing

This will occur where no intervention, either regulatory or non-regulatory will occur.

Note:

For the purposes of the evaluation in section 4 to 7 of this report, some of the above types of options are evaluated contemporaneously.

Determining the most appropriate policies and methods is based on an assessment of the effectiveness and efficiency of the policy and method options and the risks of acting or not acting when there is uncertain or insufficient information.

Effectiveness is a measure of how much influence a resource management intervention has or how successful it is in addressing the issues, in terms of achieving the desired environmental outcome. Effectiveness is a cumulative value, derived from the range of types and scope of influences or impacts of an intervention, towards achieving intended results and environmental outcomes. The effectiveness of an option is not able to be assessed as an absolute value. Rather, options are appraised as to whether they exhibit the qualities which contribute to ‘effectiveness’ and to what degree and a determination is made as to the cumulative effect of the pertinent attributes in terms of high, medium or low “effectiveness”.

When evaluating the efficiency of the policy and method options both the benefits (social, economic and environmental) and costs (social, economic and environmental) are outlined. Each option is then deemed to be either efficient or inefficient. The following diagram outlines how this assessment is undertaken.

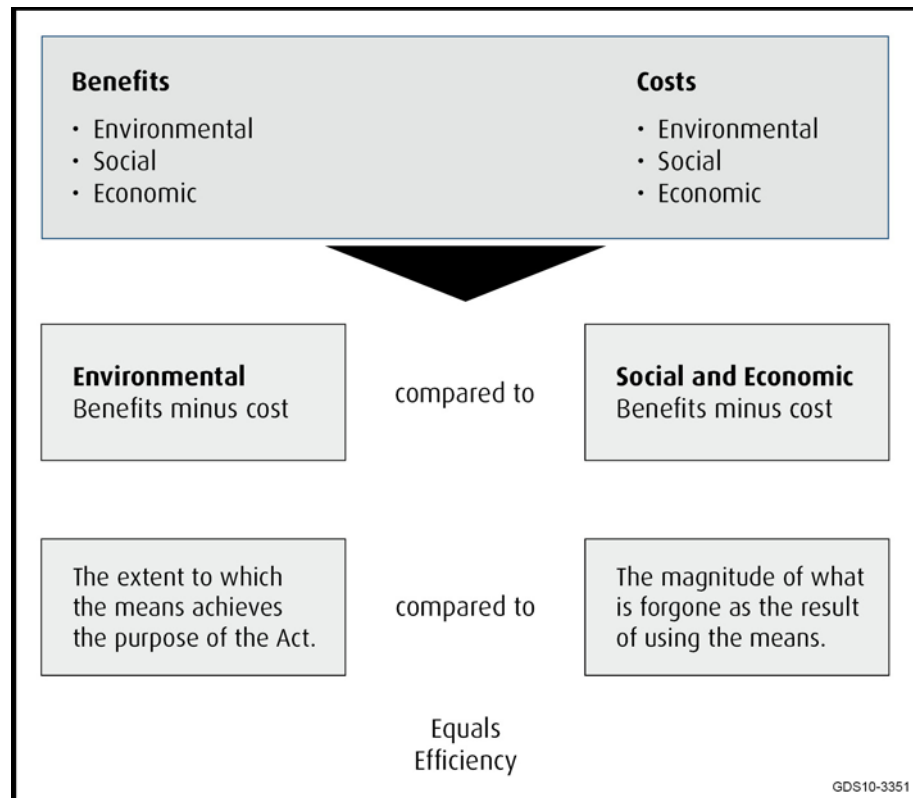


Figure 1 Deriving efficiency from benefits and costs.

The evaluation of 'efficiency' will result in either a positive or negative result in terms of efficiency. Alternatively, if efficiency is expressed as a cost/benefit ratio, it will be either greater than or less than 1. In the event the ratio is considered to be less than 1, the option can be considered efficient, in that the sum of the benefits outweigh the sum of the costs. In the event the ratio is deemed to be greater than 1, the option can be considered to be inefficient, in that the sum of the costs outweigh the sum of the benefits. It is important to note that in this evaluation of 'efficiency', absolute values for each of the variables considered pertinent (i.e. identified as either a cost or a benefit within the evaluation of the options) are not available. Rather, the analysis has endeavoured to present an accurate appraisal of the relative costs and benefits between the options, in order to determine which are efficient and which are not. A simple yes or no is used to differentiate the options as efficient or inefficient.

2 Regionally significant issues

As part of the review of the Bay of Plenty Regional Policy Statement 1999, the Urban Form and Growth Management issues were evaluated and reviewed using:

- Criteria to ensure the issues were regionally significant (refer Appendix 1 for a copy of the criteria)
- Bay Trends (2004) – Report on the state of the Bay of Plenty environment
- Bay of Plenty Community Outcomes Report (2008)
- Stakeholder written comments/submissions on the Draft Regional Policy Statement for the Bay of Plenty Region 2009
- The Next Bay of Plenty Regional Policy Statement: Issues and Options (2008)
- Monitoring and Evaluation of the Operative Bay of Plenty Regional Policy Statement (2008)

The resulting issues recommended for inclusion in the proposed Regional Policy Statement on Urban Form and Growth Management are:

Issue 1 Un-coordinated growth and development

Sporadic and uncoordinated growth and development can adversely affect urban and rural amenity values, heritage, health and safety, transportation costs, the provision and operation of infrastructure and access to community, social, employment and commercial facilities.

Issue 2 Land supply and inefficient patterns of land use

An imbalance of land supply, demand and uptake can have adverse economic and social effects yet it is very difficult to plan and predict. Inefficient patterns of land use and ad hoc development are difficult and costly to service and maintain.

Issue 3 Impacts of poor urban design and urban growth on communities

Communities which develop without high quality urban design are likely to be less cohesive and to experience reduced amenity. Poor urban design can also lead to reduced physical access and connectivity to facilities and open spaces. Patterns of urban growth which fail to reflect the aspirations, needs and concerns of existing affected communities are likely to be problematic.

Issue 4 Effects of urban and rural subdivision on natural features and landscapes

Urban and rural subdivision patterns create pressures that reduce the values of natural features and landscapes to people and communities.

Issue 5 Integration of land use and infrastructure

A lack of integration between land use and infrastructure including utilities and transport, may result in poor infrastructure investment decisions, public funding pressures and inefficient land use patterns.

Issue 6 Intensive urban development

More intensive urban development is necessary to accommodate growth but has the potential to:

- Adversely impact on the residential character and amenity values of existing urban areas.
- Create unforeseen social, economic and cultural effects.
- Increase road congestion leading to restricted movement of goods and services to, from, and within the region, and compromising the efficient operation of the transport network.

3 Extent to which the objectives are the most appropriate

The proposed urban form and growth management objectives are:

- Objective 24: A compact, well designed and sustainable urban form that effectively and efficiently accommodates the region's urban growth.
- Objective 25: An efficient, sustainable, safe and affordable transport network, integrated with the region's land use patterns.
- Objective 26: Subdivision use and development in the western Bay of Plenty sub-region is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.

Note: *Please also refer to Objective 30 in the Water Quality and Land Use section 32 report. This objective and associated provisions relates to versatile land and development, which is also relevant for to urban form and growth management.*

Following is an assessment outlining the extent to which the urban form and growth management objectives are the most appropriate way to achieve the purpose of the RMA.

3.1 Objective 24

A compact, well designed and sustainable urban form that effectively and efficiently accommodates the region's urban growth.

- **The pressure on urban form and growth management to efficiently and effectively provide for the region's urban growth:** The monitoring and evaluation report of the Operative Regional Policy Statement (2008), identified that the equivalent objective to Objective 24 in the Operative Regional Policy Statement, '*Built Environment Objective 13.3.1(a)*', is too broad focus and needs to go further to achieve the purpose of the RMA. This was in particular regard to the integration of land use and transport, for the purposes of achieving the requirements of section 30(1)(gb) of the RMA. The monitoring and evaluation report also acknowledged that Change 2 to the Operative Regional Policy Statement was being developed to incorporate a long term approach to strategic resource management planning in the sub-region. In doing so, the report mentions that this presents the opportunity to apply this approach to the whole region in the next Regional Policy Statement. Change 2 incorporates some of the principles included in Objective 24, and as a result these principles have been carried over into the next Regional Policy Statement for application on a region wide basis. This will ensure principles such as effective integration of land use and infrastructure, use of high quality urban design principles, Live-Work-Play principles are implemented across the region. This will work towards avoiding patterns of development that can result in adverse effects on the environment, such as urban sprawl.

Objective 24 addresses regionally significant urban form and growth management issues 1, 2, 3, 4, 5 and 6.

- **RMA mandate for local authorities to manage urban form and growth management:** Relevant sub sections to Section 30 “Function of regional councils” for Objective 24 include:

30(1)(a) the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the natural and physical resources of the region.

30(1)(b) the preparation of objectives and policies in relation to any actual or potential effects of the use, development, or protection of land which are of regional significance.

30(1)(gb) the strategic integration of infrastructure with land use through objectives, policies and methods.

- **Central government direction:** The following policies in the New Zealand Coastal Policy Statement 1994 are relevant to Objective 24:

Policy 1.1.1 - It is a national priority to preserve the natural character of the coastal environment by:

- (a) *encouraging appropriate subdivision, use or development in areas where the natural character has already been compromised and avoiding sprawling or sporadic subdivision, use or development in the coastal environment;*
- (b) *taking into account the potential effects of subdivision, use, or development on the values relating to the natural character of the coastal environment, both within and outside the immediate location; and*
- (c) *avoiding cumulative adverse effects of subdivision, use and development in the coastal environment.*

Policy 1.1.3 - It is a national priority to protect the following features, which in themselves or in combination, are essential or important elements of the natural character of the coastal environment:

- (a) *landscapes, seascapes and landforms, including:*
 - (i) *significant representative examples of each landform which provide the variety in each region;*
 - (ii) *visually or scientifically significant geological features; and*
 - (iii) *the collective characteristics which give the coastal environment its natural character including wild and scenic areas;*
- (b) *characteristics of special spiritual, historical or cultural significance to Maori identified in accordance with tikanga Maori; and*
- (c) *significant places or areas of historic or cultural significance.*

Policy 3.1.3 - Policy statements and plans should recognise the contribution that open space makes to the amenity values found in the coastal environment, and should seek to maintain and enhance those values by giving appropriate protection to areas of open space.

Policy 3.2.1 - Policy statements and plans should define what form of subdivision, use and development would be appropriate in the coastal environment, and where it would be appropriate.

Policy 3.2.2 - Adverse effects of subdivision, use or development in the coastal environment should as far as practicable be avoided. Where complete avoidance is not practicable, the adverse effects should be mitigated and provision made for remedying those effects, to the extent practicable.

Policy 3.2.4 - Provision should be made to ensure that the cumulative effects of activities, collectively, in the coastal environment are not adverse to a significant degree.

Policy 3.2.5 - Subdivision, use and development in the coastal environment should be conditional on the provision of adequate services (particularly the disposal of wastes), and the adverse effects of providing those services should be taken into account when preparing policy statements and plans and when considering applications for resource consents.

The New Zealand Urban Design Protocol provides national direction on urban design initiatives. While the Bay of Plenty Regional Council has not ratified the protocol, many organisations nationwide have. However, the Bay of Plenty Regional Council has incorporated the high quality urban design principles within this protocol into the Proposed Regional Policy Statement. The Protocol follows an international trend in urban design to make our towns and cities more successful by using quality urban design principles to help them become:

- competitive places that thrive economically and facilitate creativity and innovation
- liveable places that provide a choice of housing, work and lifestyle options
- a healthy environment that sustains people and nature inclusive places that offer opportunities for all citizens
- distinctive places that have a strong identity and sense of place
- well-governed places that have a shared vision and sense of direction.
- **Matters of National Importance:** In addition, the following principles within Part II are also considered to be addressed by Objective 24:

6(a) – the preservation of natural character of the coastal environment, wetlands, and lakes and rivers and their margins and protection from inappropriate subdivision, use and development.

6(b) – protection of outstanding natural features and landscapes from inappropriate subdivision, use and development.

6(c) – the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.

6(f) Protection of historic heritage from inappropriate subdivision, use and development.

- **Other Matters:** Particular principles (within Part II of the Resource Management Act) of direct relevance include:

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

7(ba) the efficiency of the end use of energy.

7(c) maintenance and enhancement of amenity values.

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

- **Purpose of the RMA:** Objective 24 achieves the purpose of the Act by;
 - (a) sustaining the potential of natural and physical resources by providing compact, well designed and sustainable urban form to effectively and efficiently provide for the foreseeable needs of future generations; and
 - (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems by providing for urban form and growth management through low impact design; and
 - (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment by promoting sustainable development within existing areas and integrated, structured development of Greenfield areas.

On the basis of the above, objective 24 is the most appropriate for achieving the purpose of the Resource Management Act 1991.

3.2 Objective 25

An efficient, sustainable, safe and affordable transport network, integrated with the region's land use patterns.

- **The pressure on urban form and growth management to provide an efficient sustainable, safe and affordable transport network that is integrated with land use:** The monitoring and evaluation report of the Operative Regional Policy Statement (2008) identified that the next Regional Policy Statement must consider how infrastructure (as a physical resource) is integrated with land use in the region. In stating this, while all infrastructure is required to be integrated with land use under section 30(1)(gb) of the RMA (which is also provided for in the Infrastructure and Energy chapter of the Proposed Regional Policy Statement), the report highlighted that integration with land use and transport infrastructure is of particular importance. The monitoring and evaluation report mentioned that greater regard for the relationship between the Regional Policy Statement and the Regional Land Transport Strategy was required. While the monitoring and evaluation report, did mention that the existing provision in the Operative Regional Policy Statement, '*Built Environment Objective 13.3.1(a)*', did provide a policy framework for achieving the purposes of section 30(1)(gb) of the RMA, it was too broad focus. It also conceded that while Change 2 was exclusive to the western Bay of Plenty sub-region and acknowledged that the opportunity existed in the next Regional Policy Statement to incorporate better provision for integration of infrastructure and land use throughout the region.

Objective 25 addresses regionally significant urban form and growth management issues 1, 3, 5 and 6.

- **RMA mandate for local authorities to provide for the management of an integrated transport network:** Relevant sub sections to Section 30 "Function of regional councils" for Objective 25 include:

30(1)(gb) the strategic integration of infrastructure with land use through objectives, policies and methods.

- **Other Matters:** Particular principles (within Part II of the Resource Management Act) of direct relevance include:
 - 7(b) the efficient use and development of natural and physical resources*
 - 7(ba) the efficiency of the end use of energy*
 - 7(c) maintenance and enhancement of amenity values*
 - 7(f) maintenance and enhancement of the quality of the environment.*
- **Purpose of the RMA:** Objective 25 achieves the purpose of the Act by;
 - (d) sustaining the potential of natural and physical resources by providing for efficient, sustainable, safe and affordable transport network that is integrated with land use to provide for the foreseeable needs of future generations; and
 - (e) safeguarding the life-supporting capacity of air, water, soil, and ecosystems by promoting more sustainable transport networks that promote the use of alternative modes of transport; and
 - (f) avoiding, remedying, or mitigating any adverse effects of activities on the environment by promoting sustainable management of the transport network.

On the basis of the above, objective 25 is the most appropriate for achieving the purpose of the Resource Management Act 1991.

3.3

Objective 26

Subdivision, use and development in the western Bay of Plenty sub-region is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.

- **The pressures on urban form and growth management to provide for integrated growth management:** The monitoring and evaluation report of the Operative Regional Policy Statement (2008) identified that Objective 26 came about from Change 2. Special provision for strategic growth management in the western Bay of Plenty sub-region has been determined through its 50-year growth management strategy (the SmartGrowth Strategy and Implementation Plan, 2007). This strategy required Change 2 to the Operative Regional Policy statement. Change 2 resulted in the new objective; '*Objective 17A.3.1(a) Growth Sequencing and Integration*'. As this approach is still considered to be an effective means of managing subdivision, use and development in the western Bay of Plenty sub-region, the wording of Objective 26 has been generally carried over from '*Objective 17A.3.1(a)*' into the Proposed Regional Policy Statement.

Objective 26 addresses regionally significant urban form and growth management issues 1, 2, 5 and 6.
- **RMA mandate for local authorities to provide for integrated growth management:** Relevant sub sections to Section 30 "Function of regional councils" for Objective 26 include:
 - 30(1)(a) the establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the natural and physical resources of the region.*
 - 30(1)(gb) the strategic integration of infrastructure with land use through objectives, policies and methods.*

- **Central government direction:** The following policies in the New Zealand Coastal Policy Statement 1994 are relevant to Objective 26:

Policy 1.1.1 - It is a national priority to preserve the natural character of the coastal environment by:

- (a) *encouraging appropriate subdivision, use or development in areas where the natural character has already been compromised and avoiding sprawling or sporadic subdivision, use or development in the coastal environment;*
- (b) *taking into account the potential effects of subdivision, use, or development on the values relating to the natural character of the coastal environment, both within and outside the immediate location; and*
- (c) *avoiding cumulative adverse effects of subdivision, use and development in the coastal environment.*

Policy 3.1.3 - Policy statements and plans should recognise the contribution that open space makes to the amenity values found in the coastal environment, and should seek to maintain and enhance those values by giving appropriate protection to areas of open space.

Policy 3.2.1 - Policy statements and plans should define what form of subdivision, use and development would be appropriate in the coastal environment, and where it would be appropriate.

Policy 3.2.2 - Adverse effects of subdivision, use or development in the coastal environment should as far as practicable be avoided. Where complete avoidance is not practicable, the adverse effects should be mitigated and provision made for remedying those effects, to the extent practicable.

Policy 3.2.5 - Subdivision, use and development in the coastal environment should be conditional on the provision of adequate services (particularly the disposal of wastes), and the adverse effects of providing those services should be taken into account when preparing policy statements and plans and when considering applications for resource consents.

- **Other Matters:** Particular principles (within Part II of the Resource Management Act) of direct relevance include:

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

7(c) maintenance and enhancement of amenity values

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

- **Matters of National Importance:** In addition, the following principles within Part II are also considered to be addressed by Objective 26:

6(a) – the preservation of natural character of the coastal environment, wetlands, and lakes and rivers and their margins and protection from inappropriate subdivision, use and development.

6(b) – protection of outstanding natural features and landscapes from inappropriate subdivision, use and development.

6(f) Protection of historic heritage from inappropriate subdivision, use and development.

- **Purpose of the RMA:** Objective 26 achieves the purpose of the Act by;
 - (a) sustaining the potential of natural and physical resources by providing for integrated, long term planning for growth management in the western Bay of Plenty sub-region to provide for the foreseeable needs of future generations; and
 - (b) safeguarding the life-supporting capacity of air, water, soil, and ecosystems by promoting development that is carried out at a rate that provides for the demand of population increase; and
 - (c) avoiding, remedying, or mitigating any adverse effects of activities on the environment by providing integrated, staged development that is planned and is not ad hoc resulting in urban sprawl..

On the basis of the above, objective 26 is the most appropriate for achieving the purpose of the Resource Management Act 1991.

3.4 Analysis of which are the most appropriate objectives

Table 1 assesses the appropriateness of Objectives 24, 25 and 26 for achieving the purpose of the RMA.

Table 1: Analysis of the appropriateness of urban form and growth management objectives of the Proposed Regional Policy Statement

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
<p>Objective 24 A compact, well designed and sustainable urban form that effectively and efficiently accommodates the region's urban growth.</p>	<p>Alternative 1 No objective in the Regional Policy Statement. A compact, well designed and sustainable urban form that effectively and efficiently accommodates the region's urban growth is left to be managed by the existing Regional Plan provisions and territorial authorities.</p>	<p>The Regional Policy Statement can contribute in a resource management context and address a range of issues in the region related to a compact, well designed and sustainable urban form that effectively and efficiently accommodates the region's urban growth. Addressing this in the Regional Policy Statement provides direction to Regional Plans and territorial authorities on these issues. Alternative 1 is therefore not appropriate as it does not utilise these mechanisms under the RMA.</p>
	<p>Alternative 2 Retain objectives in the Operative Regional Policy Statement which seek that: <i>Objective 13.3.1(a): A built environment that enables efficient use, development and protection of natural and physical resources while avoiding, remedying and mitigating adverse effects on the environment.</i> <i>Objective 17A.3.1(a): Subdivision, use and development in the western Bay of Plenty sub-region is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.</i></p>	<p>In regards to achieving the objectives in the Operative Regional Policy Statement, the Monitoring and Evaluation of Bay of Plenty Regional Policy Statement Report (2008) showed the following:</p> <ul style="list-style-type: none"> ▪ That while there is a framework for managing the built environment under the Operative Regional Policy Statement provisions, it does not go far enough to address the inherent issues that urban development are presenting in the region, and particularly in the western Bay of Plenty sub-region. ▪ The report indicated that Change 2 had gone some way to address these issues, however are applicable to the western Bay of Plenty sub-region only. Therefore adopting Objective 24 will apply these goals to the entire region. ▪ It is noted that Objective 17A.3.1(a) has been carried over in similar wording into the Proposed Regional Policy Statement, to address integrated strategic growth management planning in the western Bay of Plenty sub-region.

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
		<ul style="list-style-type: none"> ▪ There has been generally poor performance (region wide) toward achieving sound environmental outcomes for the built environment because of the broad focus of existing objective 13.3.1(a). Also, Change 2 provisions only capture these issues in the western Bay of plenty sub-region. Therefore Alternative 2 is not appropriate to achieve the purposes of the RMA.
<p>Objective 25 An efficient, sustainable, safe and affordable transport network, integrated with the region’s land use patterns.</p>	<p>Alternative 3 Provide for compact, high density living that is affordable and not reliant on the motor vehicle.</p>	<p>This objective is not appropriate as it is not feasible to plan for high density living throughout the region as many areas have low population densities and market demand would be unlikely to support this. While there are parts where it is appropriate, many of these areas are reliant on motor vehicles. Until significant investment is put into alternative modes of transport, the uptake of high density living in areas where it is possible will be low.</p>
	<p>Alternative 1 No objective in the Regional Policy Statement. Achieving an efficient, sustainable, safe and affordable transport network, integrated with the region’s land use patterns is left to be managed by the existing Regional Plan provisions and territorial authorities.</p>	<p>The Regional Policy Statement can contribute in a resource management context and address a range of to achieve an efficient, sustainable, safe and affordable transport network, integrated with the region’s land use patterns. Addressing this in the Regional Policy Statement provides direction to Regional Plans and territorial authorities on these issues. Alternative 1 is therefore not appropriate as it does not utilise these mechanisms under the RMA.</p>
	<p>Alternative 2 Retain objectives in the Operative Regional Policy Statement which seek that:</p> <ul style="list-style-type: none"> ▪ Objective 13.3.1(a): A built environment that enables efficient use, development and protection of natural and physical resources while avoiding, remedying and mitigating adverse effects on the environment. 	<p>In regards to achieving the objectives in the Operative Regional Policy Statement, the Monitoring and Evaluation of Bay of Plenty Regional Policy Statement Report (2008) showed the following:</p> <ul style="list-style-type: none"> ▪ While the objectives in the Operative Regional Policy Statement do provide a framework for integration of land use and transport, the report highlighted that this framework was too broad.

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
	<ul style="list-style-type: none"> ▪ Objective 17A.3.1(a): Subdivision, use and development in the western Bay of Plenty sub-region is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators. ▪ Objective 14.3.1(a) The efficient use of energy ▪ Objective 14.3.2(a) Reduced reliance on fossil fuels and increasing use of renewable energy resources. <p>Alternative 3 An efficient, sustainable, safe and affordable public transport network integrated with the region's land use patterns</p>	<ul style="list-style-type: none"> ▪ Again with the inception of Change 2 into the Operative Regional Policy Statement at the time of the report, the existing broad framework was addressed in the western Bay of Plenty sub-region, however not on a region wide basis. ▪ The opportunity for a region wide approach to strategically integrating land use and transport was highlighted. ▪ While there are several objectives in the Operative Regional Policy Statement that go some way to addressing the issues that Objective 25, it is considered that these objectives are too generic. Therefore, Objective 25 is considered to be a more appropriate alternative to address regionally significant issues 1,3,5 and 6 in the urban form and growth management chapter, and therefore more appropriate in achieving the purpose of the RMA than Alternative 2. ▪ This objective is not appropriate as it only focuses on providing for public transport. While providing for public transport forms a component of providing for urban growth, the objective also needs to encompass provision for roading and other transport infrastructure associated with pedestrians and cycling.
<p>Objective 26 Subdivision, use and development in the western Bay of Plenty sub-region is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.</p>	<p>Alternative 1 No objective in the Regional Policy Statement. Locating and staging subdivision, use and development in the western Bay of Plenty sub-region that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators is left to be managed by the existing Regional Plan provisions and territorial authorities.</p>	<p>The Regional Policy Statement can contribute in a resource management context and address a range of issues that involve locating and staging subdivision, use and development in the western Bay of Plenty sub-region that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators. Addressing this in the Regional Policy Statement provides direction to Regional Plans and territorial authorities on these issues. Alternative 1 is therefore not appropriate as it does not utilise these mechanisms under the RMA.</p>

Final chosen objective	Other alternatives?	Why <u>not</u> the most appropriate to achieve the Resource Management Act
	<p>Alternative 2 Retain objectives in the Operative Regional Policy Statement which seek that:</p> <ul style="list-style-type: none"> ▪ Objective 17A.3.1(a): Subdivision, use and development are sequenced in a way that integrates with the long-term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators. 	<p>In regards to the Monitoring and Evaluation of Bay of Plenty Regional Policy Statement Report (2008) it indicated that co-ordination and collaboration was being undertaken by local authorities in the western Bay of Plenty sub-region, including Tauranga City Council, Western Bay of Plenty District Council, and other stakeholder, agencies, network utility providers and operators. This was in order to implement the outcomes of the strategic growth management plan in the western Bay of Plenty sub-region that has been determined through its 50-year growth management strategy (the SmartGrowth Strategy and Implementation Plan, 2007). This was established because of the rate of growth that is being experienced in the sub-region.</p> <p>Objective 17A.3.1(a) was a product of Change 2 that was required by the strategic growth management plan in the western Bay of Plenty sub-region. For the purposes of the Proposed Regional Policy Statement <i>Objective 17A.3.1(a)</i>, while in its intent it is generally okay to retain, technically it is not. This is because , unlike the Operative, the Proposed Regional Policy Statement does not have a chapter exclusively for the western Bay of Plenty sub-region. Therefore Objective 26 needs to incorporate the wording ‘western Bay of Plenty sub-region’. It is also noted that addition of the words ‘locating’ and ‘staging’ have replaced sequencing, which is more appropriate than alternative 2 for achieving the purposes of the RMA.</p>
	<p>Alternative 3 Subdivision, use and development is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.</p>	<p>This alternative is not appropriate as other parts of the region are not experiencing the same rate of growth as the western Bay of Plenty sub-region. Therefore such strategic, long term planning is not required in all parts of the region.</p>

4 Evaluation of policies and methods to achieve Objective 24

The appropriateness of the policies and methods to achieve Objective 24 are evaluated by looking at the effectiveness, the risks of acting or not acting and the efficiency of the policy and method options.

4.1 Range of policy and method options considered

Objective 24 seeks to provide a compact, well designed and sustainable urban form that effectively and efficiently accommodates the region's urban growth.

In addressing this objective, the primary focus is determining the most appropriate way to achieve the objective. That is, whether it can be best achieved through providing regulatory direction to plans and/or the Regional Land Transport Strategy, or through regulatory direction as to matters to be considered when making resource management decisions, or through non-regulatory actions or by doing nothing.

4.1.1 Specific direction as to matters to be given particular regard to in resource management decision making

Option 1 - Direction to District Plans, Regional Plans, the Regional Land Transport Strategy and resource decision making to achieve compact, well designed, sustainable urban form that accommodates growth in the Bay of Plenty

This option requires local authorities to provide for urban form and growth management using sound urban development principles based on high quality urban design and Live-Work-Play techniques, while co-ordinating new urban development with infrastructure. The option directs District Plans to rezone for the purposes of urban development and directs local authorities to manage the effects of subdivision, use and development, while incorporating the use of structure planning. The option also directs local authorities to provide quality open spaces in addressing Objective 24.

4.1.2 Guiding Options

Option 2 - Local authorities investigate and plan for intensification within existing urban areas

In consultation with the communities affected, this option encourages local authorities to investigate and plan for the intensification of residential development within existing urban areas, to provide a long-term vision and implementation plan for urban design, transport, open space and urban form.

Option 3 – Local authorities inform transport strategies and funding – western Bay of Plenty sub-region

This option encourages local authorities to coordinate new urban development design with infrastructure to inform national, regional, sub-regional and district transport strategies, actions and funding.

Option 4 – Local authorities liaise on cross boundary infrastructure issues

This option encourages local authorities to liaise with network utility operators on cross boundary infrastructure issues.

Option 5 – Local authorities support rural structure plans

This option encourages local authorities to support the development of rural Structure Plans for rural areas outside the Urban Limits or existing and planned urban zone areas that are subject to growth pressure.

4.1.3

Do Nothing

Option 6 – No intervention

This option offers no intervention to provide a compact, well designed and sustainable urban form that is effective and efficient at accommodating the Bay of Plenty region's urban growth pressures.

4.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 24

Table 2 assesses the effectiveness and efficiency of the policy and method options for achieving Objective 24 by considering their environmental, economic and social costs and benefits.

Table 2: Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 24 of the Proposed Regional Policy Statement.

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Specific direction as to matters to be given particular regard to in resource management decision making					
<p>Option 1 Direction to District Plans, Regional Plans, the Regional Land Transport Strategy and resource decision making to achieve compact, well designed, sustainable urban form that accommodates growth in the Bay of Plenty.</p>	<p>Sets a regulatory policy framework direction across the region to establish a consistent resource management approach to urban form and growth management that achieves a compact, well designed, sustainable urban form in accommodating growth in the Bay of Plenty. This is achieved through statutory and non-statutory plans and resource management decision making relevant to the Regional Policy Statement directing them to have regard to the approaches included in Option 1.</p> <p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> ▪ Uncoordinated growth and development. ▪ Land supply and inefficient patterns of land use. ▪ Impacts of poor urban design and urban growth on communities. ▪ Effects of urban and rural subdivision on natural features and landscapes. 	<p>High</p>	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Create liveable communities that are more interactive. ▪ Less reliance on motor vehicle. ▪ Healthier and safer communities. ▪ Reliable, more efficient infrastructure. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Promote local business through live-work-play. ▪ Less reliance on motor vehicles will reduce expenditure on fuel, which is becoming increasingly expensive. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ A compact, well designed sustainable urban form to accommodate growth in the region will promote alternative modes of transport and reducing the need for vehicle trips. This will contribute toward reducing greenhouse gases. 	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Prescriptive approach toward future provision of urban form and growth management. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks required for Option 1. ▪ There will be on-going costs to councils for implementation into plans. ▪ Monitoring and enforcement action. ▪ Monitoring costs for the delivery and environmental outcomes of Option 1 to evaluate its effectiveness. 	<p>Yes</p>

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<ul style="list-style-type: none"> ▪ Integration of land use and infrastructure ▪ Intensive urban development <p>The option follows international trends of best practice in regards to principles such as urban design. Structure planning and the Live-Work-Play principles are incorporated to support the western Bay of Plenty's 50 year growth management strategy. It also meets statutory obligations under the RMA for District Plans to rezone for development, manage the effects of subdivision, use and development and integrate land use and infrastructure.</p>		<ul style="list-style-type: none"> ▪ Better design of communities through structure planning, managing effects of subdivision, use and development on infrastructure and integrating land use and infrastructure will avoid, remedy and mitigate adverse effects on the environment that can arise from ad hoc development. 	<p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Catering for growth will inevitably lead to some adverse effects on the environment. 	
Non-regulatory Options					
<p>Option 2 Local authorities investigate and plan for intensification within existing urban areas</p>	<p>Option 2 is a non-regulatory approach toward achieving the goals of Objective 24 that guides local authorities to identify and investigate planning for the intensification within existing urban areas. It does not direct any statutory framework to be established in regards to intensification of urban areas, rather it advises Councils to consult communities on the issue to establish if intensification is feasible, and if so, guides Councils toward creating a long-term vision for urban development built on principles of high quality urban design, integration of land use and transport, open space and urban form.</p>	Med	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Will enable communities to influence whether intensification of urban areas is appropriate. <p><u>Economic</u> Increase in land value.</p> <ul style="list-style-type: none"> ▪ Urban intensification may promote new business. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Reduction of greenhouse gases through reduced reliance on the private motor vehicle. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ There will be costs to Councils in investigation, planning and engaging communities in consultation over the appropriateness of intensification of urban areas. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Urban intensification can result in adverse effects on the environment if not sustainably managed. 	Yes

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Impacts of poor urban design and urban growth on communities • Effects of urban and rural subdivision on natural features and landscapes • Integration of land use and infrastructure • Intensive urban development <p>The option does not capitalise on existing information that follows international trends of best practice for intensifying urban areas on a statutory basis, therefore is not effective from a regulatory perspective.</p> <p>Leaving the determination of intensification to affected communities may distort the need to intensify existing urban areas in the region. However, the Bay of Plenty region is unique in that not all urban areas require intensification at this time because of market demand. Therefore some care should be taken in prescribing intensification on a statutory basis upon communities in the region.</p>				

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 3 Local authorities inform transport strategies and funding – western Bay of Plenty sub-region</p>	<p>Option 3 is a non-regulatory approach toward achieving the goals of Objective 24 that guides local authorities to inform transport strategies and funding in the western Bay of Plenty sub-region. Under its guidance it directs local authorities to coordinate urban development with infrastructure via funding, design, sequential timing of business land development and general collaboration between relevant agencies in the western Bay of Plenty sub-region.</p> <p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure <p>The option is effective because it guides local authorities toward acknowledging the integrated approach that is required to effectively align transport infrastructure with land use, which is critical for achieving effective urban form and growth management.</p>	High	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Provides certainty to all agencies when delivering urban development and transport infrastructure. ▪ Provides for innovative transport planning. ▪ Promoting public transport, cycling, walking promotes health and safety within communities. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Option 3 will provide better long term certainty for transport investment, benefitting financial planning for local authorities and delivery agencies. ▪ Some areas may experience an increase in land value where transport strategies increase services to the area. 	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Gentrification in areas that increase in land value from infrastructure development through investment through transport strategies and funding. ▪ Social cost to areas in need of infrastructure where this is not delivered through prioritisation of limited funding. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Costs to Councils in informing transport strategies and providing funding. ▪ Some areas may experience a decrease in land value where strategies adversely affect land earmarked for transport infrastructure development. 	Yes

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 4 Local authorities liaise on cross boundary infrastructure issues</p>	<p>Option 4 is a non-regulatory approach toward achieving the goals of Objective 24 that guides local authorities to liaise with network utility operators on cross boundary infrastructure issues.</p> <p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure <p>The option is effective at promoting the integration of land use and infrastructure under section 30(1)(gb) of the RMA. It is also effective at a regional level as it ensures that infrastructure delivery is allocated appropriately between different local authority jurisdictions and does not result in a drawn out consent process that can often be delayed by cross boundary issues.</p>	<p>High</p>	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Liaison on cross jurisdictional issues between agencies will benefit communities by ensuring that social need for infrastructure is met effectively and efficiently. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Liaison on cross jurisdictional issues will establish effective allocation of funding between agencies, which will provide for improved financial planning. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Reduction of greenhouse gases through reduced reliance on the private motor vehicle. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ There will be costs to local authorities in liaising with network utility operators on cross boundary issues. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ There will always be some adverse effects on the environment when delivering infrastructure projects. These adverse effects are from the construction, operation, maintenance and upgrade incurred during the life of the infrastructure from construction to removal or replacement. 	<p>Yes</p>
<p>Option 5 Local authorities support rural structure plans</p>	<p>Option 5 is a non-regulatory approach toward achieving the goals of Objective 24 that guides local authorities to support the development of rural structure plans for rural areas outside the urban limits or existing and planned urban zone areas that are subject to growth pressure.</p>	<p>High</p>	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Rural activities effects can impact on the health and well-being of people and communities living in this environment. Structure plans in the rural environment can manage these effects to ensure that rural lifestyle development is compatible with rural activities. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ In establishing structure plans all operators in an area subject to or affected by a structure plan will need to be engaged to ensure all rural activities are provided for. If they are not consulted, reverse sensitivity effects may result that can be costly to mitigate or may reduce the viability of a rural activity resulting in economic loss. 	<p>Yes</p>

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure <p>The option encourages local authorities to provide for the need to sustainably manage resources in the rural environment.</p>		<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Due to the conflicts presented when living in the rural environment, structure planning could provide rural living environments with more certainty that adverse effects from conflicting activities are avoided. This could result in increased land value. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Rural environments contain many ecosystems and land landscapes that can be adversely effected by development. Providing for structure plans in rural areas can protect vulnerable ecosystems and landscapes from development. 	<ul style="list-style-type: none"> ▪ There will be costs to Councils and developers in developing and consulting on rural structure plans. ▪ Cost associated with implementation of a structure plan. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Structure plans may result in the loss of rural amenity by providing for lifestyle living in a rural environment. 	
Do Nothing					
<p>Option 6 No intervention</p>	<p>This option is not effective as it does not address any urban form and growth management issues that have been identified by the regional council, therefore they would remain unresolved. The RMA requires policies and methods to achieve the goals of objectives. Therefore, in not implementing any intervention to achieve the goals of Objective 24, the regional council would not be carrying out its duties under the RMA.</p>	<p>Low</p>	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Councils will be better resourced to work on providing for urban form and growth management outside of the RMA framework. <p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Local authorities will be better placed to wok closely with communities on providing for a compact, well designed and sustainable urban form that effectively and efficiently accommodates the region’s urban growth on a case by case basis. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Risk of increased cost from energy consumption without incorporating sustainable and efficient methods of providing for growth. <p><u>Social</u></p> <ul style="list-style-type: none"> ▪ May result in social cost to people as communities are not developed in a planned, coherent manner. ▪ Reduced standards of living from poor planning for growth. 	<p>No</p>

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
				<p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Regionally significant issues associated with urban form and growth management in the region would remain unresolved. This would lead to sporadic, ad hoc development that would result in adverse effects on the environment. 	

4.3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 24

Table 3 summarises the effectiveness and efficiency of the policy and method options and outlines the selection of the most appropriate options to achieve Objective 24. The proposed policies and methods that reflect this selection are also listed.

Table 3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 24.

Policy and method options	Effectiveness	Efficient?	Selected option(s)	Proposed policies and methods
Specific direction as to matters to be given particular regard to in resource management decision making				
Option 1 Direction to District Plans, Regional Plans, the Regional Land Transport Strategy and resource decision making to achieve compact, well designed, sustainable urban form that accommodates growth in the Bay of Plenty.	High	Yes	✓	Policies UF 8B, UF 9B, UF 10B, 11B and UF 12B Methods 3, 4, 16, 20
Non-regulatory Options				
Option 2 Local authorities investigate and plan for intensification within existing urban areas.	Med	Yes	✓	Method 51
Option 3 Local authorities inform transportation strategies and funding – western Bay of Plenty sub-region.	High	Yes	✓	Method 45
Option 4 Local authorities liaise on cross boundary infrastructure issues.	High	Yes	✓	Method 46
Option 5 Local authorities support rural structure plans.	High	Yes	✓	Method 58
Do nothing				
Option 6 No intervention.	Low	No	X	N/A

4.4 Discussion on selected options

The Bay of Plenty region is experiencing high levels of growth, particularly in the western bay of Plenty sub-region. This is placing pressure on the region to adapt to the pressure of accommodating this growth sustainably. The western Bay of Plenty sub-region has a 50 year long term plan to strategically manage growth. This plan has guided growth in the sub-region effectively to date, and can provide guidance for urban form and growth management throughout the region. As a result many of these principles have been incorporated in the options to achieve the goals of Objective 24, such as high quality urban design principles, providing high quality open space and the Live-Work-Play principles.

Option 1 is considered appropriate to achieve Objective 24 as it provides clear direction on the matters to be provided in resource management terms when achieving a compact, well designed, sustainable urban form in accommodating growth in the region. These are areas of urban form and growth management that require expert input and specialist design to ensure the built environment is developed in a way that provides for a range of needs including the people it serves in a community, the environment, services and infrastructure, health and safety, which will all result in more sustainable use of natural and physical resources. Therefore, it is effective and efficient to have an overarching regulatory framework established to implement these principles in urban development, as they would be less achievable without such intervention.

Option 2 is considered appropriate to achieve Objective 24. It is accepted best practice that intensification is a sustainable way to managed population growth. Internationally population trends are increasingly migrating toward cities, forcing them to intensify. However for intensification to be sustainably managed a number of factors have to be provided for. It is not just a simple matter of increasing development densities in areas for the market to develop. Rather, careful planning is required to ensure adequate provision is made for transport in intensified areas, which will often involve providing for alternative modes of transport to the private motor vehicle. Therefore, connectivity to public transport, walkability, cycle ways, provision of public transport services become important facets of intensive urban development. In the Bay of Plenty region, generally most areas of urban development are medium to low density, with few areas of high density living. Therefore the opportunity exists to provide for high quality, high density living in the future, and particularly in centres like the CBDs of Mount Maunganui, Tauranga, Whakatane and Rotorua. However, markets do not seem to demand intense development in the Bay of Plenty to allow for the immediate uptake of intensification, therefore City and District Councils should investigate and plan for intensification in consultation with communities to determine if it is appropriate.

Options 3 is considered appropriate to achieve Objective 24 as it promotes integrated management between transport providers and local authorities in the western Bay of Plenty sub-region. Collaboration across strategies of all agencies involved with delivery of transport and land use is critical toward providing timely and sustainable transport outcomes in communities. This collaboration will provide for more streamlined decision making and alignment of funding for more efficient project management and delivery of transport initiatives in the region.

Option 4 is considered appropriate to achieve Objective 24, similarly to Option 3 it promotes the integrated management of infrastructure. Commonly large infrastructure projects will traverse jurisdictional boundaries, presenting barriers to network utility providers. This option will encourage local authorities to engage with network utility providers so that a collaborative, integrated approach is taken to deal with the challenges presented by infrastructure that crosses jurisdictional boundaries.

Option 5 is considered appropriate to achieve Objective 24. In the Bay of Plenty region there is pressure on the rural environment to accommodate lifestyle living. This is coupled with a diverse range of uses that occurs in the rural environment of the Bay of Plenty, such as agriculture, horticulture, forestry and intensive rural activities. When people live in the rural environment, there is often an expectation of peace and quiet, away from the city. However, the rural environment presents a number of potential adverse effects that can conflict with rural lifestyle living. Therefore adopting structure plans to manage these potential adverse effects on rural lifestyle living, while accommodating other rural activities is an effective way to ensure conflict between activities is avoided in the rural environment.

The “do nothing” option is not considered appropriate as it would not achieve Objective 24. As mentioned above, a compact, well designed, sustainable urban form to accommodate growth in the region requires expert input and specialist design to ensure the built environment is managed and developed in a sustainable way. Doing nothing would not capitalise on implementing a regulatory framework based on international best practice and would leave the region’s urban areas prone to the adverse effects of poor urban form and design.

4.5 Risk of acting or not acting if information is uncertain or insufficient

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

With regard to the subject matter of the options for addressing Objective 24, there is both sufficient and insufficient information. With regards to the western Bay of Plenty sub-region there is sufficient information on the subject matter, which is based on Change 2 to the Operative Regional Policy Statement and the 50 year long term strategic growth management plan.

In regards to the remainder of the region there is uncertain and insufficient region in regards to the subject matter. Despite this, it is considered that there is more risk in not acting than acting on options to address Objective 24. This is because there will always be a need to plan for urban form in the region. And there will always be the need to accommodate growth, whether it be a declining or increasing growth rate. Resource management planning in the region will always need to adapt to the changes of the population climate and it demands, which vary in characteristics in different parts of the region. However, in providing for Objective 24 it is considered appropriate to act by applying the options considered appropriate to ensure that urban form effectively and efficiently accommodates urban growth in the Bay of Plenty, whatever its characteristics may be.

5 Evaluation of policies and methods to achieve Objective 25

The appropriateness of the policies and methods to achieve Objective 25 are evaluated by looking at the effectiveness, the risks or acting or not acting and the efficiency of the policy and method options.

5.1 Range of policy and method options considered

Objective 25 seeks to achieve an efficient, sustainable, safe and affordable transport network, integrated with the region's land use patterns.

In addressing this objective, the primary focus is determining the most appropriate way to achieve the objective. That is, whether it can be best achieved through providing regulatory direction to plans and in matters to be considered when making resource management decisions, through non-regulatory options or by doing nothing.

5.1.1 Specific direction as to matters to be given particular regard to in resource management decision making

Option 1 - Direction to district and regional plans, the Regional Land Transport Strategy and resource management decision making to promote the integration of land use and transport

This option directs local authorities to provide for the integration of land use and transport using a range of tools including District and Regional Plan preparation, resource management decision making, in the Regional Council's preparation of the Regional Land Transport Strategy and when local authorities are preparing structure plans for the purposes of urban development.

5.1.2 Broad direction to district and/or regional plans, and/or the Regional Land Transport Strategy

Option 2 - Directing District Plans and the Regional Land Transport Strategy to provide for sustainable management of the regional strategic transport network

This option requires local authorities to provide for the sustainable management of the regional strategic roading network. It achieves this by directing territorial authorities to protect the regional strategic transport network, identify a consistent road hierarchy and promote travel demand management in District Plans. The option directs Regional Council to protect the regional strategic transport network and promote travel demand management in the Regional Land Transport Strategy. It also directs local authorities to promote travel demand management via structure plans.

5.1.3 Do nothing

Option 3 – No intervention

This option offers no intervention to achieve an efficient, sustainable, safe and affordable transport network, integrated with the region's land use patterns.

5.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 25

Table 6 assesses the effectiveness and efficiency of the policy and method options for achieving Objective 25 by considering their environmental, economic and social costs and benefits.

Table 6 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 25 of the Proposed Regional Policy Statement.

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Specific direction as to matters to be given particular regard to in resource management decision making					
<p>Option 1 Direction to district and regional plans, the Regional Land Transport Strategy and resource management decision making to promote the integration of land use and transport</p>	<p>Sets a regulatory policy framework direction across the region to establish a consistent resource management approach to urban form and growth management that promotes the integration of land use and transport. This is achieved through statutory and non-statutory plans and resource management decision making relevant to the Regional Policy Statement directing them to have regard to the approach of Option 1.</p> <p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> ▪ Uncoordinated growth and development ▪ Integration of land use and infrastructure ▪ Intensive urban development <p>The option effectively fulfils the obligation of Regional Councils to provide for the integration of land use and infrastructure under section 30(1)(gb) of the RMA. The option prioritises the integration of transport infrastructure with land use, which is a regionally significant issue for the Bay</p>	High	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Create liveable communities that are more interactive. ▪ Less reliance on the motor vehicle. ▪ Healthier and safer communities. ▪ Reliable, more efficient infrastructure. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Less reliance on motor vehicles will reduce expenditure on fuel, which is becoming increasingly expensive. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Integrating transport with land use will benefit the environment by promoting more efficient use of energy. This will contribute toward reducing greenhouse gases. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ There are human and economic resource costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks for each and all themes included in Option 1. ▪ There will be on-going costs to councils for implementation into plans. ▪ Monitoring and enforcement action. ▪ Monitoring costs for the delivery and environmental outcomes of Option 1 to evaluate its effectiveness. 	Yes

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	of Plenty region.			<u>Environmental</u> <ul style="list-style-type: none"> ▪ There is always likely to be some adverse effect on the environment when delivering transport infrastructure projects. These adverse effects are from the construction, operation, maintenance and upgrade incurred during the life of the infrastructure from construction to removal or replacement. 	
Broad direction to district and/or regional plans, and/or the Regional Land Transport Strategy					
<p>Option 2 Directing District Plans and the Regional Land Transport Strategy to provide for sustainable management of the regional strategic transport network</p>	<p>Sets a regulatory policy framework direction across the region to establish a consistent resource management approach to urban form and growth management that provides for sustainable management of the regional strategic transport network. This is achieved through statutory and non-statutory plans relevant to the Regional Policy Statement, directing them to have regard to the approaches of Option 2. This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Integration of land use and infrastructure • Intensive urban development <p>The option directs District Plans to protect the regional strategic transport network, identify a consistent road hierarchy and promote travel demand management across the region. In promoting travel demand management the option also directs local authorities to incorporate this into structure plans. Further it directs</p>	High	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Effective transport services are critical for achieving social wellbeing and safety within communities. A robust regulatory framework providing for this will have social benefits for people and communities as they will be able to efficiently move around the region. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Less reliance on motor vehicles will reduce expenditure on fuel for private motor vehicles that is increasing in price. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Sustainable management of the regional strategic promotes more efficient use of energy. This will contribute toward reducing greenhouse gases. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ There are human and economic resource costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks for each and all themes included in Option 1. ▪ There will be on-going costs to councils for implementation into plans. ▪ Monitoring and enforcement action. ▪ Monitoring costs for the delivery and environmental outcomes of Option 1 to evaluate its effectiveness. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ There is always likely to be some adverse effect on the environment when delivering transport infrastructure projects. These adverse effects are from the construction, operation, maintenance and upgrade 	Yes

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	<p>the Regional Council in preparing the Regional Land Transport Strategy to protect the regional strategic transport network and promote travel demand management across the region. Option 1 provides a robust regulatory framework for the sustainable management of the regional strategic transport network.</p>			<p>incurred during the life of the infrastructure from construction to removal or replacement.</p>	
Do Nothing					
<p>Option 3 No intervention</p>	<p>This option is not effective as it does not address any urban form and growth management issues that have been identified by the regional council, therefore they would remain unresolved. The RMA requires policies and methods to achieve the goals of objectives. Therefore, in not implementing any intervention to achieve the goals of Objective 25, the regional council would not be carrying out its duties under the RMA.</p>	<p>Low</p>	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ No cost to Councils in addressing Objective 25. ▪ Fewer costs incurred by Councils and other agencies in the short term in delivering infrastructure to provide for the transport network. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Unplanned transport networks will not future proof transport requirements. This may result in excessive long term cost as further infrastructure investment will be required to keep up with demand. ▪ Increased reliance on the private motor vehicle will create financial burden on transport users as the price of fuel continues to rise. ▪ Costs to the economy associated with congestion. ▪ Not creating an efficient transport network that is integrated with land use may result in reduced land values. <p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Maintaining the status quo would continue to promote the use of the private motor vehicle increasing congestion and not promoting alternative forms of transport that are socially more beneficial such as walking, cycling and using public transport. 	<p>No</p>

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
				<p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Will inevitably lead to increased reliance upon the motor vehicle. This is not in the best interests of the environment as it contributes to the ongoing increase in green house gas emission. ▪ Adverse effects on the environment from unplanned development of transport infrastructure 	

5.3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 25

Table 7 summarises the effectiveness and efficiency of the policy and method options and outlines the selection of the most appropriate options to achieve Objective 25. The proposed policies and methods that reflect this selection are also listed.

Table 7 Results of evaluation as to the most appropriate policy and method options to achieve Objective 25.

Policy and method options	Effectiveness	Efficient?	Selected options	Proposed policies and methods
Specific direction as to matters to be given particular regard to in resource management decision making				
Option 1 Direction to district and regional plans, the Regional Land Transport Strategy and resource management decision making to promote the integration of land use and transport	High	Yes	✓	Policy UF 13B Methods 3, 4, 16 and 20
Broad direction to district and/or regional plans, and/or the Regional Land Transport Strategy				
Option 2 Directing District Plans and the Regional Land Transport Strategy to provide for sustainable management of the regional strategic transport network	High	Yes	✓	Policies UF 1A, UF 2A, UF 3A and 14 Methods 1,4, 16, 17 and 20
Do nothing				
Option 3 No intervention	Low	No	X	N/A

5.4 Discussion on selected options

The Bay of Plenty region is experiencing high levels of growth, particularly in the western bay of Plenty sub-region. This is placing pressure on the regions transport network to accommodate growth sustainably, while maintaining safe roads and effective integration of land use and transport.

Option 1 is considered appropriate to achieve Objective 25 as it provides clear direction on the matters to be provided in resource management terms when promoting the integration of land use and transport in the region. It is appropriate in regards to working towards achieving the purposes of section 30(1)(gb) of the RMA, which requires the Regional Council to provide for the integration of land use and infrastructure. Further to this, the Regional Policy Statement identifies that the integration of land use and transport is a regionally significant issue, therefore it must be addressed under this regulatory framework. For these reasons Option 1 is considered appropriate.

Option 2 is considered appropriate to achieve Objective 25 as it provides clear direction on the matters to be provided in resource management terms when providing for sustainable management of the regional strategic transport network in the region. Transport infrastructure is very costly to the community and requires significant investment by central government, and local authorities to fund via rates and other measures. It requires ongoing asset management, as upgrades and maintenance are continuously implemented by local authorities and NZTA. It is therefore necessary to implement a regulatory framework that governs the

management of this infrastructure effectively. As well as infrastructure management, sustainable management of the transport network also involves strategies for implementing a variety of transport modes that is required to provide for sustainable communities. Option 2 achieves this through structure planning and channelling its approach into the Regional Land Transport Strategy.

The “do nothing” option is not considered appropriate as it would not achieve Objective 25. As outlined above the regions transport network involves a significant amount of investment and planning to be sustainably managed. This management involves several agencies and requires collaboration between local authorities. Therefore not providing any options to address Objective 25 would make it difficult to provide for the sustainable management of the regions transport network, as it would not provide the tools for effective sustainable management of the resource.

5.5

Risk of acting or not acting if information is uncertain or insufficient

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

With regard to the subject matter of the options for addressing Objective 25, there is considered to be both certain and sufficient information. The Regional Policy Statement Monitoring and Evaluation Report (2008) identified growth has had a major impact on transport networks in the Bay of Plenty region. It stated that existing transport services are unlikely to be sufficient in the short term in the Eastern Bay of Plenty and Rotorua, and this was also an issue in the western Bay of Plenty sub-region. It also mentioned that large volumes of heavy vehicles traversing the region’s transport network, is causing environmental effects.

6 Evaluation of policies and methods to achieve Objective 26

The appropriateness of the policies and methods to achieve Objective 26 are evaluated by looking at the effectiveness, the risks or acting or not acting and the efficiency of the policy and method options.

6.1 Range of policy and method options considered

Objective 26 provides for locating and staging subdivision, use and development in the western Bay of Plenty sub-region in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.

In addressing this objective, the primary focus is determining the most appropriate way to achieve the objective. That is, whether it can be best achieved through providing regulatory direction to plans and in matters to be considered when making resource management decisions, through non-regulatory options or by doing nothing.

6.1.1 Specific direction as to matters to be given particular regard to in resource management decision making

Option 1 - Direction to district and regional plans and resource management decision making in providing for urban development in the western Bay of Plenty sub-region

This option requires local authorities in the western Bay of Plenty sub-region to provide for urban growth with a number of goals in mind. The option directs district and regional plans, and resource management decision making towards restricting urban activities outside the urban limits (which are identified in the Proposed Regional Policy Statement). In accommodating growth in the sub-region it directs district and regional plans, and resource management decision making to do so via Greenfield development and intensification of existing areas. The option does provide direction to the Regional Council to consider amendments to the urban limits under certain circumstances. The option also directs district and regional plans, and resource management decision making to provide for new business land in line with the timing of business land provision within certain growth areas (which has been set out in the Proposed Regional Policy Statement). In providing for new business land the option directs local authorities to implement structure plans for this purpose.

Option 2 - Direction to district and regional plans and resource management decision making to provide for Papakainga

This option requires local authorities in the western Bay of Plenty sub-region to provide for Papakainga, including marae-based housing, outside existing urban areas and outside of the urban limits. This is achieved by direction to district and regional plans, and resource management decision making. The option also requires that structure plans be prepared for Papakainga if it triggers the definition of 'Large-scale' (as defined in the Proposed Regional Policy Statement), in regards to land use change.

6.1.2 Broad direction to district and/or regional plans

Option 3 - Direction to district plans to provide for urban limits and development yields to be implemented in a sequenced manner within the western Bay of Plenty sub-region

This option provides for a long term strategic growth management approach in the western Bay of Plenty sub-region. It requires local authorities in the western Bay of Plenty sub-region to give effect to the urban limits included in the Proposed Regional Policy Statement by giving effect to them in District Plans. The option also sets out a process for the Regional Council to monitor and review the urban limits and what to consider in amending the urban limits. The option directs District plans to implement the residential development yields and sequencing of urban growth development. The option also directs local authorities in the sub-region to develop structure plans for managing growth.

6.1.3 Guiding Option

Option 4 – Local authorities liaise on cross-boundary infrastructure issues

This option encourages local authorities to liaise with network utility operators on cross boundary infrastructure issues.

6.1.4 Do nothing

Option 5 – No intervention

This option offers no intervention to provide for locating and staging subdivision use and development in the western Bay of Plenty sub-region in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators.

6.2 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 26

Table 8 assesses the effectiveness and efficiency of the policy and method options for achieving Objective 26 by considering their environmental, economic and social costs and benefits.

Table 8 Evaluation as to the effectiveness and efficiency of the policy and method options to achieve Objective 26 of the Proposed Regional Policy Statement.

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Specific direction as to matters to be given particular regard to in resource management decision making					
<p>Option 1 Direction to district and regional plans and resource management decision making in providing for urban development in the western Bay of Plenty sub-region</p>	<p>Sets a regulatory policy framework direction to establish a consistent resource management approach to urban form and growth management that provides for urban development in the western Bay of Plenty sub-region. This is achieved through statutory plans and resource management decision making in the western Bay of Plenty sub-region by having regard to the approaches included in Option 1. This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure • Intensive urban development <p>The option establishes a relatively prescriptive regulatory framework that discourages urban development outside of the urban limits and accommodates population growth via Greenfield development and by intensifying existing areas. It provides for the provision of new business land</p>	High	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Ensures certainty over development and that it does not occur on an ad hoc basis. ▪ Planned development will result in urban areas with liveable communities. ▪ Higher levels of social cohesion and wellbeing within communities. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Sequencing of development and indicating where development is likely to occur will provide indicators to developers as to when and where development will take place. This will benefit financial planning and investment certainty. ▪ The approach will earmark areas for future development that will, in turn, improve land value of these areas. 	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Removes the flexibility of people and communities in the region to react to external factors such as population growth, migration and changes in markets when providing for growth. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ There are human and economic resource costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks for each and all themes included in Option 1. ▪ There will be on-going costs to councils for implementation into plans. ▪ Monitoring and enforcement action. 	Yes

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	in a sequenced manner, of which the timing for development is set out in the Regional Policy Statement. In providing business land the option requires structure plans be prepared.		<u>Environmental</u> <ul style="list-style-type: none"> ▪ Avoid adverse effects created from ad hoc, sporadic development. ▪ Reduced cumulative effects and environmental creep. 	<ul style="list-style-type: none"> ▪ Monitoring costs for the delivery and environmental outcomes of Option 1 to evaluate its effectiveness. <u>Environmental</u> <ul style="list-style-type: none"> ▪ Urban development will inevitably result in some adverse effects on the environment. 	
Option 2 Direction to district and regional plans and resource management decision making to provide for papakainga.	Sets a regulatory policy framework direction to establish a consistent resource management approach to urban form and growth management by providing for papakāinga in the western Bay of Plenty sub-region. This is achieved through statutory plans and resource management decision making in the western Bay of Plenty sub-region having regard to the approach of Option 1. This option is effective at addressing the following issues: <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure • Intensive urban development Māori owned land can be more difficult to develop than European title land, therefore it is effective to establish an option that specifically provides for the development of papakāinga housing (in particular around Marae) within a statutory framework, so that the needs of tangata whenua are provided for effectively in the region.	High	<u>Social</u> <ul style="list-style-type: none"> ▪ Will improve the ability for Māori to provide for the health and social well-being of their people. <u>Economic</u> <ul style="list-style-type: none"> ▪ Will assist in helping Māori who own Māori land to gain financial security through a system that will promote home ownership. 	<u>Economic</u> <ul style="list-style-type: none"> ▪ There are human and economic resource costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks for each and all themes included in Option 1. ▪ There will be on-going costs to councils for implementation into plans. ▪ Monitoring and enforcement action. ▪ Monitoring costs for the delivery and environmental outcomes of Option 1 to evaluate its effectiveness. ▪ Cost to Māori of developing papakāinga land for housing. <u>Environmental</u> <ul style="list-style-type: none"> ▪ Potential adverse effects on the environment where development is not planned and occurs on an ad hoc basis. 	Yes

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
Broad direction to district and/or regional plans					
<p>Option 3 Direction to district plans to provide for urban limits and development yields to be implemented in a sequenced manner within the western Bay of Plenty sub-region.</p>	<p>Sets a regulatory policy framework direction to establish a consistent resource management approach to urban form and growth management that establishes urban limits and development yields to be implemented in a sequenced manner within the western Bay of Plenty sub-region. This is achieved through statutory plans in the western Bay of Plenty sub-region having regard to the approaches included in Option 3.</p> <p>This option is effective at addressing the following issues:</p> <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure • Intensive urban development <p>The option establishes urban limits to contain urban development within a defined area in the sub-region, to restrict urban growth occurring sporadically and to avoid urban sprawl. It sets residential development yield targets to accommodate growth to ensure population growth is accommodated effectively based on demand. This growth is then staged over time by identifying areas for development sequentially so that development meets indicative market demand and growth rates, and to ensure development does not occur sporadically on an ad hoc basis. The option provides for the consideration of amendments to the urban limits and</p>	<p>High</p>	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Provides certainty over the location and timing of development and will ensure it does not occur on an ad hoc basis. ▪ Avoids urban sprawl. ▪ Promotes social wellbeing by creating liveable communities efficiently serviced with infrastructure. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Provides financial certainty for network utility providers to make sound investment in infrastructure. ▪ Assist financial planning of property developers making financial investment in for areas earmarked for development. ▪ Areas identified for urban development are likely to increase in land value. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Avoid adverse effects created from ad hoc, sporadic development. ▪ Reduced cumulative effects and environmental creep. 	<p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Prescribing where development may locate may not be consistent with the ideals of all the population in the sub-region and will limit the choices people can make in regard to living circumstances. ▪ May result in gentrification where rental market becomes unaffordable in areas that increase in land value. <p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ There are human and economic resource costs for councils and communities, associated with research, analysis, interpretation, consultation, governance and decision making processes to formulate and establish the consequent regulatory frameworks for each and all themes included in Option 3. ▪ There will be on-going costs to councils for implementation into plans. ▪ Monitoring and enforcement action. ▪ Monitoring costs for the delivery and environmental outcomes of Option 1 to evaluate its effectiveness. ▪ Areas outside urban limits may not experience land value increases at the same rate as land earmarked for development. 	<p>Yes</p>

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
	sets out the process for the Regional Council to do so, if this need arises, through monitoring and reviewing of the urban limits.			<u>Environmental</u> <ul style="list-style-type: none"> ▪ Urban development will inevitably result in adverse effects on the environment. 	
Guiding Option					
Option 4 Local authorities liaise on cross-boundary infrastructure issues.	Option 4 is a non-regulatory approach toward achieving the goals of Objective 24 that guides local authorities to liaise with network utility operators on cross boundary infrastructure issues. This option is effective at addressing the following issues: <ul style="list-style-type: none"> • Uncoordinated growth and development • Land supply and inefficient patterns of land use • Integration of land use and infrastructure The option is effective at promoting the integration of land use and infrastructure under section 30(1)(gb) of the RMA and from a regional strategic growth management perspective, to ensure that infrastructure delivery is allocated appropriately.	High	<u>Social</u> <ul style="list-style-type: none"> ▪ Infrastructure delivery often traverses jurisdictional boundaries and it is a key component of promoting social well being within communities. Liaison on cross jurisdictional issues between agencies will ensure the social need for infrastructure is provided for efficiently. <u>Economic</u> <ul style="list-style-type: none"> ▪ Liaison on cross jurisdictional issues will establish effective allocation of funding between agencies, which will provide for improved financial planning and infrastructure delivery. <u>Environmental</u> <ul style="list-style-type: none"> ▪ Liaison on cross jurisdictional issues will ensure infrastructure is delivered in a timely fashion that is managed sustainably to reduce adverse environmental effects resulting from infrastructure development. 	<u>Social</u> <ul style="list-style-type: none"> ▪ Territorial authorities adapt their own approach to local government dependent on their setting. Where authorities do not share similar values on cross boundary infrastructure issues this may result in adverse social effects on communities when delivering infrastructure projects. <u>Economic</u> <ul style="list-style-type: none"> ▪ There will be costs to local authorities in liaising with other councils and network utility operators on cross boundary issues. <u>Environmental</u> <ul style="list-style-type: none"> ▪ There will always be some adverse effects on the environment when delivering infrastructure projects. 	Yes
Do Nothing					

Selected option	Analysis of effectiveness	Effectiveness rating	BENEFITS (social, economic and environmental)	COSTS (social, economic and environmental)	Efficient?
<p>Option 5 No intervention</p>	<p>This option is not effective as it does not address any urban form and growth management issues that have been identified by the regional council, therefore they would remain unresolved. The RMA requires policies and methods to achieve the goals of objectives. Therefore, in not implementing any intervention to achieve the goals of Objective 26, the regional council would not be carrying out its duties under the RMA.</p>	<p>Low</p>	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ No cost to Councils in addressing Objective 26. ▪ Fewer costs incurred to developers and councils in approving development in the resource consent process. <p><u>Social</u></p> <ul style="list-style-type: none"> ▪ More freedom for developers to locate development unabated by planning controls. 	<p><u>Economic</u></p> <ul style="list-style-type: none"> ▪ Councils will be burdened by increased cost of providing infrastructure for ad hoc, sporadic, subdivision and land use. ▪ Costs to Council in providing services and infrastructure for development where there is no interagency support. <p><u>Social</u></p> <ul style="list-style-type: none"> ▪ Lack of planning and integrated management of development may result in communities with less social cohesion and provision for social services. <p><u>Environmental</u></p> <ul style="list-style-type: none"> ▪ Ad hoc, sporadic development leads to adverse effects on the environment. 	<p>No</p>

6.3 Results of evaluation as to the most appropriate policy and method options to achieve Objective 26

Table 9 summarises the effectiveness and efficiency of the policy and method options and outlines the selection of the most appropriate options to achieve Objective 26. The proposed policies and methods that reflect this selection are also listed.

Table 9: Results of evaluation as to the most appropriate policy and method options to achieve Objective 26

Policy and method options	Effectiveness	Efficient?	Selected options	Proposed policies and methods
Specific direction as to matters to be given particular regard to in resource management decision making				
Option 1 Direction to district and regional plans and resource management decision making in providing for urban development in the western Bay of Plenty sub-region	High	Yes	✓	Policies UF 14B, UF 15B and UF 16B Methods 3, 16, 19 and 20
Option 2 Direction to district and regional plans and resource management decision making to provide for papakainga	High	Yes	✓	Policy UF 17B Methods 3, 16 and 20
Broad direction to district and/or regional plans				
Option 3 Direction to district plans to provide for urban limits and development yields to be implemented in a sequenced manner within the western Bay of Plenty sub-region	Med	Yes	✓	Policies UF 4A, UF 5A and UF 6A Methods 1, 16, 18, 19 and 20
Guiding Option				
Option 4 Local authorities liaise on cross-boundary infrastructure issues	Med	Yes	✓	Method 46
Do nothing				
Option 5 No intervention	Low	No	X	N/A

6.4 Discussion on selected options

The western bay of Plenty sub-region is experiencing high levels of growth. This is placing pressure on the region to adapt to this pressure and accommodate this growth sustainably. The western Bay of Plenty sub-region has a 50 year long term plan to strategically manage growth. This plan has guided growth in the western Bay of Plenty sub-region effectively to date. The long term plan required the Operative Regional Policy Statement to adopt a change to accommodate growth management in the sub-region. This was made operative in October 2009, and is known as Change 2. *Objective 17A.3.1(a)* of Change 2 is very similar to Objective 26 and is still considered relevant, hence why it has been generally carried over into Objective 26. The policies and methods to achieve *Objective 17A.3.1(a)* included in Change 2 are also very similar to the principles included in the options considered appropriate to achieve Objective 26. This is because they are still considered appropriate at this time.

Options 1 and 3 are considered appropriate to achieve Objective 26 as they provide clear direction on the matters to be provided in resource management terms in providing for urban development in the western Bay of Plenty sub-region. Options 1 and 3 provide the tools for achieving a prescribed urban form that is sustainable, which requires strong regulatory intervention, such as urban limits, sequencing of development, restriction of activities outside of urban limits and residential development yields. To provide for urban form and growth management effectively in the long term, planning from a resource management regulatory perspective needs to be carried out with long term goals in mind. Urban development needs to be structured in a way that spatially locates areas for different types of activities (e.g. residential, commercial, industrial) across the sub-region, while staging them in a manner that coincides with infrastructure delivery and population growth. Goals need to be set for achieving densities in urban areas to meet the forecasted demand of housing projected through growth rates. This is done to ensure the high rate of growth that the western Bay of Plenty is experiencing is managed in a sustainable way. This is so that development does not proceed in an ad hoc, sporadic way that could lead to urban sprawl, which would be likely to occur without strong regulation in place. It is therefore considered that Options 1 and 3 are appropriate to achieve the goals of Objective 26.

Option 2 is considered appropriate to achieve Objective 26 as it provides clear direction on the matters to be provided in resource management terms in providing for papakainga in the western Bay of Plenty sub-region. It can be more difficult to develop Maori title than it is to develop European title. Maori require housing to accommodate and provide for their people, particularly around Marae to foster their cultural heritage and communities. Under section 8 of the RMA Regional Council is required to take into account principles of the Treaty of Waitangi. In doing so the Regional Council should specifically provide for the opportunity for Maori to develop their land for the purpose of housing. Therefore Option 2 is considered appropriate to achieve the purposes of Objective 26, as it promotes the development of papakainga, which without intervention can prove difficult for Maori.

Option 4 is considered appropriate to achieve Objective 26, as it promotes the integrated management of infrastructure. Commonly large infrastructure projects will traverse jurisdictional boundaries, presenting barriers to network utility providers. This option will encourage local authorities to engage with network utility providers so that a collaborative, integrated approach is taken to deal with the challenges presented by infrastructure that crosses jurisdictional boundaries.

The “do nothing” option is not considered appropriate as it would not achieve Objective 26. To manage subdivision, use and development in the western Bay of Plenty sub-region that is located and staged in a way that integrates with the long term planning and funding mechanisms of local authorities, central government agencies and network utility providers and operators, there needs to be a certain level of collaboration between agencies involved. To ensure this collaboration takes place there also needs to be in place regulatory frameworks so that these agencies can plan for subdivision, use and development effectively. Therefore doing nothing, will not aid these agencies in working together, therefore this option is not considered appropriate.

6.5

Risk of acting or not acting if information is uncertain or insufficient

Section 32(4)(b) of the Resource Management Act requires the evaluation of appropriateness to take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies or methods.

With regard to the subject matter of the options for addressing Objective 26, there is both certain and sufficient information. This is based on Change 2 to the Operative Regional Policy Statement and the 50 year long term strategic growth management plan. The principles within Change 2 have been through a recent legal process and the goals of the long term strategic growth management plan have been effective.

Appendix 1 – Criteria used to determine regionally significant issues

The criteria used for determining whether an issue was a resource management issue of regional significance were:

- The issue was a natural or physical resource management problem.
- The issue was to be of regional significance (see further criteria below).
- The issue was about achieving the purpose of the Resource Management Act, 1991 (RMA).
- The issue did not “repeat” the RMA, the New Zealand Coastal Policy Statement, any other national policy, or another issue in the RPS.
- The issue was explained in the context of the Bay of Plenty region.

Regional significance was determined using the following criteria:

- The issue concerns a resource which is regionally significant and the issue requires integrated management at a regional level ; and
- There is a potential shortage of the resource and resultant allocation issues; or
- There is a significant level of conflict over the resource which is either occurring or is foreseeable over the next 10 years; or
- The resource is potentially subject to significant adverse effects at a regional level; or
- There are significant issues in terms of Part 2 of the RMA which are or are likely to arise at a regional scale (e.g. maintenance and enhancement of access along waterways); or
- The community has signalled that it regards a particular issue as being of regional significance; or
- The issue is one of national significance (e.g. preservation of natural character) and requires regional intervention; or
- The issue is one of district significance but requires regional intervention; or
- The matter is one which a National Policy Statement or National Water Conservation Order requires to be addressed.

Appendix 2 – References

Criteria to ensure the issues were regionally significant (refer Appendix 1 for a copy of the criteria).

Stakeholder written comments/submissions on the Draft Regional Policy Statement for the Bay of Plenty Region 2009.

The Next Bay of Plenty Regional Policy Statement: Issues and Options (2008).

Monitoring and Evaluation of the Operative Bay of Plenty Regional Policy Statement (2008).