



WAIRARAPA COMBINED DISTRICT PLAN JOINT COMMITTEE

Agenda for the Meeting to be held in
the Hurunui o Rangī Meeting Room,
50 Holloway Street, Carterton

THURSDAY 5 OCTOBER 2023 at 10am

ATTACHMENT 2

(Under Separate Cover)

SECTION 32 EVALUATION REPORTS

VOLUME 3

Pages 1108-1665

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WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Open Space and Recreation Zones

OCTOBER 2023

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Appendix 1: Feedback on Draft District Plan

Executive summary

This section 32 evaluation report is focused on the Open Space and Recreation Zones comprising the Open Space Zone, Natural Open Space Zone, and Sport and Active Recreation Zone.

Open space and recreation land is a significant natural and physical resource. It makes an important contribution and serves a vital role in the wellbeing of the Wairarapa, and therefore must be sustainably managed.

However, this contribution and role is not explicitly recognised in the Operative Wairarapa Combined District Plan (Operative District Plan). The Operative District Plan does not include any open space zones, and therefore public and private open space in the Wairarapa is not specifically zoned as such. Areas of open space are generally zoned in accordance with any surrounding land (e.g. urban parks are zoned residential, rural open space areas have rural zoning). A small number of parks in Masterton District are designated for recreation purposes. Parks and reserves in Carterton and South Wairarapa are not designated.

The review of the Operative District Plan concluded that it is not providing for the activities, facilities and structures that usually occur on such land, and accordingly is not efficiently or effectively providing the outcomes for the community. Some specific issues identified are:

- No specific open space zoning, with specific objectives, policy framework or rules for the use and development of open space and recreation areas;
- The standard zoning does not necessarily recognise or provide for the specific open space and recreation needs of the community.

The review has identified the following significant resource management issues in relation to Open Space and Recreation Zones:

- Need to facilitate the open space and recreational uses of the Wairarapa's parks and reserves.
- The adverse effects from activities and development within open space and development on surrounding areas, in particular residential sites.
- How to provide for the use and development of open spaces and recreational areas while also protecting the natural, heritage, landscape, cultural values and amenity and character of parks and reserves.

The Proposed Wairarapa Combined District Plan (Proposed District Plan) adopts a zone framework comprising:

- Open Space Zone
- Natural Open Space Zone
- Active Sport and Recreation Zone

These zones have been selected as they cover the nature and scale of open spaces and recreational areas occurring across the Districts. The use of three open space and recreation zones instead of a single open space and recreation zone allows a more nuanced approach and enables rules to be more tailored to the nature of the different areas, such as the particular qualities and characteristics of natural open spaces compared to sport and recreation areas, and allows recognition that some activities are better focused in certain areas.

The Proposed District Plan proposes an enabling approach for activities anticipated in each zone, consistent with the nature and purpose of the zone. The Open Space and Recreation Zones have been applied to all reserves and open spaces in the Wairarapa owned and administered by the District Councils. In addition, the Open Space and Recreation Zones have also been applied to a few privately owned open spaces, such as golf courses and racecourses.

The rules adopt an ‘activity-based’ approach, in that specific activities are listed as permitted or requiring resource consent. Permitted activity standards are used to manage effects, particularly at zone interfaces, and seek to achieve compatibility with properties and activities in adjoining zones.

The table below provides a summary of the activity status of different land use activities in the Open Space and Recreation Zones in the Proposed District Plan.

| Activity | Proposed District Plan Zone | | |
|---|-----------------------------|-------|-------|
| | OSZ | NOSZ | SARZ |
| Buildings and structures, including construction, additions and alterations | P (s) | P (s) | P (s) |
| Demolition of buildings and structures | P | P | P (s) |
| Relocatable buildings | P (s) | P (s) | P (s) |
| Recreation activities | P | P | P |
| Community gardens | P | D | P |
| Community facilities, not including buildings and structures | P | D | P |
| Customary activities | P | P | P |
| Park management activities | P | P | P |
| Conservation activities | P | P | P |

| Activity | Proposed District Plan Zone | | |
|---|-----------------------------|-------|-------|
| | OSZ | NOSZ | SARZ |
| Burials associated with existing cemeteries and urupā | P | D | D |
| Grazing | P | P | P |
| Camping ground | P (s) | P (s) | P (s) |
| Residential activity ancillary to park management activities, conservation activities or camping ground | P (s) | P (s) | P (s) |
| Markets | P (s) | D | P (s) |
| Motorised outdoor recreation activity | D | NC | D |
| Any other activity not otherwise listed in this chapter | D | D | D |
| Industrial activities | NC | NC | NC |
| Residential activities not otherwise listed in this chapter | NC | NC | NC |
| P means permitted activity (no resource consent required) P (s) means permitted activity subject to standards (no resource consent required if comply with standards) D means discretionary activity (requires resource consent) NC means non-complying activity (requires resource consent) | | | |

The Proposed District Plan will provide a clear framework enabling a wide range of open space and recreation activities to be undertaken in the Open Space, Natural Open Space, and Sport and Active Recreation Zones. This framework and activities are appropriate to the zone, retaining amenity and characteristics that are consistent with the zone and the surrounding areas, supporting the use of open space and recreation areas, while protecting the natural, cultural and heritage values of these areas.

1.0 Introduction

This Section 32 Evaluation Topic Report contains a section 32 evaluation of the objectives, policies, and methods relating to three Open Space and Recreation Zones: the Open Space Zone, Natural Open Space Zone and Sport and Active Recreation Zone in the Proposed District Plan.

Open spaces in the Wairarapa include a range of land of differing legal and reserve status, including Council owned and managed parks, crown owned land managed for conservation purposes, and privately owned recreation facilities. Some are gazetted reserves under the Reserves Act 1977 and some are subject to reserve management plans, but others are not.

The Operative District Plan does not include any open space zones, and therefore public and private open space in the Wairarapa is not specifically zoned as such. Areas of open space are generally zoned in accordance with any surrounding land, such as residential or rural.

The Proposed District Plan introduces three new open space zones.

The purpose of the Open Space Zone is to provide for a range of passive and active recreational activities, along with limited facilities and structures that are associated with those activities.

The purpose of the Natural Open Space zone is to recognise and provide for open spaces that contain high natural, ecological, and landscape values.

The purpose of the Sport and Active Recreation Zone is to provide for areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures, including larger-scale buildings.

This report sets out the statutory and policy context for Open Space and Recreation Zones, identifies key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should be read in conjunction with the Section 32 Evaluation Overview and Strategic Directions Report and the following section 32 evaluation topic reports:

| Report | How does this topic relate to the open space and recreation provisions |
|---------------------------------|--|
| Subdivision | The Subdivision topic addresses the subdivision of land within the zones. |
| Transport | Provisions in the Transport chapter and s32 evaluation are relevant to activities in the open space zones. |
| Ecosystems and Biodiversity | Open space zones also contain a large number of significant natural areas. These have implications for subdivision, land use and development around vegetation clearance. |
| Natural Features and Landscapes | Open space zones contain a large amount of identified landscapes, including both outstanding natural features and landscapes and special amenity landscapes. The provisions in this chapter have implications for land use and development. |
| Historic Heritage | There are a few heritage buildings in the open space zones, and the provisions in the Heritage chapter may impact on land use and development in these zones. The evaluation of the heritage provisions is contained in the Historic Heritage s32 evaluation report. |

| Report | How does this topic relate to the open space and recreation provisions |
|-------------------------------------|---|
| Notable Trees | There are a few notable trees within the open space zones. The provisions relating to notable trees within the open space zones are contained in the Notable Trees s32 evaluation report. |
| Natural Character and Public Access | The Public Access chapter contains provisions relating to maintaining and enhancing public access, with open space playing a key role in providing public access. |
| Signs | Signs in the open space zones are subject to the provisions in the Signs chapter and the evaluation of those provisions is contained in the Signs s32 evaluation report. |
| Noise | The Noise chapter contains noise limits for specific activities and zones. The evaluation of these provisions is contained in the Noise s32 evaluation report. |
| Light | The Light chapter contains provisions relating to light and standards that lighting must meet. The evaluation of these provisions is contained in the Light s32 evaluation report. |
| Temporary Activities | The Temporary Activities chapter contains provisions to manage the effects of temporary activities in the zones. |
| Natural Hazards | Areas in each of the zones are subject to natural hazards overlays. These areas have implications for subdivision, land use and development. |

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8 of the RMA.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This section is set out in more detail in the Section 32 Evaluation Overview and Strategic Directions Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. The section 6 matters relevant to open space and recreation topic are:

| Section | Relevant matter and applicability |
|--------------|---|
| Section 6(a) | <i>the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development.</i> |

| Section | Relevant matter and applicability |
|--------------|---|
| | Some of the open space zoned land is located within the coastal environment. |
| Section 6(b) | <i>the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development</i> Some of the open space zoned land contains outstanding natural features and landscapes. Although this is largely addressed through overlays and the associated s32 report, it is relevant to open space and recreation as the zoning provides some recognition and protection of the matter. |
| Section 6(c) | <i>the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna</i> Some of the open space zoned land contains significant natural areas. Although this is largely addressed through overlays and the associated s32 report it is relevant to open space and recreation as the zoning provides some recognition and protection of the matter. |
| Section 6(d) | <i>the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers</i> Some of the open space zoned land includes esplanade reserves which maintain access along the coastal marine area, lakes and rivers. |
| Section 6(e) | <i>the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga</i> Some of the open space zoned land contains sites and areas of significance to Māori. This is largely addressed through overlays and the associated s32 reports. Open spaces may also provide for customary activities and reflect mana whenua values. |
| Section 6(f) | <i>the protection of historic heritage from inappropriate subdivision, use, and development</i> Some of the open space zoned land contains heritage features. Although this is largely addressed through overlays and the associated s32 report it is relevant to open space and recreation as the zoning may provide some recognition and protection of the matter. |
| Section 6(g) | <i>the protection of protected customary rights</i> Open spaces may also provide for customary activities and reflect mana whenua values. |

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to open space and recreation topic are:

| Section | Relevant matter |
|--------------|---|
| Section 7(b) | <i>the efficient use and development of natural and physical resources</i> This matter relates to using public open space efficiently in line with the principles of sustainable management, including ensuring it does not become overused. |
| Section 7(c) | <i>the maintenance and enhancement of amenity values</i> |

| Section | Relevant matter |
|--------------|--|
| | This matter relates to the need to maintain and enhance both open space and recreation amenity values, and those of adjacent zones. |
| Section 7(f) | <i>maintenance and enhancement of the quality of the environment</i> This matter related to a general requirement to maintain and enhance the quality of the open space and recreation environment, and complements the environmental obligations contained within the definition of sustainable management (sections 5(2)(a), (b), and (c)). |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities have been consulted as part of the review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

2.2 National direction

2.2.1 National Policy Statements

The National Policy Statements relevant to this topic are:

| NPS | Relevant Objectives / Policies |
|---|--|
| New Zealand Coastal Policy Statement 2010 (NZCPS) | <p>Several areas within the coastal environment are zoned Natural Open Space Zone. The NZCPS is therefore relevant.</p> <p>The NZCPS has objectives and policies for ensuring effective management within the coastal area. Of particular relevance to this topic are:</p> <p>Objective 4 To maintain and enhance the public open space qualities and recreation opportunities of the coastal environment...</p> <p>Policy 18 Public open space</p> <p>Recognise the need for public open space within and adjacent to the coastal marine area, for public use and appreciation including active and passive recreation, and provide for such public open space, including by:</p> <p>(a) ensuring that the location and treatment of public open space is compatible with the natural character, natural features and landscapes, and amenity values of the coastal environment;</p> <p>(b) taking account of future need for public open space within and adjacent to the coastal marine area, including in and close to cities, towns and other settlements;</p> <p>(c) maintaining and enhancing walking access linkages between public open space areas in the coastal environment;</p> <p>(d) considering the likely impact of coastal processes and climate change so as not to compromise the ability of future generations to have access to public open space; and</p> <p>(e) recognising the important role that esplanade reserves and strips can have in contributing to meeting public open space needs.</p> |

| NPS | Relevant Objectives / Policies |
|--|---|
| <p>National Policy Statement on Highly Productive Land (NPS-HPL)</p> | <p>The NPS-HPL came into force on 12 September 2022 and came about as a result of a cumulative loss of productive land in New Zealand. The direction seeks to protect highly productive land.</p> <p>The NPS-HPL has one objective:</p> <ul style="list-style-type: none"> • Highly productive land is protected for use in land-based primary production, both now and for future generations. <p>There are 9 underlying policies that require:</p> <ul style="list-style-type: none"> • The identification of 'highly productive land' within a region which is required to be mapped in the Regional Policy Statement. • The use of highly productive land is prioritised for land-based primary production. • Rezoning of highly productive land into urban zoning or rural residential zoning is avoided, except where exemptions are met. • Highly productive land is protected from inappropriate use and development. • Avoidance of any subdivision over highly productive land, except where exemptions are met. • Reverse sensitivity effects are managed so as not to constrain land-based primary production activities on highly productive land. <p>The exemptions above generally require the activity to be for land-based primary production, or can satisfy that:</p> <ul style="list-style-type: none"> • There will be no reduction in the long-term productive capacity of the land, and • The land use, development and subdivision will not result in major loss of productive land. <p>Greater Wellington Regional Council is yet to map highly productive land in the Wairarapa. Until mapping is undertaken, 'highly productive land' is any land identified as LUC Class I-III subject to some exclusions.</p> |

2.2.2 National Environmental Standards

There are no National Environmental Standards of direct relevance to this topic.

2.2.3 National Planning Standards

The National Planning Standards provide for a range of zone options to be included in Part 3 – Area Specific Matters of the District Plan. There are three possible open space zones within the Open Space and Recreation zones chapter:

| Zone | Description |
|----------------------------------|---|
| Natural Open Space Zone | Areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone. |
| Open Space Zone | Areas used predominantly for a range of passive and active recreational activities, along with limited associated facilities and structures |
| Sport and Active Recreation Zone | Areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures |

2.2.4 National guidance documents

There is no national guidance relevant to this topic.

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The RPS does not contain any objectives or policies directing the management of open space. However, it does contain relevant provisions relating to urban form and to public access:

| Objective/Policy | Relevant matters |
|------------------|--|
| Objective 8 | Public access to and along the coastal marine area, lakes and rivers is enhanced. |
| Objective 22 | A compact well designed and sustainable regional form that has an integrated, safe and responsive transport network and: ... (h) integrated public open spaces |
| Policy 53 | Public access to and along the coastal marine area, lakes and rivers – consideration |

In addition, provisions relating to the coastal environment (Chapter 3.2), indigenous ecosystems (Chapter 3.6), and landscape (Chapter 3.7) are indirectly relevant as some areas of open space, particularly those identified as Natural Open Space Zone, contain areas with these values.

2.3.2 Natural Resources Plan

The table below identifies the relevant provisions for the Open Space and Recreation Zones contained in the NRP.

| Section | Relevant matters |
|--|---|
| Objective O7 | The recreational values of the coastal marine area, rivers and lakes and their margins and natural wetlands are maintained and where appropriate for recreational purposes, is enhanced. |
| Objective O8 | Public access to and along the coastal marine area and rivers and lakes is maintained and enhanced, other than in exceptional circumstances, in which case alternative access is provided where practicable. |
| Policy P140: Recreational values | The adverse effects of use and development in the coastal marine area on recreational values shall be managed by providing for a diverse range of recreational opportunities while avoiding conflicts and safety issues. |
| Policy P141: Public open space values and visual amenity | The adverse effects of new use and development on public open space and visual amenity viewed within, to and from the coastal marine area shall be avoided, remedied or mitigated by: <ul style="list-style-type: none"> (a) Having particular regard to any relevant provisions contained in any bordering territorial authorities' proposed and/or operative district plan, and (c) Taking account of the future need for public open space in the coastal marine area. |

2.4 Wairarapa policies, plans and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

As outlined in the Section 32 Evaluation Overview and Strategic Directions Report and identified in Appendices APP1 and APP2 to the Proposed District Plan, there are several statutory acknowledgement areas within the Districts. For any application for a resource consent for an activity within, adjacent to, or directly affecting a statutory acknowledgement area the consent authority must have regard to the statutory acknowledgement and provide notice to the relevant trustees.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|----------------------------|---|
| Masterton Parks and Open Spaces Strategy (2021) | Masterton District Council | This document provides information on Masterton's parks and open spaces and sets out a strategy. The specific outcome for the Parks and Open Spaces Strategy is that "Our parks |

| Plan / Strategy | Organisation | Relevant Provisions |
|--|--|---|
| | | <p>are healthy, resilient and connected; they enhance the wellbeing of our present and future communities and connect our people with nature.” The Strategy:</p> <ul style="list-style-type: none"> • Sets out principles for the provision, planning and management of the District’s parks and open spaces. • Identifies 5 goals: active partnerships, healthy resilient parks, healthy people, a strong identity, and protected, planned and connected parks. • Categorises each reserve in Masterton according to Recreation Aotearoa’s Parks Categories Framework in a way that reflects its main function. • Identifies that the Operative District Plan does not have a parks and open space zone and identifies the opportunity to consider a specific zone through the District Plan review. |
| <p>Carterton District Council Draft Reserve Management Plan (2021)</p> | <p>Carterton District Council</p> | <ul style="list-style-type: none"> • Provides a district-wide reserve management plan with general policies applying to all reserves. Individual Reserve Management Plans may be separately prepared. • Covers all land that is owned or administered as reserve or open space, regardless of whether it is vested or officially classified under the Reserves Act. • Classifies each park according to Recreation Aotearoa’s Parks Categories Framework. |
| <p>South Wairarapa District Council reserve management plans (various)</p> | <p>South Wairarapa District Council (SWDC)</p> | <p>SWDC has Reserve Management Plans for the following reserves:</p> <ul style="list-style-type: none"> • Featherston – Card and Market Reserves, Clifford Square • Martinborough – Centennial and Considine Park, Martinborough Square • Greytown – Soldiers Memorial Park, Stella Bull Park • Rural Reserves Management Plan • Coastal Reserves Management Plan |
| <p>Wellington Conservation</p> | <p>Department of Conservation</p> | <p>Relates to land administered by the Department of Conservation in Wairarapa (including Aorangi Forest Park, Tararua Forest Park, Remutaka Forest Park). The purpose of a Conservation</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|----------------------------|--------------|--|
| Management Strategy (2019) | | Management Strategy (CMS) is to implement general policies, and to establish objectives for the integrated management of natural and historic resources – including species managed by the Department – and for recreation, tourism, and other conservation purposes. Part 4 - contains policies that apply across the whole of the Wellington region for the purposes of integrated conservation management |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|--------------------------|--|
| Reserves Act 1977 | <p>The Reserves Act 1977 contains provisions for the acquisition, control, management, maintenance, development and use of public reserves.</p> <p>If a reserve is vested under the Reserves Act 1977 it must be classified based on its primary purpose. The Act provides for seven different reserve classifications being Recreation Reserve, Historic Reserve, Scenic Reserve, Nature Reserve, Scientific Reserve, Government Purpose Reserve and Local Purpose Reserve.</p> <p>The Reserves Act 1977 specifies in general terms the purpose of each class of reserve and requires that each reserve be managed in accordance with this purpose.</p> <p>Reserve Management Plans, required under the Reserves Act, provide a framework for future management decisions relating to their maintenance, use and development.</p> |
| Conservation Act 1987 | <p>The Department of Conservation (DOC) administers a large amount of land in the Wairarapa which has a wide variety of natural, conservation, historic and recreational values. Most of this land would be zoned natural open space under the Proposed District Plan. The Conservation Act's purpose is to promote the conservation of New Zealand's natural and historic resources. It also established and sets out the roles and responsibilities of DOC.</p> |

3.0 Issues analysis

3.1 Background

The Operative Wairarapa Combined District Plan does not include any open space zones, and therefore public and private open space in the Wairarapa is not specifically

zoned as such. Areas of open space are generally zoned in accordance with any surrounding land (e.g. urban parks are zoned residential, rural open space areas have rural zoning). A small number of parks in Masterton District are designated for recreation purposes. Parks and reserves in Carterton and South Wairarapa are not designated.

GIS data indicates the following publicly owned open space land:

- Masterton District Council – 168ha of land held in 50 blocks
- Carterton District Council – 393ha of land held in 23 blocks
- South Wairarapa District Council – 369ha of land held in 62 blocks

3.2 Evidence base

The Councils have reviewed the Operative District Plan, commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

There is no open space zoning in the current District Plan. Reserves/parks are marked as a special feature overlay with one relevant rule, as described below.

The General Amenity Values chapter in the Operative District Plan includes the following relevant objective and policy:

Objective GAV1 – General Amenity Values

To maintain and enhance those general amenity values which make the Wairarapa a pleasant place in which to live and work, or visit.

GAV1 Policies

(i) Allow for activities undertaken on either reserve land which are consistent with the Reserve Management Plan for that reserve where one exists, or on public land dedicated for community, recreational, sporting, educational, cultural, festive, and ceremonial or gala/market day purposes.

As stated in the policy, the Councils generally rely on the Reserves Act 1977 (and Reserve Management Plans prepared under that statute) to manage reserves in the Districts. This can only apply where reserves are gazetted, and Reserve Management Plans have been prepared in accordance with the Reserves Act.

The general district wide rules (Chapter 21) include the following permitted activity rules for Reserves:

21.1.8 Reserves

(a) The use and development of any Council or crown owned land for reserve purposes, recreational activities and facilities.

(b) The use and development of any land managed in accordance with an Approved Reserve Management Plan.

The Rural (Conservation) zone has been developed to manage forest parks and other large tracks of land held by public agencies for conservation purposes. The general rural zone policies and rules apply to the Rural (Conservation) zone, including the following:

Rur1 Policies

(b) Identify areas within the Rural Zone where the predominant land use is conservation management, and which are primarily managed by public agencies – Rural (Conservation) Zone.

4.5.2 Standards for Permitted Activities

(l) Conservation Management

(i) In the Rural (Conservation) Zone, any activity, undertaken for the use and management of land for conservation and recreation purposes, including the construction of associated structures and earthworks, is in accordance with section 4(3) of the Resource Management Act 1991.

3.2.1.2 State of the environment monitoring

Open space takes various forms and supports the needs of the community. These forms and needs include recreational (passive such as picnicking and active ranging from dog walking, mountain biking through to organised sport – both indoor and outdoor), visual amenity, cultural and historic heritage, public access to natural areas and waterbodies, and protection of ecological and other natural values.

There are three main providers of open space – the Councils, the Department of Conservation, and the community sector.

District Council Reserves and Open Space

The Council reserves are predominantly located in the towns and settlements. They include major sporting facilities, camping grounds and cemeteries, neighbourhood playgrounds, walkways and memorials. These spaces principally provide for the open space and recreation needs of local communities within the towns and settlements.

Most Council administered open spaces and reserves are on land gazetted or vested under the Reserves Act. The Reserves Act means this land is subject to additional requirements beyond the RMA. The purpose for which a reserve is classified (e.g. recreation reserve vs scenic reserve) influences the types of activities which can be undertaken on the open space.

The Reserves Act also provides a specific mechanism and requirement for Councils to produce Reserve Management Plans to govern the activities on reserves.

Development of these Reserve Management Plans is governed by the Reserves Act, and consultation and decision-making processes are specified. Where Reserve Management Plans are in place, they provide a very high degree of specificity about how the reserve should be managed.

There are also a large number of Council owned and administered open spaces outside of the settlements. These open spaces include esplanade reserves along the margins of the coast, lakes and rivers.

Forest Parks and Other Conservation Land

Forest Parks and other land administered by the Department of Conservation (DOC) form a significant part of the open spaces in the Wairarapa. These areas include the Tararua Forest Park, Remutaka Forest Park, Aorangi Forest and various scenic and recreation reserves, lakes, rivers, and coastal areas

This land is subject to the Conservation Act and is generally not subject to the District Plan requirements as most conservation land is exempted from most land use provisions under Section 4 of the RMA. However, operators of DOC Concessions are subject to the provisions of the District Plan.

Community Sector Open Spaces

The community sector also provides a range of open spaces in the Wairarapa. These open space includes racecourses, golf clubs and some sports facilities. These open spaces are principally local community spaces.

Land Area and Resource Consents

GIS data indicates the following publicly owned open space land:

- Masterton District Council – 168ha of land held in 50 blocks
- Carterton District Council – 393ha of land held in 23 blocks
- South Wairarapa District Council – 369ha of land held in 62 blocks

There is no specific zone that applies to open spaces, with the only rule for 'reserves' in the Operative District Plan permitting activities associated with reserves. Therefore consents would not be required for any activities that fall under this rule.

Resource consents data for the period 2014 to 2021 confirms this requirement, with no resource consents noted for activities in parks and reserves across the Districts.

However, there was one consent relating to the rejuvenation project in Queen Elizabeth Park, Masterton, in 2018 – this consent was required under the historic heritage rules which apply to Queen Elizabeth Park.

As outlined in Section **Error! Reference source not found.**, management of open space in the Operative District Plan is not cohesive and relevant provisions are contained in different parts of the Operative District Plan.

During SWDC's Spatial Plan development process, multiple queries were received from local residents around the zoning applied to existing reserves (e.g. why a local park is zoned residential). This is indicative of the Operative District Plan not clearly reflecting the actual and intended use of parks and reserves.

3.2.1.3 Effectiveness of the Operative District Plan approach

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|---|---|
| Issue 1: Limited specific objectives, policy framework or rules for the use and development of open space. | <ul style="list-style-type: none"> • Limited recognition and provision for the use and development of open spaces. This limited provision creates uncertainty about what is appropriate use and development on open space. • Open spaces are zoned either residential or rural, which can create confusion or misrepresent the outcomes sought for open spaces (e.g. imply open spaces should achieve similar outcomes to residential development). • The existing zones (residential and rural) are focused on delivering a certain type of development and environment which can restrict the ability to develop open spaces due to them being treated like residential or rural land. |
| Issue 2: Standard zoning does not necessarily recognise or provide for open space and recreation use and activities | <ul style="list-style-type: none"> • The standard zoning and associated rules and standards such as boundary setbacks and maximum dwelling rules do not usually reflect the different form and activities of open space and recreation development and can be a barrier to development of open space. • Some activities associated with open spaces and recreation are not provided for due to potential incompatibility with other activities in the zone. |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|--|---|
| Proposed Plan Change 49 to the Upper Hutt District Plan: Open Spaces | <p>Uses the Natural Open Space Zone, the Open Space Zone and the Sport and Active Recreation Zone.</p> <p>Provides for a range of recreation-related permitted activities consistent with the purpose of the zones.</p> <p>Standards focusing on building height, gross floor area and site coverage.</p> |
| Proposed Porirua District Plan | <p>Uses the Open Space Zone and Sport and Active Recreation Zone but not the Natural Open Space Zone (instead it relies on overlays to protect natural values).</p> <p>Provides for a range of recreation-related permitted activities consistent with the purpose of the zones.</p> <p>Standards focusing on building height, height in relation to boundary, gross floor area, site coverage, and building setbacks.</p> |
| Proposed New Plymouth District Plan | <p>Uses the Natural Open Space Zone, the Open Space Zone and the Sport and Active Recreation Zone.</p> <p>Provides for a range of recreation-related permitted activities consistent with the purpose of the zones, with a more limited range in the Natural Open Space Zone.</p> <p>Standards focusing on building height, height in relation to boundary, gross floor area, site coverage, building setbacks, and permeable surfaces.</p> |
| Operative Kāpiti Coast District Plan 2021 | <p>Uses the Open Space Zone and Natural Open Space Zone but not the Sport and Active Recreation Zone.</p> <p>Provides for a range of recreation-related permitted activities consistent with the purpose of the zones.</p> <p>Standards focusing on building height, height in relation to boundary, gross floor area, site coverage, and building setbacks.</p> |

These plans were selected because:

- They have been subject to recent plan changes/a recent plan review that have/has addressed similar issues relating to this topic;
- The councils are of a similar scale to the Wairarapa districts and are confronting similar issues relating to this topic.

A summary of the key findings follows:

- All the plans use some form of open space zoning;
- Two of the four have used all three National Planning Standards zones while the other two have used two;

- The activity categories / definitions relating to recreational activities used by different district plans differs e.g. leisure activities, recreation. Some distinguish active vs passive recreation;
- Objectives and policies across the plans similarly seek to restrict development and manage activities to ensure they are appropriate for the character and amenity of the zones;
- Three plans provide for customary activities as a permitted activity;
- Building standards, including gross floor area and height, vary across the plans.

3.2.3 Advice received from Iwi

Section 32(4A) of the RMA requires evaluation reports prepared in relation to a proposed plan to include a summary of:

- All advice received from iwi authorities concerning the proposal; and
- The response to that advice, including any proposed provisions intended to give effect to the advice.

Under Clause 4A of Schedule 1 of the RMA local authorities are also required to:

- Provide a copy of any draft policy statement or plan to any iwi authority previously consulted under clause 3 of Schedule 1 prior to notification;
- Allow adequate time and opportunity for those iwi authorities to consider the draft and to supply advice; and
- Have particular regard to any advice received before notifying the plan.

No specific advice has been received from Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa regarding this topic and the proposed provisions evaluated within this report. Notwithstanding no specific advice being received, consultation with Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa in preparing the Proposed District Plan indicated support for apply open space zoning to areas of open space in the Wairarapa.

3.2.4 Consultation

Public consultation was undertaken on the Draft District Plan in October to December 2022.

The Draft District Plan took a different approach from the Operative District Plan in introducing the open space and recreation zones. The open space and recreation zones in the Draft District Plan contained the Natural Open Space Zone, Open Space Zone and Sport and Active Recreation Zone each with their own objectives, policies and rules.

Feedback was received from 11 individuals or organisations on the Open Space Zones. Feedback was generally in support of the chapters, with a number of requested amendments or additions to address specific matters.

A summary of specific feedback on this topic received during consultation on the Draft Plan is contained in Appendix 1, including how it has been responded to in the Proposed District Plan.

The key issues raised were:

Natural Open Space Zone (NOSZ) Objectives and Policies

- Support for Objective NOSZ-O2, but request an additional point beneath Policy NOSZ-P2 regarding weed and pest control.
- Support for Policies NOSZ-P2 and NOSZ-P3.

Natural Open Space Zone (NOSZ) Rules, Standards, and Mapping

- Support for conservation activities being permitted under Rule NOSZ-R7.
- Requests for additional rules and standards to be added to provide for firefighting water supply, new emergency service facilities, and servicing.

Sport and Active Recreation Zone (SARZ) Objectives and Policies

- Requests for amendments to Objective SARZ-O2, to ensure accessibility is considered with planned and designed links for public spaces.
- Support for Policy SARZ-P3, which recognises there may be a functional or operational need for a fire and emergency activity to be established in this zone.

Sport and Active Recreation Zone (SARZ) Rules, Standards, and Mapping

- Request that Greytown Rugby Football Club land be zoned Sport and Active Recreation. Request that the land the Greytown Bowling Club and Cobblestones Museum are located on be zoned Sport and Active Recreation.
- Request that the Martinborough Pool, Holiday Park, and Pump Track land be zoned Sport and Active Recreation.
- Request additional rules and standards be added to provide for firefighting water supply, new emergency service facilities, and servicing in the Sport and Active Recreation Zone.

Open Space Zone (OSZ) Objectives and Policies

- Support for Policy OSZ-P3, which recognises there may be a functional or operational need for fire and emergency activity to be established in this zone.

Open Space Zone (OSZ) Rules, Standards, and Mapping

- Requested that the gullies east of Granville Street, Gladstone be zoned Open Space.

- Request that the Greytown cemetery be zoned Open Space.
- Support the Open Space Zone for Considine and Centennial Parks, but requests that camping be permitted in this zone.
- Request additional rules and standards be added to provide for firefighting water supply, new emergency service facilities, and servicing in the Open Space Zone.

The feedback received through the Draft District Plan consultation process has identified some areas where the Natural Open Space Zone, Sport and Active Recreation Zone, and Open Space Zone chapters could be strengthened and clarified to provide better direction. In addition, open spaces were identified that have been inadvertently missed from being zoned Open Space.

3.3 Summary of issues

Based on the research, analysis and consultation outlined above the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Limited specific objectives, policy framework or rules for the use and development of open space
- Standard zoning does not necessarily recognise or provide for open space and recreation use and activities

The following resource management issues have been identified:

| Issue | Comment |
|--|---|
| Issue 1: Need to facilitate the open space and recreational uses of the Wairarapa's parks and reserves. | <ul style="list-style-type: none"> • Open space and recreation areas add significant value to the community and need to be managed, enhanced and protected for future generations. • Perceived risk that open space areas could be developed in accordance with its underlying zoning e.g. residential |
| Issue 2: The adverse effects from activities and development within open space and development on surrounding areas, in particular residential sites. | <ul style="list-style-type: none"> • Amenity levels within open space areas are generally high and maintaining these levels is a fundamental element in the management and protection of these areas. • Development within open space and recreation areas needs to be compatible with the purpose and character to ensure effects do not undermine the values of the open space and undermine the community's enjoyment of these spaces. |
| Issue 3: How to provide for the use and development of open spaces and recreational areas while also protecting the natural, heritage, landscape, cultural values and amenity and character of parks and reserves. | <ul style="list-style-type: none"> • Open spaces have functional and operational needs associated with the nature and intensity of use, as well as providing accessible and safe facilities. • Many open space areas have values relating to matters of national importance and there is national and regional direction around the protection of these values. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the open space and recreation zones provisions to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | | | ✓ |
| Effects on matters of national importance | | ✓ | |
| Scale of effects - geographically | | ✓ | |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | ✓ | |
| Scale of effects on those with specific interests e.g. tangata whenua | ✓ | | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | ✓ | | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | | ✓ | |

In summary:

- The approach in the Proposed District Plan is significantly different to the Operative District Plan in that it introduces three specific open space and recreation zones and a set of objectives, policies, rules and standards for each of these zones;
- Large areas of open space land (particularly those identified as Natural Open Space Zone) have values or features that relate to matters of national importance and along with overlays, the zoning is one method of recognising and protecting those values;
- The geographic scale is relatively large, affecting land across the three Districts and large areas of land;
- The open space and recreation zones follow the National Planning Standards zone framework and use National Planning Standards definitions;

- Generally the land is publicly owned, although a few sites containing recreation facilities are privately owned;
- The proposal will be of interest to some individuals, community groups and sports groups with an interest in open space and recreation areas;
- The wider community and tangata whenua are expected to be affected positively by the proposal through the protection of open space character and amenity;
- The proposed provisions provide a framework for the management of open space and introduce more specific objectives, policies and rules than in the Operative District Plan. In some cases these may be more enabling as the zoning aligns with the actual use of the land and in others more restrictive (e.g. where development on council reserves exceeds the standards such as height, area, and setbacks).

Overall, it is considered that the scale and significance of the proposal is medium.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 3.0 of this report.

5.0 Proposed provisions

5.1 National Planning Standards zoning

Based on the issues analysis in section 3.0 of this report and the National Planning Standards zone options the following zone framework has been selected in relation to this topic:

| Zone | Description |
|----------------------------------|---|
| Natural Open Space Zone | Areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone. |
| Open Space Zone | Areas used predominantly for a range of passive and active recreational activities, along with limited associated facilities and structures |
| Sport and Active Recreation Zone | Areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures |

The Proposed District Plan uses all three open space and recreation zones provided in the National Planning Standards. These cover the range of different types of open space and recreation areas in the Wairarapa and allow provisions to be applied in a way that reflects the different types of land uses.

5.1.1 Application of zoning

The Open Space and Recreation Zones are new zones in the Proposed District Plan. A process was undertaken to determine land which was appropriate to apply the Open Space and Recreation Zones to. This process involved a desktop exercise of examining the ownership, legal status (e.g. gazetted or reserve classification) and existing use and character of the land which has an open space and/or recreation purpose. This exercise applied the following criteria for identifying the applicable Open Space and Recreation Zone:

- Open Space Zone
 - Crown owned and administered by either the Department of Conservation, Land Information New Zealand or Council;
 - Gazetted or classified under the Reserves Act as either Recreation or Local Purpose;
 - Use/character: Passive and active recreational activities, including neighbourhood/local parks, playgrounds, community facilities and informal recreation spaces.
- Natural Open Space Zone
 - Crown owned and administered by either the Department of Conservation, Land Information New Zealand or Council;
 - Gazetted or classified under the Reserves Act as Historic, Esplanade or Scenic, or a State Forest Park, or held or managed under the Conservation Act;
 - Use/character: Natural, ecological and landscape values, including areas of indigenous vegetation.

- Sport and Active Recreation Zone
 - Crown owned and administered by either the Department of Conservation, Land Information New Zealand or Council;
 - Gazetted or classified under the Reserves Act as either Recreation or Local Purpose;
 - Use/character: Indoor and outdoor sport and active recreational activities, including sports grounds, multi-sport facilities and showgrounds.

Based on this criteria, the Open Space Zone, Natural Open Space Zone and Sport and Active Recreation Zone was applied to the above categories of land.

In addition, the owners and operators of large areas of privately owned open space were consulted about the appropriateness of applying an open space zoning to their land. Based on the feedback from these owners, a few privately owned open spaces have been zoned open space, including racecourses and golf courses.

5.2 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the open space and recreation topic:

| | |
|---|--------------------------------------|
| HC-O1 | Protection of heritage values |
| The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa are protected and maintained. | |

| | |
|---|--|
| NE-O1 | Natural character, landscapes, features, and ecosystems |
| The natural environment contributes positively to the Wairarapa's sense of place and identity. | |
| NE-O2 | Wairarapa Moana |
| The mauri of Wairarapa Moana is restored. | |
| NE-O3 | Open space |
| The Wairarapa community has access to a diverse range of open spaces within which: <ul style="list-style-type: none"> • there is a wide range of recreational opportunities and experiences; and • areas with natural, ecological, and landscape values, and sites of significance to tangata whenua are protected. | |
| NE-O4 | Coastal environment |
| The special qualities of the Wairarapa coastal environment are recognised and protected from inappropriate subdivision, use, and development. | |

| | |
|--|----------------------|
| TW-O4 | Kaitiakitanga |
| Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa can exercise kaitiakitanga and engage with their culture, traditions, ancestral lands, waterbodies, sites, areas, and landscapes and other taonga of significance to Māori. | |

These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.3 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

In summary, the proposed provisions include:

- Definitions for community garden, conservation activities, and park management activity.
- Objectives:
 - Three objectives in each of the Open Space and Natural Open Space Zones addressing:
 - The purpose of the zone;
 - Character and amenity values of the zone;
 - Mana whenua values.
 - Two objectives in the Sport and Active Recreation Zone addressing the purpose of the zone and character and amenity values of the zone.
- Four policies that direct:
 - Compatible, potentially compatible, and incompatible activities and development;
 - Maintaining character and amenity.
- A rule framework that manages land use and building and structure activities as follows:

| Activity | Proposed District Plan Zone | | |
|---|-----------------------------|-------|-------|
| | OSZ | NOSZ | SARZ |
| Buildings and structures, including construction, additions and alterations | P (s) | P (s) | P (s) |
| Demolition of buildings and structures | P | P | P (s) |
| Relocatable buildings | P (s) | P (s) | P (s) |
| Recreation activities | P | P | P |
| Community gardens | P | D | P |

| Activity | Proposed District Plan Zone | | |
|--|-----------------------------|-------|-------|
| | OSZ | NOSZ | SARZ |
| Community facilities, not including buildings and structures | P | D | P |
| Customary activities | P | P | P |
| Park management activities | P | P | P |
| Conservation activities | P | P | P |
| Burials associated with existing cemeteries and urupā | P | D | D |
| Grazing | P | P | P |
| Camping ground | P (s) | P (s) | P (s) |
| Residential activity ancillary to park management activities, conservation activities or camping ground | P (s) | P (s) | P (s) |
| Markets | P (s) | D | P (s) |
| Motorised outdoor recreation activity | D | NC | D |
| Any other activity not otherwise listed in this chapter | D | D | D |
| Industrial activities | NC | NC | NC |
| Residential activities not otherwise listed in this chapter | NC | NC | NC |
| <p>P means permitted activity (no resource consent required)</p> <p>P (s) means permitted activity subject to standards (no resource consent required if comply with standards)</p> <p>D means discretionary activity (requires resource consent)</p> <p>NC means non-complying activity (requires resource consent)</p> | | | |

- Effects standards that address:
 - Maximum height
 - Maximum height in relation to boundary
 - Minimum setbacks
 - Maximum fence height
 - On-site services
 - Drinking water supply
 - Wastewater disposal
 - Stormwater management
 - Relocatable buildings
 - Maximum gross floor area

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the open space and recreation topic:

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives |
|--|
| <p>NOSZ-O1 Purpose of the Natural Open Space Zone</p> <p>The natural environment in the Natural Open Space Zone is retained or enhanced and any activities, buildings, and other structures are compatible with the characteristics of the zone.</p> <p>NOSZ-O2 Character and amenity values of the Natural Open Space Zone</p> <p>The indigenous biodiversity, ecological, cultural, landscape, and/or historic heritage values of the Natural Open Space Zone are retained or enhanced. Undeveloped open or vegetated areas and expanses of land containing minimal buildings are the predominant characteristic of the Natural Open Space Zone.</p> <p>NOSZ-O3 Mana whenua values</p> <p>Open spaces incorporate and reflect mana whenua values and provide opportunities for tangata whenua to use open spaces for recreational and cultural uses that enhance Māori wellbeing.</p> |

| | |
|--|---|
| <p>SARZ-O1 Purpose of the Sport and Active Recreation Zone</p> <p>The Sport and Active Recreation Zone supports a range of indoor and outdoor sport and active recreational, community, and cultural activities and associated facilities and structures.</p> <p>SARZ-O2 Character and amenity values of the Sport and Active Recreation Zone</p> <p>The predominant character and amenity values of the Sport and Active Recreation Zone are maintained, and where possible enhanced, and are characterised by:</p> <ul style="list-style-type: none"> a. indoor and outdoor sport and active recreation activities and ancillary activities and structures; b. a larger scale of built development that supports recreation and community activities; c. compatible multi-functional use and co-location of activities and structures; and d. safe, accessible, and connected public spaces. <p>OSZ-O1 Purpose of the Open Space Zone</p> <p>The Open Space Zone is predominantly used for a range of passive and active recreational and community activities, along with associated facilities and structures necessary to support such activities.</p> <p>OSZ-O2 Character and amenity values of the Open Space Zone</p> <p>The predominant character and amenity values of the Open Space Zone are maintained or enhanced and not compromised by incompatible activities or structures, including:</p> <ul style="list-style-type: none"> a. a sense of openness, other than on sites specifically dedicated to a larger scale of built development of recreation or community facilities; b. a low level of development, with few structures to support recreational and community activities and parks management; and c. safe, accessible, and connected public spaces. <p>OSZ-O3 Mana whenua values</p> <p>Open spaces incorporate and reflect mana whenua values and provide opportunities for tangata whenua to use open spaces for recreational and cultural uses that enhance Māori wellbeing.</p> | |
| <p>Alternatives considered</p> <p>Status quo:</p> <p>Objective GAV1 – To maintain and enhance those general amenity values which make the Wairarapa a pleasant place in which to live and work, or visit.</p> <p>Objective TW1 – To recognise and provide for the cultural values and relationship of Tangata Whenua in managing the natural and physical resources and the effects of activities, while taking into account the principles of the Treaty of Waitangi.</p> | |
| <p>Appropriateness to achieve the purpose of the RMA</p> | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <p>The proposed objectives clearly set out the anticipated outcomes in relation to open space and recreation and address the identified resource management issues. The objectives recognise, identify, and protect the different purpose, character and amenity values of the different types of open space in the Districts.</p> <p>The proposed objectives support a range of open space and recreation areas to meet the needs of the community and protect the open spaces from development and use that is inconsistent with the purpose and character of those areas.</p> <p>The proposed objectives further elaborate on strategic objective NE-O3 with the three zones having differing purposes providing for a diverse</p> |

| | |
|--|---|
| | <p>range of open spaces and the zones. In particular, the Natural Open Space Zone protects areas with natural, ecological, and landscape values, and sites of significance to Māori.</p> <p>The proposed objectives provide certainty around outcomes sought, will assist in guiding decision making, and are considered reasonable and achievable.</p> <p>The outcomes sought by the proposed objectives are consistent with the purpose and principles of the RMA and with higher order planning documents including through helping to protect matters of national significance.</p> <p>The proposed objectives will sustain the potential of physical resources for current and future generations, and maintain and enhance amenity values and quality of the environment.</p> |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <p>Objective GAV1 is a general objective in the Operative District Plan and does not provide clear direction in relation to open space and recreation. While it generally seeks to maintain and enhance general amenity values it does not give guidance as to how this applies in open space and recreation areas.</p> <p>The objective is consistent with the RMA purpose and principles and higher order documents in seeking to maintain and enhance amenity, but it does not encompass other relevant aspects including ecological, cultural, landscape values or provide any direction on the outcomes sought in relation to the specific values of differing open space environments.</p> <p>Objective TW1 recognises the cultural values and relationship of tangata whenua and natural and physical resources but in a general way, not specific to the use and management of open spaces.</p> |
| <p>Preferred option and reasons</p> | |
| <p>The proposed objectives are the most appropriate means of achieving the purpose of the Act because they will achieve the purpose of the RMA, address the identified resource management issues, and provide clear direction as to the outcomes sought in each of the three open space and recreation zones.</p> | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of

acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve objectives relating to open space and recreation

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

The options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to open space and recreation zones are:

- Option 1: The proposed provisions - three open space zones with objectives, policies, rules and standards reflecting the different uses and values
- Option 2: Retaining the status quo – no open space zoning, permitted activity provisions for use of Council or crown land for reserve purposes and use in accordance with a reserve management plan

Objectives

NOSZ-O1 Purpose of the Natural Open Space Zone

The natural environment in the Natural Open Space Zone is retained or enhanced and any activities, buildings, and other structures are compatible with the characteristics of the zone.

NOSZ-O2 Character and amenity values of the Natural Open Space Zone

The indigenous biodiversity, ecological, cultural, landscape, and/or historic heritage values of the Natural Open Space Zone are retained or enhanced. Undeveloped open or vegetated areas and expanses of land containing minimal buildings are the predominant characteristic of the Natural Open Space Zone.

NOSZ-O3 Mana whenua values

Open spaces incorporate and reflect mana whenua values and provide opportunities for tangata whenua to use open spaces for recreational and cultural uses that enhance Māori wellbeing.

SARZ-O1 Purpose of the Sport and Active Recreation Zone

The Sport and Active Recreation Zone supports a range of indoor and outdoor sport and active recreational, community, and cultural activities and associated facilities and structures.

SARZ-O2 Character and amenity values of the Sport and Active Recreation Zone

The predominant character and amenity values of the Sport and Active Recreation Zone are maintained, and where possible enhanced, and are characterised by:

- a. indoor and outdoor sport and active recreation activities and ancillary activities and structures;
- b. a larger scale of built development that supports recreation and community activities;
- c. compatible multi-functional use and co-location of activities and structures; and
- d. safe, accessible, and connected public spaces.

OSZ-01 Purpose of the Open Space Zone

The Open Space Zone is predominantly used for a range of passive and active recreational and community activities, along with associated facilities and structures necessary to support such activities.

OSZ-02 Character and amenity values of the Open Space Zone

The predominant character and amenity values of the Open Space Zone are maintained or enhanced and not compromised by incompatible activities or structures, including:

- a. a sense of openness, other than on sites specifically dedicated to a larger scale of built development of recreation or community facilities;
- b. a low level of development, with few structures to support recreational and community activities and parks management; and
- c. safe, accessible, and connected public spaces.

OSZ-03 Mana whenua values

Open spaces incorporate and reflect mana whenua values and provide opportunities for tangata whenua to use open spaces for recreational and cultural uses that enhance Māori wellbeing.

| Option 1: Proposed approach (recommended) | Costs | Benefits |
|---|--|--|
| Three open space zones with objectives, policies, rules and standards reflecting the different uses and values. | Environmental <ul style="list-style-type: none"> • Some open space activities, including buildings and structures will have some effects on the environment. Those allowed as permitted activities will be limited in scale and type by rules and standards. | Environmental <ul style="list-style-type: none"> • Maintain and enhance the character and amenity values of the zones. • The proposed provisions provide for a low level of development and built form. Potentially inappropriate activities will be required to go through the resource consent process and be |

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| <p>Policies that identify and reinforce the function and purpose of the zones.</p> <p>Rules allowing a range of activities of a nature and scale compatible with the zones as permitted activities.</p> <p>Rules requiring resource consent for activities of a nature and scale that may be incompatible with the purpose, character and amenity values of the zones.</p> <p>Use of other methods including reserve management plans and bylaws to help manage activities on council owned and managed reserves and public spaces.</p> | <ul style="list-style-type: none"> • Wide range of activities could have potential adverse effects on physical resources, such as transport network. • Potential for incompatibility between activities within the open space and recreation zones and adjoining zones, which may impact on the efficient use of land and activities. <p>Economic</p> <ul style="list-style-type: none"> • Consenting costs where an applicant wants to undertake an activity that is not a permitted activity. The proposed provisions are less liberal for Council than the Operative District Plan, but potentially more liberal in some cases where private land is used for recreation activities. • Some increase in short term costs as plan users and council become familiar with new provisions. <p>Social</p> <ul style="list-style-type: none"> • No direct social costs identified. <p>Cultural</p> <ul style="list-style-type: none"> • No direct cultural costs identified. | <p>assessed, with guidance provided by objectives and policies to determine the appropriateness of the nature and scale of the activity within the zone.</p> <p>Economic</p> <ul style="list-style-type: none"> • The anticipated parks are provided for as permitted activities, providing certainty for Council and community. • The ability to use and develop open space and recreation land contributes to the economic wellbeing of the community. • Some commercial activities of a limited scale are provided for such as camping activities. Other commercial activities may be able to be undertaken through a resource consent process if they can be demonstrated to be appropriate. • Provision for sporting events to be undertaken as a permitted activity with consequent economic benefits. <p>Social</p> <ul style="list-style-type: none"> • There is community benefit from sustainably managed open space. The provisions provide for a range of recreational activities and community facilities. <p>Cultural</p> <ul style="list-style-type: none"> • The provision for customary activities as a permitted activity is a benefit. |
| <p>Effectiveness and efficiency</p> | <p>The approach clearly defines the purpose and uses provided for in the open space and recreation zones for decisions makers and the community and enables appropriate assessment of environmental effects of any proposals.</p> <p>This approach is considered to be the most efficient and effective as it provides clear direction and tailored provision to provide for the use and development of open space and recreation areas. The range of permitted activities means less</p> | |

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| | <p>costs and a reduction in barriers to developing open space and recreation land. The environmental, economic, and cultural benefits outweigh the potential environmental and economic costs. The provisions enable efficient use of the land.</p> <p>This option will be effective at implementing the objectives and more effective than the status quo. The targeted approach will better recognise and provide for open space and recreation activities and will appropriately provide for the needs of the community.</p> | |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | It is considered that there is certain and sufficient information on which to base the proposed policies and methods as based on the state of the environment monitoring, knowledge of Council staff and community engagement. | |
| Overall evaluation | <p>This option is the most appropriate way to achieve the objectives because:</p> <ul style="list-style-type: none"> • The proposed policies provide clear direction as to the intent, purpose and character of the zones. • The proposed rule framework reflects the different nature and purpose of the zones and enables a range of activities while ensuring that amenity, character and significant values of open spaces are maintained or protected. • The proposed standards are aligned with the anticipated nature and scale of use and development in the zones and the particular character and amenity of different areas e.g. the natural open space and sport and active recreation areas. • The proposed chapters and definitions align with the National Planning Standards and will allow appropriate activities to establish and operate in the zones. | |
| Option 2: Status Quo | Costs | Benefits |
| No open space zoning, permitted activity provisions for use of Council or crown land for reserve purposes and use in accordance with a reserve management plan. | <p>Environmental</p> <ul style="list-style-type: none"> • Lack of clear direction to the community and decision makers on the outcomes expected in respect of the predominant character, amenity values, role and function of different types of open space and recreation land. | <p>Environmental</p> <ul style="list-style-type: none"> • The existing provisions apply a standardised zoning approach where land use and development requires resource consent, particularly in the Residential Zone, and to a lesser extent in the Rural Zone. This provides the Council with the ability to exercise discretion over a large range of environmental effects, which |

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| <p>Use of other methods including reserve management plans and bylaws to help manage activities on Council owned and managed reserves and public spaces</p> | <ul style="list-style-type: none"> Limited, non-open space and recreation specific range of assessment matters currently available, thereby potentially affecting the relevant matters that the District Councils can consider when processing a resource consent. <p>Economic</p> <ul style="list-style-type: none"> The current approach under the existing zones is potentially restricting the use and development of open space and recreation land and facilities. The zones (e.g. Residential and Rural Zones) do not reflect the nature or scale of open space and recreation facilities, and impose costs in terms of the development of recreation facilities, or the need for resource consents. The activities, facilities and structures that usually occur on different types of open space and recreation land might be unduly restricted or additional compliance costs may be incurred. <p>Social</p> <ul style="list-style-type: none"> Potential limitations on benefit to the community due to retention of provisions that are unresponsive or inappropriate or not specific to the activities, facilities and structures that usually occur on different types of open space and recreation land. The community may be dissatisfied with the outcomes achieved by the existing provisions. <p>Cultural</p> <ul style="list-style-type: none"> The outcomes achieved by the existing provisions may not provide for cultural needs. | <p>allows consideration of environmental effects on a case by case basis.</p> <p>Economic</p> <ul style="list-style-type: none"> There may be savings in terms of time and cost as the Councils and community are familiar with the provisions. <p>Social</p> <ul style="list-style-type: none"> The public and practitioners are familiar with the provisions in the Operative District Plan. <p>Cultural</p> <ul style="list-style-type: none"> No cultural benefits identified. |
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| Effectiveness and efficiency | <p>The existing provisions are not the most effective method of meeting the objectives given they have resulted in economic, social and cultural costs as outlined above. However there is no evidence they are failing to meet environmental outcomes.</p> <p>The proposed provisions are not the most efficient method of meeting the objectives given the costs identified above.</p> |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as based on the state of the environment monitoring, knowledge of Council staff and community engagement.</p> |
| Overall evaluation | <p>This option is not the most appropriate way to achieve the preferred objectives, mostly because they are inefficient in terms of incurring unnecessary consenting costs and regulatory uncertainty, they are also ineffective in terms of providing for economic, social and cultural wellbeing.</p> |

8.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as it:

- Gives effect to higher order documents, including the National Planning Standards;
- Addresses the identified resource management issues; and
- Is the most effective and efficient way to achieve the purpose of the RMA and the strategic objectives of the Proposed District Plan.

Appendix 1: Feedback on Draft District Plan

| Section/Topic | Submitter | Feedback | Analysis |
|-------------------------------------|------------------------------------|--|---|
| NOSZ Objectives and Policies | National Interest Group | Retain Objective NOSZ-O2. | Noted. |
| | National Interest Group, Corporate | Retain Objective NOSZ-P2 and add: “.h; weed and pest control to maintain and enhance indigenous biodiversity” | This would fall under P1 – Compatible activities and the intention is it would already be captured here. Pest and weed control is already provided for in Rule 6 and Rule 7 as a permitted activity. No change recommended. |
| | Corporate | Supports the maintenance and enhancement of indigenous biodiversity in NOSZ-O2. | Noted. |
| | National Interest Group | Supports NOSZ-P2 insofar as the policy seeks to allow activities where they are able to be serviced with adequate infrastructure and services. | Noted. |
| | National Interest Group | Supports NOSZ-P3 insofar as it provides for use and development in the Natural Open Space Zone where there is a functional or operational need to establish on the site. | Noted. |
| NOSZ Rules and Standards | National Interest Group | Retain Rule NOSZ-R7. | Noted. |
| | Corporate | Supports conservation activities as a permitted activity in NOSZ-R7. | Noted. |
| | National Interest Group | Seek proposed standard NOSZ-SX Firefighting Water Supply to be included as a matter of compliance for NOSZ-R1. Subject to the relief sought, support the inclusion of a matter of discretion regarding the effect of non-compliance with the relevant standard and the matters of discretion of any standard not met. | NOSZ-S5 17 has been included. |
| | National Interest Group | Seek for a matter of control to be included under NOSZ-R3 to ensure that relocated buildings are appropriately provided with a firefighting water supply, and are accessible to emergency services in their new location. | NOSZ-S5 17 has been included. |
| | National Interest Group | Seek proposed standard NOSZ-SX Firefighting Water Supply to be | NOSZ-S5 17 has been included. |

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| | | included as a matter of compliance for this rule. | |
| | National Interest Group | Seeks the addition of a new rule for 'emergency service facilities'. | Inconsistent with other activities and should be required to go through the resource consent process. No change recommended. |
| | National Interest Group | Opposes NOSZ-S1 insofar as it restricts the maximum height of any building or structure in the Natural Open Space Zone to 5m. | Buildings taller than 5m would not be consistent with the Natural Open Space Zone and the activity would not be a permitted activity. |
| SARZ Objectives and Policies | Individual | Amend SARZ-O2 – Accessibility needs to be considered with planned and designed links. Every LIM needs to be reviewed by someone who can consider if there are opportunities to strengthen pedestrian links or enable a better master plan. | Amended to 'Safe, accessible, and connected'. |
| | National Interest Group | Support SARZ-P3 insofar as the policy seeks to avoid incompatible use and development in the Sport and Active Recreation Zone unless there is a functional or operational need to establish in the area. | Noted. |
| SARZ Mapping | Local Interest Group | Opposed to the Rugby Club and Bowling Club becoming residential properties. Further protection should be added by way of zoning. With the extent of sites available for residential development and the Future Urban Zones, these recreation sites should be protected. | Further consideration required. |
| | Local Interest Group | Opposed to the Cobblestones becoming residential properties. Further protection should be added by way of zoning. With the extent of sites available for residential development and the Future Urban Zones, these recreation sites should be protected. | Further consideration required. |
| | Local Interest Group | The Rugby Club is zoned as residential. Should be rezoned as SARZ. | The Greytown Rugby Football Club is appropriately zoned for privately owned property and is compatible with surrounding land uses. No changes will be made at this stage. |
| | Local Interest Group, Individual | The Greytown Rugby Football Club, Cobblestones Museum, and Greytown Bowling Club should be included in SARZ zoning. The two local schools are in different zones, and could both be included in SARZ as they have fields which fit that criteria. | The Greytown Rugby Football Club, the Greytown Bowling Club, and Cobblestones Museum are appropriately zoned for privately owned property and are compatible with |

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| | | | surrounding land uses. Most of the sites are fully developed and operate within current approvals. No changes will be made at this stage. |
| | Corporate | Consider zoning the Pool, Holiday Park, and proposed Pump Track SARZ. | The Pool and proposed Pump Track are already zoned SARZ. The Holiday Park is currently zoned Open Space. |
| SARZ Rules and Standards | National Interest Group | Seek proposed standard SARZ-SX Firefighting Water Supply to be included as a matter of compliance for SARZ-R1. Subject to the relief sought, Fire and Emergency support the inclusion of a matter of discretion regarding the effect of non-compliance with that relevant standard and the matters of discretion of any standard not met. | SARZ-S5 17 has been included. |
| | National Interest Group | Seek for a matter of control to be included under SARZ-R3 to ensure that relocated buildings are appropriately provided with a firefighting water supply, and are accessible to emergency services in their new location. | SARZ-S5 17 has been included. |
| | National Interest Group | Seek proposed standard SARZ-SX Firefighting Water Supply to be included as a matter of compliance for these rules. | SARZ-S5 17 has been included. |
| | National Interest Group | Seek the addition of a new rule for 'emergency service facilities'. | Inconsistent with other activities and should be required to go through the resource consent process. No change recommended. |
| | National Interest Group | Supports SARZ-S1 to the extent that it provides a maximum height of 10m for any building. Seek an exemption for hose drying towers associated with emergency service facilities in order to appropriately provide for operational requirements. | A building over 10m would not be consistent with the Sport and Active Recreation Zone and the activity would not be a permitted activity. |
| | OSZ Objectives and Policies | National Interest Group | Supports OSZ-P3 insofar as the policy seeks to avoid use and development in the Open Space Zone unless there is a functional or operational need to establish on the site. |
| OSZ Mapping | Individual | Set aside the gullies east of Granville Street, and within the original town boundary, as reserve land of around 30m width each, to future proof Gladstone should the one acre lots be sold off or amalgamated. | The properties are privately owned and would therefore not meet the objectives of the Open Space Zone. |

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| | Local Interest Group | The cemetery would be more appropriately zoned Open Space, as is the adjacent section. | Has been amended to be included in the Open Space Zone. |
| | Corporate | Retain the OSZ across the majority of Considine and Centennial Park. | Noted. |
| OSZ Rules and Standards | National Interest Group | Seek proposed standard OSZ-SX Firefighting Water Supply to be included as a matter of compliance for OSZ-R1. Subject to the relief sought, support the inclusion of a matter of discretion regarding the effect of non-compliance with that relevant standard and the matters of discretion of any standard not met. | OSZ-S5 17 has been included. |
| | National Interest Group | Seek for a matter of control to be included under OSZ-R3 to ensure that relocated buildings are appropriately provided with a firefighting water supply, and are accessible to emergency services in their new location. | OSZ-S5 17 has been included. |
| | National Interest Group | Seek proposed standard MUZ-SX Firefighting Water Supply to be included as a matter of compliance for OSZ-R4 and OSZ-R12. | OSZ-S5 17 has been included. |
| | National Interest Group | Seeks the addition of a new rule for 'emergency service facilities'. | Inconsistent with other activities and should be required to go through the resource consent process. No change recommended. |
| | National Interest Group | Supports OSZ-S1 to the extent that it provides a maximum height of 10m for any building. Seeks an exemption for hose drying towers associated with emergency service facilities in order to appropriately provide for the operational requirements. | A building over 10m would not be consistent with the Open Space Zone and the activity would not be a permitted activity. |
| | Corporate | Camping be permitted subject to compliance with OSZ-P1, OSZ-P2, SARZ-P1, and SARZ-P2. In particular, the requirement that it is compatible with any Reserve Management Plan in place. | Camping is permitted under SARZ-R11 and OSZ-R12. Not appropriate to assess against the Reserve Management Plan for a permitted activity, as there is too much room for interpretation. |



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Overview and Strategic Direction

OCTOBER 2023

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Appendices

Appendix 1: Summary of feedback on Draft District Plan Strategic Direction
Chapter

Table of Acronyms

| Abbreviation | Full term |
|--------------|--|
| GWRC | Greater Wellington Regional Council |
| HBA 2023 | Wellington Regional Housing and Business Development Capacity Assessment 2023 |
| NES | National Environmental Standard |
| NES-CS | National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2012 |
| NES-ETA | National Environmental Standards for Electricity Transmission Activities 2009 |
| NES-F | National Environmental Standards for Freshwater 2020 |
| NES-PF | National Environmental Standards for Plantation Forestry 2017 |
| NES-TF | National Environmental Standards for Telecommunication Facilities 2016 |
| NPS | National Policy Statement |
| NPS-ET | National Policy Statement on Electricity Transmission 2008 |
| NPS-FM | National Policy Statement for Freshwater Management 2020 |
| NPS-HPL | National Policy Statement for Highly Productive Land 2022 |
| NPS-IB | National Policy Statement on Indigenous Biodiversity 2023 |
| NPS-REG | National Policy Statement for Renewable Electricity Generation |
| NPS-UD | National Policy Statement on Urban Development 2020, May 2022 |

| Abbreviation | Full term |
|-------------------------|---|
| NZCPS | New Zealand Coastal Policy Statement 2010 |
| Operative District Plan | Operative Wairarapa Combined District Plan |
| Proposed District Plan | Proposed Wairarapa Combined District Plan |
| RMA | Resource Management Act 1991 |
| RPS | Regional Policy Statement for the Wellington Region |

Executive summary

Masterton, Carterton and South Wairarapa District Councils have a combined District Plan for the three districts. The Operative Wairarapa Combined District Plan (Operative District Plan) is now over 10 years old and is due for review as required by the Resource Management Act 1991 (RMA). The Councils commenced a review of the District Plan in 2020 which has resulted in the notification of the Proposed Wairarapa Combined District Plan 2023.

The three Councils have recently been experiencing increasing pressure for residential, commercial, industrial and rural development. In response, the Councils have embarked on the preparation of a number of local strategies and plans to effectively plan for and manage this development in a way that captures these opportunities while addressing and reflecting local context and community views. The review will ensure the District Plan continues to reflect the Councils' and community's aspirations for the future, as well as respond to the new regional and national policy directions introduced over the last decade.

This report provides an overarching introduction to the purpose of a s32 evaluation, the legislative requirements that underpin it and an overview of the process that the Councils have undertaken to date in reviewing the Wairarapa Combined District Plan, including related consultation and engagement. This report also contains the evaluation of the Strategic Direction Chapter of the Proposed District Plan, including the issues and objectives.

The evaluation of the strategic direction objectives demonstrates that the proposal is the most appropriate option as the strategic direction objectives will provide increased certainty to plan users on the outcomes expected in the districts. In particular the strategic direction objectives:

- Directly respond to specific elements of the principles and purpose in Part 2 of the RMA.
- Respond to policy direction in higher order planning documents, including National Policy Statements and the Regional Policy Statement.
- Reflect matters which are key to achieving the overall outcomes for land use and development in the Wairarapa and are strategically important for achieving integrated management and the purpose of the RMA, or to give effect to matters listed in higher order policy documents.
- Reflect the outcomes expressed in community feedback through the District Plan Review process and through community consultation the Councils have undertaken on other strategies and plans.

The individual topic reports contain a separate and more detailed evaluation of each of the topics that form part of the review of the Operative District Plan.

1.0 Introduction

1.1 Wairarapa Combined District Plan Review

Masterton, Carterton and South Wairarapa District Councils have a combined District Plan for the three districts. The Wairarapa Councils were the first councils to have cooperatively prepared a 'combined' plan under the Resource Management Act 1991 (RMA). The Operative Wairarapa Combined District Plan (Operative District Plan) is now over 10 years old and is due for review as required by the RMA. The Councils commenced a review of the District Plan in 2020 which has resulted in the notification of the Proposed Wairarapa Combined District Plan 2023 (Proposed District Plan).

The three Councils have recently been experiencing increasing pressure for residential, commercial, industrial and rural development. In response, the Councils have embarked on the preparation of a number of local strategies and plans to effectively plan for and manage this development in a way that captures these opportunities while addressing and reflecting local context and community views. The review will ensure the District Plan continues to reflect the Councils' and community's aspirations for the future, as well as respond to the new regional and national policy directions introduced over the last decade.

The Councils appointed a Joint Committee, with representatives from each of the three Councils, representatives from the two Wairarapa iwi, and an independent chair, to oversee the review and development of the Proposed District Plan.

The resource management system is currently going through a process of change, with a new resource management framework set to be phased in to replace the RMA. At the start of the District Plan Review process central government had signalled it would be reforming the RMA. The uncertainty of the implications of the reforms has influenced the review process and the review has kept a watch on the reforms as they have progressed. A decision was made at the commencement of the review to undertake a "partial review". The partial review, while not being a full review, has enabled the review to address key issues in addition to addressing plan implementation issues and ensuring consistency with national direction (e.g. National Policy Statements, National Environmental Standards documents). The partial review means that some areas have been subject to a greater level of change than others, although all sections of the District Plan have been reformatted and revised to fit the National Planning Standards framework.

1.2 Purpose and structure of section 32 reporting

Section 32 of the RMA requires councils to produce an evaluation report to accompany a proposed plan. The overarching purpose of s32 of the RMA is to ensure that any proposed District Plan provisions are robust, evidence-based and the most appropriate means to achieve the purpose of the RMA. The s32 evaluation report provides the rationale for the provisions in the Proposed Wairarapa Combined District Plan (Proposed District Plan). These reports, along with submissions received during

notification, will assist the Councils in their deliberations, prior to making their final decisions on the Proposed District Plan.

This Section 32 Evaluation Overview and Strategic Directions Report, together with individual topic reports, fulfils the requirements set out in section 32 of the RMA.

This report provides an overarching introduction to the purpose of a s32 evaluation, the legislative requirements that underpin it and an overview of the process that the Councils have undertaken to date in reviewing the Wairarapa Combined District Plan, including related consultation and engagement. This report also contains the evaluation of the Strategic Direction Chapter of the Proposed District Plan, including the issues and objectives.

The individual topic reports contain a separate and more detailed evaluation of each of the topics that form part of the review of the Operative Wairarapa Combined District Plan. Each of these evaluations has been undertaken using a standard methodology, the purpose of which is to ensure that a consistent approach and level of rigour has been applied to each of the topic areas.

The evaluation reports reflect the topic areas contained in the Proposed District Plan which are as follows:

Table 1. List of topic-based section 32 reports

| Topic/s |
|---|
| Sites and Areas of Significance to Māori |
| Māori Purpose Zone |
| Energy |
| Network Utilities |
| Transport |
| Contaminated Land |
| Hazardous Substances |
| Natural Hazards |
| Historic Heritage |
| Notable Trees |
| Ecosystems and Indigenous Biodiversity |
| Natural Features and Landscapes |
| Natural Character and Public Access |
| Subdivision |
| Activities on the Surface of Water |
| Coastal Environment |
| Light |
| Noise |
| Signs |
| Temporary Activities |
| Residential Zones |
| Rural Zones |
| Commercial and Mixed Use and Industrial Zones |
| Open Space and Recreation Zones |
| Future Urban Zone |
| Financial Contributions |

2.0 Section 32 requirements

The overarching purpose of s32 of the RMA is to ensure that any Proposed District Plan provisions are robust, evidence-based and the most appropriate means to achieve the purpose of the RMA. To this end, the Councils are required to undertake an evaluation of any proposed provisions prior to their notification. The s32 evaluation report provides the rationale for the proposed provisions and, as such, needs to be read in conjunction with those provisions.

Section 32(1) of the RMA requires that, before a Council publicly notifies a proposed policy statement or plan, it must:

- (a) *“examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and*
- (b) *“examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—*
 - i. identifying other reasonably practicable options for achieving the objectives; and*
 - ii. assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*
 - iii. summarising the reasons for deciding on the provisions”.*

The evaluation report must also contain a level of detail that:

- (c) *“...corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.”*

In assessing the efficiency and effectiveness of the provisions in achieving the objectives of a proposed plan the report must, under s32(2):

- (a) *“identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—*
 - i. economic growth that are anticipated to be provided or reduced; and*
 - ii. employment that are anticipated to be provided or reduced; and*
- (b) *if practicable, quantify the benefits and costs referred to in paragraph (a); and*
- (c) *assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.”*

Additionally, under s32(4A), the report must also:

- (a) *“summarise all advice concerning the proposal received from iwi authorities under the relevant provisions of Schedule 1; and*
- (b) *summarise the response to the advice, including any provisions of the proposal that are intended to give effect to the advice.”*

2.1 Methodology and approach to evaluation

In order to ensure consistency of evaluation, the Councils have followed a standard methodology and approach to the s32 evaluation. This approach has been developed

taking into account guidance from the Ministry for the Environment, the Quality Planning website, case law and best practice approaches throughout the country.

The methodology broadly comprises the following elements:

- An analysis of the relevant regulatory and policy context, including national planning instruments, regional policies and plans and non-statutory strategies and plans;
- Identification and analysis of the relevant issues relating to the topic, including the associated research commissioned, consultation undertaken and information compiled;
- An assessment of the scale and significance of the anticipated environmental, economic, social and cultural effects of the proposed provisions;
- An evaluation of the proposed objectives to determine their appropriateness in achieving the purpose of the RMA; and
- An evaluation of the proposed policies and rules and reasonably practical alternatives to achieve the proposed objectives, including the costs, benefits, effectiveness and efficiency of the approach and the risk of acting or not acting.

3.0 Wider statutory and policy context

3.1 Resource Management Act 1991 (RMA)

3.1.1 Purpose

The purpose of the RMA is to promote the sustainable management of natural and physical resources. Sustainable management means:

“Managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while [emphasis added] –

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

3.1.2 District Plans

A Council is required, under ss73 and 74 of the RMA, to have at all times a district plan for its district that accords with its functions under s31 and Part 2 of the RMA, including:

- Achieving integrated management of the effects of the use, development or protection of land and associated natural and physical resources;
- Ensuring that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district;
- Controlling the effects of the use, development, or protection of land; including in respect of natural hazards, contaminated land and maintaining indigenous biodiversity;
- Controlling noise; and
- Controlling the effects of activities in relation to the surface of water in rivers and lakes.

Councils are also required, under s79(1) of the RMA, to commence a review of a provision in their operative district plan if the provision has not been subject to a review or change during the previous 10 years.

Section 75(1) of the RMA sets out what must be contained within a district plan – including a requirement for objectives, policies to implement those objectives, and rules (if any) to implement the policies.

In preparing or changing its district plan a Council is required, under s74(2), to have regard to:

- (a) any -
 - (i) *proposed regional policy statement; or*
 - (ii) *proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4; and*
- (b) any –
 - (i) *management plans and strategies prepared under other Acts; and*
 - (iia) *relevant entry on the New Zealand Heritage List/Rārangi Kōrero required by the Heritage New Zealand Pouhere Taonga Act 2014; and*
 - (ii) *regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing);*
to the extent that their content has a bearing on resource management issues of the district; and
- (c) *the extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.”*

It also needs to ensure that the plan gives effect to the following matters set out in s75(3):

- (a) *“any national policy statement; and*
- (b) *any New Zealand coastal policy statement; and*
- (ba) *a national planning standard; and*
- (c) *any regional policy statement”;*

and is consistent with “a regional plan for any matter specified in section 30(1)” under s75(4).

Under s74(2A) the Council must also “take into account any relevant planning document recognised by an iwi authority and lodged with the territorial authority, to the extent that its content has a bearing on the resource management issues of a region”, while trade competition or the effects of trade competition are to be disregarded under s74(3).

Section 73(4) requires the Council to amend its district plan to give effect to a regional policy statement if:

- (a) “the statement contains a provision to which the plan does not give effect; and
- (b) one of the following occurs:
 - (i) the statement is reviewed under section 79 and not changed or replaced; or
 - (ii) the statement is reviewed under section 79 and is changed or replaced and the change or replacement becomes operative; or
 - (iii) the statement is changed or varied and becomes operative”;

with this needing to be actioned under s73(5):

- (a) “within the time specified in the statement, if a time is specified; or
- (b) as soon as reasonably practicable, in any other case.”

Section 80 of the RMA allows local authorities to prepare, implement and administer a combined district plan for the whole or part of their combined districts. The Operative District Plan covers the whole of the Masterton, Carterton and South Wairarapa Districts and this approach is carried over into the Proposed District Plan. The Councils have reviewed and prepared the Proposed District Plan together, but implementation is to be by the individual Councils, as is currently the case for the Operative District Plan.

3.2 National Direction

3.2.1 National Planning Standards

Section 75(3)(ba) of the RMA requires District Plans to give effect to a national planning standard. The first set of standards came into force on 3 May 2019 and are centred around plan structure and format (e.g. chapter headings, arrangement of chapters and existing provisions, zone names, spatial layers, planning map colour palette and symbology) and definitions of commonly referenced terms.

The Proposed District Plan has been prepared in accordance with these standards, noting the following:

| | |
|----------------|---|
| Plan structure | The Proposed District Plan structure follows the structures set out in Standard 4. |
| Definitions | The definitions in Standard 14 were relied on wherever applicable, supplemented by additional definitions as required to assist interpretation by plan users. |

| | |
|-----------------------|---|
| <p>Zone framework</p> | <p>The zoning framework adopted in the Proposed District Plan comprises the following:</p> <ul style="list-style-type: none"> • Two residential zones: <ul style="list-style-type: none"> ○ General Residential Zone (GRZ) ○ Settlement Zone (SETZ) • Two rural zones: <ul style="list-style-type: none"> ○ General Rural Zone (GRZ) ○ Rural Lifestyle Zone (RLZ) • Three commercial zones: <ul style="list-style-type: none"> ○ Town Centre Zone (TCZ) ○ Neighbourhood Centre Zone (NCZ) ○ Mixed Use Zone (MUZ) • A General Industrial Zone (GIZ) • Three Open Space and Recreation Zones: <ul style="list-style-type: none"> ○ Natural Open Space Zone (NOSZ) ○ Open Space Zone (OSZ) ○ Sport and Active Recreation Zone (SARZ) • Two special purpose zones: <ul style="list-style-type: none"> ○ Future Urban Zone (FUZ) ○ Māori Purpose Zone (MPZ) |
| <p>Spatial layers</p> | <p>In addition to zones, the following spatial layers have also been used across the Proposed District Plan:</p> <ul style="list-style-type: none"> • Overlays, including ones applying to: <ul style="list-style-type: none"> ○ Historic heritage items and precincts, sites and areas of significance to Māori, and notable trees ○ Natural hazards including fault lines and fault hazards, liquefaction, and flooding ○ Natural character, features, and landscapes ○ Significant natural areas and significant waterbodies ○ The coastal environment and foreshore protection area ○ Transmission lines |

| | |
|--|---|
| | <ul style="list-style-type: none"> ○ Hood Aerodrome air noise boundary and airport obstacle limitation surfaces ○ Martinborough soils ○ Urban water supply protection areas. ● Precincts, including: <ul style="list-style-type: none"> ○ Low and medium density residential precincts. ● Specific controls, including area specific controls applying to: <ul style="list-style-type: none"> ○ Active street frontages. |
| Electronic accessibility and functionality | Proposed District Plan content is displayed and accessible on the Council's website in PDF format and includes keyword search functionality and hyperlinks to definitions and internal and external reference documents. There is an online GIS viewer displaying the planning maps part of the Proposed District Plan. The GIS viewer includes all spatial layers of the Proposed District Plan, property search and the ability to select spatial layers. |

3.2.2 National Policy Statements

National Policy Statements (NPS) provide national direction for matters of national significance relevant to sustainable management. There are six NPSs currently in force that the Proposed District Plan is required to give effect to under s75(3) of the RMA. These are:

| National Policy Statement | Description | Key Relevant Proposed District Plan sections |
|---|--|---|
| National Policy Statement on Electricity Transmission 2008 (NPS-ET) | The NPS-ET provides a high-level framework to guide the management and future planning of the National Grid, including acknowledging the national significance of the national grid and recognising the national benefits derived from electricity transmission, such as better security of electricity supply. It includes policies to manage the environmental effects of transmission and to manage the adverse effects of third parties on the transmission network. | Part 2: Energy, Infrastructure and Transport <ul style="list-style-type: none"> ● NU – Network Utilities |
| New Zealand Coastal Policy Statement 2010 (NZCPS) | NZCPS contains policies that when implemented enable the achievement of the purpose of the RMA in relation to the coastal environment. | Part 2: Natural Environmental Values <ul style="list-style-type: none"> ● ECO – Ecosystems and |

| National Policy Statement | Description | Key Relevant Proposed District Plan sections |
|--|--|--|
| | | <p>Indigenous Biodiversity</p> <ul style="list-style-type: none"> NFL – Natural Features and Landscapes PA – Public Access <p>Part 2: General District Wide Matters</p> <ul style="list-style-type: none"> CE – Coastal Environment |
| <p>National Policy Statement for Renewable Electricity Generation 2011 (NPS-REG)</p> | <p>The NPS-REG recognises the importance of renewable electricity. The NPS-REG applies to renewable electricity generation activities at any scale. It covers the construction, operation and maintenance of structures associated with renewable electricity generation.</p> | <p>Part 2: Energy, Infrastructure and Transport</p> <ul style="list-style-type: none"> ENG - Energy |
| <p>National Policy Statement on Urban Development 2020, May 2022 (NPS-UD)</p> | <p>The NPS-UD recognises the national significance of:</p> <ul style="list-style-type: none"> having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future providing sufficient development capacity to meet the different needs of people and communities. <p>The NPS-UD affects “urban environments” which are described as: “any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that: (a) is, or is intended to be, predominantly urban in character; and (b) is, or is intended to be, part of a housing and labour market of at least 10,000 people”.</p> <p>Under the NPS-UD, only Masterton would be defined as an “urban environment”. Unlike all other councils in the Wellington region, the Wairarapa local authorities are not identified by the NPS-UD as being tier 1 or 2. The urban environment in Masterton means that Masterton District Council would be classified as “tier 3”</p> | <p>Part 2: Strategic Direction</p> <ul style="list-style-type: none"> UFD – Urban Form and Development <p>Part 2: Energy, Infrastructure and Transport</p> <ul style="list-style-type: none"> TR – Transport <p>Part 3: Area Specific Matters</p> <ul style="list-style-type: none"> GRZ – General Residential Zone GIZ – General Industrial Zone CMUZ – Commercial and Mixed Use Zones |

| National Policy Statement | Description | Key Relevant Proposed District Plan sections |
|---|---|--|
| | under the NPS-UD. The relevant policies and requirements for tier 3 councils are more limited than for tiers 1 and 2. There is however, still a strong direction for intensification, and Tier 1, 2, and 3 local authorities must, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term. | |
| National Policy Statement for Freshwater Management 2020 (NPS-FM) | The NPS-FM is primarily implemented by regional councils. However territorial authorities have the ability to influence water quality and to a limited extent water quantity through the management of land use practices and policy frameworks. | Part 2: Natural Environmental Values <ul style="list-style-type: none"> • ECO – Ecosystems and Indigenous Biodiversity |
| National Policy Statement for Highly Productive Land 2022 (NPS-HPL) | The NPS-HPL provides direction to improve the way highly productive land is managed under the RMA. It provides direction to district councils on the identification of highly productive land and how to manage the subdivision, use and development of the resource. | Part 2: Strategic Direction <ul style="list-style-type: none"> • RE – Rural Environment Part 2: District Wide Matters <ul style="list-style-type: none"> • SUB - Subdivision Part 3: Area Specific Matters <ul style="list-style-type: none"> • GRUZ – General Rural Zone • RLZ – Rural Lifestyle Zone • Maps |
| National Policy Statement on Indigenous Biodiversity 2023 (NPS-IB) | <p>The NPS-IB sets out objectives and policies to identify, protect, manage, and restore indigenous biodiversity under the RMA.</p> <p>The NPS-IB contains one objective and 17 policies. The objective requires the overall maintaining of indigenous biodiversity so that there is “at least no overall loss”. This objective is achieved in a variety of ways including both protection of significant natural areas, maintenance of non-significant natural areas and enhancement of biodiversity throughout.</p> | Part 2: Strategic Direction <ul style="list-style-type: none"> • NE – Natural Environment Part 2: Natural Environmental Values <ul style="list-style-type: none"> • ECO – Ecosystems and Indigenous Biodiversity |

There are also draft National Policy Statements as outlined in the table below. While draft national policy documents do not have any legal weight, they can provide an

indication of the Government’s priorities and therefore have been considered in the preparation of the Proposed District Plan.

| Draft National Policy Statement | Description | Key Relevant Proposed District Plan sections |
|--|---|---|
| Draft Proposed National Policy Statement for Electricity Transmission 2023 | The government has released a Draft Proposed National Policy Statement for Electricity Transmission 2023 and is undertaking consultation on this. This NPS would replace the existing NPS for electricity transmission. The proposals focus on “strengthening” the NPS and providing a “more efficient, certain and environmentally sustainable” consenting process. | Part 2: Energy, Infrastructure and Transport <ul style="list-style-type: none"> • NU – Network Utilities |
| Draft Proposed National Policy Statement for Renewable Electricity Generation 2023 | The government has released a Draft Proposed National Policy Statement for Renewable Electricity Generation 2023 and is undertaking consultation on this. This NPS would replace the existing NPS for renewable electricity. The proposals focus on “strengthening” the NPS and providing a “more efficient, certain and environmentally sustainable” consenting process. | Part 2: Energy, Infrastructure and Transport <ul style="list-style-type: none"> • ENG - Energy |

3.2.3 National Environmental Standards

There are nine National Environmental Standards (NES) currently in force that prescribe technical and non-technical standards, methods or other requirements that district plans need to accord with to ensure a consistent standard for an activity or resource use. These are:

| National Environmental Standard | Description | Key Relevant Proposed District Plan sections |
|---|--|---|
| National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health 2012 (NES-CS) | Provides a set of planning controls and soil contaminant values to manage land affected by contaminants in soil. | Part 2: Hazards and Risks <ul style="list-style-type: none"> • CL – Contaminated Land |
| National Environmental Standards for Plantation Forestry 2017 (NES-PF) | Provides rules for specified forestry related activities. | Part 3: Area Specific Matters <ul style="list-style-type: none"> • GRUZ – General Rural Zone |
| National Environmental Standards for | Provides rules for the maintenance and upgrading of existing high voltage transmission lines. | Part 2: Energy, Infrastructure and Transport |

| National Environmental Standard | Description | Key Relevant Proposed District Plan sections |
|--|---|--|
| Telecommunication Facilities 2016 (NES-TF) | | <ul style="list-style-type: none"> • NU – Network Utilities |
| National Environmental Standards for Electricity Transmission Activities 2009 (NES-ETA) | Provides rules for electricity transmission activities. They apply only to existing high voltage electricity transmission lines. | Part 2: Energy, Infrastructure and Transport <ul style="list-style-type: none"> • NU – Network Utilities Part 2: Historical and Cultural Values <ul style="list-style-type: none"> • Notable Trees |
| National Environmental Standards for Freshwater 2020 (NES-F) | Sets requirements for activities that pose risks to the health of freshwater and freshwater ecosystems. | Part 2: Natural Environmental Values <ul style="list-style-type: none"> • ECO – Ecosystems and Indigenous Biodiversity Part 2: District-Wide Matters <ul style="list-style-type: none"> • ASW – Activities on the Surface of Water |
| National Environmental Standards for Sources of Human Drinking Water June 2008 (NES-HDW) | Sets requirements for protecting sources of human drinking water from becoming contaminated. | <ul style="list-style-type: none"> • Regional Plan issue • Maps identify urban water supply protection area |
| National Environmental Standards for Air Quality 2004 | Sets a guaranteed minimum level of health protection through 14 standards regulating discharges to air and setting air quality standards. | <ul style="list-style-type: none"> • Regional Plan issue |
| National Environmental Standards for Marine Aquaculture 2020 | Sets national rules for marine farms. | <ul style="list-style-type: none"> • Regional Plan issue |
| National Environmental Standards for Storing Tyres Outdoors 2021 | Provides nationally consistent rules for the storage of tyres outdoors. | <ul style="list-style-type: none"> • n/a |

3.3 Regional Direction

3.3.1 Regional Policy Statement for the Wellington Region

Under s75(3) of the RMA the Proposed District Plan needs to give effect to the Regional Policy Statement for the Wellington Region (RPS).

The RPS provides an overview of the significant resource management issues affecting the region, and sets out a series of objectives, policies and methods to address these issues and to achieve integrated management of the region’s natural and physical resources.

The RPS identifies the regionally significant issues around the management of the region’s natural and physical resources and includes objectives, policies and methods. District plans are required to give effect to policies 1-34 of the RPS, and to consider policies 35-60. Policies 61-63 set out the allocation of responsibilities between the Regional Council and territorial authorities, in respect of land use controls for indigenous biodiversity, natural hazards and hazardous substances. Under these policies, the Wairarapa councils are responsible for:

- Developing objectives, policies, rules and / or methods for the control of the use of land for the maintenance of indigenous biological diversity. This excludes land within the coastal marine area and the beds of lakes and rivers (Policy 61)
- Developing objectives, policies, rules and / or methods in respect of the control of land use for the avoidance or mitigation of natural hazards on land other than in the coastal marine area and the beds of lakes and rivers (Policy 62)
- Developing objectives, policies, rules and / or methods in respect of the control of the use of land in respect of hazardous substances on land other than in the coastal marine area and the beds of lakes and rivers (Policy 63).

The RPS also sets out a series of methods that the GWRC and its partners will use, and how the RPS will be monitored to see how the anticipated results of its policies are being achieved.

Proposed Change 1 to the RPS was notified in August 2022 and submissions closed on 14 October 2022. The further submission period was during December 2022. Hearings commenced in June 2023 and are scheduled to finish in March 2024. The focus of Proposed Change 1 is to implement and support the NPS-UD and to start the implementation of the NPS-FM. It also addresses issues related to climate change, indigenous biodiversity and high natural character. Proposed Change 1 is in its early stages of the Schedule 1 process and introduces a significant policy shift from the existing direction. It is understood that there has been a high level of public interest and submissions on Proposed Change 1. Based on this, less weight should be given to the policy direction with the expectation of further development of the policy as Proposed Change 1 progresses through the process.

The table below summarises where RPS policies are addressed within the Proposed District Plan:

| Topic | Description | Key relevant Proposed District Plan sections |
|-----------------|--|---|
| 3.1 Air quality | Objective 1 and Policy 1 relating to discharges to air and effects on human health | <ul style="list-style-type: none"> • Zoning Part 3: Area Specific Matters • Residential Zones • Rural Zones • Commercial and Mixed Use Zones • Industrial Zones |

| Topic | Description | Key relevant Proposed District Plan sections |
|--|---|---|
| 3.2 Coastal environment | Objectives 3, 4, 5, 6, 7, and 8 and policies 3, 4, 6, 22, 24, 26, 28, 35, 36, 37, 38, 40, 53, 64 relating to the coastal environment covering matters including habitats and features, natural character, historic heritage, water quality, and public access. | Part 2: Natural Environmental Values <ul style="list-style-type: none"> • ECO – Ecosystems and Indigenous Biodiversity • NFL – Natural Features and Landscapes • PA – Public Access Part 2: General District Wide Matters <ul style="list-style-type: none"> • CE – Coastal Environment |
| 3.3 Energy, infrastructure and waste | Objectives 9, 10, and 11 and policies 7, 8, 10, 11, 39, 57, and 65 relating to renewable energy, regionally significant infrastructure, energy efficiency, transport, and waste management | Part 2: Energy, Infrastructure and Transport <ul style="list-style-type: none"> • NU – Network Utilities • TR – Transport • ENG – Energy |
| 3.4 Fresh water | Objectives 8, 12, 13, 14 and policies 15, 40, 43, 45, 53, 64, and 65 relating to effects of earthworks and vegetation clearance, aquatic ecosystem health, stormwater contamination, efficient use and water and resources, and public access to CMA/lakes/rivers | Part 2: Natural Environmental Values <ul style="list-style-type: none"> • ECO – Ecosystems and Indigenous Biodiversity • PA – Public Access |
| 3.5 Historic heritage | Objective 15 and policies 21, 22, and 46 relating to identifying and protecting historic heritage | Part 2: Strategic Direction <ul style="list-style-type: none"> • HC – Historic and Cultural Heritage Part 2: Historical and Cultural Values <ul style="list-style-type: none"> • HH – Historic Heritage • TREE – Notable Trees |
| 3.6 Indigenous ecosystems | Objective 16 and policies 23, 24, 47 and 64 relating to identifying and protecting indigenous ecosystems and habitats with significant biodiversity values | Part 2: Natural Environmental Values <ul style="list-style-type: none"> • ECO – Ecosystems and Indigenous Biodiversity |
| 3.7 Landscape | Objectives 17 and 18 and policies 25, 26, 27, 28, and 50 relating to identifying and protecting outstanding natural features and landscapes and special amenity landscape values. | Part 2: Natural Environmental Values <ul style="list-style-type: none"> • NFL – Natural Features and Landscapes |
| 3.8 Natural hazards | Objectives 19, 20 and 21, and policies 29, 51, 52, and 62 relating to natural hazards and climate change. | Part 2: Strategic Direction <ul style="list-style-type: none"> • CCR – Climate Change and Resilience Part 2: Hazards and Risks <ul style="list-style-type: none"> • NH – Natural Hazards |
| 3.9 Regional form, design and function | Objectives 22 and 22A, and policies 30, 31, 32, 54, 55, 56, 57, 58, 60, and 67 relating to a compact, well designed and sustainable urban form and development capacity. | Part 2: Strategic Direction <ul style="list-style-type: none"> • UFD – Urban Form and Development Part 3: Area Specific Matters <ul style="list-style-type: none"> • Residential Zones • Rural Zones |

| Topic | Description | Key relevant Proposed District Plan sections |
|--|---|---|
| | | <ul style="list-style-type: none"> Commercial and Mixed Use Zones Industrial Zones Future Urban Zone |
| 3.10 Resource management with tangata whenua | Objectives 22, 24, 15, 26, 27 and 28, and policies 48, 49, and 66 relating to the principles of Te Tiriti, kaitiakitanga, mauri of coastal and freshwater, natural resources, and the relationship of Māori with their ancestral lands, water, sties, wāhi tapu and other taonga. | Part 1: Introduction and General Provisions <ul style="list-style-type: none"> Tangata Whenua Part 2: Strategic Direction <ul style="list-style-type: none"> HC – Historic and Cultural Heritage NE – Natural Environment TW – Tangata Whenua Part 2: Historical and Cultural Values <ul style="list-style-type: none"> SASM – Sites and Areas of Significance to Māori Part 3: Special Purpose Zones <ul style="list-style-type: none"> MPZ – Māori Purpose Zone |
| 3.11 Soils and minerals | Objectives 29, 30, and 31 and policies 15, 34, 41, 59, 60, 68, and 69 relating to land management and soil erosion, maintaining soil characteristics and functions, and mineral resources. | Part 2: Strategic Direction <ul style="list-style-type: none"> RE – Rural Environment Part 2: Hazards and Risks <ul style="list-style-type: none"> CL – Contaminated Land Part 3: Area Specific Matters <ul style="list-style-type: none"> Rural Zones |

3.3.2 Regional plans

Regional plans must give effect to national policy statements, national planning standards and regional policy statements. Regional plans can cover issues within the functions of the regional council under s30 of the RMA, including:

- Controlling land use for the purpose of:
 - Soil conservation
 - Maintenance and enhancement of water quality and quantity
 - Aquatic ecosystems
 - Natural hazards
- Biodiversity
- Discharge of contaminants
- Allocation of natural resources.

Under s74(4) of the RMA, district plans must not be inconsistent with regional plans.

GWRC's Natural Resources Plan was made operative on 28 July 2023. It contains rules affecting the use and development of natural resources that come under the jurisdiction of GWRC under section 30 of the RMA.

There is more detailed commentary in topic-based s32 reports relating to consistency with various sections of the Natural Resources Plan.

3.4 Strategies and guidance

3.4.1 National strategies and guidance

The table below sets out the key national strategies and guidance relevant to the Wairarapa. Those strategies and guidance of wider application are included below, with more topic-specific strategies and guidance identified in the s32 topic reports.

| Strategy / guidance | Organisation | Relevant Provisions |
|--|------------------------------|---|
| Te hau mārohi ki anamata Towards a productive, sustainable and inclusive economy Aotearoa New Zealand's First Emissions Reduction Plan, 2022 | New Zealand Government | The Plan provides a roadmap to reduce emissions in Aotearoa for the next 15 years. This plan contains strategies, policies, and actions for achieving the first emissions budget. Of relevance to the Proposed District Plan, are the strategies, policies and actions of increasing the development and use of renewable energy technologies. Specifically, the need to generate more electricity from existing low-emissions technologies such as wind and solar. This plan also highlights the link between urban form and how people move around – the Proposed District Plan influences where people can live and work which can in turn influence how people move around. |
| New Zealand Urban Design Protocol 2005 | Ministry for the Environment | The Urban Design Protocol identifies seven essential design qualities that together create quality urban design: <ul style="list-style-type: none"> • Context: seeing buildings, places and spaces as part of whole towns and cities • Character: reflecting and enhancing the distinctive character, heritage and identity of our urban environment • Choice: ensuring diversity and choice for people • Connections: enhancing how different networks link together for people • Creativity: encouraging innovative and imaginative solutions • Custodianship: ensuring design is environmentally sustainable, safe and healthy • Collaboration: communicating and sharing knowledge across sectors, professions and with communities. |
| National Guidelines for Crime Prevention through Environmental Design in New Zealand, 2005 | Ministry of Justice | These guidelines outline how urban planning, design and place management strategies can reduce the likelihood of crime and deliver |

| Strategy / guidance | Organisation | Relevant Provisions |
|---------------------|--------------|--|
| | | <p>numerous social and economic benefits in the long-term.</p> <p>CPTED is a crime prevention philosophy based on proper design and effective use of the built environment leading to a reduction in the incidence and fear of crime, as well as an improvement in quality of life.</p> <p>There are four key overlapping CPTED principles. They are:</p> <ol style="list-style-type: none"> 1. Surveillance – people are present and can see what is going on. 2. Access management – methods are used to attract people and vehicles to some places and restrict them from others. 3. Territorial reinforcement – clear boundaries encourage community 'ownership' of the space. 4. Quality environments – good quality, well-maintained places attract people and support surveillance. |

3.4.2 Regional strategies and guidance

The table below sets out the key regional strategies and guidance relevant to the Wairarapa. Those strategies and guidance of wider application are included below, with more topic-specific strategies and guidance identified in the s32 topic reports.

| Strategy / guidance | Organisation | Relevant Provisions |
|--|--|--|
| Wellington Regional Growth Framework, July 2021 | Collaboration between local councils, central government and mana whenua | <p>https://wrgf.co.nz/reports/</p> <p>The Framework is a spatial plan that describes a long-term vision for how the region will grow, change and respond to key urban development challenges and opportunities in a way that gets the best outcomes and maximises the benefits across the region.</p> <p>The Framework identifies how the Wellington-Horowhenua region could accommodate a future population of 780,000 and an additional 100,000 jobs in the next 30 years. This would represent an additional 200,000 people living in the region.</p> |
| Wellington Regional Economic Development Plan 2022 | Wellington Regional Leadership Committee | <p>A plan to guide the long-term direction of the Wellington region economy, identify issues and opportunities in key focus areas and help prioritise initiatives over the next 10 years.</p> <p>The plan sets a vision "to build a future-focused, creative, sustainable and thriving Wellington region for all to be proud of."</p> |

| Strategy / guidance | Organisation | Relevant Provisions |
|--|-------------------------------------|--|
| Wellington Regional Land Transport Plan 2021 | Greater Wellington Regional Council | <p>The RLTP is a blueprint for the region’s transport network, aiming to enable a connected region, with safe, accessible and liveable places. The plan sets targets, identifies regional priorities and sets out the transport activities GWRC intends to invest in. It sets 5 objectives:</p> <ul style="list-style-type: none"> • O1: People in the Wellington Region have access to good, affordable travel choices • O2: Transport and land use are integrated to support compact urban form, liveable places, and a strong regional economy • O3: People can move around the Wellington Region safely • O4: The impact of transport and travel on the environment is minimised • O5: Journeys to, from and within the Wellington Region are connected, resilient and reliable <p>The RLTP aims to achieve 40% fewer deaths and serious injuries on roads, 35% less carbon emissions from transport, and 40% increase in the share of trips by active travel and public transport.</p> |

3.5 Other legislation and regulations

Other legislation and regulations that are relevant to the preparation of the Proposed District Plan and have been considered in its preparation are detailed as follows. Legislation and regulations specific to particular topics are included in the topic reports.

| Legislation | Description |
|---------------------------|---|
| Local Government Act 2002 | <p>The Local Government Act 2002 provides the general framework and powers under which New Zealand's local authorities operate.</p> <p>It sets out a framework for consultation, planning, decision-making, financial management, and reporting – including requirements to produce long-term plans and annual plans.</p> <p>It includes a range of obligations, restrictions and powers, including requiring local authorities to assess their communities' needs for water, and wastewater and sanitary services.</p> <p>The Local Government Act 2002 empowers a local authority to make bylaws on a diverse range of subjects. Some other</p> |

| Legislation | Description |
|--|---|
| | Acts also empower local authorities to make bylaws on specific topics. |
| Heritage New Zealand Pouhere Taonga Act 2014 | This legislation provides a framework for the identification and listing of historic buildings, historic areas, Wāhi Tapu and Wāhi Tapu Areas. Listing of buildings or land does not, however, offer direct protection under the HNZPT Act. The HNZPT Act also has requirements relating to all archaeological sites, whether they are identified, unknown, listed or recorded. Section 42 of the HNZPT Act 2014 makes it an offence for anyone to destroy, damage or modify the whole, or any part of any site, if it is known or suspected to be an archaeological site. Section 44 of the Act, however, allows an application to destroy, damage or modify an archaeological site to be made to Heritage New Zealand Pouhere Taonga. |
| The Building Act 2004 | The Building Act 2004 provides for the regulation of building work, to ensure new buildings comply with the building code, in ways that promote sustainable development. The Building (Earthquake-prone Buildings) Amendment Act 2016 (the Act) came into force on 1 July 2017 and contains major changes to the current system of identifying and remediating earthquake-prone buildings under the Building Act 2004, including a new national system for building identification and assessment and a publicly available national register of buildings that are earthquake-prone. |
| Te Rohe o Rongokako Joint Redress Act 2022 | This legislation is to give effect to the joint redress in the deeds of settlement that settle the historical claims of Ngati Kahungunu and Rangitane. See discussion in Section 5 of this report for further details. |

4.0 Wairarapa planning context and policy framework

4.1 Planning context

4.1.1 Population and demographics

Population projections (median forecast) for the short term (2022-2025), medium term (2025-2032), and long term (2032-2052) periods (3, 10, and 30-year periods) are outlined in the table below¹.

| Total projected population by short, medium, and long-term periods for the Wairarapa districts, 2022-2052 | | |
|---|----------------------|-----------------------------|
| | Projected Population | Projected Population Change |
| | | |

¹ Population projections were produced in 2022 by Sense Partners for the Wellington Regional Housing and Business Development Capacity Assessment 2023. The median projection was selected as it is statistically the most likely to occur. Sense Partners are in the process of updating the projections for 2023, however, they are not available in time to inform this report.

| | 2022 | 2025 | 2032 | 2052 | 2022-2025 | 2025-2032 | 2032-2052 | Total |
|-----------------|--------|--------|--------|--------|-----------|-----------|-----------|--------|
| Masterton | 28,900 | 30,500 | 33,900 | 42,100 | 1,600 | 3,400 | 8,200 | 13,200 |
| Carterton | 10,300 | 10,700 | 11,900 | 14,900 | 400 | 1,200 | 3,000 | 4,600 |
| South Wairarapa | 11,800 | 12,200 | 13,400 | 16,400 | 400 | 1,200 | 3,000 | 4,600 |

4.1.2 Housing

The Wellington Regional Housing and Business Development Capacity Assessment 2023 (HBA 2023) considers the forecast housing demand and development capacity for the districts. This information is summarised in the following sections.

4.1.2.1 Masterton

In 2018 Masterton had a total of 11,391 dwellings². The HBA 2023 identifies projected population growth of 13,200 and a demand for 7,093 new dwellings between 2022 and 2052³. An assessment of demand by area shows that there is a higher demand for housing in the Masterton Urban catchment than there is in the Masterton Rural catchment. In the short term, there is higher demand for standalone housing in the Masterton Urban environment. However, in the medium and long term there is a switch, where there will be a higher demand for joined housing. Standalone housing consistently has higher demand in the Masterton Rural catchment, and is still projected to provide for slightly more of the future growth in the District.

The assessment of realisable residential development capacity (including capacity in the Proposed District Plan) against demand in the HBA 2023 identifies that there is sufficient housing capacity to meet demand over the short, medium, and long-term periods.

4.1.2.2 Carterton

In 2018 Carterton had a total of 4,143 dwellings⁴. The HBA 2023 identifies projected population growth of 4,600 and a demand for 2,341 new dwellings between 2022 and 2052⁵. An assessment of demand by area shows that there is similar demand for housing in both of the Carterton Urban and Carterton Rural catchments. There is less demand for joined housing in Carterton Rural, due to the nature of development in this environment and how this area is used. While joined housing has a higher demand in Carterton Urban than in the rural environment, stand-alone housing is still projected to provide for the majority of future growth in the District.

² Stats NZ, 2018, New Zealand Census

³ Based on median projection. The demand total is 7,259 with a competitive margin included.

⁴ Stats NZ, 2018, New Zealand Census

⁵ Based on median projection. The demand total is 2,733 with a competitive margin included.

The assessment of realisable residential development capacity (including capacity in the Proposed District Plan) against demand in the HBA 2023 identifies that there is sufficient housing capacity to meet demand over the short, medium, and long-term periods.

4.1.2.3 South Wairarapa

In 2018 South Wairarapa had a total of 5,712 dwellings⁶. The HBA 2023 identifies projected population growth of 4,600 and a demand for 2,376 new dwellings between 2022 and 2052⁷. An assessment of demand by area shows that there is more demand for housing in Featherston Urban and Martinborough Urban than Greytown Urban catchments. While Featherston Urban and Martinborough Urban have similar demand for stand-alone housing, joined housing has a higher demand in Featherston Urban. South Wairarapa Rural also has demand for stand-alone housing, and less for joined. Stand-alone housing is projected to provide for the majority of future growth in the District.

The assessment of realisable residential development capacity (including capacity in the Proposed District Plan) against demand in the HBA 2023 identifies that there is sufficient housing capacity to meet demand over the short, medium, and long-term periods.

4.1.3 Economy

An assessment prepared to inform the HBA 2023 shows demand for business land will grow strongly across the Wellington-Horowhenua region over the next three decades, driven by population growth⁸.

The report made the following observations:

- Masterton District:
 - Masterton has a relatively even spread of employment across sectors.
 - Masterton acts as a services centre for the region. Steady population growth will drive demand for retail, education, and healthcare. Working from home will impact on demand for business land in Masterton District.
 - Forecast demand of an additional 219,033m² floorspace and 381,654m² land area out to 2052, across a range of sectors.
 - There is sufficient development capacity of business land to meet demand over the long term (based on the Draft Wairarapa Combined District Plan 2022).
- Carterton District:

⁶ Stats NZ, 2018, New Zealand Census

⁷ Based on median projection. The demand total is 2,775 with a competitive margin included.

⁸ Demand for business land in the Wellington-Horowhenua region: Assessing future needs, prepared for the Wellington Regional Leadership Committee Secretariat, 28 March 2023 by Sense Partners.

- Carterton has a high share of industry in its total jobs, reflecting the concentration of industry in the Waingawa Industrial area.
 - The Waingawa Industrial area in Carterton is attracting industrial demand from across the entire Wairarapa region. Much of the flow-on demand is expected to locate in Masterton.
 - Forecast demand of an additional 541,655m² floorspace and 1,335,124m² land area out to 2052, across a range of sectors.
 - There is sufficient development capacity of business land to meet demand over the long term (based on the Draft Wairarapa Combined District Plan 2022).
- South Wairarapa District:
 - South Wairarapa is mainly characterised by agricultural employment, but trends show agriculture losing its dominance. Retail (including accommodation and hospitality) is a considerable proportion of jobs.
 - Forecast demand of an additional 39,125m² floorspace and 77,452m² land area out to 2052, across a range of sectors.
 - Tourism is expected to drive demand for retail services, such as accommodation and hospitality in South Wairarapa. The wine industry in Martinborough is an asset for the region, and a driver of tourism.
 - There is sufficient development capacity of business land to meet demand over the long term (based on the Draft Wairarapa Combined District Plan 2022).

4.1.4 Natural environment

The Wairarapa has a rich biodiversity, including some special plants and animals that are unique to the Wairarapa. Historically, the dominant indigenous forest species of inland Wairarapa were typically a range of podocarps in the hill country, and rimu and tawa on the plains. Wetlands were dominant features of the plains, with Lake Wairarapa and its environs forming the largest wetland system in the lower North Island. Human settlement has resulted in most of the Wairarapa's indigenous vegetation being significantly reduced or heavily modified, through clearance of large areas of indigenous vegetation, drainage of wetlands, and the introduction of exotic species, including pests. Today, while little deliberate modification takes place, the main threats to indigenous forests are stock browsing and plant and animal pest infestation.

The Wairarapa comprises of a range of landscape features, including the mountain ranges, prominent skylines, rolling landscapes, coastal margins, escarpments, and plains and lowlands. Subdivision, land use and development over time has changed modified these landscape features. The lowlands and plains have been developed and support the urban areas and higher intensity primary production. Elsewhere, there is has been limited modification, with sparse open space and little development. There remains several landscapes and features that are unmodified and have been identified as containing outstanding natural value or are of a special amenity value.

4.1.5 Three waters

Three waters infrastructure (water supply, wastewater, and stormwater) is essential to support growth. The Councils' plan for funding and investment for growth related infrastructure over a 10-year period is set out in their long-term plans. It is noted that under the government water services reform, the Councils' three waters assets and functions will transfer to a new water services entity. At this time, it is unknown when the new water services entity will be established for the Wellington/Wairarapa region. However, it is anticipated that this new entity will establish in 2025, or 2026 at the latest. While the assets and functions will transfer to a new entity, the issues for three waters, in particular issues associated with supporting and accommodating growth will still exist.

The following issues have been identified with respect to three waters infrastructure provision in the districts⁹:

4.1.5.1 Masterton District

- Investment and planning are required for three waters to meet medium to long-term growth needs.
- Several water supply projects have been allocated funding in the LTP. A renewals programme for aging pipes and increasing treated water capacity is ongoing.
- Council is completing renewal work on wastewater infrastructure in the urban area, and at Castlepoint and Riversdale, as well as enhancing the performance of the Homebush Wastewater Treatment Plant.
- The Council has an ongoing renewals and upgrade programme for its stormwater systems planned and funded through the LTP. Flood protection work is underway with the Regional Council, to decrease the likelihood of flooding impacting the urban area.

4.1.5.2 Carterton District

- There are long-term constraints on water supply capacity, but neither wastewater or stormwater face short- or long-term capacity issues
- An ongoing renewal programme is required to maintain levels of service for water supply. An additional trunk main and new reticulation is proposed in the Carterton Urban Growth Strategy.
- Carterton has an aging wastewater reticulation system, and Council has established an annual replacement programme to maintain current levels of service. The Council recently finalised the upgrade of its wastewater treatment plant, which is designed for a projected population of 8,500 by the end of the new 35-year consent period (i.e. by 2052).

⁹ HBA, 2023

- In relation to stormwater, with investment in pipe replacement and increased reticulation, the system is expected to cater to medium to long-term development capacity.

4.1.5.3 South Wairarapa District

- There are potential medium to long term capacity issues facing water supply in the South Wairarapa District if growth exceeds expectations, particularly in the summer months when river levels are already low. A renewals and investment programme for water supply pipes is required to keep the existing level of service, and planning and investment in water supply is needed to enable capacity for growth.
- In some areas of South Wairarapa (particularly in Greytown and Martinborough) there are short to long term capacity issues with wastewater treatment plants to meet existing and future growth projections. In Martinborough, the wastewater treatment plant has reached capacity and as a result, until upgrades are completed (anticipated from 2023-2025), no further connections can be made to the local wastewater network.
- Increased growth is likely to impact on the current stormwater approach which is primarily through soak pits, made possible due to local soil type and current low-density housing. In some areas across the district, flooding has become an increased hazard, particularly in areas located close to hillsides, such as Ngawi and Featherston. The topography in these neighbourhoods means that water cannot be absorbed as quickly, and as a result localised flooding occurs. Overall, South Wairarapa is likely to face medium to long-term stormwater capacity issues without further investment and planning.

4.1.6 Transport

State Highway 2 runs from Remutaka Hill in the south of the Wairarapa linking Featherston, Greytown, Carterton and Masterton to the Tararua District in the north. State Highway 2 functions as an interregional connector between the towns, and an urban connector, peri-urban road, main street, and activity street at various points within the towns. State Highway 53 links Martinborough and Featherston. It functions as a rural connector and as a peri-urban road and main street in and near Martinborough. Waka Kotahi will be undertaking upgrades to State Highway 2 including safety improvements and speed review.

The capacity of the State Highway is not a major constraining factor for development capacity in the Wairarapa. In South Wairarapa increasing traffic volumes associated with growth will mean investigation into an alternative route to State Highway 2 is required over time.

The Wairarapa has one bus service, which runs between Masterton and Martinborough several times a day. The Wairarapa Railway Line connects Wellington City in the south and Woodville to the north of the Wairarapa. The line goes via Featherston, Carterton and Masterton. There is a commuter rail service that currently runs five times a day

between Wellington City and Masterton. There is also a daily freight (log) service between Waingawa and Wellington City. Ongoing upgrades to the Wairarapa line and rolling stock will improve reliability and frequency of train services.

Hood Aerodrome is located on the south-west edge of the Masterton urban area. The aerodrome is predominantly used for recreational and vintage aviation activity. There is also flight training, skydiving, aerial topdressing services, aircraft maintenance, parachute and hot air balloon repairs undertaken at the aerodrome. The aerodrome also hosts airshows, including vintage aircraft and the biennial Wings over Wairarapa Airshow. Commercial flights have operated from the aerodrome in the past. Future plans include lengthening and widening the runway to accommodate larger planes, as well as upgrading aerodrome facilities.

4.2 Wairarapa plans and strategies

The following sections outline key high-level plans and strategies relevant to each of the Districts. Topic-specific plans and strategies are addressed in the topic reports.

In addition to the details below, each Council's Long Term Plan set outs the Council's activities, community outcomes, and funding and financial management information for a 10-year period. This information includes the planned expenditure on capital works, including for growth. It also includes planned revenue from financial contributions.

4.2.1 Masterton

Shaping Our Future - A Strategy for the Masterton Town Centre (Masterton Town Centre Strategy), 2018, gives direction and shape to Masterton's centre for the next 20 years and beyond. It contains a set of actions to show how the strategy will be implemented. The strategy puts forward a spatial framework and a set of agreed objectives for what the community wants the town centre to be.

The Strategy sets out objectives relating to:

- Land uses - includes a town centre defined by precincts (River, Civic, Retail, Mixed Use, Kuripuni), more people living in the town centre
- Built form - including opportunities for new events centre and library
- Green and Blue Infrastructure - including relationship to Waipoua River, links with Queen Elizabeth Park
- Street Network - including objectives for Dixon Street, State Highway 2, Queen Street, and parking areas
- Transport and Movement - including opportunities for public transport, pedestrians, and cycle connections

The four key objectives for the town centre are:

- Take us to the River
- Join it Up
- In focus
- Green it Up

The Strategy contains an action plan, with a series of actions and outcomes sought.

My Masterton Our People, Our Land Strategy: He Hiringa Tangata, He Hiringa Whenua, February 2018 is a wellbeing strategy developed by the Masterton District Council. The strategy focuses on promoting the wellbeing of both the people and the land within the Masterton District.

The strategy sets out Council's long-term strategic direction for Masterton Whakaoriori across four key focus areas:

- Social Development
- Cultural Development
- Environmental Development, and
- Economic Development.

These focus areas and the strategy as a whole are intended to support the following vision and community outcomes:

- Masterton/Whakaoriori: Providing the best of rural provincial living
- An Engaged and Empowered Community
- Pride in our Identity and Heritage
- A Sustainable and Healthy Environment
- A Thriving and Resilient Economy
- Efficient and Effective Infrastructure

4.2.2 Carterton

In 2017 Carterton District Council published its Urban Growth Strategy, to inform a planned approach for directing where and how future residential growth is accommodated in the District. The Strategy outlines the outcomes sought over the next 25 years and recognises key aspects of growth, including the potential need for greenfield land and provision of infrastructure. It also supports the growth of the local economy by signalling growth opportunities and proactively identifying land areas suitable and attractive for development.

The Urban Growth Strategy identified the eastern side of the Carterton urban area as the most suitable location and direction for new greenfield development. This is due to its proximity and accessibility to existing community and infrastructure facilities and services, and the absence of significant natural hazard risks or other significant constraints for urban development. In December 2020/January 2021 the Council released the Carterton Draft Structure Plan. It included four options for community feedback. The ultimate objective of the Carterton Draft Structure Plan is to provide a vision for future development of the rural land east of the current developed urban area of Carterton and west of Booths Creek.

Carterton District Council published a Housing Action Plan in July 2021, which aims to both consolidate a vision for housing in the District and identify the options and tools available to the Council to effectively stimulate housing supply and increase affordability. Its vision is for Carterton to have '*a diverse range of quality housing*

options to meet the needs of current and future communities'. It indicates that as of 2021, the District needs approximately 1,000 new houses by 2043 to accommodate growth. The Housing Action Plan sits above the Long Term Plan, Urban Growth Strategy, Structure Plans and the District Plan, as these tools represent a way to give effect to the actions across the District.

4.2.3 South Wairarapa

South Wairarapa District Council published the first stage of its Spatial Plan in December 2021. The plan sets out areas for growth over the next three decades. It takes a broad approach, with finer details to be worked out in master plans for each town. Step 1: Residential Growth Areas focuses on residential growth as the first step and identifies residential growth areas in Martinborough, Featherston, and Greytown that were adopted by Council on 10 November 2021.

The Spatial Plan sets out the following 30-year strategic drivers:

- Creating better connections and social wellbeing
- Supporting sustainable growth, employment, economic wellbeing and development
- Enhancing 3 waters delivery and environmental quality
- Nurturing and creating the District's special character, qualities and culture.

The Featherston master planning work has been prioritised and the Council released the Featherston Masterplan Discussion Document for feedback in July 2022. Work is underway on a detailed Masterplan. Featherston is the gateway to the South Wairarapa District and the Wairarapa as a whole and it is located in the Eastern Growth Corridor Hutt to Masterton in the Regional Growth Framework.

4.2.4 Wairarapa-wide plans and strategies

The Wairarapa Economic Development Strategy (WEDS) was released by the WEDS Forum in 2022. WEDS is a collaborative venture between the three Wairarapa District Councils and WellingtonNZ (The Regional Economic Development Agency). The first WEDS was released in 2017-18 and was updated in 2022. The WEDS is an economic development strategy for 2022-2030 and beyond. It identifies a strategy, key priorities, indicators of success, and an action plan. In relation to growth, the strategy has established several key priorities to support land use optimisation (i.e. facilitating land-use diversification) and enabler activities (i.e. supporting the delivery of an updated water resilience strategy for Wairarapa). These actions will be undertaken between 2023-2025.

5.0 Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa

The Proposed District Plan has been developed in collaboration with Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa. Representatives from each of the iwi groups have been on the Joint Committee overseeing the preparation of the Proposed District Plan.

In addition, engagement has been undertaken with the iwi authorities on the District Plan Review and Proposed District Plan. Refer to Section 7.2 for a record of feedback and how the Proposed District Plan has responded to this.

5.1 Treaty settlements

Following negotiations, on 11 May 2016, the Trustees of both Rangitāne Settlement Negotiations Trust and Rangitāne Tū Mai Rā Trust initialled a Deed of Settlement. This Deed then went out for ratification by iwi members, with an official ceremony held at Mākirikiri Marae in Dannevirke on 6 August 2016.

On 14 August 2017, the Rangitāne Tū Mai Rā (Wairarapa Tamaki nui-ā-Rua) Claims Settlement Act 2017 was given Royal Assent.

Rangitāne Tu Mai Ra Trust is the Post Settlement Governance Entity.

Following negotiations, on 22 March 2018, Ngāti Kahungunu ki Wairarapa Tāmaki Nui ā Rua Trust initialled a Deed of Settlement. This Deed then went out for ratification by iwi members.

On 16 December 2022, the Ngāti Kahungunu ki Wairarapa Tāmaki Nui ā Rua Claims Settlement Act 2022 was given Royal Assent.

Ngāti Kahungunu ki Wairarapa Tāmaki Nui ā Rua Trust is the Post Settlement Governance Entity.

Refer to the Tangata Whenua Chapter of the Proposed District Plan for further details. In addition, on 12 December 2022, the Te Rohe o Rongokako Joint Redress Act 2022 was given Royal Assent. This Act is to give effect to the joint redress in the above deeds of settlement. Of particular relevance to the District Plan is what is known as the Wairarapa Moana framework (Part 3 of this Act). This Act provides for the establishment of the Wairarapa Moana Statutory Board, giving it certain functions and powers. The Board would act as kaitiaki (guardian) for the Wairarapa Moana and the Ruamahanga River catchment. The Board would:

- Administer the Wairarapa Moana reserves while protecting and enhancing their cultural, spiritual, and ecological values,
- Manage the Wairarapa Moana marginal strips,
- Lead the sustainable management of Wairarapa Moana and the Ruamahanga River catchment, and

- Promote the restoration, protection, and enhancement of the social, economic, cultural, environmental, and spiritual health and wellbeing of Wairarapa Moana and the Ruamahanga River catchment, relating to natural resources.

Under the Wairarapa Moana framework, a natural resources document is to be prepared. The purpose of this document is to “identify the Statutory Board’s issues, values, vision, objectives, and desired outcomes for sustainable management of natural resources in the Ruamahanga River catchment, to the extent that they relate to the health and well-being of Wairarapa Moana or the Ruamahanga River catchment”. Under the Joint Redress Act it states the natural resources document must not contain rules or regulatory methods.

Once this natural resources document is prepared, the District Councils must recognise and provide for in the District Plan the content of the natural resources document to the extent that it is relevant to matters covered by the District Plan.

5.2 Iwi Management Plans

There are currently no Iwi Management Plans in place in the Wairarapa.

5.3 Statutory Acknowledgements

Several Statutory Acknowledgement Areas are included in the Treaty Settlements. These are included in the Proposed District Plan in APP1 and APP2.

Rangitāne consider their lands, mountains, rivers, wetlands, and lakes as taonga, as part of their identity, as significant sources of food and other resources, and as integral to their spiritual and material wellbeing. Rangitāne Sites of Significance can be viewed online at www.tumaira.nz.

The Rangitāne Statutory Acknowledgement Areas are:

- The Coastal Marine Area adjacent to the Wairarapa as shown on plan OTS-204-03
- Ruamahanga River and its tributaries as shown on plan OTS-204-05

The Rangitāne areas subject to Statutory Acknowledgement and Deed of Recognition are:

- Rewa Bush Conservation Area
- Lowes Bush Scenic Reserve
- Oumakura Scenic Reserve
- Pukeahurangi/Jumbo
- Pukeamoamo/Mitre

The Ngāti Kahungunu Statutory Acknowledgement Areas are:

- The Coastal Marine Area adjacent to the Wairarapa as shown on plan OTS-203-02

The Ngāti Kahungunu areas subject to Statutory Acknowledgement and Deed of Recognition are:

- Arete (hill)
- Carter Scenic Reserve
- Lowes Bush Scenic Reserve
- Mount Hector (peak)
- Oumakura Scenic Reserve
- Pahaoa Scientific Reserve
- Rewa Bush Conservation Area
- Part of Remutaka Forest Park
- Rocky Hills Sanctuary Area

6.0 District Plan Review methodology

6.1 Plan review process

This section sets out the process that the Councils have followed in the review of the District Plan. Key features of the process are:

- The review is a partial review of the Operative District Plan, targeting broad key issues facing the Districts while retaining sections of the plan where issues are effectively managed.
- The development of the Proposed District Plan has been overseen by a Joint Committee, comprising representatives of each of the three District Councils to provide directions on the Proposed District Plan.
- The Joint Committee includes one representative from each of the Wairarapa iwi groups Rangitāne o Wairarapa and Ngāti Kahungunu.
- Consultation has been undertaken with key stakeholders through the development of the Proposed District Plan and public consultation on a Draft District Plan was undertaken in the last quarter of 2022.
- The Councils have chosen to follow the standard Schedule 1 RMA process for the development of the Proposed District Plan.

6.2 Timeline

The following diagram sets out the key stages of the review and timeframes:



The following timeline summarises the key steps in the District Plan Review process.

| | |
|----------------------|---|
| Oct 2020 | The three councils agreed to the formation of a Combined District Plan Joint Committee with representatives from MDC, CDC and SWDC, and representatives from Rangitāne o Wairarapa and Ngāti Kahungunu |
| Nov 2020 | Joint Committee agreed to undertake a partial review of the District Plan |
| Feb 2021 – Sept 2021 | Review of significant resource management issues, assessment of current plan effectiveness/efficiency, and assessment of consistency with national direction and regional policy |
| Feb 2021 – Sept 2021 | Initial engagement with targeted stakeholders to identify/confirm significant resource management issues and any technical/interpretation issues with the Operative District Plan. Identified key issues and priority topics for focus. |
| Feb 2021 – Sept 2021 | Joint Committee met regularly to consider issues and options for key topics |
| Nov 2021 – Sept 2022 | Joint Committee met regularly to consider and review Draft District Plan chapters |
| 15 Sept 2022 | Joint Committee adopted Draft District Plan for community consultation |
| 25 Oct – 6 Dec 2022 | Draft District Plan released for public feedback. |
| Dec 2022 – Sept 2023 | Consideration of feedback and revision of District Plan Chapters to prepare Proposed District Plan |

| | |
|----------------------|--|
| Feb 2022 – Sept 2023 | Joint Committee met regularly to consider and review Proposed District Plan chapters |
| Oct 2023 | Joint Committee adopted Proposed District Plan for notification |

6.3 Key steps

6.3.1 Scope of review

In June 2020, following the release of the ‘Randerson report’ providing a critical assessment of the current resource management and planning legislation and recommendations for reform, and Government commitments to RMA reforms, it was recognised that the life of the reviewed Combined District Plan may be limited should the regulatory framework change. The Councils therefore made the decision to reduce the scope of the review from a ‘full’ review to a ‘partial’ review. The decision to reduce the scope of the review was made by the Joint Committee on 11 November 2020. The partial review enabled the review to target broad key issues facing the Districts and give effect to national direction while retaining sections of the plan where issues are effectively managed. In considering the scope of the review the following factors were considered:

1. Efficiency and effectiveness of the provisions in managing key issues facing the Districts;
2. Alignment with other strategies and plans; and
3. Ensuring that national and regional direction is given effect to/consistent with.

An initial review of efficiency and effectiveness of the provisions in the Operative District Plan identified the key issues facing the Districts and priority areas as generally being:

- Residential Zone, including providing for more intensive housing and expansion of the residential zone
- Rural Zone, including subdivision and non-primary production activities
- Commercial Zone, including compatible/incompatible activities
- Natural hazards, including areas subject to flooding and seismic risks
- Historic heritage, including refining the heritage list
- A current lack of design guidelines/principles.

After considering each of the factors and applying a priority rating based on the extent of identified issues, an overall scope of review was applied to each chapter. The scope of review was categorised into three categories:

- “Full review” refers to the requirement for a full review of a chapter/section.
- “Partial review” refers to a targeted review on the specific matters identified in the scoping, such as responding to national direction, specific implementation issues or to ensure consistency with other fully reviewed chapters.

- “Discrete review” refers to focusing on discrete matters, such as giving effect to the National Planning Standards.

Throughout the review process, the scope of the review for some chapters changed as issues were identified. The scope of review undertaken for each topic is outlined in the relevant topic reports.

Due to the requirements of the National Planning Standards, even those plan provisions and chapters considered effective require restructuring and reformatting to fit the National Planning Standards format.

6.3.2 Scoping

The information gathering phase involved an initial scoping analysis of the existing District Plan to determine whether the resource management issues identified remain relevant, identify any new issues that have arisen, and to assess which provisions are working or are not working.

An assessment was also undertaken to determine the relevance of existing provisions to determine whether they have been subject to recent amendments and are either up to date or in need of review. In addition, consideration was given as to whether any site-related provisions needed to be carried through into the Proposed District Plan.

An analysis of other relevant documents, including national and regional policy statements and plans, regional strategies, Council strategies and plans, and other relevant reference material was undertaken to determine both statutory and non-statutory requirements and to commence assembly of an evidence base.

6.3.3 Issues and options

Issues and options were then considered for each chapter or topic as a means of evaluating the most appropriate means of achieving sustainable management within the Districts. Guidance was provided by the Joint Committee to officers during the review process.

6.3.4 Technical inputs

The scoping and issues and options phases identified where technical inputs were required to inform the review. The following technical reports were commissioned:

- **Historic Heritage:** an expert assessment of heritage values for all heritage items, buildings and precincts was undertaken by David Kernohan. Mr Kerhohan also reviewed all buildings, items and precincts nominated during the Draft District Plan consultation process.
- **Notable Trees:** a review was undertaken by Paper Street Tree Company of existing schedules in the Masterton and Carterton Districts, and STEM assessments were undertaken for trees nominated for consideration for

inclusion in the Notable Tree Schedule through the Draft District Plan consultation.

- Noise: Technical advice was provided by Marshall Day Acoustics including a review of existing provisions in the Operative District Plan and proposed provisions in the Noise Chapter.
- Transport: technical advice was provided by Stantec to inform the development of standards and rules in the Transport Chapter.
- Sites and Areas of Significance to Māori: Technical advice was received from Haami Te Whaiti for the identification and mapping of sites and areas of significance to Māori in the South Wairarapa District. In addition, Joseph Potangaroa and Haami Te Whaiti provided advice on re-mapping the existing sites and areas of significance to Māori in the Operative District Plan.
- Natural Hazards: Reports were commissioned or obtained to inform the natural hazards topic for fault hazards (GNS Science), liquefaction (Tonkin + Taylor), and flooding (Greater Wellington Regional Council).
- Rural: AgFirst Limited was commissioned to undertake an evaluation of the issues associated with subdivision of rural areas and provide feedback on options. Formative was commissioned to undertake an economic evaluation and quantification of the rural subdivision enabled in the Operative District Plan and an evaluation of options.

Where applicable, copies of the technical reports are appended to the relevant topic report.

6.3.5 Drafting chapters

The Draft District Plan was prepared in chapters which were considered in batches by the Joint Committee, who provided direction on provisions. Depending on the topic and extent of changes some chapters were considered more than once. Targeted engagement was undertaken during the drafting of the chapters as outlined in Section 7.1 below.

The Draft District Plan was considered as a whole by the Joint Committee and adopted for community consultation on 15 September 2022.

The Draft District Plan consultation is outlined in Section 0.

6.3.6 Chapter revisions

Following consultation on the Draft District Plan the feedback received was considered and revisions made to the District Plan Chapters. Feedback and revisions were considered by the Joint Committee in batches and the Proposed District Plan was considered and approved by the Joint Committee for public notification in October 2023.

6.4 Schedule 1 process

For the purposes of preparing the Proposed District Plan, the Councils have chosen to use the standard Schedule 1 process as opposed to the optional streamlined alternative available under sections 80B and 80C of the RMA. The standard Schedule 1 process was selected as the most appropriate process for progressing the Proposed District Plan because it leaves open all avenues of consultation and appeal.

7.0 Consultation

7.1 Initial targeted engagement

Targeted consultation with key stakeholders relevant to each topic was undertaken during the development of the draft chapters.

Engagement varied by topic and focused on understanding how well the Operative District Plan is addressing key resource management issues and seeking feedback on the proposed direction for these issues in the Draft District Plan.

Engagement was different for each topic, but overall was undertaken with infrastructure providers, government agencies, rural industry and primary production organisations, technical experts, Greater Wellington Regional Council, Wellington Water, Waka Kotahi, and local business and interest groups, and their feedback was used in the development of the Draft District Plan.

In addition, community feedback and views through a range of other forums and processes over the last few years have informed the District Plan review and preparation of the Draft and Proposed District Plans. These forums and processes include Long Term Plans, Carterton Urban Growth Strategy and Carterton Structure Plan and South Wairarapa Spatial Plan.

7.2 Iwi consultation and advice

Section 32(4A) and clause 3B and 4A of Schedule 1 of the RMA require that the Councils consult with iwi authorities, including enabling iwi authorities to identify resource management issues of concern to them, and indicating how those issues have been or are to be addressed. The Councils must also provide a copy of the relevant draft plan to iwi authorities and have particular regard to any advice received from those iwi authorities.

In addition to having mana whenua representation on the Joint Committee the following consultation has been held:

- June 2021: Approach to mana whenua representatives on how to engage with iwi on the District Plan Review.

- June 2022: Hui with mana whenua representatives on the District Plan Review, including consideration of Māori Purpose Zone and other chapters/topics of interest.
- July 2022: Hui with mana whenua representatives on the District Plan Review, including consideration of Māori Purpose Zone and other chapters/topics of interest.
- October 2022: Hui with mana whenua representatives on the District Plan Review, including incorporating cultural wellbeings into the District Plan. Includes consideration of a draft Māori Purpose Zone chapter.
- November 2022: Hui with mana whenua representatives on Sites and Areas of Significance to Māori.
- December 2022: Hui with mana whenua representatives on the Māori Purpose Zone and Sites and Areas of Significance to Māori.
- July 2023: Hui with mana whenua representatives on the Māori Purpose Zone and Sites and Areas of Significance to Māori.
- August 2023: Hui with mana whenua representatives on the Māori Purpose Zone and Sites and Areas of Significance to Māori.

Through this engagement the Māori Purpose Zone and Sites and Areas of Significance to Māori were identified as two significant matters. Refer to the two topic reports on these matters for further details.

7.3 Draft District Plan

The Draft District Plan was released for a period of public feedback between 25 October 2022 and 6 December 2022. This consultation phase involved:

- Local media and social media campaigns to inform the public of the release of the Draft District Plan;
- Community drop-in sessions where members of the public could find out more information and ask questions;
- Information on a Wairarapa Combined District Plan Review specific website, including key topic summaries and background information;
- Brochures available at Council facilities and drop-in sessions to provide general and topic-based information on key issues and to direct people to the website;
- Newsletters sent to subscribers and available on the website (ongoing throughout the District Plan Review).

Feedback was received from 180 individuals, organisations, and groups. The majority of these were individual people or businesses, along with nine local interest groups, nine national interest groups, and 10 national and regional government/utility providers.

Following the feedback period a summary of the feedback received was prepared and reported to the Joint Committee for consideration along with revisions to the District Plan provisions.

The feedback did not raise any major new issues that had not been previously identified. Several amendments were sought to provisions, and a number of changes were made to provisions in the Proposed District Plan in response to feedback.

Key feedback themes included:

- Rural subdivision – feedback included a mix of views, with many seeking reduced lot sizes, some seeking protection of soils. Feedback on Martinborough Soils Overlay;
- Rural provisions, objectives, policies, activities;
- Agricultural Aviation – requests for specific permitted activity provisions;
- Residential – support for greater density and protecting farm land; Future Urban Zone;
- Energy – concerns about provisions around renewable electricity generation and effects on neighbouring properties; support for Energy provisions;
- Site specific zoning feedback and requests for rezoning;
- Rainwater collection in residential zones – general support; some seeking larger tanks or to be used for potable use;
- Transport – desire to see improved rail services, reduction in fossil fuel use, parking; standards;
- Noise – specific issues in some locations (industrial, bird scaring devices);
- Heritage – request to add 54 buildings, items or places;
- Trees – requests to add 10 trees or groups of trees;
- Request to add Outstanding Natural Features (geological).

A summary of the feedback received for each topic is included in each topic report.

8.0 Strategic direction

8.1 Key strategic issues

Section 2 of the Operative District Plan identifies and describes “strategic environmental issues” for the Wairarapa. They are:

- Natural environment
- Coastal and freshwater environments
- Natural features
- Historic heritage
- Tangata whenua relationships
- Amenity and character
- Growth management
- Avoidance of hazards

There are no specific strategic objectives in the Operative District Plan.

The following strategic issues have been identified:

| Issue Topic | Issue Statements and Discussion |
|--|--|
| <p>Issue 1: Addressing the effects on and of climate change and strengthening resilience to climate change and natural hazards</p> | <ul style="list-style-type: none"> • Climate change is a significant global, national and local issue. The impacts of climate change are global in scope and unprecedented in scale – but occur at local places. Shifting and more variable weather patterns (e.g. droughts) threaten food production, and more intensive rainfall, rising sea levels and storm surges increase the risk of flooding. • The Proposed District Plan needs to manage the use, development and protection of land in terms of: <ul style="list-style-type: none"> ○ The effects <u>of</u> climate change e.g. the influence of climate change on the location and magnitude of flood hazards and what land use development should be allowed in these areas. ○ The effects and contribution of land use activities <u>on</u> climate change, including emissions e.g. the pattern and nature of urban development, or the ability to use and develop renewable energy. • Natural hazards need to be identified and protection provided for at-risk communities. Development and activities need to be managed to avoid increasing the risk and consequences of natural hazards. |
| <p>Issue 2: Recognition and protection of historic and cultural heritage</p> | <ul style="list-style-type: none"> • Historic heritage is an important part of the Districts' local identity. It includes sites, areas, buildings, and structures of cultural, spiritual, and/or historical value. As a finite resource, historic heritage requires management to preserve it for future generations. Historic and cultural heritage contributes to the Districts' identity. Subdivision, land use and development have the potential to adversely affect historic heritage values. • Matters of national importance under the RMA include the protection of historic heritage and recognition and protection of the relationship of Māori, their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga. |
| <p>Issue 3: Natural environment</p> | <ul style="list-style-type: none"> • The Wairarapa has a long distinctive coastline, substantial lake, rivers, streams and numerous wetlands that contribute positively to the Wairarapa's sense of place and identity. • The Wairarapa contains natural features, landscapes, landforms, and ecosystems that are valued by the community for their sense of identity and naturalness. • Wairarapa Moana and its adjacent wetlands form the largest wetland complex in the lower North Island and are considered to be the central natural feature and taonga of the Wairarapa. |

| Issue Topic | Issue Statements and Discussion |
|-------------------------------------|--|
| | <ul style="list-style-type: none"> • The coastal environment is highly valued and has natural character, landscape, historic heritage, and biodiversity values. It is important as a recreation area and for areas of pastoral farming and scattered residential occupation. As there is threat for loss of the characteristics and qualities of the coastal environment, including natural character, through land use change and development, there is a need to identify and protect its values. • Land and water are interconnected and require an integrated approach to their management. |
| Issue 4: Rural environment | <ul style="list-style-type: none"> • The Wairarapa's vibrancy and vitality is dependent on its thriving primary production industry. This is enabled through the ability for primary production to be undertaken in an efficient and effective way in the rural environment. • Highly productive land is an important resource and the NPS-HPL provides direction on how it must be managed. • The Wairarapa's rural area has important character and amenity values that need safeguarding. • There is demand for rural lifestyle subdivision and development which has the potential to be incompatible with primary production, reduce the productive capacity of land, and detract from the character and amenity values of the rural environment. |
| Issue 5: Tangata whenua | <ul style="list-style-type: none"> • The relationship of Māori, their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga is recognised as a matter of national importance (s6 RMA). • In addition, the exercise of kaitiakitanga by Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa is recognised as a matter to which particular regard must be given when managing the use, development, and protection of natural and physical resources (s7 RMA). • Recognising and accepting that there are different conceptions of resource allocation between Tangata Whenua and the Councils is an important resource management issue. Consultation between parties will provide the basis for achieving a greater empathy between Tangata Whenua and the Councils. The principles of the Treaty of Waitangi (Te Tiriti o Waitangi) are to be taken into account under the RMA (s8), including the principle of active participation. |
| Issue 6: Urban Form and Development | <ul style="list-style-type: none"> • Development in the Districts is a combination of ad-hoc development and more planned growth (e.g. via structure plans). The latest spatial planning work |

| Issue Topic | Issue Statements and Discussion |
|-------------------------|--|
| | <p>being done by each of the Councils needs to be reflected in the District Plan.</p> <ul style="list-style-type: none"> • Demand for housing and business land from population growth and changing demographics, such as an older population. Also, changes to technology and mobility increase opportunities for work and living arrangements (e.g. increased number of people working from home, online shopping and deliveries). • Increased development has the potential to challenge the characteristics and qualities that people value in their communities. • The NPS-UD contains a set of policies that must be given effect to when considering District Plan provisions for urban form and growth in Masterton. The NPS-UD does not apply to urban areas in Carterton and South Wairarapa. • There are existing infrastructure constraints across all three Districts and therefore growth needs to be carefully managed to ensure that appropriate infrastructure is able to be provided. • Commercial development outside of town centres has the potential to undermine the function and viability of the town centres. |
| Issue 7: Infrastructure | <ul style="list-style-type: none"> • Infrastructure has benefits to the Wairarapa in supporting the existing community and planned growth. • Infrastructure can be susceptible to adverse effects from incompatible land use, subdivision, and development, including reverse sensitivity effects. • The development and operation of infrastructure can have adverse effects on the environment and these need to be well managed. |

8.2 Strategic direction objectives

The proposed strategic direction objectives are set out in the Strategic Direction chapter of the Proposed District Plan.

The strategic direction objectives outline the key strategic matters for the districts and guide decision making at a strategic level. The strategic direction objectives are to be read together and there is no hierarchy between them. All other objectives and policies in the Proposed District Plan should be read and achieved in a manner consistent with the strategic direction objectives.

For the purpose of plan development, including plan changes, the strategic direction objectives provide guidance on the key strategic or significant matters for the Districts that are relevant when developing District Plan provisions.

For the purpose of plan implementation (including in the determination of resource consent applications and notices of requirement), the strategic direction objectives provide guidance on what the related objectives and policies in other chapters of the District Plan are seeking to achieve in relation to key strategic or significant matters for the Districts.

The National Planning Standards require that urban form and development is addressed in the Strategic Directions chapter but others are for councils to determine.

The strategic direction objectives included in the Strategic Directions Chapter are:

CCR - Climate Change and Resilience

- CCR-O1 Climate change mitigation
- CCR-O2 Adapting to climate change
- CCR-O3 Resilience to natural hazards
- CCR-O4 Water resilience

These four objectives address the effects of climate change and strengthening resilience to climate change and natural hazards.

HC - Historic and Cultural Heritage

- HC-O1 Protection of heritage values
- HC-O2 Tangata whenua identity and values

These two objectives address the recognition and protection of historic and cultural heritage.

NE – Natural Environment

- NE-O1 Natural character, landscapes, features, and ecosystems
- NE-O2 Wairarapa Moana
- NE-O3 Open space
- NE-O4 Coastal environment
- NE-O5 Integrated management
- NE-O6 Healthy ecosystems

These six objectives address various aspects of the natural environment including the contribution of natural character, landscapes, features, and ecosystems to the Wairarapa's sense of place and identity. They include objectives relating to specific aspects including restoring the mauri of Wairarapa Moana, access to a range of open spaces, protection of the special qualities of the coastal environment, integrated management of land and water, and maintaining and enhancing healthy ecosystems.

RE – Rural Environment

- RE-O1 Social and economic wellbeing
- RE-O2 Productive capacity
- RE-O3 Highly productive land
- RE-O4 Character of the rural environment
- RE-O5 Rural lifestyle

These five objectives address social and economic wellbeing in the rural environment, protecting productive capacity and highly productive land, maintaining and enhancing the character of the rural environment, and providing opportunities for rural lifestyle subdivision and development where they do not conflict with enabling primary production and protecting the productive capacity of land.

TW – Tangata Whenua

- TW-O1 Recognition and protection
- TW-O2 Active participation
- TW-O3 Use of Māori land
- TW-O4 Kaitiakitanga

These four objectives address recognising and protecting the values, rights, and interests of Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa, their active participation in resource management processes, the use of Māori land for customary activities, and the exercise of kaitiakitanga.

UFD – Urban Form and Development

- UFD-O1 Urban form of the Wairarapa
- UFD-O2 Urban growth
- UFD-O3 Urban land supply
- UFD-O4 Infrastructure capacity
- UFD-O5 Vibrant town centres
- UFD-O6 Commercial activities

These six objectives address the urban form of the Wairarapa, urban growth, sufficient development capacity, the integrated and efficient provision of infrastructure with urban growth and development, and vibrant and viable town centres that are not undermined by commercial activities locating outside town centres.

Infrastructure

- INF-O1 Infrastructure

This single objective addresses infrastructure, including its benefits, the management of its adverse effects, and its protection from incompatible land use, subdivision, and development.

8.3 Feedback on the strategic direction objectives

Public consultation was undertaken on the Draft District Plan in October to December 2022.

The Draft District Plan contained six Strategic Directions sub-chapters relating to Climate Change and Resilience, Historic and Cultural Heritage, Natural Environment, Rural Environment, Tangata Whenua, and Urban Form and Development.

Feedback was received from 19 individuals or organisations on the Strategic Direction Chapter. Feedback was generally in support of some or all of the objectives, with a number of requested amendments or additions to address specific matters.

A summary of specific feedback on this topic received during consultation on the Draft District Plan is contained in Appendix 1, including how it has been responded to in the Proposed District Plan.

In summary, the key feedback arising from the consultation undertaken on this topic was:

- Several submitters requested the inclusion of a new strategic direction objective relating to infrastructure.
- Greater clarity was sought in the relationship between strategic direction objectives and other objectives in the District Plan.
- Climate Change and Resilience
 - Requested addition of an objective on renewable electricity generation
 - Requested a strategic focus on managing floods, which could take the form of enabling water storage.
 - Requested reference to climate change mitigation as well as adaptation and resilience, and recognition of the role of healthy ecosystems in climate change mitigation and adaptation.
- Historic and Cultural Heritage
 - General support, with some wording amendments requested.
- Natural Environment
 - Comment that objectives should provide for the maintenance, protection and improvement of the natural environment.
 - Requested a new objective enabling removal of flammable vegetation.
 - Requested a new objective on Te Mana o Te Wai.
- Rural Environment
 - Several submissions sought more specific protection of highly productive land and wording in line with the National Policy Statement on Highly Productive Land.
 - Several submissions sought additional objectives relating to reverse sensitivity, rural activities/rural industry and infrastructure.
- Tangata Whenua
 - General support.
- Urban Form and Development
 - Amendments sought to prioritise growth within existing urban areas and encourage well-functioning urban environments.
 - Requested additional information be included on development capacity.
 - Requested addition of reference to educational in UFD-O3 and “additional infrastructure” in UFD-O4.

- Amendment sought to UFD-O6 that commercial activities outside town centres are not appropriate in rural areas where primary production is undertaken.

In response to the feedback received a number of amendments were made to the chapter. Key changes were:

- Addition of introductory text explaining the purpose of the strategic direction objectives;
- Addition of a new objective relating to infrastructure;
- Amendment to wording of CCR-O2 to reference resilience to climate change;
- Amendment to wording of HC-O1 to add “recognised”;
- Addition of new NE-O6 healthy ecosystems;
- Addition of new RE-O3 highly productive land and wording amendments to clarify wording and bring in line with NPS-HPL;
- Amendment to UFD-O2 to provide further direction on urban growth;
- Amendments to UFD-O3 and UFD-O4 to reference educational facilities.

8.4 Scale and significance

8.4.1 Evaluation of scale and significance

Under s32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the strategic direction objectives to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | | √ | |
| Effects on matters of national importance | | √ | |
| Scale of effects - geographically | | | √ |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | | √ |
| Scale of effects on those with specific interests e.g. tangata whenua | | | √ |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | | √ | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | | √ | |

In summary:

- The strategic direction objectives cover similar topics to the strategic environmental issues identified in the Operative District Plan although they have been developed into objectives;
- The objectives recognise and provide for matters of national importance in s6 and provide direction for objectives and policies in other parts of the District Plan relating to these matters;
- The scale of geographic effects is district-wide as it impacts all activities occurring on land in the districts;
- The scale of effects on people is wide-ranging and there are groups with special interests that will be impacted by the proposal;
- The objectives give effect to higher order documents, including National Policy Statements.

Overall, it is considered that the scale and significance of the proposal is medium to high. The level of detail in this report, and related section-specific section 32 reports, corresponds with the scale and significance of the environmental, economic and cultural effects that are anticipated from the implementation of the strategic direction objectives.

8.5 Evaluation of strategic direction objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the strategic direction objectives.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under s32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives | |
|---|---|
| <p>CCR – Climate Change and Resilience – CCR-O1, CCR-O2, CCR-O3, CCR-O4 HC – Historic and Cultural Heritage - HC-O1, HC-O2 NE – Natural Environment - NE-O1, NE-O2, NE-O3, NE-O4, NE-O5, NE-O6 RE – Rural Environment - RE-O1, RE-O2, RE-O3, RE-O4, RE-O5 TW – Tangata Whenua - TW-O1, TW-O2, TW-O3, TW-O4 UFD – Urban Form and Development - UFD-O1, UFD-O2, UFD-O3, UFD-O4, UFD-O5, UFD-O6 INF – Infrastructure - INF-O1</p> | |
| Alternatives considered | |
| <p>Status quo: there are no specific strategic objectives in the Operative District Plan. A range of existing objectives address matters relating to historic heritage (10.3.1), natural environment (11.3.1 Bio 1, 11.3.2 Bio2, 12.3.1 Fwe1, 12.3.4 Fwe2, and 13.3.1 CE1), rural environment (4.3.1 Rur1 and 4.3.4 Rur2), tangata whenua (8.3.1 TW1) and urban form and development (including Residential Zone – 5.3.2 Res1, Commercial Zone – 6.3.1 Com1, 6.3.10 Com4, 6.3.13 Com5, 6.3.16 Com6). The Operative District Plan does not contain objectives on climate change resilience but does contain objectives specific to Natural Hazards (14.3.1 NH1).</p> | |
| Appropriateness to achieve the purpose of the Act | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> • The objectives address the identified strategic issues and the purpose of the RMA in promoting the sustainable management of natural and physical resources. The objectives directly respond to specific elements of the principles and purpose in Part 2 of the RMA. For example, the tangata whenua strategic direction objectives respond to RMA s6(c) (relationship of Māori with resources and areas), s6(g) (protection of customary rights), s7(a) (kaitiakitanga), s8 (Treaty of Waitangi). • The objectives respond to policy direction in higher order planning documents, including National Policy Statements and the Regional Policy Statement. For example, the urban form and development strategic direction objectives respond to the National Policy Statement for Urban Development and the natural environment respond to the relevant policies in the New Zealand Coastal Policy Statement. • The proposed strategic direction objectives reflect matters which are key to achieving the overall outcomes for land use and development in the Wairarapa. The objectives are useful in providing direction in the Proposed District Plan to guide objectives elsewhere in the Plan. For the purpose of plan development, including plan changes, the strategic direction objectives provide guidance on the key strategic or significant matters for the Districts that are relevant when developing District Plan provisions. For the purpose of plan implementation (including in the determination of resource consent applications and notices of requirement), the strategic direction objectives provide guidance on what the related objectives and policies in other chapters of the Plan are |

| | |
|---|--|
| | <p>seeking to achieve in relation to key strategic or significant matters for the district. For a matter to qualify as a strategic direction objective, the matter must be strategically important for achieving integrated management and the purpose of the RMA, or to give effect to matters listed in higher order policy documents.</p> <ul style="list-style-type: none"> • The proposed objectives reflect the outcomes expressed in community feedback through the District Plan Review process and through community consultation the Councils have undertaken on other strategies and plans. This consultation confirms the reasonableness of the proposed objectives. This consultation also confirms the objectives do not impose unreasonable costs on the community or parts of the community. |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> • There are no specific strategic objectives in the Operative District Plan. However, there are a range of objectives that address matters covered that have been considered, such as historic heritage, elements of the natural environment and natural hazards. However, the existing objectives do not recognise or provide an overall strategic framework. In particular, they consider each topic or element individually, and do not recognise the importance or role of some issues in shaping use and development in the Wairarapa. For example, the role the natural environment plays in shaping the location of use and development. • The existing objectives do not directly address some of the key strategic resource management issues for the Wairarapa. In particular, climate change and resilience, infrastructure capacity and aspirations of tangata whenua to actively participate in and shape the outcomes for development. • Existing objectives relating to urban form and development/urban growth appropriately address the significant resource management issues and articulate the outcomes sought. These objectives are currently contained in Chapter 18 of the Operative District Plan which is seen as primarily relating to subdivision. The usefulness of the existing objectives is lessened by being associated with subdivision. In addition, the achievability of the existing objectives is reliant on funding and implementation of infrastructure upgrades in the Councils Long Term Plans. |
| <p>Preferred option and reasons</p> | |
| <p><i>The proposed strategic direction objectives are the most appropriate means of achieving the purpose of the RMA because they give effect to higher order planning documents and reflect outcomes aspired to by the community. The proposed objectives are based on an analysis of the significant resource management issues for the Wairarapa and the effectiveness of the Operative District Plan. Without these objectives (as is the case with the Operative District Plan), the Proposed District Plan would lack clear direction and an integrated vision as to the planning and resource management aspirations for the Wairarapa. The proposed objectives meet the tests of relevance, usefulness, reasonableness and achievability.</i></p> | |

Please refer to the relevant Section 32 report for each topic area for an assessment of the options to achieve the objectives.

9.0 Conclusions

This report provides an overarching introduction to the purpose of a s32 evaluation, the legislative requirements that underpin it and an overview of the process that the Councils have undertaken to date in reviewing the Wairarapa Combined District Plan.

The individual topic reports contain a separate and more detailed evaluation of each of the topics that form part of the review.

This report contains the evaluation of the Strategic Direction Chapter of the Proposed District Plan, including the issues and objectives. This evaluation has been undertaken in accordance with s32 of the RMA in order to identify the appropriateness of the proposal in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as the strategic direction objectives will provide increased certainty to plan users on the outcomes expected in the Districts. In particular the strategic direction objectives:

- Directly respond to specific elements of the principles and purpose in Part 2 of the RMA.
- Respond to policy direction in higher order planning documents, including National Policy Statements and the Regional Policy Statement.
- Reflect matters which are key to achieving the overall outcomes for land use and development in the Wairarapa and are strategically important for achieving integrated management and the purpose of the RMA, or to give effect to matters listed in higher order policy documents.
- Reflect the outcomes expressed in community feedback through the District Plan Review process and through community consultation the Councils have undertaken on other strategies and plans.

For an assessment of the policies, rules and standards please refer to the relevant section 32 report.

Appendix 1: Summary of feedback on Draft District Plan Strategic Direction Chapter

| Section/Topic | Submitter | Feedback | Analysis |
|--|-------------------------|--|---|
| New SDO - Infrastructure | Government, utility | Add a new strategic direction objective relating to infrastructure | Amendment to include INF-O1 |
| Intro/hierarchy | Government, utility | Greater clarity needed in the relationship between strategic direction objectives and other objectives in the District Plan. | Amendment to add introductory text to provide clarification. |
| CCR – Climate Change and Resilience | Utility | A new objective should be included that explicitly recognises the contribution renewable electricity generation could have on reducing greenhouse gas emissions and mitigating the potential effects of climate change. | <p>No amendment I think this is captured by CCR-O1 (which is of a more general nature). Renewable Electricity generation is then addressed through obs and pols in the Energy chapter especially ENG-O1. Given this I don't think there is a lot of value in adding a new SDO.</p> <p>However, if the Advisory Group and Joint Committee consider this a particularly important issue that they want to single out they may wish to include it.</p> |
| | National interest group | CCR-O3 Support | No amendments |
| | Regional council | Support for CCR-O1 – CCR-O4 but request to include reference to climate change mitigation as well as adaptation and resilience, and the contribution indigenous ecosystems and natural processes make as nature-based solutions to climate change resilience, adaptation and mitigation. | <p>Addition of reference to resilience in CCR-O2. Adaptation is already referred to in CCR-O2.</p> <p>The contribution of indigenous ecosystems and natural processes is already captured in CCR-O1 and is elaborated further in other objectives and policies.</p> |
| | National interest group | There should be a strategic emphasis on enabling development that supports water resilience. The submitter considered there is an opportunity for a strategic focus on managing floods as well as droughts. This could take the form of enabling water storage, both privately and collectively. | No amendment made. At the Strategic Direction level these issues are already captured by CCR-O3 and CCR-O4. Flooding would be one of the natural hazards captured by CCR-O3 and water storage would be captured by CCR-O4. Land use activities are referred to in CCR-O4 as that is what the District Councils have responsibility for. |

| Section/Topic | Submitter | Feedback | Analysis |
|-------------------------------------|-------------------------|--|--|
| HC - Historic and Cultural Heritage | Local interest group | Supports HC-O1 and requests wording amendment to add a comma after historic heritage. | No amendment made. It is not a list as there are only two items (a) and (b), therefore a comma is not needed. |
| | Regional Council | Supports HC-O1 – HC-O2 | No amendment |
| | Corporate | General support for HC-O1 and HC-O2. Would welcome a greater emphasis on wellbeing throughout the Plan, and particularly in relation to heritage assets and values. Requested addition of “recognised” to HC-O1. HC-O1: The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa are <u>recognised</u> , protected and maintained. | The contribution of cultural and historic heritage to the four wellbeings is considered sufficiently captured by HC-O1 and HC-O2. Amendment made to add ‘recognised’. |
| NE - Natural Environment | National interest group | New objective sought that enables the removal of flammable vegetation to provide sufficient clearance to mitigate the potential for fire risk. | No amendment made as, whilst it may be an important consideration, it is not considered a strategic matter. |
| | Government | NE-O1 Objectives and policies should provide for the maintenance, protection and improvement of the natural environment. | Amendment made to include a new objective relating to healthy ecosystems (NE-O6). |
| | Regional Council | Include new strategic direction objective on Te Mana o Te Wai and development and subdivision contributing to enhancement of the health and wellbeing of freshwater bodies. | |
| | Corporate | Supports NE-O3 | No amendment |
| RE – Rural Environment | Corporate | Support for RE-O1, RE-O2, RE-O3, RE-O4 | No amendment |
| | | Include an objective on reverse sensitivity in the rural environment. | No amendment made as this is covered by the more general strategic direction objective RE-O2 and a new proposed RE-O3 relating to highly productive land (‘protected for use’ would include reverse sensitivity). There is a specific reverse sensitivity objective GRUZ-O5. |

| Section/Topic | Submitter | Feedback | Analysis |
|---|---|---|---|
| | Regional Council, National interest group, individual | Address highly productive land/ align with wording and direction from the NPS-HPL. | Amendment made to align wording with NPS-HPL and to add a new specific objective (RE-O3) on highly productive land. |
| | National interest group | Clarify terminology relating to rural environment, rural areas, rural zones. | Amendment to RE-O2 to replace “rural land” with “The General Rural Zone”. |
| | | Include a specific strategic direction for rural industry as it is part of the rural environment. | No amendment made as it is not considered a strategic matter and is addressed in the Rural Zones. |
| | Utility | Add a new objective to recognise that the provision of necessary infrastructure is equally important to rural environments as it is to urban. | Amendment to include INF-O1. |
| TW – Tangata Whenua | Regional council | Supports TW-O1 – TW-O4 | No amendment |
| UFD – Urban Form and Development | Regional council | Supports UFD-O1 – UFD-O6 but suggests adding a new objective signalling a direction toward infill development and enabling intensification (in the right places) as well as housing variety and encourage consideration of the range of qualities and characteristics of well-functioning urban environments that are articulated in Objective 22 of Proposed RPS Change 1. | Amendment made to the wording of UFD-O2 to refer to elements identified in the feedback. |
| | Government | Supports UFD-O3 but requests explicit reference to educational facilities. | Amendment made to UFD-O3 to reference educational needs. |
| | | Supports UFD-O4 but requests reference to additional infrastructure. | Amendment made to reference schools and open spaces. The term ‘additional infrastructure’ is not used elsewhere in the District Plan. |
| | Utility, national interest group | Supports UFD-O4 | No amendment in response to feedback |
| | Local interest group | Supports UFD-O5 | No amendment. |
| | National interest group | Add a new policy that promotes all land use activities being adequately serviced, particularly in relation to a water supply with | Whilst an important issue it is not considered a strategic issue. This has been addressed through |

| Section/Topic | Submitter | Feedback | Analysis |
|---------------|-------------------------|---|--|
| | | sufficient capacity for firefighting purposes. | amendments elsewhere in the plan. |
| | Government | Seeks that the strategic directions, objectives and policies of the WCDP reflect the NPS-UD and providing for well-functioning urban environments. | Amendment made to UFD-O2. |
| | National interest group | Amend UFD-O6 so it is clear that commercial activities outside of town centres are not appropriate in rural areas where primary production is undertaken. | No amendment made. This issue is addressed in the Rural Environment section. |
| | Government | Amendments sought to add further details to UFD-O1 and UFD-O3. | No amendment made. Information on development capacity is referred to in the s32 report. |



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Residential Zones

OCTOBER 2023

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Appendices

Appendix 1: Feedback on Draft District Plan

Executive summary

This Section 32 Evaluation Topic Report is focused on Residential Zones, which includes the General Residential Zone and the Settlement Zone.

In the Wairarapa, large areas of residential land are located in Masterton, Carterton, Featherston, Martinborough, and Greytown. Smaller areas of residential land are located in coastal and rural townships, including Castlepoint, Riversdale, Cape Palliser, Ngawi, Whatarangi, Lake Ferry, Whāngaimoana, and South Featherston.

Residential zones predominantly provide for residential activities with a mix of building types and other compatible activities, which are essential for Wairarapa residents to provide for their health, social, and economic wellbeing.

However, residential character changes over time to meet changing residential lifestyle needs. More intensive forms of urban development require good design to ensure positive residential character outcomes are achieved.

Non-residential activities that support the functioning of the residential areas are also appropriate provided they are compatible with the residential character and amenity values of the zone. Examples of non-residential activities in residential areas include schools, community facilities, home businesses and small-scale retail, healthcare, and professional services.

Under the Operative District Plan, the Wairarapa contains a variety of residential areas, including those within the main urban communities of Masterton, Carterton, Featherston, Martinborough, and Greytown, and as well as smaller coastal and rural settlements. While each community is distinctive in size, setting, and character, the fundamental elements of the residential areas are similar enough to be managed under a single environmental zone that is designed to achieve:

- Predominantly residential activities with a few compatible non-residential activities
- A degree of consistency in the density, size, and scale of buildings with a reasonable amount of private open space
- An adequate ratio of private to public open space and accessibility to such open space
- Attractive streetscapes
- An adequate degree of privacy, access to sunlight, low levels of noise, vibration, odour, and dust; and
- A safe and functional road network for traffic and pedestrians.

There is a single Residential Zone in the Operative District Plan. This is spatially defined into 10 sub-zones where specific policies and rules apply, generally relating to individual servicing and/or character requirements for developments in the areas.

While reviewing the Operative District Plan, it was found that Residential Zone provisions were generally effectively and efficiently achieving the objectives of the Operative District Plan. Residential and other compatible non-residential activities are generally operating efficiently and effectively, and adverse effects are being avoided, remedied, or mitigated.

However, some rules were causing some confusion for plan users, causing unintended effects, or could be more permissive or restrictive in response to community expectations for the zone. The Residential zones will also be the receiving environment for the bulk of the Wairarapa's anticipated population growth, and the zones need to be responsive and accommodating to increasing demand. In addition, it was considered that the number of residential 'sub-zones' in the Operative District Plan could be rationalised.

The key resource management issues for the Residential Zones are:

- Future-proofing the residential zone for growth
- Adjust activity statuses and standards to align with community needs and expectations for the zone

The Proposed Wairarapa Combined District Plan (Proposed District Plan) largely continues the existing approach to Residential Zones with some refinement to address the issues identified with the Operative District Plan and the key resource management issues outlined above. The key changes include:

- Introduction of a Low Density Residential Precinct to protect areas with heritage character values,
- Introduction of a Medium Density Residential Precinct to identify areas where more intensive residential development is best located (proximity to services, sufficient infrastructure capacity, avoidance of natural hazard areas insofar as possible)
- Introduction of a Settlement Zone with bespoke objectives, rules, and policies to protect the character and values of smaller rural and coastal settlements
- Minor amendments to rule statuses and permitted activity standards to align with community needs and expectations in the Residential zones
- Requirement for rainwater tanks for all new residential units
- Relocated buildings are now a Permitted activity subject to standards.

The proposed General Residential and Settlement Zones are the most appropriate, effective, and efficient option for managing residential areas in the Wairarapa because:

- The objectives and policies provide direction and certainty to plan users on the outcomes expected for the residential zones and precincts

1214

- The provisions provide for the efficient and effective use and development of residential areas while protecting the values that make the Wairarapa's residential areas unique, and enabling people to provide for their needs and wellbeing
- The rules provide certainty to community about the type and scale of activities that can occur as permitted activities and requiring certain standards to be met
- Activities requiring resource consent are limited to those that breach the Permitted standards and/or have potential for adverse effects on the environment, which enables a case-by-case assessment.
- The objectives and policies give effect to the National Planning Standards and align with the direction of the National Policy Statement for Urban Development, and are aligned with best practice in other second generation plans throughout New Zealand.

1.0 Introduction

This Section 32 evaluation report is focused on the Residential Zones section of the Proposed Wairarapa District Plan. Two residential zones are proposed for the Wairarapa, being the General Residential Zone (GRZ) and the Settlement Zone (SETZ). The General Residential Zone also encompasses two precincts, the Low Density Residential Precinct located in Featherston, Martinborough and Greytown, and the Medium Density Residential Precinct located in central Masterton.

The purpose of the General Residential Zone is to provide for a variety of residential activities that cater for differing housing needs across the Wairarapa that integrates with existing or planned infrastructure.

The purpose of the Low Density Residential Precinct is to provide for low density residential activities and development that are in keeping with the existing character and high residential amenity of existing neighbourhoods, and the planned residential character for Greytown Villas Character Area and The Orchards Retirement Village Character Area.

The purpose of the Medium Density Residential Precinct is to provide for residential activities at a higher density than is anticipated in the General Residential Zone, which will be provided via a range of residential unit types. The Medium Density Residential Precinct is located close to services including the Masterton commercial centre, transport options, and open spaces, and where there is sufficient planned or existing infrastructure capacity to support increased density.

The purpose of the Settlement Zone is to provide larger-scale residential sites for residential use and associated on-site services as required in Wairarapa’s smaller established settlements. The Settlement Zone also enables some small-scale commercial uses where they provide services to the local community.

Data shows strong population growth trends across the Wairarapa, which is anticipated to continue into the foreseeable future. In response, there are pressures from residents, developers, and the National Policy Statement for Urban Development 2020 (NPS-UD) to provide for smaller residential lot sizes and units via residential intensification and provide for additional greenfield residential development. These factors present a challenge to provide for residential growth and development while protecting the historic heritage character values that make parts of some Wairarapa towns unique.

| Report | How does this topic relate to the Residential zones |
|-------------|--|
| Transport | This chapter contains provisions relating to transport considerations for subdivision, land use and development, including vehicle crossings, driveways and parking requirements. |
| Subdivision | This chapter contains provisions relating to the subdivision process including minimum lot sizes and other subdivision requirements, access, water supply, and wastewater requirements. There is a specific policy |

| Report | How does this topic relate to the Residential zones |
|--------|---|
| | relating to the residential zones, and different activity statuses for different lot sizes. |

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in Part 1: Section 32 Evaluation Overview Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This is set out in more detail in Part 1: Section 32 Evaluation Overview Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. The section 6 matters relevant to residential zones are:

| Section | Relevant matter and applicability |
|--------------|--|
| Section 6(a) | <p><i>the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development</i></p> <p>Some Settlement Zone areas are partially located in the coastal environment. Appropriate management of the Settlement Zone is therefore required to give effect to this matter.</p> |
| Section 6(e) | <p><i>the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga</i></p> <p>Provision for papakāinga in the zone enables Māori to live on ancestral land in a way that reflects their culture and traditions.</p> |
| Section 6(f) | <p><i>the protection of historic heritage from inappropriate subdivision, use, and development</i></p> <p>Areas of Wairarapa townships have unique historic heritage values that should be protected from inappropriate subdivision, use, and development.</p> |
| Section 6(h) | <p><i>The management of significant risks from natural hazards</i></p> <p>Some Settlement Zone areas are partially located in the coastal environment and are therefore potentially subject to coastal hazards. Appropriate management of the Settlement Zone is therefore required to give effect to this matter. Coastal hazards are managed in the Coastal Environment Chapter.</p> |

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to the residential zones are:

| Section | Relevant matter |
|---------------|---|
| Section 7(b) | <i>the efficient use and development of natural and physical resources</i> Residential areas, particularly housing, are a significant physical resource for the community. These areas contain activities that support the health and wellbeing of the community, such as schools and medical centres. |
| Section 7(ba) | <i>the efficiency of the end use of energy</i> Development patterns and built form influence the efficiency of the end use of energy. |
| Section 7(c) | <i>the maintenance and enhancement of amenity values</i> Residential areas contain character and amenity values that are valued by the community, creating environments where people want to live. |
| Section 7(f) | <i>maintenance and enhancement of the quality of the environment</i> Residential areas contain environmental qualities that are valued by the community, creating places where people want to live. |
| Section 7(g) | <i>any finite characteristics of natural and physical resources</i> Residential areas are constrained by surrounding rural areas, which represent a finite soil resource that should be protected. |
| Section 7(i) | <i>the effects of climate change</i> As noted above, development patterns and built form influence the efficiency of the end use of energy, which contributes to the volume of greenhouse gas emissions. |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua (through iwi authorities) have been consulted on and involved in the review process. This has informed the s32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

2.2 National direction

2.2.1 National Policy Statements

The National Policy Statements relevant to this topic are:

| NPS | Relevant Objectives / Policies |
|---|---|
| National Policy Statement on Urban Development 2020 | The NPS-UD was gazetted in August 2020 to replace the NPS-UDC. It aims to support well-functioning urban environments to provide for current and future community wellbeing. It requires RMA plans to |

| NPS | Relevant Objectives / Policies |
|-----|---|
| | <p>provide opportunities for land development to meet housing and business needs, supported by adequate development capacity.</p> <p>Masterton is the only urban area in the Wairarapa classified as a Tier 3 Urban Environment under the NPS-UD. All other Wairarapa centres have populations smaller than the threshold required for Tier 3 status.</p> <p>The Proposed District Plan must give effect to the following policies which are relevant to the Masterton context.</p> <p>Policy 1</p> <p>Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:</p> <ul style="list-style-type: none"> a. have or enable a variety of homes that: <ul style="list-style-type: none"> i. meet the needs, in terms of type, price, and location, of different households; and ii. enable Māori to express their cultural traditions and norms; and b. have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and c. have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and d. support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and e. support reductions in greenhouse gas emissions; and f. are resilient to the likely current and future effects of climate change. <p>Policy 2</p> <p>Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.</p> <p>Policy 5</p> <p>Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:</p> <ul style="list-style-type: none"> a. the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or b. relative demand for housing and business use in that location. <p>Policy 6</p> <p>When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:</p> <ul style="list-style-type: none"> a. the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement |

| NPS | Relevant Objectives / Policies |
|-----|--|
| | <ul style="list-style-type: none"> b. that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes: <ul style="list-style-type: none"> i. may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and ii. are not, of themselves, an adverse effect c. the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1) d. any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity e. the likely current and future effects of climate change. <p>Policy 8</p> <p>Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:</p> <ul style="list-style-type: none"> a. unanticipated by RMA planning documents; or b. out-of-sequence with planned land release. <p>Policy 9</p> <p>Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:</p> <ul style="list-style-type: none"> a. involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and b. when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and c. provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and d. operate in a way that is consistent with iwi participation legislation. <p>Policy 10</p> <p>Tier 1, 2, and 3 local authorities:</p> <ul style="list-style-type: none"> a. that share jurisdiction over urban environments work together when implementing this National Policy Statement; and b. engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and |

| NPS | Relevant Objectives / Policies |
|--|--|
| | <p>c. engage with the development sector to identify significant opportunities for urban development.</p> <p>3.35 Development Outcomes for Zones</p> <p>a. Every tier 1, 2 or 3 territorial authority must ensure that:</p> <ol style="list-style-type: none"> i. the objectives for every zone in an urban environment in its district describe the development outcomes intended for the zone over the life of the plan and beyond; and ii. the policies and rules in its district plan are individually and cumulatively consistent with the development outcomes described in the objectives for each zone. |
| <p>New Zealand Coastal Policy Statement 2010</p> | <p>The NZCPS is relevant, as the following residential areas in the Settlement Zone are located in the coastal environment:</p> <ul style="list-style-type: none"> • Castlepoint • Riversdale • Cape Palliser • Ngawi • Whatarangi • Lake Ferry • Whāngaimoana. <p>The NZCPS has objectives and policies which aim to protect and preserve the coastal environment while providing for appropriate activities including providing for population growth, managing change to the built environment, and encouraging consolidation of coastal settlements and urban areas where this will avoid or mitigate sporadic urban growth or sprawl. Additionally, the NZCPS policies seek to manage coastal hazard risk by locating new development away from hazard prone areas. The following NZCPS objectives and policies are relevant to the residential context for the Wairarapa:</p> <p>Objective 5</p> <p>To ensure that coastal hazard risks taking account of climate change, are managed by:</p> <ul style="list-style-type: none"> • locating new development away from areas prone to such risks; • considering responses, including managed retreat, for existing development in this situation; and • protecting or restoring natural defences to coastal hazards. <p>Objective 6</p> <p>To enable people and communities to provide for their social, economic, and cultural wellbeing and their health and safety, through subdivision, use, and development, recognising that:</p> |

| NPS | Relevant Objectives / Policies |
|-----|---|
| | <ul style="list-style-type: none"> • the protection of the values of the coastal environment does not preclude use and development in appropriate places and forms, and within appropriate limits; • some uses and developments which depend upon the use of natural and physical resources in the coastal environment are important to the social, economic and cultural wellbeing of people and communities; • functionally some uses and developments can only be located on the coast or in the coastal marine area; • the coastal environment contains renewable energy resources of significant value; • the protection of habitats of living marine resources contributes to the social, economic and cultural wellbeing of people and communities; • the potential to protect, use, and develop natural and physical resources in the coastal marine area should not be compromised by activities on land; • the proportion of the coastal marine area under any formal protection is small and therefore management under the Act is an important means by which the natural resources of the coastal marine area can be protected; and • historic heritage in the coastal environment is extensive but not fully known, and vulnerable to loss or damage from inappropriate subdivision, use, and development. <p>Policy 4</p> <p>Provide for the integrated management of natural and physical resources in the coastal environment, and activities that affect the coastal environment. This requires:</p> <ol style="list-style-type: none"> a. co-ordinated management or control of activities within the coastal environment, and which could cross administrative boundaries, particularly: <ol style="list-style-type: none"> i. the local authority boundary between the coastal marine area and land; ii. local authority boundaries within the coastal environment, both within the coastal marine area and on land; and iii. where hapū or iwi boundaries or rohe cross local authority boundaries; b. working collaboratively with other bodies and agencies with responsibilities and functions relevant to resource management, such as where land or waters are held or managed for conservation purposes; and c. particular consideration of situations where: <ol style="list-style-type: none"> i. subdivision, use, or development and its effects above or below the line of mean high water springs will require, or is likely to result in, associated use or development that crosses the line of mean high water springs; or ii. public use and enjoyment of public space in the coastal environment is affected, or is likely to be affected; or iii. development or land management practices may be affected by physical changes to the coastal |

| NPS | Relevant Objectives / Policies |
|-----|--|
| | <p>environment or potential inundation from coastal hazards, including as a result of climate change; or</p> <ul style="list-style-type: none"> iv. land use activities affect, or are likely to affect, water quality in the coastal environment and marine ecosystems through increasing sedimentation; or v. significant adverse cumulative effects are occurring or can be anticipated. <p>Policy 25</p> <p>In areas potentially affected by coastal hazards over at least the next 100 years:</p> <ul style="list-style-type: none"> a. avoid increasing the risk of social, environmental and economic harm from coastal hazards; b. avoid redevelopment, or change in land use, that would increase the risk of adverse effects from coastal hazards; c. encourage redevelopment, or change in land use, where that would reduce the risk of adverse effects from coastal hazards, including managed retreat by relocation or removal of existing structures or their abandonment in extreme circumstances, and designing for relocatability or recoverability from hazard events; d. encourage the location of infrastructure away from areas of hazard risk where practicable; e. discourage hard protection structures and promote the use of alternatives to them, including natural defences; and f. consider the potential effects of tsunami and how to avoid or mitigate them. |

2.2.2 National Environmental Standards

There are no National Environmental Standards of direct relevance to this topic.

2.2.3 National Planning Standards

The National Planning Standards provide for a range of zone options to be included in Part 3 – Area Specific Matters of the District Plan. This includes the residential zones, the purpose of which are as follows:

| Zone | Description |
|------------------------------|--|
| Large lot residential zone | Areas used predominantly for residential activities and buildings such as detached houses on lots larger than those of the Low density residential and General residential zones, and where there are particular landscape characteristics, physical limitations or other constraints to more intensive development. |
| Low density residential zone | Areas used predominantly for residential activities and buildings consistent with a suburban scale and subdivision pattern, such as one to two storey houses with yards and landscaping, and other compatible activities. |
| General residential zone | Areas used predominantly for residential activities with a mix of building types, and other compatible activities. |

| Zone | Description |
|---------------------------------|--|
| Medium density residential zone | Areas used predominantly for residential activities with moderate concentration and bulk of buildings, such as detached, semi-detached and terraced housing, low-rise apartments, and other compatible activities. |
| High density residential zone | Areas used predominantly for residential activities with high concentration and bulk of buildings, such as apartments, and other compatible activities. |
| Settlement zone | Areas used predominantly for a cluster of residential, commercial, light industrial and/or community activities that are located in rural areas or coastal environments. |

2.2.4 National guidance documents

The following national guidance documents are relevant to this topic:

| Document | Author/Owner | Summary |
|--|------------------------------|--|
| New Zealand Urban Design Protocol 2005 | Ministry for the Environment | <p>While the Wairarapa Councils are not signatories to the NZUDP 2005, this protocol is acknowledged as being a useful guideline for quality urban design, which is defined as being concerned with the design of buildings, places and spaces, and the ways people use them.</p> <p>It notes that local government can contribute to achieving good urban design through several actions, including through its own developments, the use of appropriate statutory policies, rules, and guidance, and working collaboratively with the private sector.</p> <p>The protocol identifies six attributes that it considers successful towns and cities share and notes that quality urban design contributes to achieving all six attributes. They are:</p> <ul style="list-style-type: none"> • Competitive, thriving, creative and innovative • Liveable • Environmentally responsible • Opportunities for all • Distinctive identity • Shared vision and good governance <p>It then identifies seven design qualities that are considered to create quality urban design, which in turn will contribute to achieving the attributes of successful towns and cities, known as the seven Cs. These are Context, Character, Choice, Connections, Creativity, Custodianship and Collaboration. The protocol provides guidance on how to interpret and apply each quality, and what outcome define quality urban design for each of the seven Cs.</p> |
| National Guidelines for | Ministry of Justice | This document provides guidance on how the built environment can be designed and used in a way to both |

| Document | Author/Owner | Summary |
|--|-------------------------------------|---|
| <p>Crime Prevention Through Environmental Design 2005</p> | | <p>reduce the opportunity for crime and reduce people's fear of crime. It identifies the following four principles for built environments to achieve the desired outcomes:</p> <ul style="list-style-type: none"> • Surveillance – people are present and can see what is going on. • Access management – methods are used to attract people and vehicles to some places and restrict them from others. • Territorial reinforcement – clear boundaries encourage community 'ownership' of the space. • Quality environments – good quality, well maintained places attract people and support surveillance. <p>To achieve the above, seven qualities for well-designed, safer places are described and guidance provided for their implementation, these being:</p> <ul style="list-style-type: none"> • Access: Safe movement and connections • Surveillance and sightlines: See and be seen • Layout: Clear and logical orientation • Activity mix: Eyes on the street • Sense of ownership: Showing a place is cared for • Quality environments: Well-designed, managed and maintained environments • Physical protection: Using active security measures |
| <p>Understanding and implementing intensification provisions of the National Policy Statement on Urban Development, September 2020</p> | <p>Ministry for the Environment</p> | <p>This guide is intended to help local authorities understand and implement the requirements of the intensification provisions in the National Policy Statement on Urban Development 2020 (NPS-UD). The intensification provisions relevant to Masterton are Objective 3 and Policy 5.</p> |
| <p>Introductory guide to the National Policy Statement on Urban Development 2020</p> | <p>Ministry for the Environment</p> | <p>This document provides a high-level overview of the National Policy Statement on Urban Development 2020, introducing a series of fact sheets and guides to help with implementation.</p> |

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The table below identifies the relevant provisions and resource management topics for residential zones contained in the Wellington Regional Policy Statement (RPS). Proposed changes to the relevant objectives and policies under Proposed Plan Change 1 to the Wellington Regional Policy statement are included (changes are explained, or where applicable, proposed additions have been underlined and proposed deletions ~~struck through~~):

| Objective/Policy | Relevant matters |
|--|---|
| <p>Objective 22 (Regional form, design, and function)</p> <p>(Amended under PC1)</p> | <p>Objective 22 is aimed at compact, well-designed, and sustainable regional form that has an integrated, safe, and responsive transport network, and:</p> <ul style="list-style-type: none"> b. an increased range and diversity of activities in and around the regionally significant centres to maintain vibrancy and vitality c. sufficient industrial-based employment locations or capacity to meet the region's needs i. integrated land use and transportation k. efficiently use existing infrastructure (including transport network infrastructure). <p>The changes to Objective 22 under Proposed Plan Change 1 shift the objective's focus to enabling urban development where it achieves well-functioning urban environment principles, such as:</p> <ul style="list-style-type: none"> a. Being compact and well-designed b. Providing sufficient development capacity to meet current and future needs c. Improving overall health, well-being, and quality of life d. Prioritising protection and enhancement of freshwater e. Achieving RPS objectives relating to natural environment values f. Supporting the transition to low-emission and climate-resilient transport g. Providing a variety of homes meeting diverse housing needs h. Enabling Māori to express cultural and traditional norms i. Supporting improvements in housing affordability and intensification j. Providing for appropriately located commercial and industrial development k. Providing for multi-modal transport connectivity. |

| Objective/Policy | Relevant matters |
|--|--|
| Policy 30 (Regional form, design, and function) (Amended under PC1) | Policy 30 requires district plans to include policies and rules that enable and manage a range of land use activities that maintain and enhance the viability and vibrancy of regionally <u>and locally</u> significant centres. Masterton town centre is listed as a sub-regional centre under this policy. |
| Policy 31 (Regional form, design, and function) (Amended under PC1) | Policy 31 requires district plans to: <ul style="list-style-type: none"> • Identify centres suitable for higher density development • Identify locations with good access to the strategic public transport network, suitable for higher density development • Include policies, rules, and methods to encourage higher density development <u>enable a range of building heights and densities</u> |
| Policy UD.1 (Added under PC1) | Policy UD.1 introduced as part of Proposed Plan Change 1 requires district plans to provide for the occupation, use, development, and ongoing relationship of mana whenua / tangata whenua with their ancestral lands. |
| Policy UD.2 (Added under PC1) | Policy UD.2 introduced as part of Proposed Plan Change 1 requires district plans to enable Māori cultural and traditional norms. |
| Policy FW.3 (Added under PC1) | Policy FW.3 introduced as part of Proposed Plan Change 1 requires district plans to manage the effects of urban development on freshwater and the coastal marine area. |
| Policy CC.4 (Added under PC1) | Policy CC.4 introduced as part of Proposed Plan Change 1 requires district plans to enable and encourage climate-resilient urban areas. |
| Policy CC.14 (Added under PC1) | Policy CC.14 introduced as part of Proposed Plan Change 1 requires district plans to enable and encourage climate-resilient urban environments. |
| Policy 42 (Regional form, design, and function) (Amended under PC1) | Policy 42 has been amended as part of Proposed Plan Change 1, and now requires district plans to support well-functioning urban environments and a reduction in transport-related greenhouse gas emissions. |
| Policy 54 (Regional form, design, and function) | Policy 54 requires district plans to have particular regard to achieving the region's urban design principles. The principles are set out in Appendix 2 to the RPS and include: context, character, choice, connections, creativity, custodianship, and collaboration. |
| Policy 57 (Regional form, design, and function) | Policy 57 lists matters that need to be given particular regard when considering proposals in terms of their effect on land transport outcomes. It requires consideration of the Wellington Regional Land Transport Strategy and lists several criterions. Key for residential activities include: <ul style="list-style-type: none"> • Whether any traffic generated can be accommodated within the existing transport network, including efficiency, reliability, and safety. |

| Objective/Policy | Relevant matters |
|--|--|
| | <ul style="list-style-type: none"> Connectivity with key centres of employment activity or retail activity, open spaces, or recreational areas. Whether there is good access to the strategic public transport network. |
| Policy 58 (Regional form, design, and function) | Policy 58 requires that particular regard is given to whether proposed development is located to make efficient use of existing infrastructure capacity when considering proposals, including district plan reviews. |
| Policy 67 (Regional form, design, and function) (Amended under PC1) | Policy 67 has been amended as part of Proposed Plan Change 1, and now requires district plans to establish and maintain the qualities and characteristics of well-functioning urban environments. |
| Objective 1 (Air quality) | Objective 1 is aimed at ensuring the discharge of odour, smoke and dust do not adversely affect amenity values and people's wellbeing. |
| Policy 1 (Air quality) | Policy 1 requires district plans to include policies and rules that discourage new sensitive activities from locating near activities that emit odour, smoke or dust which can affect the health of people and reduce amenity values, and conversely to discourage activities that emit odour, smoke, or dust from locating near sensitive activities. |
| Objective 9 (Energy) | Objective 9 is aimed at improving the efficiency of the end use of energy, diversify the type and scale and maximise the use of renewable energy resources. It also seeks a reduction in the dependency on fossil fuels and greenhouse gas emissions from transportation. |

2.3.2 Natural Resources Plan

The table below identifies the provisions in the PNRP that are relevant to residential zones.

| Section | Relevant matters |
|----------------------|--|
| Objective O1 | This objective requires that there is an integrated approach to the management of air, land, freshwater bodies, and the coastal marine area resources. |
| Objective O17 | This objective is aimed at preserving and protecting the natural character of the coastal marine area, natural wetlands, rivers, lakes, and their margins. |
| Objective O44 | This objective seeks that the adverse effects of land use activities on soil and water are minimised. |
| Objective O48 | This objective seeks stormwater discharges from stormwater networks and urban land use to be improved over time in terms of quality and quantity. |
| Chapter 3 Objectives | 3.1 Ki uta ki tai: mountains to the sea |

| Section | Relevant matters |
|--------------------|--|
| | <p>3.2 Beneficial use and development</p> <p>3.3 Māori relationships</p> <p>3.7 Sites with significant values</p> <p>3.10 Land use</p> <p>3.11 Discharges to land and water</p> |
| Chapter 4 Policies | <p>4.1 Ki uta ki tai and integrated catchment management</p> <p>4.2 Beneficial use and development</p> <p>4.3 Māori relationships</p> <p>4.6 Sites with significant values</p> <p>4.8 Water and land quality</p> |
| Chapter 5 Rules | Relevant rules include Rules R71 to R76 around on-site domestic wastewater, particularly for rural development on un-serviced land. |

2.3.3 Any other relevant regional plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|--------------------------------------|--|
| Wellington Regional Growth Framework, July 2021 | Wellington Regional Growth Framework | <p>The Framework is a spatial plan that describes a long-term vision for how the region will grow, change, and respond to key urban development challenges and opportunities in a way that gets the best outcomes and maximises the benefits across the region.</p> <p>The Framework identifies how the Wellington-Horowhenua region could accommodate a future population of 780,000 and an additional 100,000 jobs in the next 30 years. This would represent an additional 200,000 people living in the region.</p> <p>Sections of particular relevance include:</p> <p>Diagram 2: Objectives to initiatives</p> <p>Objectives:</p> <ul style="list-style-type: none"> • Increase housing supply and improve housing affordability and choice • Enable growth that protects and enhances the quality of the natural environment and accounts for a transition to a low/no carbon future • Improve multi-modal access to and between housing, employment, education, and services • Encourage sustainable, resilient, and affordable settlement patterns/urban forms |

| Plan / Strategy | Organisation | Relevant Provisions |
|--|--|---|
| | | <p>that make efficient use of existing infrastructure and resources</p> <ul style="list-style-type: none"> • Build climate change resilience and avoid increasing the impacts and risks from natural hazards • Create employment opportunities. <p>1.2 The Region's Challenges</p> <ol style="list-style-type: none"> 1. The region lacks sufficient and affordable housing supply and choice, housing affordability is declining and a significant investment in infrastructure is needed to enable enough housing and quality urban environments. 2. Many of the urban areas in the region are vulnerable to the impacts of natural hazards and climate change, and as the region grows and becomes more densely settled, it will become increasingly important to improve resilience and protect and enhance the region's natural environment 3. There is inequitable access to social, educational, and economic opportunities across the region 4. Mana Whenua and Māori in the region have poor access to affordable housing choices. |
| Wellington Regional Economic Development Plan 2022 | Wellington Regional Leadership Committee | <p>A plan to guide the long-term direction of the Wellington region economy, identify issues and opportunities in key focus areas and help prioritise initiatives over the next 10 years.</p> <p>The plan sets a vision "to build a future-focused, creative, sustainable and thriving Wellington region for all to be proud of."</p> |
| Wellington Regional Land Transport Plan 2021 | Greater Wellington Regional Council | <p>https://www.gw.govt.nz/your-region/plans-policies-and-bylaws/plans-and-reports/transport-plans/wellington-regional-land-transport-plan-mid-term-review-2023/#plan</p> <p>The RLTP is a blueprint for the region's transport network, aiming to enable a connected region, with safe, accessible and liveable places. The plan sets targets, identifies regional priorities and sets out the transport activities GWRC intends to invest in. It sets 5 objectives:</p> <p>O1: People in the Wellington Region have access to good, affordable travel choices</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|-----------------|--------------|---|
| | | <p>O2: Transport and land use are integrated to support compact urban form, liveable places, and a strong regional economy</p> <p>O3: People can move around the Wellington Region safely</p> <p>O4: The impact of transport and travel on the environment is minimised</p> <p>O5: Journeys to, from and within the Wellington Region are connected, resilient and reliable</p> <p>The RLTP aims to achieve 40% fewer deaths and serious injuries on roads, 35% less carbon emissions from transport, and 40% increase in the share of trips by active travel and public transport.</p> |

2.4 Wairarapa policies, plans and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

There are no statutory acknowledgements specifically relevant to the Residential Zones. Statutory acknowledgements are addressed in the Section 32 Evaluation Part 1 Report.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|---|--|
| My Masterton Our People, Our Land Strategy: He Hiringa Tangata, He Hiringa Whenua | Masterton District Council, February 2018 | <p>"He Hiringa Tangata, He Hiringa Whenua" is a wellbeing strategy developed by the Masterton District Council. The strategy focuses on promoting the wellbeing of both the people and the land within the Masterton district.</p> <p>The strategy sets out Council's long-term strategic direction for Masterton Whakaoriori across four key focus areas:</p> <ul style="list-style-type: none"> • Social development • Cultural development • Environmental development, and • Economic development. |

| Plan / Strategy | Organisation | Relevant Provisions |
|---|---|--|
| | | <p>The Economic Development section sets out a vision that Masterton/Whakaoriori has a strong and sustainable economy that supports our people and places. It includes priorities around business attraction and growth and strategic directions to create a supportive regulatory environment that enables sustainable infrastructure development and growth, enable sustainable growth in traditionally strong industries, and encourage new innovative and entrepreneurial high-value activities.</p> |
| <p>Carterton Urban Growth Strategy 2017</p> | <p>Carterton District Council</p> | <p>The Carterton Urban Growth Strategy:</p> <ul style="list-style-type: none"> • Identifies a projected residential growth demand using known trends • Considers development in and around the existing Carterton urban boundary including any new 'greenfield' areas required to meet projected demand • Provides for infrastructure to be provided in an efficient, affordable, and timely manner • Recognises and provides for the quality of the natural and built environments • Supports the growth of the local economy through signalling growth opportunities and proactively providing land areas that are both suitable and attractive to development stakeholders. <p>The Carterton Urban Growth Strategy identified the Eastern Growth Area as the optimal area for future urban growth due to its proximity and accessibility to existing community and infrastructure facilities and services.</p> |
| <p>Eastern Growth Area Structure Plan 2021</p> | <p>Carterton District Council</p> | <p>The Eastern Growth Area Structure Plan is a result of consultation with the community on four potential structure plan options to develop the Eastern Growth Area as recommended by the Carterton Urban Growth Strategy.</p> |
| <p>South Wairarapa Spatial Plan: Mapping Our Future to 2050</p> | <p>South Wairarapa District Council, 2021</p> | <p>The Spatial Plan is a plan to help shape the way South Wairarapa's communities grow and develop over a 30-year time period.</p> <p>Step 1: Residential Growth Areas focuses on residential growth as the first step and identifies residential growth areas in Martinborough, Featherston, and Greytown that were adopted by Council on 10 November 2021.</p> <p>The Featherston master planning work has been prioritised and is currently underway.</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|--|--|--|
| Wairarapa Economic Development Strategy (WEDS) | WEDS Forum, 2022 WEDS is a collaborative venture between the three Wairarapa Councils and WellingtonNZ (The Regional Economic Development Agency) | The first WEDS was released in 2017-18 and was updated in 2022. The WEDS is an economic development strategy for 2022-2030 and beyond. It identifies a strategy, key priorities, indicators of success, and an action plan. A focus on optimising land use has been identified, which has an agricultural focus. |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|---------------------------------|--|
| Building Act 2004 | The Building Act 2004 provides for the regulation of building work and sets performance standards for buildings. It is particularly relevant given the density of buildings in commercial areas and the presence of heritage buildings in these zones. The Act also regulates the management of earthquake prone buildings. |
| Council Engineering Standards | Councils' Engineering Standards set out minimum engineering standards for land use, subdivision, and development (e.g. servicing requirements) across all zones. |

3.0 Issues analysis

3.1 Background

Residential Zones predominantly provide for residential activities with a mix of building types and other compatible activities, which are essential for Wairarapa residents to provide for their health, social, and economic wellbeing.

Large areas of residential land are located in Masterton, Carterton, Featherston, Martinborough, and Greytown. Smaller areas of residential land are located in coastal and rural townships, including Castlepoint, Riversdale, Cape Palliser, Ngawi, Whatarangi, Lake Ferry, Whāngaimoana, and South Featherston.

Residential zones are characterised by their dominant use as a residential area, which results in:

- A degree of consistency in the density, size, and scale of buildings with a reasonable amount of private open space
- An adequate ratio of private to public open space and accessibility to such open space
- Attractive streetscapes
- An adequate degree of privacy; access to sunlight; low levels of noise, vibration, odour, and dust
- A safe and functional road network for traffic and pedestrians.

However, residential character changes over time to meet changing residential lifestyle needs. More intensive forms of urban development require good design to ensure positive residential character outcomes are achieved.

Non-residential activities that support the functioning of the residential areas are also appropriate provided they are compatible with the residential character and amenity values of the zone. Examples of non-residential activities in residential areas include schools, community facilities, home businesses and small-scale retail, healthcare, and professional services.

3.2 Evidence base

The Councils have reviewed the Operative District Plan, reviewed approaches taken in other district plans, and co-ordinated advice from the planning teams across the three Wairarapa Councils to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

Under the Operative District Plan, the Wairarapa contains a variety of residential areas, including those within the main urban communities of Masterton, Carterton, Featherston, Martinborough, and Greytown, and as well as smaller coastal and rural settlements. While each community is distinctive in size, setting, and character, the fundamental elements of the residential areas are similar enough to be managed under a single environmental zone that is designed to achieve:

- Predominantly residential activities with a few compatible non-residential activities
- A degree of consistency in the density, size, and scale of buildings with a reasonable amount of private open space
- An adequate ratio of private to public open space and accessibility to such open space
- Attractive streetscapes
- An adequate degree of privacy, access to sunlight, low levels of noise, vibration, odour, and dust; and
- A safe and functional road network for traffic and pedestrians.

There is a single Residential Zone in the Operative District Plan. This is spatially defined into 10 sub-zones where specific policies and rules apply, generally relating to individual servicing and/or character requirements for developments in the areas.

The Operative District Plan identifies the key resource management issues for Residential Zones as:

1. Higher density residential development, and inappropriate building design, scale, bulk, and site layout may conflict with the local residential character and amenity values, particularly in areas with historic heritage values and/or a strong cohesive sense of character.
2. New structures can have adverse effects on the amenity values of adjoining residential properties, particularly with regard to openness, sunlight access and overshadowing.
3. Relocated buildings can create ongoing adverse visual effects on a neighbourhood without adequate screening, landscaping, or finishing.
4. The need to provide for a wide range of residential lifestyle choices, including more intensive forms of residential development, including retirement villages in a way that protects the amenity values and character of the residential neighbourhoods.
5. The design and layout of new comprehensive residential development, including retirement villages, may not provide an appropriate basis for an

evolving sense of coherent character and amenity values, including appropriate connections for pedestrian, cycle and car modes of transport, and access to commuter rail services (where they exist) to the existing urban area.

6. Non-residential activities that are necessary to support and service residential neighbourhoods may generate adverse effects, out of keeping with the accepted amenity values and character of the residential environment.
7. Non-residential activities that are not generally an accepted part of the residential environment may create adverse effects, including a cumulative change in character and land use.
8. Development of infrastructure servicing urban development can have both positive and adverse effects on natural and physical resources, ecosystems, and amenity values (for example water bodies).

Chapter 5 of the Operative District Plan includes a single objective which has remained in place since the District Plan was made operative in 2011:

Objective Res1 – Residential Amenity Values and Character

To maintain and enhance the character and amenity values of Wairarapa’s residential areas, having due regard to the particular characteristics of each neighbourhood, and the need to provide for a diversity of residential lifestyles and non-residential services and activities.

Under this objective is set of policies which identify the single overall zone framework as well as specific management requirements (sub-zones) to maintain and enhance special character and amenity values of those residential areas with differing characters.

The objective is achieved through policy direction for a primarily regulatory approach with residential zone-specific permitted activity rules and standards. The rules permit residential activities and specific non-residential activities. Most non-residential activities are listed as either restricted discretionary, discretionary, or non-complying activity to be assessed through the resource consent process. Various permitted activity standards manage the nature and scale of development to maintain and enhance the character and amenity values of residential areas. Non-compliance with the standards in Section 5.5.2 requires resource consent for a restricted discretionary activity (Rule 5.4.4). In addition, there are permitted activity standards for specific areas, such as The Orchards Retirement Village Character Area.

The subdivision rules and minimum lot size for the residential zone are contained in Chapter 20. These rules and standards vary depending on where the site is located within the 10 sub-zones set out above, particularly across different character areas. Standard serviced residential lots have a minimum site size of 350m² in Masterton District (400m² in Masterton Coastal) and 400m² in Carterton and South Wairarapa Districts. The minimum lot size for Residential Unserviced lots across all districts is 1,000m².

3.2.1.2 State of the environment monitoring

From the data available, there were a total of 68 land use consents processed from 2010-2020 in the Carterton District Residential Zone. The data indicates most land use consents applied for in the Residential Zone were for relocating dwellings onto a residential site. There were also several boundary infringements, most often related to accessory buildings. There were also some non-residential activity applications, which included two show homes, a childcare centre, two multi-unit developments/retirement villages, a retail activity, a classroom block, one car and one motorcycle sales business, and a sign-writing business.

These resource consent processes are providing for a case-by-case assessment to determining the appropriateness of each proposal. It is suggested a detailed review of these resource consents is undertaken to identify any specific refinements to the Residential Zone rules and performance standards.

Regarding residential subdivision consents which provide an indication of demand for residential land and housing, data from Masterton Council identifies the number of residential subdivisions and lot development in 2017 and 2018:

- in 2017 there were 27 resource consents granted, creating 61 new residential lots within the Residential Zone; and
- in 2018 there were 44 resource consents granted, creating 453 new residential lots within the Residential Zone.

This represents a significant increase in new residential lots over the 12-month period to June 2018 and aligns with an increase in residential building consent numbers for Masterton (based on the number of residential building consents processed by Council).

The number of subdivisions and lots created from rural and residential subdivisions in Carterton District from 2010-2020 is shown in Table 1 below. Table 2 shows the number of subdivisions and lots created for residential, rural, and coastal areas in South Wairarapa from 2010 – 2020.

Subdivision applications are primarily for subdivision within residential and rural environments, with only a small number of commercial and industrial subdivision applications. The period 2016 – 2019 saw a noticeable increase in the total number of lots created, particularly for rural zones. Section 3.2.1.2 of the Rural Zones Section 32 Report provides additional context in relation to rural subdivision.

The majority of the applications sought are for allotments that generally align with the current controlled activity minimum lot sizes.

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3.2.1.3 Effectiveness of the Operative District Plan approach

While reviewing the Operative District Plan, it was found that Residential Zone provisions were generally effectively and efficiently achieving the objectives of the Operative District Plan. Residential and other compatible non-residential activities are generally operating efficiently and effectively, and adverse effects are being avoided, remedied, or mitigated.

However, some rules were causing some confusion for plan users, causing unintended effects, or could be more permissive or restrictive in response to community expectations for the zone. In addition, it was considered that the number of residential ‘sub-zones’ in the Operative District Plan could be rationalised.

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|--|---|
| Issue 1: Accommodating future population growth | <p>Previous growth estimates have underestimated the amount of population growth experienced by the Wairarapa, and this strong growth trend is expected to continue. Infrastructure servicing and capacity has been struggling to keep up with the pace of growth.</p> <p>Enabling growth and intensification of the Residential Zone, while ensuring adequate servicing capacity is in place, is necessary to accommodate anticipated population growth. This includes aligning the residential zones with the requirements of the NPS-UD and National Planning Standards.</p> |
| Issue 2: Refine rules that are causing issues with interpretation or implementation | <p>Clear and unambiguous rules are key for the Residential Zone as the Residential Zone affects a wider range of people as it applies to all residential properties. Ambiguity of interpretation or implementation creates unnecessary conflict and costs for both residents and Council officers.</p> |
| Issue 3: Enable compatible activities and limit inappropriate activities occurring in the Residential Zone | <p>Some inappropriate non-residential activities (often involving outdoor storage of goods and materials e.g., selling firewood) have been occurring in the Residential Zone, resulting in suboptimal outcomes for the functioning of the urban environment and the health, safety, wellbeing, and enjoyment of residents.</p> |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|--------------------------------|--|
| Proposed Porirua District Plan | <p>This Plan uses two residential zones – the General Residential and Medium Density Residential Zones. The Settlement Zone is located under the Rural Zones heading.</p> <p>For the General Residential Zone:</p> |

| | |
|--|--|
| | <ul style="list-style-type: none"> • Three objectives setting out the purpose of the zone, character and amenity values of the zone, and development constraints in a precinct. • Supporting policies that enable residential activities, allow small-scale minor residential units, provide for appropriate non-residential activities, limit inappropriate commercial activities, provide for multi-unit housing and retirement villages where appropriate, avoid incompatible non-residential activities, ensure buildings and structures are compatible with the zone, support non-residential activities with functional/operational requirements and benefits to locating in the zone, and ensuring safe public spaces. • Rules permitting buildings, structures, additions, alterations, fences and walls, construction, rainwater tanks, residential activities and units, minor residential units, home businesses, educational facilities and childcare services, papakāinga, sports and recreation facilities, supported residential care facilities, visitor accommodation, show homes, community gardens, subject to compliance with Permitted activity standards • Rules managing buildings and activities in overlays • Rules providing consent pathways for multi-unit housing, emergency service facilities, community facilities, retirement villages, healthcare activities, subject to matters of discretion • Rules limiting commercial activities and activities not otherwise listed • Rules discouraging industrial, rural, primary production, and hospital activities • Standards relating to height, height in relation to boundary, building coverage, road boundary setbacks, side and rear yard setbacks, outdoor living spaces, rainwater tanks, and fences and walls. <p>For the Settlement Zone:</p> <ul style="list-style-type: none"> • Three objectives setting out the purpose of the zone, character and amenity values of the zone, and maintenance and enhancement of water quality. • Supporting policies that enable appropriate activities and buildings, enable some home-based and commercial activities, manage and limit potentially inappropriate activities, and avoid inappropriate activities. • Rules permitting buildings, structures, additions, alterations, fences and walls, construction, rainwater tanks, residential activities and units, animal grazing, conservation activities, home businesses, visitor accommodation, educational facilities, commercial service activity, entertainment facilities, food and beverage activities, healthcare activities, offices, retail activities, papakāinga, subject to compliance with Permitted activity standards |
|--|--|

| | |
|--|---|
| | <ul style="list-style-type: none"> • Rules managing buildings and activities in overlays • Rule providing a consent pathway for emergency service facilities, subject to matters of discretion • Rules limiting community facilities, drive-through activities, primary production, pet boarding and breeding, and activities not otherwise listed • Rules discouraging industrial, intensive indoor primary production, hospitals, large format retail a, mining, quarrying, retirement villages, and rural industry activities • Standards relating to height, height in relation to boundary, building coverage, setbacks, on-site services, firefighting water supply and access, and fences and walls. |
| <p>Proposed New Plymouth District Plan</p> | <p>This Plan uses three residential zones – the Low Density, General Residential, and Medium Density Residential Zones. There is no Settlement Zone.</p> <p>For the General Residential Zone:</p> <ul style="list-style-type: none"> • Six objectives setting out the purpose of the zone, character and amenity values of the zone, limit incompatible non-residential activities, encourages a variety of housing types, well-designed living environments, acknowledges and protects neighbourhood values, and manages adverse effects on amenity. • Twelve supporting policies that allow compatible activities, manage potentially compatible activities, avoid incompatible activities, manage home businesses, encourage residential housing variety, allow residential development consistent with the zone, require management of effects consistent with the zone, require development is well-designed internally and in relation to public spaces, requirements for design of multi-unit developments, encourage living activities that are healthy, accessible, and sustainable, and activities do not compromise cultural, spiritual, or historic values. • Rules permitting residential activities, boarding houses, Māori purpose activities, up to two residential units per site, accessory buildings, home businesses, residential visitor accommodation, supported residential care, education facilities, medical and health services, and construction, demolition, removal, or relocation of a building subject to Permitted activity standards • Rules providing consent pathways for three or more residential units per site, retirement villages, childcare services, community facilities, emergency services facilities, subject to matters of discretion • Rules limiting general retail, supermarkets, entertainment and hospitality, visitor accommodation, business service, sport and recreation activities, and activities not otherwise listed |

| | |
|--|--|
| | <ul style="list-style-type: none">• Rules discouraging industrial, primary production, rural industry, commercial service, and large format retail activities.• Standards relating to height, height in relation to boundary, building coverage, setbacks, outdoor living spaces, outlook areas, landscaping and permeable surfaces, outdoor storage, and fences and walls. |
|--|--|

These plans were selected because:

- They have been subject to a recent plan review that has addressed similar issues relating to this topic; and
- The Councils are of a similar scale to the Wairarapa Districts and/or are confronting similar issues relating to this topic.

A summary of the key findings follows:

- There are large variations in the number and content of objectives and policies as they can be very tailored specifically for their community and environment
- Activity statuses for different activities in the General Residential Zone were relatively similar across Plans
- Bulk and location standards were also broadly similar across Plans
- Other tailored differences between Plans appear to have been teased out during the submissions and hearing processes to cater to community needs and expectations.

3.2.3 Advice received from Iwi

Section 32(4A) requires evaluation reports prepared in relation to a proposed plan to include a summary of:

- All advice received from iwi authorities concerning the proposal; and
- The response to that advice, including any proposed provisions intended to give effect to the advice.

Under Clause 4A of Schedule 1 of the RMA local authorities are also required to:

- Provide a copy of any draft policy statement or plan to any iwi authority previously consulted under clause 3 of Schedule 1 prior to notification;
- Allow adequate time and opportunity for those iwi authorities to consider the draft and to supply advice; and
- Have particular regard to any advice received before notifying the plan.

No specific advice has been received from Ngāti Kahungunu ki Wairarapa or Rangitāne o Wairarapa regarding this topic and the proposed provisions evaluated within this report.

3.2.4 Technical reports

An assessment prepared to inform the Wellington Regional Housing and Business Development Capacity Assessment 2023 (HBA) shows demand for business land will grow strongly across the Wellington-Horowhenua region over the next three decades, driven by population growth.¹

The report made the following observations:

- Masterton District:
 - Population growth: The Masterton District forecast projects population growth of 13,200 between 2022 and 2052.
 - Housing capacity: This assessment has identified sufficient housing capacity to meet demand over the short, medium, and long-term periods.
 - Business demand: There is highest demand for healthcare and industrial land in the Masterton District.
 - Business capacity: There is sufficient development capacity on business land to meet demand over the long term.
 - Infrastructure capacity: Remains an ongoing challenge, with long-term constraints on water supply capacity. The local road network, State Highway network, public transport, open space, and education have sufficient capacity to meet future demand.
- Carterton District:
 - Population growth: The Carterton District forecast projects population growth of 4,600 between 2022 and 2052.
 - Housing capacity: This assessment has identified sufficient housing capacity to meet demand over the short, medium, and long-term periods.
 - Business demand: There is highest demand for industrial land in the Carterton District.
 - Business capacity: There is sufficient development capacity on business land to meet demand over the long term.
 - Infrastructure capacity: Remains an ongoing challenge, with long-term constraints on water supply capacity. The local road network, State Highway network, public transport, open space, and education have sufficient capacity to meet future demand.
- South Wairarapa District:
 - Population growth: The South Wairarapa District forecast projects population growth of 4,600 between 2022 and 2052.

¹ Demand for business land in the Wellington-Horowhenua region: Assessing future needs, prepared for the Wellington Regional Leadership Committee Secretariat, 28 March 2023 by Sense Partners.

- Housing capacity: This assessment has identified sufficient housing capacity to meet demand over the short, medium, and long-term periods.
- Business demand: There is highest demand for retail and industrial land in the South Wairarapa District.
- Business capacity: There is sufficient development capacity on business land to meet demand over the long term.
- Infrastructure capacity: Remains an ongoing challenge, with long-term constraints on water supply capacity. The local road network, State Highway network, public transport, open space, and education have sufficient capacity to meet future demand.

3.2.5 Summary of the Draft District Plan approach to Residential Zones

The Residential Zones (General Residential Zone and Settlement Zone) are the two zones proposed in the Draft District Plan. The General Residential Zone covers the urban residential areas of Masterton, Carterton, Greytown, Featherston, and Martinborough, and its provisions align with the purpose, character, and amenity of a typical residential zone. The Settlement Zone covers residential areas in Castlepoint, Riversdale, Cape Palliser, Ngawi, Whatarangi, Lake Ferry, Whāngaimoana, and South Featherston, where there are limited or no reticulated water services for the townships.

The General Residential Zone also contains two precincts, the Medium Density Residential Precinct and the Low Density Residential Precinct. The Medium Density Residential Precinct indicates areas appropriate for residential intensification in central Masterton. The Low Density Residential Precinct seeks to protect heritage character and indicate where there are some servicing constraints to denser development in the residential areas of South Wairarapa towns (Greytown, Featherston, and Martinborough), and discrete parts of Masterton.

The provisions in the draft zone chapter were developed to ensure that land in the General Residential Zone is primarily used for residential purposes. It also allows for small-scale home businesses and residential visitor accommodation where the effects of these activities on residential character and amenity are small. The zone also allows for some clear consent pathways for complimentary activities, such as schools or community facilities that are often located in residential areas. Multi-unit housing is proposed as a Discretionary activity in the General Residential Zone, with a view that it is generally not anticipated in most residential areas in the Wairarapa and it is more appropriate in the Medium Density Residential Precinct (MDRP).

Uses that are sometimes appropriate in the zone, like commercial activities (i.e., small-scale retail such as dairies) can be considered on a case-by-case basis and as such attract a Discretionary activity status. Uses that are considered inappropriate in the zone, such as industrial activities, are discouraged through a non-complying activity

status. The activity statuses above are largely consistent with the Operative District Plan.

The zone chapters were drafted using an activity-based approach, rather than carrying over the effects-based approach from the Operative District Plan. The effects-based rules in the Operative Plan allow a wide range of activities to take place in the Residential Zone, as long as they meet the performance standards (relating to matters such as building height, setbacks, landscaping, and screening). As noted previously, the Operative District Plan approach has resulted in areas of residential land being used for non-residential purposes, some of which have not been desirable in the Residential Zone.

An activity-based approach provides more clarity and certainty around the types of activities that are considered appropriate in the zone and helps to ensure that the General Residential Zone is only used for residential activities, and other activities that are compatible with the purpose and functioning of residential areas.

Performance standards for matters that apply across multiple zones, such as noise, light and signs, have been removed from the zone chapter and will be addressed in specific district-wide topic chapters. This is consistent with the requirements of the National Planning Standards 2019.

3.2.6 Consultation

The following is a summary of the primary consultation undertaken in respect of this topic:

| Who | What | When | Relevant Issues Raised |
|-----------------------|----------------------------------|----------------|--|
| Kāinga Ora | Meeting and email correspondence | Oct – Nov 2021 | Supports residential intensification where enabled and appropriate, although acknowledges that only Masterton is subject to the NPS-UD requirements for Tier 3 authorities. Kainga Ora have indicated that its viewpoints on the District Plan will align with the submissions it has made on the District Plan processes of similarly sized councils. |
| Ministry of Education | Meeting and email correspondence | Nov 2021 | Confirmed no specific plans for new schools in the Wairarapa at this stage but considers it would be useful to allow a clear consent pathway for schools in the Residential Zones should the need arise (i.e., as a Restricted Discretionary activity). |

| Who | What | When | Relevant Issues Raised |
|-------------------------------------|--|----------------|--|
| Greater Wellington Regional Council | Meetings and email correspondence | 2021-2022 | Medium density residential provisions and spatial extent |
| Waka Kotahi NZ Transport Agency | Meetings and email correspondence | 2021-2022 | Engaged on several topics, but expressed no specific interest in Residential Zones |
| Public feedback on Draft Plan | Feedback on Draft Plan, through submissions and targeted discussions | Oct – Dec 2022 | Refer to summary below. |

Public consultation was undertaken on the Draft District Plan in October to December 2022.

A summary of specific feedback on this topic received during consultation on the Draft Plan is contained in Appendix 2, including how it has been responded to in the Proposed District Plan.

The key findings arising from the consultation undertaken on this topic are set out below.

Fifteen submissions referred to the new requirement for rainwater tanks with a minimum total capacity of 5,000L. Most submissions supported this requirement. Some submissions requested that the requirement be refined, e.g., amending the standard to scale the capacity required depending on the size of the site, dwelling, or climate of the area. There were other miscellaneous points on rainwater tanks related to requiring a larger minimum capacity and requesting further evidence for requiring rainwater tanks be provided.

The second key topic was minimum lot sizes. Submissions that referred to minimum lot sizes generally supported the proposed smaller lot sizes. However, half of the submissions referring to this topic sought that minimum lot sizes be decreased further or removed and replaced with other standards to achieve quality residential outcomes. Minimum lot sizes are discussed in the Section 32 report for the Subdivision chapter.

3.2.6.1 Feedback on the General Residential Zone

General feedback on the General Residential Zone chapter included:

- Objectives: Support for infrastructure provisions and further strengthening of these, support for protection of residential character and amenity values, and requests for modifications for specific activities (emergency facilities and retirement villages).

- Policies: Support for restricting development where there is insufficient infrastructure capacity, and strengthening infrastructure requirements, requests for modifications to the emphasis of certain policies, e.g., reducing the focus on character and amenity in favour of housing variety and residential character and amenity change over time, and signalling a shift to infill development, and requests for modifications for specific activities (emergency facilities and retirement villages).
- Rules: Requests for clearer articulation of infrastructure requirements for various activities, support for papakāinga, residential visitor accommodation, and home business activities being provided for in the General Residential Zone, requests that multi-unit residential activities of up to three dwellings attract a less restrictive activity status than multi-units with four or more dwellings in alignment with the spirit of the NPS-UD, request to reduce the permitted size of minor dwelling units, requests for notification restrictions on some activities, and requests for modifications for specific activities (emergency facilities, education facilities, and retirement villages).
- Standards: General support for the General Residential Zone standards, with minor adjustments requested from individual submitters such as a reduction in setbacks, variations to outdoor living area requirements, reduced height limit for residential character areas, increased height limits across the Districts, and introduction of infrastructure servicing standards and a building setback from rail lines, and requests for exceptions for specific activities (emergency facilities and retirement villages).

3.2.6.2 Feedback on the Medium Density Residential Precinct

Feedback on the Medium Density Residential Precinct was mixed, and included:

- Three submitters opposing a Medium Density Residential Precinct, citing costs, lack of infrastructure, lack of on-site car parking (resulting in effects on amenity, safety, and traffic), and amenity effects on neighbours (such as small lot sizes, overshadowing of buildings).
- Five submitters supporting the Medium Density Residential Precinct, citing the positive effects of infrastructure improvements in central Masterton, increased housing quality, more supply of affordable housing, and health, social, and environmental benefits from increased use of public and active transport modes.
- Three of the five submitters in support of the Medium Density Residential Precinct also requested that it be expanded to a wider area of Masterton and introduced in central areas of Carterton and Featherston. Other submitters questioned the methodology for identifying the current spatial extent of the Medium Density Residential Precinct in Masterton, and questioned whether the

Medium Density Residential Precinct was appropriate in areas that overlap with an identified flood hazard area.

- Submitters also suggested that the Medium Density Residential Zone go further in enabling residential intensification, with suggestions to lower or remove minimum lot sizes (three submitters), or amend standards (e.g. height, building setbacks) to allow for denser development.

3.2.6.3 Feedback on the Low Density Residential Precinct

Feedback on the Low Density Residential Precinct was also mixed, and included:

- Wairarapa-based submitters generally supported the Low Density Residential Precinct because it protects the character and amenity values of Greytown, Featherston, and Martinborough, which is valued by residents.
- Conversely, Kainga Ora questioned the spatial extent of the Low Density Residential Precinct, particularly as the population growth in Featherston and Greytown is projected to be significant, and the towns' locations near the rail line to Wellington.
- Requested refinements to control the scale of residential visitor accommodation and enabling retirement villages in the Low Density Residential Precinct.

3.2.6.4 Feedback on the Settlement Zone

Feedback on the Settlement Zone included:

- Rules: Requests to change (lessen) the scale of home-based activities to appropriate levels (i.e., residential visitor accommodation and home businesses), amend the rules for larger activities to restrict vehicle access onto State Highways, and allow for more residential units per site.
- Standards: Requests to introduce infrastructure servicing standards and a building setback from rail lines.
- Questioning whether the spatial extent should include Flat Point in Carterton District
- Requests for modifications and exceptions requested for specific activities (emergency service facilities, education facilities, and retirement villages).

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified several issues of a relatively discrete nature. Therefore a "partial review" of the residential zones was considered appropriate. The partial review was targeted to the matters identified in the scoping process outlined earlier in this report and aligning the provisions with the National Planning Standards.

The following key resource management issues have been identified:

| Issue | Comment |
|---|--|
| Issue 1: Future-proofing the residential zone for growth | It is necessary to future-proof the Residential Zone by enabling growth of residential areas and intensification in existing residential areas to accommodate anticipated population growth. Work to achieve this includes identifying which areas are more suited to intensification and growth and identifying areas where the existing residential character and amenity values need protection. This includes aligning the residential zones with the requirements of the NPS-UD and National Planning Standards. |
| Issue 2: Adjust activity statuses and standards to align with community needs and expectations for the zone | Further enabling activities in the Residential Zone that align with the zone's purpose (e.g., enable appropriate non-residential activities such as small-scale childcare, show homes) while further restricting inappropriate non-residential activities (often involve outdoor storage of goods and materials e.g., selling firewood) provides a safe and enjoyable living environment for Wairarapa's residents, which is key to the functioning of the urban environment and the health, safety, and wellbeing of its residents. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the residential zone provisions to determine the level of analysis required.

| | Low | Medium | High |
|---|-----|--------|------|
| Degree of change from the Operative District Plan | | ✓ | |
| Effects on matters of national importance | | ✓ | |
| Scale of effects - geographically | | ✓ | |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | | ✓ |
| Scale of effects on those with specific interests e.g. tangata whenua | | ✓ | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects | | | ✓ |

| | | | |
|--|---|--|--|
| addressed by other standards/commonly accepted best practice? | | | |
| Likelihood of increased costs or restrictions on individuals, communities, or businesses | ✓ | | |

In summary:

- The changes from the Operative District Plan are relatively discrete or minor for rules in the Residential Zones, with some larger changes to objectives and policies, and rationalisation of the number of Residential Zones
- There is no substantive intersection between the Residential Zones and potential effects on Section 6 matters
- The geographic scale of the Residential Zones covers all urban residential areas, but these areas are relatively small within the total land area of the Wairarapa and not significantly different from the Operative District Plan
- The provisions will affect all residentially zoned properties, thereby affecting a large section of the population
- Tangata whenua aspirations to live in Residential Zones in a way that is more consistent with cultural norms is recognised and provided for via papakāinga provisions
- There is national and regional direction relating to broad matters of policy including the functioning of urban environments, notably the NPS-UD and the Wellington Regional Policy Statement.
- While the changes to the Residential Zones are relatively discreet, the number of people potentially affected by the changes is large, resulting in a medium degree of increased costs or restrictions.

Overall, it is considered that the scale and significance of the proposal is medium.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 3.0 of this report.

5.0 Proposed provisions

5.1 National Planning Standards zoning

Based on the issues analysis in section 3.0 of this report and the National Planning Standards zone options the following zone framework has been selected in relation to this topic:

| Zone | Description |
|--|---|
| General Residential Zone | Areas used predominantly for residential activities with a mix of building types, and other compatible activities. |
| Settlement Zone | Areas used predominantly for a cluster of residential, commercial, light industrial and/or community activities that are located in rural areas or coastal environments. |
| Low Density and Medium Density Residential Precincts | A precinct spatially identifies and manages an area where additional place-based provisions apply to modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone(s). |

The General Residential Zone was selected because the zone description best fits the current residential areas of the Wairarapa, and sets out the intention of this zone. One zone with two precincts was chosen to limit the number of zones used, making the Plan easier to use. Precincts were chosen rather than using Low Density and Medium Density Residential Zones, as the general approach of the General Residential Zone still applies across these areas, but with some minor changes to apply specific place-based policies, rules, and standards.

The Settlement Zone was selected to apply to smaller residential areas in the Wairarapa's rural and coastal environments as it is consistent with the zone description in the National Planning Standards.

5.1.1 Application of zoning

The General Residential Zone has been applied to all residential areas of Masterton, Carterton, Greytown, Featherston, and Martinborough as identified in the Operative District Plan.

Areas that are currently outside the Operative Plan's residential zones that adjoin main centres and are residential in nature, have been incorporated into the General Residential Zone. Additional rural areas on the fringe of the main centres that are suitable for immediate greenfield development have been identified and incorporated into the General Residential Zone.

Areas suitable for medium density development in Masterton have been identified and the Medium Density Residential Precinct applied. All residential areas in South Wairarapa District and discrete parts of Masterton have had the Low Density

Residential Precinct applied to maintain the low density character values of these areas.

The Settlement Zone has been applied to the residential areas in the Wairarapa’s small townships as identified in the Operative District Plan, which are generally located in coastal or rural environments.

5.2 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the Residential Zones:

| | |
|--|--------------------------------------|
| CCR-01 | Climate change and resilience |
| The Wairarapa develops and functions in a way that strengthens resilience to climate change and mitigates the effects of climate change. | |
| CCR-03 | Resilience to natural hazards |
| The Wairarapa develops and functions in a way that does not increase risk and consequences of natural hazards. | |
| CCR-04 | Water resilience |
| Land use activities support and enhance water resilience, and adaptive management is encouraged. | |
| NE-04 | Coastal environment |
| The special qualities of the Wairarapa coastal environment are recognised and protected from inappropriate subdivision, use, and development. | |
| RE-03 | Highly productive land |
| Highly productive land is protected for use in land-based primary production, both now and for future generations. | |
| TW-03 | Use of Māori land |
| Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa can protect, develop, and use Māori land to undertake customary activities, and to support their social and economic aspirations. | |
| UFD-01 | Urban form of the Wairarapa |
| Wairarapa's urban form is a series of connected urban areas located along the main transport routes which each support a local community. | |
| UFD-02 | Urban growth |
| The Wairarapa's urban areas grow in a planned, efficient, and structured way to meet future needs in a responsive manner. | |
| UFD-03 | Urban land supply |
| There is sufficient development capacity to meet the Wairarapa's housing, commercial, industrial, and recreational needs. | |
| UFD-04 | Infrastructure capacity |
| Urban growth and development is integrated with the efficient provision, including the timing and funding, of infrastructure. | |

| | |
|--|------------------------------|
| UFD-05 | Vibrant town centres |
| The Wairarapa contains vibrant and viable town centres that are the location for shopping, leisure, cultural, entertainment, and social interaction experiences and provide for the community's employment and economic needs. | |
| UFD-06 | Commercial activities |
| Commercial activities located outside of town centres do not undermine the function and viability of the Wairarapa's town centres. | |
| INF-01 | Infrastructure |
| The benefits of infrastructure are recognised, while ensuring its adverse effects are well managed, and infrastructure is protected from incompatible land use, subdivision, and development, including reverse sensitivity effects. | |

Residential Zones span many matters of strategic importance. For the climate change and resilience objectives, Residential Zones can be resilient and mitigate climate change by being compact and well-designed, thereby reducing the need for private motor vehicles and lessening greenhouse gas emissions.

New residential areas and areas of intensification have been located to avoid areas subject to high risks from natural hazards, high coastal values and hazards, and highly productive land insofar as possible. Water resilience is encouraged by the introduction of the non-potable rainwater collection tanks standard in the Residential Zones. The Residential Zones are intended to provide flexibility to enable use of Māori land for customary activities and to support cultural aspirations. Residential Zone provisions seek to enable development only where it is compatible with existing and planned infrastructure.

Residential Zones also contribute to the Urban Form and Development strategic directions. Compact and well-designed residential areas contribute to a connected urban form, efficient and structured urban growth, adequate land supply for residential needs, and encourage commercial activities to locate in more appropriate locations (generally the commercial zone) to encourage the vibrancy, functionality, and vitality of town centres.

5.3 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

In summary, the proposed provisions include the following:

In the General Residential Zone -

- Definitions for:
 - Residential activities (National Planning Standards definition)
 - Residential units (National Planning Standards definition)

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- Minor residential units (National Planning Standards definition)
- Multi-unit housing
- Home business (National Planning Standards definition)
- Care facility activity
- Retirement villages (National Planning Standards definition)
- Residential visitor accommodation
- Visitor accommodation.
- Five objectives that address:
 - The purpose of the zone
 - Character and amenity values of the zone
 - Non-residential activities in the zone
 - Character and amenity values of the Low Density Residential Precinct
 - Character and amenity values of the Medium Density Residential Precinct.
- Eight policies that:
 - Enable a range of residential activities
 - Promote variety, innovation, and good design outcomes for residential development
 - Enable compatible non-residential activities in the zone
 - Provide for activities and structures that support the planned residential character in the zone
 - Maintain character and amenity values in the Low Density Residential Precinct
 - Provide for activities and structures that support the planned residential character in the Medium Density Residential Precinct
 - Avoid residential development where there is insufficient infrastructure capacity
 - Promote rainwater collection and use.
- A rule framework that manages land use and building and structure activities as follows:

| Activity | Proposed District Plan |
|---|---|
| | General Residential Zone |
| Buildings and structures including construction, additions, and alterations | P (s) RD where permitted standards are not complied with |
| Demolition and removal of buildings and structures | P |
| Relocatable buildings (excluding accessory buildings) | P (s) RD where permitted standards are not complied with |
| Residential activities | P (s) |

1254

| | |
|---|--|
| | RD in Medium Density Residential Precinct where permitted standards are not complied with D in General Residential Zone where permitted standards are not complied with NC in Low Density Residential Precinct where permitted standards are not complied with |
| Accessory buildings | P (s) RD where permitted standards are not complied with |
| Papakāinga | P (s) RD where permitted standards are not complied with |
| Residential visitor accommodation (excluding visitor accommodation) | P (s) RD where permitted standards are not complied with |
| Home business | P (s) RD where permitted standards are not complied with |
| Supported residential care facility | P (s) RD where permitted standards are not complied with |
| Minor residential unit | P (s) D where over 80m ² gross floor area or more than one minor residential unit per site NC where permitted standards are not complied with |
| Retirement village | RD in General Residential Zone and Medium Density Residential Precinct D in Low Density Residential Precinct |
| Community facility | RD |
| Educational facility | RD |
| Healthcare activity | RD |
| Commercial activities | D |
| Activities not otherwise listed in the chapter | D |
| Industrial activities | NC |
| Rural industry activities | NC |
| Primary production activities | NC |

P means permitted activity (no resource consent required)
P (s) means permitted activity subject to standards (no resource consent required)
RD means restricted discretionary activity (resource consent required)
D means discretionary activity (resource consent required)
NC means non-complying activity (resource consent required)

- Effects standards that address:
 - Maximum building height
 - Maximum building height in relation to boundary
 - Building setbacks
 - Accessory building and minor residential unit setbacks
 - Maximum fence height
 - Outdoor living space
 - Carparking areas
 - Rainwater collection and storage.
- Supporting Design Guides for:
 - Medium density residential development

In the Settlement Zone -

- Definitions for:
 - Residential activities (National Planning Standards definition)
 - Residential units (National Planning Standards definition)
 - Minor residential units (National Planning Standards definition)
 - Multi-unit housing
 - Home business (National Planning Standards definition)
 - Retirement villages (National Planning Standards definition)
 - Residential visitor accommodation
 - Visitor accommodation.
- Two objectives that address:
 - The purpose of the zone
 - The character and amenity values of the zone.
- Two policies that:
 - Enable appropriate and complementary activities in the zone
 - Maintain the character and amenity values of existing settlements.

1256

- A rule framework that manages land use and building and structure activities as follows:

| Activity | Proposed District Plan |
|---|---|
| | Settlement Zone |
| Buildings and structures including construction, additions, and alterations | P (s) RD where permitted standards are not complied with |
| Demolition and removal of buildings and structures | P |
| Relocatable buildings (excluding accessory buildings) | P (s) RD where permitted standards are not complied with |
| Residential activities | P (s) D where permitted standards are not complied with |
| Accessory buildings | P (s) RD where permitted standards are not complied with |
| Papakāinga | P (s) RD where permitted standards are not complied with |
| Residential visitor accommodation (excluding visitor accommodation) | P (s) RD where permitted standards are not complied with |
| Home business | P (s) RD where permitted standards are not complied with |
| Educational facility | P (s) RD where permitted standards are not complied with |
| Healthcare activity | P (s) RD where permitted standards are not complied with |
| Commercial activity | P (s) D where permitted standards are not complied with |
| Community facility | P (s) RD where permitted standards are not complied with |

| | |
|---|----|
| Minor residential unit | RD |
| Retirement village | D |
| Activities not otherwise listed in the chapter | D |
| Industrial activities | NC |
| Rural industry activities | NC |
| Primary production activities | NC |
| <p>P means permitted activity (no resource consent required)</p> <p>P (s) means permitted activity subject to standards (no resource consent required)</p> <p>RD means restricted discretionary activity (resource consent required)</p> <p>D means discretionary activity (resource consent required)</p> <p>NC means non-complying activity (resource consent required)</p> | |

- Effects standards that address:
 - Maximum building height
 - Maximum building height in relation to boundary
 - Building setbacks
 - Accessory building and minor residential unit setbacks
 - Maximum fence height
 - Outdoor living space
 - Scale of buildings
 - Carparking areas.

5.4 Other relevant objectives

Objectives in the district-wide chapters are generally relevant to the Residential Zones where the activities controlled by the district-wide chapters occur in residential areas. More specifically, the following objectives in the Subdivision and Financial Contributions chapter are also relevant:

- SUB-O1 Subdivision and development design
- SUB-O2 Servicing
- SUB-O3 Future development
- FC-O1 Infrastructure meets additional demand
- FC-O2 Servicing subdivision and development.

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the Residential Zones.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e., Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e., Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e., What is the extent of the regulatory impact imposed on individuals, businesses, or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e., Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives |
|--|
| <p>General Residential Zone:</p> <p>GRZ-O1: Purpose of the General Residential Zone</p> <p>The General Residential Zone primarily consists of residential activities that cater for a variety of housing needs that integrate with existing or planned reticulated infrastructure.</p> <p>GRZ-O2: Character and amenity values of the General Residential Zone</p> <p>The character and amenity values in the General Residential Zone, including the scale, form, and density of use and development, primarily consists of:</p> <ol style="list-style-type: none"> 1. a built form comprising a range of <i>residential unit</i> types and sizes, characterised by predominantly 1- to 2-storey buildings and openness around and between buildings; 2. landscaping and trees, especially on street frontages; |

3. a spacious living environment with high quality on-site residential amenity for residents and for adjoining sites and the street;
4. an urban environment that is visually attractive, safe, easy to navigate, and convenient to access; and
5. development that is highly compatible with existing special character and amenity values.

GRZ-03: Non-residential activities in the General Residential Zone

Non-residential activities in the General Residential Zone are limited to social infrastructure and small-scale activities that support the function of local communities and are compatible with the character and amenity values of the Zone.

GRZ-04: Character and amenity of the Low Density Residential Precinct

The Low Density Residential Precinct (LDRP):

1. primarily consists of low density *residential activities* and development in keeping with the existing neighbourhoods' character of predominantly 1- to 2-storey buildings and high levels of on-site amenity, privacy, and generous private outdoor living areas for residents, adjoining sites, and the street;
2. accommodates non-residential activities that support the function of local communities, where they are compatible with residential activities and in keeping with the existing character and amenity values of the LDRP; and
3. in Greytown and Martinborough, residential activities and development are in keeping with the existing residential character in the heritage precincts in the residential areas, and in keeping with the planned residential character for the Greytown Villas and The Orchards Retirement Village Character Areas.

GRZ-05: Planned character and amenity of the Medium Density Residential Precinct

The Medium Density Residential Precinct (MDRP):

1. primarily consists of *residential activities* in a range of *residential unit* types and sizes including semi-detached dwellings, townhouses, terraced houses, and low-rise apartments, at a higher density than is anticipated in the General Residential Zone;
2. *residential activities* and development are in keeping with the planned residential character of predominantly 2- and 3-storey buildings, in a variety of forms and surrounded by open space;
3. *residential activities* and development provide quality on-site residential amenity for residents, adjoining sites, and the street;
4. medium density development is primarily located within the MDRP; and
5. accommodates non-residential activities that support the function of local communities, where they are compatible with residential activities and in keeping with the planned character and amenity values of the MDRP.

Settlement Zone:

SETZ-01: Purpose of the Settlement Zone

The Settlement Zone predominantly provides larger sites for residential use and enables some community and small-scale commercial uses where they provide services to the local community.

SETZ-02: Character and amenity values of the Settlement Zone

Existing settlements are recognised and retain their existing character and amenity values.

| Alternatives considered | |
|--|--|
| <p>Status quo (Operative District Plan)</p> <p>5.3.1 Objective Res1 – Residential Amenity Values and Character</p> <p>To maintain and enhance the character and amenity values of Wairarapa’s residential areas, having due regard to the particular characteristics of each neighbourhood, and the need to provide for a diversity of residential lifestyles and non-residential services and activities.</p> <p>There is no Settlement Zone in the Operative District Plan. Areas proposed for inclusion in the Settlement Zone are part of the Residential Serviced Coastal (Masterton District) and Residential Unserviced sub-zones in the Operative District Plan. The above objective therefore also applies to Settlement Zones under the status quo.</p> | |
| Appropriateness to achieve the purpose of the RMA | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <p>Relevance: The objectives address the relevant resource management issues for the Wairarapa’s residential areas as outlined in Section 3.3. The objectives give effect to the National Planning Framework and to the direction of the National Policy Statement for Urban Development and the supporting Medium Density Residential Standards to the level commensurate with the level of demand expected in the Wairarapa while respecting the unique values that contribute to the quality and liveability of Wairarapa’s residential areas, including the values of smaller coastal and rural settlements.</p> <p>Usefulness: The objectives will guide decision making by clearly directing compatible and incompatible activities within both residential zones. The objectives are also clear in the outcomes sought, which are given effect to through supporting policies, rules, and standards.</p> <p>Reasonableness: The objectives will not place unjustifiable costs on the community, but rather will assist decision makers in providing for appropriate activities within the range of residential environments. The activities that are enabled and the requirement to manage outcomes aligns with the overall intent and purpose of the two zones. The objectives have been consulted on, including through the draft plan consultation and feedback has largely been supportive.</p> <p>Achievability: The Councils consider that the proposed objectives can be implemented within Councils’ powers, skills, and resources.</p> |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <p>Relevance: The objective only partially addresses the relevant resource management issues but fails to address incompatible activities, servicing and infrastructure, and has not resulted in a sufficient variety or supply of residential homes to meet the community’s needs. The status quo does not give effect to National Planning Standards or the direction of the National Policy Statement for Urban Development.</p> <p>Usefulness: The status quo provides some direction on the appropriate activities and management of effects on the character and amenity values of residential areas but fails to address other relevant matters such servicing and infrastructure, incompatible activities, and has not resulted in a sufficient range or supply of housing.</p> <p>Reasonableness: The existing Zone chapter has been in place a long time and are well understood by community and consenting staff.</p> <p>Achievability: The status quo is currently being implemented within Councils’ powers, skills, and resources.</p> |

Preferred option and reasons

The proposed objectives are the most appropriate means of achieving the purpose of the Act because:

- The proposed objectives address the relevant resource management issues.
- The proposed objectives are consistent with higher order planning direction, including the Regional Policy Statement, National Planning Standards and the direction of the National Policy Statement for Urban Development.
- Clearly identifying compatible and incompatible activities is consistent with best practice and gives clear direction to plan users and decision makers.
- The proposed objectives have been generally supported by the public through engagement undertaken, in particular the submissions received on the Draft District Plan.
- The proposed objectives help give effect to strategic objectives set out in Section 5.2.

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve objectives relating to the General Residential Zone and Settlement Zone

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

The other options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to the General Residential Zone and Settlement Zone are:

- Option 1: The proposed provisions of the General Residential Zone and Settlement Zone chapters
- Option 2: Retaining the status quo provisions of the Residential Zone in the Operative District Plan.

Objective GRZ-O1: Purpose of the General Residential Zone

The General Residential Zone primarily consists of residential activities that cater for a variety of housing needs that integrate with existing or planned reticulated infrastructure.

Objective GRZ-O2: Character and amenity values of the General Residential Zone

The character and amenity values in the General Residential Zone, including the scale, form, and density of use and development, primarily consists of:

1. a built form comprising a range of residential unit types and sizes, characterised by predominantly 1- to 2-storey buildings and openness around and between buildings;
2. landscaping and trees, especially on street frontages;
3. a spacious living environment with high quality on-site residential amenity for residents and for adjoining sites and the street;
4. an urban environment that is visually attractive, safe, easy to navigate, and convenient to access; and
5. development that is highly compatible with existing special character and amenity values.

Objective GRZ-O3: Non-residential activities in the Residential Zone

Non-residential activities in the General Residential Zone are limited to social infrastructure and small-scale activities that support the function of local communities and are compatible with the character and amenity values of the Zone.

Objective GRZ-O4: Character and amenity of the Low Density Residential Precinct

The Low Density Residential Precinct (LDRP):

1. primarily consists of low density *residential activities* and development in keeping with the existing neighbourhoods' character of predominantly 1- to 2-storey buildings and high levels of on-site amenity, privacy, and generous private outdoor living areas for residents, adjoining sites, and the street;
2. accommodates non-residential activities that support the function of local communities, where they are compatible with residential activities and in keeping with the existing character and amenity values of the LDRP; and
3. in Greytown and Martinborough, residential activities and development are in keeping with the existing residential character in the heritage precincts in the residential areas, and in keeping with the planned residential character for the Greytown Villas and The Orchards Retirement Village Character Areas.

Objective GRZ-O5: Planned character and amenity of the Medium Density Residential Precinct

The Medium Density Residential Precinct (MDRP):

1. primarily consists of residential activities in a range of residential unit types and sizes including semi-detached dwellings, townhouses, terraced houses, and low-rise apartments, at a higher density than is anticipated in the General Residential Zone;
2. residential activities and development are in keeping with the planned residential character of predominantly 2- and 3-storey buildings, in a variety of forms and surrounded by open space;
3. residential activities and development provide quality on-site residential amenity for residents, adjoining sites, and the street;
4. medium density development is primarily located within the MDRP; and
5. accommodates non-residential activities that support the function of local communities, where they are compatible with residential activities and in keeping with the planned character and amenity values of the MDRP.

Objective SETZ-O1: Purpose of the Settlement Zone

The Settlement Zone predominantly provides for larger sites for residential use and enables some community and small-scale commercial uses where they provide services to the local community.

Objective SETZ-O2: Character and amenity values of the Settlement Zone

Existing settlements are recognised and retain their existing character and amenity values.

| Option 1: Proposed approach (recommended) | Costs | Benefits |
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| <p><u>Enabling compatible activities and buildings in the General Residential Zone</u></p> <p>GRZ-P1, GRZ-P3, and GRZ-P4 enable a range of activities that are compatible with the role, function, character, and amenity of the GRZ. This is implemented through rules that:</p> <ul style="list-style-type: none"> • Enable construction, demolition, and relocation of buildings, accessory buildings, structures, additions, and alterations • Enable residential activities including papakāinga, residential visitor accommodation, and minor residential units • Enable activities ancillary to residential activities including home businesses • Enable activities that support the functioning of the zone and the needs of its residents including care facilities • Providing a consent pathway for development that requires management of environmental effects but are potentially compatible in the zone including multi-unit housing, retirement villages, community facilities, educational facilities, healthcare activities. <p><u>Encouraging good urban design to create a well-functioning residential environment in the General Residential Zone</u></p> | <p>Environmental</p> <ul style="list-style-type: none"> • Permitted activities have the potential to generate adverse effects on the character and amenity values where consent is not required from Council • The introduction of the Medium Density Residential Precinct will result in a gradual change in the density, character, and amenity of these areas • New development (particularly new greenfield development and areas enabling increased density e.g. Medium Density Residential Precinct) will result in increased pressure on infrastructure and servicing • There is the potential for relocated buildings to create adverse character and amenity effects since they are proposed to be a Permitted activity with less Council oversight and input. <p>Economic</p> <ul style="list-style-type: none"> • There will be increased short term costs to plan users and Council consenting teams as they build familiarity with the new provisions. • Loss of current permitted rights in a few locations, such as where the Low Density Residential Precinct is applied. | <p>Environmental</p> <ul style="list-style-type: none"> • The provisions do not significantly depart from the approach of the Operative District Plan, and therefore generally maintain the core characteristics and amenity values of existing residential areas, with residential activity remaining the predominant land use • Proposed Residential Precincts and Development Areas identified where the character and amenity values are planned to change or be maintained. • The proposed provisions are clear and provide certainty for community as to the future level of change or development it can expect. • The proposed standards and design guide will result in better quality housing layout and design. • Requiring rainwater tanks for non-potable uses will result in better water resilience by reducing demand on reticulated supply and providing some stormwater resilience. <p>Economic</p> <ul style="list-style-type: none"> • The provisions are generally more enabling and provide more certainty over what activities can occur and what outcomes need to be managed, |

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| <p>GRZ-P2 and GRZ-P4 encourage good urban design to create a well-functioning residential environment that prioritises the wellbeing of its people and communities by enabling them to meet their social, economic, and cultural needs. This is implemented through rules that require compliance with Permitted activity standards and building standards to ensure minimum outcomes are achieved. Design guides including the residential design guide provide information on how to achieve good outcomes.</p> <p><u>Managing non-residential activities and buildings in residential areas in the General Residential Zone</u></p> <p>GRZ-P3 discourages the establishment of non-residential activities that are not compatible with the role, function, character, and amenity of the General Residential Zone. This is implemented through rules that:</p> <ul style="list-style-type: none"> • Providing a consent pathway for land use activities and development that requires management of environmental effects but are potentially compatible in the zone including multi-unit housing, retirement villages, community facilities, educational facilities, healthcare activities • Limiting non-compatible activities in the zone including commercial | <ul style="list-style-type: none"> • Increased costs to developers and individuals building new residential units for installing rainwater tanks. <p>Social</p> <ul style="list-style-type: none"> • Some people may be affected or concerned about change in character or amenity value from more intensive development and non-residential activities. • Some non-residential activities are restricted and require resource consent. This may present a barrier to some community or other non-residential activities that support residential areas. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. | <p>resulting in less cost and uncertainty for landowners.</p> <ul style="list-style-type: none"> • Increased opportunities for a range of housing choices across the Wairarapa. • Residential development opportunities are planned in locations supported by existing or planned infrastructure and community facilities. • Meets the short-, medium- and long-term land capacity and supply for housing. • Relocated buildings as a Permitted activity reduces consent costs for this type of activity. <p>Social</p> <ul style="list-style-type: none"> • The provisions provide for a variety of residential activities and ancillary activities, or activities that support the overall functioning of the zones and the needs of its current and future residents. • This should result in subsequent social benefits and provide for thriving residential communities while maintaining the attributes that communities value about their residential environments. <p>Cultural</p> |
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| <p>activities and activities not otherwise listed in the chapter</p> <ul style="list-style-type: none"> Discouraging activities that would result in major reverse sensitivity effects in the zone including industrial, rural industry, and primary production activities. <p><u>Managing and protecting character and amenity values of existing residential areas in the General Residential Zone</u></p> <p>GRZ-P4 and GRZ-P5 protect the character and heritage values of the GRZ. This is implemented through rules that require compliance with Permitted activity standards and building standards to ensure minimum outcomes are achieved. Residential design guide provides information on how to achieve good outcomes.</p> <p><u>Providing for medium density development to accommodate anticipated population growth in the General Residential Zone</u></p> <p>GRZ-P6 enables a greater density of development and activities that are appropriate in the General Residential Zone to meet the community's needs, including housing, economic, and social needs. This is implemented through rules that provide consent pathways for denser development (GRZ-R4 and GRZ-R6) and supported by the Residential Design Guide.</p> | | <ul style="list-style-type: none"> There is specific provision for papakāinga within the residential zones which provides greater flexibility and opportunity for more housing options with different living arrangements. |
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| <p><u>Rainwater tanks</u></p> <p>GRZ-S8 requires 5,000L rainwater tanks for non-potable uses for new residential units in the General Residential Zone</p> <p><u>Relocating buildings</u></p> <p>GRZ-R3, GRZ-P9, and GRZ-S12 manage relocated buildings by setting out permitted standards and providing a framework for assessing consents where permitted standards are not met.</p> <p><u>Enabling compatible activities and buildings in the Settlement Zone</u></p> <p>SETZ-P1 enables a range of activities that are compatible with the role, function, character, and amenity of the Settlement Zone. This is implemented through rules that:</p> <ul style="list-style-type: none"> • Enable construction, demolition, and relocation of buildings, accessory buildings, structures, additions, and alterations • Enable residential activities including papakāinga and residential visitor accommodation • Enable activities ancillary to residential activities including home businesses • Enable activities that support the functioning of the zone and the needs | | |
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| <p>of its residents including educational facilities and small-scale healthcare, commercial, community facilities</p> <ul style="list-style-type: none">• Providing a consent pathway for development that requires management of environmental effects (generally servicing constraints) but are potentially compatible in the zone including minor residential units• Limiting non-compatible activities in the zone including retirement villages and activities not otherwise listed in the chapter• Discouraging activities that would result in major reverse sensitivity effects in the zone including industrial, rural industry, and primary production activities. <p><u>Managing and protecting character and amenity values of Settlement Zone areas</u></p> <p>SETZ-P2 protects the character and heritage values of the Settlement Zone. This is implemented through rules that require compliance with Permitted activity standards and building standards to ensure minimum outcomes are achieved. The Residential Design Guide also provides information on how to achieve good outcomes.</p> | | |
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| <p><u>Relocating buildings</u></p> <p>SETZ-R3, SETZ-P3, and SETZ-S12 manage relocated buildings by setting out permitted standards and providing a framework for assessing consents where permitted standards are not met.</p> | | |
| <p>Effectiveness and efficiency</p> | <p>The proposed provisions are the most effective method of meeting the objectives given they will provide increased economic and social benefits as outlined above while maintaining the values of residential areas and providing for the evolving needs of communities.</p> <p>The proposed provisions are the most efficient method of meeting the objectives given the benefits identified above. They will reduce costs associated with the existing provisions that were identified through consultation.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as these objectives have been extensively canvassed through community engagement, and there is a high degree of confidence that they reflect desired community outcomes.</p> | |
| <p>Overall evaluation</p> | <p>This option is the most appropriate way to achieve the preferred objectives, mostly because they are efficient in terms of reducing consenting costs for landowners, and effective in terms of sustainably managing resources.</p> <p>It is considered that this option will achieve the objectives in the Plan because:</p> <ul style="list-style-type: none"> • it enables development and land use in each Zone to be effectively managed, recognising its distinctive amenity and character, • the policies provide clear direction as to the intent, purpose, and character of the zones, • the rule framework reflects the amenity anticipated in the zones by controlling development through rule requirements and appropriately complements the subdivision provisions, | |

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| | <ul style="list-style-type: none"> the standards are aligned with the anticipated nature and scale of built development in the Zone, and the chapters and definitions align with the National Planning Standards and will allow appropriate activities to establish and operate in the zone. | |
| Option 2: Status Quo | Costs | Benefits |
| <p>Note: Policies and rules have been omitted from this analysis where they relate to noise, signs, and transport. These are being addressed by other topic-based Section 32 reports.</p> <p><u>Zoning of residential land</u></p> <p>Policy Res1(a) seeks to manage the Wairarapa’s residential areas under a single overall framework to provide for a wide range of lifestyles in a way that is consistent with and maintains and enhances acceptable levels of residential character and amenity values. Policies Res1(j) and (k) provide for different activities and standards in the Carterton Low Density Residential Character Area and The Orchards Retirement Village Character Area.</p> <p>In addition, the residential zone contains the following sub-zones:</p> <ul style="list-style-type: none"> Residential serviced (Masterton) Residential serviced (Carterton and South Wairarapa) | <p>Environmental</p> <ul style="list-style-type: none"> Like Option 1, permitted activities have the potential to generate adverse effects on the character and amenity values where consent is not required from Council New ad hoc development (particularly new greenfield development) will result in increased pressure on infrastructure and servicing <p>Economic</p> <ul style="list-style-type: none"> The provisions slightly more restrictive than the Option 1, and are marginally less certain regarding what activities can occur and what outcomes need to be managed There are somewhat fewer opportunities for a range of housing choices across the Wairarapa. Residential development opportunities will continue to occur in locations where they are not supported by | <p>Environmental</p> <ul style="list-style-type: none"> The provisions maintain the core characteristics and amenity values of existing residential areas, with residential activity remaining the predominant land use The proposed provisions are familiar and provide certainty for the community as to the future level of development it can expect. The proposed standards maintain the existing quality of housing layout and design. <p>Economic</p> <ul style="list-style-type: none"> As the provisions are familiar, there will be no time cost to users and Council consenting teams to build familiarity with new provisions. Current permitted rights are maintained <p>Social</p> <ul style="list-style-type: none"> Similar to Option 1, the provisions provide for a variety of residential activities and ancillary activities, or |

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| <ul style="list-style-type: none"> • Residential serviced coastal (Masterton) • Residential unserviced • Residential (Opaki and Chamberlain Road future development areas) • Residential serviced (Carterton low density residential character area) • Residential serviced (Carterton medium density residential character area) • Residential (Greytown villas character area) • Residential (Jellicoe residential character area) • Residential (Underhill character area). <p><u>Enabling land use and activities where performance standards are met</u></p> <p>Policies Res1(b) - (f) seek to enable residential and other compatible activities and ensure they are completed or managed in line with community expectations. This is implemented through rules that:</p> <ul style="list-style-type: none"> • Permit residential activities and buildings, homestays, papakāinga, residential businesses, reserves and recreation activities, healthcare activities, community amenity facilities, education and childcare facilities, temporary activities, and primary | <p>existing or planned infrastructure and community facilities.</p> <ul style="list-style-type: none"> • Does not meet the short-, medium- and long-term land capacity and supply for housing. <p>Social</p> <ul style="list-style-type: none"> • There are social effects from inappropriate land uses occurring in residential zones as identified during the review of the Operative District Plan provisions • Similar to Option 1, most non-residential activities require resource consent. This may present a barrier to some community or other non-residential activities that support residential areas. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. | <p>activities that support the overall functioning of the zones and the needs of its current and future residents.</p> <ul style="list-style-type: none"> • This should result in subsequent social benefits and provide for thriving residential communities while maintaining the attributes that communities value about their residential environments. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. |
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| <p>production activities in the Carterton low density residential character area where effects standards are met</p> <ul style="list-style-type: none"> • Provide for certain activities through exemptions to noise limits through Rule 4.5.2(f), including the following: bird scaring devices, frost protection devices, an established helicopter operation, and temporary activities associated with primary production. <p><u>Manage the effects of certain activities</u></p> <p>Policies Res1(g) – (i) seek to manage effects of activities undertaken within the residential environment to ensure residential character and amenity is maintained and effects do not adversely affect residents. This is implemented through rules that:</p> <ul style="list-style-type: none"> • Require consent as a controlled activity for relocating a building, retirement villages in the Greytown Villas and The Orchards Retirement Village Character Areas • Require consent as a restricted discretionary activity for any activities not meeting one or more of the standards for Permitted or Controlled activities • Require consent as a discretionary activity for any other activity including commercial and retail activities that are not Permitted, Controlled, Restricted | | |
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| <p>Discretionary, or a Non-complying activity</p> <ul style="list-style-type: none"> Require consent as a non-complying activity for activities listed in the schedule of primary industry, or residential developments in The Orchards Retirement Village Character area that does not comply with the Controlled activity rule. | | |
| <p>Effectiveness and efficiency</p> | <p>The proposed provisions are not the most effective method of meeting the objectives given they have resulted in environmental, economic, social, and cultural effects as outlined above.</p> <p>The proposed provisions are not the most efficient method of meeting the objectives given the costs identified above. They have resulted in regulatory uncertainty and some unnecessary consenting costs, with associated economic costs.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to assess the status quo provisions as they have been in place for a long time, their adequacy has been extensively canvassed through community engagement.</p> | |
| <p>Overall evaluation</p> | <p>This option is not the most appropriate way to achieve the preferred objectives, mostly because they are inefficient in terms of incurring unnecessary consenting costs and regulatory uncertainty, they are also ineffective in terms of providing for social and economic wellbeing.</p> | |

8.0 Conclusion

This evaluation has been undertaken in accordance with Section 32 of the RMA to identify the need, benefits and costs, and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means of achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives and policies provide direction and certainty to plan users on the outcomes expected for the residential zones and precincts
- The provisions provide for the efficient and effective use and development of residential areas while protecting the values that make the Wairarapa's residential areas unique, and enabling people to provide for their needs and wellbeing
- Rules provide certainty to community about the type and scale of activities that can occur as permitted activities and requiring certain standards to be met
- Activities requiring resource consent are limited to those that breach the Permitted standards and/or have potential for adverse effects on the environment, which enables a case-by-case assessment.
- The objective and policies give effect to the National Planning Standards and align with the direction of the National Policy Statement for Urban Development, and are aligned with best practice in other second generation plans throughout New Zealand.

Appendix 1: Feedback on Draft District Plan

Summary of feedback on Residential Zones

| Section / Topic | Submitter | Feedback Received | Commentary |
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| Low Density Residential Precinct | Individual | Add more controls for visitor accommodation in the LDRP (e.g. limit number of days per year) | No change - Consider that visitor accommodation rules in the ODP currently working well, no evidence to change approach. |
| | Government | Question inclusion of Greytown and Martinborough in the LDRP given expected growth | No change – LDRP best aligns with the South Wairarapa Structure Plan. |
| | Corporate | Change activity status of retirement villages from D to RD to match the GRZ | No change – difference in activity status between GRZ and LDRP is meant to signal this activity is less appropriate in this precinct. |
| | Planning consultancy | Support LDRP for Greytown and Martinborough | Noted |
| | Local interest group | Support LDRP for Greytown | Noted |
| Medium Density Residential Precinct | Individual | Oppose MDRP | No change |
| | Individual | Create MDRP in Carterton and Featherston | No change Carterton - adding the MDRP was considered to introduce an additional level of complexity to the residential rules when the Draft District Plan is intended to consolidate and simplify existing zoning rules. Featherston master planning process is still ongoing, premature to rezone at this stage. |
| | Individual | Refine scope for MDRP – opposes using set distance from train station and centres as threshold for where additional density can occur | No change – proximity to services and amenities key to enabling intensification. |
| | Individual | Support MDRP | Noted |

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| | Individual | Extend MDRP in Masterton | No change – Strikes the right balance, trade-off between proximity to services and transport routes versus servicing and hazard constraints. |
| | Local interest group | Oppose 3-unit developments up to 3 stories in MDRP | No change – three stories is not inconsistent with the maximum building height under the Operative District Plan. |
| | Individual | Oppose MDRP | No change |
| | Regional Council | Supports MDRP in Masterton but seeks parts of Carterton and Featherston also have areas of MDRP where areas meet Policy 31(c) of RPS Plan Change 1 | <p>No change – Plan change 1 is still in the early stages of hearings, subject to change and refinement.</p> <p>No change – for Carterton adding the MDRP was considered to introduce an additional level of complexity to the residential rules when the Draft District Plan is intended to consolidate and simplify existing zoning rules.</p> <p>No change - Featherston master planning process is still ongoing, premature to rezone at this stage.</p> |
| | Local interest group | Concerns with lack of car parking requirements (people with mobility needs, noise of traffic, working on cars on the roadside, Council taking on traffic management role) | No change – car parking requirements have only been removed where required by the NPS-UD, car parking requirements otherwise retained. |
| | Government | <p>Remove MDRP and create new standalone Medium Density Residential Zone (MRZ) that incorporates national Medium Density Residential Standards (MDRS)</p> <p>Remove minimum density standards in proposed MRZ and introduce minimum shape factor</p> <p>Apply MRZ to 400m walkable catchment of Masterton metro centre</p> <p>Apply MRZ to 200-400m walkable catchment of Carterton town centre</p> | <p>No change – Standards are mostly the same across the zone, therefore is more consistent with a precinct rather than a separate zone.</p> <p>No change – Removing density standards and instead introducing shape factors adds complexity to the Plan that makes it difficult for users to understand and for Council staff to assist with public enquiries when there is no need under the NPS-UD, MDRS, or need based on expected demand.</p> <p>No change – No evidence to support alternative walkable catchment being used.</p> <p>No change – As above, adding MDRP to Carterton adds complexity for little benefit.</p> |

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| | Local interest group | Opposes MDRP, single-storey more appropriate (cost to ratepayers from infrastructure improvements, MDRS unlikely to produce affordable homes, effects of density on neighbours, lack of onsite carparking and associated effects) | No change – Operative District Plan enables 2-3 stories, financial contributions designed to offset cost to ratepayers, full suite of MDRS rules not applied and no evidence that it will not create affordable homes, increased density and associated change in character over time is an expected outcome, car parking only removed where required by NPS-UD. |
| | Individual | Refine extent of MDRP (include areas around Kuripuni village, Upper Plain shops, Lansdown shops, reduce area around CBD due to flood hazard) | No change – No evidence to support alternative walkable catchment being used. |
| | Individual | Supports MDRP in Masterton | Noted |
| | Planning consultancy | Support MDRP and consent pathway for multi-unit developments | Noted |
| GRZ Objectives | National interest group | Support GRZ-O1 Amend GRZ-O3 to also enable emergency service facilities Add new objective that promotes provisions of infrastructure in GRZ | Noted GRZ-O3 amended to enable “social infrastructure” to cover multiple potential supporting activities or uses that may be compatible in the zone, not just emergency service facilities. No change – infrastructure requirements better located in SUB chapter, otherwise the servicing standards in the zone applies and Council engineering standards ensure this. |
| | Local interest group | Support GRZ-O2 Support GRZ-O4 as it applies to Greytown Support no MDRP in Greytown | Noted |
| | Corporate | Amend GRZ-O2 or create new objective to specifically enable retirement villages | No change – GRZ-O2 does not preclude retirement villages. Also enabled through GRZ-P4(6). No other activities specifically enabled in this way, would create inconsistency. |
| | Government | Amend GRZ-O1 to provide for “additional infrastructure”, enabling educational activities | No change to GRZ-O1, but GRZ-O3 amended to enable “social infrastructure” for earlier submission point also feasibly covers this request. |

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| GRZ Policies | Individual | Amend GRZ-P8 to also require urban and industrial zones to provide stormwater catchment and rainfall collection | No change, out of scope - GRZ-P8 only applies to residential zones, not industrial or commercial. |
| | National interest group | Supports GRZ-P3 Supports GRZ-P7 Add new policy to ensure all development is appropriately serviced including wastewater, stormwater, water supply, and sufficient capacity for firefighting purposes | No change – infrastructure requirements better located in SUB chapter, otherwise the servicing standards in the zone applies and Council engineering standards ensure this. |
| | Regional Council | Reconsider emphasis on character in policies GRZ-P1, GRZ-P2, and GRZ-P3 to consider benefits of housing variety, amenity change over time Change emphasis on spacious settings in GRZ-P4 and GRZ-P5 to signal shift towards infill development Add additional policy direction in GRZ-P7 to include infrastructure other than reticulated infrastructure Support requirement for rainwater tanks, suggest complementary measures (water metering, low-flow devices, approved alternative waterless wastewater systems) | Agree – minor wording change to GRZ-P6, consider wording in GRZ-P1 and GRZ-P2 already appropriate (contains “range”, “variety of housing types”). No change - this is not intended in GRZ-P4 in the LDRP. Consider necessary wording is already included in GRZ-P6. Agree – minor wording changes made to GRZ-P7. Rainwater tanks – see full commentary later in this table. |
| | Local interest group | Supports LDRP for Greytown, add mandatory heritage design guide | Agree in part – design guidelines are being developed to support the plan (non-statutory), includes heritage guidance. |
| | Corporate | Recognise characteristics and requirements of retirement villages in policies | No change – already covered sufficiently under GRZ-P2. |
| | Government | Amend GRZ-P3 to specifically enable education facilities | No change - already provided for under GRZ-P3(3). |
| GRZ Rules | National interest group | Amend GRZ-R1, GRZ-R5, GRZ-R9, GRZ-R11, GRZ-R12 to include new Permitted | Agree in part – added standard in SUB and amend water supply standards in zone chapters relating to firefighting water supply. |

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| | | <p>activity standard for firefighting water supply</p> <p>Amend GRZ-R13 and GRZ-R15 to add matter of discretion for adequate three waters infrastructure</p> <p>Add new rule for emergency service facilities being Permitted in the zone</p> | <p>Agree – Infrastructure requirements is a matter of discretion.</p> <p>Agree in part – added specific rule as a Discretionary activity, Permitted status not considered appropriate for a residential zone.</p> |
| | Regional Council | Support provision for papakāinga in the residential zones | Noted |
| | Local interest group | <p>Supports GRZ-R8(b)</p> <p>Opposes GRZ-R10, reduce unit size to 45m² or less</p> | No change – current rule consistent with available minor unit sizes and contributes to addressing housing shortage. |
| | Government | <p>Amend GRZ-R11 to refer to “four or more” residential units, as multi-unit housing is not defined to align with MDRS standards and should be made an RD activity</p> <p>Make RD activities non-notified (including breach of GRZ standards)</p> <p>Make breach of all GRZ standards RD activities, subject to matters of discretion and assessment criteria</p> | <p>Agree in part – Servicing constraints means that Council will need to assess any application for multi-unit development, but changed to RD activity in the MDRP under GRZ-R4.</p> <p>No change – Not considered appropriate at this stage.</p> <p>No change - Draft Plan already does this for GRZ standards with limited exceptions where considered appropriate.</p> |
| | Corporate | <p>Split retirement village activities as a Permitted activity, construction of retirement villages as RD activity</p> <p>Amend GRZ-R12 to refine and minimise matters of discretion for retirement villages</p> <p>Amend GRZ-R12 to preclude public notification, and preclude limited notification where relevant standards are complied with</p> | <p>No change –introduces complexity for plan users for little benefit.</p> <p>No change – consider the matters requested to be amended or deleted are not duplications or irrelevant.</p> <p>No change – retirement villages can have public scale effects, and they are more intensive than typical residential activities and may therefore have effects on neighbouring properties even where GRZ standards are complied with.</p> |
| | Local government | Amend GRZ-R14 to add servicing and infrastructure to matters of discretion | No change – Services and infrastructure (other than traffic considerations as already listed) generally not a concern for educational facilities as they don't |

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| | | | generally result in need for increased capacity. |
| | Corporate | Supports Discretionary activity status for retail activities in GRZ | Noted |
| | Individual | Amend matters of discretion for multi-unit developments to be less restrictive | No change – matters of discretion are not more or less restrictive, but set out relevant matters for consideration. All matters listed are considered relevant for multi-unit developments. |
| | Government | Amend GRZ-R14 matters of discretion to be directly relevant to the activity | No change – consider the matters of discretion as drafted are relevant to the activity, and are consistent with the matters of discretion as drafted for other comparable rules for consistency. |
| GRZ Standards | Individual | Support GRZ-S6 ground floor unit outdoor living space requirements | Noted |
| | Individual | Amend GRZ-S6 and GRZ-S8 to replace fixed numbers with a proportional scale Introduce site coverage rule | No change – fixed numbers provides minimum requirement, easy for plan users to understand and comply with. People can go further if they wish. No change – site coverage rule not required as other standards (e.g. setbacks) effectively manage maximum site coverage. |
| | Individual | Remove minimum car parking requirements Reduce front and side setbacks in the residential zone | No change – Removed for Masterton as a Tier 3 authority under the NPS-UD, not required for Carterton and South Wairarapa. No change – setbacks considered appropriate for nature of Wairarapa towns. |
| | National interest group | Amend GRZ-S1 and GRZ-S2 to exempt fire hose drying towers Amend GRZ-S5 to require fences to not obscure emergency or safety signage or obstruct access to emergency panels, hydrants, shut-off valves, or other emergency response facilities Add advice note to GRZ-S6 to note compliance required with the Building Code which | No change – understand that these towers are no longer installed, existing towers are exempt under existing use. Amended No change – Unnecessary duplication of Building Code. Amended |

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| | | <p>requires provision for firefighter access and egress from buildings</p> <p>Add new standard to require land use activities to be provided with sufficient firefighting water supply</p> | |
| | Local interest group | <p>Amend GRZ-S1 to a two-storey height limit for Greytown</p> <p>Amend GRZ-S6 to make outdoor living spaces bigger</p> <p>Amend GRZ-S6 to provide standard for sunlight in living rooms and outdoor spaces, include requirements for useability and amenity of space, outdoor space should exclude plant/equipment e.g. heat pump units, service areas should not be visible from the street</p> <p>Amend GRZ-S7 to require car parking to not be visible from the street in Historic Heritage Precinct</p> | <p>No change – current height limit is from Operative District Plan, no reason to reduce further.</p> <p>No change – minimums only, can provide more.</p> <p>Sunlight access is covered by the height-in-relation-to-boundary standard, useability and amenity of space is already covered by outdoor living spaces needing to be free of parking, manoeuvring, and service areas for example.</p> <p>No change – current rules are from Operative District Plan, no evidence base to require change. Design guides will provide non-statutory guidance in these areas.</p> |
| | Government | <p>Introduce building coverage standard</p> <p>Amend GRZ-S1 to have a height limit of 11m</p> <p>Amend and consolidate setback rules GRZ-S3 and GRZ-S4</p> | <p>No change – as above, considered that other standards adequately control this.</p> <p>No change – current height is working well, no reason to change as MDRS does not apply to Wairarapa towns.</p> <p>No change – merging makes one long and potentially confusing standard, and disagree with reducing all setbacks to 1.5m – as above, current setbacks are working well and no requirement to change.</p> |
| | State owned enterprise | <p>Add 5m setback from rail corridor</p> | <p>No change – no safety or noise evidence base provided to demonstrate benefits of requiring this, infringes on private properties, other tools (e.g. designation) available.</p> |
| | Corporate | <p>Exempt retirement villages from outdoor living, car parking areas, and rainwater collection and storage standards</p> | <p>No change – Applicable to multi-unit developments, no reason why it would not also be applicable to retirement villages.</p> |

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| | Local government | Amend standards to require: <ul style="list-style-type: none"> • Compliance with water standard levels of service for all three waters connections • Hydraulic neutrality for urban zones or some form of stormwater management requirements for new developments | No change – Council’s engineering standards apply to water connections and levels of service. Hydraulic neutrality less applicable in Wairarapa context due to less density compared to other districts in the Wellington region, more capacity for soakage. |
| | Individual | Supports GRZ-S3 | Noted |
| SETZ Objectives | National interest group | Amend SETZ-O1 to enable activities with operational and functional need to locate in the area Add new objective promoting provision of infrastructure | SETZ-O1 amended to enable “social infrastructure” to cover multiple potential supporting activities or uses that may be compatible in the zone, not just emergency service facilities, aligns with amendments to GRZ-O3. No change – infrastructure requirements better located in SUB chapter, otherwise the servicing standard in zones applies and Council engineering standards ensure this. |
| | Government | Amend SETZ-O1 to enable educational facilities | Partially agree, amended to enable “community uses”. |
| SETZ Policies | National interest group | Amend GRZ-R13 and GRZ-R15 to add matter of discretion for adequate three waters infrastructure Add new rule for emergency service facilities being Permitted in the zone | Agree – infrastructure requirements is a matter of discretion. Agree in part – added specific rule as a Discretionary activity, Permitted status not considered appropriate for a residential zone. |
| | Government | Amend to provide for educational facilities in the Settlement Zone | Amended |
| SETZ Rules | National interest group | Amend SETZ-R1, SETZ-R5, SETZ-R6, SETZ-R7, SETZ-R8. SETZ-R9, SETZ-R10, SETZ-R11, and SETZ-R12 be subject to new standard SETZ-SX Firefighting Water Supply, and subsequently as a matter of discretion where the permitted standard is not met | Agree in part – New standard drafted to accommodate this request. Amended |
| | | Amend SETZ-R3 to require firefighting water supply and access considerations | Agree in part – added specific rule as a Discretionary activity, Permitted status not considered appropriate for a residential zone. |

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| | | <p>Amend SETZ-R13 to require compliance with above firefighting water supply standard</p> <p>Add new rule for emergency service facilities being Permitted in the zone</p> | |
| | Crown entity | <p>Amend SETZ-R4 to increase number of dwellings permitted per property</p> <p>Amend SETZ-R7 to include permitted activity thresholds</p> <p>Amend SETZ-R8 to include standards for scale, number of employees, traffic effects</p> <p>Amend SETZ- R9, SETZ-R10, SETZ-R11, SETZ-R12 for wording consistency, and considers that sites with access from or near SHs should be excluded as a permitted activity</p> <p>Support Discretionary activity status for retirement villages and NC for industrial, rural industry, and primary production activities</p> | <p>No change – SETZ character is low density.</p> <p>No change – no evidence base to suggest current approach to visitor accommodation is creating problems.</p> <p>No change – home based businesses required to offset less employment opportunities in SETZ areas.</p> <p>No change – only SH59 skirts north of the South Featherston SETZ area, and the existing school is already located off South Featherston Road. No other state highways going through SETZ areas, not relevant.</p> <p>Noted</p> |
| | Government | <p>Amend SETZ-R9 matters of discretion to be directly relevant to the activity</p> | <p>No change – consider the matters of discretion as drafted are relevant to the activity, and are consistent with the matters of discretion as drafted for other comparable rules for consistency.</p> |
| SETZ Standards | National interest group | <p>Amend SETZ-S1 and SETZ-S2 to exempt fire hose drying towers</p> <p>Amend SETZ-S5 to require fences to not obscure emergency or safety signage or obstruct access to emergency panels, hydrants, shut-off valves, or other emergency response facilities</p> <p>Add advice note to SETZ-S6 to note compliance required with the Building Code which requires provision for firefighter access and egress from buildings</p> | <p>No change – understand that these towers are no longer installed, existing towers are exempt under existing use.</p> <p>Amended</p> <p>No change – Unnecessary duplication of Building Code.</p> <p>No change – understand there isn't any current need or plans for new facilities, existing facilities covered under existing use rights.</p> <p>Amended</p> |

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| | | <p>Amend SETZ-S7 to exempt emergency service facilities</p> <p>Add new standard to require land use activities to be provided with sufficient firefighting water supply</p> | |
| | Individual | <p>Supports SETZ-R8 requiring no more than 5 contiguous car parks</p> <p>Amend SETZ-S7 to require larger setbacks for taller residential buildings</p> | <p>Noted</p> <p>No change – height in relation to boundary rules effectively accomplishes this.</p> |
| | Individual | Remove minimum car parking requirements | No change – Removed for Masterton as a Tier 3 authority under the NPS-UD, not required for Carterton and South Wairarapa. |
| | State owned enterprise | Add 5m setback from rail corridor | No change – no safety or noise evidence base provided to demonstrate benefits of requiring this, infringes on private properties, other tools (e.g. designation) available. |
| | Local government | <p>Amend standards to require:</p> <ul style="list-style-type: none"> Compliance with water standard levels of service for all three waters connections Hydraulic neutrality for urban zones or some form of stormwater management requirements for new developments | No change – Council’s engineering standards apply to water connections and levels of service. Hydraulic neutrality less applicable in Wairarapa context due to less density compared to other districts in the Wellington region, more capacity for soakage. |
| Rainwater tanks | Individual | Require in-ground with 12,000L capacity | No change |
| | Individual | Consider rebates for ratepayers who retrofit rainwater harvesting capacity | The drivers for including rainwater tank requirements was twofold: |
| | Individual | Amend 5,000L requirement to reflect size of sections/likely length of dry summer periods in various localities | <ul style="list-style-type: none"> Demand on the reticulated water supply within urban areas is high, particularly in the summer months. Climate change is expected to further exacerbate water supply and demand issues. Rainwater tanks can provide relief to the reticulated/potable water supply at times of peak demand, by providing a non-potable source of water for certain uses. |
| | Individual | Suggestion "that new builds include water catchment from roofs" | |
| | Individual | Support | |

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| | Individual | Support | <ul style="list-style-type: none"> Retention and use of rainwater is beneficial as it reduces the amount of stormwater entering the stormwater network in urban areas during rainfall events. <p>Researching the approaches of other Councils and advice from Wellington Water, rainwater tanks are part of a 'package' of measures to reduce demand for water and managing stormwater. The Wairarapa Water Resilience Strategy directs a range of measures which includes various water storage options, including rainwater harvesting, bulk or community storage, and rural stormwater collection. The District Plan Review and draft District Plan provide an opportunity to implement the regulatory measures, such as a requirement for rainwater tanks. However, there is a risk that introducing this requirement may not be effective or efficient in the absence of implementing other complementary measures. In addition, the costs of requiring rainwater tanks may have limited benefits without these other measures. Therefore, it was recommended that a requirement for rainwater tanks is introduced for all new residential units in residential zones be included in the draft plan to 'test' this approach and seek community feedback, which then help inform a further evaluation of the benefits and costs of this requirements.</p> <p>In response to submissions seeking that the rainwater tank capacity be increased, it is noted that the proposed minimum rainwater tank capacity of 5,000L is a minimum only. Given the range of site sizes in the residential zones, it is important that small sites can also feasibly accommodate the required rainwater tanks. Individuals can choose to install a bigger tank if desired.</p> <p>Regarding the submissions seeking the requirements be expanded beyond requiring rainwater tanks to further improve water resilience, better manage stormwater, and move towards hydraulic neutrality, it is considered that expanding the</p> |
| | Individual | Support | |
| | Individual | Support | |
| | Local interest group | Requested more discussion on merits, whether it is cheaper to expand Council water storage facilities | |
| | Local government | Support, but suggests including other measures to improve water resilience and reduce water demand | |
| | Regional Council | Support, but suggests including other measures to improve water resilience and reduce water demand | |
| | Individual | Increase minimum size requirement | |
| | Individual | Support | |
| | Local interest group | <p>Extend to require rainwater tanks be installed for existing properties when any consent work is undertaken</p> <p>Increase minimum size requirement</p> <p>Require tanks to not be seen from the road in the heritage precinct</p> | |
| | Individual | Amend standard to increase based on property or roof size | |
| Individual | Increase minimum size requirement | | |

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| | | | <p>proposed rainwater tank provisions is not the most effective path to achieve these outcomes in the Wairarapa. Compared to Wellington for example where these principles are coming to the fore in regional legislation and guidance documents, Wairarapa has significantly less impermeable surface area and therefore relies more on ground soakage to manage stormwater rather than engineered solutions. Better approaches to managing stormwater in the Wairarapa include imposing bespoke consent conditions on developments, as it allows for case-by-case consideration of managing stormwater effects. Planners and engineers in the Wairarapa councils are already imposing these conditions on consents as and when required.</p> <p>While increasing the size or introducing scale for sizing rainwater tanks would result in more non-potable water being available, there is little evidence to suggest that these measures alone would result in improved water resilience overall. As advised by Wellington Water, rainwater tanks improve water resilience most effectively when used in conjunction with the other measures proposed above. In addition, these other options would not fully implement water resilience and hydraulic neutrality measures recommended by Wellington Water's guidance, or the principles and outcomes sought by Wellington Regional Proposed Plan Change 1.</p> |
| <p>Minimum lot sizes</p> | <p>Individual</p> | <p>Support</p> | <p>Noted</p> <p>The main theme on submissions addressing minimum lot sizes was further reducing the minimum lot size of the GRZ, and/or removing minimum lot sizes entirely and relying on performance standards to achieve minimum requirements and good design outcomes.</p> <p>Reducing or removing minimum lot sizes in favour of standards adds level of complexity to subdivision applications. For example, a substantive amount of work would</p> |
| | <p>Individual</p> | <p>Remove minimum lot sizes</p> | |
| | <p>Individual</p> | <p>Reduce minimum lot size in GRZ further</p> | |
| | <p>Government</p> | <p>Remove minimum lot sizes, replace with development standards reflecting desired built form outcomes that Council is seeking to manage</p> | |
| | <p>Individual</p> | <p>Increase minimum lot sizes</p> | |

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| | | | likely be needed to develop a design guide or review the GRZ standards to ensure good design outcomes are achieved. Reducing or removing minimum lot sizes would also increase anticipated demand on Council's reticulated infrastructure, which would be to an unknown extent if minimum lot sizes were removed entirely, creating issues for planning and servicing urban development. In addition, if minimum lot sizes were removed, Council officers would not be able to advise the community with a straight answer about whether they could subdivide their sites. |
| GRZ miscellaneous | Individual | Add policy to allocate land/funds to social housing as town grows | No change – out of scope |
| | Individual | Change “Papakāinga” to “Papakāinga and other forms of collective housing” | Already a consent pathway for this under residential units |
| | Individual | Add support for ecovillages and other community living traditions | Already a consent pathway for this under residential units |
| | Local interest group | Encourage more tree cover and urban forests Support for more infill housing Daylight urban streams Consider urban air quality | Out of scope Noted Out of scope Out of scope |
| | Individual | Make easier route for denser development | Easier activity status within the GRZ where it is more appropriate (i.e. MDRP). |
| | Individual | Generally support GRZ | Noted |
| | Individual | Generally support GRZ | Noted |
| | Individual | Supports changes that will create greater variety of homes | Noted |
| | Local interest group | Concern with subjective criteria of RD and Discretionary activities | No change – this is by design, as it gives Councils partial or full discretion. |
| | Regional Council | Place greater emphasis on development in existing urban areas (intensification and infill development enabled further) such as: | Agree – wording modified to try and encourage this. No change - smaller minimum lot sizes as discussed above. |

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| | | <ul style="list-style-type: none"> • Smaller minimum lot sizes in residential zones • Future Urban Zones chapter to signal higher densities during structure planning • Strategic direction and relevant chapter objectives to emphasise compact urban form • Multi-unit housing to be more clearly enabled. The current activity statuses of Restricted Discretionary in the Medium Density Precinct and Discretionary in the general rural zone could be reduced to provide a clear consenting pathway • Reduced boundary setbacks in general residential zone particularly front setbacks (GRZ-S3) • Reconsider the prominence of character and amenity values in the General Residential Zone, as well as emphasis on detached dwellings. <p>Include direction in the Subdivision and zones chapters requiring the application of Water Sensitive Urban Design principles and methods during consideration of subdivision, the extent of impervious surfaces and in the control of stormwater infrastructure. Proposed RPS Change 1 also directs requiring hydrological controls to manage runoff quantity, locating and designing urban</p> | <p>No change - Multi-unit developments place more demand on services, meaning each requires assessment from Council given existing servicing constraints.</p> <p>Reduce setbacks, including front – disagree, already reduced.</p> <p>No change – character and amenity values are understood to be a priority for Wairarapa residents.</p> <p>Well-functioning urban environments – spoken to, encouraged through relevant objectives and policies encouraging good urban design outcomes.</p> <p>No change – specific changes for climate resilience not suggested, PC1 to RPS still in early stages.</p> <p>Adequate infrastructure, including transport, already major focus in the chapter.</p> <p>Future Urban Zones, Strategic Direction, Subdivision chapter changes not applicable to this topic.</p> |
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| | | <p>development to protect and enhance gully heads, rivers, lakes, wetlands, springs, riparian margins and estuaries, enabling mana whenua / tangata whenua to be actively involved in freshwater decision making, and adopting an integrated approach, which should be incorporated in the District Plan.</p> <p>Ensure all Zone provisions have regard to the qualities and characteristics of well-functioning urban environments as articulated in Objective 22 of Proposed RPS Change 1, by including necessary objectives, policies, permitted standards and rules that provide for these qualities and characteristics.</p> <p>Add provisions that require new development areas to include actions and initiatives that contribute to improvements in the climate resilience of urban areas, for example through measures identified in Policy CC.14 of Proposed RPS Change 1</p> <p>Include provision for public transport, including supporting public transport infrastructure in residential zones.</p> | |
| | Local interest group | Introduce mandatory design guide for residential areas in the Historic Heritage Precinct | Agree in part – a residential design guide is being developed and contains guidance on heritage, but is non-statutory. |
| | Local interest group | <p>Considers the assessment of expected housing demand should be comprehensive, evidence-based and forward-looking.</p> <p>Consider limitations on residential development capacity imposed by:</p> <ul style="list-style-type: none"> high existing housing needs in the Wairarapa – these should be the priority | <p>Evidence is set out in this Section 32 report.</p> <p>Noted, but not a District Plan matter.</p> |

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| | | <ul style="list-style-type: none"> • the low average income in the region and the impact of potential rate increases to fund infrastructure developments • the nature and extent of population growth in recent years • the medical needs of a higher number of people in older age group • limited local bus service long-term suspension of daytime train services, unsuitability of replacement buses for certain people • the inability of residents to register with a local doctor • social/community infrastructure development needs • the rural location of towns surrounded by highly productive land which is unsuitable for residential development. • housing infrastructure needs development (water supply, wastewater, stormwater etc.) | |
| | Government | <p>Notes Masterton is a Tier 3 urban centre under NPS-UD and other centres do not meet the threshold, but encourages giving effect to NPS-UD regarding well-functioning urban environments, etc.</p> <p>Seeks papakāinga be enabled on general title land, not just land under Te Ture Whenua Māori Act 1993</p> | <p>Agree in part – Consider the chapter does this.</p> <p>Agree in part – Papakāinga is enabled on general title under these chapters.</p> |
| | Local interest group | Concern with subjective criteria of RD and Discretionary activities | No change – this is by design, as it gives Councils partial or full discretion. |

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| | | Concern design guides aren't available | Design guides are available with the Proposed District Plan. |
| | Individual | Supports infrastructure and amenity provisions to support increased density in urban areas | Noted |
| | Individual | Supports papakāinga provisions, extend eligible land, should provide for other types of community living | Noted – no change as papakāinga already enabled, other community living already provided with a consent pathway under the residential activities rule. |
| SETZ miscellaneous | Individual | Supports introduction of the Settlement Zone and include Flat Point in the Settlement Zone | Disagree – no servicing capacity available for the additional development that would result from rezoning, servicing infrastructure at Flat Point is privately owned and would cost Council to acquire and upgrade. |
| Site-specific rezoning requests | Individual | Rezone area between Carrington Drive, Andersons Line, and the railway line to General Residential Zone (reflect existing land uses) | Agree – rezone to GRZ. |
| | Individual | Rezone 3 Roberts St, Martinborough to GRZ with LDRP | Potentially agree, subject to ongoing discussion re: servicing constraints in Martinborough. |
| | Individual | Rezone other side of Waite St, Featherston to GRZ (small existing parcels, available infrastructure, more land for residential development) | Featherston master planning currently underway, subject to the outcomes of that process. |
| | Individual | Rezone 47 Oak St, Masterton to GRZ | Disagree – servicing constraints in the area. |
| | Individual | Rezone Gimson Street (rear of Plum Tree Lane and Old Orchard Road of South Belt) to GRZ | Agree – rezone to GRZ. |
| | Individual | Rezone block of properties on west side of Kibblewhite Road, Masterton (from Upper Plan Road to Green Lane Road) to GRZ | Disagree – servicing constraints in the area. |
| | Individual | Rezone 90 and 94 Gordon St, Masterton to GRZ | Disagree – servicing constraints in the area. |
| | Individual | Rezone Chamberlain Road to GRZ | Disagree – FUZ zoning appropriate, already a planned future development area. |
| | Individual | Rezone 66 Chamberlain Road, Masterton to GRZ | |

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| | | (avoid delays and uncertainty with proposed FUZ zoning) | |
| | Individual | Rezone 75 Solway Crescent, Masterton to GRZ | Disagree – area not previously identified as a growth area and is now subject to NPS Highly Productive Land (LUC III). |
| | Individual | Rezone 125 Te Ore Ore Road and 90 Gordon Street, Masterton to GRZ | Disagree – servicing constraints in the area.F |



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report

Sites and Areas of Significance to Māori

OCTOBER 2023

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Executive summary

This Section 32 Evaluation Topic Report is focused on sites and areas of significance to Māori.

Sites and areas of significance of Māori are sites, places, features, and things that are of historical, cultural, and/or spiritual significance to Māori. They may include urupā (Māori burial sites), historic pā and kāinga sites, battle grounds (ngā kauhanga riri), mountains and mountain ranges (ngā maunga me ngā pae maunga), rivers (ngā awa), wetlands (ngā repo), lakes (ngā roto), symbolic and legendary landscape features, mauri stones and trees, tauranga waka (canoe landing sites), natural clean sources of water for baptism or other ceremonial rites, mahinga kai (food gathering areas), and taonga raranga and rongoā (plants prized for weaving, medicine, and healing).

The Operative District Plan contains provisions to protect sites and areas of significance to Māori, which are identified in a schedule to the District Plan. This schedule contains 44 sites and areas of significance to Māori, 43 of which are located in the Masterton District, and 1 in the Carterton District. There are no sites or areas of significance to Māori identified in the South Wairarapa District in the Operative District Plan.

The review of the sites and areas of significance to Māori provisions concluded the lack of identification in the District Plan of sites and areas of significance to Māori in the Carterton and South Wairarapa Districts is limiting the ability to protect these sites and areas. The review also identified some issues with the efficiency and effectiveness of the Operative District Plan, including the potential restriction on the use of land with sites and areas of significance to Māori.

The key resource management issues for sites and areas of significance to Māori are:

- Sites and areas of significance to Māori can be lost or degraded if inappropriate land use, development or subdivision occurs without considering the value or importance of the site or area.

The Proposed Wairarapa Combined District Plan (Proposed District Plan) contains a Sites and Areas of Significance to Māori Chapter which includes provisions for the protection of sites and areas of significance to Māori. It includes a suite of policies for sites and areas of significance to Māori and a rule framework providing for the reasonable use and development of land as a permitted activity subject to standards. Development, subdivision and certain types of land use activities require resource consent to assess the effects of the proposal on the values of the sites and areas of significance to Māori.

Based on the research, evaluation and engagement undertaken to date, the Proposed District Plan lists scheduled sites and areas of significance to Māori in Schedule 4 and identifies these on the planning maps. Identifying sites and areas of significance to Māori has relied on the cultural expertise of iwi and hapū through the review of wāhi taonga and archaeological sites in the Districts. It is important to note that there may be other sites known only to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa that are not identified in the District Plan.

Key changes in the Proposed District Plan for sites and areas of significance to Māori are:

- Replacement of the existing catch-all rule where any activity that would disturb, damage, modify or destroy any sites and areas of significance to Māori would require resource consent, with a new suite of rules and standards that explicitly state what activities require resource consent and what activities are permitted.
- A new suite of rules and standards providing for a range of permitted activities on sites and areas of significance to Māori. These activities include repair and maintenance of the site or area, land disturbance (excluding earthworks) for various activities, alterations to existing buildings and structures, demolition or removal of existing buildings and structures, maintenance and repair of existing network utility structures and existing primary production structures, and new buildings, structures and earthworks within areas previously authorised by the Council.
- New rules and standards requiring resource consents for other activities on sites and areas of significance to Māori. Activities requiring resource consent include earthworks and new buildings, structures, and network utilities if they have not been previously authorised on the site.
- The addition of 100 new sites and areas of significance to Māori in the South Wairarapa District to the Schedule of Sites and Areas of Significance to Māori.
- Re-mapping of the 44 sites and areas of significance to Māori in the Masterton and Carterton Districts, including changing the extent to show an area (polygon) rather than a site (point) in some cases.

The Proposed District Plan will protect sites and areas of significance to Māori from inappropriate subdivision, use and development. It provides a set of clear provisions to reduce regulatory uncertainty and provide greater clarity to plan users about when resource consent would be required. It will ensure greater protection for the sites and areas of significance to Māori in the South Wairarapa District.

1.0 Introduction

This Section 32 Evaluation Topic Report contains a section 32 evaluation of the objectives, policies, and methods relating to sites and areas of significance to Māori in the Proposed District Plan.

The purpose of the chapter and schedule is to protect sites and areas of significance to Māori from inappropriate subdivision, use and development. Sites and areas of significance to Māori are sites, places, features, and things that are of historical, cultural, and/or spiritual significance to Māori.

The Operative District Plan contains provisions to protect sites and areas of significance to Māori, which are identified in a schedule to the District Plan. This schedule contains 44 sites and areas of significance to Māori, 43 of which are located in the Masterton District, and 1 in the Carterton District. There are no sites or areas of significance to Māori identified in the South Wairarapa District in the Operative District Plan.

The review identified this gap to be addressed and other issues including a lack of clarity on what activities may be undertaken as a permitted activity on sites and areas of significance to Māori.

This report sets out the statutory and policy context for sites and areas of significance to Māori, key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should be read in conjunction with the Section 32 Evaluation Overview and Strategic Directions Report and the following section 32 evaluation topic reports:

| Report | How does this topic relate to the sites and areas of significance to Māori provisions |
|-------------------|--|
| Historic Heritage | The Proposed District Plan contains a Historic Heritage chapter which protects historic heritage from inappropriate subdivision, use, and development. Sites and areas of significance to Māori are addressed in this report and other historic heritage is addressed in the Historic Heritage Section 32 Evaluation Report. |
| Subdivision | The Proposed District Plan contains a Subdivision chapter which manages the effects of subdivision on buildings, items, and precincts with historic heritage value as well as sites and areas of significance to Māori. |

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8 of the RMA.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This section is set out in more detail in the Section 32 Evaluation Overview and Strategic Directions Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. The section 6 matters relevant to sites and areas of significance to Māori are:

| Section | Relevant matter and applicability |
|--------------|---|
| Section 6(e) | <p><i>the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga</i></p> <p>The Sites and Areas of Significance to Māori chapter recognises and provides for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga.</p> |
| Section 6(f) | <p><i>the protection of historic heritage from inappropriate subdivision, use, and development</i></p> <p>Sites and areas of significance to Māori are a form of historic heritage and the Sites and Areas of Significance to Māori chapter protects historic heritage from inappropriate subdivision, use, and development.</p> |
| Section 6(g) | <p><i>the protection of protected customary rights</i></p> <p>The Sites and Areas of Significance to Māori chapter recognises and provides for the protection of customary rights.</p> |

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to sites and areas of significance to Māori are:

| Section | Relevant matter |
|---------------|---|
| Section 7(a) | <p><i>Kaitiakitanga</i></p> <p>The sites and areas of significance to Māori provisions have regard to kaitiakitanga.</p> |
| Section 7(aa) | <p><i>the ethic of stewardship</i></p> <p>The sites and areas of significance to Māori provisions have regard the ethic of stewardship.</p> |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities have been consulted as part of the review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

2.2 National direction

2.2.1 National Policy Statements

The National Policy Statements relevant to this topic are:

| NPS | Relevant Objectives / Policies |
|--|---|
| <p>New Zealand Coastal Policy Statement 2010</p> | <p>Objective 3</p> <p>To take account of the principles of the Treaty of Waitangi, recognise the role of tangata whenua as kaitiaki and provide for tangata whenua involvement in management of the coastal environment by:</p> <ul style="list-style-type: none"> • recognising the ongoing and enduring relationship of tangata whenua over their lands, rohe and resources: ... • recognising and protecting characteristics of the coastal environment that are of special value to tangata whenua. <p>Objective 6</p> <p>To enable people and communities to provide for their social, economic and cultural wellbeing and their health and safety, through subdivision, use and development, recognising that:</p> <ul style="list-style-type: none"> • historic heritage in the coastal environment is extensive but not fully known, and vulnerable to loss or damage from inappropriate subdivision, use and development. <p>Policy 2 The Treaty of Waitangi, tangata whenua and Māori heritage</p> <p>In taking account of the principles of the Treaty of Waitangi (Te Tiriti of Waitangi), and kaitiakitanga, in relation to the coastal environment:</p> <p>(a) recognise that tangata whenua have traditional and continuing cultural relationships with areas of the coastal environment, including places where they have lived and fished for generations;</p> <p>...</p> <p>(g) In consultation and collaboration with tangata whenua, working as far as practicable in accordance with tikanga Māori, and recognising that tangata whenua have the right to choose not to identify places or values of historic, cultural, or spiritual significance or special value:</p> <ul style="list-style-type: none"> • (i) recognise the importance of Māori cultural and heritage values through such methods as historic heritage, landscape, and cultural impact assessments; and • (ii) provide for the identification, assessment, protection and management of areas or sites of significance or special value to Māori, including by historic analysis and archaeological |

| NPS | Relevant Objectives / Policies |
|-----|---|
| | <p>survey and the development of methods such as alert layers and predictive methodologies for identifying areas of high potential for undiscovered Māori heritage, for example coastal pā or fishing villages.</p> <p>Policy 6 Activities in the coastal environment</p> <p>In relation to the coastal environment:</p> <ul style="list-style-type: none"> • (1)(j) Where appropriate, buffer areas and sites of significant indigenous biological diversity, or historic heritage value. <p>Policy 17: Historic heritage identification and protection</p> <p>Protect historic heritage in the coastal environment from inappropriate subdivision, use, and development by:</p> <p>(a) identification, assessment and recording of historic heritage, including archaeological sites;</p> <p>(b) providing for the integrated management of such sites in collaboration with relevant councils, heritage agencies, iwi authorities and kaitiaki;</p> <p>(c) initiating assessment and management of historic heritage in the context of historic landscapes;</p> <p>(d) recognising that heritage to be protected may need conservation;</p> <p>(e) facilitating and integrating management of historic heritage that spans the line of mean high water springs;</p> <p>(f) including policies, rules and other methods relating to (a) to (e) above in regional policy statements, and plans;</p> <p>g) imposing or reviewing conditions on resource consents and designations, including for the continuation of activities;</p> <p>(h) requiring, where practicable, conservation conditions; and</p> <p>(i) considering provision for methods that would enhance owners' opportunities for conservation of listed heritage structures, such as relief grants or rates relief</p> |

2.2.2 National Environmental Standards

The National Environmental Standards relevant to this topic are:

| NES | Relevant regulations |
|---|---|
| NES for Telecommunication Facilities 2008 | This NES explicitly allows district plans to impose controls for activities otherwise permitted under the NES if they have heritage values. |

2.2.3 National Planning Standards

The National Planning Standards require sites and areas of significance to Māori be included in the historical and cultural values section in part 2 District Wide Matters of the District Plan.

The National Planning Standards also specify that the provisions relating to sites and areas of significance to Māori must be addressed separately from historic heritage and archaeological sites and that the management of historic heritage and sites and areas of significance to Māori must each be standalone chapters of a District Plan.

If the following matters are addressed, they must be located in the Sites and Areas of Significance to Māori chapter:

- Descriptions of the sites and areas (e.g., wāhi tapu, wāhi tūpuna, statutory acknowledgement, customary rights, historic site, cultural landscapes, taonga and other culturally important sites and areas) when there is agreement by Māori to include this information;
- Provisions to manage sites and areas of significance to Māori;
- A description of an agreed process for identification of sites and areas including an explanation of how tangata whenua or mana whenua are engaged;
- A schedule(s) that lists the specific or general location of sites and areas of significance to Māori when this information is provided. This may cross-reference an appendix;
- A description of any regulatory processes for identification.

2.2.4 National guidance documents

The following national guidance documents are relevant to this topic:

| Document | Author/Owner | Summary |
|---|----------------------|---|
| New Zealand Heritage List/Rārangi Kōrero | Heritage New Zealand | The New Zealand Heritage List/Rārangi Kōrero (the List) identifies New Zealand's significant and valued historical and cultural heritage places. The List is a non-regulatory source of information about historic places, historic areas, wāhi tūpuna, wāhi tapu and wāhi tapu areas for the purposes of the RMA. The five parts to the List include: Historic Places, Historic Areas, Wāhi Tūpuna, Wāhi Tapu and Wāhi Tapu Areas. |
| ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Values (ICOMOS New | ICOMOS New Zealand | The International Council of Monuments and Sites (ICOMOS) New Zealand Charter 2010 for the Conservation of Places of Cultural Heritage Value provides guidance and information on conservation principles and practice. It has an intention to guide all those involved in various aspects of conservation work, extending, for example, from owners through to heritage practitioners and local authorities. |

| Document | Author/Owner | Summary |
|-----------------------|--------------|---------|
| Zealand Charter 2010) | | |

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The table below identifies the relevant provisions and resource management topics for sites and areas of significance to Māori contained in the RPS. Proposed Change 1 to the RPS as notified in August 2022. However, this Proposed Change does not alter these provisions.

| Objective/Policy | Relevant matters |
|------------------|--|
| Objective 15 | Historic heritage is identified and protected from inappropriate modification, use and development |
| Policy 21 | Identifying places, sites, and areas with significant historic heritage values– district and regional plans. |
| Policy 22 | Protecting historic heritage values – district and regional plans |
| Policy 46 | Managing effects on historic heritage values – consideration. |
| Objective 28 | The cultural relationship of Māori with their ancestral lands, water, sites, wahi tapu and other taonga is maintained. |
| Policy 49 | Recognising and providing for matters of significance to tangata whenua – consideration |

2.3.2 Natural Resources Plan

The table below identifies the relevant provisions for sites and areas of significance to Māori contained in the NRP.

| Section | Relevant matters |
|---------------|--|
| Objective O12 | <p>The relationships of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga are recognised and provided for, including:</p> <p>(a) maintaining and improving opportunities for Māori customary use of the coastal marine area, rivers, lakes and their margins and natural wetlands, and</p> <p>(b) maintaining and improving the availability of mahinga kai species, in terms of quantity, quality and diversity, to support Māori customary harvest, and</p> <p>(c) providing for the relationship of mana whenua with Ngā Taonga Nui a Kiwa, including by maintaining or improving Ngā</p> |

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| Section | Relevant matters |
|--------------------------|--|
| | <p>Taonga Nui a Kiwa so that the huanga identified in Schedule B are provided for, and</p> <p>(d) protecting sites with significant mana whenua values from use and development that will adversely affect their values and restoring those sites to a state where their characteristics and qualities sustain the identified values.</p> |
| Objective O13 | <p>Kaitiakitanga is recognised and mana whenua actively participate in planning and decision-making in relation to the use, development and protection of natural and physical resources.</p> |
| Objective O27 | <p>Significant historic heritage and its values are protected from inappropriate modification, use and development.</p> |
| Policy P18: Mauri | <p>The mauri of fresh and coastal waters shall be recognised as being important to Māori and is sustained and enhanced, including by:</p> <p>(a) managing the individual and cumulative adverse effects of activities that may impact on mauri in the manner set out in the rest of the Plan, and</p> <p>(b) providing for those activities that sustain and enhance mauri, and</p> <p>(c) recognising and providing for the role of kaitiaki in sustaining mauri.</p> |
| Policy P19 | <p>Mana whenua relationships with Ngā Taonga Nui a Kiwa The relationships between mana whenua and Ngā Huanga o Ngā Taonga Nui a Kiwa identified in Schedule B (Ngā Taonga Nui a Kiwa) will be recognised and provided for by:</p> <p>(a) having particular regard to the values and Ngā Taonga Nui a Kiwa huanga identified in Schedule B (Ngā Taonga Nui a Kiwa) when applying for, and making decisions on resource consent applications, and developing Whaitua Implementation Programmes, and</p> <p>(b) informing iwi authorities of relevant resource consents relating to Ngā Taonga Nui a Kiwa, and</p> <p>(c) recognising the relevant iwi authority/ies as an affected party under RMA s95E where activities risk having a minor or more than minor adverse effect on Ngā Huanga o Ngā Taonga Nui a Kiwa or on the significant values of a Schedule C site which is located downstream, and</p> <p>(d) working with mana whenua, landowners, and other interested parties as appropriate, to develop and implement restoration initiatives within Ngā Taonga Nui a Kiwa, and</p> <p>(e) the Wellington Regional Council and iwi authorities implementing kaupapa Māori monitoring of Ngā Taonga Nui a Kiwa</p> |
| Policy P20: Māori values | <p>The cultural relationship of Māori with air, land and water shall be recognised and the adverse effects on this relationship and their values shall be minimised.</p> |

| Section | Relevant matters |
|--|---|
| <p>Policy P21: Exercise of kaitiakitanga</p> | <p>Kaitiakitanga shall be recognised and provided for by involving mana whenua in the assessment and decision-making processes associated with use and development of natural and physical resources including:</p> <p>(a) managing activities in sites with significant mana whenua values listed in Schedule C (mana whenua) in accordance with tikanga and kaupapa Māori as exercised by mana whenua, and</p> <p>(b) the identification and inclusion of mana whenua attributes and values in the kaitiaki information and monitoring strategy in accordance with Method M2, and</p> <p>(c) identification of mana whenua values and attributes and their application through tikanga and kaupapa Māori in the maintenance and enhancement of mana whenua relationships with Ngā Taonga Nui a Kiwa.</p> |
| <p>Policy P47: Protection and restoration of sites with significant mana whenua values</p> | <p>Sites with significant mana whenua values identified in Schedule C (mana whenua) shall be protected and restored by a mix of the following regulatory and non-regulatory methods:</p> <p>(a) managing use and development through rules in the plan, and</p> <p>(b) working in partnership with key stakeholders through:</p> <ul style="list-style-type: none"> • (i) increasing landowner and community understanding of significant values within Schedule C sites, and • (ii) working with mana whenua, landowners, and other interested parties as appropriate, to develop and implement restoration programmes for Schedule C sites, and • (iii) the Wellington Regional Council and iwi authorities implementing kaupapa Maori monitoring of Schedule C sites. |
| <p>Policy P48: Managing adverse effects on sites with significant mana whenua values</p> | <p>Sites with significant mana whenua values identified in Schedule C shall be protected and restored by managing use and development in the following manner:</p> <p>(a) in the first instance, avoid locating activities within sites listed in Schedule C,</p> <p>(b) require any more than minor adverse effects of activities on the significant mana whenua values of the site to be evaluated through a cultural impact assessment undertaken by the relevant mana whenua as identified in Schedule C,</p> <p>(c) significant adverse effects of an activity on the significant values of the site shall be avoided,</p> <p>(d) other adverse effects shall be managed in accordance with tikanga and kaupapa Maori responding to recommendations in the cultural impact assessment to:</p> <ul style="list-style-type: none"> • (i) avoid more than minor adverse effects on the significant values of the site, and • (ii) where more than minor adverse effects cannot be avoided, minimising them, and |

| Section | Relevant matters |
|--|---|
| | <ul style="list-style-type: none"> • (iii) where more than minor adverse effects cannot be avoided and/or minimised, they are remedied, and <p>(e) where more than minor adverse effects on significant mana whenua values identified in Schedule C (mana whenua) cannot be avoided, minimised, or remedied, the activity is inappropriate. Offsetting of effects on sites with significant mana whenua values is inappropriate, except where provided for in Policy P49, and</p> <p>(f) the relevant mana whenua as identified in Schedule C shall be considered to be an affected party under RMA s95E for all activities which require resource consent within a Schedule C site where the adverse effects are minor or more than minor, unless the application is publicly notified.</p> |
| <p>Policy P49: Offsetting residual adverse effects on sites of significance to mana whenua</p> | <p>Residual adverse effects that are not otherwise avoided, minimised or remedied in accordance with the management hierarchy in Policy P48 may be offset where the relevant mana whenua as identified in Schedule C:</p> <p>(a) considers the offsetting of residual adverse effects is appropriate in the particular circumstances, and</p> <p>(b) have:</p> <ul style="list-style-type: none"> • (i) an offsetting policy in place that applies to the area and values to be affected by the proposed development, or • (ii) prepared a cultural impact assessment that includes specific direction for the offsetting of effects of the proposed activity on the site of significance, and • (iii) expressly confirms that the offset proposed is consistent with: <ol style="list-style-type: none"> 1. the offsetting policy in Policy P49(b)(i) (where applicable), and 2. the cultural impact assessment in Policy P49(b)(ii), and 3. the offsetting principles set out in Schedule G3. <p>Where offsetting is proposed for a site of significance that is associated with multiple mana whenua, there must be an agreed position between all groups that offsetting is appropriate and that (b) has been met.</p> |
| <p>Policy P50: Managing adverse effects on sites with significant historic heritage value</p> | <p>More than minor adverse effects on the significant historic heritage values identified in Schedule E1 (heritage structures), Schedule E2 (wharves and boatsheds), Schedule E3 (navigation aids), Schedule E4 (archaeological sites) and Schedule E5 (freshwater heritage) shall be avoided, remedied or mitigated by managing activities so that:</p> <p>(a) significant historic heritage values are not lost, damaged or destroyed,</p> <p>(b) effects are of a low magnitude or scale, or effects are reversible,</p> <p>(c) interconnections and linkages between sites are not significantly altered or lost,</p> |

| Section | Relevant matters |
|------------|--|
| | (d) previous damage to significant historic heritage values is remedied or mitigated where relevant, (e) previous changes that have significant historic heritage value in their own right are respected and retained, (f) adjacent significant historic heritage values are unlikely to be adversely affected, (g) unique or special materials and/or craftsmanship are retained, (h) the activities do not lead to cumulative adverse effects on historic heritage |
| Schedule C | Sites with significant mana whenua values |
| Schedule D | Statutory Acknowledgements |
| Schedule E | Sites with significant historic heritage values |

The sites with significant mana whenua values in Schedule C of the Natural Resources Plan relate the freshwater (rivers, lakes and wetlands) and coastal environments.

2.4 Wairarapa policies, plans and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

As outlined in the Section 32 Evaluation Overview and Strategic Directions Report and identified in Appendices APP1 and APP2 to the Proposed District Plan, there are several statutory acknowledgement areas within the districts. For any application for a resource consent for an activity within, adjacent to, or directly affecting a statutory acknowledgement area the consent authority must have regard to the statutory acknowledgement and provide notice to the relevant trustees.

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation | Relevant Provisions |
|---|---|
| Heritage New Zealand Pouhere Taonga Act 2014 (HNZPTA) | The purpose of the HNZPTA is to promote the identification, protection, preservation, and conservation of the historical and cultural heritage of New Zealand. All decision-makers must recognise the following principles: |

| Legislation | Relevant Provisions |
|--|---|
| | <ul style="list-style-type: none"> • Historic places have lasting value in their own right and provide evidence of the origins of New Zealand’s distinct society. • The identification, protection, preservation, and conservation of New Zealand’s historical and cultural heritage should: <ul style="list-style-type: none"> ○ Take account of all relevant cultural values, knowledge, and disciplines. ○ Take account of material of cultural heritage value and involve the least possible alteration or loss of it. ○ Safeguard the options of present and future generations. ○ Be fully researched, documented, and recorded, where culturally appropriate. • There is value in central government agencies, local authorities, corporations, societies, tangata whenua, and individuals working collaboratively in respect of New Zealand’s historical and cultural heritage. • The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tūpuna, wāhi tapu, and other taonga. <p>Under the Heritage New Zealand Pouhere Taonga Act 2014 (HNZPT Act), it is unlawful to destroy, damage, or modify an archaeological site (regardless of whether the site is scheduled in the District Plan or not) without obtaining an archaeological authority from Heritage New Zealand Pouhere Taonga before works begin.</p> |
| <p>Rangitāne Tū Mai Rā (Wairarapa Tamaki nui-ā-Rua) Claims Settlement Act 2017</p> | <p>The purpose of this Act is to give effect to certain provisions of the deed of settlement, which is a deed that settles the historical claims of Rangitāne Tū Mai Rā (Wairarapa Tamaki nui-ā-Rua). Schedule 1 of this Act provides for Statutory Areas in the Wairarapa and Tararua District. As noted in the previous section, these Statutory Areas are detailed in Appendix 2 of the Proposed District Plan.</p> |
| <p>Ngāti Kahungunu ki Wairarapa Tāmaki nui-a-Rua Claims Settlement Act 2022</p> | <p>The purpose of this Act is to give effect to certain provisions of the deed of settlement, which is a deed that settles the historical claims of Ngāti Kahungunu ki Wairarapa Tāmaki nui-a-Rua. Schedule 2 of this Act provides for Statutory Areas in the Wairarapa and Tararua District. As noted in the previous section, these Statutory Areas are detailed in Appendix 1 of the Proposed District Plan.</p> |

3.0 Issues analysis

3.1 Background

The Sites and Areas of Significance to Māori (SASM) chapter will be a new chapter in the District Plan. These sites and areas can include archaeological features, natural features such as landforms and waterbodies, and areas of historical significance.

The chapter combines and builds on the relevant parts of the Tangata Whenua and Historic Heritage chapters in the Operative District Plan to create a new chapter that aligns with iwi requirements and the National Planning Standards direction. The overall direction set by the chapter is:

- Protect sites and areas of significance to Māori while enabling the exercise of kaitiakitanga and customary use where relevant.
- Allow for minor earthworks and other limited activities where they can avoid adverse effects (particularly cultural effects) on sites and areas of significance to Māori.

The chapter has been developed in consultation with Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa in order to identify sites and areas of significance to Māori that are appropriate to identify and protect in the District Plan.

3.2 Evidence base

The Councils have reviewed the Operative District Plan, commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback, to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

There is not currently a Sites and Areas of Significance to Māori chapter in the Operative District Plan. However, the Operative District Plan identifies the following significant resource management issues in relation to sites and areas of significance to Māori:

In the Tangata Whenua chapter:

- Appropriate ways need to be adopted to take account of Tangata Whenua values and to involve Tangata Whenua in resource management decision-making.
- Resources of cultural and spiritual significance to Tangata Whenua can be lost or compromised if development occurs without considering the value or importance of the site.

In the Historic Heritage chapter:

- The need to comprehensively and consistently identify historic heritage in the Wairarapa.
- The adverse effects that earthworks, demolition and modifications can have on the Wairarapa's historic heritage, particularly archaeological sites and buildings with historic heritage values.

There are two rules in the Operative District Plan that relate to sites and areas of significance to Māori.

- Rule 20.1.5(i)(ix) is a discretionary activity for any subdivision that creates a new allotment containing all or part of Site of Significance to Tangata Whenua listed in Appendix 1.6.
- Rule 21.6(e) is a discretionary activity for any modification, alteration, disturbance or destruction of Sites of Significance to Tangata Whenua listed in Appendix 1.6.

Appendix 1.6 in the Operative District Plan contains the Schedule of Sites of Significance to Tangata Whenua. It contains 44 sites, of which 43 sites are located in the Masterton District and 1 site is located in the Carterton District. The location of these scheduled sites is shown on the planning maps as a mapped point but the spatial extent is not defined.

3.2.1.2 State of the environment monitoring

Based on currently available data from the MfE National Monitoring System Database it is difficult to ascertain the consents that relate specifically to sites and areas of significance to Māori as they are usually linked to other activities such as earthworks and subdivision. There have been a few subdivisions, mostly in coastal areas where cultural impact assessments have been undertaken which have identified sites and areas of significance to Māori. Through these assessments and processing of subdivision applications, the significant sites and areas have been protected, including through consent notices or covenants.

Research and evidence prepared for Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa to support their Treaty settlements includes information about sites and areas of significance to Māori. Some of this information is available on the Rangitāne

Tū Mai Rā Trust website (<https://tumaira.nz/documents/document-store/#Contemporary>).

3.2.1.3 Effectiveness of the Operative District Plan approach

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|--|---|
| Issue 1: Uncertainty on when the current rules apply | <ul style="list-style-type: none"> The Operative District Plan contains a general catch-all rule requiring resource consent for any activity that would disturb, damage, modify or destroy any sites and areas of significance to Māori. The rule is not linked to specific activities and requires an evaluation of the effects of an activity to determine consent requirements, resulting in some uncertainty and ambiguity as to when the current rules apply. Sites and areas of significance to Maori in the Operative District Plan are shown on the planning maps as a mapped point but the spatial extent is not defined. This mapping approach of using a point for a site or area creates uncertainty about where the rules apply. This may not accurately represent the spatial extent of the site or area, and could imply it is a specific point. |
| Issue 2: Not all sites are currently identified in the District Plan | <ul style="list-style-type: none"> No sites or areas of significance to Māori in the South Wairarapa District are currently identified in the District Plan. Also, only one site of significance to Māori is identified in the Carterton District. Therefore, there is limited protection for these significant sites and areas. |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|--------------------------------|---|
| Porirua Proposed District Plan | <p>This plan has been prepared in accordance with the National Planning Standards.</p> <p>The plan includes a single Sites and Areas of Significance to Māori chapter within the Historic and Cultural Values chapters.</p> <p>There are three objectives which relate to:</p> <ul style="list-style-type: none"> Recognising sites and areas of significance Kaitiakitanga Subdivision, use and development <p>There are eight policies which relate to:</p> <ul style="list-style-type: none"> Identifying sites and areas of significance Maintenance and restoration Small-scale earthworks |

| | |
|--|--|
| | <ul style="list-style-type: none"> • Other earthworks • Animal grazing • Use and development • Demolition or destruction of sites and areas of significance to Māori • Subdivision <p>The rule framework sets out provisions that apply to activities, buildings, structures, or sites. Generally, earthworks, new buildings or structures within a site or area of significance to Māori require resource consents.</p> |
| <p>Proposed New Plymouth District Plan</p> | <p>This plan has been prepared in accordance with the National Planning Standards.</p> <p>The plan includes a single Sites and Areas of Significance to Māori chapter within the Historic and Cultural Values chapters.</p> <p>There are three objectives which relate to:</p> <ul style="list-style-type: none"> • Sites and areas of significance to Māori are recognised, protected and maintained. • The relationship of tangata whenua with sites and areas of significance to Māori is recognised and protected. • Sites and areas of significance to Māori are appreciated by the community and are acknowledged as important to the district's identity. <p>There are nine policies which relate to:</p> <ul style="list-style-type: none"> • Mapping and scheduling of sites and areas of significance to Māori. • Protection of sites and areas of significance to Māori. • Allowing certain activities to occur. • Managing activities that occur on, or in proximity to sites and areas of significance to Māori. • Considering the appropriateness of an activity. • Structures and height. • Supporting landowners to manage, maintain, preserve and protect sites and areas of significance to Māori. • Promoting the provision or development of access for tangata whenua to sites and areas of significance to Māori. <p>The rule framework generally requires resource consent for earthworks, buildings and structures within sites and areas of significance to Māori.</p> |

These plans were selected because:

- They have been subject to recent plan changes/a recent plan review that have addressed similar issues relating to this topic;
- The councils are of a similar scale to the Wairarapa Districts and are confronting similar issues relating to this topic.
- Porirua City Council is located within the Greater Wellington Region.

A summary of the key findings follows:

- All the plans contain a Sites and Areas of Significance to Māori chapter within the Historic and Cultural Values section of Part 2 - District Wide Matters.
- The focus of the objectives and policies is on recognising and protecting sites and areas of significance.
- The plans both contain a rule framework that supports the objectives and policies and requires resource consent for specifically listed activities including relating to earthworks and structures.

3.2.3 Advice received from Iwi

Section 32(4A) of the RMA requires evaluation reports prepared in relation to a proposed plan to include a summary of:

- All advice received from iwi authorities concerning the proposal; and
- The response to that advice, including any proposed provisions intended to give effect to the advice.

Under Clause 4A of Schedule 1 of the RMA local authorities are also required to:

- Provide a copy of any draft policy statement or plan to any iwi authority previously consulted under clause 3 of Schedule 1 prior to notification;
- Allow adequate time and opportunity for those iwi authorities to consider the draft and to supply advice; and
- Have particular regard to any advice received before notifying the plan.

The following is a summary of the advice received from Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa specific to the proposed provisions evaluated within this report:

| Topic | Advice Received | Response |
|--|--|---|
| Information regarding certain sites and areas of significance to Māori | <ul style="list-style-type: none"> Some sites and areas are particularly sensitive and sacred sites/wāhi tapu. Information about certain sites has not been shared with Councils due to the sensitivity of this information. | <ul style="list-style-type: none"> The sensitivity of these sites and information is acknowledged. |
| Scheduled sites | <ul style="list-style-type: none"> Additional sites and areas of significance to Māori should be identified in the District Plan given their significant values and threats from land uses, development and subdivision. There is existing publicly available information on sites and areas of significance to Māori that could be used for this purpose. | <ul style="list-style-type: none"> Research and mapping of sites and areas of significance to Māori commissioned. |
| Balancing protection and maintenance of sites of significance to Māori | <ul style="list-style-type: none"> It is important to balance the protection of sites and areas of significance to Māori, whilst also recognising that some of these sites and areas are active working sites (e.g. urupā with new burials and working farms) and it is important to provide for their traditional use (and the ongoing maintenance of these sites etc). It is also important that the costs and administration associated with the maintenance, restoration, and development of these sites and areas are practical. The objectives, policies and rules in this section appear to do a good job of balancing these matters (i.e. providing for protection, use and maintenance). | <ul style="list-style-type: none"> Councils need to maintain an ongoing partnership with Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa to ensure that traditional use and ongoing maintenance of these sites is provided for. They also to enable engagement with Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa when other parties propose works that could affect sites and areas of significance to Māori. |

This advice has been given effect to through the amendment/addition of the following provisions:

- Identifying additional sites and areas of significance to Māori in the Proposed District Plan to provide protection for these sites and areas.
- Re-mapping the sites and areas of significance to Māori in the Proposed District Plan based on advice from experts.
- Refining the provisions for sites and areas of significance to Māori to balance the protection and maintenance of these sites and areas.

3.2.4 Technical information

Technical advice was received from Haami Te Whaiti for the identification and mapping of sites and areas of significance to Māori in the South Wairarapa District. In addition, Joseph Potangaroa and Haami Te Whaiti provided advice on re-mapping the existing sites and areas of significance to Māori in the Operative District Plan. This re-mapping involved reviewing each site/area which is identified by a point in the planning maps in the Operative District Plan and checking it against historical records. If the site has a discrete spatial extent, the site continues to be identified and mapped as a point. If the site has a larger spatial extent, the site has been identified and mapped as a polygon.

Technical advice was also received from Mr Te Whaiti on various matters to inform the sites and areas of significance to Māori chapter provisions.

3.2.5 Consultation

As noted above, research and advice was commissioned from Haami Te Whaiti to identify and map sites and areas of significance to Māori in the South Wairarapa District. Following the initial research and advice, letters were sent out to the landowners of properties on which the identified sites and areas of significance to Māori are located advising that a site or area on their property has been identified. Feedback was sought from property owners whether they supported or opposed the identification, including the reasons for this view.

Overall, feedback from property owners was relatively evenly split between support and opposition to identifying and protecting the sites and areas. A number of property owners were already aware of the site/area on their property and were supportive of protection. Conversely, other property owners opposed identification and protection of the site/area, with the primary reason being restriction on the use and development of land. In addition, some property owners requested more information about the site/area on their property and what identifying the site/area in the Proposed District Plan meant.

Below is a summary of the feedback received and the Councils' response.

| Feedback Received | Councils' Response |
|---|---|
| Some property owners identified that sites or areas encompass areas already developed for housing and built development, in particular residential properties in Ngawi, Whatarangi and Lake Ferry. There was concern about restrictions on use and development of land, particularly when it is already significantly modified. | A different approach should be used in locations that are highly developed, such as within existing settlements. This different approach recognises the level of modification and enables reasonable use of already developed properties. Therefore, rules in the Proposed District Plan exclude the Settlement Zone from the Sites and Areas of Significance to Māori provisions. |
| Most identified sites or areas apply to rural areas and are used for various land uses, with the most common use being grazing. Concern was expressed about restrictions on | These concerns are acknowledged. The Draft District Plan provisions sought to enable reasonable use of land, while also protecting the values of the identified sites |

| Feedback Received | Councils' Response |
|---|---|
| <p>use and development, with examples highlighted including constructing new buildings, subdivision of land and routine farming activities (e.g. replacing/repairing a culvert, installing a new water trough and pipes).</p> | <p>and areas. Specific activities were identified that pose a potential risk to damaging the identified sites and areas, such as earthworks and new buildings. The rules provide a 'trigger' for a resource consent application. This consent process would provide a case-by-case assessment of the specific proposal in relation to the values of the identified site/area. If the assessment determined the adverse effects on the identified site/area were avoided, remedied or mitigated, consent would be granted. It is acknowledged the consent process imposes costs, time and uncertainty.</p> <p>To provide greater certainty and clarity, specific changes to the draft provisions have been made in response to the feedback. In particular, installing water troughs and water pipes and culverts has been added to the land disturbance rule to permit these works. In addition, for the maintenance and repair rule, specific reference has been added to permit existing primary production structures.</p> |
| <p>Some property owners queried the location and extent of an identified site/area based on previous site-specific research or assessments about archaeological sites or sites and areas of significance to Māori. These property owners sought the identified site/area be amended based on this other research/assessment.</p> | <p>The extent of some sites/areas have been amended to reflect the significant areas in response to the feedback received.</p> |
| <p>Sites or areas of significance to Māori have been previously identified and protected at a site level when the site/area was developed or subdivided. This identification and protection is secured via covenants or consent notices registered on the Record of Title. In these situations, landowners have requested, queried or opposed the identification and listing of these sites/areas in the Proposed District Plan as they are already legally protected.</p> <p>In addition, these legal protections also typically provide opportunities for new development (e.g. buildings) to be constructed in locations identified in the legal instrument such as a surveyed building platform. Landowners sought that the rules do not restrict development within the previously identified and authorised building platforms.</p> | <p>This existing legal protection is acknowledged. However, the legal protections typically relate to the specific circumstances and location of the proposed development or subdivision. For example, an earlier subdivision identified and protected (by covenant) a significant area for protection. When the landowner applied to construct a second dwelling in another location on the site, other sites and areas of significance to Māori were identified and protected.</p> <p>In response to this feedback, it is appropriate that areas previously identified for development are enabled. It would be inefficient and unreasonable to require resource consent for locations previously identified as appropriate for development. Rules were amended to permit works authorised by an existing legal instrument (e.g. consent notice, local authority covenant).</p> |

Public consultation was undertaken on the Draft District Plan in October to December 2022.

The Sites and Areas of Significance to Māori chapter in the Draft District Plan contained provisions for the protection of sites and areas of significance to Māori. New objectives and policies specific to sites and areas of significance to Māori were included. The rules were revised to provide greater clarity and certainty to address the effectiveness issues identified in the review. The Schedule of Sites and Areas of Significance to Māori contained the same sites and areas for the Carterton and Masterton Districts as listed in the Operative District Plan.

Minimal specific feedback was received on provisions relating to sites and areas of significance to Māori in the Draft District Plan. One organisation supported the policy and rule providing for the operation, maintenance, repair and upgrading of existing network utilities within identified sites and areas of significance to Māori. They sought the policy and rule be amended to also provide for 'replacement' of existing network utilities. The Councils considered this feedback and concluded the replacement should not be provided for as the appropriateness of the replacement utility should be assessed.

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified few issues, therefore a partial review, focusing on identifying sites and areas of significance to Māori, was considered appropriate.

Based on the research, analysis and consultation outlined above the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Issue 1: Uncertainty on when the current rules apply
- Issue 2: Not all sites are currently identified in the District Plan

The following resource management issues have been identified:

| Issue | Comment |
|---|--|
| Issue 1: Sites and areas of significance to Māori can be lost or degraded if inappropriate land use, development or subdivision occurs without considering the value or importance of the site or area. | <ul style="list-style-type: none"> • Sites and areas can be damaged if they are not identified and protected from inappropriate land use, subdivision and development. This may result in the loss of the values of these sites. • This has a direct adverse effect on the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga. It could also impact the Districts' sense of identity as well as amenity values and the quality of the environment. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the sites and areas of significance to Māori provisions to determine the level of analysis required.

| | Low | Medium | High |
|---|-----|--------|------|
| Degree of change from the Operative District Plan | | | ✓ |
| Effects on matters of national importance | | ✓ | |
| Scale of effects - geographically | | ✓ | |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | ✓ | |
| Scale of effects on those with specific interests e.g. tangata whenua | | | ✓ |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | | ✓ | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | | ✓ | |

In summary:

- The degree of change from the Operative District Plan is high given that a number of new sites and areas of significance to Māori have been added and there are more explicit rules that apply.
- The proposal relates to three section 6 matters and two section 7 matters in the RMA, as well as section 8.
- The provisions apply across the Districts, but only apply to sites and areas of significance to Māori.
- The scale of effects on tangata whenua is considered high as more sites and areas of significance to Māori are identified and regulated in the District Plan.

Overall, it is considered that the scale and significance of the proposal is medium-high.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 2.5 of this report.

5.0 Proposed provisions

5.1 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the sites and areas of significance to Māori:

| | |
|---|---|
| HC-01 | Protection of heritage values |
| The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa are recognised, protected and maintained. | |
| HC-02 | Tangata whenua identity and values |
| Sites and features that have been identified as having special qualities and values that contribute to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa's sense of place and identity are recognised and protected. | |

| | |
|--|-----------------------------------|
| TW-01 | Recognition and protection |
| The values, rights, and interests of Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa are recognised and protected. | |
| TW-02 | Active participation |
| Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa actively participate in resource management processes. | |
| TW-03 | Use of Māori land |
| Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa can protect, develop, and use Māori land to undertake customary activities, and to support their social and economic aspirations. | |
| TW-04 | Kaitiakitanga |

Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa can exercise kaitiakitanga and engage with their culture, traditions, ancestral lands, waterbodies, sites, areas, and landscapes and other taonga of significance to Māori.

These objectives are directly related to sites and areas of significance to Māori. These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.2 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report. In summary, the proposed provisions include:

- Three objectives that address:
 - Recognising sites and areas of significance to Māori
 - Providing for kaitiakitanga
 - Protecting sites and areas of significance to Māori
- Nine policies that:
 - Identify sites and areas of significance to Māori
 - Protect and maintain sites and areas of significance to Māori
 - Allow limited earthworks within sites and areas of significance to Māori
 - Allow limited activities within sites and areas of significance to Māori
 - Protect the values of sites and areas of significance to Māori from subdivision, use, and development
 - Avoid removal or destruction of sites and areas of significance to Māori
 - Support landowners to manage, maintain, preserve sites and areas of significance to Māori
 - Engage with tangata whenua on sites and areas of significance to Māori
 - Promote access to sites and areas of significance to Māori for customary activities
- A rule framework that manages sites and areas of significance to Māori by providing for permitted activities for the following activities, subject to compliance with standards:
 - Maintenance and repair of a site or area of significance to Māori
 - Land disturbance (excluding earthworks) within a site or area of significance to Māori
 - Earthworks within a site or area of significance to Māori
 - Alterations to an existing building or structure within a site or area of significance to Māori

- Demolition or removal of an existing building or structure within a site or area of significance to Māori where the building or structure is not or does not form part of the site or area of significance to Māori.
 - Maintenance and repair of an existing network utility structure within a site or area of significance to Māori
 - New buildings or structures including network utility structures, or extension of the footprint of an existing building or structure including network utility structures on a site or area of significance to Māori.
 - Non-compliance with the permitted activity standards requires a discretionary activity resource consent.
- Requirement for a resource consent as a discretionary activity for any modification or destruction of any site or area of significance to Māori.
 - Schedule 4 Sites and Areas of Significance to Maori which lists 144 sites and areas. These sites and areas are also shown on the planning maps.

5.3 Other methods

Other methods of key relevance to sites or areas of significance to Māori are:

- Heritage New Zealand Pouhere Taonga Act 2014 (HNZPT Act) which requires an archaeological authority to destroy, damage or modify an archaeological site.
- Greater Wellington Regional Council Natural Resources Plan protects sites with significant mana whenua values. Schedule C of the Natural Resources Plan contains a list of places/waterbodies in freshwater (rivers, lakes and wetlands) and coastal environments of significance to Ngāti Kahungunu ki Wairarapa and Rangitāne o Wairarapa.

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for sites and areas of significance to Māori.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives | |
|---|--|
| <p>SASM-O1 Recognising sites and areas of significance to Māori</p> <p>Sites and areas of significance to Māori are recognised, protected, and maintained.</p> <p>SASM-O2 Providing for kaitiakitanga</p> <p>Tangata whenua can exercise kaitiakitanga in relation to sites and areas of significance to them in the Wairarapa.</p> <p>SASM-O3 Protecting sites and areas of significance to Māori</p> <p>Sites and areas of significance to Māori are protected from inappropriate subdivision, use, and development.</p> | |
| Alternatives considered | |
| <p>Status quo (Operative District Plan):</p> <p>Objective TW1 – Recognition of Values & Traditional Relationships</p> <p>To recognise and provide for the cultural values and relationship of Tangata Whenua in managing the natural and physical resources and the effects of activities, while taking into account the principles of the Treaty of Waitangi.</p> | |
| Appropriateness to achieve the purpose of the RMA | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> • The proposed objectives address the identified resource management issues in that they identify, recognise and protect sites and areas of significance to Māori. • The proposed objectives clearly articulate the outcomes sought and provide direction to guide decision making. • The proposed objectives assist the Councils to undertake their functions in RMA s31(1)(a). • The proposed objectives do not duplicate or overlap with Regional Council functions. • The proposed objectives do not create costs on the community, though it would impose costs on individuals (landowners). Overall, the objectives will ensure that sites and |

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| | <p>areas of significance to Māori are protected from inappropriate subdivision, use, and development.</p> <ul style="list-style-type: none"> • The objectives are achievable and are generally consistent with other district plans. |
| Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability) | <ul style="list-style-type: none"> • The objective partly addresses the resource management issues. The objective does not specifically protect sites and areas of significance to Māori. • The objective provides direction to guide decision making but it is less clear in articulating the outcomes sought. • The objective does not create costs on the community. • The objective is achievable. |
| Preferred option and reasons | |
| <p>The proposed objectives are the most appropriate means of achieving the purpose of the Act because they are the most appropriate of the options, particularly in relation to relevancy and usefulness. The objectives provide clear statements on identifying, recognising and protecting sites and areas of significance to Māori.</p> | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve objectives relating to sites and areas of significance to Māori

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

The other options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to sites and areas of significance to Māori are:

- Option 1: The proposed provisions
- Option 2: Retaining the status quo – Operative District Plan provisions

| | | |
|--|--|--|
| <p>SASM-O1 Recognising sites and areas of significance to Māori Sites and areas of significance to Māori are recognised, protected, and maintained.</p> <p>SASM-O2 Providing for kaitiakitanga Tangata whenua can exercise kaitiakitanga in relation to sites and areas of significance to them in the Wairarapa.</p> <p>SASM-O3 Protecting sites and areas of significance to Māori Sites and areas of significance to Māori are protected from inappropriate subdivision, use, and development.</p> | | |
| <p>Option 1: Proposed approach (recommended)</p> | <p>Costs</p> | <p>Benefits</p> |
| <p>SASM chapter containing: Nine policies with direction on protecting SASM. A rule framework managing land use activities and development, including:</p> | <p>Environmental</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. <p>Economic</p> <ul style="list-style-type: none"> • Costs on property owners of sites and areas of significance to Māori through restrictions on use of land and regulatory costs. More landowners and developers will potentially be subject to rules and resource consent application costs | <p>Environmental</p> <ul style="list-style-type: none"> • The protection of sites and areas of significance to Māori is likely to have the consequential effect of protecting other values within the natural environment. This should result in better environmental outcomes. <p>Economic</p> <ul style="list-style-type: none"> • Rules provide certainty for landowners and developers as to the location of sites and areas |

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| <ul style="list-style-type: none"> • Maintenance and repair of SASM • Land disturbance within SASM • Earthworks within SASM • Alterations/ demolition/removal to existing buildings/structures within SASM • Maintenance and repair of existing network utility structures and existing primary production structures within SASM • New buildings and structures within SASM • Modification or destruction of any SASM. <p>Schedule of Sites and Areas of Significance to Māori with 144 sites.</p> | <p>due to the greater number of sites and areas of significance to Māori in the District Plan.</p> <ul style="list-style-type: none"> • Regulatory costs on users/developers of land containing sites and areas of significance to Māori e.g. network utility providers. <p>Social</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. <p>Cultural</p> <ul style="list-style-type: none"> • There is time and cost for Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa to be involved in engagement with Council/ landowners. | <p>and the limits to the activities that can be undertaken.</p> <p>Social</p> <ul style="list-style-type: none"> • The community has the opportunity to recognise and understand the history and values of Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa. <p>Cultural</p> <ul style="list-style-type: none"> • The provisions are one way in which Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa can express kaitiakitanga, which in turn enable them to maintain their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga (s6(e) RMA). • The resource consent application process enables discussions and opportunity for better understanding between landowners and Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa. |
| <p>Effectiveness and efficiency</p> | <p>This approach is considered to be efficient and effective as it provides clear direction and tailored provisions to identify, recognise and protect sites and areas of significance to Māori. The approach includes policies specific to sites and areas of significance to Māori to guide decision making. The rules provide protection for the values of sites and areas of significance to Māori while not unreasonably restricting the use and development of land. The rules</p> | |

| | | |
|--|---|---|
| | provide greater clarity to plan users about when resource consent would be required. They will ensure that areas and sites of significance to Māori are protected from inappropriate subdivision, use, and development. | |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods as:</p> <ul style="list-style-type: none"> • The provisions proposed have been fully researched and carefully evaluated and there is sufficient information available to support the proposed provisions. • The risk of not acting is that there is potential for damage to sites and areas of significance to Māori to occur, thereby perpetuating loss of mana through not being able to exercise kaitiakitanga over resources of importance. | |
| Overall evaluation | Overall, it is considered that the proposed approach is the most appropriate approach to achieve the objectives. It provides a single chapter that identifies, recognises and protects sites and areas of significance to Māori. | |
| Option 2: Status Quo | Costs | Benefits |
| <p>Historic Heritage and Tangata Whenua chapters with relevant resource management issues or objectives.</p> <p>Rules contained with District Wide Subdivision or the District Wide Rules.</p> <p>Schedule of Sites and Areas of Significance to Māori with 44 sites (Appendix 1.6).</p> | <p>Environmental</p> <ul style="list-style-type: none"> • Not all sites are identified so potential loss of sites and areas of significance to Māori. <p>Economic</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. <p>Social</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. <p>Cultural</p> <ul style="list-style-type: none"> • The existing provisions do not provide protection of a number of sites and areas of significance to Māori, which could result in adverse effects on the values of these sites and areas. This situation could occur where sites or areas are unintentionally damaged as they have not been identified. | <p>Environmental</p> <ul style="list-style-type: none"> • No direct or indirect benefits have been identified. <p>Economic</p> <ul style="list-style-type: none"> • There may be savings in terms of time and cost as the Council and community are familiar with the provisions. • The same number of landowners will be subject to the rules. <p>Social</p> <ul style="list-style-type: none"> • Continuation of the existing approach provides familiarity along with a level of certainty to the community and landowners. <p>Cultural</p> <ul style="list-style-type: none"> • Some recognition and protection of sites and areas of significance to Māori. |

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| Effectiveness and efficiency | While the Operative District Plan provisions are generally operating effectively and efficiently, there is some uncertainty or lack of clarity in some provisions, including use of a point to identify areas and the catch-all nature of the rule. In addition, there are no sites and areas of significance to Māori in the South Wairarapa District so the provisions do not provide protection for the significant sites in this District. |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | It is considered that there is certain and sufficient information on which to base the existing policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of Council staff. |
| Overall evaluation | This option is not as appropriate as Option 1: Proposed approach and would be less effective and efficient at achieving the objectives. While it generally provides protection for sites and areas of significance to Māori identified in the Operative District Plan, there are identified gaps, including in relation to sites and areas in the South Wairarapa District. |

8.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives address the resource management issues identified and directly address sites and areas of significance to Māori.
- The objectives achieve the purpose of the RMA to manage resources to enable people and communities to provide for their well-being and health and safety while managing adverse effects of activities on the environment. The objectives support the relationship of Māori with ancestral land and taonga, and protection of historic heritage in RMA section 6(e), (f) and (g).
- The policies and rules protect sites and areas of significance to Māori from inappropriate subdivision, use and development. The approach includes policies specific to sites and areas of significance to Māori to guide decision making.
- The new rules provide greater protection for sites and areas of significance to Māori while also not unreasonably restricting use and development of land.
- The rules and standards provide greater clarity to plan users about when resource consent would be required.



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Signs

OCTOBER 2023

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Appendices

Appendix 1: Feedback on Draft District Plan

Executive summary

This Section 32 Evaluation Topic Report is focused on the provisions relating to signs.

The purpose of the signs provisions is to manage the adverse effects of signs in the Districts that are not regulated by other legislation, while allowing for signs that are compatible with the character and amenity values of the environment in which they are located and that do not adversely affect the safety of the transport network.

Signs and associated advertising structures are an integral and necessary part of both urban and non-urban environments. However, poorly located or designed signs can result in visual clutter and undermine a range of values, including amenity, heritage, and character values of a place or zone, including from light spill and glare from digital and illuminated signs.

The Operative Wairarapa Combined District Plan (Operative District Plan) contains provisions relating to signs within several different chapters. Objectives in the zone chapters refer to amenity values but are not specific to signs. The objectives are supported by policies and implemented by rules in each of the zones that specify standards for permitted activities, with a restricted discretionary activity status if the standards are not met. The standards differ by zone but generally control the number of signs per site, their size and location, obstruction of other signs, and whether the sign is illuminated or moving.

The review has identified a number of issues with the effectiveness and efficiency of the Operative District Plan provisions including some gaps and inconsistencies, issues with off-site signs, and emerging issues with digital signs.

The key resource management issues for signs are:

- Signs are an important mechanism for displaying and conveying important information and messages that support the wellbeing of people and communities
- Signs can have adverse effects on the environment, particularly on amenity values
- Signs can cause safety issues in proximity to roads due to driver distraction or the obscuring of sightlines

The Proposed Wairarapa Combined District Plan (Proposed District Plan) contains a Signs chapter which sets out an objective, policies, rules and standards. A new objective recognises the benefits of signage and identifies matters which may be adversely affected by signs. The policies provide guidance on different types of signs and the effects they may have. The rules are similar to the Operative District Plan,

although they have been reformatted to fit the National Planning Standards framework and amended to provide greater clarity and to address inconsistencies and gaps. Key changes are:

- New definitions for sign, official sign, official traffic sign, temporary sign, off-site sign, and digital sign;
- More specific policy direction for signs, rather than general amenity policies;
- New rules for digital signs and veranda signs;
- Clarification and strengthening of rules for off-site signs;
- Retention of exemption for official traffic signs;
- Permitted activity for official signs;
- Clarification and tightening of permitted activity standards for temporary signs to provide clear timeframes and ensure signs are removed and ground is reinstated;
- Amendments to wording of provisions to provide greater clarity;
- Amendments to clarify and better align the total combined face area for permanent and temporary signs;
- Inclusion of standards where there are existing gaps e.g. height limit for freestanding signs in the Residential Zones.

A wide range of signs will be a permitted activity provided standards are met, including relating to size, number of signs, location, lighting etc. Some signs will require a resource consent, including digital signs, off-site signs in zones other than the Commercial and Mixed Use and General Industrial zones, and signs fixed to a heritage building.

The Proposed District Plan will provide a clear framework enabling a wide range of signs as a permitted activity while ensuring limitations are in place to manage the size and location of signs, and require a resource consent for those signs that are likely to have greater adverse effects.

1.0 Introduction

This Section 32 Evaluation Topic Report contains a section 32 evaluation of the objectives, policies, and methods relating to signs in the Proposed District Plan.

The purpose of the signs provisions is to manage the adverse effects of signs in the Districts that are not regulated by other legislation, while allowing for signs that are compatible with the character and amenity values of the environment in which they are located and that do not adversely affect the safety of the transport network.

Signs and associated advertising structures are an integral and necessary part of both urban and non-urban environments. Signs promote business, community facilities, and other activities, and are useful and necessary for wayfinding and safety.

However, poorly located or designed signs can result in visual clutter and undermine a range of values, including amenity, heritage, and character values of a place or zone, including from light spill and glare from digital and illuminated signs. Signs visible from the road can also be a traffic safety hazard. What is appropriate signage will depend on the character and amenity values of the zone in which the sign is located or visible from, with a greater number and size of signs expected in commercial and industrial environments than in residential, rural, and open space.

This report sets out the statutory and policy context for signs, identifies key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should be read in conjunction with the Section 32 Evaluation Overview and Strategic Directions Report. There are no other directly relevant section 32 evaluation topic reports, but it is noted that the topic reports relating to Part 2: District Wide Matters may be relevant as the Part 2: District Wide Matters chapters apply to signs.

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8 of the RMA.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This section is set out in more detail in the Section 32 Evaluation Overview and Strategic Directions Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. The section 6 matters relevant to signs are:

| Section | Relevant matter and applicability |
|--------------|---|
| Section 6(b) | <p><i>the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development</i></p> <p>Signs may have an operational or functional need to be located or partially located within outstanding natural features and landscapes.</p> |

| Section | Relevant matter and applicability |
|--------------|--|
| Section 6(c) | <p><i>the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna</i></p> <p>There may at times be requirements for signs within areas of significant indigenous vegetation or significant habitats of indigenous fauna.</p> |
| Section 6(e) | <p><i>the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga</i></p> <p>Signs may have an operational or functional need to be located or partially located within sites or areas of significance to Māori.</p> |
| Section 6(f) | <p><i>the protection of historic heritage from inappropriate subdivision, use, and development</i></p> <p>There may at times be requirements for signs within areas or sites with historic heritage values. This matter sets a direction that these sites or areas must be protected.</p> |

Generally, the policy approach to those section 6 matters is addressed in their respective section 32 topic reports (Ecosystems and Indigenous Biodiversity, Natural Features and Landscapes, Natural Character and Public Access, Sites and Areas of Significance to Māori). The Signs chapter includes provisions relating to signs on heritage buildings and heritage precincts and these are addressed in this section 32 report.

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to the Signs topic are:

| Section | Relevant matter |
|--------------|---|
| Section 7(c) | <p><i>the maintenance and enhancement of amenity values</i></p> <p>Signs can have adverse effects on amenity values, particularly visual amenity.</p> |
| Section 7(f) | <p><i>maintenance and enhancement of the quality of the environment</i></p> <p>Signs can adversely affect the quality of the environment by affecting amenity values as identified above; however, they can also contribute to the quality of the environment by providing information to protect the environment and to support people's health and wellbeing.</p> |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities, have been consulted as part of the review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

2.2 National direction

2.2.1 National Policy Statements

There are no National Policy Statements of direct relevance to this topic.

2.2.2 National Environmental Standards

The National Environmental Standards relevant to this topic are:

| NES | Relevant regulations |
|--|--|
| NES for Electricity Transmission Activities 2009 | Regulations 24 and 25 of the NESETA relate to signs on transmission line support structures of transmission lines existing at 14 January 2010. |

2.2.3 National Planning Standards

The National Planning Standards require that where provisions for managing signs are addressed, they must be included in the Signs chapter in Part 2 – District-Wide Matters of the District Plan.

The National Planning Standards include definitions for “sign” and “official sign”.

2.2.4 National guidance documents

The following national guidance documents are relevant to this topic:

| Document | Author/Owner | Summary |
|----------------------------|---------------------------------|---|
| Advertising Standards Code | Advertising Standards Authority | <p>The Advertising Standards Authority is the organisation that sets standards for responsible advertising in New Zealand through the Advertising Standards Code.</p> <p>The Advertising Standards Code sets the standards for responsible advertising. It covers truthful presentation and matters of social responsibility.</p> |

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The Wellington Regional Policy Statement (RPS) provides an overview of the resource management issues for the Wellington Region and sets out policies and methods to manage these issues. There are no specific policies relating to signs in the Wellington RPS. However, there are some objectives and policies that could be adversely affected by poor management of signs, including Objective 15 and Policy 22 relating to historic

heritage, Objective 18 and Policy 28 relating to identifying special amenity landscapes, and Objective 17 and Policy 26 relating to outstanding natural features and landscapes.

2.3.2 Natural Resources Plan

The NRP does not contain any specific provisions to manage signs. Certain rules require the provision of signage (e.g. Rule R84 for the discharge of vertebrate toxic agents requires signs to be placed when the agent is applied to public land).

2.4 Wairarapa policies, plans and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

As outlined in the Section 32 Evaluation Overview and Strategic Directions Report and identified in Appendices APP1 and APP2 to the Proposed District Plan, there are several statutory acknowledgement areas within the Districts. For any application for a resource consent for an activity within, adjacent to, or directly affecting a statutory acknowledgement area, the consent authority must have regard to the statutory acknowledgement and provide notice to the relevant trustees.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|--------------------------|--|---|
| Reserve Management Plans | Masterton, Carterton and South Wairarapa District Councils | <p>Reserve Management Plans provide direction for the day-to-day management and potential development of Council reserves. There are several reserve management plans in place across the three Councils.</p> <p>South Wairarapa District Council has separate reserve management plans for several reserves. These contain policies relating to signs including limiting permanent signs to information and traffic signs and allowing temporary signs, with other signs requiring Council approval.</p> <p>The Carterton District Council Reserve Management Plan 2020 contains objectives and policies relating to signage in Carterton reserves. These include providing a minimum amount of signage, requiring Council approval for signage,</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|-----------------|--------------|---|
| | | and keeping advertisement signage to a minimum. |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|---|--|
| Wairarapa Consolidated Bylaw 2019 Masterton, Carterton and South Wairarapa District Councils | https://mstn.govt.nz/documents/bylaws/ Part 2 of the Bylaw controls the placement of signs in public places to prevent obstruction and requires signage on any public place to meet the requirements for signage under the Wairarapa Combined District Plan. Part 10 relates to traffic and includes signage requirements with reference to the Land Transport Rule: Traffic Control Devices 2004. |
| Waka Kotahi NZ Transport Agency (Signs on State Highways) Bylaw 2010 | Requires the written consent of Waka Kotahi NZ Transport Agency for any sign on or over any part of a State Highway. Sets out requirements for signs, distinguishing between areas where the speed limit is above or below 70km/h. |
| Building Act 2004 | The Building Act 2004 provides for the regulation of building work and sets performance standards for buildings. Schedule 1 clause 25 of the Building Act 2004 exempts from building consent building work in connection with certain signs: <i>Building work in connection with a sign (whether free-standing or attached to a structure) and any structural support of the sign if—</i> <i>(a) no face of the sign exceeds 6 square metres in surface area;</i> <i>and</i> <i>(b) the top of the sign does not exceed 3 metres in height above the supporting ground level.</i> |
| Electoral (Advertisements of a Specified Kind) Regulations 2005 | Controls the size and design of election campaign signs visible from a road. <ul style="list-style-type: none"> Limits sign size to 3m² Restricts reflective materials, illumination, and moving parts Requires signs to avoid being similar in appearance to traffic signs Controls size of lettering and line spacing on roads controlled by New Zealand Transport Agency |
| Electoral Act 1993 | Contains rules restricting election advertisements. Section 221B provides: |

| Legislation / Regulation | Relevant Provisions |
|---|---|
| | <p>(1) During the period beginning 9 weeks before polling day and ending with the close of the day before polling day, the display of an advertisement of a specified kind is not subject to—</p> <p>(a) any prohibition or restriction imposed in any other enactment or bylaw, or imposed by any local authority, that applies in relation to the period when an advertisement of a specified kind may be displayed; or</p> <p>(b) any prohibition or restriction imposed in any bylaw, or imposed by any local authority, that applies in relation to the content or language used in an advertisement of a specified kind.</p> <p>...</p> <p>(2) In this section, advertisement of a specified kind means an advertisement displayed in a public place or on private property that does not exceed 3 square metres in size and that—</p> <p>(a) encourages or persuades, or appears to encourage or persuade, voters to vote for a party registered under Part 4; or</p> <p>(b) is used, or appears to be used, to promote or procure the election of a candidate;...</p> |
| <p>Traffic Control Devices Manual Waka Kotahi NZ Transport Agency</p> | <p>https://www.nzta.govt.nz/resources/traffic-control-devices-manual/</p> <p>The Traffic control devices manual provides guidance and indicates best practice to the transport industry and practitioners on the use of traffic signs.</p> <p>It contains a number of parts relevant to official signs and official traffic signs including:</p> <ol style="list-style-type: none"> 1. General requirements for signs; 2. Direction, service and general guidance signs; 3. Advertising signs; 6. Speed management; 8. Code of practice for temporary traffic management; 9. Level crossings; 10. Motorways and expressways; and 13. Parking control. <p>The Traffic Control Devices manual supports and references New Zealand legislation and, in particular, the Land Transport Act 1998 and rules made pursuant to that act, including the Land Transport (Road User) Rule, the Land Transport Rule: Traffic Control Devices and the Land Transport Rule: Setting of Speed Limits.</p> <p>The Traffic Control Devices manual will, on completion, replace the joint Transit New Zealand and Land Transport NZ publication Manual of traffic signs and markings (MOTSAM).</p> |
| <p>Land Transport Rule: Traffic Control Devices Rule 54002/2004</p> | <p>https://www.nzta.govt.nz/resources/rules/traffic-control-devices-2004/</p> <p>This rule:</p> |

| Legislation / Regulation | Relevant Provisions |
|---|---|
| Waka Kotahi NZ Transport Agency | <ul style="list-style-type: none"> specifies requirements for the design, construction, installation, operation and maintenance of traffic control devices; and <p>sets out the functions and responsibilities of road controlling authorities in providing traffic control devices to give effect to their decisions on the control of traffic.</p> |
| Manual of Traffic Signs and Marking (MOTSAM) Waka Kotahi NZ Transport Agency | <p>https://www.nzta.govt.nz/resources/motsam/part-1/</p> <p>The Traffic control devices manual will, on completion, replace the joint Transit New Zealand and Land Transport NZ publication Manual of traffic signs and markings (MOTSAM). However, MOTSAM Part 1 Traffic signs and Part II Markings will continue to be available until their contents have been replaced.</p> <p>Part I: Traffic Signs sets out the policy and location requirements for traffic signs. Details are given for approved sign legends, approved sign symbols and sign layouts generally. Guidance is also given on sign size selection and the location / positioning of signs.</p> |
| Railways Act 2005 | Section 76 of the Railways Act 2005 provides powers to require the owner of a place displaying a sign that could be mistaken for or obscure a railway signal to remedy the situation. |
| Various | <p>Legislation and regulations may require signage e.g.:</p> <p>The Health and Safety at Work (Hazardous Substances) Regulations 2017 contain requirements for signage relating to certain hazardous substances</p> |

3.0 Issues analysis

3.1 Background

Signs and associated advertising structures are an integral and necessary part of both urban and non-urban environments. Signs promote business, community facilities, and other activities, and are useful and necessary for wayfinding and safety.

Excessive or poorly controlled signage can adversely affect amenity values in the Districts and cause issues with traffic and pedestrian safety. “Amenity values” refers to environmental characteristics of an area that contribute to the pleasantness and attractiveness of that area as a place to live, work or visit. Inherently, amenity values are subjective in nature, although there are qualities that are commonly accepted and shared by most people.

In general, the combined amenity values of an area go towards defining the character of that area. Thus, amenity values within the Wairarapa vary from location to location,

and largely depend upon the perceived character of each area. For example, the amenity values of an industrial area differ from that of a residential area.

These differences in character are important factors in determining which environmental characteristics may be acceptable in one area while not in another. For example, the size of signs within a commercial or industrial area would generally not be acceptable in a residential neighbourhood.

Permanent signs are managed under the Operative District Plan policies and rules for the various environmental zones and management areas to allow the effects on character and environmental quality of each of these parts of the Wairarapa to be managed. Temporary signs are captured by the district wide General Amenity Values and District Wide Land Use Rules in the Operative District Plan.

The Wairarapa Consolidated Bylaw 2019 manages signs but only in a limited capacity that does not duplicate the Operative District Plan, and is focused on avoiding signage causing an obstruction in public places. Other legislation manages specific types of signs e.g. electoral signs are managed under the Electoral Act 1993.

3.2 Evidence base

The Council has reviewed the Operative District Plan, reviewed approaches taken in other district plans, and considered feedback from stakeholders and the community to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

The Operative District Plan does not identify any significant resource management issues specifically relating to signs. Those issues identified for each zone or overlay will be relevant to signs within that zone or overlay.

Provisions relating to signs are located within several different chapters, with provisions relating to permanent signs contained in each Environmental Zone chapter and those relating to temporary signs included with the Temporary Activities provisions:

- Chapter 4: Rural Zone, Chapter 5: Residential Zone, Chapter 6: Commercial Zone, and Chapter 7: Industrial Zone each contain objectives, policies and rules relating to permanent signs.
- Chapter 19: General Amenity Values contains objectives and policies relating to temporary signs and Chapter 21: District Wide Land Use Rules contains the

applicable rules in the permitted activity Rule 21.1.16: Temporary Activities and discretionary activity Rule 21.6(a).

- Chapter 10 Historic Heritage contains objectives and policies relating to historic heritage and Chapter 21 contains specific rules for signs in Historic Heritage Precincts.
- Chapter 27: Definitions includes definitions for “sign”, “official signs” and “official traffic sign”.

The most recent amendments to these sections were made in 2014.

Objectives in the Rural, Residential, and Commercial Zones all refer to maintaining and enhancing amenity values. In the Industrial Zone, Objective 7.3.1 Ind1 refers to activities functioning efficiently within acceptable levels of amenity. This is reflective of a reduced expectation around amenity in this zone.

The objectives are supported by policies and implemented by rules in each of the zones that specify standards for permitted activities, with a restricted discretionary activity status if the standards are not met. The standards differ by zone but generally control the number of signs per site, size, location, obstruction of other signs, and whether the sign is illuminated or moving. Signs are not permitted to be affixed to listed heritage items in any zone. All signs must comply with sight distance requirements in Appendix 5. Official Traffic Signs are excluded from complying with the above standards provided they comply with the Land Transport Rule: Traffic Control Devices 2004 Land Transport Rule: Traffic Control Devices 2004 and the Manual of Traffic Signs and Marking (MOTSAM).

The standards are generally more restrictive in the Residential and Rural zones and less restrictive in the Commercial and Industrial zones, in line with the expected character and amenity of those areas. In the Rural and Residential Zones any sign must relate to the activity undertaken on the site. The Commercial and Industrial zone standards include some additional controls to manage effects of signs in those areas on nearby Residential/Rural zones.

Specific objectives and rules exist in the Commercial Zone chapter for the Carterton Town Centre and in the Industrial Zone chapter for Opaki Special Management Area and Waingawa Industrial Area. Within the Historic Heritage Precincts in Appendix 1.8 signs in the Commercial and Industrial Zones are subject to the permitted activity standards in 21.1.3(b) and those within Residential Zones are a discretionary activity (Rule 21.6).

3.2.1.2 State of the environment monitoring

Reviewing the Ministry for the Environment National Monitoring System Database data between 2014/15 – 2020/21, there were 38 applications for resource consent for signage across the three Wairarapa districts. Most of these were in the South Wairarapa District (20), with 15 in Masterton District and 3 in the Carterton District. Various types of signs in different contexts have triggered resource consent requirements, which have required case-by-case assessments through the resource

consent process. Applications included signs in each of the four zones and for varying sign types including:

- Welcome signage and advertising;
- Off-site sign advertising a museum;
- Signage on commercial properties exceeding standards;
- Signage in a Heritage Precinct;
- Signage on a heritage item;
- Signage on State Highway;
- A common sign at the entrance to an industrial park;
- A digital sign;
- Commercial activity in a residential area, including signage not complying with standards.

It is not clear from the data which standards were infringed.

3.2.1.3 Effectiveness of the Operative District Plan approach

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|---|--|
| Issue 1: Duplication and inconsistency with other regulation | <ul style="list-style-type: none"> • There is some duplication and inconsistency between the Electoral Act requirements for election signage and the District Plan rules. (The District Plan requires signs to be taken down within 7 days of the election, but the Electoral Act requires signs to be taken down the day before the election). |
| Issue 2: Ensuring signs on State Highways meet Waka Kotahi requirements | <ul style="list-style-type: none"> • There is a need to ensure signs fronting State Highways meet Waka Kotahi NZ Transport Agency requirements. • Waka Kotahi is considered an affected party for applications for signs fronting State Highways and it would be efficient if the District Plan was clear on this. |
| Issue 3: There are some gaps and inconsistencies in the rules | <ul style="list-style-type: none"> • The Operative District Plan does not contain specific provisions for signs on verandas. There is a need for a logical framework for signs on verandas over the road reserve. • There is some misalignment with the area limits for permanent and temporary signs in commercial and industrial zones. • Not all signs have maximum height limits. |
| Issue 4: The Operative District Plan does not contain time limits for real estate signs | <ul style="list-style-type: none"> • There have been issues with real estate signs being left up for extended periods and being used for advertising purposes rather than property sales. • The Operative District Plan does not limit real estate signs to a particular time period, only stating that they are "temporary". |

| Issue | Comment |
|---|--|
| Issue 5: Digital signs are an emerging issue with potential amenity and traffic safety effects | <ul style="list-style-type: none"> Digital signs are becoming more prevalent and can have adverse effects due to moving images and illumination and clear rules are needed for these. Rules need to align with rules relating to light and to support the Dark Sky Management Area provisions. |
| Issue 6: There have been some compliance issues with off-site signs being erected, particularly in the Rural Zone | <ul style="list-style-type: none"> There have been some compliance issues with signs not relating to the site they are located on, particularly in the Rural Zone. There can be cumulative effects and visual dominance issues with off-site signage. |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|---|--|
| Proposed Porirua District Plan (rev 11 August 2022) | <ul style="list-style-type: none"> Digital signs require a resource consent, with activity status depending on the zone and compliance with standards. Official signs, interpretation signs, directional signs, traffic signs, railway signs, temporary signs for temporary activities, real estate signs, election signs outside of overlays other than Natural Hazard and Coastal Hazard overlays are permitted subject to standards. A more limited range of sign types is permitted within overlays. Off-site signs are permitted in some zones (subject to standards) but are a discretionary activity in other zones e.g. Residential, Rural, Open Space Zone etc. Specific rules for veranda signs. States that signs located on State Highways require approval from NZTA. |
| Proposed New Plymouth District Plan (rev 12 May 2023) | <ul style="list-style-type: none"> Permitted activity rules (with standards) for traffic and railway signs, official signs, temporary signs, interpretative signs, signs on a heritage building or item, signs attached to buildings, verandah signs, footpath signs, touch-screen interactive digital signs, signs on street furniture in certain zones, freestanding signs, signs affixed to vehicles or trailers, third party signs in City Centre Zone. Third party signs are permitted in the City Centre Zone and Town Centre Zone (if not adjacent to a State Highway), non-complying in the Residential and Rural Zones, and discretionary in other commercial zones. Digital signs and those containing moving images, text or lights are restricted discretionary in the City Centre Zone |

| Plan | Description of approach |
|--|--|
| | (subject to standards), discretionary in other commercial zones, and non-complying in residential, rural and open space zones. |
| Proposed Waimakariri District Plan (rev 1 Sept 2022) | <ul style="list-style-type: none"> • Official signs are permitted with no standards. • Internalised signs are permitted with no standards. • Community signs are permitted subject to standards. • Specified temporary signs are permitted, subject to standards. • Off-site directional signs are permitted subject to standards. • Off-site signs require resource consent (restricted discretionary in Industrial Zones otherwise non-complying). • Signs (other than community signs) on a historic heritage item or within a historic heritage setting are restricted discretionary activities. • Subdivision development entrance signs are non-complying. • Provides interpretative diagrams. |
| Operative Kapiti District Plan 2021 | <ul style="list-style-type: none"> • General permitted activity rule for signs in all zones subject to standards, including specific standards for signs in proximity to a Strategic Arterial Route. • Specific permitted activity rules for election signs, garage sale and open home signs, charity events and signs related to specified community-type purposes. • Distinction between signs in Rural/Residential zones vs Working zones. • Identifies NZTA as an affected party for applications for signage that doesn't meet specified standards. • Signs on a historic building or site or area are restricted discretionary. • Certain signs in the roading environment are non-complying activities. • Digital/electronic signs with moving or changing text are a non-complying activity. • Provides an interpretation diagram. |

These plans were selected because:

- They have been subject to a recent plan review that addressed similar issues relating to this topic and are in the National Planning Standards format; and/or
- The councils are of a similar scale to the Wairarapa Districts and are facing similar issues relating to this topic; and/or
- The Councils are located within the Greater Wellington Region.

A summary of the key findings follows:

- Different categories and definitions are used across the different plans.
- Off-site or third party signs tend to require resource consent in rural and residential zones but some councils have provided for permitted activities in certain commercial zones.
- Most district plans analysed have specific signage provisions where signs are located on heritage listed buildings, but not always for protected landscape areas.
- All the plans require resource consent for digital signs, some distinguish between static and moving signs.
- Total sign areas within residential zones and rural zones differ between district plans. Some have a greater allowance for signs in rural areas with 3m² being common. Permitted sign areas in residential areas differ between 0.5m² to 2.5m².
- In commercial zones and industrial zones permitted sign areas generally range from 3m² to 10m².
- The activity status for signs is generally either permitted or restricted discretionary. Discretionary or non-complying signs are generally only used for third party advertising signage and digital signage.

3.2.3 Advice received from Iwi

No specific advice has been received from Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa regarding this topic and the proposed provisions evaluated within this report.

3.2.4 Consultation

The following is a summary of the primary consultation undertaken in respect of this topic:

| Who | What | When | Relevant Issues Raised |
|-------------|--|----------------|--|
| Waka Kotahi | Feedback on Working Draft District Plan provisions | April 2022 | <ul style="list-style-type: none"> • Comments on Working Draft District Plan provisions, particularly relating to signs in proximity to the State Highway network • Specific feedback provided on wording of policies, rules and standards |
| Community | Feedback on Draft Plan, through submissions | Oct - Dec 2022 | <ul style="list-style-type: none"> • Feedback received from six |

| Who | What | When | Relevant Issues Raised |
|-----|--------------------------|------|--|
| | and targeted discussions | | <p>organisations relating to signs on heritage buildings, the exemption for official signs and official traffic signs, application of other Part 2 District Wide Matters chapters, management of illuminated signs, and area thresholds in commercial zones.</p> <ul style="list-style-type: none"> • Refer below for further detail. |

Public consultation was undertaken on the Draft District Plan in October to December 2022.

The Draft District Plan contained a single Signs chapter with provisions for permanent and temporary signs. It included rules for signs, signs in scheduled heritage precincts, temporary signs, off-site signs, digital signs, veranda signs, and signs fixed to heritage buildings or items. A note in the Rules section exempted official signs and official traffic signs from the rules and standards in the chapter if they comply with specified Waka Kotahi (NZTA) documents. The provisions were generally similar to those in the Operative District Plan but reformatted to align with the National Planning Standards. Key changes from the Operative District Plan were to include a specific rule relating to digital signs, a specific rule relating to off-site signs (to make it more prominent than a standard) and a rule for veranda signs.

Feedback on signs was received from six organisations. A summary of specific feedback on this topic is contained in Appendix 1 and summarised below:

- Heritage
 - Support for Policy SIGN-P6 and Rule SIGN-R7 managing signs on heritage buildings and within heritage precincts.
 - Support for SIGN-P2 (Character and amenity), SIGN-P4 (Potentially incompatible signs), and SIGN-P6 (Signs in sensitive environments).
- Official signs and official traffic signs
 - Request for clarity on how official signs are permitted or addressed in the Plan. Suggestion to include an explicit permitted activity rule with standards.
 - Support for Policy SIGN-P1 (Official signs and official traffic signs).
- General/miscellaneous

- Request for note to be further clarified to ensure it is clear that other provisions in Part 2 Chapters of the District Plan apply.
- Concern that regulations on signs must not be used to restrict reasonable signage required to point the way to retail, industrial, commercial, and farming activities.
- Illuminated signs and skyglow
 - Request for new Policy and the addition of a matter of discretion to Standard SIGN-S11 (Reflective materials, illuminated, flashing, or moving signs) to manage illuminated signs to manage skyglow.
- Area limits in commercial zones
 - Request to amend SIGN-S1 to enable an unlimited amount of signage on buildings outside Historic Heritage Precincts or other sensitive environments and only require consent for over-height free-standing signs or illuminated signs that do not meet the relevant standards. Concern SIGN-S9 does not permit any sign facing an adjoining residential zoned site.
- Other rules
 - Requests to amend various rules and standards to provide further restrictions, particularly in Heritage Precincts.

In response to the feedback amendments were made to the chapter to:

- Add a permitted activity and standards for official signs;
- Clarify the application of other Part 2 Chapters;
- Add a new policy and assessment criterion relating to skyglow and protecting the clarity and brightness of the night sky;
- Amendments to add maximum height limits for freestanding signs;
- Amendments to clarify maximum area limits in the Historic Heritage Precinct.

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified several issues of a relatively discrete nature, therefore a "partial review", focused on specific matters identified in the scoping and aligning the provisions with the National Planning Standards, was considered appropriate.

Based on the research, analysis and consultation outlined above the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Issue 1: Duplication and inconsistency with other regulation
- Issue 2: Ensuring signs on State Highways meet Waka Kotahi requirements
- Issue 3: There are some gaps and inconsistencies in the rules

- Issue 4: The Operative District Plan does not contain time limits for real estate signs
- Issue 5: Digital signs are an emerging issue with potential amenity and traffic safety effects
- Issue 6: There have been some compliance issues with off-site signs being erected, particularly in the Rural Zone.

The following resource management issues have been identified:

| Issue | Comment |
|--|---|
| Issue 1: Signs are an important mechanism for displaying and conveying important information and messages that support the wellbeing of people and communities | <ul style="list-style-type: none"> • Signs have economic benefits in advertising businesses. • Signs are necessary to convey important information e.g. health and safety. • Signs are necessary for conveying directional and traffic information. • Temporary signs can serve an important purpose of conveying information regarding temporary activities and events. The visual effects are short in nature meaning the impact on amenity is less severe than permanent signs. |
| Issue 2: Signs can have adverse effects on the environment, particularly on amenity values | <ul style="list-style-type: none"> • The character of an area/zone will determine what is appropriate in that area, e.g. the amenity values of an industrial area differ from that of a residential area which influences what characteristics may be acceptable for a sign e.g. number, size, height, design. • Signs can have cumulative effects and a proliferation of signs can degrade amenity values. • Signs can damage and detract from the values of heritage items. • Digital signs have the potential to have greater effects than traditional static signs. |
| Issue 3: Signs can cause safety issues in proximity to roads due to driver distraction or the obscuring of sightlines | <ul style="list-style-type: none"> • Signs can be distracting to drivers and if not appropriately placed can obscure official signs and sightlines. • Waka Kotahi has a particular interest where signs are visible from a State Highway. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the signs provisions to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | | √ | |
| Effects on matters of national importance | √ | | |
| Scale of effects - geographically | √ | | |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | √ | |
| Scale of effects on those with specific interests e.g. tangata whenua | √ | | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | √ | | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | | √ | |

In summary:

- The degree of change from the Operative District Plan is medium. The provisions are generally similar to those in the Operative District Plan, but reformatted to align with the National Planning Standards. Key changes include greater policy direction, a specific rule relating to digital signs, a specific rule relating to off-site signs (to make it more prominent than a standard) and a rule for veranda signs.
- The proposal relates to s6(b), (c), (e), and (f) matters of national importance as signs may locate in areas with significant values e.g. landscape, cultural, heritage, ecological.
- The provisions apply district-wide and affect those who wish to erect signs and the public and individual properties who view them.
- There is little specific national or regional direction relating to signs.
- Costs relate to restrictions on signs and the need for resource consent in some cases.

Overall, it is considered that the scale and significance of the proposal is low to medium.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 3.0 of this report.

5.0 Proposed provisions

5.1 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the Signs topic.

| | |
|---|---|
| HC-01 | Protection of heritage values |
| The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa are protected and maintained. | |
| RE-03 | Character of the rural environment |
| The character of the rural environment is maintained and enhanced. | |

These Strategic Direction Objectives are relevant to signs insofar as signs can have adverse effects on heritage values and on the character of the rural environment if not appropriately managed.

These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.2 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

The proposed approach primarily seeks to create a regulatory framework for signs located on both private and public land with an activity-based approach to a range of different sign types with supporting standards that provide appropriate controls on the potential effects of those signs. The provisions reflect the different amenity of different zones.

The overall approach to the cascade of rules and standards is to permit or restrict signs based on sign type with corresponding standards setting parameters for size, height, number of signs and sign content. A restricted discretionary activity status is generally used for signs that do not meet standards.

In summary, the proposed provisions are contained in the Signs chapter in Part 2: District Wide Matters and include:

- Definitions for sign, official sign, official traffic sign, temporary sign, off-site sign, and digital sign.
- An objective that:
 - Recognises the benefits of signage; and
 - Identifies matters which may be adversely affected by signs.
- Eight policies that seek to:
 - SIGN-P1 - allow for official signs and official traffic signs;
 - SIGN-P2 - maintain the predominant existing or anticipated character and amenity of each zone;
 - SIGN-P3 - provide for certain temporary signs;
 - SIGN-P4 - manage signs that are potentially incompatible with the role, function, and predominant character of the zone;
 - SIGN-P5 - allow signs where they are consistent with the purpose, character, and amenity values of the zone and are consistent with the matters stated in the policy;
 - SIGN-P6 - manage signs so as not to compromise the safe and unobstructed use of the transport network;
 - SIGN-P7 - manage signs in sensitive environments including heritage precincts and on heritage buildings;
 - SIGN-P8 - manage illuminated signs to mitigate skyglow and protect the clarity and brightness of the night sky.
- A rule framework that manages signs as follows:
 - An exemption for official traffic signs;
 - Permitted Activity rules for:
 - Official signs;

- Signs outside of a scheduled heritage precinct;
- Signs within scheduled heritage precincts in General Industrial, Commercial and Mixed Use, and Open Space and Recreation zones;
- Temporary signs;
- Off-site signs in Commercial, Mixed Use and Industrial zones
- Veranda signs in the Commercial, Mixed Use and Industrial zones
- Mobile or relocatable signage, including signage affixed to vehicles or trailers and signage not fixed or attached to any structure or natural object
- Restricted Discretionary Activity rules for:
 - Signs within scheduled heritage precincts in Residential Zones;
 - Off-site signs in Open Space and Recreation Zones;
 - Digital signs meeting standards;
- Discretionary Activity rules for:
 - Signs within scheduled heritage precincts not meeting permitted or restricted discretionary standards;
 - Off-site signs in Rural, Residential, Māori Purpose, and Future Urban zones;
 - Digital signs not meeting restricted discretionary standards;
 - Signs affixed to a scheduled heritage building or item;
 - Signs not otherwise listed in the chapter.
- Effects standards that address:
 - SIGN-S1: Maximum total face area of permanent signs per site;
 - SIGN-S2: Maximum number of signs per site;
 - SIGN-S3: Maximum height above ground level of freestanding signs;
 - SIGN-S4: Maximum height and setback for signs affixed to a building;
 - SIGN-S5: Sight distance;
 - SIGN-S6: Visibility;
 - SIGN-S7: Character height in high speed areas;
 - SIGN-S8: Concealing visibility of, interfering with, or distracting from, official signs and official traffic signs;
 - SIGN-S9: Visibility from other Zones;
 - SIGN-S10: Location within the site;
 - SIGN-S11: Reflective materials, illuminated, flashing, or moving signs.

5.3 Other relevant objectives

There are several other objectives in the Proposed District Plan relevant to signs. In particular the objectives for each zone relating to character and amenity of the zone.

The provisions for signs need to recognise and reflect the different character and amenity of each zone.

The key objectives are:

- HH-O2 Protection of historic heritage
- GRZ-O2 Character and amenity values of the General Residential Zone
- SETZ-O2 Character and amenity values of the Settlement Zone
- GRUZ-O2 Rural character
- RLZ-O2 Character of the Rural Lifestyle Zone
- NCZ-O2 Character and amenity values of the Neighbourhood Centre Zone
- MUZ-O2 Character and amenity values of the Mixed Use Zone
- TCZ-O2 Character and amenity values of the Town Centre Zone
- TCZ-O8 South Wairarapa town centres - values
- GIZ-O2 Character and amenity values of the General Industrial Zone
- NOSZ-O2 Character and amenity values of the Natural Open Space Zone
- OSZ-O2 Character and amenity values of the Open Space Zone
- SARZ-O2 Character and amenity values of the Sport and Active Recreation Zone
- FUZ-O2 Character and amenity values of the Future Urban Zone

5.4 Other methods

Other methods of key relevance to signs are:

- Wairarapa Consolidated Bylaw 2019, particularly Part 2 which controls the placement of signs in public places to prevent obstruction;
- Reserve management plans;
- Building Act 2004;
- Electoral (Advertisements of a Specified Kind) Regulations 2005;
- Electoral Act 1993;
- Waka Kotahi bylaws and guidance:
 - Bylaw 2010 New Zealand Transport Agency (Signs on State Highways) Bylaw;
 - Traffic Control Devices Manual;
 - Land Transport Rule: Traffic Control Devices Rule 54002/2004;
 - Manual of Traffic Signs and Marking.

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA.

The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the Signs topic.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objective | |
|--|--|
| SIGN-O1 Transport safety, character, amenity values, and heritage | |
| Signs positively contribute to the social, cultural, and economic wellbeing of the community without compromising transport safety, character, amenity values, or heritage values. | |
| Alternatives considered | |
| Status quo (Operative District Plan): | |
| General zone-based objectives relating to amenity, with no specific objective(s) for signs | |
| Appropriateness to achieve the purpose of the RMA | |
| Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability) | <ul style="list-style-type: none"> • The proposed objective addresses the identified resource management issues. It acknowledges the positive contribution of signs whilst recognising adverse effects on transport safety, character, amenity values and heritage values need to be managed. • The proposed objective more clearly articulates the outcomes sought for signs. • The proposed objective may result in additional resource consent requirements, but this would be expected in relation to certain types of signs to manage identified issues. |

| | |
|--|--|
| | <ul style="list-style-type: none"> The proposed objective is supported by other objectives in the Proposed District Plan that describe the character and amenity values of each zone. |
| Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability) | <ul style="list-style-type: none"> The existing objectives do not provide any specific direction in relation to signs. Zone objectives refer to maintaining and enhancing amenity values in a general sense. The status quo does not fully address the identified resource management issues nor does it acknowledge the positive contribution of signs. The status quo recognises amenity values but not transport safety, character, and heritage values. The status quo does not provide clear direction on the outcomes to be achieved. |
| Preferred option and reasons | |
| The proposed objective is the most appropriate means of achieving the purpose of the RMA. It provides more specific direction in relation to signs and more clearly articulates the outcomes sought than the status quo. | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve Objective SIGN-O1 relating to signs

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

The options considered reasonably practicable for achieving the objective of the Proposed District Plan in relation to signs are:

- Option 1: The proposed provisions
- Option 2: Retaining the status quo – Operative District Plan policies and rules

| Objective SIGN-O1: Transport safety, character, amenity values, and heritage | | |
|---|--|---|
| Signs positively contribute to the social, cultural, and economic wellbeing of the community without compromising transport safety, character, amenity values, or heritage values. | | |
| Option 1: Proposed approach (recommended) | Costs | Benefits |
| Signs chapter in the Proposed District Plan containing: 8 policies, relating to: <ul style="list-style-type: none"> • Official signs and official traffic signs • Character and amenity • Temporary signs | Environmental <ul style="list-style-type: none"> • Adverse effects on visual amenity of signage provided for as a permitted activity. • Adverse effects on visual amenity of temporary signage provided for as a permitted activity. These are mitigated by their temporary nature, the definition of temporary sign, and standards limiting area, height, location and design. • Fewer restrictions in the Commercial and Mixed Use and Industrial zones may impact on amenity in these zones, but this is considered appropriate in the context of the nature and amenity values of the zones. Economic | Environmental <ul style="list-style-type: none"> • Benefits for visual amenity in tightening and clarifying rules around off-site signs, particularly in the Rural and Residential zones. • Requiring resource consent for digital signs allows consideration of the appropriateness or otherwise of the location and design and has benefits for visual amenity. • Providing maximum height limits for freestanding signs mitigates adverse visual effects of these signs. Economic |

| | | |
|--|--|---|
| <ul style="list-style-type: none"> • Potentially incompatible signs • Signs consistent with purpose, character, and amenity values of the zone • Signs located on sites adjoining, adjacent, and/or intended to be read from the transport network • Signs in sensitive environments • Protecting the clarity and brightness of the night sky <p>Rules to manage a range of different types of signs and standards to manage the scale and location of signage in all zones. Include specific provisions for digital signs.</p> <p>Other methods:</p> | <ul style="list-style-type: none"> • Potentially reduced ability for businesses to erect multiple, digital, off-site or large-scale signage. • Direct economic effects through resource consent related costs for signage that is not a permitted activity. • Costs to the Councils in administering new provisions, particularly in relation to processing consent applications, enforcement and compliance. <p>Social</p> <ul style="list-style-type: none"> • No direct or indirect social costs have been identified. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect cultural costs have been identified. | <ul style="list-style-type: none"> • Clearer provisions provide greater certainty with consequent benefits for the Councils and individuals. • Greater policy direction reduces uncertainty and regulatory costs. • Provision for a range of signs as a permitted activity, including advertising, real estate signs and signs for temporary events, has economic benefits. <p>Social</p> <ul style="list-style-type: none"> • Provision for a range of signs as a permitted activity, including real estate signs and signs for temporary events, has social benefits. • Social benefits through the protection of amenity values, supporting the wellbeing of people and communities. • Road safety benefits through tighter controls around digital signs and through provision of official traffic signs as a permitted activity. • Health and safety benefits through the provision of official signs as a permitted activity. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect cultural benefits have been identified. Controls on structures within Sites and Areas of Significance to Māori apply through the SASM chapter to protect such sites. |
|--|--|---|

| | | |
|---|--|--|
| <ul style="list-style-type: none"> • Wairarapa Consolidated Bylaw 2019, particularly Part 2 which controls the placement of signs in public places to prevent obstruction; • Reserve management plans; • Building Act 2004; • Electoral (Advertisements of a Specified Kind) Regulations 2005; • Electoral Act 1993; • Waka Kotahi bylaws and guidance. | | |
| <p>Effectiveness and efficiency</p> | <p>The proposed provisions are considered to be the most effective method for meeting the objective as they recognise and provide for temporary and permanent signage, protect amenity values through better management of signs, including off-site signs, digital signs and verandah signs, and maintain the safe operation of the transport network through rules and standards. Greater clarity in the provisions should assist the Councils with compliance.</p> <p>The provisions will achieve the objectives at the highest net benefit to the community. Overall, the direct and indirect benefits, as set out above, outweigh the costs to sections of the community, landowners and business owners. The</p> | |

| | | |
|---|---|--|
| | provisions will provide a clearer regulatory framework than the status quo to manage sign types across the Districts with all sign-related rules concentrated in a signs-specific chapter. The rule framework reflects the amenity anticipated in each zone. The provisions avoid inconsistency and minimise duplication of other regulation including for traffic signs and election signs. | |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring and knowledge of council staff. | |
| Overall evaluation | This is the most appropriate approach to achieve the objectives, since it recognises and provides for the positive effects of signs, whilst minimising their adverse environmental effects. This is achieved through a regulatory regime that clearly defines and manages a range of types of signs, with rules and standards to minimise their adverse effects including using consent conditions. | |
| Option 2: Status Quo - Operative District Plan | Costs | Benefits |
| <p>No objectives or policies specific to signs.</p> <p>Control permanent signage through each of the zone chapters, with separate district-wide rules for temporary signs.</p> <p>Signs provided for as a permitted activity subject to standards, otherwise restricted discretionary or discretionary. More restrictive standards in Rural and Residential zones. Additional</p> | <p>Environmental</p> <ul style="list-style-type: none"> • Potential adverse impact on the character and amenity values in some locations particularly where large-scale, off-site or digital signs are established. • Lack of height limits for freestanding signs in Residential and Commercial Zones can have adverse effects on amenity. <p>Economic</p> <ul style="list-style-type: none"> • Monitoring and compliance costs on Councils, including where rules are unclear. • Less certainty as to what is appropriate, given limited policy direction. <p>Social</p> | <p>Environmental</p> <ul style="list-style-type: none"> • Rules provide controls to manage effects on the environment, including amenity values, in most cases. <p>Economic</p> <ul style="list-style-type: none"> • Provision for a range of signs as a permitted activity, including advertising, real estate signs and signs for temporary events. • Businesses and community are familiar with the type and scale of signage allowed. <p>Social</p> <ul style="list-style-type: none"> • Provision for a range of signs as a permitted activity, including real estate signs and signs for temporary events. <p>Cultural</p> |

| | | |
|--|--|--|
| <p>restrictions in historic heritage precincts.</p> | <ul style="list-style-type: none"> • Potential for traffic safety issues where provisions are limited in their effectiveness in addressing digital signs issues. • Potential adverse impact on the character and amenity values in some locations where large-scale, off-site or digital signs are established. • Potential consent required to have a temporary sign, e.g. real estate signage, on commercial and industrial zoned sites where maximum permanent signage limits have been already reached. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect cultural costs have been identified. | <ul style="list-style-type: none"> • No direct or indirect cultural costs have been identified. |
| <p>Effectiveness and efficiency</p> | <p>While the existing rules are largely operating effectively, some issues have been identified with certain types of signs, including digital signs and off-site signs, where the current provisions have the potential to result in adverse effects on amenity if not better managed.</p> <p>While the existing rules are largely operating efficiently, some issues have been identified with a lack of clarity around some standards resulting in some enforcement issues. There is some inconsistency with the Electoral Act provisions.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring and knowledge of council staff.</p> | |
| <p>Overall evaluation</p> | <p>This option is not as effective or efficient as Option 1: Proposed approach. While the existing rules are largely operating effectively, some issues have been identified with certain types of signs, including digital signs and off-site signs where the current provisions have the potential to result in adverse effects on amenity if not better managed.</p> | |

8.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The proposed objective provides an objective specific to signs and more clearly articulates the outcomes sought, including recognising the positive contribution of signs;
- A number of issues were identified with the efficiency and effectiveness of the Operative District Plan provisions that the proposed provisions address, including better management of off-site signs and digital signs, better alignment with other regulations, and greater clarity to reduce uncertainty in implementation.

Appendix 1: Feedback on Draft District Plan

| Section/Topic | Submitter | Feedback | Response |
|--------------------------------------|----------------------------------|---|--|
| General | Utility | <p>For the avoidance of doubt, the submitter suggests that the Draft District Plan includes a rule that explicitly permits official signs without the need to achieve compliance with standards.</p> <p>Request to further clarify the Note with the rules to ensure that it is clear that other provisions in Part 2 of the Draft District Plan apply.</p> | <p>The exemption approach for official signs and official traffic signs is the approach taken in the Operative District Plan. This approach has been retained for official traffic signs but a permitted activity (new Rule SIGN-R3) has been included for official signs, subject to standards relating to face area and height.</p> <p>Additional text has been added to the Note for clarification.</p> |
| | Corporate | Concern the regulations on signs must not be used to restrict reasonable signage required to point the way to retail, industrial, commercial, and farming activities. | No amendment |
| Policies | Utility, national interest group | Support for Policy SIGN-P1 | No amendment |
| Illuminated signs and skyglow | Local interest group | Include a new policy and amend standard SIGN-S11 to ensure that all illuminated signs are managed to protect the clarity and brightness of the night sky. | A new policy has been added and an amendment made to SIGN-S11 in response to this feedback. |
| Heritage | National interest group | Support for SIGN-P6, SIGN-R1 and SIGN-R7 managing signs on heritage buildings and within heritage precincts. | No amendment |
| | Local interest group | Support for SIGN-P2 (Character and amenity), SIGN-P4 (Potentially incompatible signs), and SIGN-P6 (Signs in sensitive environments) | <p>Amendment made to clarify the maximum area limit in SIGN-R2 and to clarify veranda sign requirements.</p> <p>Addition of maximum height limits for freestanding signs in</p> |

| | | | |
|--|--|--|--|
| | | <p>Requested amendments to Rule SIGN-R2 to address various matters including total maximum signage, definition of reflective materials, addition digital to the list of excluded signs, including signs in the Design Guide, aligning veranda sign requirements with Greytown Heritage Trust's Style Guide, allowing freestanding signs for back tenancies only and including mandatory requirements in the Design Guide.</p> <p>Requested SIGN-R3 be enhanced, adding requirements for the removal of signs.</p> <p>Opposed SIGN-R5 (Digital signs), requesting these not be permitted in the Historic Heritage Precinct or Main Street Greytown and stating a definition is needed.</p> <p>Requested to prohibit illuminated signs advertising multiple properties in real-estate windows in the Historic Heritage Precinct and Main Street Greytown.</p> <p>Supported Rules SIGN-R6 (Veranda signs) and SIGN-R7 (Signs affixed to the exterior of any scheduled heritage building or item listed in SCHED1 Heritage Buildings and Items).</p> <p>Opposed SIGN-S3 as no height limit is too tall for the Historic Heritage Precinct.</p> | <p>residential zones and commercial and mixed use zones.</p> <p>Addition of further policy direction for digital signs.</p> <p>No other amendments made as generally matters were already addressed by the provisions.</p> |
|--|--|--|--|

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|---------------------------------------|------------------|---|---|
| | | <p>Opposed SIGN-S9 (Visibility from Residential Zones) stating there should be no illuminated signs in the Historic Heritage Precinct and illuminated signs visible from Residential Zones should have a cut off time of 10pm.</p> | |
| <p>Standards - area limits</p> | <p>Corporate</p> | <p>Submitter considers that the area thresholds for signs in commercial zones are too low and do not reflect the fact that signage is an appropriate and necessary component of commercial activity. Standard SIGN-S1 should enable an unlimited amount of signage on buildings (where not located in Historic Heritage Precincts or other sensitive environments) and only require consent for over-height free-standing signs or illumination that does not meet relevant standards.</p> <p>Standard SIGN-S9 is problematic in that it does not permit any sign facing an adjoining residential zoned site.</p> | <p>No amendment to area limits or change to rules relating to residential interface. Amendment made to SIGN-S11 relating to reflective, illuminated, flashing or moving signs, in the Commercial and Mixed Use and Industrial Zones as it was potentially overly restrictive in these zones, where such signs would be an expected part of the environment.</p> |



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Subdivision

OCTOBER 2023



Te Kaunihera-ā-Rohe o Taratahi
CARTERTON
DISTRICT COUNCIL



SOUTH WAIRARAPA
DISTRICT COUNCIL
Kia Reretahi Tātau

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Appendices

Appendix 1: Feedback on Draft District Plan

Executive summary

This Section 32 Evaluation Topic Report is focused on Subdivision. Subdivision influences the design and layout of future development and affects how people and communities provide for their social, economic, and cultural wellbeing, and their health and safety.

Subdivision is the process of dividing a site or building into one or more additional sites or units or changing the location of an existing boundary. The way a site is subdivided, including its size and shape, is important as it can be a factor on the future use and development of the land, its character and quality, and any effects on adjacent sites. Subdivision can also affect the natural and physical environment and introduce long-term development patterns that cannot be easily changed. While subdivision itself has a minor effect on land, the creation of new parcels of land is generally accompanied by expectations for associated land use and development.

The Operative District Plan subdivision chapter addresses both the ‘mechanics’ of the subdivision process and the management of the effects of subdivision and development, including its influence on future land uses and effect on rural character in rural areas.

The review of the subdivision provisions in the Operative District Plan concluded that they were generally achieving the subdivision objectives of the Operative District Plan, particularly the mechanical aspects of the subdivision process. However, the review concluded the broader outcomes in the Operative District Plan, such as the outcomes for specific zones were not being achieved. For example, some rural subdivision was affecting rural character and not achieving the objectives for the Rural Zone. The provisions for rural subdivision have been reviewed and developed in conjunction with the General Rural Zone and Rural Lifestyle Zone chapters, and these provisions are therefore addressed in the Rural Zones Section 32 report.

In addition, the review of the subdivision provisions concluded some modification would be appropriate to consolidate various standards, align with current Engineering Standards, National Planning Standards, relevant national and regional policy direction, growth strategies, and spatial plans.

The key resource management issues for subdivision within the Wairarapa are:

- Issue 1: Ad-hoc and poorly managed subdivision can result in inappropriate and unanticipated outcomes for relevant zones, areas, or precincts due to its scale, density, and type. This can adversely affect the identified characteristics and values of that zone, area, or precinct; and
- Issue 2: Subdivision that is unserviced or inappropriately serviced can result in environment and economic burden on the community.

The subdivision provisions in the Operative District Plan have mostly been rolled over into the Proposed Wairarapa Combined District Plan (Proposed District Plan), with the exception of the following changes:

- Amending the structure and location of subdivision provisions within the Proposed District Plan to align with the National Planning Standards.
- Consolidating and simplifying the subdivision rules and standards where relevant (including standards requiring three waters infrastructure and esplanade reserves and strips).
- Strengthening the rural subdivision provisions to protect rural character (assessed within Rural Zones Section 32 Report).
- Reducing the minimum lot size in Residential Zones (from 350m² in Masterton and 400m² in Carterton and South Wairarapa to 350m² across all three Wairarapa districts) to allow for slightly greater density.
- Aligning with new zoning framework which consolidates the various sub-zones to align with standardised zones set by the National Planning Standards.
- Aligning provisions with growth strategies and spatial plans including the Carterton Urban Growth Strategy 2017, Carterton Eastern Growth Area Structure Plan 2020, and South Wairarapa Spatial Plan 2021.
- Aligning subdivision rules and standards with new national policy direction, including:
 - The National Policy Statement on Urban Development 2020 (NPS-UD), including intensification policies (Policies 3, 4, 5) responsive planning policy (Policy 8), and the removal of minimum carparking rates (Policy 11).
 - The National Policy Statement on Highly Productive Land 2021 (NPS-HPL) which requires protection of highly productive land.

The Proposed District Plan will:

- Provide direction and certainty to plan users on the outcomes expected for subdivision, including integrated and comprehensive infrastructure provision,
- Achieve greater alignment with national and regional directions and outcomes expected for the zones (especially rural zones).

1.0 Introduction

This Section 32 Evaluation Topic Report contains a Section 32 evaluation of the objectives, policies, and methods relating to Subdivision in the Proposed District Plan.

The Subdivision chapter contains rules and standards regulating the subdivision of land. Subdivision is the process of dividing a site or building into one or more additional sites or units or changing the location of an existing boundary. The way a site is subdivided, including its size and shape, is important as it can be a factor on the future use and development of the land, its character and quality and any effects on adjacent sites. This affects how people and communities provide for their social, economic, and cultural wellbeing. Subdivision can also affect the natural and physical environment and introduce long-term development patterns that cannot be easily changed.

The adverse effects of activities are generally controlled by the provisions for each zone at the time of development. However, some potential effects of those activities are most appropriately managed at the time of subdivision. For example, forming new connections to roads may affect the amenity values of an area and the safety and efficiency of the transport network, and the most effective time and means of addressing such effects is through a subdivision consent. It is also important to ensure that new sites being created are of a size and shape that can accommodate future development in a way that aligns with the outcomes anticipated for each zone, and be adequately serviced, either by reticulated services for urban areas or on-site services in rural areas.

The subdivision of land to create new lots on undeveloped land also creates expectations and property rights. It requires consideration of the need for public open space, esplanade strips, community facilities, and servicing by and connections to infrastructure. Cost-effective servicing by infrastructure is an important consideration for greenfield developments. However, ensuring sufficient infrastructure capacity can also be an issue for subdivision of already developed land.

Subdivision provisions may be modified in areas that are affected by overlays in the District-wide Matters chapters, such as the Coastal Environment, Natural Hazards, Natural Environments, and the National Grid Corridor. The District-wide Matters chapters contain the objectives and policies that also apply to these subdivision applications.

The partitioning of Māori land held under Te Ture Whenua Māori Act is exempt from the subdivision provisions of the RMA and must be undertaken through the Māori Land Court.

This report sets out the statutory and policy context for Subdivision, identifies key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should be read in conjunction with the Section 32 Evaluation Overview and Strategic Directions Report, as well as the following Section 32 Reports:

| Report(s) | How does this topic relate to the Subdivision provisions |
|--|---|
| Rural Zones | The Section 32 report for the Rural Zones addresses objectives, policies, and rules that modify rural subdivision provisions. |
| Residential Zones | The Section 32 report for the Residential Zones addresses objectives, policies, and rules relating to subdivision within residential zones. |
| Open Space and Recreation Zones | The Section 32 report for the Open Space and Recreation zone addresses objectives, policies, and rules relating to subdivision within Open Space and Recreation zone. |
| Commercial and Industrial Zone | The Section 32 report for the Commercial and Industrial Zones addresses objectives, policies, and rules relating to subdivision within the Commercial and Industrial zones. |
| Future Urban Zone | The Section 32 report for the Future Urban Zone addresses objectives, policies, and rules relating to subdivision within Future Urban zone. |
| Ecosystems and Indigenous Biodiversity | The Section 32 report for the Ecosystems and Indigenous Biodiversity chapter addresses objectives, policies, and rules relating to subdivision provisions within Significant Natural Areas. |
| Notable Trees | The Section 32 report for the Notable Trees chapter addresses objectives, policies, and rules relating to subdivision of land containing a notable tree. |
| Natural Features and Landscapes | The Section 32 report for the Natural Features and Landscapes chapter addresses objectives, policies, and rules relating to subdivision within Outstanding Natural Features and Landscapes. |
| Coastal Environment | The Section 32 report for the Coastal Environment chapter addresses objectives, policies, and rules relating to subdivision within the Coastal Environment. |
| Natural Hazards | The Section 32 report for the Natural Hazards chapter addresses objectives, policies, and rules that relate to subdivision in areas with significant risks from identified Natural Hazards. |
| Sites and Areas of Significance to Māori | The Section 32 report for the Sites and Areas of Significance to Māori chapter addresses objectives, policies, and rules relating to subdivision of land containing a site or area of significance to Māori. |
| Historic Heritage | The Section 32 report for the Historic Heritage chapter addresses objectives, policies, and rules relating to subdivision within scheduled heritage buildings or items, or land within a scheduled heritage precinct. |
| Infrastructure | The Section 32 report for the Infrastructure chapter addresses objectives, policies, and rules relating to subdivision of land in the National Grid Corridor and National Grid Yard. |

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8 of the RMA.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This section is set out in more detail in the Section 32 Evaluation Overview and Strategic Directions Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. The section 6 matters relevant to Subdivision are:

| Section | Relevant matter and applicability |
|--------------|--|
| Section 6(a) | <i>the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development</i> |
| Section 6(b) | <i>the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development</i> |
| Section 6(c) | <i>the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna</i> |
| Section 6(d) | <i>the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers</i> |
| Section 6(e) | <i>the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga</i> |
| Section 6(f) | <i>the protection of historic heritage from inappropriate subdivision, use, and development</i> |
| Section 6(h) | <i>the management of significant risks from natural hazards</i> |

These Section 6 matters as they relate to Subdivision have been considered in detail in the Section 32 reports for the following chapters and will not be reassessed in this report:

- Coastal Environment (Section 6(a))
- Natural Character (Section 6(a))
- Natural Features and Landscapes (Section 6(b))
- Ecosystems and Indigenous Biodiversity (Section 6(c))
- Public Access (Section 6(d))

- Sites and Areas of Significance to Māori (Section 6(e))
- Māori Purpose Zone (Section 6(e))
- Historic Heritage (Section 6(f))
- Natural Hazards (Section 6(h)).

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to Subdivision are:

| Section | Relevant matter |
|--------------|--|
| Section 7(b) | <i>the efficient use and development of natural and physical resources</i> |
| Section 7(c) | <i>the maintenance and enhancement of amenity values</i> |
| Section 7(f) | <i>maintenance and enhancement of the quality of the environment</i> |
| Section 7(g) | <i>any finite characteristics of natural and physical resources</i> |
| Section 7(i) | <i>the effects of climate change</i> |

Regarding the relevant Section 7 matters above, subdivision of land has the potential to affect the efficient use of land if it results in allotment sizes that are of a size or shape that cannot accommodate their intended use. Subdivision layout and design directly affects amenity values and the quality of the environment. Both urban and rural productive land are finite resources and it is therefore important that they are developed in a manner that is efficient and provides for the sustainable use of this resource. The effects of climate change are addressed under the Section 32 evaluation reports for Natural Hazards and Coastal Environment.

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities have been consulted as part of the review process. This feedback has informed the Section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

2.2 National direction

2.2.1 National Policy Statements

The National Policy Statements relevant to this topic are:

| NPS | Relevant Objectives / Policies |
|---|--|
| National Policy Statement on Urban Development 2020 | Objective 1: <i>New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.</i> |

| NPS | Relevant Objectives / Policies |
|-----|---|
| | <p>Objective 2: <i>Planning decisions improve housing affordability by supporting competitive land and development markets.</i></p> <p>Objective 3: <i>Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply: the area is in or near a centre zone or other area with many employment opportunities the area is well-served by existing or planned public transport there is high demand for housing or for business land in the area, relative to other areas within the urban environment.</i></p> <p>Objective 4: <i>New Zealand’s urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.</i></p> <p>Objective 5: <i>Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).</i></p> <p>Objective 6: <i>Local authority decisions on urban development that affect urban environments are:</i></p> <ul style="list-style-type: none"> a. <i>integrated with infrastructure planning and funding decisions; and</i> b. <i>strategic over the medium term and long term; and</i> c. <i>responsive, particularly in relation to proposals that would supply significant development capacity.</i> <p>Objective 7: <i>Local authorities have robust and frequently updated information about their urban environments and use it to inform planning decisions.</i></p> <p>Objective 8: <i>New Zealand’s urban environments: support reductions in greenhouse gas emissions; and are resilient to the current and future effects of climate change.</i></p> <p>Policy 1: <i>Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:</i></p> <ul style="list-style-type: none"> a. <i>have or enable a variety of homes that:</i> <ul style="list-style-type: none"> i. <i>meet the needs, in terms of type, price, and location, of different households; and</i> ii. <i>enable Māori to express their cultural traditions and norms; and</i> b. <i>have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and</i> c. <i>have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and</i> d. <i>support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and</i> e. <i>support reductions in greenhouse gas emissions; and</i> |

| NPS | Relevant Objectives / Policies |
|-----|--|
| | <p data-bbox="576 300 1334 360"><i>f. are resilient to the likely current and future effects of climate change.</i></p> <p data-bbox="528 376 1350 495">Policy 2: <i>Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.</i></p> <p data-bbox="528 512 1342 607">Policy 5: <i>Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:</i></p> <ul style="list-style-type: none"> <li data-bbox="576 622 1286 712"><i>a. the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or</i> <li data-bbox="576 728 1257 788"><i>b. relative demand for housing and business use in that location.</i> <p data-bbox="528 806 1243 898">Policy 6: <i>When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:</i></p> <ul style="list-style-type: none"> <li data-bbox="576 913 1318 1003"><i>a. the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement</i> <li data-bbox="576 1019 1334 1279"><i>b. that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:</i> <ul style="list-style-type: none"> <li data-bbox="632 1128 1353 1279"><i>i. may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and</i> <li data-bbox="632 1294 1171 1328"><i>ii. are not, of themselves, an adverse effect</i> <li data-bbox="576 1344 1334 1433"><i>c. the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)</i> <li data-bbox="576 1449 1334 1538"><i>d. any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity</i> <li data-bbox="576 1554 1262 1588"><i>e. the likely current and future effects of climate change.</i> <p data-bbox="528 1606 1334 1695">Policy 9: <i>Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:</i></p> <ul style="list-style-type: none"> <li data-bbox="576 1711 1286 1839"><i>a. involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and</i> <li data-bbox="576 1854 1318 1944"><i>b. when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and</i> |

| NPS | Relevant Objectives / Policies |
|-----|---|
| | <p data-bbox="576 297 1342 450">c. <i>provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and</i></p> <p data-bbox="576 465 1278 528">d. <i>operate in a way that is consistent with iwi participation legislation.</i></p> <p data-bbox="528 544 1043 577">Policy 10: Tier 1, 2, and 3 local authorities:</p> <p data-bbox="576 593 1334 680">a. <i>that share jurisdiction over urban environments work together when implementing this National Policy Statement; and</i></p> <p data-bbox="576 696 1326 790">b. <i>engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and</i></p> <p data-bbox="576 806 1310 869">c. <i>engage with the development sector to identify significant opportunities for urban development.</i></p> <p data-bbox="528 884 1350 1218">The direction of the NPS-UD is focused on delivering well-functioning urban environments. The direction primarily applies to ‘urban environments’ and there are different requirements on Territorial Authorities that contain urban environments, depending on the population size of the district, and/or level of growth or expected growth in their district. Masterton district is the only district that contains an urban environment that meets the population threshold to qualify it as a ‘Tier 3’ territorial authority. Carterton and South Wairarapa urban environments do not meet the population size threshold to be subject to the NPS-UD. Masterton is therefore subject to parts of the NPS-UD including:</p> <ul data-bbox="576 1234 1350 1626" style="list-style-type: none"> • The need to enable sufficient housing supply and variety of housing, • The need to enable housing height and density that is commensurate with the level of accessible commercial activity and community services, and/or level of relative demand, • Enable Māori to express their cultural and traditional norms, and • Support reductions in greenhouse gas emissions and ensure urban environments are resilient to the effects of climate change. <p data-bbox="528 1641 1342 1765">While South Wairarapa and Carterton are not subject to the direction of the NPS, there is a willingness to give effect to parts of the direction, particularly in providing for the qualities of a ‘well-functioning urban environment’ in their towns.</p> <p data-bbox="528 1780 1337 1962">The integration between land use, development, and infrastructure provision is relevant to the topic of subdivision, as is the provision of choice in dwelling types and the efficient use of land. Full evaluation against the provisions and relevance of the NPS-UD is provided in the Section 32 evaluation for the Strategic Direction Objectives topic and Residential Zones topic reports.</p> |

| NPS | Relevant Objectives / Policies |
|--|---|
| National Policy Statement for Highly Productive Land 2022 | <p>Objective: <i>Highly productive land is protected for use in land-based primary production, both now and for future generations.</i></p> <p>Policy 7: <i>The subdivision of highly productive land is avoided, except as provided in this National Policy Statement.</i></p> <p>The NPS-HPL is focused on the protection of 'highly productive land'. As outlined in the Section 32 assessment for the rural zones, the Wairarapa contains highly productive land throughout the districts, and in particular immediately surrounding the towns. Policy 7 is applicable to the subdivision topic as it provides clear direction to avoid subdivision, except where that subdivision is expressly provided for by Clauses 3.8 or 3.10 of the NPS. Full evaluation against the NPS-HPL, including Policy 7, is provided in the Section 32 assessment for the rural zones.</p> |
| National Policy Statement on Freshwater Management 2020 | <p>Objective OC1: <i>To improve integrated management of freshwater and the use and development of land in whole catchments, including the interactions between fresh water, land, associated ecosystems and the coastal environment.</i></p> <p>The NPS-FM directs regional councils to set objectives for the state of freshwater bodies in their regions and set limits to meet these objectives. However, this objective is relevant for consideration for the district plan in regard to the integrated management of land use and freshwater, particularly given the effects development and subdivision can have on freshwater bodies. It is recognised that freshwater quality is a regional council function. However, subdivision can affect freshwater bodies through the effects on the capacity of the system from the additional development and this is a relevant matter that the district councils must consider.</p> |
| National Policy Statement on Renewable Electricity Generation 2011 | <p>Policy D: <i>Decision-makers shall, to the extent reasonably possible, manage activities to avoid reverse sensitivity effects on consented and on existing renewable electricity generation activities.</i></p> <p>The NPS-REG is focused on recognising and providing for the benefits of renewable electricity generation activities and to assist with achieving the government's national target for renewable electricity generation. This policy is relevant for consideration in the Proposed District Plan in regard to subdivision and the development it enables, as it directs decision-makers to avoid reverse sensitivity effects on renewable electricity generation activities.</p> |
| National Policy Statement on Electricity Transmission 2008 | <p>Objective: <i>To recognise the national significance of the electricity transmission network by facilitating the operation, maintenance and upgrade of the existing transmission network and the establishment of new transmission resources to meet the needs of present and future generations, while:</i></p> <ul style="list-style-type: none"> • <i>Managing the adverse environmental effects of the network; and</i> • <i>Managing the adverse effects of other activities on the network.</i> <p>Policy 10: <i>In achieving the purpose of the Act, decision-makers must, to the extent reasonably possible, manage activities to avoid reverse sensitivity effects on the electricity transmission network and to ensure that operation, maintenance, upgrading, and development of the electricity transmission network is not compromised.</i></p> |

| NPS | Relevant Objectives / Policies |
|--|---|
| | <p>Policy 11: <i>Local authorities must consult with the operator of the national grid, to identify an appropriate buffer corridor within which it can be expected that sensitive activities will generally not be provided for in plans and/or given resource consent. To assist local authorities to identify these corridors, they may request the operator of the national grid to provide local authorities with its medium to long-term plans for the alteration or upgrading of each affected section of the national grid (so as to facilitate the long-term strategic planning of the grid).</i></p> <p>The NPS-ET is focused on recognising the benefits of and providing for the National Grid electricity transmission activities. These provisions are relevant for consideration in the Proposed District Plan in regard to subdivision and the development it enables, as the NPS-ET directs decision-makers to manage adverse effects of other activities on the network.</p> <p>The Section 32 assessment for network utilities addresses the rationale for the objectives, policies and rules pertaining to subdivision in proximity to the National Grid.</p> |
| <p>New Zealand Coastal Policy Statement 2010</p> | <p>Objective 1: <i>To safeguard the integrity, form, functioning and resilience of the coastal environment and sustain its ecosystems, including marine and intertidal areas, estuaries, dunes, and land, by:</i></p> <ul style="list-style-type: none"> • <i>maintaining or enhancing natural biological and physical processes in the coastal environment and recognising their dynamic, complex and interdependent nature;</i> • <i>protecting representative or significant natural ecosystems and sites of biological importance and maintaining the diversity of New Zealand’s indigenous coastal flora and fauna; and</i> • <i>maintaining coastal water quality, and enhancing it where it has deteriorated from what would otherwise be its natural condition, with significant adverse effects on ecology and habitat, because of discharges associated with human activity.</i> <p>Policy 23 Discharge of contaminants</p> <p>(1) <i>In managing discharges to water in the Coastal Environment, have particular regard to:</i></p> <ol style="list-style-type: none"> a. <i>the sensitivity of the receiving environment;</i> b. <i>the nature of the contaminants to be discharged, the particular concentration of contaminants needed to achieve the required water quality in the receiving environment, and the risks if that concentration of contaminants is exceeded; and</i> c. <i>the capacity of the receiving environment to assimilate the contaminants; and:</i> d. <i>avoid significant adverse effects on ecosystems and habitats after reasonable mixing;</i> e. <i>use the smallest mixing zone necessary to achieve the required water quality in the receiving environment; and</i> f. <i>minimise adverse effects on the life-supporting capacity of water within a mixing zone.</i> <p>(2) <i>In managing discharge of human sewage, do not allow:</i></p> |

| NPS | Relevant Objectives / Policies |
|-----|--|
| | <p>a. <i>discharge of human sewage directly to water in the Coastal Environment without treatment; and</i></p> <p>b. <i>the discharge of treated human sewage to water in the Coastal Environment, unless:</i></p> <p>i. <i>there has been adequate consideration of alternative methods, sites and routes for undertaking the discharge; and</i></p> <p>ii. <i>informed by an understanding of tangata whenua values and the effects on them.</i></p> <p>(3) <i>Objectives, policies, and rules in plans that provide for the discharge of treated human sewage into waters of the coastal environment must have been subject to early and meaningful consultation with tangata whenua</i></p> <p>(4) <i>In managing discharges of stormwater, take steps to avoid adverse effects of stormwater discharge to water in the coastal environment on a catchment-by-catchment basis, by:</i></p> <p>a. <i>avoiding where practicable and otherwise remedying cross contamination of sewage and stormwater systems;</i></p> <p>b. <i>reducing contaminant and sediment loadings in stormwater at source, through contaminant treatment and by controls on land use activities;</i></p> <p>c. <i>promoting integrated management of catchments and stormwater networks; and</i></p> <p>d. <i>promoting design options that reduce flows to stormwater reticulation systems at source.</i></p> <p>(5) <i>In managing discharges from ports and other marine facilities:</i></p> <p>a. <i>require operators of ports and other marine facilities to take all practicable steps to avoid contamination of coastal waters, substrate, ecosystems and habitats that is more than minor;</i></p> <p>b. <i>require that the disturbance or relocation of contaminated seabed material, other than by the movement of vessels, and the dumping or storage of dredged material does not result in significant adverse effects on water quality or the seabed, substrate, ecosystems or habitats;</i></p> <p>c. <i>require operators of ports, marinas and other relevant marine facilities to provide for the collection of sewage and waste from vessels, and for residues from vessel maintenance to be safely contained and disposed of; and</i></p> <p>d. <i>consider the need for facilities for the collection of sewage and other wastes for recreational and commercial boating.</i></p> <p>The NZCPS contains objectives and policies relating to subdivision and the effects it can have on the coastal environment. These effects are addressed in the following chapters and their respective Section 32 reports:</p> <ul style="list-style-type: none"> • Coastal environment |

| NPS | Relevant Objectives / Policies |
|-----|--|
| | <ul style="list-style-type: none"> • Natural features and landscapes • Natural character • Historic heritage • Sites and areas of significance to Māori • Ecosystems and indigenous biodiversity • Public access • Natural hazards. |

2.2.2 National Environmental Standards

The National Environmental Standards relevant to this topic are:

| NES | Relevant regulations |
|--|--|
| NES for Assessing and Managing Contaminants in Soil to Protect Human Health 2011 | The NES-CS manages activities and disturbance of contaminated soils. These regulations continue to prevail if an activity described in Regulations 5(2) to (6) is proposed on a piece of land described in regulations 5(7) and (8), irrespective of any subdivision provisions in the Proposed District Plan. See the Section 32 report for Contaminated Land for more information. |

2.2.3 National Planning Standards

The National Planning Standards require that provisions relating to subdivision be included in the Subdivision chapter in the District-wide section of the District Plan. Ministry for the Environment guidance on the National Planning Standards states that:

“When there are provisions that relate to two topics and there is not a clearly dominant District-wide matters chapter the council can determine the best location for these provisions, depending on the primary outcomes sought. For example, provisions that relate to signage on heritage buildings. These could be located in either a Historical heritage chapter or Signs chapter. In this case, the council can choose the most logical location but should provide cross-referencing from the provisions to the other relevant district-wide chapters so that they can be identified from either location.”

Given the above, the Subdivision chapter within the Proposed District Plan includes:

- Objectives, policies, and rules for subdivision in the various zones
- Rules for subdivision in the overlays (with the objectives and policies for the overlays located in the respective overlay chapter)
- Rules for subdivision within the National Grid Corridor and National Grid Yard (with the objectives and policies relating to National Grid located within the Network Utilities chapter)

- Subdivision standards.

The proposed subdivision provisions also use the standardised definitions from the National Planning Standard including allotment, boundary adjustment, land, net site area, site, esplanade reserve, and esplanade strip.

The Section 32 assessments for the Overlays and Network Utilities Chapters address the objectives, policies, and rules (including subdivision) for the various overlays and these will not be duplicated within this Section 32 assessment. However, where appropriate and for the purposes of completeness when considering the overall approach to subdivision, this Section 32 assessment will identify the proposed subdivision rules pertaining to the overlays and infrastructure.

2.2.4 National guidance documents

| Document | Author/Owner | Summary |
|--|------------------------------|---|
| New Zealand Urban Design Protocol 2005 | Ministry for the Environment | <p>While the Wairarapa councils are not signatories to the NZUDP 2005, this protocol is acknowledged as being a useful guideline for quality urban design, which is defined as being concerned with the design of buildings, places and spaces, and the ways people use them.</p> <p>It notes that local government can contribute to achieving good urban design through several actions, including through its own developments, the use of appropriate statutory policies, rules, and guidance, and working collaboratively with the private sector.</p> <p>The protocol identifies six attributes that it considers successful towns and cities share and notes that quality urban design contributes to achieving all six attributes. They are:</p> <ul style="list-style-type: none"> • Competitive, thriving, creative and innovative • Liveable • Environmentally responsible • Opportunities for all • Distinctive identity • Shared vision and good governance <p>It then identifies seven design qualities that are considered to create quality urban design, which in turn will contribute to achieving the attributes of successful towns and cities, known as the seven Cs. These are Context, Character, Choice, Connections, Creativity, Custodianship and Collaboration. The protocol provides guidance on how to interpret and apply each quality, and what outcome define quality urban design for each of the seven C's.</p> |

| Document | Author/Owner | Summary |
|---|--------------------------------------|--|
| Understanding and implementing intensification provisions of the National Policy Statement on Urban Development, September 2020 | Ministry for the Environment | This guide is intended to help local authorities understand and implement the requirements of the intensification provisions in the National Policy Statement on Urban Development 2020 (NPS-UD). The intensification provisions relevant to Masterton are Objective 3 and Policy 5. |
| Introductory guide to the National Policy Statement on Urban Development 2020 | Ministry for the Environment | This document provides a high-level overview of the National Policy Statement on Urban Development 2020, introducing a series of fact sheets and guides to help with implementation. |
| Various technical standards | New Zealand and Australian Standards | NZS 4404:2010 Land Development and Subdivision Engineering SNZ PAS 4509:2008 New Zealand Fire Service Firefighting Water Supplies Code of Practice |

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The Regional Policy Statement seeks to ensure that subdivision:

- Protects significant natural areas, natural features and landscapes, historic heritages, sites of significance to Māori, and reduce the risks from natural hazards (these are addressed within the Section 32 evaluations for these respective topics),
- Provides for public access, maintenance of cultural values, recreational values, ecological values, and amenity values of water ways (these are addressed within the Section 32 evaluations for these respective topics),
- Maintains and improve the water quality of rivers, lakes, and the coastal marine area (through regional council functions),
- Maintains vibrant urban areas and ensure rural properties are able to support rural activities, and
- Provides for the efficient operation of infrastructure.

These matters are addressed within the following chapters and their respective Section 32 assessments (Coastal Environment, Natural Features and Landscapes, Natural Character, Historic Heritage, Sites and Areas of Significance to Māori, Ecosystems and Indigenous Biodiversity, Public Access, Infrastructure, Energy (renewable electricity generation), and Natural Hazards).

The table below identifies the relevant provisions and resource management topics for Subdivision contained in the RPS. Proposed changes to the relevant objectives and policies under Proposed Plan Change 1 to the Wellington Regional Policy statement are included (changes are explained, or where applicable, proposed additions have been underlined and proposed deletions ~~struckthrough~~):

| Objective/Policy | Relevant matters |
|---|--|
| Objective 6 | <i>The quality of coastal waters is maintained or enhanced to a level that is suitable for the health and vitality of coastal and marine ecosystems.</i> |
| Objective 9 (Energy) | <p><i>The region's energy needs are met in ways that:</i></p> <ul style="list-style-type: none"> <i>(a) improve energy efficiency and conservation;</i> <i>(b) diversify the type and scale of renewable energy development;</i> <i>(c) maximise the use of renewable energy resources;</i> <i>(d) reduce dependency on fossil fuels; and</i> <i>(e) reduce greenhouse gas emissions from transportation.</i> |
| Objective 9 | <p><i>The region's energy needs are met in ways that:</i></p> <ul style="list-style-type: none"> <i>a. improve energy efficiency and conservation;</i> <i>b. diversify the type and scale of renewable energy development;</i> <i>c. maximise the use of renewable energy resources;</i> <i>d. reduce dependency on fossil fuels; and</i> <i>e. reduce greenhouse gas emissions from transportation.</i> |
| Objective 12 | <p><i>The quantity and quality of fresh water:</i></p> <ul style="list-style-type: none"> <i>a. meet the range of uses and values for which water is required;</i> <i>b. safeguard the life supporting capacity of water bodies; and</i> <i>c. meet the reasonably foreseeable needs of future generations.</i> |
| Objective 22 (Regional form, design, and function) (Operative) | <p><i>A compact well designed and sustainable regional form that has an integrated, safe and responsive transport network and:</i></p> <p>...</p> <ul style="list-style-type: none"> <i>b. an increased range and diversity of activities in and around the regionally significant centres to maintain vibrancy and vitality;</i> |

| Objective/Policy | Relevant matters |
|---|---|
| | <ul style="list-style-type: none"> c. <i>sufficient industrial-based employment locations or capacity to meet the region's needs;</i> ... i. <i>integrated land use and transportation</i> ... k. <i>efficiently use existing infrastructure (including transport network infrastructure).</i> |
| <p>Objective 22 (Regional form, design, and function) (Amended under PC1)</p> | <p><u>Urban development, including housing and infrastructure, is enabled where it demonstrates the characteristics and qualities of well functioning urban environments, which:</u></p> <ul style="list-style-type: none"> a. <u>Being compact and well-designed; and</u> b. <u>Providing sufficient development capacity to meet current and future needs; and</u> c. <u>Improving overall health, well-being, and quality of life of the people of the region; and</u> d. <u>Prioritise the protection and enhancement of the quality and quantity of freshwater; and</u> e. <u>Achieve the objectives in this RPS relating to the management of air, land, freshwater, coast, and indigenous biodiversity; and</u> f. <u>Supporting the transition to low-emission and climate-resilient transport region; and</u> g. <u>Provide for a variety of homes that meet the needs, in terms of type, price, and location, of different households; and</u> h. <u>Enable Māori to express their cultural and traditional norms by providing for mana whenua / tangata whenua and their relationship with their culture, land, water, sites, wāhi tapu and other taonga; and</u> i. <u>Support the competitive operation of land and development markets in ways that improve housing affordability, including enabling intensification; and</u> j. <u>Provide for commercial and industrial development in appropriate locations, including employment close to where people live; and</u> k. <u>Are well connected through multi-modal (private vehicles, public transport, walking, micromobility and cycling) transport networks that provide for good accessibility for all people between housing, jobs, community services, natural spaces, and open space.</u> |
| <p>Policy 30 (Operative RPS)</p> | <p>Policy 30: Maintaining and enhancing the viability and vibrancy of regionally significant centres District plans shall include policies, rules and/or methods that enable and manage a range of land use activities that maintain and enhance the viability and vibrancy of the regional central business district in Wellington city and the:</p> <p>(a) Sub-regional centres of:</p> |

| Objective/Policy | Relevant matters |
|--|--|
| | <p>...</p> <p>(v) Masterton town centre; and the</p> <p>...</p> |
| <p>Policy 30 (Amended under PC1)</p> | <p>Policy 30: Maintaining and enhancing the viability and vibrancy of regionally and locally significant centres</p> <p><i>District plans shall include policies, rules and/or methods that enable and manage a range of land use activities that maintain and enhance the viability and vibrancy of regional central business district in the Wellington city and the:</i></p> <p>...</p> <p><u>2. other regionally significant centres:</u></p> <p>..</p> <p>(v) Masterton</p> |
| <p>Policy 31 (Operative RPS)</p> | <p>Policy 31: Identifying and promoting higher density and mixed use development</p> <p><i>District plans shall:</i></p> <p>(a) <i>identify key centres suitable for higher density and/or mixed use development;</i></p> <p>(b) <i>identify locations, with good access to the strategic public transport network, suitable for higher density and/or mixed use development; and</i></p> <p>(c) <i>include policies, rules and/or methods that encourage higher density and/or mixed use development in and around these centres and locations, so as to maintain and enhance a compact, well designed and sustainable regional form.</i></p> |
| <p>Policy 31 (Amended under PC1)</p> | <p>Policy 31: Identifying and <u>enabling a range of building heights and density</u></p> <p><i><u>District plans shall include policies, rules and/or methods that identify and enable a range of different building heights and density within urban areas where it contributes to maintaining, establishing or improving the qualities and characteristics of well-functioning urban environments, including as a minimum:</u></i></p> <p>(b) <i><u>For any tier 1 territorial authority, identify areas for high density development within:</u></i></p> <p>(i) <i><u>City centre zones and metropolitan centre zones; and</u></i></p> <p>(ii) <i><u>any other locations, where there is with good access to:</u></i></p> <ol style="list-style-type: none"> 1. <i><u>existing and planned rapid transit;</u></i> 2. <i><u>edge of city centre zones and metropolitan centre zones; and/or</u></i> 3. <i><u>areas with a range of commercial activities and community services.</u></i> <p>(c) <i><u>For any tier 1 territorial authority, identify areas for medium density residential development within any relevant residential zone.</u></i></p> |

| Objective/Policy | Relevant matters |
|--|---|
| | <p>(d) <u>For any other territorial authority not identified as a tier 1 territorial authority, identify areas for greater building height and density where:</u></p> <p>(i) <u>there is good access to existing and planned active and public transport to a range of commercial activities and community services; and/or</u></p> <p>(ii) <u>there is relative demand for housing and business use in that location.</u></p> |
| <p>Policy 42 (Operative RPS)</p> | <p>Policy 42: Minimising contamination in stormwater from development</p> <p><i>When considering an application for a resource consent, notice of requirement, or a change, variation or review of a district plan, the adverse effects of stormwater run-off from subdivision and development shall be reduced by having particular regard to:</i></p> <p>a) <i>limiting the area of new impervious surfaces in the stormwater catchment;</i></p> <p>b) <i>using water permeable surfaces to reduce the volume of stormwater leaving a site;</i></p> <p>c) <i>restricting zinc or copper roofing materials, or requiring their effects to be mitigated;</i></p> <p>d) <i>collecting water from roofs for domestic or garden use while protecting public health;</i></p> <p>e) <i>using soakpits for the disposal of stormwater;</i></p> <p>f) <i>using roadside swales, filter strips and rain gardens;</i></p> <p>g) <i>using constructed wetland treatment areas;</i></p> <p>h) <i>using in situ treatment devices;</i></p> <p>i) <i>using stormwater attenuation techniques that reduce the velocity and quantity of stormwater discharges; and</i></p> <p>j) <i>using educational signs, as conditions on resource consents, that promote the values of water bodies and methods to protect them from the effects of stormwater discharges.</i></p> |
| <p>Policy 42 (Amended under PC1)</p> | <p>Policy 42: <u>Effects on freshwater and the coastal marine area from urban development</u></p> <p><u>When considering an application for a resource consent the regional council must give effect to Te Mana o te Wai and in doing so must have particular regard to:</u></p> <p>...</p> <p><u>(e) The effects of use and development of land on water, including the effects on receiving environments (both freshwater and the coastal marine area);</u></p> <p>...</p> <p><u>(h) Require that urban development is located and designed and constructed using the principles of Water Sensitive Urban Design;</u></p> <p><u>(i) Require that urban development located and designed to minimise the extent and volume of earthworks and to follow, to the extent practicable, existing land contours;</u></p> |

| Objective/Policy | Relevant matters |
|--------------------------------------|--|
| | <p><i>(j) Require that urban development is located and designed to protect and enhance gully heads, rivers, lakes, wetlands, springs, riparian margins and estuaries;</i></p> <p>...</p> <p><i>(l) Require stormwater quality management that will minimise the generation of contaminants, and maximise, to the extent practicable, the removal of contaminants from stormwater;</i></p> <p><i>(m) Require riparian buffers for all waterbodies and avoid piping of rivers;</i></p> <p>...</p> |
| <p>Policy 53 (Operative RPS)</p> | <p>Policy 53: Public access to and along the coastal marine area, lakes and rivers</p> <p><i>When considering an application for a subdivision consent, or a coastal or land use consent on public land, or a change, variation or review of a district plan to address subdivision or rezoning, particular regard shall be given to enhancing public access to, and along:</i></p> <p><i>(a) areas of the coastal marine area, and lakes and rivers with:</i></p> <p><i>(i) places, sites and areas with significant historic heritage values identified in accordance with policy 21;</i></p> <p><i>(ii) areas of indigenous ecosystems and habitats, and areas with significant indigenous biodiversity values identified in accordance with policy 23;</i></p> <p><i>(iii) outstanding natural features and landscapes identified in accordance with policy 25;</i></p> <p><i>(iv) special amenity landscapes identified in accordance with policy 27;</i></p> <p><i>(v) places, sites and areas with high natural character identified in accordance with policy 36; and</i></p> <p><i>(vi) the rivers and lakes identified in Table 15 of Appendix 1;</i></p> <p>....</p> |
| <p>Policy 54 (Operative RPS)</p> | <p>Policy 54: Achieving the region's urban design principles</p> <p><i>When considering an application for a notice of requirement, or a change, variation or review of a district or regional plan, for development, particular regard shall be given to achieving the region's urban design principles in Appendix 2.</i></p> |
| <p>Policy 55 (Operative RPS)</p> | <p>Policy 55: Maintaining a compact, well designed and sustainable regional</p> <p><i>When considering an application for a resource consent, or a change, variation or review of a district plan for urban development beyond the region's urban areas (as at March 2009), particular regard shall be given to whether:</i></p> <p><i>a. the proposed development is the most appropriate option to achieve Objective 22; and</i></p> <p><i>b. the proposed development is consistent with the Council's growth and/or development framework or strategy that describes where and how future urban development should occur in that district; and/or</i></p> <p><i>c. a structure plan has been prepared.</i></p> |
| <p>Policy 56</p> | <p>Policy 56: Managing development in rural areas</p> |

| Objective/Policy | Relevant matters |
|----------------------------------|---|
| (Operative RPS) | <p>When considering an application for a resource consent or a change, variation or review of a district plan, in rural areas (as at March 2009), particular regard shall be given to whether:</p> <ul style="list-style-type: none"> a. the proposal will result in a loss of productive capability of the rural area, including cumulative impacts that would reduce the potential for food and other primary production and reverse sensitivity issues for existing production activities, including extraction and distribution of aggregate minerals; b. the proposal will reduce aesthetic and open space values in rural areas between and around settlements; c. the proposal's location, design or density will minimise demand for non-renewable energy resources; and d. the proposal is consistent with the relevant city or district council growth and/or development framework or strategy that addresses future rural development; or e. in the absence of such a framework or strategy, the proposal will increase pressure for public. |
| Policy 58 (Operative RPS) | <p>Policy 58: Co-ordinating land use with development and operation of infrastructure</p> <p>When considering an application for a resource consent, notice of requirement, or a plan change, variation or review of a district plan for subdivision, use or development, particular regard shall be given to whether the proposed subdivision, use or development is located and sequenced to:</p> <ul style="list-style-type: none"> (a) make efficient and safe use of existing infrastructure capacity; and/or (b) coordinate with the development and operation of new infrastructure |
| Policy 58 (Amended under PC1) | <p>Policy 58: Co-ordinating land use with development and operation of infrastructure</p> <p>When considering an application for a resource consent, notice of requirement, or a plan change, variation or review of a district plan for subdivision, use or development, <u>require all new urban development including form, layout, location, and timing is sequenced in a way that:</u></p> <ul style="list-style-type: none"> <u>(a) the development, funding, implementation and operation of infrastructure serving the area in question is provided for; and</u> <u>(b) all infrastructure required to serve new development, including low or zero carbon, multi modal and public transport infrastructure, is available, or is consented, designated or programmed to be available prior to development occurring.</u> |

2.3.2 Natural Resources Plan

The table below identifies the relevant provisions for the subdivision topic contained in the Natural Resources Plan for the Wellington Region.

| Section | Relevant matters |
|--|--|
| Objective O1 | <i>Air, land, fresh water bodies, and the coastal marine area are managed as integrated and connected resources; ki uta ki tai – mountains to the sea.</i> |
| Objective O2 | <i>The importance and contribution of air, land, and water to the social, economic and cultural well-being of the community are recognised in the management and, where applicable, allocation of those resources.</i> |
| Objective O18 | <i>The ecological, recreational, mana whenua, and amenity values of estuaries are protected, their sensitivity as low energy receiving environments is recognised, and their health and function is restored to a healthy functioning state as defined by Table 3.8 Coastal waters.</i> |
| Objective O24 | <i>Rivers, lakes, natural wetlands, and coastal water are suitable for contact recreation and Māori customary use, including by:</i> <ul style="list-style-type: none"> <i>d. maintaining water quality, or</i> <i>e. improving water quality in:</i> <ul style="list-style-type: none"> <i>i. significant contact recreation fresh water bodies and sites with significant mana whenua values and Ngā Taonga Nui a Kiwa to meet, as a minimum, the primary contact recreation objectives in Table 3.1, and</i> <i>ii. coastal water and sites with significant mana whenua values and Ngā Taonga Nui a Kiwa to meet, as a minimum, the primary contact recreation objectives in Table 3.3, and</i> <i>iii. all other rivers and lakes and natural wetlands to meet, as a minimum, the secondary contact recreation objectives in Table 3.2.</i> |
| Objective O46 | <i>The runoff or leaching of contaminants to water from discharges to land is minimised.</i> |
| Objective O48 | <i>The adverse quality and quantity effects of stormwater discharges from stormwater networks and urban land uses are improved over time.</i> |
| Policy P1 Ki uta ki tai and integrated catchment management | <i>Air, land, fresh water bodies and the coastal marine area will be managed recognising ki uta ki tai by using the principles of integrated catchment management. These principles include:</i> <ul style="list-style-type: none"> <i>a. decision-making using the catchment as the spatial unit, and</i> <i>b. applying an adaptive management approach to take into account the dynamic nature and processes of catchments, and</i> <i>c. coordinated management, with decisions based on best available information and improvements in technology and science, and</i> <i>d. taking into account the connected nature of resources and natural processes within a catchment, and</i> <i>e. recognising links between environmental, social, cultural and economic sustainability of the catchment.</i> |

| Section | Relevant matters |
|---|--|
| <p>Policy P10</p> <p>Contact recreation and Māori customary use</p> | <p><i>Use and development shall avoid, remedy or mitigate any adverse effects on contact recreation and Māori customary use in fresh and coastal water, including by:</i></p> <ul style="list-style-type: none"> <i>a. providing water quality and, in rivers, flows suitable for contact recreation and Māori customary use, and</i> <i>b. managing activities to maintain or enhance contact recreation values in the beds of lakes and rivers, including by retaining existing swimming holes and maintaining access to existing contact recreation locations, and</i> <i>c. encouraging improved access to suitable swimming and surfing locations, and</i> <i>d. providing for the passive recreation and amenity values of fresh water bodies and the coastal marine area.</i> |
| <p>Policy P39</p> <p>Adverse effects on outstanding waterbodies</p> | <p><i>The adverse effects of use and development on outstanding water bodies and their significant values identified in Schedule A (outstanding water bodies) shall be avoided.</i></p> |
| <p>Policy P95</p> <p>Discharges to land</p> | <p><i>The discharge of contaminants to land shall be managed to:</i></p> <ul style="list-style-type: none"> <i>a. minimise adverse effects to on the life-supporting capacity of soil and</i> <i>b. avoid creating contaminated land,</i> <i>c. not exceed the capacity of the soil to treat, use or remove the contaminant,</i> <i>d. not exceed the available capacity of the soil to absorb the discharge,</i> <i>e. avoid significant adverse effects on public health and amenity, and</i> <i>f. not result in a discharge to water that causes more than minor adverse effects.</i> |
| <p>Policy P63</p> <p>Improving water quality for contact recreation and Māori customary use</p> | <p><i>The quality of fresh water bodies and coastal water shall be improved to meet, over time and as a minimum, the objectives in Table 3.1, 3.2 and 3.3, including by:</i></p> <ul style="list-style-type: none"> <i>a. improving water quality in all first priority for improvement water bodies for secondary contact with water listed in Schedule H24 (priority water bodies) in accordance with Method M27, and</i> <i>b. having particular regard to improving water quality in fresh water bodies and coastal water where contact recreation and/or Māori customary use are adversely affected by discharges from stormwater from a port, airport or state highway, wastewater networks or and wastewater treatment plants.</i> |
| <p>Policy P73</p> <p>Minimising adverse effects of stormwater discharges</p> | <p><i>The adverse effects of stormwater discharges shall be minimised to the smallest amount reasonably practicable, including by:</i></p> <ul style="list-style-type: none"> <i>a. using good management practice, and</i> <i>b. taking a source control and treatment train approach to new activities and land uses, and</i> |

| Section | Relevant matters |
|---|--|
| | <p><i>c. implementing water sensitive urban design in new subdivision and development, and</i></p> <p><i>d. progressively improving existing stormwater, wastewater, road and other public infrastructure, including during routine maintenance and upgrade.</i></p> |
| <p>Policy P79</p> <p>Managing land use impacts on stormwater</p> | <p><i>Land use, subdivision and development, including stormwater discharges, shall be managed so that runoff volumes and peak flows:</i></p> <p><i>a. avoid or minimise scour and erosion of stream beds, banks and coastal margins, and</i></p> <p><i>b. do not increase risk to human health or safety, or increase the risk of inundation, erosion or damage to property or infrastructure, including by retaining, as far as practicable, pre-development hydrological conditions in new subdivision and development.</i></p> |
| <p>Policy P84</p> <p>On-site domestic wastewater management</p> | <p><i>The discharge of contaminants to land from on-site domestic wastewater treatment and discharge systems shall avoid adverse effects on mana whenua values, and not result in more than minor adverse effects on fresh water, including groundwater and coastal water. The discharge shall be avoided where reticulated sewerage is available. On-site domestic wastewater treatment and discharge systems shall be designed, operated and maintained in accordance with the New Zealand Standard AS/NZS 1547:2012 – On-site domestic wastewater management.</i></p> |
| <p>Policy P134</p> <p>Public open space values and visual amenity</p> | <p><i>The adverse effects of new use and development on public open space and visual amenity viewed within, to and from the coastal marine area shall be minimised by:</i></p> <p><i>a. having particular regard to any relevant provisions contained in any bordering territorial authorities’ proposed and/or operative district plan; and</i></p> <p><i>b. managing use and development to be of a scale, location, density and design which is compatible with the natural character, natural features and landscapes and amenity values of the coastal environment and the functional needs, operational requirements and locational constraints, the Commercial Port Area and the Wellington International Airport, and</i></p> <p><i>c. taking account of the future need for public open space in the coastal marine area.</i></p> |
| <p>Relevant rules</p> | <ul style="list-style-type: none"> • <i>Rule R48 Stormwater from an individual property (permitted)</i> • <i>Rule R48A Stormwater from new subdivision and development (permitted)</i> • <i>Rule R52A Stormwater from new subdivision and development (restricted discretionary)</i> • <i>Rule R53 All other stormwater (discretionary)</i> • <i>Rule R75 New or modified on-site domestic wastewater systems (permitted)</i> |

| Section | Relevant matters |
|---------|--|
| | <ul style="list-style-type: none"> • <i>Rule R76 New or modified on-site domestic wastewater systems within community drinking water supply protection areas (controlled)</i> |

2.3.3 Any other relevant regional plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|--------------------------------------|---|
| Wellington Regional Growth Framework, July 2021 | Wellington Regional Growth Framework | <p>https://wrgf.co.nz/reports/</p> <p>The Framework is a spatial plan that describes a long-term vision for how the region will grow, change, and respond to key urban development challenges and opportunities in a way that gets the best outcomes and maximises the benefits across the region.</p> <p>The Framework identifies how the Wellington-Horowhenua region could accommodate a future population of 780,000 and an additional 100,000 jobs in the next 30 years. This would represent an additional 200,000 people living in the region.</p> <p>Sections of particular relevance include:</p> <p>Diagram 2: Objectives to initiatives</p> <p>Objectives:</p> <ul style="list-style-type: none"> • Increase housing supply and improve housing affordability and choice • Enable growth that protects and enhances the quality of the natural environment and accounts for a transition to a low/no carbon future • Improve multi-modal access to and between housing, employment, education, and services • Encourage sustainable, resilient, and affordable settlement patterns/urban forms that make efficient use of existing infrastructure and resources • Build climate change resilience and avoid increasing the impacts and risks from natural hazards • Create employment opportunities. <p>1.2 The Region's Challenges</p> <p>1. The region lacks sufficient and affordable housing supply and choice, housing affordability is declining and a significant</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|---|--|---|
| | | <p>investment in infrastructure is needed to enable enough housing and quality urban environments.</p> <ol style="list-style-type: none"> 2. Many of the urban areas in the region are vulnerable to the impacts of natural hazards and climate change, and as the region grows and becomes more densely settled, it will become increasingly important to improve resilience and protect and enhance the region's natural environment 3. There is inequitable access to social, educational, and economic opportunities across the region 4. Mana Whenua and Māori in the region have poor access to affordable housing choices. |
| Wellington Regional Economic Development Plan 2022 | Wellington Regional Leadership Committee | <p>https://www.wellingtonnz.com/about-us/strategies-and-publications/wellington-regional-economic-development-plan</p> <p>A plan to guide the long-term direction of the Wellington region economy, identify issues and opportunities in key focus areas and help prioritise initiatives over the next 10 years.</p> <p>The plan sets a vision "to build a future-focused, creative, sustainable and thriving Wellington region for all to be proud of."</p> |
| Regional Land Transport Plan 2021 (Land Transport Management Act) | Greater Wellington Regional Council | <p>https://www.gw.govt.nz/your-region/plans-policies-and-bylaws/plans-and-reports/transport-plans/wellington-regional-land-transport-plan-mid-term-review-2023/#plan</p> <p>The RLTP is a blueprint for the Region's transport network, aiming to enable a connected Region, with safe, accessible and liveable places. The plan sets targets, identifies regional priorities and sets out the transport activities GWRC intends to invest in. It sets 5 objectives:</p> <ul style="list-style-type: none"> • O1: People in the Wellington Region have access to good, affordable travel choices • O2: Transport and land use are integrated to support compact urban form, liveable places, and a strong regional economy • O3: People can move around the Wellington Region safely • O4: The impact of transport and travel on the environment is minimised • O5: Journeys to, from and within the Wellington Region are connected, resilient and reliable |

| Plan / Strategy | Organisation | Relevant Provisions |
|--|-------------------------------------|--|
| | | The RLTP aims to achieve 40% fewer deaths and serious injuries on roads, 35% less carbon emissions from transport, and 40% increase in the share of trips by active travel and public transport. |
| Regional Public Transport Plan 2021 (Land Transport Management Act) | Greater Wellington Regional Council | https://www.gw.govt.nz/your-region/plans-policies-and-bylaws/plans-and-reports/transport-plans/wellington-regional-public-transport-plan-2021/ The RPTP guides the design and delivery of public transport services, information and infrastructure in the Wellington Region. One of the Strategic Focus Areas is Mode Shift - contributing to the regional target of a 40% increase in regional mode share from public transport and active modes by 2030. |

2.4 Wairarapa policies, plans, and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

There are no statutory acknowledgements specifically relevant to Subdivision. Statutory acknowledgements are addressed in the Section 32 Evaluation Part 1.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|---|---|
| My Masterton Our People, Our Land Strategy: He Hiringa Tangata, He Hiringa Whenua | Masterton District Council, February 2018 | <p>"He Hiringa Tangata, He Hiringa Whenua" is a wellbeing strategy developed by the Masterton District Council. The strategy focuses on promoting the wellbeing of both the people and the land within the Masterton district.</p> <p>The strategy sets out Council's long-term strategic direction for Masterton Whakaoriori across four key focus areas:</p> <ul style="list-style-type: none"> • Social development • Cultural development • Environmental development, and |

| Plan / Strategy | Organisation | Relevant Provisions |
|---|----------------------------------|--|
| | | <ul style="list-style-type: none"> • Economic development. <p>The Economic Development section sets out a vision that Masterton/Whakaoriori has a strong and sustainable economy that supports our people and places. It includes priorities around business attraction and growth and strategic directions to create a supportive regulatory environment that enables sustainable infrastructure development and growth, enable sustainable growth in traditionally strong industries, and encourage new innovative and entrepreneurial high-value activities.</p> |
| Carterton Urban Growth Strategy 2017 | Carterton District Council | <p>The Carterton Urban Growth Strategy:</p> <ul style="list-style-type: none"> • Identifies a projected residential growth demand using known trends • Considers development in and around the existing Carterton urban boundary including any new 'greenfield' areas required to meet projected demand • Provides for infrastructure to be provided in an efficient, affordable, and timely manner • Recognises and provides for the quality of the natural and built environments • Supports the growth of the local economy through signalling growth opportunities and proactively providing land areas that are both suitable and attractive to development stakeholders. <p>The Carterton Urban Growth Strategy identified the Eastern Growth Area as the optimal area for future urban growth due to its proximity and accessibility to existing community and infrastructure facilities and services.</p> |
| South Wairarapa Spatial Plan 2021 | South Wairarapa District Council | <p>The Spatial Plan provides a blueprint for future growth and development for South Wairarapa district. It supports the district to develop in ways that support future prosperity and wellbeing of the district while protecting its special attributes.</p> <p>The Spatial Plan aligns with the district's vision and feeds into future annual plans, long-term plans, district plans, guides future infrastructure development.</p> <p>Relevant to the Future Urban Zone, the Spatial Plan identifies future Residential Growth Areas in South Wairarapa district.</p> |
| Eastern Growth Area Structure Plan 2021 | Carterton District Council | <p>The Eastern Growth Area Structure Plan is a result of consultation with the community on four potential structure plan options to develop the</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|--|---|--|
| | | Eastern Growth Area as recommended by the Carterton Urban Growth Strategy. |
| South Wairarapa Spatial Plan: Mapping Our Future to 2050 | South Wairarapa District Council, 2021 | <p>The Spatial Plan is a plan to help shape the way South Wairarapa's communities grow and develop over a 30-year time period.</p> <p>Step 1: Residential Growth Areas focuses on residential growth as the first step and identifies residential growth areas in Martinborough, Featherston, and Greytown that were adopted by Council on 10 November 2021.</p> <p>The Featherston master planning work has been prioritised and is currently underway.</p> |
| Wairarapa Economic Development Strategy (WEDS) | <p>WEDS Forum, 2022</p> <p>WEDS is a collaborative venture between the three Wairarapa Councils and WellingtonNZ (The Regional Economic Development Agency)</p> | <p>The first WEDS was released in 2017-18 and was updated in 2022. The WEDS is an economic development strategy for 2022 - 2030 and beyond. It identifies a strategy, key priorities, indicators of success, and an action plan. A focus on optimising land use has been identified, which has an agricultural focus.</p> |
| Regional Standard for Water Services 2021 | Wellington Water Limited | <p>Wellington Water Limited is a shared service, council-controlled organisation, which is jointly owned by several of the Councils within the Wellington Region, including South Wairarapa. Wellington Water manages three waters network (stormwater, wastewater and water supply) on behalf of those Councils. Masterton and Carterton manage their own three-waters.</p> <p>https://www.wellingtonwater.co.nz/assets/Reports-and-Publications/Regional-Standard-RSWS.pdf?file-size=2.7+MB&file-type=pdf</p> <p>The Regional Standard for Water Services (version 3.0) serves as an updated version of three waters infrastructure standards, to ensure a regionally consistent method of design and implementation of water services to meet outcomes of:</p> <ul style="list-style-type: none"> • Safe and healthy water, • Respectful of the environment, and • Resilient networks support our economy. <p>It is intended that the provisions within this document shall be applied to the design and</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|---------------------------------------|---|--|
| | | <p>construction of proposed infrastructure in new subdivisions, and to the maintenance, renewal and upgrades of existing council infrastructure.</p> <p>In this standard, water sensitive design, including the provision of stormwater treatment devices, is the recommended approach for stormwater management. There is a minimum area required for on-site wastewater systems effluent disposal fields.</p> |
| Engineering Development Standard 2023 | Masterton District Council, Carterton District Council and South Wairarapa District Council | <p>The Engineering Development Standard provides developers and contractors with a means of compliance when designing and constructing new or upgraded infrastructure to meet engineering standards. The document sets out minimum requirements for procedures and standards to ensure the provision of robust infrastructure.</p> <p>The intent of the Standard is to provide efficiencies for all parties involved throughout the development process. These efficiencies include:</p> <ul style="list-style-type: none"> • Ensuring the consent application is correct when presented to Council. • Minimising both Developer and Councils resource time by ensuring design standards have been met. • Ensuring that all discussions and negotiations between parties are positive throughout the development process. <p>The standards apply to all three districts, except direction relating to three-waters which only applies to the Masterton and Carterton Districts.</p> |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|--------------------------|---|
| Building Act 2004 | <p>The Building Act 2004 provides for the regulation of building work and sets performance standards for buildings.</p> <p>It is particularly relevant given the density of buildings in commercial areas and the presence of heritage buildings in these zones. The Act also regulates the management of earthquake prone buildings.</p> |

3.0 Issues analysis

3.1 Background

The Subdivision chapter guides how subdivision should be undertaken across the zones under the District Plan. Subdivisions begin as a Controlled activity to allow Council to have control over essential matters which are listed as subdivision standards within the chapter. These standards control minimum lot sizes for each zone, building platforms, three waters and network utility services, access, esplanade strips, and financial contributions.

3.2 Evidence base

The Councils have reviewed the Operative District Plan, commissioned technical advice and assistance from various internal and external experts and used this, along with internal workshops and community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

The Operative District Plan identifies the following significant resource management issues specific to subdivision, land development and urban growth:

- Issue 1: New subdivision and development increases demand on essential infrastructure, such as reserves, water supply, wastewater disposal and roads, resulting in the need to upgrade and extend infrastructure – identifying, planning, and recovering such costs over the long-term is important to sustainable management.
- Issue 2: Subdivision and development can adversely affect the landscape, character, amenity, and natural values of the environment, if the scale, intensity, and design of such development are not addressed. Infrastructure servicing subdivision and development can have positive and adverse effects on the environment.
- Issue 3: Subdivision and development can result in increasing amenity conflicts between new and established land uses.
- Issue 4: Subdivision and land development can result in activities that impinge on the ability of rural activities to use the natural resources of the Wairarapa.
- Issue 5: Subdivision and development can adversely affect historic heritage places and sites, including archaeological sites and sites of significance to iwi.

Other general resource management issues relevant to subdivision within the Rural Zones (extracted from Section 4.2 of the Operative District Plan) are identified below:

- Issue 1: Sporadic growth around Wairarapa's towns, resulting in a permanent impact on the rural character and townscapes, reduced safety and efficiency of roads, and unplanned pressure for infrastructure and public services
- Issue 2: Providing for a wide choice of lifestyles in the rural environment at a location, scale and intensity that is appropriate to protect the general visual amenity, biodiversity values and rural character, and avoiding standardised or obtrusive forms and patterns of development.
- Issue 4: Providing for a diversity of land uses and economic activities while addressing incompatible amenity expectations between different land uses, particularly between residential and primary production activities.
- Issue 7: Sporadic growth around Wairarapa's towns, resulting in a permanent impact on the rural character and townscapes, reduced safety and efficiency of roads, and unplanned pressure for infrastructure and public services.
- Issue 8: Demand for intensified landholdings, particularly through residential development, in rural areas that are generally unsuitable for intensive residential use due to significant risks from natural hazards, or the adverse external effects of large scale facilities such as Hood Aerodrome, effluent treatment works, landfills, and industrial processing activities.

The Operative District Plan subdivision provisions are contained within the following sections of the District Plan:

- Section 18: Subdivision, Land Development and Urban Growth (resource management issues, objectives, policies, methods and anticipated environmental outcomes).
- Section 20: District-wise subdivision rules and Standards.

There are five objectives for subdivision in the Operative District Plan:

Objective SLD1 Effects of Subdivision and Land Development

To ensure subdivision and land development maintains and enhances the character, amenity, natural and visual qualities of the Wairarapa, and protects the efficient and effective operation of land uses and physical resources.

Objective SLD2 Effects of Servicing Requirements

To ensure that subdivision and land development is appropriately serviced to provide for the likely or anticipated use of the land.

Objective SLD3 Sustainable Infrastructure Development

To maintain sustainable and efficient public infrastructure that meets the additional demand generated by development and subdivision, while avoiding, remedying or mitigating adverse effects on the environment.

Objective SLD4 Managing Urban Growth

To provide for urban expansion adjoining existing urban areas where such growth does not adversely affect the safe and efficient use and development of land, roads and infrastructure.

Objective SLD5 Reserves and Open Space

To sustainably manage and develop the reserve and open space network to cater for current and future community needs and to protect and enhance significant environmental assets.

These objectives are implemented primarily through a regulatory approach with a series of policies and rules. All subdivision activities are controlled provided they comply with the relevant performance standards for the zone (e.g. minimum lot sizes, servicing, building coverage, transportation and access, financial contributions, and compliance with any relevant development or structure plans). Non-compliance with performance standards makes the subdivision a Restricted Discretionary, Discretionary, or Non-complying activity.

A summary of the District-wide Subdivision Rules and Standards is provided below:

- Subdivision can occur across the Rural, Residential, Commercial, and Industrial Zones. Different standards apply to subdivision in each zone.
- In the Rural Zone, the minimum lot size for both Rural (Special) and Rural (Primary Production) sub-zones is four hectares. The primary production sub-zone has exceptions for older titles, which allows some smaller lot sizes so long as the average minimum lot size requirement is met. The Rural (Conservation Management) sub-zone has no minimum site size. On-site servicing for three waters is acceptable in the Rural Zone, and unformed access to a public road is also acceptable for access servicing under six lots.
- In the Residential Zone, the minimum lot size for standard serviced residential lots is 350m² in Masterton District (400m² in Masterton Coastal) and 400m² in Carterton and South Wairarapa Districts. The minimum lot size for unserviced residential lots across all districts is 1,000m². These minimum lot sizes vary greatly between the 10 residential sub-zones, particularly in large lot and character areas. Generally, connections to Council three waters services, formed access, and on-site parking is required in the Residential Zone.
- There are no minimum lot sizes or average lot sizes in the Commercial and Industrial Zones. Three waters servicing is in line with the requirements of NZS 4404:2004, and access is generally formed and sealed, with adequate on-site parking to service the activity.

3.2.1.2 State of the environment monitoring

Data from Masterton Council identifies the number of residential subdivisions and lot development in 2017 and 2018:

- in 2017 there were 27 resource consents granted, creating 61 new residential lots within the Residential Zone; and
- in 2018 there were 44 resource consents granted, creating 453 new residential lots within the Residential Zone.

This represents a significant increase in new residential lots over the 12-month period to June 2018 and aligns with an increase in residential building consent numbers for Masterton (based on the number of residential building consents processed by Council).

The number of subdivisions and lots created from rural, residential, commercial, and industrial subdivisions in Carterton District from 2010-2020 is shown in Tables 1 and 2 below. Table 3 shows the number of subdivisions and lots created for residential, rural, and coastal areas in the South Wairarapa District from 2010 – 2020.

Subdivision applications are primarily for subdivision within residential and rural environments, with only a small number of commercial and industrial subdivision applications. The period 2016 – 2019 saw a noticeable increase in the total number of lots created, particularly for rural zones. Section 3.2.1.2 of the Rural Zones Section 32 Report provides additional context in relation to rural subdivision.

The majority of the applications sought are for allotments that generally align with the current controlled activity minimum lot sizes.

| Table 1: Number of consents issued for new subdivisions in residential and rural zones in Carterton (2010-2020) | | | | |
|--|---|-----------------------------|--|-----------------------|
| Year | New residential subdivision consents | New residential lots | New rural (Production and Special) subdivision consents | New rural lots |
| 2010 | 8 | 51 | 17 | 55 |
| 2011 | 7 | 14 | 12 | 21 |
| 2012 | 3 | 8 | 16 | 30 |
| 2013 | 3 | 41 | 23 | 50 |
| 2014 | 9 | 42 | 20 | 28 |
| 2015 | 8 | 32 | 19 | 43 |
| 2016 | 6 | 33 | 18 | 12 |
| 2017 | 14 | 118 | 24 | 80 |
| 2018 | 16 | 82 | 22 | 58 |
| 2019 | 16 | 97 | 28 | 82 |
| 2020 | 8 | 25 | 18 | 56 |
| TOTAL | 98 | 543 | 217 | 732 |

Table 2: Number of consents issued for new subdivisions in commercial and industrial zones in Carterton (2010-2020)

| Year | New commercial subdivision consents | New commercial lots | New industrial subdivision consents | New industrial lots |
|--------------|-------------------------------------|---------------------|-------------------------------------|---------------------|
| 2010 | 1 | 2 | - | - |
| 2011 | - | - | - | - |
| 2012 | - | - | - | - |
| 2013 | - | - | - | - |
| 2014 | - | - | - | - |
| 2015 | - | - | 5 | 16 |
| 2016 | - | - | - | - |
| 2017 | 1 | 0 | - | - |
| 2018 | - | - | - | - |
| 2019 | - | - | - | - |
| 2020 | 2 | 12 | - | - |
| TOTAL | 4 | 14 | 5 | 16 |

Table 3: Number of new residential, rural, and coastal settlement lots approved by subdivision in South Wairarapa District (2010-2020)

| Year | Residential Lots | | | Rural Lots | | | Coastal Lots | Total Lots for each Year |
|--------------|------------------|------------|-------------|---------------|------------|-------------|---------------------|--------------------------|
| | Martinborough | Greytown | Featherston | Martinborough | Greytown | Featherston | Coastal Settlements | |
| 2010 | 7 | 39 | 3 | 28 | 15 | 9 | 0 | 98 |
| 2011 | 2 | 5 | 2 | 20 | 7 | 0 | 7 | 41 |
| 2012 | 100 | 17 | 0 | 23 | 7 | 13 | 15 | 175 |
| 2013 | 12 | 31 | 17 | 17 | 12 | 9 | 0 | 98 |
| 2014 | 8 | 5 | 1 | 10 | 10 | 10 | 1 | 45 |
| 2015 | 11 | 7 | 0 | 22 | 12 | 8 | 0 | 60 |
| 2016 | 6 | 73 | 5 | 29 | 14 | 14 | 1 | 142 |
| 2017 | 18 | 93 | 19 | 54 | 26 | 23 | 1 | 234 |
| 2018 | 8 | 67 | 40 | 84 | 20 | 24 | 0 | 243 |
| 2019 | 13 | 55 | 36 | 63 | 6 | 24 | 3 | 200 |
| 2020 | 8 | 11 | 8 | 12 | 13 | 7 | 0 | 59 |
| TOTAL | 193 | 403 | 131 | 362 | 142 | 141 | 28 | 1,395 |

3.2.1.3 Effectiveness of the Operative District Plan approach

The subdivision provisions of the Operative District Plan address both the ‘mechanics’ of the subdivision process and the management of the effects of subdivision and development, including the design and how this may have an influence on the quality of the neighbourhood.

Based on currently available data and feedback from Council officers, the subdivision provisions are generally effectively and efficiently achieving the objectives in the Operative District Plan in terms of the mechanical (process) aspects of subdivision. However, the Operative District Plan is not effectively managing the following issues:

- Issue 1: Need for improved alignment with national and regional direction, growth strategies, spatial plans, national planning standards, and technical standards (e.g. Council’s Engineering Standards).
- Issue 2: The effects-based approach to subdivision in the rural zone is contributing to the fragmentation of rural land and enabling rural lifestyle subdivision to occur in an uncoordinated fashion (assessed primarily within Rural Zones Section 32 Report).
- Issue 3: A need to review residential subdivision provisions to enable appropriate growth, and align with relevant national and regional direction, including growth strategies.
- Issue 4: Need to consolidate and simplify the subdivision rules and standards where relevant (including standards requiring three waters infrastructure and esplanade reserves and strips).

3.2.2 Advice received from Iwi

Section 32(4A) of the RMA requires evaluation reports prepared in relation to a proposed plan to include a summary of:

- All advice received from iwi authorities concerning the proposal; and
- The response to that advice, including any proposed provisions intended to give effect to the advice.

Under Clause 4A of Schedule 1 of the RMA local authorities are also required to:

- Provide a copy of any draft policy statement or plan to any iwi authority previously consulted under clause 3 of Schedule 1 prior to notification;
- Allow adequate time and opportunity for those iwi authorities to consider the draft and to supply advice; and
- Have particular regard to any advice received before notifying the plan.

No specific advice has been received from Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa regarding this topic and the proposed provisions evaluated within this report. However, Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa were

consulted as part of the District Plan Review which has informed the preparation of the Subdivision chapter. They provided general support to the approach taken.

3.2.3 Technical information

An assessment prepared to inform the Wellington Regional Housing and Business Development Capacity Assessment 2023 (HBA) shows demand for housing and business land will grow strongly across the Wellington-Horowhenua region over the next three decades, driven by population growth¹.

The report made the following observations:

- Masterton District:
 - Population growth: The Masterton District forecast projects population growth of 13,200 between 2022 and 2052.
 - Housing capacity: This assessment has identified sufficient housing capacity to meet demand over the short, medium, and long-term periods.
 - Business demand: There is highest demand for healthcare and industrial land in the Masterton District.
 - Business capacity: There is sufficient development capacity on business land to meet demand over the long term.
 - Infrastructure capacity: Remains an ongoing challenge, with long-term constraints on water supply capacity. The local road network, State Highway network, public transport, open space, and education have sufficient capacity to meet future demand.
- Carterton District:
 - Population growth: The Carterton District forecast projects population growth of 4,600 between 2022 and 2052.
 - Housing capacity: This assessment has identified sufficient housing capacity to meet demand over the short, medium, and long-term periods.
 - Business demand: There is highest demand for industrial land in the Carterton District.
 - Business capacity: There is sufficient development capacity on business land to meet demand over the long term.
 - Infrastructure capacity: Remains an ongoing challenge, with long-term constraints on water supply capacity. The local road network, State Highway network, public transport, open space, and education have sufficient capacity to meet future demand.

¹ Demand for business land in the Wellington-Horowhenua region: Assessing future needs, prepared for the Wellington Regional Leadership Committee Secretariat, 28 March 2023 by Sense Partners.

- South Wairarapa District:
 - Population growth: The South Wairarapa District forecast projects population growth of 4,600 between 2022 and 2052.
 - Housing capacity: This assessment has identified sufficient housing capacity to meet demand over the short, medium, and long-term periods.
 - Business demand: There is highest demand for retail and industrial land in the South Wairarapa District.
 - Business capacity: There is sufficient development capacity on business land to meet demand over the long term.
 - Infrastructure capacity: Remains an ongoing challenge, with long-term constraints on water supply capacity. The local road network, State Highway network, public transport, open space, and education have sufficient capacity to meet future demand.

3.2.4 Consultation

The primary consultation undertaken in respect of the subdivision topic was feedback received on the Draft District Plan between 25 October to 5 December 2022, and subsequent discussions and clarification with relevant submitters. A summary of specific feedback on this topic received during consultation on the Draft District Plan is contained in **Appendix 1** including how it has been responded to in the Proposed District Plan.

The following summarises the feedback received:

- Submitters generally supported the direction of the Subdivision chapter, particularly its focus towards intensification and a compact urban form rather than sprawl.
- The requested amendments to the Subdivision chapter included making provision for/consideration of public transport connectivity and infrastructure, telecommunications and network infrastructure, firefighting water supply and physical access to lots, fire rating of party/common walls, and the statutory weight of structure plans. Modifications to the approach to subdivision and managing significant natural hazard risks was also raised.
- Submitters also sought some broader changes to align the chapter with strategic goals in local, regional, and national statutory documents, such as amendments to better give effect to the National Policy Statement for Freshwater Management, permitting nature-based solutions for climate change mitigation and adaption responses, improving climate resilience of urban areas, allowing for de-centralised wastewater re-use and treatment, and reducing greenhouse gas emissions.
- Submissions were also received on the Councils' Engineering Standards. Changes to the standards included adding reference to Wellington Water Standards, as these apply in South Wairarapa in lieu of Council standards. Other feedback sought amendments to the standards of a minor nature, corrections,

and clarifications, including eliminating unnecessary standards of requirements for smaller scale works to improve efficiency.

- Requests to further reduce or remove minimum lot sizes for the General Residential Zone and instead rely on performance standards to achieve minimum requirements and good design outcomes.
- No specific submissions were received on the Commercial, Industrial, or Open Space Zone subdivision provisions.

In summary, the key findings arising from the consultation undertaken on this topic was the need to consider the following during preparation of the detailed provisions:

- Clearer direction to achieve compact urban form to be consistent with outcomes set in the Regional Policy Statement.
- Greater alignment with relevant strategic documents and direction.
- Reference to the statutory weight of structure plans, to ensure that subdivision is in accordance with the relevant structure plans (noting that only Waingawa Industrial Area, Greytown Development Area and Orchards Retirement Village have relevant structure plans at this stage).
- Further consideration of public transport connectivity and infrastructure, telecommunications and network infrastructure, firefighting water supply and physical access to lots.
- Reference to Wellington Water Standards applying in South Wairarapa in lieu of Council Engineering Standards.
- Broader range of possible methods or solutions for on-site wastewater systems.
- An overarching standard to ensure sufficient firefighting water supply (requiring water supplies to comply with New Zealand Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008).

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified a few issues, therefore a targeted review was considered appropriate, primarily focusing on consolidating various standards, aligning provisions with current Engineering Standards, National Planning Standards, and relevant national and regional policy direction, growth strategies and spatial plans.

Based on the research, analysis and consultation outlined above the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Issue 1: Need for improved alignment with national and regional direction, growth strategies, spatial plans, national planning standards, and technical standards (e.g. Council's Engineering Standards).
- Issue 2: The effects-based approach to subdivision in the rural zone is contributing to the fragmentation of rural land and enabling rural lifestyle subdivision to occur in an uncoordinated fashion (assessed primarily within Rural Zones Section 32 Report).

- Issue 3: A need to review residential subdivision provisions to enable appropriate growth, and align with relevant national and regional direction, including growth strategies.
- Issue 4: Need to consolidate and simplify the subdivision rules and standards where relevant (including standards requiring three waters infrastructure and esplanade reserves and strips).

As indicated above, issue 2 is assessed in the Section 32 assessment for the Rural topic. Excluding issue 2, the resource management issues are similar to those identified in the Operative District Plan (listed in 3.2.1).

The following resource management issues have been identified:

| Issue | Comment |
|--|---|
| <p>Issue 1: Ad-hoc and poorly managed subdivision can result in inappropriate and unanticipated outcomes for relevant zones, areas, or precincts due to its scale, density, and type. This can adversely affect the identified characteristics and values of that zone, area, or precinct.</p> | <p>Subdivision provisions must align with the outcomes sought by the strategic direction, zones, and precincts for how and where future growth is anticipated. This includes the following:</p> <ul style="list-style-type: none"> • Enabling urban development to the density and scale that the urban zone chapters anticipate • Protecting future urban land from early subdivision until necessary infrastructure can be put in place • Protecting rural production land from further fragmentation • Enabling reasonable rural subdivision, including rural lifestyle in particular locations (rural lifestyle zone and properties less than 4ha that are not over relevant overlays). <p>Subdivision provisions must align with district wide topics that seek protection over historic heritage and natural value, including Natural Features and Landscapes, Coastal Environment, Natural Character, Historic Heritage, and Sites of Significance to Māori. Once subdivision occurs there is an expectation to be able to develop the area. Once lost, the values and qualities of the district wide overlays are hard, if not impossible, to recover.</p> <p>Subdivision provisions must align with natural hazard and coastal hazard direction. Subdivision can affect natural hazard risk in several ways. The location of new lots in areas prone to natural hazards and coastal hazards are addressed within the Section 32 reports for Natural Hazards and Coastal Environment.</p> <p>There is higher order direction that the subdivision provisions must align with, including: the Wellington RPS, NPS-HPL, NPS-UD, NPS-REG, NZCPS and Part 2 of the RMA.</p> |
| <p>Issue 2: Subdivision that is unserviced or inappropriately serviced can result in environment and</p> | <p>The existing three waters network is generally under pressure and is at capacity in some areas. Further development that does not consider the capacity of the three waters network will continue to place strain on infrastructure and result in poor outcomes.</p> |

| | |
|--|---|
| <p>economic burden on the community.</p> | <p>Infrastructure upgrades are costly and Councils have limited funding options to finance upgrades to the constrained network. As such, new development cannot continue to place increased demand on the three waters network, without considering on-site mitigation measures.</p> <p>Rural areas and isolated settlements in the Wairarapa do not have the same access to services (reticulated three waters in particular) as other urban areas. Increases in densities in those areas thus comes with public health considerations in relation to the ability to supply water and manage stormwater.</p> |
|--|---|

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the signs provisions to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | ✓ | | |
| Effects on matters of national importance | ✓ | | |
| Scale of effects - geographically | | ✓ | |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | ✓ | | |
| Scale of effects on those with specific interests e.g. tangata whenua | ✓ | | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | ✓ | | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | ✓ | | |

In summary:

- The degree of change from the Operative District Plan is low, considering that the activity status and technical standards for subdivision throughout the District are generally being retained (albeit simplified and streamlined).²
- The geographic scale of effects applies to the whole District, but the degree of policy risk is low given the changes are aligned with commonly accepted best practice and new national and regional policy direction.
- The likelihood of increased costs and restrictions on individuals are low considering the low degree of change from the Operative District Plan approach.
- The proposal does not directly relate to a Section 6 matter of national importance; however, the following Section 7 other matters are relevant; (b) the efficient use and development of natural and physical resources, (c) maintenance and enhancement of amenity values, and (f) maintenance and enhancement of the quality of the environment.
- The proposed subdivision provisions are considered to be in accordance with best practice, and similar to the approach adopted in similar second and third generation plans throughout New Zealand.

Overall, it is considered that the scale and significance of the proposal is low.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in Section 0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in Section 3.0 of this report.

² With the exception of rural subdivision which is evaluated as part of the Rural Zones section 32 report

5.0 Proposed provisions

5.1 National Planning Standards

Section 2.2.3 of this report outlines how the Subdivision chapter is structured to align with the National Planning Standards. In addition, the new zoning framework for the Proposed District Plan consolidates the various sub-zones to align with standardised zones set by the National Planning Standards. The subdivision chapter reflects this new zoning framework. The application of zoning for each zone is explained in the respective Section 32 Report for the zones.

5.2 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the Subdivision topic.

| | |
|--|------------------------------------|
| UFD-O1 | Urban form of the Wairarapa |
| Wairarapa's urban form is a series of connected urban areas located along the main transport routes which each support a local community. | |
| UFD-O2 | Urban growth |
| The Wairarapa's urban areas grow in a planned, efficient, and structured way to meet future needs in a responsive manner. | |
| UFD-O3 | Urban land supply |
| There is sufficient development capacity to meet the Wairarapa's housing, commercial, industrial, and recreational needs. | |
| UFD-O4 | Infrastructure capacity |
| Urban growth and development is integrated with the efficient provision, including the timing and funding, of infrastructure. | |
| UFD-O5 | Vibrant town centres |
| The Wairarapa contains vibrant and viable town centres that are the location for shopping, leisure, cultural, entertainment, and social interaction experiences and provide for the community's employment and economic needs. | |
| UFD-O6 | Commercial activities |
| Commercial activities located outside of town centres do not undermine the function and viability of the Wairarapa's town centres. | |

Although the Subdivision provisions address the 'mechanics' of the subdivision process, subdivision pre-empts and influences future land development and it is therefore important that the subdivision provisions align with the strategic direction of the Proposed District Plan.

These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.3 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

In summary, the proposed provisions include:

- Definitions for allotment and subdivision.
- Three objectives that address:
 - Subdivision and development design
 - Servicing
 - Future development.
- Eight policies that address:
 - Creation and design of allotments
 - Provision of integrated infrastructure at subdivision
 - Subdivision containing natural features or sites or items with significant values
 - Subdivision in areas with significant risks from natural hazards
 - Rural character and amenity values of subdivision in the General Rural Zone
 - Avoiding inappropriate subdivision in the General Rural Zone
 - Subdivision in Future Urban Zone
 - Subdivision of highly productive land.

| Activity | Proposed District Plan |
|---|---|
| Boundary adjustment | <p>Subdivision</p> <p>C (s) for all zones</p> <p>RD where non-compliant with Controlled status or subdivision standards (excluding minimum lot size)</p> <p>D where non-compliant with minimum lot sizes or non-compliant with Controlled status and located in the General Rural Zone</p> |
| Subdivision of land to create additional allotments | <p>C (s) for all zones except Open Space and Recreation Zones</p> <p>RD where non-compliant with controlled status or subdivision standards (excluding minimum lot size) in General Residential, Settlement, or Rural Zones</p> <p>D where non-compliant with controlled status or subdivision standards (excluding minimum lot size) in Commercial and Mixed Use, General Industrial, Open Space and Recreation, PREC1 The Orchards Retirement Village Precinct, PREC2 Greytown Development Precinct, PREC3 Cashmere Oaks Development Precinct</p> |

| Activity | Proposed District Plan |
|--|--|
| | Subdivision |
| | D for Open Space and Recreation Zones NC where non-compliant with minimum lot sizes in all zones and not otherwise provided for in any other rule |
| Subdivision of land to create allotments for public works, network utilities, reserves, or access purposes only | C (s) RD where non-compliant with controlled standards |
| Subdivision of land less than 4ha in the General Rural Zone | C (s) RD, D, and NC where non-compliant with various controlled standards |
| Subdivision of a surplus residential unit (GRUZ) | C (s) RD and NC where non-compliant with various controlled standards |
| Subdivision of land within or partially within hazard areas | C (s) where located low hazard areas RD where located in moderate hazard areas NC where located in high hazard areas |
| Subdivision of land within or partially within Significant Natural Areas | C (s) NC where non-compliant with controlled standards |
| Subdivision of land containing a scheduled heritage building or item, or of land within a scheduled heritage precinct | RD |
| Subdivision of land containing a notable tree | RD |
| Subdivision of land creating new vested roads | RD |
| Subdivision of land in the National Grid Corridor | RD (s) NC where non-compliant with RD standards |
| Subdivision within the Coastal Environment | RD (s) NC where non-compliant with RD standards |
| Subdivision within Outstanding Natural Features and Landscapes | RD (s) NC where non-compliant with RD standards |
| Subdivision of land containing a site or area of significance to Māori listed in SCHED4 Sites and Areas of Significance to Māori | D |
| <p>C means controlled activity subject to standards (resource consent required)</p> <p>RD means restricted discretionary activity (resource consent required)</p> <p>D means discretionary activity (resource consent required)</p> <p>NC means non-complying activity (resource consent required)</p> | |

- The performance standards include requirements for stable and flood free building platforms, to demonstrate that lot size and configuration can achieve compliance with underlying zone rules and standards, compliance with Councils Land Development and Infrastructure Standard, stormwater treatment, catchment and disposal, water supply, sewage disposal, network utility services, transport, and access and connectivity.
- The effects standards include minimum lot size for the Residential zones, Future Urban Zone, and Rural zones. Some changes from the Operative District Plan minimum lot sizes for the Residential zones are proposed. There are no minimum lot sizes for zones that are not residential, future urban or rural. A summary is provided below of the minimum allotment sizes applied, the associated activity status, and rationale.

| Zone | Minimum allotment size in SUB-S1 and activity status | Activity status where non-compliance with allotment size | Rationale for minimum allotment size |
|----------------------|--|--|--|
| General Rural Zone | Minimum: 40 ha Activity status: Controlled | Discretionary or non-complying | See Section 32 assessment for Rural topics. |
| Rural Lifestyle Zone | Minimum: 0.5 ha Activity status: Controlled | Non-complying | |
| Future Urban Zone | Minimum: 40ha with 20ha balance lot Activity status: Controlled | Non-complying | <p>The Proposed District Plan provides for the creation of 40ha allotments as a controlled activity as these lots are of a sufficiently large size that they will ensure a continued low density of development and will not compromise future urban development.</p> <p>The Future Urban Zone is a transitional zone where land may be used for a range of rural activities but not subdivided, used, or developed for urban purposes until a structure plan has been prepared, or is able to be serviced by infrastructure and the site is rezoned. Creation of allotments smaller than 40ha is a non-complying activity to avoid the fragmentation of land into smaller allotments that would compromise the potential for future urban</p> |

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| | | | development, which is inconsistent with the purpose of the Zone. |
| General Residential Zone | Minimum: 350m ² with an average of 400m ² for subdivisions creating 3 or more lots Activity Status: Controlled | Non-complying | The Proposed District Plan provides for the creation of 350m ² allotments with an average of 400m ² where the subdivisions creating 3 or more lots as a controlled activity. This provides for a sufficient size to accommodate a permitted residential unit. This minimum consolidates several minimum allotment sizes that applied in the Operative District Plan for residential zones that largely varied from 350 – 400 m ² with some outlying exceptions for character or large lot areas. |
| Low Density Residential Precinct | Minimum: 400m ² with an average of 500m ² for subdivisions creating 3 or more lots Activity status: Controlled | Non-complying | The Proposed District Plan provides for the creation of 400m ² allotments with an average of 500m ² where the subdivisions creating 3 or more lots as a controlled activity. This minimum is of a sufficient size to accommodate a permitted residential unit and at a lower density than the General Residential Zone. The minimum replaces the existing larger allotment precincts of the Operative District Plan which differed between 500 – 770m ² . |
| Medium Density Residential Precinct | Minimum: 200m ² Activity status: Controlled | Non-complying | The Proposed District Plan provides for the creation of 200m ² allotments within the medium residential precinct. This provides for higher density of residential development and use. |
| Settlement Zone | Minimum: 400m ² in Masterton District, and 1,000 m ² in South Wairarapa District Activity Status: Controlled | Non-complying | The Proposed District Plan provides for the creation of 400m ² allotments in settlement zones in Masterton (Castlepoint and Riversdale), and 1,000 m ² allotments in settlement zones in South Wairarapa. This minimum is of a sufficient size to accommodate a permitted |

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| | | | residential unit and onsite servicing for settlements that remain unserved. The minimum lot sizes generally reflect the existing minimum allotment sizes in the Operative District Plan. |
| Commercial and Mixed-Use Zones | Minimum: No minimum Activity status: Controlled | Not applicable | There is no minimum allotment size in SUB-S1 for all other zones. This is because the nature and tenure of allotments within these zones means that subdivision is uncommon and site configuration is often dictated by its intended use. As a discretionary activity, the full range of effects can be considered through a resource consent process. |
| Industrial Zones | | | |
| Open Space and Recreation Zones | | | |
| Māori Purpose Zone | | | |

5.4 Other methods

The Centres Design Guide and Residential Design Guide are matters of discretion for resource consent applications in the underlying zone chapters. They also provide general best-practice design guidance, which is encouraged but not required, to be considered for Permitted activities.

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the Subdivision topic.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e., Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e., Will the objective guide decision-making? Does it meet sound principles for writing objectives (i.e., does it clearly state the anticipated outcome?)
3. Reasonableness (i.e., What is the extent of the regulatory impact imposed on individuals, businesses, or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e., Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under Section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives |
|---|
| <p>SUB-O1 Subdivision and development design</p> <p>Subdivision and developments create allotments and patterns of land use and development that:</p> <ol style="list-style-type: none"> a. provide for the anticipated purpose, character, and amenity of each zone and the qualities and values of the site(s) including natural features and landscapes, <i>waterbodies</i>, <i>indigenous biodiversity</i>, historic heritage, and sites and areas of significance to Māori; b. provide for a variety of housing types that cater for the range of community needs, such as affordability, accessibility, and lifestyle; c. are well-functioning, accessible, integrated, and connected with adjoining neighbourhoods; d. provide accessible and well-designed open space areas; e. protect cultural, heritage, and natural values; and f. respond to the risks of <i>natural hazards</i> and is resilient to climate change. <p>SUB-O2 Servicing</p> <p>Subdivision and developments are serviced to provide for the likely or anticipated use of the land while avoiding, remedying, or mitigating adverse effects on the environment by ensuring:</p> <ol style="list-style-type: none"> a. subdivisions within the urban boundary connect to reticulated water and wastewater services (and reticulated stormwater services where they are available or provide for on-site stormwater disposal) with sufficient capacity to accommodate proposed or anticipated development; and b. subdivisions in Rural Zones are capable of being serviced via on-site water, wastewater, and stormwater measures when development occurs on the site. <p>SUB-O3 Future development</p> <p>Subdivision and development are provided for where they integrate with the existing and planned development of land, <i>roads</i>, and <i>infrastructure</i>, and avoid fragmentation or development that undermines the effective and efficient provision of <i>infrastructure</i> and <i>roads</i>.</p> |

| Alternatives considered | |
|--|---|
| <p>Status quo:</p> <p>Objective SLD1 Effects of Subdivision & Land Development To ensure subdivision and land development maintains and enhances the character, amenity, natural and visual qualities of the Wairarapa, and protects the efficient and effective operation of land uses and physical resources.</p> <p>Objective SLD2 Effects of Servicing Requirements To ensure that subdivision and land development is appropriately serviced to provide for the likely or anticipated use of the land.</p> <p>Objective SLD3 Sustainable Infrastructure Development To maintain sustainable and efficient public infrastructure that meets the additional demand generated by development and subdivision, while avoiding, remedying or mitigating adverse effects on the environment.</p> <p>Objective SLD4 Managing Urban Growth To provide for urban expansion adjoining existing urban areas where such growth does not adversely affect the safe and efficient use and development of land, roads and infrastructure.</p> <p>Objective SLD5 Reserves and Open Space To sustainably manage and develop the reserve and open space network to cater for current and future community needs and to protect and enhance significant environmental assets.</p> | |
| Appropriateness to achieve the purpose of the RMA | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <p><u>Relevance</u>: The objectives address the relevant resource management issues as outlined in Section 3.3. Objectives meet the requirements of RMA Section 31(1)(a) that requires District Councils to manage the effects of subdivision, use, development, or protection of land. The proposed objectives allow the Council to manage the effects from subdivision of land. The proposed objectives assist the Councils in giving effect to the NPS-UDC, NPS-HPL, NPS-FM, NPS-REG, NZCPS, and the RPS outcomes throughout the Wairarapa.</p> <p><u>Usefulness</u>: The objectives will guide decision making by clearly directing the subdivision outcomes, in particular the design of subdivision and development, servicing outcomes and considering both current and future development needs. These outcomes can then be achieved through supporting policies, rules, and standards.</p> <p><u>Reasonableness</u>: The proposed objectives will not impose unjustifiably high costs on the community. The proposed objectives provide clarity around the outcomes sought from subdivision within the Wairarapa and align with direction of other zones and district wide chapters.</p> <p><u>Achievability</u>: The proposed objectives can be implemented within Councils' powers, skills, and resources.</p> |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <p><u>Relevance</u>: The status quo generally addresses the relevant resource management issues as outlined in Section 3.3, but does not achieve full alignment with the outcomes sought from the zones and overlays therefore does not fully address issue 1. The status quo meets the requirements of RMA Section 31(1)(a) requires Councils manage the effects of subdivision, use, development, or protection of land. The proposed objectives allow the Council to manage the effects from subdivision of land. The status quo is not in accordance with the National Planning Standards. While the status quo objectives are not clear or explicit on how it aligns with the zones and other district wide</p> |

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| | <p>chapters, the objectives do not significant hinder Council's ability to give effect to the relevant higher order direction.</p> <p><u>Usefulness</u>: The status quo objectives are less clear in setting out desirable outcomes and therefore do not set clear expectations for the outcomes sought from the subdivision of land. The status quo objectives are also drafted as directions rather than clear outcomes for subdivision. This creates some uncertainty when processing resource consent applications.</p> <p><u>Reasonableness</u>: While the status quo objectives are less clear, they do not provide unjustifiably high costs on the community. This is due to all subdivisions requiring resource consent application and the rules for the zones largely stipulating the outcomes sought (which are generally permissive, so the number of instances where discretion is applied around the appropriateness of the subdivision is low).</p> <p><u>Achievability</u>: The status quo objectives can be implemented within Councils' powers, skills, and resources.</p> |
| <p>Preferred option and reasons</p> | |
| <p>The proposed objectives are the most appropriate means of achieving the purpose of the Act because:</p> <ul style="list-style-type: none"> • The proposed objectives address the resource management issues identified. • The proposed objectives align with other chapters and assist in giving effect to higher order planning direction, including the Regional Policy Statement, National Policy Statement for Urban Development, National Policy Statement for Highly Productive Land, National Policy Statement for Renewable Electricity Generation, National Policy Statement for Freshwater Management, and the New Zealand Coastal Policy Statement. • The proposed objectives are in line with national best practice and the National Planning Standards. • The costs arising from the objectives will be fair and relate to the effect of subdivision and development. | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by Section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve preferred objectives

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

The other options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to the subdivision topic are:

- Option 1: The proposed provisions
- Option 2: Retaining the status quo provisions of the Operative District Plan.

SUB-O1 Subdivision and development design

Subdivision and developments create allotments and patterns of land use and development that:

- a. provide for the anticipated purpose, character, and amenity of each zone and the qualities and values of the site(s) including natural features and landscapes, *waterbodies*, *indigenous biodiversity*, historic heritage, and sites and areas of significance to Māori;
- b. provide for a variety of housing types that cater for the range of community needs, such as affordability, accessibility, and lifestyle;
- c. are well-functioning, accessible, integrated, and connected with adjoining neighbourhoods;
- d. provide accessible and well-designed open space areas;
- e. protect cultural, heritage, and natural values; and
- f. respond to the risks of *natural hazards* and is resilient to climate change.

SUB-O2 Servicing

Subdivision and developments are serviced to provide for the likely or anticipated use of the land while avoiding, remedying, or mitigating adverse effects on the environment by ensuring:

- a. subdivisions within the urban boundary connect to reticulated water and wastewater services (and reticulated stormwater services where they are available or provide for on-site stormwater disposal) with sufficient capacity to accommodate proposed or anticipated development; and
- b. subdivisions in Rural Zones are capable of being serviced via on-site water, wastewater, and stormwater measures when development occurs on the site.

| SUB-O3 Future development | | |
|--|--|--|
| <p>Subdivision and development are provided for where they integrate with the existing and planned development of land, <i>roads</i>, and <i>infrastructure</i>, and avoid fragmentation or development that undermines the effective and efficient provision of <i>infrastructure</i> and <i>roads</i>.</p> | | |
| Option 1: Proposed approach (recommended) | Costs | Benefits |
| <p>See Section 5.0 of this document.</p> | <p>Environmental</p> <ul style="list-style-type: none"> The proposed provisions will allow for sites to be subdivided which will result in changes in the amenity values and character of areas over time. The proposed provisions will still allow for some land modification to facilitate subdivision. Land modification of sites is an inevitable outcome associated with subdivision and some future modification can be expected to occur to allow for future buildings. <p>Economic</p> <ul style="list-style-type: none"> There are costs associated with the resource consent process and the need to assess the application against the relevant matters of the District Plan. Where subdivision rules have become more onerous including the natural and historic overlay topics, there is a higher cost on landowners for any regulatory costs and/or the opportunity cost of development. Cost associated with financial contributions (see Section 32 assessment for Financial Contributions for further evaluation of those costs). There will be increased costs to developments as a result of the need to incorporate mitigation | <p>Environmental</p> <ul style="list-style-type: none"> The provisions ensure that subdivision is appropriate for the form and function of the respective zones and district wide overlays. The provisions provide for compact urban form and encourage further subdivision within the existing towns. This has environmental benefits through protecting productive land, minimising reliance on passenger vehicles, and maintaining the existing character of the rural and coastal environments. <p>Economic</p> <ul style="list-style-type: none"> The proposed provisions allow for private properties to be subdivided and for applicants to realise the financial benefits from undertaking this process. The proposed provisions enable growth to towns through smaller allotment sizes, particularly within the medium density residential precinct. This enables further development which has both direct and indirect economic benefits such as new housing and employment opportunities. Increased opportunities for a range of housing choices across the Wairarapa through subdivision provisions that provide for a range of allotment sizes. |

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| | <p>measures into some development forms (particularly in relation to three waters).</p> <p>Social</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. | <p>Social</p> <ul style="list-style-type: none"> The provisions provide for a variety of housing types through the differing allotment sizes enabled throughout the Wairarapa. The provisions reflect directives provided through non-regulatory strategic direction/spatial frameworks that have been informed by the public's aspirations. These strategic direction/spatial frameworks include: the Wellington Regional Growth Framework, the Carterton Growth Framework, and the South Wairarapa Spatial Plan. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect benefits have been identified. |
| <p>Effectiveness and efficiency</p> | <p>The proposed provisions are the most effective method of meeting the objectives given they will provide increased environmental, economic, and social benefits as outlined above. The provisions effectively achieve the objectives by providing more discretion to Councils when considering potentially inappropriate subdivision by only enabling controlled activity subdivision in certain circumstances. The provisions align and are integrated with direction of other zones and district wide chapters.</p> <p>The proposed provisions are the most efficient method of meeting the objectives given the benefits identified above. They will reduce costs associated with the existing provisions that were identified through consultation.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of council staff.</p> | |
| <p>Overall evaluation</p> | <p>This option is the most appropriate way to achieve the proposed objectives as:</p> <ul style="list-style-type: none"> The proposed provisions provide for an overall increase in environmental, economic, and social benefit compared with the Operative District Plan. | |

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| | <ul style="list-style-type: none"> • The proposed provisions align with the relevant zone and district wide chapters and assist in giving effect to national direction, including the NPS-UD, NPS-HPL, NPS-REG, NZCPS, and the National Planning Standards. • The proposed provisions align with the non-regulatory strategic and spatial frameworks including: <ul style="list-style-type: none"> ○ The Wellington Regional Growth Framework promotes compact, and transit orientated development. This strategic framework seeks to direct future growth to largely intensification within the towns located along the rail corridor. ○ The Carterton Urban Growth Strategy identifies and promotes growth to occur in Carterton. ○ The South Wairarapa Spatial Plan spatially identifies future growth in the district and seeks to direct growth in the residential areas in Featherston, Greytown, and Martinborough. | |
| Option 2: Status Quo | Costs | Benefits |
| See Section 3.2.1.1. | <p>Environmental</p> <ul style="list-style-type: none"> • The status quo has resulted in fragmentation of rural land and loss of rural character (see the Section 32 assessment for the rural topics for further specific assessment). • The status quo provisions do not address all the new zones proposed as part of the full review. As such, there are uncertain environmental outcomes from these new zones not having subdivision provisions that relate to the outcomes sought within these zones. <p>Economic</p> <ul style="list-style-type: none"> • Strategically important land can be fragmented which can have economic impacts in relation to how this land is used in the future. This includes reducing potential employment and economic impacts. • The demand on services has resulted in the need for three waters network to be upgraded. | <p>Environmental</p> <ul style="list-style-type: none"> • The existing provisions have resulted in some limited protection of the environment. These have largely occurred when the consent categories have been elevated to a discretionary activity status. <p>Economic</p> <ul style="list-style-type: none"> • The existing provisions allow for private properties to be subdivided and for applicants to realise the financial benefits from undertaking this process. • There are economic and employment benefits associated with the existing provisions and the subdivision that have enabled some level of subdivision and associated development. <p>Social</p> <ul style="list-style-type: none"> • The status quo is familiar to the public and provides a greater level of certainty to landowners in their ability to subdivide in some areas (General Rural Zone, Coastal Environment, and Future Urban Zone). <p>Cultural</p> |

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| | <ul style="list-style-type: none"> The existing provisions have required the payment of financial contributions (see Section 32 assessment for Financial Contributions) <p>Social</p> <ul style="list-style-type: none"> The status quo does not provide for sufficient housing or the variety of housing that is sought. The status quo does not align with the non-regulatory strategic direction/spatial frameworks that have been informed by the public's aspirations. The status quo rules have limited matters of discretion with little urban design guidance. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. | <ul style="list-style-type: none"> No direct or indirect benefits have been identified. |
| <p>Effectiveness and efficiency</p> | <p>The status quo provisions are not the most effective method of meeting the objectives given they have resulted in environmental, economic, and social impacts as outlined above. Most notably, the Operative District Plan provisions do not achieve the objectives and outcomes sought throughout other parts of the District Plan.</p> <p>The status quo provisions are not the most efficient method of achieving the objectives given the costs identified above.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of council staff.</p> | |
| <p>Overall evaluation</p> | <p>This option is not the most appropriate way to achieve the proposed objectives as:</p> <ul style="list-style-type: none"> They enable inappropriate subdivision that is contrary to the outcomes sought They are inconsistent with national direction, in particular the NPS-HPL, NPS-UD and NZCPS | |

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| | <ul style="list-style-type: none">• They are ineffective in providing sufficient discretion through consent processes to consider objectives• They do not sufficiently provide for the environmental, economic, and social wellbeing of society. |
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8.0 Conclusion

This evaluation has been undertaken in accordance with Section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as it:

- Gives effect to higher order documents, including the national planning standards, RPS, NPS-UD, NPS-HPL, NPS-REG and NZCPS;
- Appropriately responds to the resource management issues identified for the rural environment; and
- Is the most effective and efficient way to achieve the purpose of the Act and the Proposed District Plan's strategic objectives.

Appendix 1: Feedback on Draft District Plan

Appendix 1: Summary of feedback on Subdivision

| Section / Topic | Submitter | Feedback Received | Commentary |
|-------------------------------------|-------------------------|--|--|
| Subdivision objectives and policies | Individual | Generally supports chapter | Noted |
| | Individual | Amend SUB-O1 (1) from "minimum lot sizes" to "proposed sizes" to intensify residential densities and minimise urban spread onto rural land | No change – incorrect terminology |
| | Individual | Supports SUB-O1 for variety of housing types, catering to community need | Noted |
| | National interest group | Supports SUB-O1 | Noted |
| | | Supports SUB-O2 | Noted |
| | | Supports SUB-O3 | Noted |
| | | Supports SUB-P1 | Noted |
| | | Supports SUB-P2 | Noted |
| | | Supports SUB-P7 | Noted |
| | Regional council | Supports SUB-O1 to SUB-O3 but suggests minor amendments to include direction toward infill development and compact urban form. | Primarily reflected in the General Residential Zone, but minor amendments made to SUB-O3 to give effect to this submission. |
| | | Support SUB-P1, minor amendment to include public transport connectivity for subdivisions and new developments. | Public transport already covered as part of 'transport connectivity measures'. If reference to public transport is added, potentially risks less regard to other transport connectivity measures (e.g. walking, cycling). Also, access to public transport is already specifically recognised and provided for in SUB-P2(f). |

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| | | Support SUB-P2, minor amendment to include public transport infrastructure e.g. bus stops | Amended |
| | | Support SUB-P4 with minor amendments to account for future effects of sea level rise and climate change | 100-year timeframe is consistent with NZCPS and RPS. Also, that is the timeframe used for the flood modelling. Referring to 100-year timeframe in the policy provides certainty. This timeframe is different from “at the time of subdivision”, which relates to when the building platform needs to be provided or when making the subdivision decision. |
| | | Supports SUB-P7 | Noted |
| | National interest group | Amend SUB-O1 to be more generic, or amend to include a range of other considerations other than urban ones | No changes required - the wording is <i>“create allotments and patterns of use that provide for...”</i> i.e., accommodate these features where they exist. Rural subdivision covered in (a), <i>“provide for the anticipated purpose, character, and amenity of each zone...”</i> The remaining sub-points are urban-centric as other than the purpose, character, and amenity outcomes stated above, rural subdivision does not require much else with regard to design considerations (such as integration, functionality, accessibility, housing variety) other than servicing, which is covered in O2, or avoid fragmentation, which is covered in O3. Other rural-specific subdivision considerations are covered off in policies P1, P5, P6. |
| | | Amend SUB-O2 so not all types of infrastructure is required for all types of subdivision | No changes required - this is a “servicing” objective, it is not inappropriate to use the word in the text. The term “appropriately” adds ambiguity. |
| | | Amend SUB-P2 so not all types of infrastructure is required for all types of subdivision | No changes required – what is “appropriate” infrastructure and services for different zones is set out in SUB-O2. |
| | | Corporate | Support SUB-O2 with amendment to include reference to telecommunications and other key network connections |

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| | | Support SUB-O3 | Noted |
| | | Support SUB-P2 with amendment to include reference to telecommunications and other key network connections | As above, not always available in some particularly rural contexts. |
| Subdivision rules | Individual | Support SUB-R1 | Noted |
| | National interest group | Support SUB-R1 provided compliance with new standard (setting out firefighting water supply and access requirements) is a matter of control / discretion for the relevant activity statuses | Amended |
| | | Support SUB-R2 provided compliance with new standard (setting out firefighting water supply and access requirements) is a matter of control / discretion for the relevant activity statuses | Amended |
| | | Support SUB-R4 provided compliance with new standard (setting out firefighting water supply and access requirements) is a matter of control / discretion for the relevant activity statuses | Amended |
| | | Support SUB-R5 provided compliance with new standard (setting out firefighting water supply and access requirements) is a matter of control / discretion for the relevant activity statuses | Amended |
| | | Supports SUB-R6, SUB-R7, SUB-R8, SUB-R10, SUB-R11, SUB-R12 subject to relief sought above | Noted |
| | | State owned enterprise | Amend title of SUB-R10 to <i>“Subdivision of land in the National Subdivision Grid Corridor”</i> |
| | | Amend the subdivision rules to provide for subdivision for unstaffed infrastructure or network utilities as a permitted activity | The relief sought is already partially provided for by SUB-R3, which enables <i>“Subdivision of land to create allotment for public works, network utilities, reserves, or access purposes only”</i> . A Permitted activity status is not appropriate as Council |

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| | | | needs to ensure the effects of any subdivision are avoided, remedied, or mitigated, which requires a case-by-case assessment, e.g. appropriate access. |
| | Regional council | Amend all matters of control to include reference to natural hazards | Amended |
| | | Support SUB-R2 | Noted |
| | | Support SUB-R6 | Noted |
| Subdivision standards | Individual | Amend SUB-S3 to require new residential development to have 12,000L water tanks | 5,000L required in GRZ, can go larger if required, difficulty accommodating larger tanks on smaller sites e.g. in medium density areas. |
| | Individual | Amend SUB-S2 to allow easier activity status for development aligning with Carterton East Structure Plan | Amended chapter to require subdivision to be in compliance with relevant structure plans. |
| | Individual | Add new standard for site coverage/impervious surfaces | Considered to be appropriately addressed via other standards e.g. setbacks in zone chapters. |
| | National interest group | Support SUB-S7 | Noted |
| | | Add new standard to for firefighting water supply requirements | Added |
| | Regional council | Amend SUB-S4 to require "onsite wastewater systems" instead of "a septic tank or soakage field" to allow for different but equally appropriate solutions | Amened |
| | | Amend SUB-S7 to refer to public transport | Amended |
| | Regional infrastructure | Amend standards so they also need to comply with Wellington Water standards as these apply in South Wairarapa (currently only states Council Engineering Standards) | Amended |
| Corporate | Support SUB-S6 with amendment to require telecommunications through an open access fibre network, or other fibre mobile, or wireless (e.g. satellite), electricity to the boundary of each lot. | Telecommunications networks not available across all Wairarapa, particularly in remote rural areas. The wording of the provisions also precludes alternative solutions e.g. off-grid electricity. | |
| Subdivision miscellaneous | Individual | Amend subdivision chapter to allow residential subdivision only on poor stony land, not valuable horticultural land | Guided by proposed rural subdivision, objectives, policies, NPS-HPL. |

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| | Individual | Support SUB Table 1 | Noted |
| | Individual | Support SUB Table 1, minimum lot sizes for medium density | Noted |
| | Individual | Amend chapter to certainty, allow for flexibility to respond to the market, allow for creative, innovative, well-designed subdivisions and development that promote the sustainable management of the relevant zone | This relief sets out the considerations in evaluating the policies and rules for the District Plan – certainty vs. flexibility. No proposed changes. |
| | | Amend subdivision for consent to be granted below the minimum standard if the proposal creates more housing. | This is what the chapter and resource consent process does – no changes required. |
| | | Reduce minimum lot sizes Increase maximum size of second dwellings | Minimum lot sizes considered appropriate for available infrastructure capacity at this time. Size of minor dwellings covered in the relevant zone chapters. |
| | Individual | Amend SUB-Table 1 from "minimum lot sizes" to "proposed sizes" to intensify residential densities and minimise urban spread onto rural land | No changes – incorrect terminology |
| | Individual | Delete minimum lot size | Minimum lot sizes considered appropriate for available infrastructure capacity at this time. In addition, having no minimum lot size would require alternative design guidance to achieve desirable subdivision outcomes, creating additional complexity and uncertainty for land owners and developers about what they can do with their land. |
| | Individual | Account for limitations on residential development capacity in Wairarapa | Noted and generally given effect to through the provisions. |
| | | Assessment of expected housing demand should be comprehensive, evidence-based, and forward-looking. | |
| | Individual | Expand Medium Density areas in Masterton | Extent of MDRP covered in Residential Zones Section 32 report. |
| Individual | Reduce minimum size of Low Density sites in South Wairarapa from 450m ² to 400m ² | Minimum lot sizes considered appropriate for available infrastructure capacity at this time and character of South Wairarapa towns, consistent with South Wairarapa Spatial Plan. Master planning process for Featherston still underway which may modify minimum lot sizes for Featherston. | |

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| | Individual | Introduce site-specific minimum lot sizes for Park Road (1,500 – 2,000m ² , rear lots 400-500m ²) | Inconsistent with the rest of the Wairarapa’s proposed planning framework, no reason why these sites should differ from others. |
| | Individual | Reduce minimum size of Low Density sites in South Wairarapa from 450m ² to 400m ² | Minimum lot sizes considered appropriate for available infrastructure capacity at this time and character of South Wairarapa towns, consistent with South Wairarapa Spatial Plan. Master planning process for Featherston still underway which may modify minimum lot sizes for Featherston. |
| | Regional council | General comments on providing for climate resilience, freshwater, nature-based solutions, and providing for urban growth. | Specific suggestions against each objective, policy, rule, and standard already set out in this table. |
| | | Include direction in the Subdivision chapter to provide for de-centralised wastewater re-use and treatment (of grey and black water) and disposal using approved alternative wastewater systems (but not septic tanks, due to their existing issues with contamination and leaching) anywhere where there are constraints on the existing network capacity and where connections are not available. Where connections are available and there is network capacity, a connection to the wastewater network would still be required. | Not considered appropriate – inefficient, higher overall costs, and counter-productive to intensification. Question as to whether this meets relevant regulations. |
| | | Suggested areas where intensification and infill development could be enabled to a greater extent in the District Plan include (but are not limited to): <ul style="list-style-type: none"> • Smaller minimum lot sizes in residential zones • Future Urban Zones chapter to signal higher densities during structure planning • Strategic direction and relevant chapter objectives to emphasise compact urban form • Multi-unit housing to be more clearly enabled. | Minimum lot sizes considered appropriate for available infrastructure capacity at this time. Other matters covered in the relevant zone Section 32 reports. |

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| | | <p>The current activity statuses of Restricted Discretionary in the Medium Density Precinct and Discretionary in the general rural zone could be reduced to provide a clear consenting pathway</p> <ul style="list-style-type: none"> • Reduced boundary setbacks in general residential zone particularly front setbacks (GRZ-S3) • Reconsider the prominence of character and amenity values in the General Residential Zone, as well as emphasis on detached dwellings. | |
| | | <p>Amendments throughout the chapter to seek reduction in transport-related greenhouse gas emissions.</p> | <p>Objectives and policies already direct accessible, efficient, and integrated neighbourhoods (including roading and infrastructure). No specific changes to give effect to this were requested.</p> |
| | | <p>Include objectives, policies, and rules to give effect to RPS Objective 12, NPS-FM section 3.5(4) and have regard to Proposed RPS Change 1 Policy FW.3. These provisions need to be explicit about how the District Plan can promote positive effects of urban development on the health and well-being of water bodies and freshwater ecosystems. This is a core function of TAs under the NPS-FM and RMA Section 31 functions (i.e., in relation to managing effects of development of land).</p> | <p>Largely duplicated by the regional council, exceeds local council functions under the Act. Infrastructure planning, which is controlled by the regional council is best placed to manage this.</p> |
| | | <p>Add provisions that seek and permit nature-based solutions when providing for new infrastructure and in new developments, such as the use of green infrastructure. Policy direction and rules should set out a clear preference for implementing nature-based solutions in all</p> | <p>The plan provisions do not preclude nature-based solutions. Solutions such as these are best addressed via network management / at a strategic level.</p> |

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| | | <p>infrastructure planning and land use development. Add provisions that direct the protection of areas that already perform a function as a nature-based solution, including the many wider benefits these can have, and encourage the restoration of nature-based solutions. For example, a matter of control or discretion for subdivision could include the extent to which the design protects, enhances, restores, or creates nature-based solutions to manage the effects of climate change, or similar.</p> | |
| | | <p>Add provisions that require new development areas to include actions and initiatives that contribute to improvements in the climate resilience of urban areas, for example through measures identified in Policy CC.14 of Proposed RPS Change 1.</p> | <p>Objectives and policies already direct accessible, efficient, and integrated neighbourhoods (including roading and infrastructure). No specific changes to give effect to this were requested.</p> |
| | | <p>Include direction in the Subdivision and zones chapters requiring the application of Water Sensitive Urban Design principles and methods during consideration of subdivision, the extent of impervious surfaces and in the control of stormwater infrastructure. Proposed RPS Change 1 also directs requiring hydrological controls to manage runoff quantity, locating, and designing urban development to protect and enhance gully heads, rivers, lakes, wetlands, springs, riparian margins, and estuaries, enabling mana whenua / tangata whenua to be actively involved in freshwater decision making, and adopting an integrated approach which should be included in the District Plan.</p> | <p>The plan provisions do not preclude nature-based solutions. Solutions such as these are best addressed via network management / at a strategic level.</p> |
| | | <p>Requests opportunity to collaborate on Engineering</p> | <p>Engineering standards now available with the Proposed District Plan.</p> |

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| | | Standards with Wellington Water for stormwater standards | |
| | Regional infrastructure | Signal locations of three waters infrastructure constraints | Noted, no action taken currently – standards require compliance with Wellington Water standard where applicable, which currently enables this information to be passed on during consent processes. |
| | Ratepayers association | Consideration of cost of providing infrastructure on ratepayers | Financial Contributions chapter does this. |
| | Individual | Create MDRP in Carterton and Featherston | May be located in Featherston once master planning process is complete. Not considered appropriate or necessary in Carterton. |
| | | Further reduce or remove minimum lot sizes in GRZ | Minimum lot sizes considered appropriate for available infrastructure capacity at this time. In addition, having no minimum lot size would require alternative design guidance to achieve desirable subdivision outcomes, creating additional complexity and uncertainty for land owners and developers about what they can do with their land. |



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Temporary Activities

OCTOBER 2023

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Appendices

Appendix 1: Feedback on Draft District Plan

Executive summary

This Section 32 Evaluation Topic Report is focused on temporary activities.

Temporary activities are activities that are of a non-repetitive, transient nature and include entertainment, cultural and sporting events, temporary military training activities, markets, filming, and activities associated with construction. Temporary activities have economic, cultural, and social benefits for the districts. Adverse effects including noise, traffic, and impacts on visual amenity are generally minor due to their short duration, provided some limitations are in place.

The Operative Wairarapa Combined District Plan (Operative District Plan) contains provisions that allow for a range of temporary activities as a permitted activity subject to standards to limit the duration of activities and mitigate potential adverse effects. A general objective relating to amenity values and a specific policy for temporary activities is contained in Chapter 19. District-wide temporary activity rules are contained in Chapter 21.

The review of the temporary activities provisions concluded that the policies and rules in the Operative District Plan are effective and efficient apart from the need for a clearer framework to distinguish between temporary activities and repetitive or permanent activities and the absence of provision for temporary military training activities. Revised wording has been proposed to provide clarity and increased certainty.

The review has confirmed that the significant resource management issues relating to temporary activities are the same as identified in the Operative District Plan, although the benefits of temporary activities should also be recognised. The key resource management issues for temporary activities are:

- Temporary activities can provide economic and social benefits
- Temporary activities can potentially create adverse effects on amenity values.

The Proposed Wairarapa Combined District Plan (Proposed District Plan) contains a Temporary Activities Chapter which sets out objectives, policies, and rules. A new objective specific to temporary activities is proposed to more clearly articulate the outcomes sought and recognise the positive contribution of temporary activities. The proposed policies and rules are substantially similar to the Operative District Plan, although reformatted to fit the National Planning Standards framework and with amendments to provide greater clarity and certainty, particularly regarding the duration of activities. The key changes are:

- Amendments to the definition of "temporary activity" to further emphasise that temporary activities are "non-repetitive" and "transient".
- Amendments to some of the rules to provide further clarity around time boundaries (e.g. TEMP-R3 for temporary storage specifies the activity does not exceed 6 months "in a 24 month period", TEMP-R5 for temporary filming specifies the activity is limited to a duration of 3 months "in a 24 month period", and TEMP-R4 standards limits the duration of temporary buildings and structures in relation to the associated temporary activity).
- Additional standards included for temporary storage of goods or materials relating to height and setbacks (TEMP-R3).
- The addition of a definition and specific rule for temporary military training activities. (Noise standards are contained in the Noise Chapter).
- Temporary signs provisions are contained within the Signs Chapter.

The Proposed District Plan will provide a clear framework enabling a wide range of temporary activities to be undertaken across the district, subject to limitations to ensure activities remain temporary and do not result in significant adverse effects.

1.0 Introduction

This Section 32 Evaluation Topic Report contains a section 32 evaluation of the objectives, policies, and methods relating to temporary activities in the Proposed District Plan.

Temporary Activities are activities that are of a non-repetitive, transient nature and include entertainment, cultural and sporting events, temporary military training activities, markets, filming, and activities associated with construction.

The temporary activities provisions enable activities to be undertaken for a short time without being subject to the full range of controls that might be applied to permanent activities, recognising that such activities have economic, cultural, and social benefits and adverse effects are generally minor due to their limited duration.

This report sets out the statutory and policy context for temporary activities, key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should be read in conjunction with the Section 32 Evaluation Overview and Strategic Directions Report and the following section 32 evaluation topic reports:

| Report | How does this topic relate to the temporary activity provisions |
|-----------|---|
| All zones | Provisions in the zone chapters such as height and setback requirements generally do not apply to temporary activities but there are some rules and standards where these are specifically stated to apply. |

| Report | How does this topic relate to the temporary activity provisions |
|-------------------------------|--|
| Part 2: District Wide Matters | <p>The other district-wide chapters apply to temporary activities and the section 32 reports for those chapters will be relevant. Of particular note are:</p> <ul style="list-style-type: none"> • Noise - The Noise chapter includes specific rules and standards for construction and demolition activities, temporary military training activities, and other temporary activities. • Light - The Light chapter contains district-wide provisions relating to outdoor artificial light and glare, including standards for light level and colour temperature. • Signs - The Signs chapter contains district-wide provisions relating to the management of signs. These include specific provisions relating to temporary signs. • Coastal Environment - temporary activities within the coastal environment must meet permitted activity standards or a resource consent will be required. • Network Utilities - The Network Utilities chapter contains provisions relating to effects of and on network utilities. It includes provision for temporary network utilities. It also includes provisions relating to buildings, structures, and activities in the National Grid Yard which would apply to temporary activities located in the National Grid Yard. • Natural Hazards - The Natural Hazards chapter contains provisions relating to activities in hazard areas. Temporary activities located in hazard areas need to consider these requirements. Buildings and structures associated with temporary activities fall into the definition of "less hazard sensitive activities". |

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8 of the RMA.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This section is set out in more detail in the Section 32 Evaluation Overview and Strategic Directions Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. There are no specific matters of national importance relevant to the temporary activities topic.

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to temporary activities are:

| Section | Relevant matter |
|--------------|---|
| Section 7(c) | <i>the maintenance and enhancement of amenity values</i> Temporary activities can have adverse effects on amenity values, including due to noise, traffic, and impacts on visual amenity. These are generally minor due to their short duration, provided some limitations are in place. |
| Section 7(f) | <i>maintenance and enhancement of the quality of the environment</i> Temporary activities can have adverse effects on the quality of the environment, generally of a temporary nature provided controls are in place. |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities have been consulted as part of the review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

Relevant to temporary activities, Section 16 of the RMA also states that every occupier of land and every person carrying out an activity in, on, or under a waterbody or the coastal marine area, shall adopt the best practice option to ensure that the emission of noise from that land or water does not exceed a reasonable level.

2.2 National direction

2.2.1 National Policy Statements

There are no National Policy Statements of direct relevance to this topic.

2.2.2 National Environmental Standards

There are no National Environmental Standards of direct relevance to this topic.

2.2.3 National Planning Standards

The National Planning Standards require that if provisions to manage temporary activities, buildings and events are addressed, they must be located in the Temporary activities chapter in Part 2 – District-Wide Matters of the District Plan.

2.2.4 National guidance documents

There is no national guidance relevant to this topic.

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

There are no specific policies relating to temporary activities in the Wellington RPS. However, there are some objectives and policies that may be relevant if temporary activities are not managed effectively, including Objective 3 relating to habitats and features in the coastal environment, Objective 18 and Policy 28 relating to special amenity landscapes, and Policy 35 relating to natural character of the coastal environment.

2.3.2 Natural Resources Plan

None of the NRP provisions are relevant to the temporary activities topic.

2.3.3 Any other relevant regional plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|--|--|---|
| Wellington Regional Economic Development Plan 2022 | Wellington Regional Leadership Committee | <ul style="list-style-type: none"> • A plan to guide the long-term direction of the Wellington region economy, identify issues and opportunities in key focus areas and help prioritise initiatives over the next 10 years • Sets a vision "to build a future-focused, creative, sustainable and thriving Wellington region for all to be proud of." • Identifies events as a component of increasing spend and demand to grow and maintain a sustainable and thriving visitor economy • Identifies Wairarapa Dark Skies development opportunities, including Matariki events |

2.4 Wairarapa policies, plans and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

As outlined in the Section 32 Evaluation Overview and Strategic Directions Report and identified in Appendices APP1 and APP2 to the Proposed District Plan, there are several statutory acknowledgement areas within the districts. For any application for a resource consent for an activity within, adjacent to, or directly affecting a statutory acknowledgement area, the consent authority must have regard to the statutory acknowledgement and provide notice to the relevant trustees.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|----------------------------------|---|
| Masterton Parks and Open Spaces Strategy (2021) | Masterton District Council | <p>This document provides information on Masterton's parks and open spaces and sets out a strategy. The specific outcome for the Parks and Open Spaces Strategy is that "Our parks are healthy, resilient and connected; they enhance the wellbeing of our present and future communities and connect our people with nature." The Strategy sets out principles for the provision, planning and management of the district's parks and open spaces.</p> <p>Parks and reserves may be used for temporary events such as entertainment events and markets. Some activities are provided for within the open space zones while some would be captured as temporary activities.</p> |
| Carterton District Council Draft Reserve Management Plan (2021) | Carterton District Council | <p>This document provides a district-wide reserve management plan with general policies applying to all reserves. Individual RMPs may be separately prepared.</p> <p>Parks and reserves may be used for temporary events such as entertainment events and markets. Some activities are provided for within the open space zones while some would be captured as temporary activities.</p> |
| South Wairarapa District Council reserve management plans (various) | South Wairarapa District Council | <p>SWDC has Reserve Management Plans for the following reserves:</p> <ul style="list-style-type: none"> • Featherston – Card and Market Reserves, Clifford Square • Martinborough – Centennial and Considine Park, Martinborough Square • Greytown – Soldiers Memorial Park, Stella Bull Park • Rural Reserves Management Plan • Coastal Reserves Management Plan |

| Plan / Strategy | Organisation | Relevant Provisions |
|---|---|---|
| | | Parks and reserves may be used for temporary events such as entertainment events and markets. Some activities are provided for within the open space zones while some would be captured as temporary activities. |
| My Masterton Our People, Our Land Strategy: He Hiringa Tangata, He Hiringa Whenua | Masterton District Council, February 2018 | <p>The Economic Development section identifies "supporting tourism" as a priority and sets strategic directions relating to:</p> <ul style="list-style-type: none"> • Supporting Destination Wairarapa to attract visitors through the promotion of our region to domestic and international tourism markets. • Supporting and facilitating initiatives and events that attract visitors to the region. • Investing in infrastructure that supports the attraction of visitors and tourism based businesses. |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|--|--|
| <p>Wairarapa Consolidated Bylaw 2019</p> <p>Masterton, Carterton and South Wairarapa District Councils</p> | <ul style="list-style-type: none"> • 'Part 2: Public Places (including Parks and Reserves)' controls a diverse range of activities within public places. It also addresses damage to public facilities (e.g. roads, grass verges) and activities within public places and reserves which may have an adverse effect on other users. • 'Part 3: Sale of Goods and Services in Public Places' regulates the conduct of people selling goods and services in public places through the requirement to obtain a license. • 'Part 10: Traffic' enables Council to set requirements for parking and control of vehicles on roads in the district. |
| <p>South Wairarapa District Council Alcohol Control Bylaw 2021</p> <p>South Wairarapa District Council</p> | <p>The South Wairarapa District Council Alcohol Control Bylaw aims to control the consumption, bringing into, or possession of alcohol in public places to reduce and mitigate crime and disorder that is caused or made worse by the presence or consumption of alcohol in those places.</p> |
| <p>Carterton District Council Liquor Control Bylaw 2005</p> <p>Carterton District Council</p> | <p>Controls alcohol in public places and various private areas.</p> |

| Legislation / Regulation | Relevant Provisions |
|--|--|
| Masterton District Council Alcohol Control Bylaw Masterton District Council | This bylaw controls alcohol in specified public places, at specified dates and times, with the aim of reducing alcohol-related harm and offences. It also enables Council to set temporary alcohol control measures. |
| Wairarapa Solid Waste Management and Minimisation Bylaw 2021 Masterton, Carterton and South Wairarapa District Councils | Contains provisions relating to events, requiring submission of an event waste management plan to the council for approval. |
| Building Act 2004 | The Building Act 2004 provides for the regulation of building work and sets performance standards for buildings. |

3.0 Issues analysis

3.1 Background

The Operative District Plan contains provisions for temporary activities, including an objective to maintain and enhance amenity values, a policy that recognises the minor effects on amenity of some temporary activities, and rules that provide for temporary activities as permitted activities subject to certain standards.

The review has identified that the Operative District Plan provisions are generally working effectively, with some opportunities identified to provide greater clarity and direction to enable genuine temporary activities of limited duration, while ensuring that activities that are repetitive or of a more permanent nature are captured by the additional controls in the zone rules.

3.2 Evidence base

The Councils have reviewed the Operative District Plan, identified associated issues with current provisions, reviewed recent resource consents, reviewed approaches taken in other district plans, and considered community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

The Operative District Plan identifies the following significant resource management issue for temporary activities:

- Temporary activities can potentially create adverse effects on amenity values.

“Temporary activity” is defined in Chapter 27 of the Operative District Plan as “an activity in any zone that is of a non-repetitive, transient nature and includes entertainment, cultural and sporting events”.

Temporary Activities are managed under two chapters in the Operative District Plan - Chapter 19: General Amenity Values and Chapter 21: District Wide Land Use Rules.

The most recent amendments to these sections were made in 2014.

There is one overall objective covering all amenity values in the Operative District Plan:

- 19.3.1 Objective GAV1 – To maintain and enhance those amenity values which make the Wairarapa a pleasant place in which to live and work, or visit.

Chapter 19 also contains one specific policy on temporary activities:

- 19.3.2 GAV1 Policies
 - (a) Recognise that temporary activities generally have a minor effect on amenity due to their short duration, provided that some limitations are imposed as necessary to avoid significant, albeit short-term, effects.

The applicable rules are contained in Chapter 21: District Wide Land Use Rules. There is a single permitted activity rule with standards specific to various types of temporary activities. A discretionary activity consent is required under Rule 21.6(a) if the standards are not met.

3.2.1.2 State of the environment monitoring

Destination Wairarapa provides a website¹ with information on what to see and do in the Wairarapa, including events. It includes a large and wide-ranging list of events from markets, to sporting events, to music events and festivals. There is anecdotal evidence of an increase in the number of larger scale events such as concerts and festivals, and multi-day events (although Covid has had an impact in more recent years).

Between 2014/2015 and 2020/2021 the Ministry for the Environment National Monitoring System Database shows:

- 1 land use consent granted in the South Wairarapa District for a Portacom and Canopy associated with construction activity and required for longer than 12 months (2015/16);

¹ <https://wairarapanz.com/about-wairarapa/wairarapa-events>

- 3 land use consents granted in the South Wairarapa District for music or festival events (2019/20 and 2020/21).

3.2.1.2.1 Cast Study: Country Music Festival

An example of a resource consent for a temporary activity is the application granted to host a country music festival at Tauherenikau Racecourse. The site was zoned Rural (Primary Production) and required resource consent for use of a building for an event not meeting the permitted standards for temporary events, exceeding the permitted noise levels and not complying with the permitted parking requirements. These rules were determined to apply because the event was scheduled to finish after 10pm so was not considered under the temporary activity provisions.

3.2.1.3 Effectiveness of the Operative District Plan approach

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|---|--|
| Issue 1: A clearer framework is needed to distinguish between temporary activities and repetitive or permanent activities | <ul style="list-style-type: none"> • Temporary activity rules are being used to circumvent zone controls, with activities being of a repetitive nature. • The framework could more clearly define what is a temporary activity and what is to be considered when temporary activity standards are not met. • Weddings, particularly vineyards hosting weddings, are exceeding the number of permitted events per year and the operating hours. Multiple events may be held over a weekend and these can be clustered in certain locations. • Temporary activities rules have been used to circumvent controls such as yard and size requirements for “temporary dwellings” e.g. tiny homes, which are removed after 12 months, and then may be placed back on site after a period. • Issues with the use of shipping containers for storage that do not meet setback requirements. • Issues with the stockpiling of gravel on sites and associated visual impacts. |
| Issue 2: The Operative District Plan does not contain any specific rules relating to temporary military training activities | <ul style="list-style-type: none"> • Temporary Military Training Activity (TMTA) is a defined term in the National Planning Standards and New Zealand Defence Force (NZDF) is seeking more consistency of rules for TMTA across all district plans in New Zealand. |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|---|--|
| Proposed New Plymouth District Plan (rev 12 May 2023) | <p>Provisions contained in a Temporary Activities chapter with:</p> <ul style="list-style-type: none"> • 2 objectives recognising the adverse effects and the benefits of temporary activities • 5 policies relating to management of effects, including noise and traffic effects • A general permitted activity rule for temporary activities and specific rules for TMTA and temporary emergency management training activities, with controlled or restricted discretionary status if standards are not met • Standards for general temporary activities cross reference to Noise, Light, and Signs rules, also include limits on duration (3 consecutive days) and hours of operation (8am to 10.30pm); traffic generation is limited to 5000 people per day. |
| Proposed Wellington City District Plan (rev 6 March 2023) | <p>Provisions contained in a Temporary Activities chapter with:</p> <ul style="list-style-type: none"> • 2 objectives recognising the adverse effects and the benefits of temporary activities • 6 policies relating to the benefits of temporary activities, minimising adverse effects, managing adverse effects on sensitive environments, mana whenua, TMTA, and special entertainment events • A general temporary activities permitted activity rule as well as specific rules for certain types e.g. TMTA and for buildings and structures • Standards including maximum duration depending on zone, hours of operation (7am - 10am Sun to Thurs, 7am - 11pm Fri to Sat), and maximum noise levels |
| Proposed Porirua District Plan (rev 11 August 2022) | <p>Provisions contained in a Temporary Activities chapter with:</p> <ul style="list-style-type: none"> • 2 objectives recognising the adverse effects and the benefits of temporary activities • 4 policies relating to benefits of temporary activities, minimising adverse effects, temporary military training activities, temporary noise events • Permitted activity rules for specific types of temporary activities, with restricted discretionary status if standards are not met • Standards including limitation on maximum duration (between 5 and 10 consecutive days depending on zone, cumulative total of between 10 and 28 days depending on zone), hours of operation (zone based) • Rules requiring temporary activities to comply with zone noise standards with allowance for one exceedance per 3-month period • Rules relating to noise standards for TMTA sit in the TEMP chapter with noise standards located in an appendix |

| | |
|--------------------------------------|---|
| Operative Kāpiti District Plan, 2021 | Provisions contained in a Temporary Events chapter with: <ul style="list-style-type: none"> • 2 policies relating to benefits of temporary events and management of adverse effects • Permitted activity rules for temporary events and markets • Standards relating to duration (3 consecutive days within any 12 month period), hours of operation (7am - 10am Mon to Thurs, 7am - 11pm Fri to Sat), noise, dust, traffic, light, water. |
|--------------------------------------|---|

These plans were selected because:

- They have been subject to a recent plan review that addressed similar issues relating to this topic; and/or
- The councils are of a similar scale to the Wairarapa districts and are confronting similar issues relating to this topic; and/or
- The councils are located within the Greater Wellington region.

A summary of the key findings follows:

- The plans commonly contain objectives recognising the benefits of temporary activities and the management or mitigation of adverse effects.
- There is no consistent approach to the inclusion of standards for noise and other matters such as light. Some plans include the standards within the chapter, some in an appendix, some in other chapters with cross reference.
- There is no consistent approach to the permitted activity duration of a temporary activity.
- Hours of operation are generally 7am to 10pm with some extending to 11pm on Fridays and Saturdays.
- Some include traffic generation limits while others do not.

3.2.3 Advice received from Iwi

No specific advice has been received from Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa regarding this topic and the proposed provisions evaluated within this report.

3.2.4 Consultation

The following is a summary of the primary consultation undertaken in respect of this topic:

| Who | What | When | Relevant Issues Raised |
|-----------------------|----------------------------------|----------|--|
| Destination Wairarapa | Discussion to understand type of | Feb 2022 | <ul style="list-style-type: none"> • Discussion of events held in Wairarapa |

| Who | What | When | Relevant Issues Raised |
|---------------------------|--|----------------|--|
| | events and potential issues | | <ul style="list-style-type: none"> Hours of operation |
| New Zealand Defence Force | Correspondence regarding temporary military training activities. | Nov 2021 | <ul style="list-style-type: none"> NZDF provided example provisions for temporary military training activities. |
| Community | Feedback on Draft Plan, through written submissions | Oct - Dec 2022 | <ul style="list-style-type: none"> Feedback received from 6 organisations Feedback related to definitions, objectives, policies, temporary emergency services training, temporary military training activities, and storage. |

Public consultation was undertaken on the Draft District Plan in October to December 2022.

The Draft District Plan contained a separate Temporary Activities chapter with an objective, a policy, and a set of rules for specific temporary activities, subject to standards. In addition, other Part 2: District Wide Matters chapters also apply to temporary activities, including the Noise chapter which contains specific standards relating to temporary activities and temporary military training activities.

The provisions were generally similar to those in the Operative District Plan but reformatted to align with the National Planning Standards. Key changes from the Operative District Plan were to tweak the definition of temporary activity and to tighten the parameters around timeframes to further support the definition of temporary activities to emphasise their "non-repetitive, transient" nature. A definition and rule for temporary military training activities was also included.

A summary of specific feedback on this topic received during consultation on the Draft Plan is contained in Appendix 1 and summarised below:

- General
 - Support for the clear direction given in the "Note" accompanying the rules regarding the application of other Part 2: District Wide Matters chapters.
 - Support for temporary activity rules as long as the rules are permissive of retail, industrial, commercial, and farming activities.
- Temporary military training activities

- Support for the definition of “temporary military training activity”. Partial support for the definition of “temporary activity”, with amendment to add temporary military training activity to the definition.
- Support for Policy TEMP-P1 (Enabling temporary activities) and TEMP-O1 (Benefits of temporary activities).
- Request for an additional policy to recognise the importance of temporary military training activities and their contribution to the wellbeing and health and safety of people and communities.
- Support for restricted discretionary activity status for temporary military training activities in Rule TEMP-R6(2) where compliance is not achieved with the standards. Request for amendment to the permitted activity Rule TEMP-R6(1) to clarify that permanent structures may be constructed if they are permitted in the relevant zone and to cross reference to the standard NOISE-S5.
- Temporary emergency services training
 - Request for specific provisions for “temporary emergency services training activities”.
- Temporary storage
 - Request for amendment to Rule TEMP-R3 (Temporary storage of goods or materials) to limit its application to outdoor storage and extend the time period from 6 months to 12 months in a 24 month period to align with the time period in Rule TEMP-R3 applying to construction and demolition.

In response to the feedback amendments were made to:

- The definition of temporary activity to clarify it includes temporary military training activities;
- Rule TEMP-R6 to clarify permanent structures may be constructed if they are permitted in the zone in which the activity is located;
- Rule TEMP-R2 so it covers “temporary activities” more generally, including temporary emergency services training activities.

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified several issues of a relatively discrete nature, therefore a "partial review", targeted to specific matters identified in the scoping and aligning the provisions with the National Planning Standards, was considered appropriate.

Based on the research, analysis and consultation outlined above, the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Issue 1: A clearer framework is needed to distinguish between temporary activities and repetitive or permanent activities.
- Issue 2: The Operative District Plan does not contain any specific rules relating to temporary military training activities.

The review has confirmed that the significant resource management issues relating to temporary activities are the same as identified in the Operative District Plan, although the benefits of temporary activities should also be recognised. The significance of the issue is also largely unchanged, although anecdotal evidence is that there is an increasing number of larger events.

The following resource management issues have been identified:

| Issue | Comment |
|--|---|
| Issue 1: Temporary activities can provide economic and social benefits | <ul style="list-style-type: none"> • Temporary activities and events have economic, cultural and social benefits for the districts. |
| Issue 2: Temporary activities can potentially create adverse effects on amenity values | <ul style="list-style-type: none"> • Temporary activities can have short term adverse effects on amenity, including due to noise and visual effects of activities and structures. • Temporary activities of a short duration have limited adverse effects due to their temporary nature, but there is a need for a clear definition and a rules framework for temporary activities that enables genuine temporary activities of limited duration, while ensuring that activities that are repetitive or of a more permanent nature are captured by the additional controls in the zone rules. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the temporary activity provisions to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | √ | | |
| Effects on matters of national importance | √ | | |
| Scale of effects - geographically | | √ | |

| | | | |
|--|---|---|--|
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | √ | |
| Scale of effects on those with specific interests e.g. tangata whenua | √ | | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | √ | | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | √ | | |

In summary:

- The degree of change from the Operative District Plan is relatively low. The provisions have been put into a standalone chapter in accordance with the National Planning Standards but the rules and standards have been largely retained, with some tweaks.
- The proposal does not directly relate to any s6 matters but s7 matters are relevant including (c) maintenance and enhancement of amenity values, and (f) maintenance and enhancement of the quality of the environment.
- In terms of geographic scale of effects, the provisions apply across the whole of each district, although the effects of each activity would be limited to the immediate location in which the activity is occurring.
- There is no specific, directly relevant, regional or national direction.
- Costs and restrictions on individuals and businesses will be similar to the Operative District Plan.

Overall, it is considered that the scale and significance of the proposal is low.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 3.0 of this report.

5.0 Proposed provisions

5.1 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the temporary activities topic.

| | |
|--|------------------------------|
| UFD-05 | Vibrant town centres |
| The Wairarapa contains vibrant and viable town centres that are the location for shopping, leisure, cultural, entertainment, and social interaction experiences and provide for the community's employment and economic needs. | |
| UFD-06 | Commercial activities |
| Commercial activities located outside of town centres do not undermine the function and viability of the Wairarapa's town centres. | |

The objectives are relevant to temporary activities insofar as they may involve commercial activities, of a temporary nature, anywhere in the districts including outside of town centres. Temporary events can also contribute to the vibrancy of town centres.

These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.2 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

In summary, the proposed provisions are contained in the Temporary Activities chapter in Part 2: District Wide Matters and include:

- Definitions for "temporary activities" and "temporary military training activities". "Temporary activity" is defined as " an activity in any zone that is of a non-repetitive, transient nature. It includes entertainment, cultural, and sporting events, temporary military training activities, and activities ancillary to construction and demolition."
- A single objective that addresses:
 - The benefits of temporary activities; and
 - The need to mitigate adverse effects to the extent practicable.
- A single policy that:
 - Recognises the generally minor adverse effects of temporary activities due to their short duration;

- Enables such activities with limitations as necessary to avoid significant adverse effects.
- A rule framework that provides for permitted activities for the following types of temporary activities, subject to standards generally relating to matters such as duration, operating hours, and height and setback requirements for structures:
 - Activities ancillary to or incidental to construction and demolition.
 - Temporary activities, including sporting events, public meetings, concerts, galas, market days, temporary retail activities, entertainment, recreational, and festive events not otherwise provided for in the chapter.
 - Temporary storage of goods or materials.
 - Temporary buildings and structures (including tents, mobile homes, and prefabricated buildings but excluding temporary military training activities) used for temporary activities.
 - Temporary filming.
 - Temporary military training activities.

In addition, the Noise chapter includes specific rules and noise standards for temporary activities and temporary military training activities.

Other Part 2 chapters contain matters that may be relevant to temporary activities, including the Light chapter which contains rules and standards relating to outdoor artificial lighting and the Signs chapter which contains rules and standards for temporary signs.

5.3 Other relevant objectives

There are several other objectives in the Proposed District Plan relevant to temporary activities. In particular the objectives for each zone relating to character and amenity of the zone. The temporary activity provisions are enabling of temporary activities in recognition that their effects are of short duration. When considering a resource consent application for a temporary activity that does not comply with the applicable standards it will be relevant to consider the character and amenity of the site and surrounding area and the objectives relating to character and amenity values of each zone contained in the zone chapters:

- GRZ-O2 Character and amenity values of the General Residential Zone
- SETZ-O2 Character and amenity values of the Settlement Zone
- GRUZ-O2 Rural character
- RLZ-O2 Character of the Rural Lifestyle Zone
- NCZ-O2 Character and amenity values of the Neighbourhood Centre Zone
- MUZ-O2 Character and amenity values of the Mixed Use Zone
- TCZ-O2 Character and amenity values of the Town Centre Zone
- TCZ-O8 South Wairarapa town centres - values

- GIZ-O2 Character and amenity values of the General Industrial Zone
- NOSZ-O2 Character and amenity values of the Natural Open Space Zone
- OSZ-O2 Character and amenity values of the Open Space Zone
- SARZ-O2 Character and amenity values of the Sport and Active Recreation Zone
- FUZ-O2 Character and amenity values of the Future Urban Zone

5.4 Other methods

Other methods of key relevance to temporary activities are:

- Wairarapa Consolidated Bylaw 2019, particularly Part 2: Public Places, Part 3: Sale of Goods and Services in Public Places, and Part 10: Traffic
- The Councils' respective alcohol control bylaws
- Wairarapa Solid Waste Management and Minimisation Bylaw 2021
- Building Act 2004
- Reserve management plans

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the temporary activities topic.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)

4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives | |
|--|---|
| <p>TEMP-O1 Benefits of temporary activities</p> <p>Temporary activities contribute to the vibrancy and economic prosperity of the districts, and enhance the social, cultural, and economic wellbeing of their communities, while adverse effects are mitigated to the extent practicable.</p> | |
| Alternatives considered | |
| <p>Status quo (Operative District Plan):</p> <p>General zone-based objectives relating to amenity, with no specific objective(s) for temporary activities</p> | |
| <p>Zone-based approach:</p> <p>Objectives specific to temporary activities included within each zone chapter</p> | |
| Appropriateness to achieve the purpose of the RMA | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> The proposed objective addresses the identified resource management issues. It acknowledges the positive contribution of temporary activities while recognising that adverse effects should be mitigated to the extent practicable. The proposed objective more clearly articulates the outcomes sought. The outcomes will achieve the purpose of the RMA by maintaining or enhancing amenity values and maintaining or enhancing the quality of the environment. It will also contribute to the social, environmental, economic and cultural wellbeing of the community. |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> The existing objectives do not provide any specific direction in relation to temporary activities or recognise the specific nature of temporary activities. Zone objectives refer to maintaining and enhancing amenity values in a general sense. The status quo does not fully address the identified resource management issues nor does it acknowledge the positive contribution of temporary activities. |
| <p>Appropriateness of alternative zone-based approach</p> | <ul style="list-style-type: none"> A zone-based approach would achieve the purpose of the RMA by maintaining or enhancing amenity values and maintaining or enhancing the quality of the environment, recognising the different character and amenity values of each zone. A zone-based approach would involve greater duplication when these could be dealt with at a district-wide level. A zone-based approach is less consistent with the National Planning Standards which requires provisions to manage |

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| | temporary activities to be located in the Temporary Activities chapter. |
| Preferred option and reasons | |
| The proposed objective is the most appropriate means of achieving the purpose of the RMA. It provides more specific direction in relation to temporary activities and more clearly articulates the outcomes sought than the status quo. It acknowledges the positive contribution of temporary activities while recognising that adverse effects should be mitigated to the extent practicable. | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve Objective TEMP-O1 relating to temporary activities

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

As described in Section 3 of this report, the policies and rules in the Operative District Plan are effective and efficient apart from the need for a clearer framework to distinguish between temporary activities and repetitive or permanent activities and the absence of provision for temporary military training activities. Changes are proposed to address these effectiveness issues.

The options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to temporary activities are:

- Option 1: The proposed provisions
- Option 2: Retaining the status quo – Operative District Plan policies and rules

| Objective TEMP-O1: Benefits of temporary activities | | |
|---|---|---|
| Temporary activities contribute to the vibrancy and economic prosperity of the districts, and enhance the social, cultural, and economic wellbeing of their communities, while adverse effects are mitigated to the extent practicable. | | |
| Option 1: Proposed approach (recommended) | Costs | Benefits |
| Temporary Activities chapter in the Proposed District Plan containing: <ul style="list-style-type: none"> • One policy recognising the temporary nature and generally minor adverse effects | Environmental <ul style="list-style-type: none"> • Provides for temporary activities in all zones, giving rise to adverse effects on amenity including visual amenity, noise and traffic. The provisions seek to manage the intensity of temporary activities by controlling their duration and hours of operation, but effects are expected, particularly in the immediate neighbourhood, albeit for a limited duration. | Environmental <ul style="list-style-type: none"> • Provides clear definition and standards to limit the duration and frequency of temporary activities to limit adverse effects that may otherwise occur due to duration and repetition. • Environmental effects will be limited and managed through standards, which vary depending on the type of temporary activity. Other standards in Part 2: District Wide Matters also apply. |

| | | |
|--|---|---|
| <p>of temporary activities</p> <ul style="list-style-type: none"> Permitted activity rules to manage temporary activities, including a range of different types subject to standards to manage the duration, operating hours, height and setback requirements. Restricted discretionary activity status where standards are not met. <p>Other methods including bylaws, reserve management plans, and the Building Act 2004.</p> | <ul style="list-style-type: none"> The use of district-wide policies and rules means there is a risk that effects on a specific zone may not be wholly recognised or considered. <p>Economic</p> <ul style="list-style-type: none"> Events involving retail and entertainment activities may draw consumer expenditure away from existing commercial centres. Costs to Council of monitoring and enforcement. Regulatory costs of consent process when permitted activity standards are not met. <p>Social</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. | <ul style="list-style-type: none"> If permitted activity standards are not met consideration will be given to adverse effects through a consent process. <p>Economic</p> <ul style="list-style-type: none"> Provides for a range of temporary activities to occur as a permitted activity, enabling temporary activities that contribute to the economic wellbeing of the community and reducing regulatory costs. Events such as entertainment events may be a drawcard for the districts, contributing to tourism-related economic benefits. Clearly provides for temporary military training activities, reducing uncertainty and potential consenting costs. Clearly identifies matters to be considered in consent application, reducing regulatory uncertainty. <p>Social</p> <ul style="list-style-type: none"> Provides for a range of temporary activities to occur as a permitted activity, enabling temporary activities that contribute to the social wellbeing of the community. Provides clear definition and standards to limit the duration and frequency of temporary activities to limit adverse effects on amenity that may otherwise occur due to duration and repetition. <p>Cultural</p> <ul style="list-style-type: none"> Opportunity to express and celebrate culture through temporary events. |
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| Effectiveness and efficiency | <p>The proposed provisions are the most effective method for meeting the objectives as they best recognise and provide for temporary activities, while ensuring the appropriate management of their adverse effects. The provisions strike a balance in providing for a range of permitted temporary activities and associated benefits, while ensuring they remain of a temporary nature and are subject to limits to avoid significant adverse effects.</p> <p>The provisions will provide a clearer regulatory framework than the status quo. Greater clarity in the provisions should provide greater clarity for the community and businesses and assist the councils with compliance.</p> | |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring and knowledge of council staff.</p> | |
| Overall evaluation | <p>This is the most appropriate approach to achieve the objectives, since it best recognises and provides for the positive effects of temporary activities, while ensuring the appropriate management of their adverse effects. It provides a clearer framework, reducing uncertainty.</p> | |
| Option 2: Status Quo - Operative District Plan | Costs | Benefits |
| <p>One policy recognising temporary activities generally have a minor effect on amenity due to their short duration.</p> <p>A single permitted activity rule with standards specific to various types of temporary activities.</p> <p>A discretionary activity consent required where standards are not met.</p> | <p>Environmental</p> <ul style="list-style-type: none"> Potential for adverse effects on the environment due to activities being of a more repetitive nature and not being genuinely temporary. <p>Economic</p> <ul style="list-style-type: none"> Regulatory costs due to uncertainty in rule framework e.g. triggering consents for parking when hours of operation standards are not met. Compliance costs for Council in enforcing provisions where there is some uncertainty. <p>Social</p> | <p>Environmental</p> <ul style="list-style-type: none"> Effects managed by standards, but some of these could be clearer. <p>Economic</p> <ul style="list-style-type: none"> Benefits are similar to Option 1. Provides for a range of temporary activities to occur as a permitted activity, enabling temporary activities that contribute to the economic wellbeing of the community and reducing regulatory costs. <p>Social</p> <ul style="list-style-type: none"> Benefits are similar to Option 1. Provides for a range of temporary activities to occur as a permitted activity, enabling temporary activities |

| | | |
|--|--|--|
| <p>Other methods including bylaws, reserve management plans, and the Building Act 2004.</p> | <ul style="list-style-type: none"> • Potential for adverse effects on amenity due to activities being of a more repetitive nature and not being genuinely temporary. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. | <p>that contribute to the social wellbeing of the community.</p> <p>Cultural</p> <ul style="list-style-type: none"> • Opportunity to express and celebrate culture through temporary events. |
| <p>Effectiveness and efficiency</p> | <p>While the policies and rules in the Operative District Plan are generally operating effectively and efficiently, the review has identified the need for a clearer framework to distinguish between temporary activities and repetitive or permanent activities and address temporary military training activities. There is potential for adverse effects to occur due to activities being of a more repetitive nature and not being genuinely temporary.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring and knowledge of council staff.</p> | |
| <p>Overall evaluation</p> | <p>This option is not as effective or efficient as Option 1: Proposed approach. While the existing provisions are largely operating effectively, issues have been identified with the lack of clarity around timeframes and distinguishing between temporary activities and repetitive or permanent activities, resulting in potential regulatory costs, compliance costs, and potential adverse effects on people and the environment.</p> | |

7.1.2 Further evaluation of options

In considering the overall approach to temporary activities, consideration was given to specific standards, particularly those relating to limitations on duration and timing of activities. Rule TEMP-R2(1)(a) limits the hours of operation for the temporary events to between 7am and 10pm. Consideration was given to the appropriateness of these hours and whether they should be extended, in particular a later end/finish time. The benefits of extended hours would allow later activities such as events (e.g. concerts, festivals) which could positively contribute to economic and social wellbeing. Conversely, the cost of a later end/finish time is increased adverse effects on the local environment, particularly in residential areas. Overall, it was considered most appropriate to retain the existing end/finish time of 10pm as it aligns with the 'night time' period (10pm to 7am) in the zone noise standards in the Noise chapter. In addition, as TEMP-R2 requires that "the activity" occur between those hours, packing up could occur after 10pm. There may be some locations in which later finishing times could be accommodated without significant effects but given the temporary activity provisions apply district-wide it would be more appropriate to consider exceptions for specific sites or events through a resource consent process. In regard to night time sporting events, if these occur within Open Space and Recreation Zones as "recreation activities" they would not be subject to this time restriction, although they would be subject to the noise limits for the zone as set out in the Noise chapter.

Consideration was also given to whether the 12 month limit for construction activities in Rule TEMP-R1 is sufficient, given some construction can exceed this timeframe. It is not proposed to change this timeframe compared to the Operative District Plan. A longer timeframe could result in adverse effects on amenity if buildings are left unfinished for long periods of time and the requirement for a resource consent if the permitted timeframe is exceeded would provide Council the ability to manage these effects.

8.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The proposed objective provides an objective specific to temporary activities and more clearly articulates the outcomes sought, including recognising both the benefits of temporary activities and the potential for adverse effects;
- The policies and rules in the Operative District Plan are generally effective and efficient apart from the need for a clearer framework to distinguish between temporary activities and repetitive or permanent activities, and the absence of provision for temporary military training activities;
- The proposed policy is very similar to the Operative District Plan and recognises that temporary activities generally have minor adverse effects on amenity with limitations to avoid significant adverse effects;
- The proposed rules generally retain the approach in the Operative District Plan with amendments to provide a clearer regulatory framework improving the effectiveness and efficiency of the provisions.

Appendix 1: Feedback on Draft District Plan

| Section/Topic | Submitter | Feedback | Response |
|--|--------------------|--|---|
| General | Government/utility | Support for the clear direction given in the Note that accompanies the rules that states that the provisions in the other Part 2: District Wide Matters chapters also apply to a temporary activity and must be complied with, or resource consent sought. This approach means that temporary activities must comply with the National Grid Yard rules and, as such, contributes to the Draft District Plan giving effect to the NPSET. | Note retained, but relocated. |
| | Corporate | NZ Unleashed support the refinement of rules for temporary activities as long as the rules are permissive of retail, industrial, commercial, and farming activities. | No amendment, the provisions are considered to be appropriately permissive. |
| Temporary military training activities | Government | <ul style="list-style-type: none"> • Support “Temporary Activity” definition in part, with addition to include temporary military training activities to ensure that the particular controls imposed to manage effects of a transient nature do apply to TMTA. • Support for definition of temporary military training activity and for Objective TEMP-O1 and Policy TEMP-P1. • New policy sought specifically recognising temporary military training activities. • Support for TEMP-R6(2) restricted discretionary activity status. • Request for amendment to the permitted activity Rule TEMP-R6(1) to clarify that permanent structures may be constructed if they are permitted in the relevant zone and to cross reference to the standard NOISE-S5. | <p>An amendment was made to include “temporary military training activities” within the definition of “temporary activity” to provide greater clarity (noting the definition of “temporary military training activities” refers to it being a type of temporary activity and the list of types of activities in the “temporary activities” definition is an inclusive list).</p> <p>No amendment made to Policy TEMP-P1 as it is sufficiently supportive of temporary activities, which includes temporary military training activities. Therefore a separate policy is not considered necessary.</p> |

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| | | | Amendment to TEMP-R6(1)(a) in response to NZDF's request to clarify that permanent structures may be constructed if they are permitted in the zone in which the activity is located. No amendment made to cross reference noise standards as other standards also apply and this could create inconsistency and undermine the overall approach. |
| Temporary emergency services training activity | National interest group | Request for specific provisions for "temporary emergency services training activities" including definition, policy and rule. | Temporary emergency services training activities would fall within the definition of "temporary activity". Rather than add another specific rule an amendment was made to Rule TEMP-R2 so it covers "temporary activities" more generally, including temporary emergency services training activities. |
| Temporary storage | Corporate | Request for amendment to Rule TEMP-R3 (Temporary storage of goods or materials) to limit its application to outdoor storage and extend the time period from 6 months to 12 months in a 24 month period to align with the time period in Rule TEMP-R3 applying to construction and demolition. | No amendment made. Rule TEMP-R3 is intentionally wider than outdoor storage as it may include, for example, storage within a building or container. Storage activities will generally be provided for in the zones but will be subject to screening standards if the activity is not temporary. It also differs from construction in this respect. |



WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Transport

OCTOBER 2023

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Executive summary

This Section 32 Evaluation Topic Report is focused on Transport.

The Transport chapter addresses on-site transport facilities on private land e.g. parking, loading, and access, and the transport effects of land use activities and subdivision. It also addresses the transport network located on public land such as roads and public transport infrastructure. It includes provisions for the protection of the Hood Aerodrome flight paths from obstructions.

The Operative Wairarapa Combined District Plan (Operative District Plan) contains three objectives: addressing managing the road network, the rail corridor, and air transport facilities. Under each of these objectives is a set of policies.

The policies direct a primarily regulatory approach with district-wide permitted activity rules for access, parking, and loading in Rule 21.1.25 which references standards in Appendix 5. The rules themselves also include minimum loading, parking and access requirements for a range of activities. Non-compliance with the requirements requires resource consent for a restricted discretionary activity. In addition, there are permitted activity standards for Roads, Access, Parking and Loading Areas in each of the zone chapters and non-compliance is a restricted discretionary activity.

The review of the transport provisions identified several issues with the effectiveness and efficiency of the policies and rules in the Operative District Plan including issues with the certainty and clarity of standards, that some of the standards reference external documents that have been superseded, and a need to update the standards in line with current best practice. A number of gaps were identified where effects are not currently being managed as effectively as they could be including for high traffic generating activities.

The review has confirmed that the significant resource management issues relating to transport are essentially the same as identified in the Operative District Plan. The significance of the issue is also largely unchanged. Transport is a key component of urban environments and contributor to greenhouse gas emissions, and national and regional direction supports a low carbon and multi-modal transport system, which should also be reflected in the key issues for the Wairarapa.

The key resource management issues for transport are:

- Issue 1: The safe and efficient operation of the Wairarapa's road and rail network can be adversely affected by land uses, subdivision and development.
- Issue 2: Sufficient capacity and efficient development of transport networks is key in providing for the sustainable growth and development of the Wairarapa.

- Issue 3: The benefits of maintaining an efficient transport network need to be balanced with the adverse effects on the environment that can result from the use and development of the network.
- Issue 4: The safe and efficient functioning of the Hood Aerodrome and its future development could potentially be jeopardised by development in close proximity.

The Proposed Wairarapa Combined District Plan (Proposed District Plan) contains a Transport Chapter which sets out objectives, policies, and rules. It includes three objectives addressing:

- A well-connected, integrated, safe, and accessible transport network.
- Adverse effects from the construction, operation, maintenance, and development of the transport network.
- Effects of activities on the transport network.

The chapter includes 11 policies addressing the transport network including supporting a multi-modal system, good design outcomes, the role of transport corridors, on-site facilities, transport network connections, high traffic generating activities, rail level crossings, Hood Aerodrome, and the Wairarapa Five Towns Trail Network.

It includes rules and a set of standards that address technical requirements for the design and formation of on-site transport facilities and public facilities.

The key changes proposed for Transport are:

- Reference to the Council Development Engineering Standards.
- Incorporation of standards into the Transport chapter, with a balance between reference to external standards to minimise detail in the chapter and the inclusion of technical standards content in the chapter for clarity and certainty.

Examples include:

- A rule for visual obstructions within the restart and approach sightline areas of railway crossings (TR-R4), rather than a reference out to the ONTRACK requirements (Document CSG 417 - Q517 Issue 3).
- Specific standards for vehicle crossing design, formation, and alignment, rather than reference to the now superseded NZS 4404:2004 Land Development and Subdivision Engineering.
- Standards requiring stormwater management for accessways rather than reference to NZS 4404:2004 Land Development and Subdivision Engineering.
- A rule requiring resource consent for high traffic generating activities (over specified thresholds).
- Rules requiring resource consent for new vehicle crossings and road intersections onto State Highways.
- Cycle parking standards and requirements for end of trip facilities.
- Classification of roads according to the One Network Framework.

Minimum parking space requirements have been retained for Carterton and South Wairarapa and not included for Masterton as per the National Policy Statement for Urban Development. Accessible parking requirements are included for all Districts.

The Proposed District Plan will promote the safe and efficient operation of the transport network, better integrate land use and transport, and manage the adverse effects of the operation, maintenance, and development of the transport network.

1.0 Introduction

This Section 32 Evaluation Topic Report contains a section 32 evaluation of the objectives, policies, and methods relating to transport in the Proposed District Plan.

The Transport chapter addresses on-site transport facilities on private land e.g. parking, loading, and access, and the transport effects of land use activities and subdivision. It also addresses the transport network located on public land such as roads and public transport infrastructure. It includes provisions for the protection of the Hood Aerodrome flight paths from obstructions.

This report sets out the statutory and policy context for transport, key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should also be read in conjunction with the following s32 evaluation reports:

| Report | How does this topic relate to the Transport provisions |
|-------------|---|
| Signs | The Signs chapter addresses provisions for signs, including those in proximity to roads. The Signs Section 32 Evaluation Report contains the evaluation of these provisions. |
| Noise | The Noise chapter addresses reverse sensitivity and contains provisions relating to noise sensitive activities near State Highways and Hood Aerodrome. The Noise Section 32 Evaluation Report contains the evaluation of these provisions. |
| Subdivision | The Subdivision chapter contains provisions relating to the creation of roads in association with subdivision and access when a new allotment is created. The Subdivision Section 32 Evaluation Report contains the evaluation of these provisions. |
| Rural | The Rural Section 32 Evaluation Report contains the evaluation of rural subdivision provisions, including in relation to provisions relating to access to State Highways for rural subdivision. |

2.0 Statutory and Policy Context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This is set out in more detail in Part 1: Section 32 Evaluation Overview Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. There are no section 6 matters directly relevant to Transport.

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to transport are:

| Section | Relevant matter |
|--------------|---|
| Section 7(b) | <i>the efficient use and development of natural and physical resources</i> The efficient use of land is relevant to transport related matters. Transport related activities occupy land and the efficiency of this use is a consideration. |
| Section 7(c) | <i>the maintenance and enhancement of amenity values</i> Amenity values can be affected by transport related facilities on a site. |
| Section 7(f) | <i>maintenance and enhancement of the quality of the environment</i> Transport related land use activities on sites can have adverse effects on the quality of the environment, including relating to amenity. |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities have been consulted as part of the review process. This feedback has informed the s32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

2.2 National Direction

2.2.1 National Policy Statements

The National Policy Statements relevant to this topic are:

| NPS | Relevant Objectives / Policies |
|---|--|
| <p>National Policy Statement on Urban Development 2020 (NPS-UD)</p> | <p>Masterton is the only "urban environment" in the Wairarapa under the NPS-UD, and Masterton District Council is classed as a "Tier 3" local authority.</p> <p>Of particular relevance to this topic are the following:</p> <ul style="list-style-type: none"> • Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. • Objective 4: New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations. • Objective 8: New Zealand's urban environments: <ul style="list-style-type: none"> ○ support reductions in greenhouse gas emissions; and ○ are resilient to the current and future effects of climate change. • Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum: <ul style="list-style-type: none"> ○ ... (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and ○ ... (e) support reductions in greenhouse gas emissions; • Policy 11: In relation to car parking: <ul style="list-style-type: none"> ○ (a) the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks; and ○ (b) tier 1, 2, and 3 local authorities are strongly encouraged to manage effects associated with the supply and demand of car parking through comprehensive parking management plans. |

2.2.2 National Environmental Standards

There are no National Environmental Standards of direct relevance to this topic.

2.2.3 National Planning Standards

The National Planning Standards require that provisions relating to energy, infrastructure and transport that are not specific to the Special Purpose Zones chapter

or sections must be located in one or more chapters under the Energy, Infrastructure and Transport heading. These provisions may include:

- A statement about the status of transport corridors e.g., the adjoining zoning applies to the centre line of mapped roads;
- Noise-related metrics and noise measurement methods relating to energy, infrastructure and transport, which must be consistent with the noise and vibration metrics standard;
- The management of reverse sensitivity effects between infrastructure and other activities.

2.2.4 National Guidance Documents

The following national guidance documents are relevant to this topic:

| Document | Author/Owner | Summary |
|--|------------------------------|--|
| National Policy Statement on Urban Development 2020 – car parking fact sheet | Ministry for the Environment | <p>https://environment.govt.nz/assets/Publications/Files/car-parking-factsheet.pdf</p> <p>The NPS-UD car parking policies have the effect of removing minimum car parking rates from the district plans of tier 1, 2 and 3 territorial authorities. This fact sheet provides information on Policy 11 and subpart 8 of Part 3.</p> <p>It notes territorial authorities can consider the effects of car parking supply and demand in resource consents.</p> <p>It clarifies that the car parking policy does not impact:</p> <ul style="list-style-type: none"> • rules and engineering standards that set dimensions for vehicle manoeuvring and car parking spaces when a developer chooses to supply car parks; • parking for vehicles other than cars, such as bus and bike parking; • short term parking for service and utility spaces, such as loading bays and drop-off areas; • rules which set the minimum rates of accessible car parks. |
| National Parking Management Guidance | Waka Kotahi | <p>https://www.nzta.govt.nz/roads-and-rail/national-parking-management-guidance/</p> <p>The National Parking Management Guidance provides consistent, best-practice support for the management of public parking throughout New Zealand. This guidance is intended to support councils in development of parking strategies and parking management plans.</p> |
| Government Policy Statement on | Ministry of Transport | <p>https://www.transport.govt.nz/area-of-interest/strategy-and-direction/government-policy-statement-on-land-transport/</p> |

| Document | Author/Owner | Summary |
|-----------------------------------|--------------------------------------|--|
| Land transport 2021 | | <p>The Government Policy Statement on Land Transport sets out the government's priorities for allocating transport funds.</p> <p>It sets four strategic priorities to guide transport investments from the National Land Transport Fund. These are:</p> <ol style="list-style-type: none"> 1. Safety - Developing a transport system where no one is killed or injured 2. Better Travel Options - Providing people with better travel options to access social and economic opportunities 3. Improving Freight Connections - Improving freight connections for economic development 4. Climate Change - Developing a low carbon transport system that supports emissions reductions while improving safety and inclusive access. |
| Cycle Parking Planning and Design | Waka Kotahi | <p>https://www.nzta.govt.nz/resources/cycle-parking-planning-and-design/</p> <p>This guidance summarises best practice provision of parking and end-of-trip facilities for people who cycle.</p> |
| Various technical standards | New Zealand and Australian Standards | <p>NZS 4121:2001 Design for Access and Mobility</p> <p>NZS 2890.1:2004 Parking facilities - Off-street car parking</p> <p>AS 2890.2: 2018 Parking facilities, Part 2: Off-street commercial vehicle facilities</p> |

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The table below identifies the relevant provisions and resource management topics for Transport contained in the RPS.

| Objective/Policy | Relevant matters |
|------------------|---|
| Objective 10 | <p><i>The social, economic, cultural and environmental benefits of regionally significant infrastructure are recognised and protected.</i></p> <p>Regionally significant infrastructure includes Masterton's Hood Aerodrome, and the Strategic Transport Network, as defined in the Wellington Regional Land Transport Strategy 2007-2016. This includes major arterial roads such as the State Highways, the strategic railway network, strategic public transport network, and the Regional Cycling Network.</p> <p>This objective is implemented by Policy 7, Policy 8 and Policy 39</p> |
| Policy 7 | <p><i>Recognising the benefits from renewable energy and regionally significant infrastructure – regional and district plans</i></p> |

| Objective/Policy | Relevant matters |
|------------------|---|
| | This policy requires district plans to consider provisions that recognise the benefit of moving people and goods around the region efficiently and safely. |
| Policy 8 | <i>Protecting regionally significant infrastructure – regional and district plans</i> This policy requires district plans to include policies and rules to protect regionally significant infrastructure from incompatible activities. |
| Policy 10 | <i>Promoting travel demand management – district plans and the Regional Land Transport Strategy</i> This policy requires district plans to include policies promoting travel demand management mechanisms that reduce the use and consumption of non-renewable transport fuels and carbon dioxide emissions. |
| Policy 39 | <i>Recognising the benefits from renewable energy and regionally significant infrastructure – consideration</i> This policy requires regard to be given to the benefits of regionally significant infrastructure and protecting regionally significant infrastructure. |
| Objective 22 | <i>A compact well designed and sustainable regional form that has an integrated, safe and responsive transport network and...</i> This objective relates to urban form, including the integration of land use and transport. |
| Policy 57 | <i>Integrating land use and transportation</i> This policy requires regard to be given to traffic generation, connectivity, access to public transport, provision of walking and cycling facilities and the provision of new or upgrades to existing transport network infrastructure. |

Change 1 to the RPS was notified on 19 August 2022. Change 1 is in its early stages of the Schedule 1 process and introduces a significant policy shift from the existing policy direction. It is understood that there has been a high level of public interest and submissions on Change 1. Based on this, reduced weight should be given to the policy direction with the expectation of further development of the policy as Change 1 progresses through the process.

The relevant provisions of Change 1 are outlined in the table below:

| Objective/Policy | Relevant matters |
|------------------|--|
| Objective 22 | Change 1 proposes to redraft Objective 22 to give effect to the concept of a well-functioning urban environment as articulated by the National Policy Statement on Urban Development 2020. It includes reference to urban development that demonstrates the characteristics and qualities of well-functioning urban |

| Objective/Policy | Relevant matters |
|------------------|--|
| | environments which are “well connected through multi-modal (private vehicles, public transport, walking, micro-mobility and cycling) transport networks that provide for good accessibility for all people between housing, jobs, community services, natural spaces, and open space”. |
| Policy 7 | Change 1 proposes to amend Policy 7 to reference low and zero carbon including reference to supporting transitioning to low or zero carbon multi modal travel modes. |
| Policy 10 | Change 1 proposes to delete Policy 10. |
| Policy 57 | <p>Changes are proposed to Policy 57 as follows:</p> <p>When considering an application for a resource consent, notice of requirement, or a change, variation or review of a district plan, for subdivision, use or development, <u>require land use and transport planning within the Wellington Region is integrated in a way which:</u></p> <p><u>(a) supports a safe, reliable, inclusive and efficient transport network;</u></p> <p><u>(b) supports connectivity with, or provision of access to, public services or activities, key centres of employment activity or retail activity;</u></p> <p><u>(c) minimises private vehicle travel and trip length while supporting mode shift to public transport or active modes and support the move towards low and zero-carbon modes;</u></p> <p><u>(d) encourages an increase in the amount of travel made by public transport and active modes;</u></p> <p><u>(e) provides for well-connected, safe and accessible multi modal transport networks while recognising that the timing and sequencing of land use and public transport may result in a period where the provision of public transport may not be efficient or practical;</u></p> <p><u>(f) supports and enables the growth corridors in the Wellington Region, including:</u></p> <p><u>(i) Western Growth Corridor – Tawa to Levin;</u></p> <p><u>(ii) Eastern Growth Corridor – Hutt to Masterton;</u></p> <p><u>(iii) Let’s Get Wellington Moving Growth Corridor</u></p> |
| Policy CC.1 | <p><i>Reducing greenhouse gas emissions associated with transport infrastructure – district and regional plans</i></p> <p>This new policy requires district plans to include provisions to require all new and altered transport infrastructure to be designed, constructed, and operated in a way that contributes to reducing greenhouse gas emissions.</p> |
| Policy CC.2 | <p><i>Travel demand management plans – district plans</i></p> <p>This new policy requires district plans to include provisions to require consent applicants to provide travel demand management plans over a specified development threshold.</p> |

| Objective/Policy | Relevant matters |
|------------------|---|
| Policy CC.3: | <p><i>Enabling a shift to low and zero-carbon emission transport – district plans</i></p> <p>This new policy requires district plans to include provisions that enable infrastructure that supports the uptake of zero and low-carbon multi modal transport.</p> |
| Policy CC.9 | <p><i>Reducing greenhouse gas emissions associated with transport infrastructure – consideration</i></p> <p>This new policy requires that when considering an application for a resource consent, notice of requirement, or a change, variation or review of a regional or district plan, particular regard shall be given to whether the subdivision, use and development have been planned to optimise overall transport demand, maximising mode shift from private vehicles to public transport or active modes, in a way that contributes to reducing greenhouse gas emissions.</p> |

2.3.2 Natural Resources Plan

None of the NRP provisions are relevant to the transport topic.

2.3.3 Any other relevant regional plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|---|--|---|
| Wellington Regional Growth Framework, July 2021 | Collaboration between local councils, central government and mana whenua | <p>https://wrgf.co.nz/reports/</p> <p>The Framework is a spatial plan that describes a long-term vision for how the Region will grow, change and respond to key urban development challenges and opportunities in a way that gets the best outcomes and maximises the benefits across the Region.</p> <p>Identifies several transport initiatives in the 3-year work programme. Including:</p> <p>4. Regional emissions reduction plan</p> <p>A regional action plan to reduce greenhouse gas emissions and transition to a net-zero carbon and regeneration economy. 40% of emissions in the Wellington Region are from transport.</p> |
| Wellington Regional Land Transport Plan 2021 (RLTP) | Greater Wellington Regional Council | <p>https://www.gw.govt.nz/your-region/plans-policies-and-bylaws/plans-and-reports/transport-plans/wellington-regional-land-transport-plan-mid-term-review-2023/#plan</p> <p>The RLTP is a blueprint for the Region's transport network, aiming to enable a connected Region, with safe, accessible and liveable places. The plan sets targets, identifies regional priorities and sets out the</p> |

| Plan / Strategy | Organisation | Relevant Provisions |
|--|--|---|
| | | <p>transport activities GWRC intends to invest in. It sets 5 objectives:</p> <ul style="list-style-type: none"> • O1: People in the Wellington Region have access to good, affordable travel choices • O2: Transport and land use are integrated to support compact urban form, liveable places, and a strong regional economy • O3: People can move around the Wellington Region safely • O4: The impact of transport and travel on the environment is minimised • O5: Journeys to, from and within the Wellington Region are connected, resilient and reliable <p>The RLTP aims to achieve 40% fewer deaths and serious injuries on roads, 35% less carbon emissions from transport, and 40% increase in the share of trips by active travel and public transport.</p> |
| Wellington Regional Public Transport Plan 2021 | Greater Wellington Regional Council | <p>https://www.gw.govt.nz/your-region/plans-policies-and-bylaws/plans-and-reports/transport-plans/wellington-regional-public-transport-plan-2021/</p> <p>The RPTP guides the design and delivery of public transport services, information and infrastructure in the Wellington Region.</p> <p>One of the Strategic Focus Areas is Mode Shift - contributing to the regional target of a 40% increase in regional mode share from public transport and active modes by 2030.</p> |
| Wellington Rail Programme Business Case / Wellington's Strategic Rail Plan (July 2022) | Greater Wellington Regional Council, Metlink | <p>https://www.gw.govt.nz/document/19937/wellington-rail-programme-business-case-wellingtons-strategic-rail-plan-july-2022</p> <p>The Programme Business Case provides detail of how the Wellington Regional Rail Strategic Direction, contained within the current Regional Public Transport Plan, will be delivered and achieved. Of particular relevance to the Wairarapa is new train rolling stock to enable higher frequency passenger rail services.</p> |
| Draft Public Transport Design Guidance | Waka Kotahi | <p>https://www.nzta.govt.nz/walking-cycling-and-public-transport/public-transport/public-transport-design-guidance/</p> <p>Draft guidance for designing high-quality, people-focused public transport throughout New Zealand.</p> |

2.4 Wairarapa Policies, Plans and Strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

There are no Statutory Acknowledgements relevant to the transport topic.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|--|-------------------------------|--|
| Masterton Cycling Strategy, 2017 | Masterton District Council | <p>https://www.mstn.govt.nz/council/plans-and-strategies/strategies/masterton-cycling-strategy</p> <p>The Cycling Strategy outlines the range of types of measure which will be pursued over the coming years to make cycling in Masterton more attractive and safer.</p> <p>The Strategy anticipates that each year an Implementation Plan will be prepared, listing specific projects through which the Cycling Strategy will be implemented.</p> <p>The Cycling Strategy outlines the types of measures which would be involved in the Strategy's implementation. This includes measures to improve networks of routes (for the various different types of cyclist) for both urban Masterton and the rural areas; types of infrastructure which might be implemented for this purpose; and non-infrastructure measures (such as events and promotional work).</p> |
| Wairarapa Five Towns Trail Network Master Plan, 2021 | Wairarapa Trails Action Group | <p>https://fivetownstrail.co.nz/our-master-plan</p> <p>The Wairarapa Five Towns Trail Network is a project to develop almost 200km of recreational trails for walking and cycling, linking Martinborough, Featherston, Greytown, Carterton and Masterton. A master plan has been prepared setting out a plan for a network of trails connecting the five towns.</p> |
| Hood Aerodrome Masterplan 2021 | Masterton District Council | <p>https://www.mstn.govt.nz/council/projects/hood-aerodrome-masterplan</p> <p>The Masterplan aims to:</p> <ul style="list-style-type: none"> Define the expected future use of Hood Aerodrome, including those of the |

| Plan / Strategy | Organisation | Relevant Provisions |
|-----------------|--------------|---|
| | | <p>Wairarapa community, mana whenua, current aerodrome users, and anticipated future aerodrome users</p> <ul style="list-style-type: none"> • Assess the suitability of the current runway infrastructure for this expected future use and determine any necessary changes or upgrades • Protect space on and near the aerodrome for future development in a way that aligns with a coherent future vision and layout • Define anticipated infrastructure developments in the short term and longer term |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|---------------------------|---|
| Local Government Act 1974 | Section 315 sets out the definition of 'private way', 'private road' and 'road' as also defined in the RMA. |

3.0 Issues Analysis

3.1 Background

State Highway 2 runs from Remutaka Hill in the south of the Wairarapa linking Featherston, Greytown, Carterton, and Masterton to the Tararua District in the north. State Highway 2 functions as an interregional connector between the towns, and an urban connector, peri-urban road, main street, and activity street at various points within the towns. State Highway 53 links Martinborough and Featherston. It functions as a rural connector and as a peri-urban road and main street in and near Martinborough. The State Highways are the responsibility of Waka Kotahi and are designated for State Highway purposes.

The local road networks are maintained by each of the District Councils and include both sealed and unsealed roads. The footpath and cycleway networks also form part of these local networks.

The Wairarapa has one bus service, which runs between Masterton and Martinborough several times a day. The Wairarapa Railway Line connects Wellington City in the south and Woodville to the north of the Wairarapa. The line goes via Featherston, Carterton and Masterton. There is a commuter rail service that currently runs five times a day between Wellington City and Masterton. There is also a daily freight (log) service between Waingawa and Wellington City. Ongoing upgrades to the Wairarapa line and rolling stock will improve reliability and frequency of train services. The railway lines are designated for railway purposes by KiwiRail.

Hood Aerodrome is located on the south-west edge of the Masterton urban area. The aerodrome is predominantly used for recreational and vintage aviation activity. There is also flight training, skydiving, aerial topdressing services, aircraft maintenance, and parachute and hot air balloon repairs undertaken at the aerodrome. The aerodrome also hosts airshows, including vintage aircraft and the biennial Wings over Wairarapa Airshow. Commercial flights have operated from the aerodrome in the past. Future plans include lengthening and widening the runway to accommodate larger planes, as well as upgrading aerodrome facilities.

The main change in national and regional policy direction since the Operative District Plan was prepared relevant to transport is the introduction of the National Policy Statement for Urban Development (NPS-UD).

Masterton meets the definition of a Tier 3 urban environment and the Masterton District Council is the only council and district that is subject to the NPS-UD. The NPS-UD requires the removal of minimum parking requirements in Tier 3 environments, allowing the number of car parks provided by developers to be driven by market requirements (rather than district plan requirements). This requirement does not apply to Carterton and South Wairarapa Districts, i.e. those Districts are not required to remove minimum parking requirements and can choose to apply them or not. Masterton District Council has already been through a process to remove the parking requirements from the Operative District Plan as they apply to Masterton (which was able to be undertaken without a Schedule 1 RMA process).

The NPS-UD also provides policy direction relating to well-functioning urban environments. Greater Wellington Regional Council has notified Change 1 to the Regional Policy Statement to give effect to this direction.

The Operative District Plan applies a four-level hierarchy classification system to roads: Strategic Arterial, District Arterial, Collector, and Local. The Road Efficiency Group (a partnership set up between Waka Kotahi and Local Government NZ with other stakeholders) has recently been through a process of applying the One Network Framework (ONF) classification to the roading network which is not currently reflected in the Operative District Plan.

The Councils have also recently adopted Engineering Development Standards which cover matters including roads, property access, and stormwater. The Operative District

Plan references standards, some of which are outdated and require updating in accordance with current good practice.

3.2 Evidence base

The Councils have reviewed the Operative District Plan, commissioned technical advice and assistance from various internal and external experts and utilised this, along with internal workshops and community feedback to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

The Operative District Plan identifies the following significant resource management issues for transportation (Section 17.2):

- The safe and efficient operation of the Wairarapa's road and rail network can be adversely affected by land uses and development, such as through additional traffic volumes on busy roads, unsafe access and intersection arrangements, and overuse of roads.
- The sustainable growth and development of the Wairarapa depends on the capacity and efficiency of the transportation network to meet current and future demands.
- The benefits of maintaining an efficient transport network need to be balanced with the adverse effects on the environment that can result from the use and development of the network.
- The safe and efficient functioning of the Hood Aerodrome and its future development could potentially be jeopardised by development in close proximity.

Chapter 17 of the Operative District Plan includes the following objectives, which have remained in place since the District Plan was made operative in 2011:

- 17.3.1 Objective TT1 – Managing the Road Network: To maintain the safe and efficient operation and development of the road network from the adverse effects of land use while maintaining the network's ability to service the current and future needs of the Wairarapa.
- 17.3.4 Objective TT2 – Managing the Rail Corridor: To ensure development and activities in and around the rail corridor, as well as the operation of the railway itself, are managed to be mutually compatible.
- 17.3.7 Objective TT3 – Managing Air Transport Facilities: To maintain the efficient functioning and future development potential of air transport facilities,

including Hood Aerodrome, without unnecessary adverse effects on amenity values.

Under each of these objectives is a set of policies: seven policies under 17.3.2 TT1, four policies under 17.3.5 TT2, and three policies under 17.3.8 TT3.

The objectives are achieved through policy direction for a primarily regulatory approach with district-wide permitted activity rules for access, parking, and loading in Rule 21.1.25 which references standards in Appendix 5. The rules themselves also include minimum loading, parking and access requirements for a range of activities. Non-compliance with the requirements in Rule 21.1.25 requires resource consent for a restricted discretionary activity (Rule 21.4.14). In addition, there are permitted activity standards for Roads, Access, Parking and Loading Areas in each of the zone chapters and non-compliance is a restricted discretionary activity.

All roads are deemed to be designated for roading purposes. However, there has not been any process to ensure newly created roads (e.g. via subdivision and land development) have a designation applied. Roads are zoned, with the same zoning as the adjacent land.

Provisions relating to Hood Aerodrome mainly seek to manage noise and reverse sensitivity effects on surrounding properties. The Operative District Plan identifies an Airport Protection Area and Obstacle Limitation Surfaces specifications in Appendix 11.

3.2.1.2 State of the environment monitoring

3.2.1.2.1 Road safety data

Whilst there are a wide range of factors contributing to road safety, with the District Plan only having a limited role, information from the NZTA Crash Analysis System provides some state of the environment information of relevance to road safety. Information on fatal and injury crashes in the three Districts between 2014 and 2018 is shown in the table below. The figure¹ below for 2018 shows road fatal and injury crashes per 100,000 population for the Wairarapa Districts is comparable to other districts.

Count of road fatal and injury crashes by district 2014-2018
(Source: Ministry of Transport summary from NZTA Crash Analysis System, www.transport.govt.nz/statistics-and-insights/safety-annual-statistics/sheet/regional-stats)

| District | 2014 | 2015 | 2016 | 2017 | 2018 |
|------------------------|------|------|------|------|------|
| Masterton | 51 | 47 | 43 | 57 | 55 |
| Carterton | 14 | 22 | 16 | 21 | 19 |
| South Wairarapa | 32 | 18 | 27 | 31 | 32 |

¹ <https://www.transport.govt.nz/statistics-and-insights/safety-annual-statistics/sheet/regional-stats#element-1268>

RD052 - Road fatal and injury crashes per 100,000 population by territorial authority



Source: NZ Transport Agency Crash Analysis System

3.2.1.2.2 Resource consent data

A review of the National Monitoring Data from 2014/15 – 2020/21 from the Ministry for the Environment indicates that there are a small number of applications each year that include activities where access or parking standards are not met. Examples include subdivisions where access standards are not met, construction of a second access to a site, and providing less than the minimum number of car parks for an activity.

It is likely that there are more consents where transport standards are not met, but these are not specifically stated in the summary data.

3.2.1.3 Effectiveness of the Operative District Plan approach

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|--|---|
| Issue 1: The transport standards require updating in accordance with good practice | <ul style="list-style-type: none"> Some of the standards in Appendix 5 (Requirements for Roads, Access, Parking and Loading) reference external documents that have been superseded, and the standards in the Appendix require updating. The Councils have prepared Engineering Development Standards and the transport standards should align with these. |
| Issue 2: Certainty and clarity of permitted activity standards | <ul style="list-style-type: none"> The Operative District Plan includes references to a number of external standards and determining whether an activity meets the permitted activity standards may be less than clear, particularly to a lay person. |
| Issue 3: Ensuring Waka Kotahi is involved when access is onto a State Highway | <ul style="list-style-type: none"> Waka Kotahi has an interest where access is onto a State Highway. There could be clearer provision for this in the District Plan to enable more effective assessment of effects on the State Highway network. |
| Issue 4: Access for emergency service vehicles is not explicitly addressed | <ul style="list-style-type: none"> Provisions do not address emergency service vehicle access requirements. |
| Issue 5: Effects on safety and efficiency of the transport network from high traffic generating activities | <ul style="list-style-type: none"> Activities that generate high volumes of traffic can have significant adverse effects on the safety and efficiency of the transport network. Such activities warrant case-by-case assessment to ensure these effects will be acceptable in the context of the proposal. The Operative District Plan does not currently have high traffic generating activities provisions to provide a framework for the assessment of activities that generate high volumes of traffic. |
| Issue 6: The roading hierarchy does not reflect the One Network Framework | <ul style="list-style-type: none"> The Operative District Plan applies a four-level hierarchy classification system to roads: Strategic Arterial, District Arterial, Collector, and Local. The Road Efficiency Group (a partnership set up between Waka Kotahi and Local Government NZ with other stakeholders) has recently been through a process of applying the One Network Framework (ONF) classification to the roading network which is not currently reflected in the Operative District Plan. |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|--|---|
| <p>Proposed Waimakariri District Plan (rev May 2023)</p> | <p>The Transport chapter covers on-site transport facilities and access as well as construction and operation of the transport system.</p> <p>The chapter contains:</p> <ul style="list-style-type: none"> • Five objectives relating to: <ul style="list-style-type: none"> ○ A safe, resilient, efficient, integrated and sustainable transport system ○ Parking, loading area and associated access and manoeuvring areas ○ Adverse effects from the transport system ○ Effects of activities on the transport system ○ Rangiora Airfield. • 16 policies supporting these objectives. • Permitted activity rules including for the maintenance of the existing transport system, provision of new land transport infrastructure, formation of a new road, intersection, vehicle crossing, vehicle accessway, provision of accessible parking spaces, car parking and manoeuvring areas, loading spaces and manoeuvring areas, landscaping of car parking areas, provision of footpaths, new cycle parking, cycling end-of-trip facilities, charging facilities for electric vehicles. • A set of standards with design standards including for roads, vehicle crossings, accessways, parking and loading, cycle parking and end-of-trip facilities. • Generally restricted discretionary activity status where standards are not met. • Provisions for high traffic generating activities, with a restricted discretionary activity status for high traffic generators and an Integrated Transport Assessment required. Thresholds based on vehicle movements per day. |

| | |
|---------------------------------------|--|
| <p>Proposed Porirua District Plan</p> | <p>The Transport Chapter covers on-site transport facilities and access. The rules for the construction and operation of the transport system are contained in the Infrastructure Chapter.</p> <p>The chapter contains:</p> <ul style="list-style-type: none"> • Two objectives relating to high trip generating use and development and on-site transport facilities and access. • Three policies relating to high trip generating use and development, appropriate on-site transport facilities and site access, and potentially appropriate on-site transport facilities and site access. • Permitted activity rules including for site access, vehicle access, parking, loading, and trip generation. • A set of standards relating to matters including access, parking dimensions and design, firefighting access, manoeuvring, loading facilities, cycle parking, and trip generation. • Generally restricted discretionary activity status where standards are not met. • Provisions for high traffic generating activities, with a restricted discretionary activity status for trip generation exceeding the thresholds. Thresholds based on activity. |
|---------------------------------------|--|

| | |
|---|--|
| <p>Proposed New Plymouth District Plan (Decisions Version rev May 2023)</p> | <p>The Transport Chapter covers on-site transport facilities and access as well as construction and operation of the transport system.</p> <p>The chapter contains:</p> <ul style="list-style-type: none"> • Five objectives relating to outcomes for the transport network, the level of traffic generated by activities, reverse sensitivity and managing adverse effects. • 18 policies grouped into categories: general, connectivity and integration, safety and efficiency, traffic generation. • Permitted activity rules relating to roads and vehicle access points, activities in the Airport Flight Path Surface, electric vehicle charging stations, vehicle access in proximity to railway level crossings, operation, maintenance and repair or construction of the transport network, erection of structures on or adjacent an indicative road transport network, erection of structures adjacent to a railway corridor, high trip generator activities. • Standards relating to vehicle access points, parking, loading and standing spaces, driveways and rights of ways, manoeuvring space, and queuing space. • Generally restricted discretionary activity status where standards are not met. • Vehicle access points onto a State Highway are a restricted discretionary activity. • Provisions for high traffic generating activities, with a restricted discretionary activity status for trip generation exceeding the thresholds and an Integrated Transport Assessment required. Thresholds based on activity. |
|---|--|

These plans were selected because:

- They have been subject to a recent plan review that has addressed similar issues relating to this topic; and/or
- The councils are of a similar scale to the Wairarapa Districts and/or are confronting similar issues relating to this topic.

A summary of the key findings follows:

- There is consistency in the use of some terms e.g. road, but less consistency in other terms e.g. vehicle crossing vs vehicle access vs vehicle access points; transport system vs transport network.
- Two of the three plans contained provisions for the construction and operation of the transport network/system, while one plan included such provisions in the Infrastructure Chapter.

- All the plans contained provisions relating to high traffic generating activities. Thresholds in two of the plans are activity based and in one are based on vehicle movements per day. Two plans required an Integrated Transport Assessment where thresholds are exceeded, and one set out the matters to be addressed in a policy.
- Standards generally address a common range of matters including design of vehicle access points and accessways, parking, loading spaces, driveways and rights of ways, manoeuvring space.
- All the plans contained cycle parking requirements.
- Non-compliance with standards generally results in restricted discretionary activity status.
- Some plans require resource consent for vehicle access points onto a State Highway.

3.2.3 Advice received from Iwi

No specific advice has been received from Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa regarding this topic and the proposed provisions evaluated within this report.

3.2.4 Technical information

Technical input was provided into the development of the Transport Chapter provisions by Council transport staff and by Stantec.

Stantec provided advice on high traffic generating activities which informed the development of the high traffic generating activity rule and thresholds. This report is included as Appendix 1.

3.2.5 Consultation

The following is a summary of the primary consultation undertaken in respect of this topic:

| Who | What | When | Relevant Issues Raised |
|-------------|---|---------------|---|
| Waka Kotahi | Letter from Waka Kotahi outlining key issues of concern | December 2021 | <ul style="list-style-type: none"> • The cumulative effects of development resulting in a growing number of users accessing the State Highways, particularly State Highway 2, and eroding their regional through-road function. • Supporting a multi-modal transport system that addresses the needs of all road users, including pedestrians, cyclists, people using public transport (bus |

| Who | What | When | Relevant Issues Raised |
|---------------------------------------|---|----------------|--|
| | | | <p>or train), freight vehicles and private passenger vehicles.</p> <ul style="list-style-type: none"> Supporting residential development that is close to public transport with a greater focus on the train network into Wellington and discouraging or avoiding rural residential living along State Highway road corridors. Reverse sensitivity effects on Waka Kotahi due to sensitive land uses locating in close proximity to State Highways. Waka Kotahi has identified 'buffer' and 'effects' areas and prepared a Guide to the Management of Effects on Noise Sensitive Land Use Near to the State Highway Network. Some existing lack of clarity and interpretation issues with the District Plan policy and rule structure relating to subdivision, land use and road access. Specific concern was raised over increased traffic volumes from quarrying activities and other industries that result in increased traffic use. |
| Fire and Emergency New Zealand (FENZ) | Letter from FENZ | May 2022 | <ul style="list-style-type: none"> Identified the importance of firefighting access. Referred to the Fire Service Firefighting Water Supplies Code of Practice SNZ PAS 4509:2008 and Fire and Emergency's 'Designer's Guide' to firefighting operations: Emergency vehicle access' (Dec 2021). |
| Greater Wellington Regional Council | Email correspondence | June 2022 | <ul style="list-style-type: none"> Identification of interest in mode shift and how the Transport chapter and Residential chapter address walkability and access to multi-modal transport options. |
| Feedback on Draft District Plan | Feedback on Draft District Plan, through submissions and targeted discussions | Oct - Dec 2022 | <ul style="list-style-type: none"> Refer summary below |

A summary of specific feedback on this topic received during consultation on the Draft District Plan is contained in Appendix 2, including how it has been responded to in the Proposed District Plan.

In summary, the key feedback arising from the consultation undertaken on this topic was:

- General support for the objectives and policies with some amendments sought to provide clarity and to strengthen provisions for certain matters including public transport and multi-modal transport.
- Requests for clarification of wording, terms, and chapter and Plan structure.
- General support for the rules and standards.
- Request for a no-build setback of 5m adjacent to rail corridor.
- Requests to amend some requirements in some standards including high traffic generating activity thresholds, vehicle crossing design and formation, rural accessway design.
- Requests to remove some or all minimum car parking requirements.
- Requests to align better with Historic Heritage Precincts and Design Guides.

In response to the feedback amendments were made to:

- Improve the wording and clarity of provisions and provide clearer direction on how the structure of the Plan works.
- Improve the clarity and consistency in the terms used.
- Refine the wording of the policies to better align with the Subdivision chapter and provide clearer direction.
- Clarify the expected seal extent for vehicle crossing formation.
- Refer to emergency service access and reduce the accessway length for triggering access requirements.

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified several issues of a relatively discrete nature, therefore a "partial review", targeted to specific matters identified in the scoping, and aligning the provisions with the National Planning Standards, was considered appropriate.

Based on the research, analysis and consultation outlined above, the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Issue 1: The transport standards require updating in accordance with good practice.
- Issue 2: Certainty and clarity of permitted activity standards.
- Issue 3: Ensuring Waka Kotahi is involved when access is onto a State Highway.

- Issue 4: Access for emergency service vehicles is not explicitly addressed.
- Issue 5: Effects on safety and efficiency of the transport network from high traffic generating activities.
- Issue 6: The roading hierarchy does not reflect the One Network Framework.

The review has confirmed that the significant resource management issues relating to transport are essentially the same as identified in the Operative District Plan. The significance of the issue is also largely unchanged. Transport is a key component of urban environments and contributor to greenhouse gas emissions and national and regional direction supports a low carbon and multi-modal transport system, which should also be reflected in the key issues for the Wairarapa.

The following resource management issues have been identified:

| Issue | Comment |
|--|--|
| Issue 1: The safe and efficient operation of the Wairarapa's road and rail network can be adversely affected by land uses and development. | <ul style="list-style-type: none"> • The safe and efficient operation of the Wairarapa's road and rail network can be adversely affected by land uses and development, such as through additional traffic volumes on busy roads, and unsafe access and intersection arrangements. • Some activities generate high volumes of traffic, including heavy traffic, which can have adverse effects on the network if not appropriately managed. Additional pressure on roads results in increased maintenance and upgrading requirements borne by the Councils. |
| Issue 2: Sufficient capacity and efficient development of transport networks is key in providing for the sustainable growth and development of the Wairarapa. | <ul style="list-style-type: none"> • Transport is intrinsically linked with the growth across the Districts and is key to supporting growth and connections across the Districts. • To provide a sustainable transport system that meets user needs, improves connections, and reduces the effects of vehicle-based transport systems including greenhouse gas emissions, a multi-modal transport system is needed that promotes alternative means of safe and effective transport, including cycling and walking and public transport facilities. |
| Issue 3: The benefits of maintaining an efficient transport network need to be balanced with the adverse effects on the environment that can result from the use and development of the network. | <ul style="list-style-type: none"> • New or upgraded transportation infrastructure may also have adverse effects on the environment. For example, new roads can bring about such adverse effects as traffic noise, exhaust emissions, contamination of stormwater runoff from roads, and degradation of amenity values. |
| Issue 4: The safe and efficient functioning of the Hood Aerodrome and its future development could potentially be jeopardised by development in close proximity. | <ul style="list-style-type: none"> • Hood Aerodrome is a strategic component of the Wairarapa aviation industry, and it is important that nearby land uses do not inhibit its functionality and its future development by undue sensitivity to the effects of air traffic, such as noise. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under s32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the transport provisions to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | | | √ |
| Effects on matters of national importance | √ | | |
| Scale of effects - geographically | | √ | |
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | √ | |
| Scale of effects on those with specific interests e.g. tangata whenua | √ | | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | | √ | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | | √ | |

In summary:

- There is a relatively high degree of change from the Operative District Plan, with a new suite of rules and standards introduced.
- There are no section 6 matters directly relevant.
- The geographic scale of effects is medium as the provisions will be relevant when there is new development or a change of use on a site.
- The provisions will affect those developing a site or changing the use of a site and those, including Council, providing transport infrastructure including roading, cycling and pedestrian facilities, and public transport.
- There is national and regional direction relating to broad matters of policy including the functioning of urban environments. There is little direction on specifics of transport standards although there is guidance through various technical standards, and the NPS-UD provides direction on parking standards.
- Costs relate to meeting the requirements in the standards for provision of on-site transport facilities e.g. vehicle crossing, parking, cycling facilities.

Overall, it is considered that the scale and significance of the proposal is medium.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 4.0 of this report.

5.0 Proposed provisions

5.1 National Planning Standards

The Proposed District Plan includes a Transport chapter under the Energy, Infrastructure and Transport heading in accordance with the National Planning Standards. The chapter contains provisions relating to on-site transport facilities on private land e.g. parking and loading, and access, and the transport effects of land use activities. It also addresses the transport network located on public land such as roads and public transport infrastructure. It includes provisions for the Aerodrome Obstacle Limitation Surface for Hood Aerodrome.

The Proposed District Plan also contains a Network Utilities chapter. Some transport facilities and activities would also fall within the definition of “network utility”. However, transport related network utilities are addressed in the Transport chapter rather than the Network Utilities chapter. Provisions addressing noise related reverse sensitivity effects on Hood Aerodrome and the State Highway are in the Noise chapter.

5.2 Strategic directions

The following goals and objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the transport topic:

| | |
|--|----------------------------------|
| CCR-01 | Climate change resilience |
| The Wairarapa develops and functions in a way that strengthens resilience to climate change and mitigates the effects of climate change. | |
| UFD-02 | Urban growth |
| The Wairarapa's urban areas grow in a planned, efficient, and structured way to meet future needs in a responsive manner that: | |
| <ol style="list-style-type: none"> 1. provides for a variety of housing types that respond to a range of community needs; 2. enables greater densities of development in areas with sufficient infrastructure capacity and located close to centres, services, open spaces and/or public transport; 3. is compatible with the character and amenity of the urban areas. | |
| UFD-04 | Infrastructure capacity |
| Urban growth and development is integrated with the efficient provision, including the timing and funding, of infrastructure, schools, and open spaces. | |
| INF-01 | Infrastructure |
| The benefits of infrastructure are recognised, while ensuring its adverse effects are well managed, and infrastructure is protected from incompatible land use, subdivision and development, including reverse sensitivity effects. | |

These objectives are relevant to transport as transport is a key component of urban environments and contributor to greenhouse gas emissions. Sufficient capacity and efficient development of transport infrastructure is key in providing for sustainable growth and development of the Wairarapa.

These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.3 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

In summary, the proposed provisions include:

- Definitions for accessway, aerodrome obstacle limitation surface, loading space, parking area, parking bay, road, transport network, and vehicle crossing.
- Three objectives that address:
 - A well-connected, integrated, safe, and accessible transport network.
 - Adverse effects from the construction, operation, maintenance, and development of the transport network.
 - Effects of activities on the transport network.
- 11 policies that:

- Support a multi-modal transport system.
- Promote good design outcomes.
- Require classification and management of roads based on the One Network Framework.
- Require on-site facilities and transport network connections to meet minimum standards or avoid, remedy or mitigate adverse effects on the safe and efficient functioning of the transport network.
- Provide for the development and operation of the transport network while managing the adverse effects of development and land use.
- Require assessment of high traffic generating activities through an integrated transport assessment.
- Seek to provide safe visibility at rail level crossings.
- Protect the operation of Hood Aerodrome from nearby sensitive land use activities.
- Provide for the continued functioning of Hood Aerodrome while managing its adverse effects.
- Enable and encourage the Wairarapa Five Towns Trail Network.
- A rule framework that:
 - Provides for construction, alteration, maintenance, and repair of roads, accessways, vehicle crossings, parking, and loading areas as a permitted activity subject to standards. Activities not meeting the permitted activity standards are a restricted discretionary activity.
 - Requires resource consent as a restricted discretionary activity for new vehicle crossings or road intersections onto a State Highway.
 - Identifies Waka Kotahi as an affected party where a new vehicle crossing or road is proposed onto a State Highway.
 - Requires resource consent as a restricted discretionary activity for:
 - Construction of roads, vehicle crossings, and accessways over or under a railway or within 30m of a rail level crossing. KiwiRail is identified as an affected party.
 - Certain features causing obstruction within the restart or approach sightline areas of railway crossings.
 - High traffic generating activities (over specified thresholds)
 - Provides for buildings, structures, masts, and trees in the Aerodrome Obstacle Limitation Surface as a permitted activity where they meet the specified standard, otherwise a discretionary activity consent is required.
- Standards that address:
 - Road design
 - Minimum road intersection separation distances
 - Lighting for parking and loading areas and street lighting
 - Access

- Site access
- Vehicle crossing design
- Visibility splays
- Vehicle crossing formation and alignment
- Rural accessway design
- Accessway gradient
- Turning and passing
- Stormwater management
- Firefighting access
- Accessible routes
- Carparking
 - Minimum number of parking bays (in Carterton and South Wairarapa Districts)
 - Accessible parking
 - Vehicle parking bay dimensions
 - Blind aisles
 - Parking bay gradients
 - Parking bay construction and formation
 - Reverse manoeuvres
- Cycle parking
 - Minimum number of cycle parking spaces
 - Cycle parking design
 - Trip-end facilities
- Loading
 - Loading and standing space dimensions
 - Loading and standing space access
 - Loading and standing spaces - construction and formation
- High traffic generating thresholds
- The zoning applying to roads and the railway corridor is the same zone as the land nearest to each point in the road and railway corridor. Where the zone is different either side of the road or railway corridor, then the boundary between the zones is the centreline of the road or railway corridor.

5.4 Other relevant objectives

Objectives in the Zone chapters will be relevant to proposed land use activities and the expected character and amenity of the relevant zone.

The following objectives in the Subdivision chapter are also relevant:

- SUB-O1 Subdivision and development design
- SUB-O3 Future development.

5.5 Other methods

The State Highways are designated for State Highway purposes by Waka Kotahi New Zealand Transport Agency, the rail network is designated for railway purposes by KiwiRail, and Hood Aerodrome is designated for aerodrome and recreation purposes by Masterton District Council.

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the transport topic.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under s32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives | |
|---|---|
| <p>TR-O1 Well-connected, integrated, safe, and accessible transport network</p> <p>The transport network is a well-connected, integrated, safe, and accessible system that:</p> <ol style="list-style-type: none"> meets and is responsive to current and future needs; is efficient and effective in transporting people, goods, and services by all transport modes; supports healthy and liveable communities with a variety of transport options that are accessible; integrates with subdivision, land use, and development; supports transport mode options to increase the use and accessibility of public transport, walking, and cycling and reduces dependency on private motor vehicles where that is, or can be made, practicable and safe; and enables emergency service vehicles to respond to emergency call outs effectively and efficiently | |
| <p>TR-O2 Adverse effects of the transport network</p> <p>Adverse effects from the construction, operation, maintenance, and development of the transport network are avoided, remedied, or mitigated.</p> | |
| <p>TR-O3 Effects of activities on the transport network</p> <p>The safe and efficient operation of the transport network is not compromised or constrained by incompatible land use, subdivision, and development, including High Traffic Generating Activities.</p> | |
| Alternatives considered | |
| <p>Status quo (Operative District Plan)</p> <p>17.3.1 Objective TT1 – Managing the Road Network: To maintain the safe and efficient operation and development of the road network from the adverse effects of land use while maintaining the network’s ability to service the current and future needs of the Wairarapa.</p> <p>17.3.4 Objective TT2 – Managing the Rail Corridor: To ensure development and activities in and around the rail corridor, as well as the operation of the railway itself, are managed to be mutually compatible.</p> <p>17.3.7 Objective TT3 – Managing Air Transport Facilities: To maintain the efficient functioning and future development potential of air transport facilities, including Hood Aerodrome, without unnecessary adverse effects on amenity values.</p> | |
| Appropriateness to achieve the purpose of the RMA | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> The proposed objectives address the resource management issues and ensure that the transport network meets the needs of the community and future generations. The proposed objectives clearly set out the outcomes sought for the transport network. The objectives are directly linked to the function of s31(1)(a) RMA of achieving integrated management of the effects of the use and development of land. The objectives do not create unjustifiably high costs on the community. |

| | |
|---|---|
| | <ul style="list-style-type: none"> • The objectives give effect to higher order documents including the NPS-UD and RPS. • The objectives are achievable and reference practicability. |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> • The objectives are not significantly different to the proposed objectives, with the main difference being the proposed objectives take a more integrated approach to the transport network and provide greater direction. • The objectives are less consistent with the NPS-UD and RPS in terms of reference to connectivity, integration, and accessibility. • Like the proposed objectives, the objectives are directly linked to the function of s31(1)(a) RMA of achieving integrated management of the effects of the use and development of land. |
| <p>Preferred option and reasons</p> | |
| <p>The proposed objectives are the most appropriate means of achieving the purpose of the RMA because:</p> <ul style="list-style-type: none"> • They address the resource management issues identified, including the impact of high traffic generating activities. • They achieve the purpose of the RMA to manage resources to enable people and communities to provide for their well-being and health and safety while managing adverse effects of activities on the environment. • The costs arising from the objectives will be fair and relate to the effect of subdivision and development on the transport network. | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 5 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve objectives relating to transport

Under s32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

As described in section 3 of this report, several issues were identified with the effectiveness and efficiency of the policies and rules in the Operative District Plan and changes are proposed to address these issues.

The options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to transport are:

- The proposed provisions
- Retaining the status quo – Operative District Plan policies and rules

| TR-O1 Well connected, integrated, safe, and accessible transport network TR-O2 Adverse effects of the transport network TR-O3 Effects of activities on the transport network | | |
|--|--|--|
| Option 1: Proposed approach (recommended) | Costs | Benefits |
| A specific Transport chapter containing: 11 policies that: <ul style="list-style-type: none"> • Support a multi-modal transport system. • Promote good design outcomes. • Require classification and management of | Environmental <ul style="list-style-type: none"> • Environmental effects of the transport network and on-site transport facilities e.g. creation of impermeable surfaces. Economic <ul style="list-style-type: none"> • Costs on those developing land to comply with the requirements e.g. provision of cycle parking and end of trip facilities, firefighting access. • Cost of being unable to use the land for another purpose where it is required to be used to provide on-site transport facilities e.g. parking (noting car parking space standards are equivalent to Operative District Plan). | Environmental <ul style="list-style-type: none"> • Supports a multi-modal transport system that better provides for a range of transport options and supports a low carbon transport system. • Requires consideration and mitigation of effects of high traffic generating activities. Economic <ul style="list-style-type: none"> • Clearer provisions reduce uncertainty and potential regulatory cost e.g. clear requirement for resource consent for access onto State Highway. • Support for the functioning and development of Hood Aerodrome and associated facilities. |

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| <p>roads based on the One Network Framework.</p> <ul style="list-style-type: none"> • Require on-site facilities to meet minimum standards or avoid, remedy or mitigate adverse effects on the safe and efficient functioning of the transport network. • Require assessment of high traffic generating activities through an integrated transport assessment. • Seek to provide safe visibility at rail level crossings. <p>Rules and standards managing construction and operation of roads and on-site transport facilities.</p> | <ul style="list-style-type: none"> • Resource consenting costs where rules trigger consent or standards are not met, including for high traffic generating activities, access onto State Highways etc. <p>Social</p> <ul style="list-style-type: none"> • The change in standards will take plan users time to become familiar with. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. | <ul style="list-style-type: none"> • Supports a safe and efficient transport system for the transport of goods and people. <p>Social</p> <ul style="list-style-type: none"> • Supports a transport network that meets current and future community needs and is well-connected, integrated, safe, and accessible. • Support for recreation infrastructure and networks e.g. Wairarapa Five Towns Trail Network, Hood Aerodrome. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect benefits have been identified. |
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| <p>Permitted activity standards, with typically restricted discretionary status if not met.</p> <p>Reference to Councils Engineering Development Standards.</p> <p>Restricted discretionary activity status for roads, vehicle crossings, accessways in proximity to a rail level crossing, high traffic generating activities, and vehicle crossings and intersections onto a State Highway</p> | | |
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| | | |
| Effectiveness and efficiency | The proposed provisions are considered to be the most effective and efficient method for meeting the objectives as they provide greater certainty and clarity as to the requirements for on-site transport facilities and the technical standards that must be met. The provisions are located together in a single chapter, avoiding duplication and inconsistency. The standards reference up-to-date technical standards and align with the Council Engineering Development Standards. The provisions address emergency service vehicle access, high traffic generating activities, and provide a framework for considering access onto a State Highway. | |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | It is considered that there is certain and sufficient information on which to base the existing policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of council staff. | |
| Overall evaluation | The proposed provisions are considered to be the most appropriate approach to achieve the objectives as they support the provision of a transport network that meets current and future needs and ensure activities avoid, remedy, or mitigate adverse effects on the safe and efficient functioning of the transport network. The provisions provide greater certainty and clarity with regard to requirements and process. | |
| Option 2: Status Quo - Operative District Plan | Costs | Benefits |
| <p>Three sets of policies in Chapter 17 and rules and standards included in zone chapters, district-wide chapter and Appendix 5.</p> <ul style="list-style-type: none"> seven policies under 17.3.2 TT1, four policies under 17.3.5 TT2, and | <p>Environmental</p> <ul style="list-style-type: none"> Similar to Option 1, the transport network and on-site transport facilities can have environmental effects e.g. creation of impermeable surfaces. Potential for adverse effects on the environment, including amenity values, through limited control of high traffic generating activities. Limited support for and encouragement of alternative and low carbon modes of transport e.g. cycling, public transport. | <p>Environmental</p> <ul style="list-style-type: none"> Provisions support maintenance of an efficient road network. <p>Economic</p> <ul style="list-style-type: none"> Similar to Option 1, supports the functioning and development of Hood Aerodrome and associated facilities. Supports a safe and efficient transport system for the transport of goods and people. |

| | | |
|---|--|--|
| <p>three policies under 17.3.8 TT3.</p> <ul style="list-style-type: none"> • District-wide permitted activity standards and specific standards in zones • Restricted discretionary status for non-compliance with standards | <p>Economic</p> <ul style="list-style-type: none"> • Similar to Option 1, requirements impose costs on those developing land and reduce the area of land able to be used for another purpose. • Similar to Option 1, resource consenting costs where rules trigger consent or standards are not met. • Potential additional regulatory costs where requirements are not clear. <p>Social</p> <ul style="list-style-type: none"> • Not future-focused, places greater emphasis on efficiency of the roading network with limited support and direction for a multi-modal transport network. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. | <ul style="list-style-type: none"> • Fewer requirements imposed on those developing land e.g. no requirements for cycle parking, high traffic generating activities. <p>Social</p> <ul style="list-style-type: none"> • Plan users are familiar with the current requirements. <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. |
| <p>Effectiveness and efficiency</p> | <p>The provisions are located in several different places throughout the Operative District Plan and there is some duplication and inconsistency in the standards. The bulk of the standards sit in Appendix 5 and many of these reference out to external standards, a number of which are now outdated. The format of the standards and the extent of external referencing creates some uncertainty in determining permitted activity status.</p> <p>The Operative District Plan has some gaps including emergency service vehicle access, high traffic generating activities, and the framework for considering access onto a State Highway could be clearer.</p> <p>The Operative District Plan provisions are therefore not as effective or efficient as Option 1: Proposed approach.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the existing policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of council staff.</p> | |

| | |
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| Overall evaluation | This option is not as appropriate as Option 1: Proposed approach. The provisions are located in several different places throughout the Operative District Plan, there is some duplication and inconsistency in the standards, and some are outdated and do not reflect current best practice. The rules and standards do not address all relevant issues. |
|---------------------------|--|

7.1.2 Further evaluation

7.1.2.1 High traffic generating activities

The review highlighted the issue of safety and efficiency (including damage) of roads when new activities establish which can generate high levels of vehicle movements, particularly heavy vehicle movements. Examples included new quarries and forestry harvesting in rural areas, and new large-format retail activities in urban areas. Various options were considered to address this issue, including provisions in the Transport chapter, and zone-based provisions. A report was prepared by Stantec (Appendix 1) considering approaches to high traffic generating activities in district plans throughout New Zealand. The Proposed District Plan has adopted an approach requiring a restricted discretionary activity consent for activities generating an average daily traffic volume or peak hour traffic volume that exceeds the specified thresholds based on vehicles per day. For clarity the thresholds are specified as traffic generation thresholds in vehicles per day and vehicles per hour, but for ease of use, guidance is provided on expected traffic generation for different activities. A resource consent application is required to be supported by an Integrated Transport Assessment and detail is provided on what this is required to include, with the level of assessment (basic or full) depending on the type of activity/traffic generated.

This requirement would be expected to be triggered largely when a resource consent would already be required (e.g. subdivision) but is considered to have value in providing clarity around the information and assessment to be provided. It is also expected to be triggered in circumstances where heavy vehicle movements may have adverse effects and require consideration e.g. forestry and quarrying. It will enable consideration of the effects of the activity and for these effects to be avoided, remedied, or mitigated.

8.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as it:

- Addresses the resource management issues and ensures that the transport network meets the needs of the community and future generations.
- Requires activities to avoid, remedy, or mitigate adverse effects on the safe and efficient functioning of the transport network.
- Provides greater certainty and clarity as to the requirements for on-site transport facilities and the technical standards that must be met.
- Locates the provisions together in a single chapter, avoiding duplication and inconsistency.
- Includes reference to up-to-date technical standards and aligns with the Council Engineering Development Standards.
- Addresses emergency service vehicle access, high traffic generating activities, and provide a framework for considering access onto a State Highway.

Appendix 1: Stantec report on high traffic generating activities

Wairarapa Combined District Plan
Transport Chapter
High Trip Generating Activity Controls



13 September 2023

Ref: 310205382

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Revision Schedule

| Revision No. | Date | Description | Prepared by | Quality Reviewer | Independent Reviewer | Project Manager Final Approval |
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| 1 | 13/09/23 | Issue 1 | C Rossiter | | M Apeldoorn | V Powell |
| | | | | | | |

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Abbreviations

| Abbreviations | Full Name |
|---------------|----------------------------------|
| GFA | Gross Floor Area |
| HTGA | High Traffic Generating Activity |
| hvpd | Heavy vehicle movements per day |
| ITA | Integrated Transport Assessment |
| PDP | Proposed District Plan |
| vpd | Vehicle movements per day |
| WCDP | Wairarapa Combined District Plan |



1 Introduction

The Masterton, Carterton and South Wairarapa District Councils are collaborating to develop the Wairarapa Combined District Plan (WCDP) to promote similar development outcomes across the three districts. The draft transport chapter prepared by Boffa Miskell identified a potential need for controls of High Trip Generating Activities (HTGA).

Activities that generate high volumes of traffic may have significant adverse effects on the transport network and adversely affect the amenity of adjacent land use activities. As such, high trip generating activities warrant case-by-case assessment.

Since the draft transport chapter does not include further reference to HTGA controls, this report provides a brief review of the approach taken by other district and city councils across the country to managing the effects of HTGAs. It then sets out some options for a HTGA control that could be adopted within the WCDP.



2 High Traffic Generating Activity Controls

2.1 Control Methodology

The HTGA controls within District and City Plans typically include the following type of rule structure. The initial assessment is against a vehicle threshold either as an absolute number such as a particular number of vehicle movements per day (vpd) or a measureable quantity such as Gross Floor Area (GFA) or the proposed number of parking spaces within a site. If the proposed activity does not meet this initial threshold, then further assessment under the HTGA controls would not be required. However, it is noted that a council may still request an Integrated Transport Assessment (ITA) be prepared for other reasons.

The initial threshold for triggering an assessment varies across the country from 200 vehicles per day (vpd) in the New Plymouth District to 500 vpd in Hamilton. The most common threshold for triggering the need for an ITA is 250 vpd or an activity-based metric threshold that would be expected to generate that level of traffic movement (e.g. parking spaces or GFA).

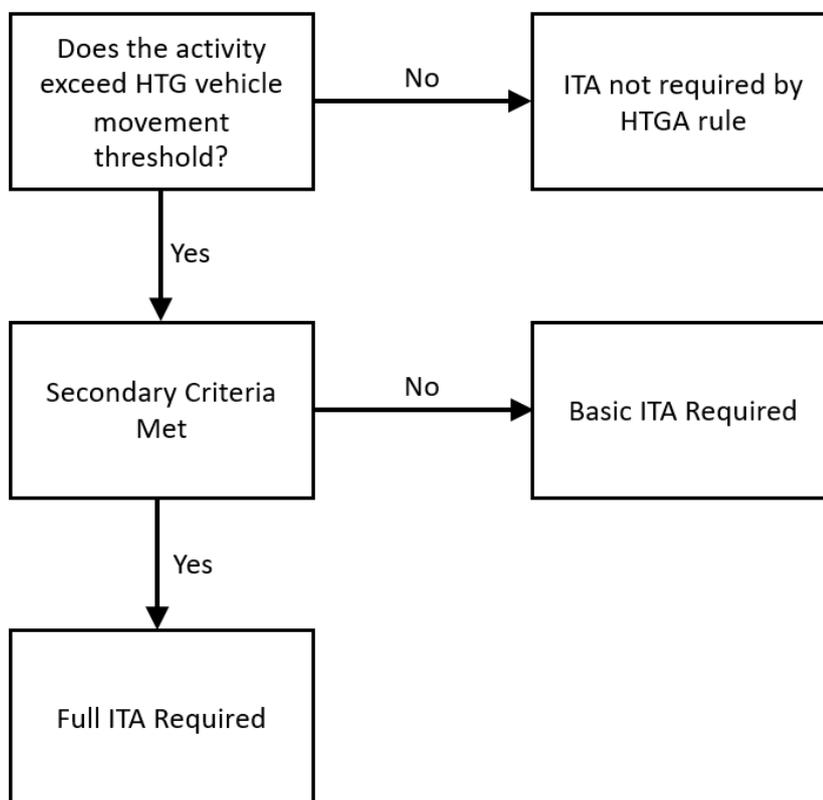


Figure 2-1: Generic HTGA Control Structure

Many of the HTGA control structures on other district plans incorporate a second layer of assessment criteria which determines the extent of assessment required for the ITA, typically referred to as a Basic/Simple ITA or Full/Broad ITA. The key difference is that a full ITA would require assessment of wide area effects whereas a Basic ITA would typically be focused on more local effects in the vicinity of the development site.

The secondary assessment criteria vary widely across councils and can involve a range of matters including:

- A second, higher vehicle movement threshold;
- Activity status;



- Activity location; or,
- Frontage road classification.

2.2 Operative HTGA Controls

2.2.1 Christchurch City Council

The Christchurch City Council (CCC) District includes a complex set of controls to both identify what constitutes a high traffic generating activity, and also what level of assessment is required as shown in Figure 2-2. The controls include two sets of thresholds to determine the extent of assessment that is required.

The rule for development outside the Central City was subject to extensive review when the Christchurch City Plan was replaced with the Christchurch District Plan, following the Canterbury Earthquakes. The thresholds for high traffic generating activities are typically defined in terms of a readily identifiable scale of activity metric, such as Gross Floor Area. It also includes a clause for any activity not specifically listed, or for mixed use activities, that generate more than 50 vehicles per hour (vph) during the weekday peak period, 3:00pm to 7:00pm, or more than 250 heavy vehicle trips per day.

Where an activity triggers this rule, an ITA report is required that addresses some or all of the following as specified by Figure 2-2.

Access and manoeuvring (safety and efficiency): *Whether the provision of access and onsite manoeuvring area associated with the activity, including vehicle loading and servicing deliveries, affects the safety, efficiency, accessibility (including for people whose mobility is restricted) of the site, and the transport network (including considering the road classification of the frontage road).*

Design and Layout: *Whether the design and layout of the proposed activity maximises opportunities, to the extent practicable, for travel other than by private car, including providing safe and convenient access for travel by such modes.*

Heavy vehicles: *For activities that will generate more than 250 heavy vehicle trips per day, whether there are any effects from these trips on the roading infrastructure.*

Accessibility of the location: *Whether the proposed activity has demonstrated the accessibility of the site by a range of transport modes and whether the activity's location will minimise or reduce travel to and from the activity by private vehicles and encourage public and active transport use.*

Network effects: *Having particular regard to the level of additional traffic generated by the activity and whether the activity is permitted by the zone in which it is located, whether measures are proposed to adequately mitigate the actual or potential effects on the transport network arising from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure, and construction work associated with the activity.*

Strategic framework: *Whether the proposal is consistent with the local and regional transport policy framework.*

The activity status, the report format, and the need to address the above matters varies based on whether the activity is otherwise permitted within the zone, whether a second threshold test of the scale of activity is triggered, and whether the site is adjacent to strategic transport infrastructure.



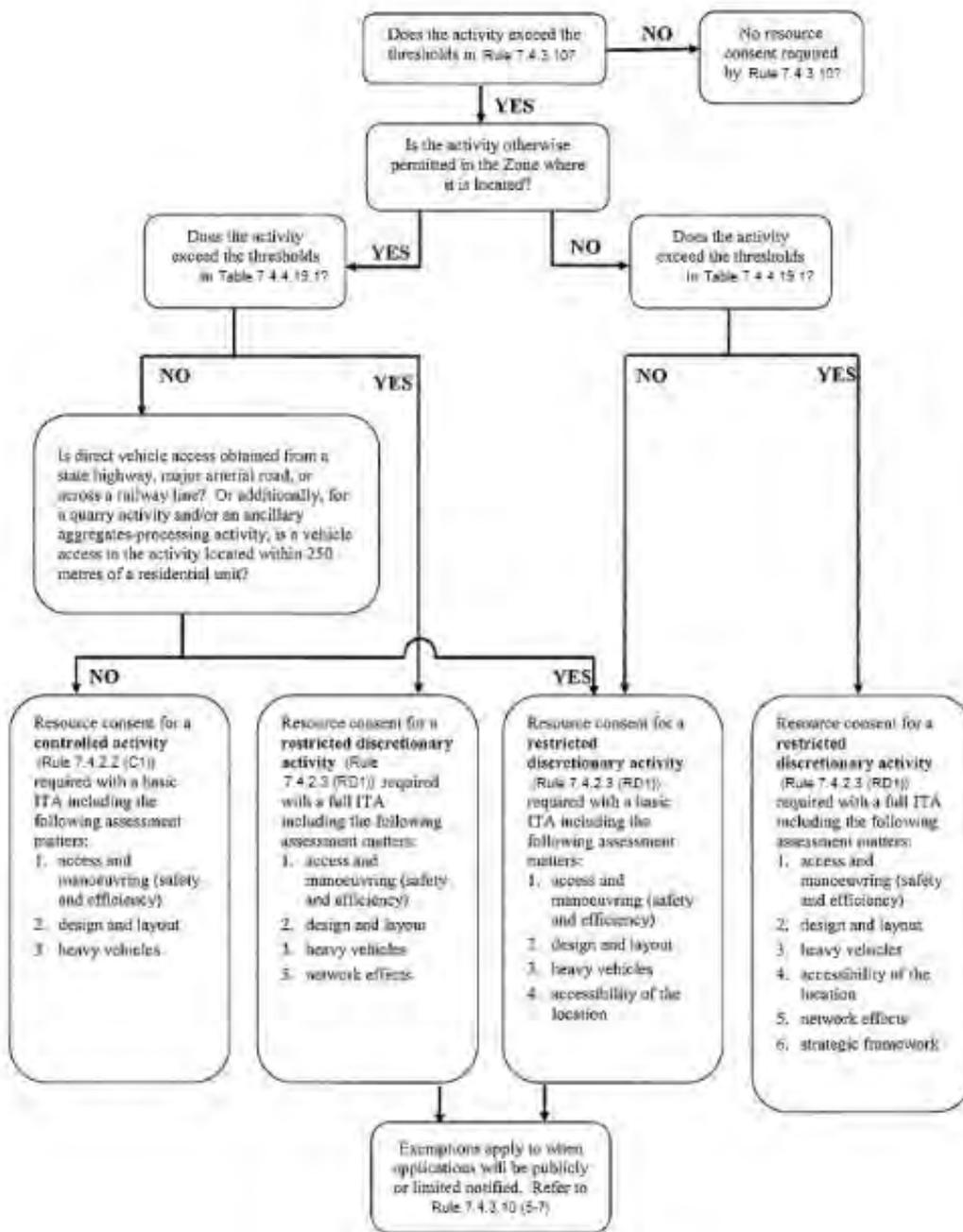


Figure 2-2: CCC High Traffic Generator Rule

Table 2-1 provides a summary of the expected content for an ITA based on the activity status and expected traffic generation.

Table 2-1: CCC Matters of Control or Discretion for High Trip Generators

| Matters of Control or Discretion | Permitted Activities | | Other Activities | |
|----------------------------------|----------------------|----------|------------------|----------|
| | Basic ITA | Full ITA | Basic ITA | Full ITA |
| Access and manoeuvring | ✓ | ✓ | ✓ | ✓ |
| Design and layout | ✓ | ✓ | ✓ | ✓ |
| Heavy Vehicles | ✓ | ✓ | ✓ | ✓ |
| Accessibility | | | ✓ | ✓ |
| Network Effects | | ✓ | | ✓ |
| Strategic Framework | | | | ✓ |

2.2.2 Dunedin City Council

The Dunedin City (Second Generation) District Plan includes provisions to address the effects of High Trip Generators, that is, activities that will generate more than 250 vpd. HTGAs are required to prepare an ITA to ensure that effects on accessibility, road safety and the efficiency of the road network can be appropriately mitigated and/or managed.

Any activity that will generate more than 250 vpd is treated as a Restricted Discretionary activity with Council's discretion limited to the effects on the safety and efficiency of the road network. The District Plan provides the following guidance for applicants of high traffic generating activities

General assessment guidance:

iii. The assessment will consider the findings of an Integrated Transport Assessment (see Special Information Requirements - Rule 6.14.2).

iv. For activities that are likely to generate trips by bicycle, Council will consider whether the site and vehicle access design provides for the safety of cyclists entering and exiting the road network.

v. In assessing the effects on the safety and efficiency of the transport network, Council will consider:

- 1. the effects of the physical works on safety on the frontage road.*
- 2. the effects of the physical works on congestion on the frontage road.*
- 3. the effects of the physical works on pedestrian and cycle connectivity and safety.*
- 4. the capital and maintenance costs of the physical work.*

vi. Council will generally only consider new transportation infrastructure (e.g. traffic signals, roundabouts etc.) as acceptable when there are no other practicable design solutions.

Potential circumstances that may support a consent application include:

vii. Traffic entering and exiting the site does not cause adverse safety or congestion effects on any frontage road.

2.2.3 Hamilton City Council

The Hamilton City Council (HCC) District Plan requires that an ITA is prepared when a new activity exceeds the following thresholds:



Table 2-2: HCC ITA Requirements

| Activity | Trip Generation of Activity (vpd) | | | |
|--|-----------------------------------|-------------------|-------------------|-----------------------|
| | LOW <100 | MEDIUM 100-499 | HIGH 500-1,499 | SIGNIFICANT >1,500 |
| Any activity in the relevant zone (Except central city) | | | Simple ITA | Broad ITA |
| Any activity in Central City Zone excluding downtown precinct | | | | Broad ITA |
| Any activity in the Downtown Precinct of the Central City Zone | | | | Downtown Broad ITA |

The District Plan also includes a series of specific rules requiring either a simple or broad ITA depending upon the nature of the activity and access location as shown below.

Existing Vehicle Access Triggers

b) For existing vehicle accesses to a strategic network or major arterial transport corridor, or where it takes access across an existing railway level crossing, a Simple ITA shall be prepared for any activity that increases the use of the vehicle access by more than 100 vehicles per day.

This standard shall not apply if the relevant road controlling authority or Kiwirail (in the case of railway level crossings) provides written confirmation that an ITA is unnecessary.

Specific Activity Triggers

c) A Broad ITA shall be prepared for new:

- i. Schools.
- ii. Hospitals.
- iii. Transport depots (goods).
- iv. Drive-through services.
- v. Emergency service facilities (with traffic control signals controlling access).
- vi. Transport corridor.

d) A Simple ITA shall be prepared for new:

- i. Emergency service facilities (without traffic control signals controlling access).

Area Specific Triggers

e) i) A Broad ITA shall be prepared for any new activity within the 'Area A' identified in Volume 2, Appendix 15-8, Figure 15-8a, which exceeds the following traffic generation rate based on gross site area.

e) ii) A Broad ITA shall be prepared for subdivision creating any additional lots, and/or any new development which generates greater than 100vpd, within 'Area B' identified in Volume 2, Appendix 15-8, Figure 15-8a

2.2.4 Queenstown Lakes District Council

The Queenstown Lakes District Council (QLDC) introduced its HTGA rule (Rule 29.4.11) in its recent District Plan Review. The rule applies to all zones and is set out below:

High Traffic Generating Activities

Any landuse or subdivision activity that exceeds the traffic generation standards set out in Table 29.6 is a Restricted Discretionary activity with discretion restricted to:



- *Effects on the transport network, including as a result of:*
 - *any proposed travel planning, provision of alternatives to private vehicle, or staging of development;*
 - *any proposed improvements to the local transport network within or beyond the site, including proposed additions or improvements to the active and public transport network and infrastructure and the roads themselves, in accordance with Council standards and adopted infrastructure network development plans either within or beyond the site. This may be required by direct construction activities, or by collecting funds towards a wider project that would achieve the modal shift aim of the specific development, as promoted in the application;*
 - *the amount, design, and location of cycle parking, e-bicycle charging areas, showers, changing rooms and lockers provided;*
 - *the amount of accessory parking and any non-accessory parking proposed; and*
 - *the design of the site and/ or its frontage in regard to its ability to accommodate any proposed public transport infrastructure proposed by Council;*
 - *the provision or upgrading of pedestrian and cycle infrastructure; and*
 - *the provision of a Travel Demand Management Plan.*

The threshold at which an activity is considered to be a high traffic generator are higher than in many other districts but broadly allow for up to 400vpd as a permitted activity. It is worth noting that the threshold includes catch-all clauses with thresholds of 50 vph during peak hours and also a threshold based on parking space numbers.

Table 2-3: QLDC District Plan Table 29.6

| Activity | Threshold |
|--|--------------------------------------|
| Residential | 50 Dwellings |
| Visitor Accommodation (unit type construction) | 100 units |
| Visitor Accommodation (guest room type) | 150 rooms |
| Commercial Activity (Not listed below) | 2,000m ² |
| Office | 2,000m ² |
| Retail | 1,000m ² |
| Industrial | 5,000m ² |
| All other activities | 50 or more parking spaces |
| All other activities | 50vph during commuter peak or 400vpd |

2.2.5 Selwyn District Council

The Selwyn District Council (SDC) includes the following provisions for HTGAs in its Operative District Plan. The structure of these controls will change under its Proposed District Plan (see 2.3.1)

In living zones, activities that generate more than 100vpd are restricted discretionary with discretion limited to:

5.3.3.1 Any adverse effects on the ease and safety of vehicle manoeuvres, and on the visibility and safety of pedestrians, cyclists and motorists.

5.3.3.2 Any potential increase in the cost or difficulty of maintaining the road and vehicle crossings, including transporting of mud and chip on to any sealed road, if the vehicle crossing or vehicle accessway is not sealed.



5.3.3.3 Any visual effects on street design and residential amenity values from not forming the vehicle crossing or vehicle accessway to the specified standards.

5.3.4 Any activity which does not comply with Rule 5.3.1.4 shall be a restricted discretionary activity.

5.3.5 Under Rule 5.3.4 the Council shall restrict its discretion to consideration of:

5.3.5.1 Whether the site can have access from another road which is not a State Highway or arterial road listed in Appendix 7.

5.3.5.2 The design and location of the vehicle crossing.

5.3.5.3 The number and type of vehicles or pedestrians and using the access.

5.3.5.4 Any adverse effects, including cumulative effects, on traffic safety or flow on the State Highway or arterial road.

In business zones, any vehicle crossing to a site which generates more than 250 vpd, or any vehicle crossing providing shared access to sites which cumulatively generate more than 250 vpd, is a restricted discretionary activity.

2.2.6 Tauranga City Council

The HTGA controls in the Tauranga City Plan differ in their approach from other councils. There are explicit trigger thresholds relating to parking space numbers and triggers in relation to new accesses to strategic roads in the central city.

4B.4.1.1 Provision of More than 25 Carparks

Where more than 25 on-site carparks are provided on-site, with the exception of sites within the City Centre Zone, an Integrated Transport Assessment relevant to the scale of the proposal shall be submitted with an application for resource consent in accordance with Appendix 4K – Integrated Transport Assessment Information Requirements.

4B.4.1.2 Additional Use of Existing Vehicle Access onto the Strategic Road Network - City Centre Zone

For any Restricted Discretionary Activity under Rule 4B.4 c) - Restricted Discretionary Activity Rules a qualified transportation engineer shall prepare an assessment of the effects of the proposed activity on the safe and efficient function and operation of the strategic road network.

4B.4.1.3 Restricted Discretionary Activity - Standards and Terms - Seventeenth Avenue Commercial Areas

a) *For any Restricted Discretionary Activity under Rule 4B.4 f) - Restricted Discretionary Activity Rules, a qualified transportation engineer shall prepare an assessment of the Seventeenth Avenue/Cameron Road intersection having regard to:*

- i) *The safe and efficient function and operation of the transport network;*
- ii) *Existing and predicted vehicle trip generation and trip type;*
- iii) *Capacity of the transport network to accommodate the development;*
- iv) *Operational and construction effects (including cumulative effects);*
- v) *Staging of the development;*
- vi) *The matters outlined in 4B.1.2 – Objective - Maintaining a Sustainable Transport Network and 4B.1.2.1 – Policy - Use of Land through 4B.1.2.5 – Policy - Access Location and Points of Service;*
- vii) *Measures to mitigate adverse traffic effects (including cumulative effects) on the intersection.*

The required content of any ITA is set out in an Appendix



2.2.7 Waipa District Council

The Waipa District Plan includes a table that sets out when an ITA is required and the type of ITA that is based on the expected traffic generation, activity frontage road and the activity status as shown below.

Table 2-4: Waipa District Plan - Rule 16.4.2.22

| Activity Status | Collector and Local Roads | | | Major and Minor Arterial Roads | | | All Roads |
|-----------------|---------------------------|----------------------|------------------|--------------------------------|----------------------|-----------------|--------------------------|
| | Low <100 vpd | Medium 100-249vpd | High >250vpd | Low <100 vpd | Medium 100-249vpd | High >250vpd | Significant >1,500vpd |
| P, C | | | RD Simple ITA | | RD Simple ITA | RD Broad ITA | RD Broad ITA |
| RDA | | | RD Simple ITA | | RD Simple ITA | RD Broad ITA | RD Broad ITA |

The assessment criteria for the ITA are set as

Assessment will be restricted to the following matters:

Location and scale of activity; and

Effects of vehicle generation on functioning of road, road hierarchy and other users; and

Vehicle access and manoeuvring; and

Consideration of CPTED; and

Provision for multi-modal transport options (Broad ITA only); and

Effects on connectivity (Broad ITA only); and

Vehicle queuing on site; and

Effects on infrastructure provision; and

Infrastructure deficiencies, risks or positive effects identified from consultation with the New Zealand Transport Agency where State Highways may be affected (Broad ITA only).

2.2.8 Matamata-Piako District Council

The Matamata-Piako District Plan includes similar controls to the Waipa District Plan. The key difference is that the thresholds are based on equivalent car movements rather than just vehicle movements per day. Conversion factors are provided for truck or truck and trailer movements. The District Plan also provides more guidance in terms of the expected generation of difference activities based on floor areas, dwelling numbers or people as appropriate.

2.3 Proposed HTGA Controls

2.3.1 Selwyn District Council

The HTGA controls included within the Proposed District Plan (PDP) for Selwyn District are based on peak hour movements rather than daily movements. The PDP sets out thresholds for different activities based on quantifiable values that would be broadly expected to generate similar levels of traffic movements as shown in Table 2-5. A Basic ITA is required where the expected volume of peak hour movements would exceed 50 vph and a Full ITA is required when the expected traffic generation would exceed 120 vph. The rule also includes a specific clause for heavy vehicle movements.



Table 2-5: Selwyn Proposed District Plan TRAN-Table2

| Activity | Basic ITA | Full ITA |
|--|---|--|
| Education - Preschool | 40 children | 90 children |
| Education - Schools | 70 students | 170 students |
| Education - Tertiary | 250 FTE students | 750 FTE students |
| Industrial | 5,000m ² GFA | 12,000m ² GFA |
| Warehousing and distribution | 6,500m ² GFA | 25,000m ² GFA |
| Healthcare | 300m ² GFA | 1,200m ² GFA |
| Office | 2,000m ² GFA | 4,800m ² GFA |
| Residential | 50 residential sites/units | 120 residential sites/units |
| Retail - Shops and supermarket | 250m ² GLFA | 900m ² GLFA |
| Retail - Large format and bulk goods | 550m ² GLFA | 2,200m ² GLFA |
| Service stations | 2 filling points | 6 filling points |
| Mixed use or other activities not otherwise listed in this Table | 50 vehicles per peak hour or 250 heavy vehicle trips per day, whichever is the greater of the above | 120 vehicles per peak hour or 1,000 heavy vehicle trips per day, whichever is the greater of the above |

2.3.2 New Plymouth District Council

The New Plymouth District PDP includes two policies that guide the control of HTGAs.

TRAN-P17: Ensure the type and level of traffic using the road transport network is appropriate by:

1. *minimising the ability for heavy vehicles to directly access and utilise local roads;*
2. *requiring high traffic generating activities to locate on arterial and collector roads; and/or*
3. *avoiding, remedying or mitigating adverse amenity, character, safety and cumulative effects.*

TRAN-P18: Require high trip generator activities which propose to access and utilise the district's roads to be assessed in an Integrated Transport Assessment prepared by a suitably qualified traffic specialist that demonstrates how any adverse effects on the road transport network will be avoided, remedied or mitigated, and assesses:

1. *the road's capacity and the likely effect of the proposed use on the road and its users;*
2. *effects on the amenity values and character of the road;*
3. *the effect on ongoing maintenance of the road and the need for road maintenance agreements;*
4. *whether opportunities for alternative access and/or routes exist;*
5. *appropriate traffic management and travel planning mechanisms;*
6. *whether it is appropriate to stage the activity and/or undertake improvements to the road transport network; and*
7. *cumulative effects.*

Rule TRAN-R8 sets out the thresholds above which any activity requires resource consent as a discretionary activity. The thresholds are generally based on floor areas that are generally aligned to a daily traffic generation level of 200 vpd. However, for some activities, the trigger threshold has been deliberately set at zero so that an ITA is always required. The rule includes a catch-all clause with a 200 vpd threshold for any activity that is not explicitly identified. Where the thresholds are exceeded, the rule requires that an ITA is submitted as part of the resource consent application.



2.3.3 Waimakariri District Council

Stantec provided advice to Waimakariri District Council in relation to the HTGA controls included in their PDP. The Stantec advice was guided by the council officers' desire for a rule that was simpler in structure than the Christchurch City Council District Plan rule but also allowed for some differentiation in the assessment threshold between zones.

The proposed rule includes two parts. The first part sets out the assessment thresholds by zone, with the second part setting out the type of ITA required as a function of the activity status.

Table 2-6: Waimakariri Proposed District Plan - Table TRAN1

| | Residential Zones / Special Purpose Zone (Kainga Nohoanga) / Special Purpose Zone (Pines Beach and Kairaki) | Commercial and Mixed Use Zones / All other Special Purpose Zones / Industrial Zones | Rural Zones |
|----------------------------------|--|--|----------------------|
| Average daily traffic generation | >200 vpd >50 hvpd | >250 vpd >50 hvpd | >200 vpd >50 hvpd |

Table 2-7: Waimakariri Proposed District Plan - Table TRAN 2

| Activity Status under all other applicable rules | Type of ITA required |
|---|-----------------------------|
| Permitted | Basic |
| Controlled | Basic |
| Restricted Discretionary | Full |
| Discretionary | Full |
| Non-complying | Full |

In order to provide guidance to applicants on the scale of any development proposal that would trigger the HTGA rule, a table of traffic generation rates for a range of activities was included within Appendix TRAN-APP6 of the PDP.

2.4 Comparison of HTGA Controls

The HTGA controls in different districts typically apply to all zones within the district. The Hamilton City controls differentiate between activities in the central city and other areas, while the proposed Waimakariri District controls allow for some differentiation in threshold by zone. The intent of the proposed Waimakariri District rules was to trigger an assessment at a lower threshold in residential and rural zones than in commercial or industrial zones.

There are two districts where the controls are linked to the frontage road type, for example, Waipa District and Matamata-Piako District. It has been noted that an earlier version of the Hamilton City controls was also linked to the road frontage type.

There are broadly two approaches to the setting of the assessment trigger threshold. In many district plans, the trigger rule threshold is set as an average daily number of vehicle movements with no reference to the activity. This approach requires an applicant to make their own assessment of the expected traffic generation as part of their application to confirm whether or not an ITA is required. The Matamata-Piako and Waimakariri PDP's include guidance tables to assist applicants with this. The alternative approach involves provision of multiple thresholds in terms of GFA, dwelling units or other development scales with a catch-all rule standard referring to movement volumes. This approach is reliant on the council (when formulating their district plan)



adopting or developing traffic generation rates for different activities and converting this to an appropriate threshold.

The traffic generation rate of any activity is dependent upon its location, catchment area for the activity and the availability or access to other transport modes. The range of trip generation rates is often not reported or taken into account when reference is made to published traffic generation rates such as the Waka Kotahi Research Report 453 '*Trips and Parking Related to Landuse*' (RR453). Adopting a simple movement threshold requires an applicant to investigate at an early stage what factors may affect the traffic generation of the proposed activity. Often, an applicant will provide more relevant or recent information to establish the likely traffic generation. This represents an assessment against the rule but not provision of an ITA. Where a Council adopts specific metrics for different thresholds, this requires an assessment by Council when the HTGA control/rule is established as to the appropriate conversion factors and what activities need to be explicitly listed. As it is not practical (or sometime even possible) to anticipate every type of activity that could be proposed (let alone anticipate new types of activities that may emerge over the life of a plan), this approach would normally include a catch-all rule standard that applies to any other activity. This approach can result in situations where an application may trigger the requirement for an ITA even though an applicant can clearly demonstrate that their proposal would generate fewer traffic movements than anticipated by the HTGA control. Since any thresholds referencing activity-based metrics will always require a default catch-all clause, it is considered that the rule structure can be kept simpler by only having a single movement threshold with guidance provided to Applicants on typical traffic generation rates or an alternative set of metrics.

The thresholds in most plans are based on average daily vehicle movements. The more recently developed Christchurch and Queenstown Plan controls have moved to include an hourly movement threshold as well as daily threshold, and the Selwyn PDP is now based solely on hourly movement volumes.

Heavy vehicle movements can also affect road safety and efficiency of the network operation, and hence this is reflected in the Christchurch, Selwyn PDP and Waimakariri PDP HTGA controls and indirectly in the Matamata-Piako controls.



3 Wairarapa Combined District Plan

3.1 Need for a rule

The Wairarapa region has a relatively low population and traffic volumes on district roads are generally low. State Highway 2 (SH2) is the primary strategic road through the region and carries traffic volumes that range from 3,000 vehicles per day (vpd) north of Masterton to over 7,000 vpd west of Featherston.

The potential effects of HTGAs are a function of both the proposed activity, the underlying zoning and the frontage road on which access is proposed. This is reflected in the different rule structures adopted by District Councils across the country.

The thresholds adopted in different districts around New Zealand do not appear to have formal analytical basis but rather appear to be thresholds that have been adopted on a subjective, district by district basis simply as a trigger for requiring further assessment to be undertaken and submitted with an application. This is not unreasonable given that effects on road safety or intersection performance is a sliding scale and there could be no noticeable difference in effects between an activity with traffic generation marginally below a threshold compared with an activity with traffic generation that is marginally higher than the threshold. The selection of any threshold should reflect a level that an applicant could reasonably be expected to take action at to address effects by way of mitigation or other means. Setting a threshold too low would result in unnecessary costs for an applicant for preparing an ITA that may provide little or no benefit to the Council.

While most districts do not include any zone-specific thresholds, there are some potential benefits associated with considering this approach. For example, an activity that generates 250 vpd in a residential or rural environment may contribute to more noticeable effects than a similar level of traffic generation in a commercial or industrial zone where higher levels of vehicle activity would be anticipated. The difference is that effects in residential or rural environments will often be more related to amenity and safety rather than network performance. In commercial and industrial environments, amenity is likely to carry a somewhat lower priority in the overall assessment of a proposed activity, and there will be a need for greater emphasis on the transport network performance.

New subdivisions create opportunities for better integration of transport networks. For large subdivisions, consideration needs to be given to how the subdivision will link with existing active transport networks and bus networks.

Peak hour effects are often more significant than changes in average volumes over a day. This is recognised in the Christchurch, Queenstown District Plans and also in the Selwyn PDP. It is suggested that part of any control structure for the Wairarapa region incorporate a peak hour threshold alongside a daily volume threshold.

Heavy vehicles can have effects on road safety, network operating performance and amenity if they are not appropriately managed. It is recommended that any rule structure includes a heavy vehicle movement threshold that will trigger a need for further assessment. This part of any rule would normally be triggered by activities such as quarries or transport depots.

Within the Wairarapa region, the relatively low traffic volumes means that the focus of any HTGA rule could be on managing amenity and road safety rather than network performance. This could be managed with a zone-based rule.

If the focus of any HTGA control was road safety and network performance, then an alternative approach would be to base the rule around the frontage road type, for example, by restricting its application to state highways and arterial roads only.



3.2 Zone Based Rule

A zone based HTGA rule to trigger assessment could take the following form.

| TRAN-Rxx | High Traffic Generating Activities | |
|-----------|--|--|
| All zones | <p>Activity Status: RDIS</p> <p>Where:</p> <ol style="list-style-type: none"> 1. Any activity that generates an average daily traffic volume or peak hour traffic volume that exceeds the thresholds in Table 3-1. 2. For all activities in (1); <ol style="list-style-type: none"> a. An ITA shall be prepared by an independent, suitably qualified and experienced transport engineer; b. The type of ITA (either Full or Basic) shall be as determined by the status of the application under all other applicable rules (Table 3-2). | <p>Activity Status when compliance not achieved: Not Applicable</p> <p>Matters of Discretion TBA</p> |
| | <p>Advisory Notes:</p> <ol style="list-style-type: none"> 1. Guidance for the content of a Full or Basic ITA is provided in XXXX 2. Consultation with Council is recommended to confirm the scope of the ITA. | |

Table 3-1 includes some suggested thresholds for average daily traffic generation, peak hourly traffic and heavy vehicles movements that could be adopted in the Wairarapa region. These thresholds have been based on the review of other district plan standards and rules, and are considered to provide an appropriate balance between applicant costs and benefits to integrated planning for Council. The residential threshold is broadly aligned with the traffic volumes associated with about 25 dwellings and the road design standards for a local road in the National Standard for Subdivision and Land Development NZS4404:2010.

Table 3-1: Proposed HTGA Thresholds

| Type of Zone | Daily Traffic Generation Threshold | Peak Hourly Traffic Generation Threshold | Heavy Vehicle Movement Threshold |
|--|------------------------------------|--|----------------------------------|
| Residential (GRZ, LLRZ, MRZ, RLZ, SETZ) All Open Space Zones | 200 vpd | 25 vph | 10 hvpd |
| All Other Zones | 400 vpd | 50 vph | 50 hvpd |

Table 3-2 : ITA Type Requirement

| Activity Status under all other application rules | Type of ITA Required |
|---|----------------------|
| Permitted | Basic |
| Controlled | Basic |
| Restricted Discretionary | Full |
| Discretionary | Full |
| Non-complying | Full |



3.3 Frontage Road Based Rule

A road based HTGA rule to trigger assessment could take the following form.

| TRAN-Rxx | High Traffic Generating Activities | |
|--|--|--|
| All activities with access to a state highway or arterial road | <p>Activity Status: RDIS</p> <p>Where:</p> <ol style="list-style-type: none"> 1. Any activity that generates an average daily traffic volume or peak hour traffic volume that exceeds the thresholds in Table 3-1. 2. For all activities in (1); <ol style="list-style-type: none"> a. An ITA shall be prepared by an independent, suitably qualified and experienced transport engineer; b. The type of ITA (either Full or Basic) shall be as determined by the status of the application under all other applicable rules (Table 3-2). | <p>Activity Status when compliance not achieved: Not Applicable</p> <p>Matters of Discretion TBA</p> |
| | <p>Advisory Notes:</p> <ol style="list-style-type: none"> 1. Guidance for the content of a Full or Basic ITA is provided in XXXX 2. Consultation with Council is recommended to confirm the scope of the ITA. | |

3.4 Rule Structure Options

3.4.1 Other Traffic Generation Metrics

The outline rule structures have been based on traffic volumes without reference to activity type. The rule could be modified to include specific activities with thresholds specified as a function of GFA, dwellings or other applicable metric. This is the approach adopted in New Plymouth PDP and in the Selwyn PDP. If this approach is adopted, then it may be necessary for the threshold table to be separated into smaller tables to reduce its complexity or for the focus to be either the daily movement thresholds or the peak hour thresholds.

As an alternative, a guidance table could be included within the District Plan with an accompanying note to indicate that the table should be for initial screening to determine whether an ITA is likely to be required. This is the approach taken in the Matamata-Piako District Plan. Table 3-3 provides an indicative screening table for a range of activities that would be likely to trigger a requirement for an ITA. For some activities, a specific threshold has not been defined because it is considered that a basic or full ITA would be appropriate regardless of size.

Table 3-3: Average Daily Traffic Generation Screening Table

| Activity | 200 vpd | 400 vpd |
|--|--------------------------|--------------------------|
| Residential Development | 25 dwellings | 50 dwellings |
| Retirement Living | 80 units | 160 units |
| Preschool | 50 children | 100 children |
| Schools (excluding preschools) | Full ITA | |
| Healthcare (excluding hospitals) | Basic ITA | |
| Hospitals | Full ITA | |
| Office | 750 m ² GFA | 1,500 m ² GFA |
| Industrial (excluding transport depot) | 2,500 m ² GFA | 5,000 m ² GFA |



| Activity | 200 vpd | 400 vpd |
|---------------------|------------------------|--------------------------|
| Transport Depot | Full ITA | |
| Trade Supplier | 750 m ² GFA | 750 m ² GFA |
| General Retail | 200 m ² GFA | 400 m ² GFA |
| Large Format Retail | 500 m ² GFA | 1,000 m ² GFA |
| Supermarket | 100 m ² GFA | 200 m ² GFA |
| Café / bar | 50 m ² GFA | 100 m ² GFA |
| Service Station | Basic ITA | |

3.4.2 Peak Hour Only

The threshold table could be simplified by removing the thresholds for average daily traffic generation or the peak hour generation. This may result in a small reduction in the number of applications that trigger the HTGA rule because not all applications will trigger both the peak hour threshold and the daily threshold.

Since the proposed assessment criteria include peak hour effects, then it is considered appropriate to include a peak hour traffic generation thresholds.

3.4.3 Type of ITA

Table 3-2 proposes that the type of ITA that is required is based on the activity status under all other applicable rules. This approach reflects the fact that permitted or controlled activities would be anticipated within the zone, and it would normally be necessary only to assess effects on the frontage road. The wider area assessment associated with a full ITA would typically be required only when an activity has Restricted Discretionary, Discretionary or No-Complying status.

This differs from the approach taken in some other districts such as Christchurch and Hamilton which have a second set of thresholds. A full ITA is typically required when the traffic generation will exceed this higher threshold. The Selwyn PDP also adopts this approach and uses thresholds that are broadly aligned with the Christchurch thresholds for peak hour volumes.



4 Assessment Criteria

Table 4-1 provides a summary of the matters of discretion that are identified in different district plans when the HTGA rule is triggered. Road safety, efficiency and effects on the road network are common to all districts. The extent and scale of assessment for network effects will typically depend upon whether a basic or full ITA is required. Accessibility to active travel mode options is explicitly stated in many district plans. Assessment against statutory frameworks is typically required only for full ITAs. Travel Demand Management is listed in some plans.

Table 4-1: Summary of HTGA Assessment Matters

| Assessment Matter | Christchurch | Dunedin | Hamilton | Queenstown | Selwyn ODP | Tauranga | Waipa | Matamat- Piako | Selwyn PDP | New Plymouth PDP | Waimakariri PDP |
|----------------------------------|--------------|---------|----------|------------|------------|----------|-------|----------------|------------|------------------|-----------------|
| Road Safety | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Network operation / efficiency | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Site access– frontage road | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Accessibility - Pedestrians | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Accessibility - Cycle facilities | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Accessibility - Public Transport | ✓ | | | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Network effects | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Strategic Framework | ✓ | | ✓ | | | | | | | | ✓ |
| Travel Demand Management | | | | ✓ | | ✓ | | | | ✓ | |
| CPTED | | | | | | | ✓ | ✓ | | | |
| Construction Effects | | | | | | | | | | ✓ | |

If a HTGA rule is included within the WCDP, then it is recommended that the assessment criteria include road safety, network operation, site access and accessibility for all transport modes.



5 ITA Content

Where district plans include a requirement for an ITA, they will typically include guidance on the required content. The guidelines are generally aligned with the Waka Kotahi Research Report 422 'Integrated Transport Assessment Guidelines'. Table 5-1 shows one way that guidance could be incorporated into the district plan. While the content for a Basic ITA and Full ITA is very similar, the scope will be quite different. As a broad guide, a basic ITA would typically be focused on effects on the site road frontage and the nearby intersections only. A full ITA would require a broader assessment of how the proposed activity fits within the wider transport networks including integration with public transport and cycle networks. A Full ITA will typically require more assessment against the statutory planning framework.

Table 5-1: ITA Content Requirements

| | Description | Details Required | Basic ITA | Full ITA |
|---|-----------------------------------|--|-----------|----------|
| 1 | Background | Description of proposal, purpose of ITA | ✓ | ✓ |
| 2 | Existing environment | Description of: <ul style="list-style-type: none"> • site location • site context • surrounding land use | ✓ | ✓ |
| 3 | Existing transport infrastructure | Description of: <ul style="list-style-type: none"> • Site access and service arrangements • Surrounding road network / road hierarchy • Public transport network and facilities • Cycle network and facilities • Pedestrian network and facilities | ✓ | ✓ |
| 4 | Existing travel patterns | Description of: <ul style="list-style-type: none"> • Traffic volumes (annual, seasonal, daily, hourly as appropriate) • Intersection performance (turning volumes, queue lengths, delays, level of service) • Crash analysis (Minimum of five years) | ✓ | ✓ |
| 5 | Committed environment changes | Approved developments in the surrounding area Transport infrastructure improvement | ✓ | ✓ |
| 6 | Proposal Details | Description of: <ul style="list-style-type: none"> • Proposed activity • Site layout (access, circulation and parking) • Any proposed transport infrastructure • Staging (if applicable) • Servicing / loading arrangements • End of trip facilities for active modes • Travel Demand Management measures | ✓ | ✓ |
| 7 | Expected Travel Demands | Assessment of: <ul style="list-style-type: none"> • Traffic generation (daily, peak hours) • Heavy vehicle movements • Traffic distribution on the transport network • Mode Split | ✓ | ✓ |
| 8 | Transportation Effects | Assessment of effects on: <ul style="list-style-type: none"> • safety for all travel modes • traffic volumes • effects on frontage road • wider transport network (Full ITA¹) | ✓ | ✓ |



| | Description | Details Required | Basic ITA | Full ITA |
|----|---------------------------------|---|-----------|----------|
| 9 | Mitigation Measures | Description of any proposed mitigation measures | ✓ | ✓ |
| 10 | District Plan | Assessment of compliance with District Plan Transport Rules | ✓ | ✓ |
| 11 | Strategic Framework | Assessment against relevant local, regional and national transport plans and strategies | | ✓ |
| 12 | Conclusions and recommendations | Summary of assessment with conclusions. Recommended conditions of consent, if any | ✓ | ✓ |

Notes:

1. It is recommended that the extent of any wide area assessment and the assessment methodology is agreed with Council in advance of lodging a resource consent application.



6 Summary

There are a wide range of HTGA controls in place or proposed within district plans across the country. At a high level, the controls have similar structure with an initial threshold test to determine whether an ITA is required and a second test to determine the type of ITA. Two types of ITA are typically referred to: Basic / Simple and Broad / Full. The primary difference between the two types is the scope of the assessment. A basic ITA would typically be focused on effects on the site road frontage and the nearby intersections only. A full ITA would require a broader assessment of how the proposed activity fits within the wider transport networks including integration with public transport and cycle networks. A Full ITA will typically require more assessment against the statutory planning framework.

Following the review of the controls within other districts across the country, two possible HTGA rule structures have been identified that could be adopted in the WCDP. One option is zone based while the other is based on the road frontage. Each rule sets out control thresholds for different zones based on daily, hourly and heavy vehicle volumes. Since it is not practical to link the threshold to a floor area or other metric for every activity that could be established that also takes into account the location, a planning guidance table is proposed that enables some initial screening of a range of activities to determine whether the control thresholds would be met.

Although detailed guidance for the recommended content of an ITA is available in Waka Kotahi Report 422, a summary of the expected ITA content has been set out in a reduced form that could be incorporated into the District Plan.

A range of assessment criteria has been identified that would be appropriate for the HTGA rule.



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Appendix 2: Feedback on Draft District Plan

| Section/Topic | Submitter | Feedback | Response |
|--|--|--|---|
| Whole chapter – provision of transport infrastructure | Individual | Need to include provision for airborne electric vehicles. | No amendments recommended. This issue largely sits outside the District Plan (e.g. aviation and road transport rules) and outside the lifespan of the District Plan. |
| | Individual | Transport Plan p1 - oppose - need plan for road transport network that bypasses Carterton, Greytown & Featherston and enables efficient transport movement without endangering pedestrian and rural lives | No amendments recommended. This issue largely sits outside the District Plan and/or through designations. |
| | Individuals | Feedback relating to reducing private vehicle use and improving rail services. | No amendments recommended. This issue largely sits outside the District Plan. TR-O1 refers to supporting mode options including public transport and refers to reducing dependency on private motor vehicles. |
| | Individuals | Feedback requesting separate cycle lanes. | No amendments recommended. The funding and planning of cycleways sits outside the District Plan. TR-O1 and TR-P1 refer to supporting mode options including cycling. Rules are enabling of cycleway provision. |
| Whole chapter – emissions reduction | Regional Council, Individuals, Corporate | Feedback sought mode shift and reduction in private vehicle use. One piece of feedback sought to maintain a balance between modes such as cycling and 'core modes' such as freight haulage and private vehicles. | Addressed through specific amendments or already addressed through TR-O1 and TR-P1. |
| Plan structure | Government | Want greater consistency or direction on where and how traffic effects are managed in the plan. | Wording has been added to the Transport Chapter Introduction and the Network Utilities Chapter Introduction to make it clearer that transport related network utilities are addressed in the Transport Chapter. |
| | Government | Consider shifting reverse sensitivity noise provisions to the transport chapter | No amendment made. The Noise Chapter is considered to be the most appropriate location for these provisions. In that chapter the standards sit alongside other standards for sensitive activities in commercial zones for example. The inclusion of these standards in the Noise Chapter is consistent with the National Planning |

| | | | |
|------------------------------|-------------------------------------|--|--|
| | | | Standards and other Proposed District Plans e.g. Central Hawke's Bay District Plan, New Plymouth District Plan. |
| Definitions and terms | Regional Council, Government | <p>Consistent use of “road transport network” or “transport network” throughout the plan. Road Transport Network is a defined term but the plan most commonly refers to the Transport Network.</p> <p>Include a new definition of “transport network” to clearly outline that the rail network is part of the transport network and therefore the provisions within the Transport Chapter apply.</p> | <p>Amendment made to delete the term “road transport network” as it is only used twice and replace those references with “transport network” and define this term.</p> <p>Amendment made to the introduction to the Transport chapter to clearly refer to the rail network as part of the transport network.</p> |
| | Government | One submission supported “Infrastructure” definition | Infrastructure definition retained. |
| | Corporate | <p>The definition of ‘infrastructure’ in the Planning Standards is somewhat ambiguous with respect to the status of roads. It is not completely clear as to whether roads are ‘infrastructure’, or whether only <i>structures that carry roads</i> are infrastructure (i.e. bridges or overpasses). Clause g refers to:</p> <p>g. structures for transport on land by cycleways, rail, roads, walkways, or any other means. Feedback sought to add “and roads” whenever the term infrastructure is used in the plan.</p> | No amendment. It is considered clear from the context in the definition of infrastructure and the context in which infrastructure is used in the plan that infrastructure includes roads. |
| Objectives | Government, Regional Council | There was support for TR-O1, with some amendments sought to reword it and to strengthen the direction to support transport mode options and to reference an accessibility of public transport. | Amendment made to TR-O1 to add reference to accessibility and to clarify the language, replacing “mode share” with “a variety of transport options”. The wording structure is generally retained as it is worded as a desired endpoint. |
| | Government, National Interest Group | There was support for TR-O3, with some clarification sought by one submitter as to whether it was a ‘reverse sensitivity’ objective. | No amendment made as there is a noise-specific reverse sensitivity objective in the Noise chapter NOISE-O2 where the (noise) reverse sensitivity rules are contained. There are clear statements in the plan that other chapters apply. |

| | | | |
|-----------------|---|---|--|
| Policies | Regional Council, Government | There was support for Policy TR-P1 with amendments requested to expand on how to achieve support for multi-modal requirements and to strengthen 'support' to 'provide for'. | Amendments made to reword TR-P1 to clarify and provide some more direction. |
| | Government, National Interest Group, Regional Council | There was support for TR-P2 with some wording changes sought to make it less subjective. | Amendments made to reword TR-P2 to clarify and provide some more direction. |
| | Local interest group | TR-P2 - There should be a comment re Design Guidelines if appropriate (or included in a mandatory Historic Heritage Design Guide) | Heritage character referred to in matters of discretion. |
| | Government | Feedback that TR-P3 could be simplified and clarified, with alternative wording provided. | No change made. This policy is implemented through having different standards applying to some roads. |
| | Government, Regional Council | TR-P4 does not identify reverse sensitivity which is an effect of land use on transport corridors. If the policy is not designed to apply in reverse sensitivity situations, this should be made clear. It is noted that the Noise chapter deals with reverse sensitivity. The policy reads as a method. Request to amend TR-P4 to include public transport specifically, including infrastructure requirements such as bus stops and bus manoeuvrability. | This policy is not intended to address reverse sensitivity. There is a noise-specific reverse sensitivity policy in the Noise chapter NOISE-P4 where the (noise) reverse sensitivity rules are contained. Amendment made to provide greater clarity on what the policy is trying to achieve and to read more like a policy. |
| | Government, Regional Council, Local Interest Group | There was support for TR-P10 for achieving a trail network through the Wairarapa. One submitter suggested this could be further supported with stronger language. | Amendment made to add "encourage" to strengthen the policy. |
| | Rules | Corporate | Feedback generally supported the restricted discretionary activity status for activities that infringe the permitted activity Transport standards. |
| Government | | The submitter supported TR-R1(1) applying to all activities in all zones with a connection to a state highway. The submitter requested that the rule also address where existing vehicle | Amendment to shift the content of standard TR-S5 relating to site access into the rule. |

| | | | |
|--|------------------|--|---|
| | | accesses and intersections exist and a change of use is occurring. The submitter supported identification of Waka Kotahi as an affected party | |
| | Government | TR-R2 construction of roads, crossings and accessways in proximity to a railway. The submitter supported restricted discretionary status of above and below grade crossings, and vehicle crossings within 30m of a level crossing. | No amendment |
| | Regional Council | TR-R3 High Traffic Generating Activities. The submitter considered travel demand management plans as per the Proposed Regional Policy Statement Change 1 could be included in this rule and an assessment of the contribution of greenhouse gas emissions could be part of the Integrated Transport Assessment. | A change was made to the associated standard to incorporate some of the elements of the definition of 'travel demand management plan' from RPS Change 1. |
| | Government | The submitter sought a new rule relating specifically to development within proximity to rail level crossings. The draft rule structure has standard TR-S29 linked to rule TR-R1 which relates to roads, accessways and vehicle crossings, as opposed to all development within proximity to a rail level crossing. The submitter also sought amendment to TR-S29 to ensure the standard applies to all visual obstructions and KiwiRail's model standard. | A new rule for sightlines at railway level crossings was included. This rule shifted and modified the content of the standard to align with the submitter's wording. This change was to provide greater clarity rather than change the application of the rule. |
| | Government | The submitter sought a "no build" setback within 5m of the railway corridor for new buildings or structures on sites adjoining the railway corridor to ensure that people can use and maintain their land and buildings safely without needing to extend out into the railway corridor. | No amendment was made to provide a setback from the rail corridor. Most zones already require some form of boundary setback for buildings, although the Commercial and Mixed Use and General Industrial Zone setbacks would not apply along the rail boundary. A setback of 5m would result in inefficient use of commercial land and would leave strips of land underutilised that may be left unmaintained, resulting in adverse effects on |

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| | | | amenity. Maintenance would also be expected to only be required infrequently. |
| Standards - misc | National interest group | Support for TR-S1 as the Draft Engineering Standard 2022 sets out roading design requirements that are suitable for use by emergency service vehicles. | No amendment |
| | Local interest group | TR-S4 - Add requirements for Dark Sky. Night lighting provided should adhere to International Dark Sky Guidelines | The standard contains a cross reference to the Light Chapter which is consistent with Dark Sky guidelines. Some wording amendments made for clarity. |
| | Government | Requested TR-S5 be a rule not a standard. | Content relocated to TR-R1 due to the slightly different nature of this standard. |
| | Government, Corporate, Local interest group | Amendments sought to TR-S6 vehicle crossing design <ul style="list-style-type: none"> Add cumulative effects to matters of discretion Include point D in Figure TR-1 Oppose TR-4 minimum sight distance requirements Support for TR-S6(5) and Table TR-5 Request to reduce maximum number of vehicle crossings for corner sites and sites that have not been amalgamated | Inserted 'including cumulative effects' into the matter of discretion, point D added to Figure TR-1. No change to sight distance requirements. The proposed minimum requirements have been based on the Austroads guidelines. No amendment to number of crossings, noting the definition of "site" (which is a National Planning Standards definition) and the requirement for minimum separation distances. |
| | Local interest group | Review TR-S7, Table TR-6 and Figure TR-4 for its practicality within Historic Heritage Precincts. | Matter of discretion added. |
| | Corporate, Local interest group | TR-S8 vehicle crossing formation <ul style="list-style-type: none"> Oppose as 30m is not practical nor is it necessary. Need easy to clean crossings which prevent flooding. | Amendment made to TR-S8(2) to clarify the expected seal extent and that this extent is required from the road carriageway, rather than the road property boundary. TR-S8 requires drainage. |
| | Local interest group | Oppose TR-S9(2) as it is inconsistent with the Historic Heritage Precinct. | Matter of discretion added. |
| | Corporate, Government | TR-S10 Rural accessway design <ul style="list-style-type: none"> Oppose TR-S10 – Figure TR-5 Low volume accessway - | No amendment. Advice is that this standard is required for safety and is common practice. It does not prevent an application being made for a lower standard design |

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| | | <p>not practical nor is it necessary for a single private access.</p> <ul style="list-style-type: none"> Support TR-S10 Table TR-7 but note calculation of vehicle movements is done differently by Waka Kotahi which may bring about a conflict in approach with this standard. | <p>provided that the effects on road safety are addressed.</p> <p>The use of vehicle movements rather than equivalent car movements has been retained as it will be more clearly understood by a lay-person.</p> |
| | Local interest group | <p>TR-S13 – Stormwater Management</p> <p>Need to see a copy of the Council's Engineering Standards. Need to allow for permeable surfaces.</p> | <p>No amendment made. Permeable surfaces are a consideration.</p> |
| | Local interest group | <p>TR-S15 – Accessible routes</p> <p>Ensure roadways are safe for users – particularly elderly, injured and disabled.</p> | <p>No amendment made. This is an ongoing consideration.</p> |
| | Local interest group | <p>TR-S16</p> <ul style="list-style-type: none"> Add a section for cycle parking. Support use of electric vehicles by requiring larger developments to require charging facilities (based on number of carparks – as a suggestion when 30 carparks are provided). | <p>No amendments made. There are already cycle parking standards (TR-S23). Electric charging stations are enabled by rules in the NU chapter.</p> |
| | Local interest group | <p>TR-S18 - Add requirements for crossfall.</p> | <p>No amendment</p> |
| | Local interest group | <p>TR-S21 Parking bay construction and formation</p> <ul style="list-style-type: none"> Allow for gravel within Historic Heritage Precinct. Allow for permeable paving options. | <p>Matter of discretion added.</p> |
| | Local interest group | <p>TR-S22 Reverse manoeuvres is unlikely to work within the Historic Heritage Precinct particularly in the Town Centre. Allow as a matter of discretion within Historic Heritage Precinct.</p> | <p>Matter of discretion added</p> |
| | Government, local interest group | <p>TR-S23 Minimum number of cycle parking spaces</p> <ul style="list-style-type: none"> Consider applying a minimum number of cycle parking spaces | <p>No amendment as such development would require a resource consent, the provision of cycle parking could be considered through that process. Some</p> |

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| | | <p>for medium and high-density residential and commercial activities.</p> <ul style="list-style-type: none"> • Support requirements for minimum cycle parking spaces • Ability to charge E-bikes (ideally with some cover) should be included | <p>amendments are recommended to better align terms with the defined terms used in the District Plan and to include standards for “commercial activities”. The amendment would capture commercial activities not already captured by ‘retail’ or ‘office’. Provision of e-bike charging would impose additional cost and would not be as straightforward as providing cycle parking. The range on e-bikes would generally allow people to charge them at home or at their place of accommodation.</p> |
| | Government, local interest group | <p>TR-S24 Cycle parking design</p> <ul style="list-style-type: none"> • Consider using the Cycle Parking Planning and Design technical guidance to guide design either as part of the standard or as a matter for discretion. • Include design requirements in the Historic Heritage Design Guide for the Historic Heritage Precinct. • To encourage cycling, there should be a hierarchy of parks from the entrance – e.g. accessible carparks closest, followed by cycle parking. | <p>Design detail e.g. around a hierarchy of parks, is better dealt with outside the district plan e.g. in design guidance</p> |
| | Local interest group | <p>Support TR-S25 Trip end facilities. This is important for cyclists – the staff numbers could be lowered (e.g. to 10).</p> | <p>Noted. This is a minimum requirement.</p> |
| | Local interest group | <p>TR-S26 Loading and standing space dimensions should not apply to the Town Centre. This is not at all practical, and is to be discouraged, in the Town Centre.</p> | <p>No amendment. It is reasonable to require loading and standing spaces where they are needed.</p> |
| | Government | <p>Amend TR-S29 to ensure the standard applies to all visual obstructions and KiwiRail’s model standard. <i>Buildings, structures, planting or other visual obstructions must not be located within the restart or approach sightline areas of</i></p> | <p>Provision amended.</p> |

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| | | <p>railway level crossings as shown in the shaded areas of Figure TR-8 and Figure TR-9.</p> <p>Matters of discretion:</p> <ol style="list-style-type: none"> 1. Recommendations from a Level Crossing Safety Impact Assessment. 2. Effects on the safety and efficiency of rail and road transport. | |
| <p>Traffic generation thresholds</p> | <p>Corporate, Government</p> | <p>Feedback on trip generation thresholds:</p> <ul style="list-style-type: none"> • One submitter considered the current trip generation thresholds for supermarkets are too low and lack nuance such that most all supermarket development will require resource consent to establish. Additionally, the established baseline against which traffic effects will be required to be assessed against is also too low. • One submitter supported the use of a high traffic generating activity rule, but considered the trigger for application of the rule is high, and some of the thresholds are set too high in the standards • One submitter noted Vehicle generation rates in TR-S30 are higher than those used by Waka Kotahi, e.g., trip generation rate for a residence is 10.4 not 8 as used in the standard. | <p>The proposed thresholds are comparable with thresholds adopted in other districts and reflect the fact that the addition of new vehicle movements to a network that carries low to moderate volumes will contribute to noticeable effects. The requirement for an integrated transport assessment (ITA) ensures that consideration of safe access by all travel modes is addressed.</p> <p>Nationally, there are a range of thresholds for triggering a requirement for an ITA from 200 vpd to 500 vpd. The proposed thresholds represent a balance between applicant costs and benefits to integrated planning for Council.</p> <p>No amendments are therefore proposed to the trip generation thresholds.</p> |
| <p>Emergency service access</p> | <p>National interest group</p> | <p>Request to amend TR-O1 and TR-P1 to refer to emergency service vehicles. The submitter also sought to amend TR-S14 to apply to any access to a site that has a greater length than 50 metres, providing an excess</p> | <p>Amendments to Objective TR-O1 and Policy TR-P2 to refer to emergency service vehicle access and to Standard TR-S14 to reduce the accessway length for triggering the access requirements.</p> |

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| | | <p>distance of 25 metres that, at least in most circumstances, will allow the hose run to reach the entirety of buildings located onsite.</p> | |
| <p>Car parking standards</p> | <p>Government, individual, regional council, local interest group</p> | <p>TR-S16</p> <ul style="list-style-type: none"> • Delete parking requirement for educational facilities. ITA with designation can determine parking needs. The submitter encourages council to remove minimum car parking requirements for all three districts. • Remove parking requirements from the residential, mixed use, commercial and town centre zones in Carterton and South Wairarapa for a number of stated reasons. • Submitter noted inconsistency between carparking provision for activities in South Wairarapa and Carterton vs Masterton. Encourage removing mandatory off-street carparking requirements across the whole of Wairarapa. • There should be no minimum requirements for the Greytown Town Centre. Ability to be able to use street parking should be able to be considered. | <p>No change has been made to the car parking standards and minimum parking standards have been retained for Carterton and South Wairarapa.</p> <p>Note the standards are a permitted activity standard and non-compliance can be considered through a resource consent application which could consider whether there is available on-street parking.</p> |
| | <p>National interest group</p> | <p>The submitter requested that Council retain a policy framework that would enable consent conditions to be imposed on a case-by-case basis, having regard to the effects of a particular activity. This could include, for example, matters of discretion relating to the safety of pedestrians and cyclists, surrounding car parking supply, and on and off-street amenity effects.</p> | <p>The safety and movement of pedestrians, cyclists, public transport, and general traffic is a matter of discretion (S16).</p> |

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| | Individual | <ul style="list-style-type: none"> • Consider an expanded definition of 'accessible carpark' to include carparks not just for people with permanent disabilities or mobility issues, but also for older people, families or single parents who need a car to take children to school, sports, outings, appointments or social events, carry groceries, shop at the cheapest supermarket, carry heavy items. • Consideration be given to houses/units having a small internal garage and– or a slightly larger house/unit to accommodate a garage. | <p>Under the NPS-UD the Council is not able to require minimum carparking standards in Masterton. However, there are accessible car parking standards for certain activities.</p> <p>Accessible car park is defined in the NPS UD and means - a car park designed and marked (for instance, in accordance with the mobility car parking scheme) for use by persons with a disability or with limited mobility.</p> <p>GRZ-R11 is a restricted discretionary activity for multi-unit housing and a matter of discretion is included relating to effects on the transport network.</p> |
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WAIRARAPA
COMBINED
DISTRICT PLAN
REVIEW

*Te Mahere
Rautaki
a-rohe o
Wairarapa*

Proposed Wairarapa Combined District Plan

Section 32 Evaluation Topic Report Notable Trees

OCTOBER 2023

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Appendices

Appendix 1: Paper Street Tree Company Report Summary of
Notable Trees in Masterton and Carterton Districts

Appendix 2: Report and STEM Assessments for Notable Tree
Schedule Additions

Appendix 3: Feedback on Draft District Plan

Executive summary

This Section 32 Evaluation Topic Report is focused on notable trees and street trees.

Notable trees are those trees that have been identified as having significant value for botanical and/or for historic, cultural, spiritual, landmark, or other community reasons. Notable Trees are identified in Schedule 3: Notable Trees, and on the planning maps.

Street trees (trees where the trunk is located within the road reserve) play an important role in terms of green cover in the districts, contributing to streetscape amenity, landscape, cultural, and ecological values. The Notable Trees chapter also contains rules to protect street trees and ensure any works are undertaken in accordance with best arboricultural practice.

The Operative District Plan contains provisions to protect notable trees, which are identified in a schedule to the District Plan. There are objectives and policies relating to historic heritage, but no specific objectives or policies relating to notable trees.

The Operative District Plan also contains provisions to protect street trees, including permitted activity rules for "minor trimming" of notable trees and street trees, rules controlling works in the dripline of notable trees, and an exemption for works on street trees carried out in accordance with the Council Street Tree Policy.

The review of the notable trees and street trees provisions identified some updates to the Schedule of notable trees, including the removal of some trees no longer in existence, and the addition of some trees identified as having notable tree values. The review also identified some issues with the effectiveness of the Operative District Plan, including the lack of specific objectives and policies for notable trees and street trees, and gaps in the protection of root systems of notable trees and street trees. Some issues were also identified where the wording of provisions could be improved to provide greater clarity and direction.

The key resource management issues are:

- Individual trees and groups of trees that make a notable contribution to amenity, landscape, historical, cultural, or botanical values need to be identified.
- The potential for loss or degradation of notable trees through inappropriate land use, development or subdivision, which can detract from the amenity, heritage values, and character of the environment.
- The potential for loss or degradation of street trees through inappropriate land use, development or subdivision, which can detract from the amenity and character of the environment.

The Proposed Wairarapa Combined District Plan (Proposed District Plan) contains a Notable Trees Chapter which includes provisions for the protection of notable trees and street trees. It includes separate sets of policies for notable trees and street trees and a rule framework providing for "minor trimming" as a permitted activity subject to standards, including a requirement that works be undertaken or supervised by a qualified arborist and to provide notice to Council prior to undertaking works. Trimming, removing, or altering any street tree by Council is a permitted activity where work is undertaken by Council in accordance with best arboricultural practice.

Key changes in the Proposed District Plan for notable trees and street trees are:

- A new definition for "root protection area", replacing the use of "dripline".
- New definitions for "qualified arborist" and "street tree".
- The application of controls on works in the root protection area of street trees within the road reserve.
- Requirements that works be undertaken or supervised by a qualified arborist and to provide notice to Council prior to undertaking works.
- The addition of 10 new trees or groups of trees to the Schedule of Notable Trees.

The Proposed District Plan will protect notable trees and street trees from inappropriate subdivision, use and development. It provides a set of clear provisions to reduce regulatory uncertainty and provide greater clarity to plan users about when resource consent would be required. It will ensure greater protection for the roots of notable trees and street trees, and therefore greater protection of the trees themselves.

1.0 Introduction

This section 32 evaluation report is focused on notable trees and street trees in all zones in the Wairarapa. Notable trees are those trees that have been identified as having significant value for botanical and/or for historic, cultural, spiritual, landmark, or other community reasons. Notable Trees are identified in Schedule 3: Notable Trees, and on the planning maps.

Street trees (trees where the trunk is located within the road reserve) play an important role in terms of green cover in the districts, contributing to streetscape amenity, landscape, cultural, and ecological values. The Notable Trees chapter also contains rules to protect street trees and ensure any works are undertaken in accordance with best arboricultural practice.

This report sets out the statutory and policy context for the provisions in the Notable Trees chapter, key resource management issues, consultation, and the evaluation of this topic to decide on the proposed provisions.

This report should be read in conjunction with the Section 32 Evaluation Overview and Strategic Directions Report and the following section 32 evaluation topic reports:

| Report | How does this topic relate to the Notable Trees provisions |
|--|---|
| Ecosystems and Indigenous Biodiversity | The Ecosystems and Indigenous Biodiversity Chapter contains provisions relating to modification of indigenous vegetation within and outside of a Significant Natural Area. Both the provisions in the Ecosystems and Indigenous Biodiversity Chapter as well as the Notable Trees Chapter apply. There are no Notable Trees within Significant Natural Areas. |
| Network Utilities | The objectives and policies in the Network Utilities chapter will be relevant where works on Notable Trees or Street Trees are required for a network utility purpose. |

2.0 Statutory and policy context

2.1 Resource Management Act

As set out in the Section 32 Evaluation Overview and Strategic Directions Report, an evaluation is required of how the proposal achieves the purpose and principles in Part 2 of the RMA. This requires consideration of sections 5 to 8 of the RMA.

Section 5 sets out the purpose of the RMA which is to promote sustainable management of natural and physical resources. This section is set out in more detail in the Section 32 Evaluation Overview and Strategic Directions Report.

Section 6 requires all persons exercising functions and powers under the RMA to recognise and provide for specified matters of national importance. The section 6 matters relevant to this topic are:

| Section | Relevant matter and applicability |
|--------------|--|
| Section 6(f) | <i>the protection of historic heritage from inappropriate subdivision, use, and development</i> Some Notable Trees are identified for their heritage value and/or their association with heritage places. |

Section 7 requires all persons exercising functions and powers under the RMA, in relation to managing the use, development, and protection of natural and physical resources, to have particular regard to a range of matters. The section 7 matters relevant to this topic are:

| Section | Relevant matter |
|--------------|--|
| Section 7(c) | <i>the maintenance and enhancement of amenity values</i> Notable Trees and Street Trees contribute to the maintenance and enhancement of amenity values. |
| Section 7(f) | <i>maintenance and enhancement of the quality of the environment</i> Notable Trees and Street Trees may contribute to the maintenance and enhancement of the quality of the environment. |
| Section 7(g) | <i>any finite characteristics of natural and physical resources</i> Although renewable over the long term as they can be replanted, some trees are of significant age and/or size and take a long time to grow. |

Section 8 requires local authorities to take into account the principles of the Treaty of Waitangi. Tangata whenua, through iwi authorities have been consulted as part of the review process. This feedback has informed the section 32 evaluation, and the obligation to make informed decisions based on that consultation is noted.

Specific provisions relating to trees are contained in section 76 of the RMA. The Resource Management (Simplifying and Streamlining) Amendment Act made some changes to tree protection in urban environments in 2012 with further changes in 2013.

Section 76(4A) to (4D) of the RMA restricts what rules may be included in district plans for the protection of trees on “urban environment allotments”. To include rules to protect trees these must be described and the allotment identified. It is possible to protect Notable Trees on urban environment allotments by their inclusion in a Schedule where this meets the requirements that the tree(s) are described and the allotment is specifically identified by street address or legal description of the land. The protection of street trees is also possible as roads are not an “urban environment allotment”. The provision states:

76 District rules

...

(4A) A rule may prohibit or restrict the felling, trimming, damaging, or removal of a tree or trees on a single urban environment allotment only if, in a schedule to the plan,—

- a. the tree or trees are described; and*
- b. the allotment is specifically identified by street address or legal description of the land, or both.*

(4B) A rule may prohibit or restrict the felling, trimming, damaging, or removal of trees on 2 or more urban environment allotments only if—

- a. the allotments are adjacent to each other; and*
- b. the trees on the allotments together form a group of trees; and*

- c. *in a schedule to the plan,—*
 - i. *the group of trees is described; and*
 - ii. *the allotments are specifically identified by street address or legal description of the land, or both.*

(4C) *In subsections (4A) and (4B),—*

group of trees means a cluster, grove, or line of trees

urban environment allotment or allotment means an allotment within the meaning of [section 218](#)—

- a. *that is no greater than 4,000 m²; and*
- b. *that is connected to a reticulated water supply system and a reticulated sewerage system; and*
- c. *on which there is a building used for industrial or commercial purposes or as a dwellinghouse; and*
- d. *that is not reserve (within the meaning of [section 2\(1\)](#) of the Reserves Act 1977) or subject to a conservation management plan or conservation management strategy prepared in accordance with the [Conservation Act 1987](#) or the [Reserves Act 1977](#).*

(4D) *To avoid doubt, subsections (4A) and (4B) apply—*

- a. *regardless of whether the tree, trees, or group of trees is, or the allotment or allotments are, also identified on a map in the plan; and*
- b. *regardless of whether the allotment or allotments are also clad with bush or other vegetation.*

2.2 National direction

2.2.1 National Policy Statements

The National Policy Statements relevant to this topic are:

| NPS | Relevant Objectives / Policies |
|---|--|
| National Policy Statement for Indigenous Biodiversity 2023 (NPS-IB) | <p>The objective of the NPS-IB is to maintain indigenous biodiversity across Aotearoa New Zealand so that there is at least no overall loss in indigenous biodiversity after the commencement date.</p> <p>Notable Trees and Street Trees may be indigenous species and therefore contribute to the objective of the NPS-IB although the reasons for their identification and protection are wider including for botanical, historic, cultural, spiritual, landmark, and amenity values.</p> |

| NPS | Relevant Objectives / Policies |
|-----|--|
| | The objectives of the NPS-IB will generally be achieved through other provisions, including those relating to Significant Natural Areas. |

2.2.2 National Environmental Standards

The National Environmental Standards relevant to this topic are:

| NES | Relevant regulations |
|--|--|
| National Environmental Standard for Electricity Transmission Activities 2009 | Clauses 30 and 39 require a resource consent for the trimming, felling, or removal of any tree or vegetation if a rule prohibits or restricts its trimming, felling, or removal. |
| National Environmental Standard for Telecommunication Facilities 2016 | Clauses 44 and 45 of the NES require compliance with District Plan provisions for the protection of trees. |

2.2.3 National Planning Standards

The National Planning Standards require that where the following matters are addressed, they must be included in the Notable Trees chapter in Part 2 – District-Wide Matters of the District Plan:

- Identification of individual trees or groups of trees
- Provisions to manage trees or groups of trees
- A schedule(s) of individual trees and groups of trees. This schedule must include a description of the tree(s) including the species of the tree(s). This may cross-reference an appendix.

All schedules are required to contain the following information:

- Unique identifier (created by the local authority)
- Site identifier (e.g. legal description, physical address, site name or description)
- Site type (including description of values)
- Map reference or link.

2.2.4 National guidance documents

The following national guidance documents are relevant to this topic:

| Document | Author/Owner | Summary |
|---|---|---|
| Tree protection in urban environments | Ministry for the Environment, December 2013 | https://environment.govt.nz/assets/Publications/Files/tree-protection-guidance-cover_0.pdf This guidance explains how sections 76(4A) –76(4D) of the Resource Management Act 1991 (RMA) should be applied and highlights some key considerations when using district plan rules to protect trees in urban allotments. |
| AS 4970-2009 Australian Standard - Protection of trees on development sites | Standards Australia | Although not a New Zealand document, the Australian standard provides best practice guidance on protection of trees on development sites. It includes identification of a "tree protection zone" which is calculated for each tree by multiplying its trunk diameter measured at 1.4m above ground by a factor of 12. |

2.3 Regional direction

2.3.1 Regional Policy Statement for the Wellington Region

The table below identifies the relevant provisions and resource management topics contained in the RPS.

| Objective/Policy | Relevant matters |
|------------------|---|
| Objective 15 | Historic heritage is identified and protected from inappropriate modification, use and development. |
| Policy 21 | Identifying places, sites and areas with significant historic heritage values |
| Policy 22 | Protecting historic heritage values |
| Policy 46 | Managing effects on historic heritage values |

2.3.2 Natural Resources Plan

The table below identifies the relevant provisions for Notable Trees contained in the NRP.

| Section | Relevant matters |
|---------------|--|
| Objective O27 | Significant historic heritage and its values are protected from inappropriate modification, use and development. |

2.3.3 Any other relevant regional plans or strategies

There are no relevant regional plans or strategies.

2.4 Wairarapa policies, plans and strategies

2.4.1 Iwi Management Plans

There are currently no iwi management plans relevant to the Wairarapa.

2.4.2 Statutory Acknowledgements

As outlined in the Section 32 Evaluation Overview and Strategic Directions Report and identified in Appendices APP1 and APP2 to the Proposed District Plan, there are several statutory acknowledgement areas within the districts. For any application for a resource consent for an activity within, adjacent to, or directly affecting a statutory area the consent authority must have regard to the statutory acknowledgement and provide notice to the relevant trustees.

2.4.3 Any other relevant local plans or strategies

The following plans or strategies are relevant to this topic:

| Plan / Strategy | Organisation | Relevant Provisions |
|--|----------------------------------|---|
| South Wairarapa District Council Urban Tree Policy, 2018 | South Wairarapa District Council | <p>This Policy provides:</p> <ul style="list-style-type: none"> Guidelines for the ongoing maintenance of existing trees and plantings on road reserves and Council land within the urban area. Procedures and approaches for the removal of trees on road reserves and Council land. Guidelines for planting and maintenance of future street tree plantings Guidelines for assessment of and ongoing maintenance of notable trees <p>The Policy supports the Operative District Plan which provides that any activity affecting a street tree is a permitted activity where the work is undertaken in accordance with the Council Street Tree Policy.</p> |
| Carterton District Council Urban Street Tree Policy, November 2020 | Carterton District Council | <p>This Policy provides:</p> <ul style="list-style-type: none"> Guidelines for the ongoing maintenance of existing trees and plantings on road reserves and Council land within the urban area. Procedures and approaches for the removal of trees on road reserves and Council land. |

| Plan / Strategy | Organisation | Relevant Provisions |
|---|----------------------------------|---|
| | | <ul style="list-style-type: none"> Guidelines for planting and maintenance of future street tree plantings Guidelines for assessment of and ongoing maintenance of notable trees <p>The Policy supports the Operative District Plan which provides that any activity affecting a street tree is a permitted activity where the work is undertaken in accordance with the Council Street Tree Policy.</p> |
| Masterton District Council Street Tree Policy 2010 | Masterton District Council | <p>This policy aims to direct the species selection, operational practices, and removal/succession of trees within the built environment and urban landscape. It provides policies and guidelines for the management of street trees on Council owned and/or administered road reserve.</p> <p>It includes a policy for tree removal and replacement.</p> |
| Carterton District Council Draft Reserve Management Plan 2021 | Carterton District Council | <ul style="list-style-type: none"> Provides a district-wide reserve management plan with general policies applying to all reserves. Individual reserve management plans may be separately prepared. The Reserve Management Plan may be relevant to notable trees located on reserves. |
| South Wairarapa District Council reserve management plans (various) | South Wairarapa District Council | <p>SWDC has Reserve Management Plans for the following reserves:</p> <ul style="list-style-type: none"> Martinborough – Centennial and Considine Park, Martinborough Square Greytown – Soldiers Memorial Park, Stella Bull Park Rural Reserves Management Plan Coastal Reserves Management Plan <p>The Reserve Management Plans may be relevant to notable trees located on reserves.</p> |

2.5 Other legislation or regulations

The following additional legislative / regulatory requirements are also relevant to this topic:

| Legislation / Regulation | Relevant Provisions |
|---|--|
| Electricity (Hazards from Trees) Regulations 2003 | <p>These regulations aim to protect the security of the supply of electricity and public safety including by prescribing distances from electrical conductors within which trees must not encroach and setting rules about who has responsibility for cutting or trimming trees that encroach on electrical conductors.</p> <p>Identifies "growth limit zones" for conductors of varying length and voltage.</p> |
| Telecommunications Act 2001 | <p>The Telecommunications Act 2001 allows a network operator to access a property to undertake work where a tree is, or is likely to, cause imminent danger to, or serious interference with, a telecommunications line.</p> |
| Reserves Act 1977 | <p>Section 42 restricts the cutting or destruction of trees or bush. Cutting or destroying trees on any recreation reserve, government purpose reserve, or local purpose reserve requires approval from the administering body (usually the council).</p> |

3.0 Issues analysis

3.1 Background

An important element of the historic heritage of the Wairarapa are those trees that have some significance, whether due to their rarity, prominence, historic relationship or collective values. Without adequate recognition and protection, such trees can be easily damaged or lost through inadvertent actions. Trees may also be notable for their botanical, cultural, spiritual, landmark values, or other community reasons.

The Operative District Plan contains provisions to protect Notable Trees, which are identified in a schedule to the District Plan. There are objectives and policies relating to historic heritage, but no specific objectives or policies relating to Notable Trees.

The Operative District Plan also contains provisions to protect Street Trees, which are important to the districts for their contribution to streetscape amenity, landscape, cultural, and ecological values.

There have been no significant changes in national direction for heritage since the Operative District Plan was prepared. Changes to the RMA in 2012 and 2013 made some changes to the way rules can be used for tree protection in urban environments, with the intention of restricting the use of blanket tree protection rules. These do not prevent protection of scheduled Notable Trees provided requirements are met in relation to the identification of the trees and sites.

South Wairarapa District Council undertook Plan Change 10 in 2019/2020 to update the schedule of notable trees in Appendix 1.4. However, Masterton and Carterton District Councils have not updated the schedule within their jurisdictions since the District Plan became operative.

3.2 Evidence base

The Councils have reviewed the Operative District Plan, commissioned technical advice and assistance from internal and external experts and utilised this, along with community feedback, to assist with setting the plan framework. This work has been used to inform the identification and assessment of the environmental, economic, social and cultural effects that are anticipated from the implementation of the provisions. The following sections outline this evidence.

3.2.1 Analysis of Operative District Plan provisions

3.2.1.1 Overview of Operative District Plan provisions

The Operative District Plan contains rules for Notable Trees and Street Trees. The relevant objectives and policies for Notable Trees are those relating to 'historic heritage' as the RMA definition of 'historic heritage' includes natural heritage.

The Operative District Plan identifies the following significant resource management issues in relation to historic heritage that are relevant to Notable Trees:

- The need to comprehensively and consistently identify historic heritage in the Wairarapa.
- The adverse effects that earthworks, demolition and modifications can have on the Wairarapa's historic heritage, particularly archaeological sites and buildings with historic heritage values.
- The potential for the inadvertent damage or destruction of notable trees within the Wairarapa.

There is a single objective for Historic Heritage in the current District Plan. This is:

- 10.3.1 Objective HH1 – Historic Heritage Values: To recognise and protect the important historic heritage of the Wairarapa.

This objective is implemented through a primarily regulatory approach with a series of policies and rules.

19.3.1 Objective GAV1 is also relevant. It is:

- To maintain and enhance those general amenity values which make the Wairarapa a pleasant place in which to live and work, or visit.

19.3.2 Policy GAV1(h) is:

- Avoid, remedy or mitigate the potential effects of subdivision and development on street trees.

Rules relating to Notable Trees and Street Trees are contained in Chapter 21 of the Operative District Plan. Appendix 1.4 contains a list of Notable Trees. "Street Tree" is defined as "any tree located within legal road reserve".

The Operative District Plan provides for "minor trimming" of listed (notable) trees as a permitted activity subject to standards. Outside of "minor trimming", all other works (including removal) to listed (notable) trees require a resource consent. The Operative District Plan also requires a resource consent for certain works within the dripline of listed (notable) trees. Works on Street Trees resulting in more than minor trimming also require a resource consent, although there are no restrictions on works within the dripline. There is an "exception" stating that any activity affecting a street tree is a permitted activity where the work is undertaken in accordance with the Council Street Tree Policy.

3.2.1.2 State of the environment - existing scheduled trees

Arborist Richie Hill of Paper Street Tree Company was engaged to undertake a review of the scheduled Notable Trees in the Masterton and Carterton Districts and provide an assessment against up-to-date criteria, using the Standard Tree Evaluation Method (STEM). The South Wairarapa District listings were not reviewed as they were recently addressed through Plan Change 10. The report outlining the results of the assessment is contained in Appendix 1. Of the 26 items in the Masterton District and five in the Carterton District, four were found during the assessment to no longer be present (two from the Masterton list and two from the Carterton list). Other minor updates were also identified, for instance to update the common or botanical name of trees, update tree locations, and update the number of trees in a group.

3.2.1.3 State of the environment monitoring

In terms of consenting, between 2014/2015 and 2020/2021 the Ministry for the Environment National Monitoring System Database shows the following consent applications (all were granted):

- Masterton District:
 - 2014/15: one consent for removal of tree from a heritage property
 - 2015/16: one consent for removal of a heritage tree
 - 2016/17: one consent for removal of trees from a heritage property
 - 2017/18: one consent for removal of trees
 - 2018/19: one consent for removal of a tree
 - 2019/20: one consent for works around a notable tree
 - 2020/21: one consent for removal of a tree from a heritage site
- Carterton District:

- No consent applications
- South Wairarapa District:
 - 2014/15: two consents for removal of listed trees, one consent for trimming/modification of a listed tree
 - 2015/16: one consent for pruning a tree
 - 2016/17: one consent for works within the drip line of a listed tree, one consent for tree trimming and felling for electricity transmission line
 - 2017/18: two consents for works/pruning/removal of listed trees, two consents for removal of listed trees, one consent for pruning of listed tree
 - 2018/19: one consent for removal of listed tree, one consent for relocated dwelling involving listed tree
 - 2019/20 two consents for works within dripline of listed trees and street trees
 - 2019/20 one consent for removal of a listed tree
 - 2020/21 one consent for removal of a listed tree, one consent for works in the dripline of a listed tree, one consent to prune a notable tree.

From this data it can be seen that South Wairarapa has the most consent applications relating to notable/listed trees, while Carterton has the least (none). This reflects the number of scheduled trees in each of the districts. Most consents have been for removal of listed trees, with a small number of consents for pruning and works in the dripline. From the database, only one consent explicitly related to street trees, although some did not specify.

Examples of consents for pruning works included pruning work involving between 10%-15% crown reduction which was determined to fall outside the permitted pruning works for listed (notable) trees.

Consents for works within the dripline of listed (notable) trees included the installation of a water pipe, the installation of fibre optic cables, and the construction of a picnic table.

Consents for removal of listed (notable) trees included trees that were in an unsafe condition and posing a safety risk.

3.2.1.4 Effectiveness of the Operative District Plan approach

The following issues have been identified with the effectiveness of the Operative District Plan:

| Issue | Comment |
|---|--|
| Issue 1: Notable trees are not specifically recognised in the objective and policies for historic heritage | <ul style="list-style-type: none"> Notable trees are not specifically recognised in the objective and policies for historic heritage. They are implicitly provided for as the RMA definition of 'historic heritage' includes natural heritage. The links may not be clear to a lay user of the plan. |
| Issue 2: The list of Notable Trees requires updating to remove trees that no longer exist and to consider whether any additional trees are worthy of inclusion | <ul style="list-style-type: none"> South Wairarapa District Council prepared Plan Change 10 to the Operative District Plan in 2019 to update the schedule of notable trees in Appendix 1.4. However, Masterton and Carterton District Councils have not updated the schedule within their jurisdictions since the District Plan became operative. |
| Issue 3: The Operative District Plan provisions restrict works in the dripline of notable trees but protection does not extend outside the dripline and provisions do not apply to street trees | <ul style="list-style-type: none"> The current rules for notable trees do not provide any protection for tree roots beyond the dripline. There are no clear rules for works in the dripline (or any form of root protection) for street trees. Council officers have identified issues with root damage occurring during infrastructure installation works. |

3.2.2 Analysis of other District Plan provisions relevant to this topic

Current practice has been considered in respect of this topic, with a review undertaken of the following District Plans:

| Plan | Description of approach |
|--|---|
| Proposed Porirua District Plan, rev Aug 2022 | <p>The Notable Trees Chapter contains:</p> <ul style="list-style-type: none"> One objective relating to recognising and protecting notable trees. Five policies relating to identifying notable trees, protecting and maintaining the values of notable trees, allowing appropriate works, potentially appropriate works, and removal of notable trees. A definition of "root protection area" distinguishing spreading canopy (radius to the outermost extent of the spread of the tree's branches) and columnar species (radius to half the height of the tree). Permitted activity rules for activities in the root protection area (subject to standards), trimming and pruning (subject to standards) and removal (where the tree is a serious imminent threat to safety or is confirmed dead or in terminal decline). Includes requirements for trimming, pruning and removal works to be undertaken by a "works arborist" and written documentation by a "technician arborist". |
| Proposed New Plymouth District Plan - | <p>The Notable Trees Chapter contains:</p> |

| Plan | Description of approach |
|--|--|
| <p>Decisions Version, rev May 2023</p> | <ul style="list-style-type: none"> • One objective relating to recognising, identifying and protecting notable trees • Seven policies relating to identifying notable trees, allowing trimming and works in the root protection area, allowing removal of unsafe/unsound trees, managing subdivision, avoiding removal of trees apart from in certain circumstances, managing activities in the root protection area, and provision of information and advice. • Permitted activity rules for activities in the root protection area, trimming and maintenance, root pruning, and removal of unsafe or unsound trees. Permitted activity requirements include requirements for the Council or a qualified arborist to certify that the work will be in accordance with specified aspects of the standards. • Building activities, outdoor storage, and underground network utilities and infrastructure in the root protection area are a restricted discretionary activity <p>Removal of a notable tree not otherwise provided for is a non complying activity.</p> |
| <p>Auckland Unitary Plan - Operative in Part, rev 20 July 2023</p> | <p>The provisions relating to trees in roads were reviewed as an example of a plan that contains provisions relating to street trees / trees located in road reserve.</p> <ul style="list-style-type: none"> • Chapter E17 "Trees in roads" contains objectives, policies and rules relating to trees in roads. • There is no definition of "trees in roads" but the chapter states the rules apply if the location of the trunk of the tree is in the road. • A range of permitted activities are provided for including tree trimming or alteration, works within the protected root zone, and tree removal of trees less than 4m in height and 400mm in girth. Trimming and works in the protected root zone are subject to standards including maximum branch diameter and percentage of live growth of the tree that can be removed. • Contains a definition of "protected root zone" distinguishing spreading canopy (greatest distance between the trunk and the outer edge of the canopy) and columnar species (half the height of the tree). |
| <p>Proposed Selwyn District Plan</p> | <p>The Proposed Selwyn District Plan was looked at as it contains a rule for the installation of underground network utilities in the root protection area of protected trees.</p> <p>The Plan contains a definition of "root protection area" defined as the greater area of the radius to the outer extent of the branch spread or half the height of the tree.</p> <p>It states:</p> <p><i>Earthworks within 5m of the base of a tree listed in TREE-SCHED2, undertaken for the purpose of installing underground network utilities, including customer connections, shall:</i></p> <p><i>be at least 1m below ground level; and</i></p> <p><i>a. be installed by hand-digging or trenchless means (such as air spade, hydro vac or directional drilling methods); and</i></p> |

| Plan | Description of approach |
|------|---|
| | <p><i>b. have an entry point that either:</i></p> <p><i>i. is located outside of the root protection area; or</i></p> <p><i>ii. has an area of less than 1m².</i></p> <p>Selwyn District Council was also contacted for comment on the implementation of this rule. It is a relatively new rule and Selwyn District Council advised they have not experienced any particular issues with it to date.</p> |

These plans were selected because:

- They have been subject to a recent plan review that has addressed similar issues relating to this topic; and/or
- They have addressed specific issues of relevance (e.g. trees in road reserve in the Auckland Unitary Plan, installation of infrastructure in the root protection area in the Selwyn District Plan).

A summary of the key findings follows:

- All reviewed plans protected Notable Trees but only the Auckland Unitary Plan contains rules protecting Street Trees.
- The reviewed plans use the terms 'root protection area' or 'protected root zone' but the definitions are similar.
- New Plymouth and Porirua Plans provide for removal of scheduled trees when they are dead, in decline or a health and safety risk as a permitted activity subject to documentation or supervision from an arborist/council.
- Some councils require that they be notified prior to works.
- There are also plan requirements for the arborist removing the tree to be authorised or certified to undertake the tree removal, (such as on the basis of the arborist having certain qualifications or experience), or through the council overseeing the tree removal or through the use of an approved council contractor.

3.2.3 Advice received from Iwi

No specific advice has been received from Rangitāne o Wairarapa or Ngāti Kahungunu ki Wairarapa regarding this topic and the proposed provisions evaluated within this report.

3.2.4 Technical information

Technical advice was received from arborist Richie Hill of Paper Street Tree Company. This advice included the review, described above in Section 3.2.1.2 of existing listed notable trees, and assessment of newly nominated trees as described below in Section 3.2.5. These assessments are contained in Appendices 1 and 2.

Technical advice was also received from Mr Hill on various matters to inform the Notable Trees chapter provisions including advice relating to definitions of qualified arborist and root protection area, and rules for works in the root protection area.

3.2.5 Consultation

As noted above, the Masterton and Carterton Districts' Notable Tree Schedules were reviewed by arborist Richie Hill. Letters were sent to landowners prior to the site visits being undertaken and following the assessments a copy of the STEM assessment results were provided to the landowners with an opportunity to discuss or ask questions. No issues were raised by landowners as a result of this process.

Public consultation was undertaken on the Draft District Plan in October to December 2022.

The Notable Trees chapter in the Draft District Plan contained provisions for the protection of Notable Trees and Street Trees. New objectives and policies specific to Notable Trees and Street Trees were included. The rules were substantially the same as those in the Operative District Plan, although reformatted to fit the National Planning Standards format. The Schedule of Notable Trees contained minor updates as a result of the assessments undertaken for the Carterton and Masterton Districts. The schedule for South Wairarapa District was as per the Operative Plan Change 10.

As part of the public consultation, the community was invited to put forward any trees they considered may be worthy of inclusion in the schedule of notable trees in the Proposed District Plan. Ten trees or groups of trees were put forward by 7 different individuals or groups. The majority of these nominated trees were in the South Wairarapa District, with one group of trees in the Masterton District. An initial review of the nominations was undertaken by Richie Hill. This initial review resulted in a small number of nominations not being pursued further as either they were already included in the draft schedule or there was insufficient information provided to identify the tree. In addition, some trees had already been assessed as part of the Plan Change 10 process and did not require reassessment.

Following the initial assessment, letters were sent out to the landowners of properties on which the nominated trees are located advising that a tree on their property has been nominated and that the Council would like to undertake a STEM assessment of the tree(s). Where the landowner responded and was amenable to having their tree assessed, that assessment was undertaken by Mr Hill. Some landowners did not respond or responded that they did not wish to have their tree assessed/listed and in those cases no assessment was undertaken. For those that were assessed, the results of the STEM assessments were provided to the landowner with an opportunity to comment.

All trees that were assessed had a STEM score of 120 or greater. This compares to a minimum score of 110 which was set as the threshold for Plan Change 10. Where the landowner did not support including the tree(s) on the Schedule, the tree(s) have not been included. This is consistent with the approach taken in Plan Change 10 where an approach was taken that only trees with a STEM score over 210 would be considered for inclusion in the case of a landowner not supporting the tree's inclusion. Of those assessed, only one was not supported by the landowner and it did not score 210 or over. A copy of the STEM assessments for those trees proposed to be included in the Proposed District Plan Schedule 3 is contained in Appendix 2.

Feedback was also received on the provisions in the Draft Notable Trees chapter.

A summary of specific feedback on this topic received during consultation on the Draft District Plan is contained in Appendix 3, including how it has been responded to in the Proposed District Plan.

In summary, the key findings arising from the consultation undertaken on this topic are:

- General support for protection of Notable Trees
- Requests for greater protection of Notable Trees
- Requests for provisions that are more enabling for works associated with network utilities.

3.3 Summary of issues

The statutory and policy context and available evidence outlined above identified few issues, therefore a targeted review, focusing on updating the Notable Tree Schedule and developing the provisions in accordance with the National Planning Standards, was considered appropriate.

Based on the research, analysis and consultation outlined above, the following issues have been identified with respect to the effectiveness of the Operative District Plan:

- Issue 1: Notable trees are not specifically recognised in the objective and policies for historic heritage
- Issue 2: The list of Notable Trees requires updating to remove trees that no longer exist and to consider whether any additional trees are worthy of inclusion
- Issue 3: The Operative District Plan provisions restrict works in the dripline of notable trees but protection does not extend outside the dripline and provisions do not apply to street trees.

The resource management issues are largely the same as those identified in the Operative District Plan, with some refinement and some amendment to recognise that Notable Trees may have wider values than just heritage.

The following resource management issues have been identified:

| Issue | Comment |
|---|---|
| Issue 1: Individual trees and groups of trees that make a notable contribution to amenity, landscape, historical, cultural, or botanical values need to be identified | <ul style="list-style-type: none"> Individual trees and groups of trees can make a notable contribution to amenity, landscape, historical, cultural, or botanical values. To protect these trees they need to be comprehensively and consistently identified. |
| Issue 2: The potential for loss or degradation of notable trees through inappropriate land use, development or subdivision, which can detract from the amenity, heritage values, and character of the environment | <ul style="list-style-type: none"> Activities can deliberately or inadvertently affect the health of notable trees. |
| Issue 3: The potential for loss or degradation of street trees through inappropriate land use, development or subdivision, which can detract from the amenity and character of the environment | <ul style="list-style-type: none"> Street trees play an important role in terms of green cover in the districts, contributing to streetscape amenity, landscape, cultural, and ecological values. Activities can deliberately or inadvertently affect the health of street trees. Council manages street trees, which are located on road reserve. |

4.0 Scale and significance

4.1 Evaluation of scale and significance

Under section 32(1)(c) of the RMA, this evaluation report needs to contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.

This section assesses the scale and significance of the notable trees provisions to determine the level of analysis required.

| | Low | Medium | High |
|--|-----|--------|------|
| Degree of change from the Operative District Plan | √ | | |
| Effects on matters of national importance | √ | | |
| Scale of effects - geographically | | √ | |

| | | | |
|--|---|---|--|
| Scale of effects on people e.g. landowners, neighbourhoods, future generations | | √ | |
| Scale of effects on those with specific interests e.g. tangata whenua | √ | | |
| Degree of policy risk – does it involve effects that have been considered implicitly or explicitly by higher order documents? Does it involve effects addressed by other standards/commonly accepted best practice? | √ | | |
| Likelihood of increased costs or restrictions on individuals, communities or businesses | | √ | |

In summary:

- The rules are similar to the Operative District Plan, although new objectives and policies have been introduced providing greater direction, and a new definition for "root protection area" has been introduced. Some changes have been made to the rules, particularly for network utilities and the inclusion of protection of the root protection area for street trees. Requirements for providing notice to Council have been introduced. Additional notable trees are proposed for inclusion in the Schedule.
- The proposal relates to a section 6 matter as the criteria for identification and protection of notable trees is related to the protection of historic heritage under section 6(f).
- Notable trees are located throughout the districts, although most are within urban areas.
- The on-site extent of effects is generally limited to a small portion of the site within the root protection area of the notable tree. A change is proposed to the root protection area definition which in some cases will mean a greater area is protected than under the Operative District Plan provisions.
- There is no national direction on notable trees, although there are specific provisions in the RMA relating to tree protection in urban environments.
- There will be increased costs or restrictions on sites where additional notable trees are included on the schedule and in circumstances where the "root protection area" as defined in the Plan exceeds the Operative District Plan "dripline".

Overall, it is considered that the scale and significance of the proposal is low to medium.

4.2 Quantification of benefits and costs

Section 32(2)(b) of the RMA requires that, where practicable, the benefits and costs of a proposal are to be quantified.

Specific quantification of all benefits and costs associated with the Proposed District Plan is considered neither practicable nor readily available. In general, a qualitative assessment of costs and benefits associated with the Proposed District Plan is considered sufficient, and this is provided for in the assessment of policies, rules and other methods contained in section 7.0 of this report. However, where practicable and considered appropriate to supporting the evaluation, some of the benefits or costs associated with the Proposed District Plan have been quantified. The identification of costs and benefits has been informed by the body of evidence outlined in section 3.0 of this report.

5.0 Proposed provisions

5.1 Strategic directions

The following objectives from the Strategic Direction chapter of the Proposed District Plan are relevant to the topic.

| | |
|---|--|
| HC-O1 | Protection of heritage values |
| The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungunu ki Wairarapa are recognised, protected and maintained. | |
| NE-O1 | Natural character, landscapes, features, and ecosystems |
| The natural environment contributes positively to the Wairarapa's sense of place and identity. | |

These objectives are relevant as notable trees may be protected due to their heritage values. The protection of notable trees and street trees also contributes to the natural environment and in turn its contribution to sense of place and identity.

These objectives are evaluated in the Section 32 Evaluation Overview and Strategic Directions Report.

5.2 Overview of proposed provisions

The proposed provisions relevant to this topic are set out in detail in the Proposed District Plan and should be referenced in conjunction with this evaluation report.

In summary, the proposed provisions include:

- Definitions for "root protection area", "qualified arborist", and "street tree".
- Two objectives that address the identification and protection of notable trees and the protection of street trees.
- Five policies relating to notable trees addressing:

- Identification and scheduling of notable trees
- Allowing appropriate works on notable trees
- Potentially appropriate works on notable trees
- Subdivision of sites with notable trees
- Removal of notable trees.
- Four policies relating to street trees addressing:
 - Allowing appropriate works on street trees
 - Potentially appropriate works on street trees
 - Removal of street trees
 - Works on street trees by Council.
- A rule framework that provides for:
 - In relation to notable trees:
 - Minor trimming as a permitted activity subject to limitations on the nature of the work and standards requiring that the works be undertaken or supervised by a qualified arborist and that notice to Council be provided. Trimming not meeting the standards is a restricted discretionary activity.
 - Activities in the root protection area as a permitted activity subject to limitations on the nature of the activity. Earthworks require a resource consent except for certain works for installation of underground network utilities. Activities not meeting the permitted activity standards are a restricted discretionary activity.
 - Removing or altering any notable tree other than provided for by TREE-R1 is a restricted discretionary activity.
 - In relation to street trees:
 - Minor trimming as a permitted activity subject to limitations on the nature of the work and standards requiring that the works be undertaken or supervised by a qualified arborist and that notice to Council be provided. Trimming not meeting the standards is a restricted discretionary activity.
 - Activities in the road reserve within the root protection area as a permitted activity subject to limitations on the nature of the activity. Earthworks require a resource consent except for certain works for installation of underground network utilities. Activities not meeting the permitted activity standards are a restricted discretionary activity.
 - Trimming, removing, or altering any street tree as a permitted activity where work is undertaken by Council in accordance with best arboricultural practice.

- Removing or altering any street tree other than provided for by TREE-R3 or R5 (trimming or removal) is a restricted discretionary activity.
- A Schedule of Notable Trees containing individual trees and groups of trees.

5.3 Other relevant objectives

There are no other directly relevant objectives in the Proposed District Plan. The objectives in the zone chapters relating to the character and amenity of the zone, the objectives in the Historic Heritage chapter relating to heritage values, and ECO-O1 relating to biological diversity are relevant to the values that notable trees may be contributing to.

5.4 Other methods

The Ecosystems and Indigenous Biodiversity chapter contains provisions relating to modification of indigenous vegetation within and outside of a Significant Natural Area. Both the provisions in the Ecosystems and Indigenous Biodiversity chapter as well as the Notable Trees chapter apply although the focus of the Ecosystems and Indigenous Biodiversity provisions is protection and maintenance of indigenous biodiversity, while notable trees may be recognised for a wider range of values, including amenity and heritage.

The Councils each have a Street Tree Policy containing guidelines and procedures for planting, maintenance, and removal of street trees.

Reserve Management Plans may contain specific provisions for the management of trees on reserves.

6.0 Evaluation of the proposed objectives

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives proposed are the most appropriate way to achieve the purpose of the RMA. The level of detail must correspond to the scale and significance of the environmental, economic, social and cultural effects that are anticipated from the implementation of the proposal.

This section of the report evaluates the objectives proposed for the Notable Trees topic.

An examination of the proposed objectives along with reasonable alternatives is included below, with the relative extent of their appropriateness based on an assessment against the following criteria:

1. Relevance (i.e. Is the objective related to addressing resource management issues and will it achieve one or more aspects of the purpose and principles of the RMA?)
2. Usefulness (i.e. Will the objective guide decision-making? Does it meet sound principles for writing objectives and does it clearly state the anticipated outcome?)
3. Reasonableness (i.e. What is the extent of the regulatory impact imposed on individuals, businesses or the wider community? Is it consistent with identified tangata whenua and community outcomes?)
4. Achievability (i.e. Can the objective be achieved with tools and resources available, or likely to be available, to the Councils?)

While not specifically required under section 32 of the RMA, in some instances alternative objectives are also considered to ensure that the proposed objective(s) are the most appropriate to achieve the purpose of the RMA.

| Proposed Objectives | |
|--|---|
| <p>TREE-O1 Protection of notable trees</p> <p>Notable trees that contribute to amenity, landscape, historical, cultural, or botanical values are recognised, identified, and protected.</p> <p>TREE-O2 Protection of street trees</p> <p>Street trees that contribute to amenity, landscape, cultural, or ecological values are protected.</p> | |
| Alternatives considered | |
| <p>Status quo (Operative District Plan):</p> <p>10.3.1 Objective HH1 – Historic Heritage Values: To recognise and protect the important historic heritage of the Wairarapa.</p> <p>19.3.1 Objective GAV1 - To maintain and enhance those general amenity values which make the Wairarapa a pleasant place in which to live and work, or visit.</p> | |
| Appropriateness to achieve the purpose of the RMA | |
| <p>Appropriateness of Proposed Objective (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> • The proposed objectives address the identified resource management issues. They seek to recognise, identify, and protect trees with notable values. • The proposed objectives relate specifically to notable trees and street trees rather than more generally to heritage and amenity values and more clearly articulate the outcomes sought. • The proposed objectives support the protection of historic heritage in RMA section 6(f) and the maintenance and enhancement of amenity values and the quality of the environment (sections 7(c) and 7(f)). |

| | |
|--|--|
| | <ul style="list-style-type: none"> • The proposed objectives have a regulatory impact on those with notable trees on their property and those undertaking works in proximity to street trees. |
| <p>Appropriateness of Status Quo (relevance, usefulness, reasonableness, achievability)</p> | <ul style="list-style-type: none"> • The Operative District Plan objectives are similar in effect to the Proposed District Plan but are of a more general nature and do not specifically address notable trees or street trees. • The objectives support the protection of historic heritage in RMA section 6(f) and the maintenance and enhancement of amenity values and the quality of the environment (sections 7(c) and 7(f)). • The objectives have a regulatory impact on those with notable trees on their property and those undertaking works in proximity to street trees. |
| <p>Preferred option and reasons</p> | |
| <p>The proposed objectives are the most appropriate means of achieving the purpose of the Act because:</p> <ul style="list-style-type: none"> • They address the resource management issues identified and directly address notable trees and street trees. • They achieve the purpose of the RMA to manage resources to enable people and communities to provide for their wellbeing and health and safety while managing adverse effects of activities on the environment. The objectives support the protection of historic heritage in RMA section 6(f) and the maintenance and enhancement of amenity values and the quality of the environment (sections 7(c) and 7(f)). • The objectives will sustain the potential of physical resources for current and future generations, and maintain and enhance amenity values and the quality of the environment. The objective will achieve the purpose of the RMA. | |

7.0 Evaluation of proposed provisions

Section 32(1)(b) of the RMA requires an evaluation of whether the proposed provisions are the most appropriate way to achieve the objectives by identifying other reasonably practicable options, assessing the efficiency and effectiveness of the provisions in achieving the objectives, and summarising the reasons for deciding on the provisions.

The assessment must identify and assess the benefits and costs of environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including opportunities for economic growth and employment. The assessment must, if practicable, quantify the benefits and costs and assess the risk of acting or not acting if there is uncertain or insufficient information available about the subject matter.

7.1 Evaluation

For each potential approach an evaluation has been undertaken relating to the costs, benefits and the certainty and sufficiency of information (as informed by section 4.0 of this report) in order to determine the effectiveness and efficiency of the approach, and whether it is the most appropriate way to achieve the relevant objective(s).

7.1.1 Provisions to achieve objectives relating to notable trees and street trees

Under section 32(1)(b)(ii) of the RMA, reasonably practicable options to achieve the objective(s) associated with this proposal need to be identified and examined.

The other options considered reasonably practicable for achieving the objectives of the Proposed District Plan in relation to notable trees are:

- Option 1: The proposed provisions
- Option 2: Retaining the status quo – Operative District Plan provisions
- Option 3: Non-regulatory approach

| TREE-O1 Protection of notable trees Notable trees that contribute to amenity, landscape, historical, cultural, or botanical values are recognised, identified, and protected. | | |
|--|---|---|
| TREE-O2 Protection of street trees Street trees that contribute to amenity, landscape, cultural, or ecological values are protected. | | |
| Option 1: Proposed approach (recommended) | Costs | Benefits |
| Notable trees chapter containing provisions for notable trees and street trees, including: <ul style="list-style-type: none"> • Five policies relating to notable trees • Four policies relating to street trees A rule framework providing for: | Environmental <ul style="list-style-type: none"> • No direct or indirect costs have been identified. Economic <ul style="list-style-type: none"> • Costs on owners of notable trees and of land impacted by the root protection area of notable trees (including existing and new listings) through restrictions on use of land and regulatory costs. For some the proposed "root protection area" will be larger than the Operative District Plan "dripline". • Regulatory costs on users/developers of land containing street trees or notable trees e.g. network utility providers. | Environmental <ul style="list-style-type: none"> • Maintenance of amenity, landscape, historical, or botanical values of notable trees. • Maintenance of green cover, streetscape amenity, landscape and ecological values through protection of street trees. • Arborist and Council involvement avoids potential unnecessary removal, partial removal or destruction of notable trees and street trees. • New definition of "root protection area" provides protection for more of the tree roots than the Operative District Plan "dripline". Rules protect |

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| <ul style="list-style-type: none"> • "Minor trimming" works on notable trees and street trees as a permitted activity. Restricted discretionary activity where standards are not met. • Restricted discretionary activity for removal. • Certain works in the root protection area of notable trees and street trees allowed as a permitted activity. Restricted discretionary activity where standards are not met. • Permitted activity for trimming, removing, or altering any | <ul style="list-style-type: none"> • Greater regulatory costs through requirements for qualified arborist and Council notification. <p>Social</p> <ul style="list-style-type: none"> • Limitations on the use of notable trees and of land impacted by the root protection area of notable trees through restrictions on use of land (including new and existing listings). <p>Cultural</p> <ul style="list-style-type: none"> • No direct or indirect costs have been identified. | <p>both notable trees and street tree root protection areas.</p> <p>Economic</p> <ul style="list-style-type: none"> • Indirect economic benefit of adding to community identity, sense of place and enhancing the amenity of the Districts for residents and visitors, making the districts a more attractive place. • Provisions more clearly provide for necessary works related to network utilities, reducing regulatory cost and uncertainty. • Notable trees and street trees can be properly maintained and trimmed without the need for resource consent to ensure they remain safe, and to protect their ongoing viability and tree health. <p>Social</p> <ul style="list-style-type: none"> • Notable trees are identified, protected and maintained for present and future generations, adding to community identity, sense of place and enhancing the amenity of the district for residents and visitors. • Street trees contribute to the amenity of the districts. <p>Cultural</p> <ul style="list-style-type: none"> • Maintenance of cultural values of notable trees. |
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| <p>street tree by Council. A Schedule of Notable Trees.</p> | | |
| <p>Effectiveness and efficiency</p> | <p>The proposed approach is effective and efficient as it protects notable trees and street trees from inappropriate subdivision, use and development. The approach includes policies specific to notable trees and street trees to guide decision making. Separate policies and rules are provided for street trees and notable trees recognising the different values that are being protected. The new definition for "root protection area" provides greater protection for the roots of notable trees and street trees while placing a practical limit on the area protected to not unreasonably restrict development. The rules and standards provide greater clarity to plan users about when resource consent would be required.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the proposed policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of Council staff.</p> | |
| <p>Overall evaluation</p> | <p>This option is the most appropriate approach to achieve the objectives, since it protects notable trees and street trees from inappropriate subdivision, use and development, allows for maintenance to protect the health of the tree, and provides greater clarity, including specific policies to guide decision making and rules and standards setting out when resource consent will be required.</p> | |
| <p>Option 2: Status Quo (Operative District Plan)</p> | <p>Costs</p> | <p>Benefits</p> |
| <p>Objectives and policies relating to historic heritage and amenity, with a specific policy for street trees. Rules relating to Notable Trees and Street Trees contained in Chapter 2.</p> | <p>Environmental</p> <ul style="list-style-type: none"> • Roots outside the dripline not protected, potentially impacting the health of trees. <p>Economic</p> <ul style="list-style-type: none"> • Costs on owners of notable trees and of land impacted by the dripline of notable trees through restrictions on use of land and regulatory costs. | <p>Environmental</p> <ul style="list-style-type: none"> • Maintenance of amenity, landscape, historical, or botanical values of notable trees. • Maintenance of green cover, streetscape amenity, landscape and ecological values through protection of street trees. <p>Economic</p> <ul style="list-style-type: none"> • Similar to Option 1, including indirect economic benefit of adding to community identity, sense of |

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| <p>"Minor trimming" of listed (notable) trees as a permitted activity subject to standards. Outside of this works require a resource consent. Resource consent required for certain works within the dripline of listed trees.</p> <p>An "exception" stating that any activity affecting a street tree is a permitted activity where the work is undertaken in accordance with the Council Street Tree Policy.</p> <p>A Schedule of Notable Trees (Appendix 1.4)</p> | <ul style="list-style-type: none"> Regulatory costs on users/developers of land containing street trees or notable trees e.g. network utility providers. Requirement to certify some works by "a person with an appropriate level of expertise". <p>Social</p> <ul style="list-style-type: none"> Limitations on the use of notable trees and of land impacted by the dripline of notable trees through restrictions on use of land. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. | <p>place and enhancing the amenity of the Districts. Clearer provision for network utility works and provision for maintenance and trimming without resource consent.</p> <ul style="list-style-type: none"> Potentially less restriction on land area impacted by "dripline" than by proposed "root protection area". <p>Social</p> <ul style="list-style-type: none"> Similar to Option 1, notable trees are identified, protected and maintained for present and future generations and street trees contribute to the amenity of the districts. <p>Cultural</p> <ul style="list-style-type: none"> As for Option 1, maintenance of cultural values of notable trees. |
| <p>Effectiveness and efficiency</p> | <p>While the Operative District Plan provisions are generally operating effectively and efficiently, there is some uncertainty or lack of clarity in some provisions, including a lack of specific policy direction. The current rules for notable trees do not provide any protection for tree roots beyond the dripline and there are no clear rules for works in the dripline (or any form of root protection) for street trees, resulting in root damage.</p> | |
| <p>Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions</p> | <p>It is considered that there is certain and sufficient information on which to base the existing policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of Council staff.</p> | |

| | | |
|--|--|---|
| Overall evaluation | This option is not as appropriate as Option 1: Proposed approach and would be less effective and efficient at achieving the objectives. While it generally provides protection for notable trees and street trees there are identified gaps, including in relation to works in the root protection area that potentially risk the health of the tree. | |
| Option 3: Alternative approach to provisions - non-regulatory approach | Costs | Benefits |
| Rely solely on non-regulatory methods such as education, information, advice, and financial assistance (e.g. arborist advice) to protect notable trees | <p>Environmental</p> <ul style="list-style-type: none"> Loss of notable trees and street trees unless people choose to protect them. <p>Economic</p> <ul style="list-style-type: none"> Costs on Council of providing advice and support or other incentives for protection. <p>Social</p> <ul style="list-style-type: none"> Loss of notable trees and street trees unless people choose to protect them. Lack of certainty for the community. <p>Cultural</p> <ul style="list-style-type: none"> Potential loss of notable trees with cultural values. | <p>Environmental</p> <ul style="list-style-type: none"> Some protection as people are encouraged to protect notable trees through education programmes, plaques, financial incentives. <p>Economic</p> <ul style="list-style-type: none"> Increased economic and development opportunities and flexibility for landowners as they are not subject to restrictions to protect notable trees. <p>Social</p> <ul style="list-style-type: none"> Public awareness of the importance of protecting notable trees is increased through education programmes and plaques. <p>Cultural</p> <ul style="list-style-type: none"> No direct or indirect costs have been identified. |
| Effectiveness and efficiency | This option is limited in its effectiveness in protecting notable trees and street trees and would allow inappropriate activities, subdivision and development to occur, which could damage notable trees without any constraints. This option has inherent uncertainty as to what will be protected and what will not. | |
| Risk of Acting / Not Acting if there is uncertain or insufficient information about the subject matter of the provisions | It is considered that there is certain and sufficient information on which to base the existing policies and methods based on the state of the environment monitoring, District Plan effectiveness review and knowledge of Council staff. | |

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|---------------------------|--|
| Overall evaluation | This option is considered less appropriate than either Option 1 or Option 2. It would provide more flexibility to landowners but would have limited effectiveness in protecting notable trees and street trees and their associated values. Non-regulatory methods would be more effective in combination to support regulatory methods. |
|---------------------------|--|

7.1.2 Further evaluation of options

7.1.2.1 Street tree definition

In considering the overall approach to notable trees, consideration was given to particular provisions, including definitions. The definition of street tree from the Operative District Plan was incorporated into the Draft District Plan. Feedback was received on the wide scope of the definition of street tree ("any tree located within legal road reserve"). The definition encompasses all trees in the road reserve and does not distinguish, for example, tree size or age or whether it was deliberately planted for amenity purposes. Including reference to the reason for which it was planted (e.g. amenity planting) would not provide certainty as it will not always be clear when or why a tree was planted. Reference to size or age would not protect newly planted trees. Consideration was given to the feasibility of linking the definition of street tree to the Councils' street tree registers. However, significant work would need to be undertaken to ensure all three Councils had registers with sufficient detail to be used for the purposes of application of District Plan rules. This work was considered not to be justified by the scale of the issue and the benefit it would provide. It was considered that some clarification could be provided by stating that the trunk of the tree is in the road reserve. This would avoid capturing a tree on a private property with branches overhanging the street. The definition of "street tree" in the Proposed District Plan is "any tree where the trunk is located within legal road reserve".

7.1.2.2 Root protection area

One of the identified effectiveness issues with the Operative District Plan was that the rules for notable trees do not provide any protection for tree roots beyond the dripline. Options were considered and the Proposed District Plan includes a definition for "root protection area". The Draft District Plan included a definition for root protection area that equated to the branch spread for spreading canopy trees or half the height of the tree for columnar species. The definition was adopted as a practical means of protecting root areas. It is consistent with the approach taken in several other district plans and is consistent with the "dripline" approach in the Operative District Plan, although provides better protection for columnar species. Feedback was received on the Draft District Plan definition that this new definition did not provide adequate protection. Further consideration was given and it is noted that some more recent plans are using an approach based on a factor multiplied by the tree's diameter at 1.4m above ground level (diameter at breast height or DBH). This approach is based on the Australian Standard AS 4970:2009 Protection of Trees on Development sites. Although some (e.g. Hamilton City Council) use varying factors based on tree size, a simplified 12 x DBH approach is used by others e.g. Draft Gore District Plan. As an example, a tree of 0.8m diameter at 1.4m from the ground would have a root protection area radius

of 9.6m and an area of 290m². Advice from arborist Richie Hill was that a maximum radius of 15m would provide a practical limit to avoid the area of protection being impractically large. A revised definition of root protection area is therefore proposed in the Proposed District Plan as: "the circular area of ground surrounding a notable tree, for a distance of 12 times the diameter of the tree 1.4 metres above ground level, up to a maximum radius of 15m".

8.0 Conclusion

This evaluation has been undertaken in accordance with section 32 of the RMA in order to identify the need, benefits and costs and the appropriateness of the proposal having regard to its effectiveness and efficiency relative to other means in achieving the purpose of the RMA. The evaluation demonstrates that this proposal is the most appropriate option as:

- The objectives address the resource management issues identified and directly address notable trees and street trees.
- The objectives achieve the purpose of the RMA to manage resources to enable people and communities to provide for their well-being and health and safety while managing adverse effects of activities on the environment. The objectives support the protection of historic heritage in RMA section 6(f) and the maintenance and enhancement of amenity values and the quality of the environment (sections 7(c) and 7(f)).
- The policies and rules protect notable trees and street trees from inappropriate subdivision, use and development. The approach includes policies specific to notable trees and street trees to guide decision making.
- The new definition for "root protection area" provides greater protection for the roots of notable trees and street trees while placing a practical limit on the area protected to not unreasonably restrict development.
- The rules and standards provide greater clarity to plan users about when resource consent would be required.

Appendix 1: Paper Street Tree Company Report Summary of Notable Trees in Masterton and Carterton Districts

SUMMARY OF NOTABLE TREES

For

MASTERTON AND CARTERTON DISTRICT
COUNCILS

PREPARED BY
PAPER STREET TREE COMPANY

STEM REVIEW

REPORT
COMMISSIONED BY: Carterton District Council

REPORT DATED: 5.07.22

EST.



2013

ARBORICULTURE CONSULTANCY

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- 2 EXISTING NOTABLE TREES
- 3 SUMMARY OF STEM ASSESSMENTS
- 4 RECOMMENDATIONS

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APPENDIX 1 WAIRARAPA COMBINED DISTRICT PLAN APPENDIX 1.4 NOTABLE TREES

1 INTRODUCTION

- 1.1 I have been engaged by Boffa Miskell, on behalf of the client, to carry out a Standard Tree Evaluation Method (STEM) on Notable trees listed in Appendix 1.4 of the Wairarapa Combined District Plan. Specifically for trees that stand within the Masterton and Carterton districts.
- 1.2 The listed trees have been surveyed, and the data captured has been used to provide an amenity evaluation (STEM). The data captured from the fieldwork provides the basis of this summary.
- 1.3 Items produced as part of the arboriculture review include:
- Creation of a digital file for each tree containing a STEM assessment, current images, and historical images with additional background information where available.
 - A master spreadsheet which contains survey data, STEM scores, an interactive dashboard, and additional tree value information to inform decision analysis. Survey sheet titled: PS MDC and CDC Notable trees 2022.
 - STEM guidance notes. Detailed information in how the scores are reached.

2 EXISTING NOTABLE TREES

A brief summary of action as it relates to trees listed in the Combined District Plan (CDP) is attached as Appendix 1. Further discussion points are expanded on below:

2.1 *Trees no longer present*

Appendix 1.4 of the CDP lists 31 items, 26 for Masterton District Council and 5 for Carterton District Council. Out of these 31 items, 4 items are no longer present, as summarised below

- Tm09 Sequoia Near frontage of 50A Cornwall Street– removed (approx. 200-2004)
- Tm13 Weeping elm. On rear yard of 60 Essex Street No weeping elm found on site
- Tc02 Pin oak 10 Armstrong Avenue Tree was removed in 2013
- Tc04 Elm Memorial Square was removed between 2010-2013

2.2 *Other listing issues*

- Tm19 is listed as Two oak trees. After reviewing the data and a site visit, it may be possible that Tm19.2 is not the original listing. It is estimated that there is approximately a 20yr difference in planting dates between the two oak trees. Historical imagery does not show a clear enough indication of an additional tree on site. However, if another tree was present, it may have been located directly adjacent (north) to Tm19.1. Given this proximity, it would not be able to be identified from historical aerial imagery. There is a clear depression that suggests a removed tree adjacent to the older oak. As there is no clear evidence to say the tree was removed and that there is another English oak on-site, the younger tree has been included. (refer to Tm19 for further information and imagery)

2.3 *Quality of remaining trees*

2.3.1 Health

is assessed by considering canopy dieback, canopy density, reductions and any other potential stressors (e,g, pests or disease).

Overall the average health rating of the trees assessed would be considered excellent

2.3.2 Structure condition

The structure is assessed from a ground-based observation, which involves a check of the tree's structure up close, where practical and from a distance.

Overall the structural condition of the trees surveyed was good.

2.3.3 Summary of condition

The average age of the trees is estimated to be 145yrs with most trees being mature to fully mature (i.e. incremental growth slows with height and canopy growth plateauing). The majority of the trees assessed would be considered long-lived specimens. Therefore, the trees have many years left to provide benefits.

3 SUMMARY OF STEM ASSESSMENTS

3.1 *STEM*

Standard Tree Evaluation Method - STEM™ was first created by Ron Flook as a heritage tree evaluation method. It was first produced in 1996. Since its introduction, 45 Local Authorities now use STEM as their principal means of evaluating significant tree items. The method is divided into three categories: Tree Condition, Tree Amenity and Tree Notability. Each category contains a number of subsections where a tree can be awarded points. Each section is added together to provide a final STEM score.

3.2 *How STEM is used*

STEM has a manual which provides assessment guidance but is subject to copyright. Therefore over the years, Paper Street has designed a set of STEM guidance notes in collaboration with the New Zealand Notable Tree Trust (Custodians of STEM). This guidance aims to improve consistency within the evaluation process between assessors whilst improving accessibility for the public to understand how scores are reached.

3.3 *Context of STEM score*

To provide some context on how significant a tree score is, the following example is provided. A tree common for the area, of good health and sound structure, with no notable characteristics, located in a park with other trees. With a height of 15m, a canopy spread of 8m and diameter at breast height of 35cm. So essentially, this tree represents a general tree. This tree would receive a STEM score of 111 points.

3.4 *Summary of STEM assessments*

The average STEM score from this review was 185 points. To provide some comparative analysis, PSTC has carried out Notable Tree reviews for Wellington and South Wairarapa Councils. Wellington has an average STEM score of 148, and South Wairarapa has an average STEM score of 175 points.

3.4.1 What the scores show is that Wellington, in the main, has smaller trees due to the harsher growing conditions, which is reflected within the scores. SWD had higher scores as the trees, in general, were larger. MDC and CDC have higher scores as it's relatively a small number of trees, but also, the trees that are on the list are of high quality. 82% of the trees assessed all scored in the notable section of the assessment, which once again reflects in the higher STEM averages.

3.4.2 But it is important to note that most notable tree populations have a range of trees which balance the averages out. If say, a threshold was set too high, it's likely to have adverse

effects in the long term, as this will discount trees that show early signs of notability. Therefore, there will be little to replace the high-quality tree stock. As experience and research show, that large trees are more readily removed to favour increasing development. We have to appreciate that most of these trees that are on the list are over a 100yrs old (as noted, the average estimate for age is 145yrs). We would require a tree to stand in a location for the same period for 100yrs+ enduring the changes around it in order to meet a score to reach a high threshold. And with increasing development densities, it is unlikely that trees within any urban setting will reach those dimensions without some form of special consideration.

- 3.4.3 As it can take many years for a tree to reach its potential due to competing land needs and the challenges of climate change. Protection of high-quality trees can ensure that they can reach their potential value. This is especially important within urban areas and even more so in areas with high deprivation where canopy coverage is generally lower.
- 3.4.4 Additionally, if a threshold is set too low, where general trees easily qualify, it devalues the purpose of the process, which is to identify significant vegetation items. Also, it becomes difficult to justify to the public the reasoning why a low scoring tree is protected under a Notable Tree banner. Unless there is a clear objective as to why that approach was taken.

4 RECOMMENDATIONS

- 4.1 In general, the trees are in good condition, with no major issues identified where any existing trees need to be removed from the list. All that is needed is a tidy of the Notable Tree Appendix (refer to summaries in Appendix 1 for action required).
- 4.2 Part of the limitations within this assessment has been the lack of any background information. All efforts have been applied to find the background information for these trees. This is an opportunity to digitise those records. Therefore, it is recommended that all efforts are made to find the background documentation so it can be scanned and uploaded to ensure that historical information is not lost or forgotten.
- 4.3 No trees are recommended to be delisted. Therefore, the need for a threshold is almost a moot point at this stage, considering that the majority of the trees are significant notable items. But in general, if a threshold is to be considered, 120 is a good starting point. This is not too high to discount trees that have early signs of notable potential, but also it is not too low so that almost any tree can qualify.
- 4.3.1 However, as a threshold would be for proposed trees, another simple way to verify proposed trees of quality would be to see if a new tree would score in any on the notability section of a STEM assessment first. If a tree does, then it qualifies, and the rest of the STEM assessment is carried out.
- 4.3.2 But thresholds or such decisions should be based on the objectives of the Local Authority and should be considered based on localised conditions. For example, as previously mentioned, in most instances, canopy coverage is less in areas with higher deprivation. These are also areas with poorer human urban health. Trees can provide multiple human health benefits, and notable items are trees that can provide a sense of place and connection.
- 4.3.3 In terms of sustainable development, equal access to heritage items is important, and therefore, greater strategic planning would be needed to ensure greater access to these community assets for areas where these items do not feature. The spreadsheet provides additional analysis should discussions take place in this direction.

RICHIE HILL

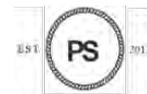


Attachments

APPENDIX 1 WAIRARAPA COMBINED DISTRICT PLAN APPENDIX 1.4 NOTABLE TREES

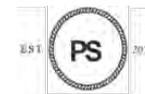
FOR THE GREENER GOOD

021.0229.1586 richie@paperstreetree.co.nz paperstreetree.co.nz



Masterton District

| Notable Tree(s) Number | Notable Tree(s) Number | Location and Legal Description (where known) | Action required |
|------------------------|------------------------|--|---|
| Tm1 | Sequoia | Near the north-western corner of Lot 4 DP 1048 Queen Street (near the stadium) | Address and update name |
| Tm2 | Elm | 15 Keir Crescent (Lot 1 DP 330441) | |
| Tm3 | Sequoia | 88 and 90 High Street (Lot 1 DP 47890) | Update name |
| Tm4 | Sequoia | On frontage of 89 Cole Street (Lot 31 DP 1851) | Update name |
| Tm5 | Sequoia | Solway College Grounds (Part Lot 1 A Plan 2480) | Update tree location and name |
| Tm6 | Olive Tree | Solway College Grounds (Part Lot 1 A Plan 2480) | |
| Tm7 | Corsican Pine | Solway College Grounds (Part Lot 1 A Plan 2480) | Update tree location |
| Tm8 | Sequoia | Near frontage of Lot 1 DP 27266, High Street | Update tree name |
| Tm9 | Sequoia | Near frontage of 50A Cornwall Street, Masterton (Lot 1 DP 28988) | Tree no longer present |
| Tm10 | Three Oak Trees | 41 Essex Street, Masterton (Lot 1 DP 3824) | Update tree locations and name (property has other types of oaks) |
| Tm11 | Copper Beech | On frontage of 11 College Street, Masterton (Lot 31 DP 8404) | |
| Tm12 | Copper Beech | On frontage of 60 Essex Street, Masterton (Lot 39 DP 1878) | Update tree location |
| Tm13 | Weeping Elm | On rear yard of 60 Essex Street, Masterton (Lot 39 DP 1878) | No elm on property |
| Tm14 | Common Ash | Watson's Road, Te Ore Ore, Masterton (Lot 4 DP 8270) | Update tree location |
| Tm15 | Wellingtonia | "Bowlands", Bideford, Masterton (Lot 1 DP 52453) | Update tree location |
| Tm16 | Himalayan Spruce | "Bowlands", Bideford, Masterton (Lot 1 DP 52453) | Update tree location |
| Tm17 | Kahikatea | "Bowlands", Bideford, Masterton (Lot 1 DP 52453) | Update tree location |
| Tm18 | Wellingtonia | "Rata Hills", Tanglewood Road, Bideford, Masterton (Lot 1 DP 88418) | Update tree location and title |



| Notable Tree(s) Number | Notable Tree(s) Number | Location and Legal Description (where known) | Action required |
|------------------------|------------------------|--|---|
| Tm19 | Two Oak trees | Whangaehu Hall, Whangaehu, Masterton (Pt Kai O Te Atua) | Update tree location. Check title see assessment |
| Tm20 | Chestnut | 15 Keir Crescent (Lot 1 DP 330441) | |
| Tm21 | Lombardy | Seven Oaks, Blairlogie-Langdale Road | Update quantity |
| Tm22 | Lombardy | Seven Oaks, Blairlogie-Langdale Road | Update quantity |
| Tm23 | Canary Island Olive | 31 Takahe Street (Lot 3 DP 49765) | Update location and tree name, address and title |
| Tm24 | Kahikatea | Close to south western boundary of, McKenna Street (Pt Lot 2 DP 49765) | Update tree location and address |
| Tm25 | Swamp Tree | On the Pownall Street frontage to the north of the Kuripuni Stream culvert (Lot 1 DP 312270) | |
| Tm26 | Eucalyptus | Down bank on west side of 101 Titoki Street (Lot 1 DP 28152) | Update tree location |

Carterton District

| Notable Tree(s) Number | Notable Tree(s) Number | Location and Legal Description (where known) | Action required |
|------------------------|------------------------|---|-----------------------------------|
| Tc1 | Oaks | Norman Ave, Carterton (Lot 2 DP 310350) | Update tree name and put quantity |
| Tc2 | Pin Oak | 10 Armstrong Avenue, Carterton (Lot 10 DP 16814) | Tree removed in 2013 |
| Tc3 | Elm | Memorial Square, Park Road, Carterton (Lot 22 Deeds Plan 414) | Update tree location |
| Tc4 | Elm | Memorial Square, Park Road, Carterton (Lot 22 Deeds Plan 414) | Tree no longer present |
| Tc7 | Oak | State Highway 2, Carterton (Lot 2 DP 270) | Update tree location |

Appendix 2: Report and STEM Assessments for Notable Tree Schedule Additions

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SUMMARY OF ADDITIONAL NOTABLE TREES

For

CARTERTON, MASTERTON AND SOUTH
WAIRARAPA DISTRICT COUNCILS

PREPARED BY

PAPER STREET TREE COMPANY

STEM REVIEW

THE REPORT
COMMISSIONED BY: The Wairarapa Combined District Plan Review

REPORT DATED: 3.09.23

EST.



2013

ARBORICULTURE CONSULTANCY

1 SUMMARY

- 1.1 I have been engaged by Carterton, Masterton and South Wairarapa District Councils to carry out a Standard Tree Evaluation Method (STEM) for additional tree nominations to be included in Appendix 1.4 of the Wairarapa Combined District Plan.
- 1.2 Eleven nominations were assessed. Nominations included tree groups which totalled 110 trees being assessed. Trees nominated as groups were evaluated under one STEM assessment where the amenity value of the trees was as a group, otherwise, individual STEM assessments were carried out. Detailed information can be reviewed in the Excel spreadsheet titled:
- MDC and CDC STEM 2023
- Or by reviewing the STEM assessment sheets and images. Details and explanations for how the trees were assessed can be found in the document titled:
- STEM Explanatory notes 15.02.2022
- 1.3 From the additional assessments, two were recommended not to be included due to a deteriorating condition (PT4) and future conflicts (PT2: Additionally, this tree has no landowner consent).
- 1.4 An additional tree was added, which was a late nomination and could not be included within that review. This tree is referenced as NI356 (Nationally Important (NI)). This tree is currently the highest-scoring tree within the region.

1.5 Table summarising the additions.

| Proposed tree (PT) Ref | Quantity | Species | Location and Legal Description (where known) | Comments | STEM Score* |
|------------------------|----------|---|--|---|-------------|
| PT1 | 29 | A mix of exotic trees | Huangarua Park, Naples St., Suez St. Sackville St, Martinborough | Trees with heritage value for the locality. Assessment carried out | 186 |
| PT2 | 2 | White ash (<i>Eucalyptus fraxinoides</i>) | 81 Main Street, Greytown | No Landowner consent. Giving the tree locations and species characteristics would lead to future conflicts. Recommended not to be included. | 144 |
| PT3 | 1 | Common walnut (<i>Juglans regia</i>) | 30 Main Street, Greytown | General tree values. Landowner consent. Assessment carried out. | 120 |
| PT4 | 1 | Common walnut (<i>Juglans regia</i>) | 30 Main Street, Greytown | Deteriorating condition, not a tree worthy of protection: No assessment was carried out. | N/A |
| PT5 | 1 | Totara (<i>Podocarpus totara</i>) | 30 Main Street, Greytown | General tree values. Landowner consent. Assessment carried out. | 135 |
| PT6 | 1 | English elm (<i>Ulmus procera</i>) | 7 Kemptons Line, Greytown | General tree values. Landowner consent. Assessment carried out. | 129 |
| PT7 | 1 | English elm (<i>Ulmus procera</i>) | 7 Kemptons Line, Greytown | General tree values. Landowner consent. Assessment carried out. | 147 |

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| Proposed tree (PT) Ref | Quantity | Species | Location and Legal Description (where known) | Comments | STEM Score* |
|------------------------|----------|--|---|--|-------------|
| PT8 | 1 | English elm (<i>Ulmus procera</i>) | 7 Kemptons Line, Greytown | General tree values. Landowner consent. Assessment carried out. | 147 |
| PT9 | 3 | English elm (<i>Ulmus procera</i>) | 7 Kemptons Line, Greytown | General tree values. Landowner consent. Assessment carried out. | 171 |
| PT10 | 58 | Totara (<i>Podocarpus totara</i>) | 60 Wilkie St. Greytown | Remnant tree values. Landowner consent. Assessment carried out. | 180 |
| PT11 | 12 | Native mix | 60 Wilkie St. Greytown | Remnant tree values. Landowner consent. Assessment carried out. | 174 |
| NI356 | 1 | Kahikatea (<i>Dacrydium dacrydioides</i>) | Located in protected bush area adjacent to Tauherenikau River | Remnant, Historic and National tree values. Highest scoring tree in the region. Landowner consent. Assessment carried out. | 297 |

*To provide some context to scoring values, a general tree (no notable characteristics) 14m high would have a STEM score of around 111. Refer to the MDC and CDC STEM 2023 Excel spreadsheet for more information.

2 RECOMMENDATIONS

2.1 All trees be considered for protection, apart from trees PT2 and PT4.

RICHIE HILL



FOR THE GREENER GOOD

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SWDC STANDARD TREE EVALUATION METHOD (STEM) ASSESSMENT SHEET

Please refer to STEM explanatory notes for how each criteria is scored. Specific tree information relevant to an individual or tree groups will be shown on the following page.

| | | | |
|---|--|--------------------|-------------|
| Address | 24 Moroa Rd, Tauherenikau-Morrisons Bush | | |
| Tree name | Kahikatea (<i>Dacrycarpus dacrydioides</i>) | ID Ref | NI356 |
| Location of the tree on the site | Located in protect bush areas adjacent to Tauherenikau River (Refer to Lat Long) | | |
| Legal address | Part Section 5 Moroa DIST | | |
| Lat / Long | -41.126860, 175.370339 | | |
| Date of STEM Assessment | 8.08.19 | Assessed by | Richie Hill |

Tree Dimensions (TD)

| | | |
|---|---------------------------|--------------------------|
| Height: 31.8m (Nikon Forestry Pro) | Girth @1.8m: 970cm | Spread: 23m x 26m |
|---|---------------------------|--------------------------|

Condition (Health) Evaluation

| Points | 3 | 9 | 15 | 21 | 27 | Score |
|------------------------------|-------------|----------|------------|-------------|-----------|------------|
| Form | Poor | Moderate | Good | Very Good | Specimen | 27 |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 15 |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 21 |
| Function | Minor | Useful | Important | Significant | Major | 27 |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 |
| Subtotal | | | | | | 117 |

Amenity (Community Benefit) Evaluation

| Points | 3 | 9 | 15 | 21 | 27 | Score |
|------------------------|--------|----------|--------------|-------------|----------|-----------|
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 27 |
| Visibility (km) | 0.5 | 1.0 | 2.0 | 4.0 | 8.0 | 3 |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 3 |
| Role | Minor | Moderate | Important | Significant | Major | 27 |
| Climate | Minor | Moderate | Important | Significant | Major | 27 |
| Subtotal | | | | | | 87 |

Notable Evaluation

| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score |
|---------------------------------|-------|----------|----------|----------|---------------|-----------|
| Stature Feature | Local | District | Regional | National | International | 21 |
| Form | Local | District | Regional | National | International | 21 |
| Historic Age 100+ | Local | District | Regional | National | International | 21 |
| Association | Local | District | Regional | National | International | 9 |
| Commemoration | Local | District | Regional | National | International | 0 |
| Remnant | Local | District | Regional | National | International | 21 |
| Relict | Local | District | Regional | National | International | 0 |
| Scientific Source | Local | District | Regional | National | International | 0 |
| Rarity | Local | District | Regional | National | International | 0 |
| Endangered | Local | District | Regional | National | International | 0 |
| Subtotal | | | | | | 93 |

Total Points 297

1605

SWDC STANDARD TREE EVALUATION METHOD (STEM) ASSESSMENT SHEET

NOTABLE EVALUATION NOTES

| <u>Historic</u> | |
|---|---|
| Feature | Currently the largest recorded girth of a kahikatea (note tree is not a single stemmed tree). Tree is surrounded by primarily tawa understory. Other large kahikatea (approx. 27) stand within the remnant with girths 750+. |
| Form | Impressive form due to the tree exhibiting three stems up from the base. |
| <u>Historic</u> | |
| Age | Anywhere between 600 – 1000+yrs |
| Association | Lord Bledisloe was shown this tree during a visit, where on subsequent visits he would ask to see “his tree”. This has led to the tree being affectionately referred to as “My Tree” (David Donald 2019). The berries (koroi) from kahikatea were gathered as a food source by Polynesian settlers, so its possible that this tree could have been a food source during those initial settlement periods. |
| Commemoration | - |
| Remnant | The kahikatea within the stand are all of large dimensions, representing a group of part of the original native forest, which was significantly reduced due to land use change at the time, especially for kahikatea, where low land fertile soils were being converted into “productive farmland”. |
| Relict | |
| Commemoration | - |
| <u>Scientific</u> | |
| Source | - |
| Rarity | - |
| Endangered | - |
| Notes | |
| <p>Kahikatea (<i>Dacrycarpus dacrydiodes</i>) is New Zealand’s tallest native tree. NZ native fauna is unique, almost 90% of our indigenous flora is found nowhere else in the world (M.A. Brown).</p> <p>The forest, and the giants that grown within them, are historic remnants of a time when NZ was part of a larger Australian continent. NZ separated from that continent C. 80 million years ago (J. Dawson) and lived in isolation before the first Polynesian settlers (approx. 800-1000 years ago) arrived. Kahikatea-type pollen first appears in</p> | |

the Upper Eocene (Eocene period 56-33.9 million years ago), but macrofossils suggesting that *Dacrycarpus* range back into the Mesozoic, perhaps to the Jurassic period (up to 201 million years ago) (C. A Fleming).

Kahikatea once dominated the forests that covered much of New Zealand's swampy lowland areas. Polynesian settlement, and the dogs and rats they brought with them, caused the first wave of forest degradation, this led to 30% of the forest areas being removed (M.A. Brown). European settlement had an even greater impact on the lowland swampy areas where these trees stood. Captain Cook and his companions had great hopes for this straight trunked forest giant, and named it "white pine", reflecting their confidence in its suitability as timber. However, the softness of the kahikatea's wood made it unsuitable for naval or building applications. Though this may have otherwise saved the kahikatea forests from wholesale destruction, their location on lowland, fertile soils made their demise almost inevitable in the rush to colonise NZ and convert its swampy forested lowland areas into "productive" farmland.

Large evergreen long lived trees provide the greatest gain in terms of environmental benefits; e.g. sequestering carbon, and swampy lowland forest are regarded to be key carbon sinks. Therefore, these trees in consideration to their age, and the environments they help support, are highly valuable for ecological and biodiversity reasons.

Kahikatea was used both by Maori and early European settlers. Berries provided a food resource not just for birds but for Polynesian settlers. Maori also used its wood for carving. But because of its perishable nature no early carvings have survived. Even though its wood was unsuitable for naval or building operations, the wood was used to make thin boards to make boxes in which butter was packed for export, due to the wood having no odor or effect on taste (A. Clarke).

The largest kahikatea trees currently recorded are (New Zealand Tree Register); height 52.8m (Pirongia), and the largest tree by girth is 755cm (Bishopdale Nelson). In terms of age, it's very difficult to determine due to numerous environmental factors involved that influence incremental growth. In relation to Kahikatea, and from reviewing core sample data taken from remnant Kahikatea stands in central North Island (Burns *et al*). This tree's age could range anywhere between 600 – 1000yrs +. But it should be acknowledged that this tree is a multi-stemmed specimen and not a single stem specimen.

REFERENCES

Alan Clarke The Sacred Forest of Tane. A Natural Pre-history of Aotearoa New Zealand. 2007

Charles A. Fleming. Tuatara: Volume 10, Issue 2, June 1962; New Zealand Biogeography. A Paleontologist's approach.

Marie A Brown. Vanishing Nature facing New Zealand's biodiversity crisis. 2015

John Dawson and Rob Lucas. New Zealand's Native Trees. 2011

New Zealand Tree Register. <https://register.notabletrees.org.nz>

1607

SWDC STANDARD TREE EVALUATION METHOD (STEM) ASSESSMENT SHEET

B.R. Burns, M.C. Smale and M.F. Merret. Dynamics of kahikatea forest remnants in middle North Island: implications for threatened and local plants. 1999.

| | | | | | | | |
|--|-----------------------|-------------|-----------------|-------------------------------------|-------------------------------|----------------------------------|---|
| Address | Huangarua Park | | | Naples St, Suez St and Sackville St | | Martinborough | |
| Tree name | Mix of exotic species | | | | Quantity | 29 | |
| Legal address | Date of STEM | Assessed by | | Proposed tree ID Ref: | | | |
| Lots 394-396,398-400 DP248 | 19.05.23 | Richie Hill | | PT01 | | | |
| Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below) | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.460748 | -41.221452 | 36.4-89.1 | 1.4 | 82 | 59 | 12 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 9 | |
| Function | Minor | Useful | Important | Significant | Major | 27 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| Subtotal | | | | | | 87 | |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 27 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 | |
| Role | Minor | Moderate | Important | Significant | Major | 27 | |
| Climate | Minor | Moderate | Important | Significant | Major | 27 | |
| Subtotal | | | | | | 93 | |
| Notable Evaluation | | | | | | | |
| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | 3 |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| | Relict | Local | District | Regional | National | International | |
| Scientific | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| Subtotal | | | | | | 6 | |
| Total Points | | | | | | 186 | |

ADDITIONAL
NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|-------------|--|------------|------------|
| PT1.1 | English oak | Quercus robur | 175.460377 | -41.221334 |
| PT1.2 | English oak | Quercus robur | 175.460386 | -41.221271 |
| PT1.3 | English oak | Quercus robur | 175.460619 | -41.221183 |
| PT1.4 | English oak | Quercus robur | 175.460679 | -41.221084 |
| PT1.5 | English oak | Quercus robur | 175.460786 | -41.221111 |
| PT1.6 | English oak | Quercus robur | 175.460591 | -41.221278 |
| PT1.7 | English oak | Quercus robur | 175.460536 | -41.221343 |
| PT1.8 | English oak | Quercus robur | 175.460375 | -41.221398 |
| PT1.9 | Scarlet oak | Quercus coccinea | 175.460516 | -41.221425 |
| PT1.10 | English oak | Quercus robur | 175.460552 | -41.221388 |
| PT1.11 | Red oak | Quercus rubra | 175.460886 | -41.221202 |
| PT1.12 | English oak | Quercus robur | 175.460874 | -41.221275 |
| PT1.13 | English oak | Quercus robur | 175.460738 | -41.221327 |
| PT1.14 | English oak | Quercus robur | 175.460543 | -41.221466 |
| PT1.15 | English oak | Quercus robur | 175.460502 | -41.221491 |
| PT1.16 | English oak | Quercus robur | 175.46054 | -41.221532 |
| PT1.17 | English oak | Quercus robur | 175.460705 | -41.221411 |
| PT1.18 | Scarlet oak | Quercus coccinea | 175.460858 | -41.221339 |
| PT1.19 | English oak | Quercus robur | 175.460982 | -41.221336 |
| PT1.20 | English elm | Ulmus procera | 175.460968 | -41.221392 |
| PT1.21 | English elm | Ulmus procera | 175.460828 | -41.221445 |
| PT1.22 | English elm | Ulmus procera | 175.460673 | -41.221532 |
| PT1.23 | Red oak | Quercus rubra | 175.460807 | -41.221585 |
| PT1.24 | Claret ash | Fraxinus angustifolia subsp. oxycarpa | 175.460959 | -41.221465 |
| PT1.25 | English elm | Ulmus procera | 175.461068 | -41.221487 |
| PT1.26 | English elm | Ulmus procera | 175.460929 | -41.221564 |
| PT1.27 | English oak | Quercus robur | 175.460776 | -41.221788 |
| PT1.28 | English oak | Quercus robur | 175.461042 | -41.221597 |
| PT1.29 | English oak | Quercus robur | 175.461019 | -41.221719 |

1610

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| 1 | 62.5 | | | | | | | | | |
| 2 | 50.5 | | | | | | | | | |
| 3 | 87.3 | | | | | | | | | |
| 4 | 70.3 | | | | | | | | | |
| 5 | 83.3 | | | | | | | | | |
| 6 | 63.5 | | | | | | | | | |
| 7 | 56.6 | | | | | | | | | |
| 8 | 65.7 | | | | | | | | | |
| 9 | 38.2 | | | | | | | | | |
| 10 | 44.5 | | | | | | | | | |
| 11 | 61.5 | | | | | | | | | |
| 12 | 59 | 35 | 42.2 | | | | | | | |
| 13 | 50 | | | | | | | | | |
| 14 | 45.2 | | | | | | | | | |
| 15 | 68.4 | | | | | | | | | |
| 16 | 50.4 | | | | | | | | | |
| 17 | 87.9 | | | | | | | | | |
| 18 | 36.4 | | | | | | | | | |
| 19 | 53.2 | | | | | | | | | |
| 20 | 86.4 | | | | | | | | | |
| 21 | 82.7 | | | | | | | | | |
| 22 | 88.1 | | | | | | | | | |
| 23 | 65.3 | | | | | | | | | |
| 24 | 58.1 | | | | | | | | | |
| 25 | 88.9 | | | | | | | | | |
| 26 | 89.1 | | | | | | | | | |
| 27 | 73.3 | | | | | | | | | |
| 28 | 50.7 | | | | | | | | | |
| 29 | 67.4 | | | | | | | | | |

General Notes/ Recommendations:

32 trees within site. 29 trees have been included under this assessment as two trees stand in close proximity to the boundary with 7 Suez Street and Wharekaka rest home (ongoing nuisance). The other tree not included is a box elder (*Acer negundo*) Due to being assessed as being in poor condition.

1611

Notability Evaluation notes:

The trees have been formally planted in rows. Local comments on site have stated the Martin family planted the trees in the early 1900s. The trees' dimensions and conditions would coincide with the trees' dimensions planted in the town square (1920). Therefore, it would be fair to assume that local commentary would be correct. The trees have high landscape value (being a group of establish trees within an urban area) and are highly likely to be trees of local heritage importance (subject to verification).

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION



Eagle Technology, Land Information New Zealand, GEBCO, Community maps.com



Fig. 1



Aerial image of site taken in 1943 area where trees are located highlighted (Retrolens.co.nz)

Fig. 2

| | | | |
|-----------------|---------------|---------------|-----------------------|
| Address | 30 Main St | | Greytown |
| Tree name | Juglans regia | Common walnut | Quantity 1 |
| Legal address | Date of STEM | Assessed by | Proposed tree ID Ref: |
| Lot 1 DP 315591 | 24.04.23 | Richie Hill | PT03 |

Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)

| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): |
|------------|-----------|----------|-----------------|-------------------------------|-------------------------------|----------------------------------|
| 175.464642 | -41.07585 | 64.0 | 1.4 | 12 | 13 | 10.4 |

Condition Evaluation

| Points | 3 | 9 | 15 | 21 | 27 | Score |
|-------------------|-------------|----------|------------|-------------|-----------|-----------|
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 15 |
| Function | Minor | Useful | Important | Significant | Major | 9 |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 15 |
| Subtotal | | | | | | 63 |

Amenity (Community Benefit) Evaluation

| Points | 3 | 9 | 15 | 21 | 27 | Score |
|-----------------|--------|----------|--------------|-------------|----------|-----------|
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 9 |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 15 |
| Role | Minor | Moderate | Important | Significant | Major | 15 |
| Climate | Minor | Moderate | Important | Significant | Major | 15 |
| Subtotal | | | | | | 57 |

Notable Evaluation

| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
|--------------------|---------------|-------|----------|----------|----------|---------------|--|
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| Subtotal | | | | | | | |

Total Points 120

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|------|--|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |
| | | | | |

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |

General Notes/ Recommendations:

Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION



IMAGES



Fig. 1



Aerial image of site taken in 1974 area where tree is located highlighted (Retrolens.co.nz)

Fig. 2

| | | | | | | | |
|---|---------------|-------------------|-----------------|-------------------------------|-------------------------------|----------------------------------|------------|
| Address | | 30 | | Main St | | Greytown | |
| Tree name | | Podocarpus totara | | Totara | | Quantity | 1 |
| Legal address | | Date of STEM | Assessed by | | Proposed tree ID Ref: | | |
| Lot 2 DP 315591 | | 24.04.23 | Richie Hill | | PT05 | | |
| <p>Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)</p> | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.464713 | -41.075687 | 70.0 | Est | 10 | 10 | 14.4 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 9 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 27 | |
| Function | Minor | Useful | Important | Significant | Major | 9 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| | | | | | | Subtotal | 81 |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 9 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 15 | |
| Role | Minor | Moderate | Important | Significant | Major | 15 | |
| Climate | Minor | Moderate | Important | Significant | Major | 9 | |
| | | | | | | Subtotal | 51 |
| Notable Evaluation | | | | | | | |
| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| | | | | | | Subtotal | 3 |
| | | | | | | Total Points | 135 |

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|------|--|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |
| | | | | |

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |

General Notes/ Recommendations:

Approximately 25% of canopy removed historically for satellite dish within tree

Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

1620

TREE LOCATION



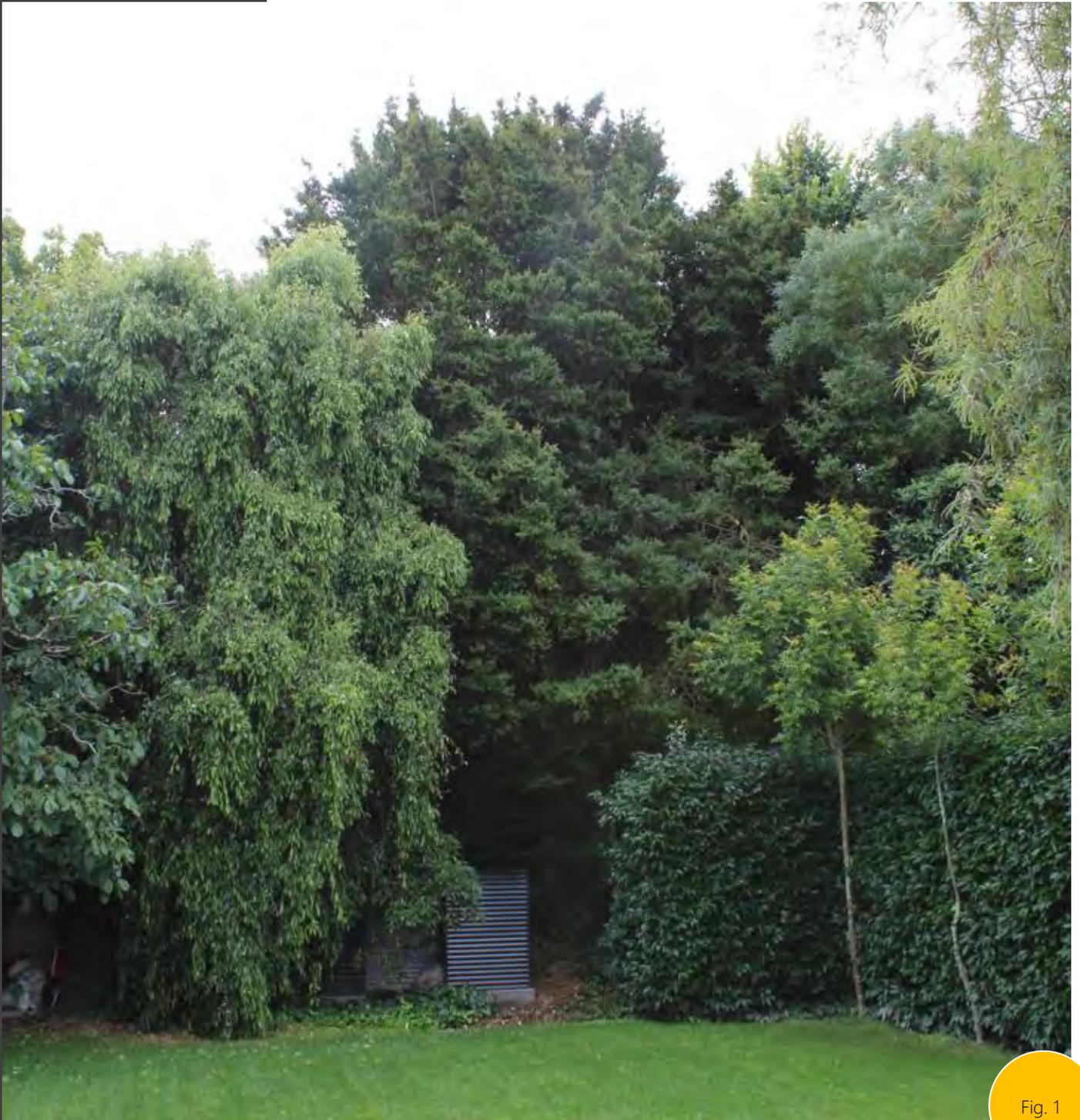


Fig. 1



Aerial image of site taken in 1974 area where tree is located highlighted (Retrolens.co.nz)

Fig. 2

| | | | | |
|----------------|---------------|-------------|-----------------------|----------|
| Address | 7 | | Kemptons Line | Greytown |
| Tree name | Ulmus procera | English elm | Quantity | 1 |
| Legal address | Date of STEM | Assessed by | Proposed tree ID Ref: | |
| Lot 1 DP 69921 | 27.04.23 | Richie Hill | PT06 | |

Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)

| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): |
|------------|------------|----------|-----------------|-------------------------------|-------------------------------|----------------------------------|
| 175.450247 | -41.096633 | 106.8 | 1.4 | 16 | 16 | 20.2 |

Condition Evaluation

| Points | 3 | 9 | 15 | 21 | 27 | Score |
|-------------------|-------------|----------|------------|-------------|-----------|-----------|
| Form | Poor | Moderate | Good | Very Good | Specimen | 9 |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 27 |
| Function | Minor | Useful | Important | Significant | Major | 9 |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 |
| Subtotal | | | | | | 81 |

Amenity (Community Benefit) Evaluation

| Points | 3 | 9 | 15 | 21 | 27 | Score |
|-----------------|--------|----------|--------------|-------------|----------|-----------|
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 15 |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 |
| Role | Minor | Moderate | Important | Significant | Major | 9 |
| Climate | Minor | Moderate | Important | Significant | Major | 9 |
| Subtotal | | | | | | 45 |

Notable Evaluation

| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
|--------------------|---------------|-------|----------|----------|----------|---------------|---|
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| Subtotal | | | | | | 3 | |

Total Points 129

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|------|--|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |
| | | | | |

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | | | | | | | | | | |
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| | | | | | | | | | | |

General Notes/ Recommendations:

Lost a large limb from southern part of canopy.

Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION



IMAGES



Fig. 1



Aerial image of site taken in 1941 area where tree is located highlighted (Retrolens.co.nz)

Fig. 2

| | | | | | | | |
|---|---------------|-------------|-----------------|-------------------------------|-------------------------------|----------------------------------|---|
| Address | 7 | | Kemptons Line | | Greytown | | |
| Tree name | Ulmus procera | | English elm | | Quantity | 1 | |
| Legal address | Date of STEM | Assessed by | | Proposed tree ID Ref: | | | |
| Lot 1 DP 69921 | 27.04.23 | Richie Hill | | PT07 | | | |
| <p>Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)</p> | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.449804 | -41.0965 | 103.1 | 1.4 | 20 | 13.8 | 19.2 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 27 | |
| Function | Minor | Useful | Important | Significant | Major | 15 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| Subtotal | | | | | | 93 | |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 15 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 | |
| Role | Minor | Moderate | Important | Significant | Major | 15 | |
| Climate | Minor | Moderate | Important | Significant | Major | 9 | |
| Subtotal | | | | | | 51 | |
| Notable Evaluation | | | | | | | |
| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| Subtotal | | | | | | 3 | |
| Total Points | | | | | | 147 | |

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|------|--|---|---|
| | | | | |
| | | | | |
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| | | | | |
| | | | | |

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | | | | | | | | | | |
| | | | | | | | | | | |
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Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION





Fig. 1



Aerial image of site taken in 1941 area where tree is located highlighted (Retrolens.co.nz)

Fig. 2

| | | | | | | | |
|---|---------------|---------------|-----------------|-------------------------------|-------------------------------|----------------------------------|------------|
| Address | | 7 | | Kemptons Line | | Greytown | |
| Tree name | | Ulmus procera | | English elm | | Quantity | 1 |
| Legal address | | Date of STEM | Assessed by | | Proposed tree ID Ref: | | |
| Lot 1 DP 69921 | | 27.04.23 | Richie Hill | | PT08 | | |
| <p>Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)</p> | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.449603 | -41.096417 | 95.4 | 1.4 | 18 | 18 | 19.4 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 27 | |
| Function | Minor | Useful | Important | Significant | Major | 15 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| | | | | | | Subtotal | 93 |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 15 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 | |
| Role | Minor | Moderate | Important | Significant | Major | 15 | |
| Climate | Minor | Moderate | Important | Significant | Major | 9 | |
| | | | | | | Subtotal | 51 |
| Notable Evaluation | | | | | | | |
| Recognition Points | | 3 | 9 | 15 | 21 | 27 | Score |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| | | | | | | Subtotal | 3 |
| | | | | | | Total Points | 147 |

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|------|--|---|---|
| | | | | |
| | | | | |
| | | | | |
| | | | | |
| | | | | |

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | | | | | | | | | | |
| | | | | | | | | | | |
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Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION





Fig. 1



Aerial image of site taken in 1941 area where tree is located highlighted (Retrolens.co.nz)

Fig. 2

| | | | | | | | |
|---|---------------|---------------|-----------------|-------------------------------|-------------------------------|----------------------------------|------------|
| Address | | 7 | | Kemptons Line | | Greytown | |
| Tree name | | Ulmus procera | | English elm | | Quantity | 3 |
| Legal address | | Date of STEM | Assessed by | | Proposed tree ID Ref: | | |
| Lot 1 DP 69921 | | 27.04.23 | Richie Hill | | PT09 | | |
| <p>Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)</p> | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.44919 | -41.096253 | 96.4 | 1.4 | 26 | 30 | 19.4 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 27 | |
| Function | Minor | Useful | Important | Significant | Major | 21 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| | | | | | | Subtotal | 99 |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 27 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 | |
| Role | Minor | Moderate | Important | Significant | Major | 15 | |
| Climate | Minor | Moderate | Important | Significant | Major | 15 | |
| | | | | | | Subtotal | 69 |
| Notable Evaluation | | | | | | | |
| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| | | | | | | Subtotal | 3 |
| | | | | | | Total Points | 171 |

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|-------------|---------------|-------------|--------------|
| PT9.1 | English Elm | Ulmus procera | 175.4491985 | -41.09623005 |
| PT9.2 | English Elm | Ulmus procera | 175.4492048 | -41.09615224 |
| PT9.3 | English Elm | Ulmus procera | 175.4496016 | -41.09638485 |
| | | | | |
| | | | | |

Additional DBH measurements for multi-stemmed trees or largest and smallest trees recorded for a group (cm)

| Tree Ref | DBH 1 | DBH 2 | DBH 3 | DBH 4 | DBH 5 | DBH 6 | DBH 7 | DBH 8 | DBH 9 | DBH 10 |
|----------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| PT9.1 | 96.4 | | | | | | | | | |
| PT9.2 | 97 | | | | | | | | | |
| PT9.3 | 100.6 | | | | | | | | | |
| | | | | | | | | | | |
| | | | | | | | | | | |

Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION





Fig. 1



Aerial image of site taken in 1941 area where tree is located highlighted (Retrolens.co.nz)

Fig. 2

1642

| | | | | | | | |
|---|---------------|-------------------|-----------------|-------------------------------|-------------------------------|----------------------------------|---|
| Address | | 60 Wilkie St | | Greytown | | | |
| Tree name | | Podocarpus totara | | Totara | | Quantity 58 | |
| Legal address | | Date of STEM | Assessed by | | Proposed tree ID Ref: | | |
| Lot 1 DP 85329 | | 24.02.23 | Richie Hill | | PT10 | | |
| <p>Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)</p> | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.437351 | -41.078202 | 91.0 | 1.4 | 10 | 11 | 9 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 15 | |
| Function | Minor | Useful | Important | Significant | Major | 27 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| Subtotal | | | | | | 93 | |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 27 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 | |
| Role | Minor | Moderate | Important | Significant | Major | 27 | |
| Climate | Minor | Moderate | Important | Significant | Major | 15 | |
| Subtotal | | | | | | 81 | |
| Notable Evaluation | | | | | | | |
| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | 3 |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| Subtotal | | | | | | 6 | |
| Total Points | | | | | | 180 | |

ADDITIONAL
NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|-------------------|--------|-------------|--------------|
| PT10.1 | Podocarpus totara | Totara | 175.4364019 | -41.07708546 |
| PT10.2 | Podocarpus totara | Totara | 175.4360395 | -41.07735933 |
| PT10.3 | Podocarpus totara | Totara | 175.4359705 | -41.07743001 |
| PT10.4 | Podocarpus totara | Totara | 175.4359567 | -41.07745713 |
| PT10.5 | Podocarpus totara | Totara | 175.4361082 | -41.0775001 |
| PT10.6 | Podocarpus totara | Totara | 175.4360891 | -41.07761823 |
| PT10.7 | Podocarpus totara | Totara | 175.4360632 | -41.07755302 |
| PT10.8 | Podocarpus totara | Totara | 175.4362061 | -41.07759068 |
| PT10.9 | Podocarpus totara | Totara | 175.4362183 | -41.07768312 |
| PT10.10 | Podocarpus totara | Totara | 175.4362562 | -41.07774737 |
| PT10.11 | Podocarpus totara | Totara | 175.4366214 | -41.07721311 |
| PT10.12 | Podocarpus totara | Totara | 175.4367018 | -41.0774121 |
| PT10.13 | Podocarpus totara | Totara | 175.4365917 | -41.07749627 |
| PT10.14 | Podocarpus totara | Totara | 175.436689 | -41.07757553 |
| PT10.15 | Podocarpus totara | Totara | 175.436667 | -41.07774989 |
| PT10.16 | Podocarpus totara | Totara | 175.4363711 | -41.07791327 |
| PT10.17 | Podocarpus totara | Totara | 175.4365513 | -41.07748178 |
| PT10.18 | Podocarpus totara | Totara | 175.4366997 | -41.0775543 |
| PT10.19 | Podocarpus totara | Totara | 175.4369745 | -41.07699432 |
| PT10.20 | Podocarpus totara | Totara | 175.4370145 | -41.07701326 |
| PT10.21 | Podocarpus totara | Totara | 175.437031 | -41.07702639 |
| PT10.22 | Podocarpus totara | Totara | 175.4370641 | -41.07704531 |
| PT10.23 | Podocarpus totara | Totara | 175.4370991 | -41.07706644 |
| PT10.24 | Podocarpus totara | Totara | 175.4372946 | -41.07717684 |
| PT10.25 | Podocarpus totara | Totara | 175.4373439 | -41.07720976 |
| PT10.26 | Podocarpus totara | Totara | 175.4374374 | -41.0772692 |
| PT10.27 | Podocarpus totara | Totara | 175.4375367 | -41.07732777 |
| PT10.28 | Podocarpus totara | Totara | 175.4376387 | -41.07729736 |
| PT10.29 | Podocarpus totara | Totara | 175.4375184 | -41.07724758 |
| PT10.30 | Podocarpus totara | Totara | 175.4372537 | -41.07741575 |
| PT10.31 | Podocarpus totara | Totara | 175.4365222 | -41.07804009 |
| PT10.32 | Podocarpus totara | Totara | 175.4366018 | -41.07810678 |
| PT10.33 | Podocarpus totara | Totara | 175.436546 | -41.07812448 |
| PT10.34 | Podocarpus totara | Totara | 175.4367359 | -41.07826987 |
| PT10.35 | Podocarpus totara | Totara | 175.4357539 | -41.07835965 |
| PT10.36 | Podocarpus totara | Totara | 175.4350774 | -41.07813919 |
| PT10.37 | Podocarpus totara | Totara | 175.4351384 | -41.07840909 |
| PT10.38 | Podocarpus totara | Totara | 175.4365653 | -41.07871744 |
| PT10.39 | Podocarpus totara | Totara | 175.4364952 | -41.07876313 |

1645

| | | | | |
|---------|-------------------|--------|-------------|--------------|
| PT10.40 | Podocarpus totara | Totara | 175.4373152 | -41.07836863 |
| PT10.41 | Podocarpus totara | Totara | 175.4372701 | -41.07840038 |
| PT10.42 | Podocarpus totara | Totara | 175.4372479 | -41.07813882 |
| PT10.43 | Podocarpus totara | Totara | 175.4374861 | -41.07835651 |
| PT10.44 | Podocarpus totara | Totara | 175.437902 | -41.07819706 |
| PT10.45 | Podocarpus totara | Totara | 175.438165 | -41.0784685 |
| PT10.46 | Podocarpus totara | Totara | 175.4385412 | -41.0787282 |
| PT10.47 | Podocarpus totara | Totara | 175.4384386 | -41.07875257 |
| PT10.48 | Podocarpus totara | Totara | 175.4384726 | -41.0787883 |
| PT10.49 | Podocarpus totara | Totara | 175.4385229 | -41.0788329 |
| PT10.50 | Podocarpus totara | Totara | 175.4382351 | -41.07917143 |
| PT10.51 | Podocarpus totara | Totara | 175.4382521 | -41.07915914 |
| PT10.52 | Podocarpus totara | Totara | 175.4384497 | -41.07913612 |
| PT10.53 | Podocarpus totara | Totara | 175.4384779 | -41.07915111 |
| PT10.54 | Podocarpus totara | Totara | 175.4385284 | -41.07913661 |
| PT10.55 | Podocarpus totara | Totara | 175.4388242 | -41.07910965 |
| PT10.56 | Podocarpus totara | Totara | 175.4389076 | -41.07931477 |
| PT10.57 | Podocarpus totara | Totara | 175.4402081 | -41.07917765 |
| PT10.58 | Podocarpus totara | Totara | 175.4403436 | -41.07897056 |
| PT10.59 | Podocarpus totara | Totara | 175.4377326 | -41.07856212 |

General Notes/ Recommendations:

Average stem DBH, canopy spread and height used for measurements

Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

TREE LOCATION





Fig. 1

| | | | | | | | |
|---|---------------|-------------|-----------------|-------------------------------|-------------------------------|----------------------------------|---|
| Address | 60 Wilkie St | | Greytown | | | | |
| Tree name | Native mix | | Native mix | | Quantity | 12 | |
| Legal address | Date of STEM | Assessed by | | Proposed tree ID Ref: | | | |
| Lot 2 DP 85329 | 24.02.23 | Richie Hill | | PT11 | | | |
| <p>Tree dimensions. For grouped trees, the smallest tree and largest tree recorded (additional diameter and breast height (DBH) measures on the following sheet for multi-stemmed trees, combined measurement shown below)</p> | | | | | | | |
| Long (x) | Lat (y) | DBH (cm) | DBH height (m): | Canopy spread north-south (m) | Canopy spread east – west (m) | Height (Nikon Forestry Pro) (m): | |
| 175.437684 | -41.07707 | 80.0 | 1.4 | 10 | 11 | 9 | |
| Condition Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Form | Poor | Moderate | Good | Very Good | Specimen | 15 | |
| Occurrence | Predominant | Common | Infrequent | Rare | Very Rare | 9 | |
| Vigour & Vitality | Poor | Some | Good | Very Good | Excellent | 15 | |
| Function | Minor | Useful | Important | Significant | Major | 21 | |
| Age (years) | 10+ | 20+ | 40+ | 80+ | 100+ | 27 | |
| Subtotal | | | | | | 87 | |
| Amenity (Community Benefit) Evaluation | | | | | | | |
| Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature (m) | 3-8m | 9 - 14m | 15 - 20m | 21 - 26m | 27+ | 27 | |
| Visibility (km) | 0.5 | 1 | 2 | 4 | 8 | 3 | |
| Proximity | Forest | Parkland | Group of 10+ | Group of 3+ | Solitary | 9 | |
| Role | Minor | Moderate | Important | Significant | Major | 27 | |
| Climate | Minor | Moderate | Important | Significant | Major | 15 | |
| Subtotal | | | | | | 81 | |
| Notable Evaluation | | | | | | | |
| Recognition Points | 3 | 9 | 15 | 21 | 27 | Score | |
| Stature | Feature | Local | District | Regional | National | International | |
| | Form | Local | District | Regional | National | International | |
| Historic | Age 100+ | Local | District | Regional | National | International | 3 |
| | Association | Local | District | Regional | National | International | |
| | Commemoration | Local | District | Regional | National | International | |
| | Remnant | Local | District | Regional | National | International | 3 |
| Scientific | Relict | Local | District | Regional | National | International | |
| | Source | Local | District | Regional | National | International | |
| | Rarity | Local | District | Regional | National | International | |
| | Endangered | Local | District | Regional | National | International | |
| Subtotal | | | | | | 6 | |
| Total Points | | | | | | 174 | |

ADDITIONAL NOTES

Reference, name, and Lat (Y) Long (X) for group trees

| Tree Ref | Name | | X | Y |
|----------|--------------------|--------|-------------|--------------|
| PT11.1 | Podocarpus totara | Totara | 175.4376568 | -41.0770044 |
| PT11.2 | Podocarpus totara | Totara | 175.4374716 | -41.07692495 |
| PT11.3 | Alectryon excelsus | Titoki | 175.437607 | -41.07710815 |
| PT11.4 | Alectryon excelsus | Titoki | 175.4375916 | -41.07708627 |
| PT11.5 | Alectryon excelsus | Titoki | 175.4375633 | -41.0771125 |
| PT11.6 | Alectryon excelsus | Titoki | 175.4375332 | -41.07705072 |
| PT11.7 | Podocarpus totara | Totara | 175.4376696 | -41.07708516 |
| PT11.8 | Podocarpus totara | Totara | 175.4379358 | -41.07728755 |
| PT11.9 | Podocarpus totara | Totara | 175.4378964 | -41.07725879 |
| PT11.10 | Podocarpus totara | Totara | 175.4379028 | -41.07722081 |
| PT11.11 | Podocarpus totara | Totara | 175.4378956 | -41.07717189 |
| PT11.12 | Podocarpus totara | Totara | 175.4378044 | -41.07719142 |

General Notes/ Recommendations:

Average stem DBH, canopy spread and height used for measurements

Notability Evaluation notes:

Trees are scored considering the PSTC STEM guidance and explanatory notes. Please refer to the notes for further details.

1650

TREE LOCATION



1651

IMAGES



Fig. 1

Appendix 3: Feedback on Draft District Plan

Appendix 3: Summary of feedback on Draft District Plan Notable Trees Chapter

| Section/Topic | Submitter | Feedback | Analysis |
|------------------------------|----------------------|---|--|
| Affected party | Local Interest Group | Group requested to be an Interested Party for all resource consents affecting notable trees. | No changes made. Affected parties to be considered on a case-by-case basis for each consent application. |
| Additional protection | Local Interest Group | Feedback sought that all trees above a certain size/girth in the Historic Heritage Precinct be protected. | No amendment made. This would be contrary to Sections 76(4A) and (4B) of the Resource Management Act 1991. |
| Definitions | Corporate | Street tree Concern raised about the definition of “street tree” being impractical and too wide. Amendment sought so that it refers to trees which have been purposely planted to provide landscaping/amenity. | Alternatives considered for definition, but no appropriate alternative was identified. Amendment made to clarify the trunk must be located within legal road reserve. |
| | Local Interest Group | Root protection area Feedback opposed size of root protection area as not in accordance with best practice and insufficient to protect an adequate area of roots to sustain a notable tree. | Amendment made to the definition of “root protection area” based on the Australian Standard AS 4970_2009 Protection of Trees on Development sites: <i>“means the circular area of ground surrounding a notable tree, for a distance of 12 times the diameter of the tree 1.4 metres above ground level, up to a maximum radius of 15m”</i> |
| | Local Interest Group | Qualified arborist Feedback objected to allowing a level 4 qualified arborist to supervise and allow tree works which could damage a notable tree and supported a level 6 qualified arborist being able to allow and supervise these works. | Amendment made to make the definition more qualitative, referring to Level 5 NZQA but also to competency and ‘equivalent experience’. |
| Policies | Corporate (utility) | Feedback supported Policy TREE-P2 and Policy TREE-P6 and sought they be retained as drafted | Amendments made to Policies TREE-P2 and TREE-P6 but not in a way that is inconsistent with the points raised in the feedback. |
| | Corporate | Feedback sought to extend the scope of Policy TREE-P6 to include trimming of street trees to | No amendment made. Policy TREE-P6(b) is a plan making policy which is implemented by permitted activities and directs |

| Section/Topic | Submitter | Feedback | Analysis |
|--|----------------------|---|---|
| | | maintain access to, and the amenity of, network utilities. | minor trimming to prevent damage or improve public safety. |
| | Local Interest Group | Feedback sought to change 'discourage' in TREE-P5 and TREE-P8 to 'prohibit'. | No amendment made. There may be circumstances where it is necessary or appropriate to remove a notable tree or street tree. Therefore, while this is discouraged, and there should be good reason for the removal of the tree, to 'prohibit' removal would be overly restrictive. |
| Rules - Network utilities | Corporate (utility) | Feedback requested Rule TREE-R1 and TREE-R3 be amended to reference the Telecommunications Act 2001 which allows for tree maintenance in a similar manner to the Electricity (Hazards from Trees) Regulations 2003. | Amendment made to amend the wording to include other utility networks (including telecommunications). |
| | Corporate (utility) | Feedback requested Rule TREE-R1 and Rule TREE-R3 be amended so clauses (a)(iii) reflect situations where trimming is required where the Electricity (Hazards from Trees) Regulations do not apply, but that the tree poses an imminent danger to an electricity line. This is because the Regulations relate to preventative, or maintenance trimming rather than more urgent situations. | Amendment made to address works required due to imminent danger to electricity line. |
| | Corporate | Feedback was that rules TREE-R3 and TREE-R4 are too strict and sought an exclusion for works to maintain safe and efficient use and operation of network utilities. Concern was raised they do not provide for trimming of trees restricting sight-lines at intersections or trimming of trees in the road reserve to provide access to bridges or culverts. | No amendment was made. A general exclusion for works to maintain safe and efficient use and operation of network utilities is considered to be too broad. TREE-R5 would allow the councils to undertake works as a permitted activity to trim trees that were causing issues with sight lines at intersections. Waka Kotahi would also be able to trim or remove trees within the State Highway designations. |
| Rules – works in the root protection area | Corporate (utility) | Feedback sought Rules TREE-R2 and TREE-R4 provide for trenchless methods for the installation | Amendment made to provide for installation of underground network utilities subject to permitted activity standards. |

| Section/Topic | Submitter | Feedback | Analysis |
|---------------------|----------------------|---|---|
| | | of underground network utilities as a permitted activity. | |
| | Local Interest Group | Feedback was provided that proposed rules aimed at protecting roots are insufficient and the submitter would provide additional root protection rules, but no amendments were put forward. | It was unclear what additional rules the submitter would like. Therefore, no amendment was made in response to this feedback. |
| | Local Interest Group | Provide better protection for the tree in Rule TREE-R4(1)(a)(i). | No amendment made. It is unclear what change is being sought to TREE-R4(1)(a)(i) which requires that works within the root protection area of a street tree do not involve the destruction, removal, or partial removal of the tree. |
| | Local Interest Group | Enhance Rule TREE-R2 to provide the absolute maximum protection. | No amendment made. It is unclear what change is being sought to TREE-R2 or what is meant by "the absolute maximum protection" in the context of this permitted activity rule which provides for limited circumstances in which works may be undertaken within the root protection area of a notable tree. |
| Rules - misc | Local Interest Group | Feedback objected to the permitted rule which allows the removal of notable trees in 'terminal' decline. This rule could allow the removal of ancient notable trees without resource consent just because they are old. | No amendment was made as there is no permitted activity rule that allows the removal of notable trees in terminal decline. Policy TREE-P5 (removal of notable trees) and Policy TREE-P8 (removal of street trees) refer to discouraging removal unless the tree is dead or in terminal decline. This would require an arborist assessment and consideration through a resource consent process. |