### **BEFORE INDEPENDENT COMMISSIONERS** AT MASTERTON

**UNDER** the Resource Management Act 1991

AND

a request by Welhom Developments Limited to Masterton District Council for a private plan change IN THE MATTER OF

to the combined Wairarapa District Plan

MEMORANDUM OF COUNSEL FOR WELHOM DEVELOPMENTS LTD 15 MAY 2023



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#### **MAY IT PLEASE THE PANEL:**

- 1. On 10 May 2023, in Minute 6 the Panel directed that Welhom may provide a final right of reply to the matters raised by the Council and Waka Kotahi.
- 2. Please find **attached** Welhom's final right of reply, comprising:
  - (a) A table outlining Welhom's substantive response to comments provided by the Council and Waka Kotahi on 8 May 2023.
  - (b) Updated proposed District Plan provisions in response to the Council and Waka Kotahi comments.
  - (c) An updated Outline Development Plan.
- 3. Welhom can also provide a DWG file for the updated Outline Development Plan, should this assist the Council for incorporating into the district plan.

Daniel Minhinnick / Jacob Burton

**Counsel for Welhom Developments Limited** 

The table below provides Welhom Developments Ltd response to the proposed changes to provisions made by the Masterton District Council and Waka Kotahi in response to the provisions circulated by Welhom following the closure of the plan change hearing. In line with how these changes were presented by Masterton District Council and Waka Kotahi, amendments are shown in in green underline and green strikethrough.

Provided alongside this response is an updated set of changes that incorporate the changes suggested by the Council and Waka Kotahi which Welhom supports.

Amendment	Council or Waka Kotahi suggested change	Welhom Response
#/Provision(s)		
Amendment 1		
Extent of zoning change	N/A	N/A
Amendment 2		
Definitions	N/A	N/A
Amendment 3	A - 17	
Outline Development Plan	The Council seeks that:	In respect of the Council comments:
	<ol> <li>The 1.5-2m planted area be extended along the eastern and southern boundaries of the Site; and</li> <li>The 'Potential Future Road Connection' to the north of the Site be removed from the plan and legend.</li> <li>Waka Kotahi seeks that:</li> <li>The 'future road connection' to the north of the Site be removed.</li> <li>That the Outline Development Plan provide further detail on the way in which roading, cycling and pedestrian pathway connections between the plan change site</li> </ol>	<ol> <li>Welhom maintains its position that the planting should not be extended.</li> <li>Welhom is agreeable to the 'Potential Future Road Connection' notation being removed and has provided an updated ODP with this response reflecting that change.</li> <li>In respect of the Waka Kotahi comments:</li> <li>Welhom is agreeable to this change as noted in respect of the equivalent change sought by the Council.</li> <li>Waka Kotahi is seeking to introduce additional elements into the ODP that were not requested by the Panel, and to introduce elements of a structure plan into the ODP.</li> </ol>
	and the transport network are to be made.	Welhom opposes the changes sought by Waka Kotahi.
Amendment 4	1	1
Policy 5.3.2(k)	N/A	N/A
Standard 5.5.2(f)	N/A	N/A
Standard 5.5.2(n)	N/A	N/A
Standard 5.5.2(o)	The Council does not seek any changes to this standard.  Waka Kotahi seeks introduction of the following additional standard, should the amendments sought by Waka Kotahi to Rule 5.5.4(b) not be accepted:	Waka Kotahi seek the introduction of this additional standard as an alternative relief to similar changes sought to Rule 5.5.4(b) detailed below.
	And include the following additional standard if changes to Ruel 5.5.4(b) are not accepted:	This alternative relief would in practice require the applicant to provide a roundabout or signalised intersection by stealth as it would preclude Supporting Safe System Interventions from being considered (and based on the evidence before the Panel it may be that these are all that is required to manage effects). See excerpt regarding Primary and Supporting Safe
	(5) All proposals associated with the construction and operation of a retirement village on the land shown as 'Residential/Retirement Village Development' at Appendix 16 shall include a primary safe system intervention treatment of the Cashmere Oaks Drive and State Highway 2 intersection and its functional area.  Note: Functional area of an intersection is the area beyond the physical intersection of two roads that comprises decision and manoeuvre distances on	System Interventions below: <sup>1</sup>

Safe System Interventions table - Page 10 of the Standard Safety Intervention Toolkit, Waka Kotahi, published September 2021.

Amendment #/Provision(s)	Council or Waka Kotahi suggested change	Welhom Respo	nse				
	approaches and departures, plus any required vehicle storage length (Austroads Guide to Road Design Part 4(2017)).  Primary safe system intervention refer to options in the 'Standard safety intervention toolkit', published by Waka Kotahi NZ Transport Agency, September 2021, page 10	Safe System interventions The interventions outlined in the table below are presented as either primary or supporting which indicates their Safe System alignment as per the definitions above.			definitions		
		Primary Safe Sys intervention	stem	Supportir intervent	ng Safe Systo ion	em	
		Continuous 3 barn Median barrier Roundabout Raised safety plat (at existing signal intersection/roun Midblock raised p (priority and signal Traffic calming Signalised interse raised safety plate uncontrolled/prio	tforms lised idabouts) pedestrian crossing alised) ection with forms (from an ority controlled)	Audio tar (ATP)     Shoulder locations     Skid resis     Signs and     Intersect     Signalise     Speed m  up to 275 n	e barrier at high ctile pavement widening at high stance at high d markings ion speed zone d intersection anagement	igh risk risk locations	rsection depending
		Location	amples of upstream functions Speed (km/h)	$d_1 + d_2$	Storage: d <sub>3</sub>	Upstream functional	
		Rural	(km/h) 80 100 110	(m) 185 250 310	(m) 25 <sup>(1)</sup> 25 <sup>(1)</sup> 25 <sup>(1)</sup>	distance (m) 210 275 335	
		Sub-urban	50 60 80	80 125 185	30 <sup>(2)</sup> 30 <sup>(2)</sup> 30 <sup>(2)</sup>	110 155 215	
		Urban  1 Storage based 2 Storage based	35 50 d on one B-double. d on five cars.	35 70	60 <sup>(3)</sup>	95 130	
		Welhom does not respect of Rule 5.5  1. The amend 2. Waka Kota	t support the 5.4(b), namely: dment pre-supp hi will be consu	poses a mir ulted in the	nimal outcon	t reasons to those s me; of an Integrated Trai late interventions thr	insport Assessment rough that process;
Rule 5.5.4(a)	Council seeks the following changes:	4. Rule 5.5.4(	(b) as propose t limit potentia	d by Welho Il interventi	om provides ons.	e consent application s for appropriate ma	

Examples of upstream functional intersection distances, page 37, Section 7.2.1 Access Spacing and Proximity of Driveways to Intersections, Guide to Road Design Part 4: Intersections and Crossings: General, Austroads, published June 2017.

Amendment #/Provision(s)	Council or Waka Kotahi suggested change	Welhom Response
	<ol> <li>Remove the change suggested by Welhom.</li> <li>Amend the activity status for the retirement village where it does not comply with standards to a discretionary activity.</li> </ol>	Rule 5.5.4(a) is an existing District Plan rule that is used to assess the effects of a non-compliance with standards for permitted or controlled activities.
	Waka Kotahi seeks the following changes:	Rule 5.5.4(a), as a restricted discretionary activity, restricts the Council's discretion to 'avoiding, remedying or mitigating any effects deriving from non-compliance with the particular standard that is not met.'
	<ol> <li>Remove the change suggested by Welhom.</li> <li>Amend the activity status for the retirement village where it does not comply with standards to a non-complying activity.</li> </ol>	There are currently no activities within a zone chapter that start as a restricted discretionary activity subject to standards and then move to a discretionary or non-complying activity. Therefore, the suggestion that the proposed approach doesn't follow the structure of the District Plan isn't accurate as there is no equivalent approach in the District Plan.
		Welhom has located one example in the district-wide land use rules of the Combined Wairarapa District Plan where a restricted discretionary rule <sup>3</sup> relating to helicopter landing areas is subject to a specific restricted discretionary activity standard <sup>4</sup> . Where non-compliance with that standard occurs, the activity defaults to a discretionary activity status <sup>5</sup> . This is a quite different scenario to the proposed retirement village rule.
		The comparison made by both the Council and Waka Kotahi with the District Plan approach to The Orchards retirement village is simply not accurate. Both the Council and Waka Kotahi suggest that in that instance, non-compliance with the applicable standards defaults to a non-complying activity status. In fact, the non-complying rule provides for 'any residential development with[in] the Orchards Retirement Village Character Area that is not provided for as a Controlled Activity by Rule 5.3.3(c).' Providing for an activity not provided for by the principal rule as a different activity status is quite a different matter to assessing non-compliance with a standard. In fact, should a non-compliance with a standard occur within The Orchards, then the non-compliance should trigger a resource consent requirement under rule 5.5.4(a) as a restricted discretionary activity, not as a non-complying activity.
		The approach suggested by Welhom is that where a non-compliance with a standard occurs, then the existing approach of the District Plan for permitted and controlled activity rules would apply and the matter of non-compliance triggers an <u>additional</u> resource consent requirement under Rule 5.5.4(a) as a restricted discretionary activity.
		It is not, as suggested by the Council, that the resource consent requirement for the retirement village 'defaults' to the same activity status. Rather, an additional resource consent requirement is created. Such an approach is common in other District Plans. There is nothing inappropriate about such an approach, and the restricted discretionary activity rule 5.5.4(a) for a non-compliance is appropriately framed to consider the effect of the non-compliance (as per the broad matter of discretion of Rule 5.5.4(a) outlined above).

<sup>&</sup>lt;sup>3</sup> Rule 21.4.16.

<sup>&</sup>lt;sup>4</sup> Standard 21.5(a)(i).

<sup>&</sup>lt;sup>5</sup> Rule 21.6(p).

Amendment #/Provision(s)	Council or Waka Kotahi suggested change	Welhom Response
		Examples of where such an approach is employed include the Wellington City District Plan. Under that District Plan, any new central area building requires resource consent as a restricted discretionary activity <sup>6</sup> , subject to standards. Non-compliance with those standards triggers an additional rule and further resource consent requirement, also as a restricted discretionary activity <sup>7</sup> . It is only once a proposal doesn't comply with the standards and terms of the additional restricted discretionary rule, that the resource consent requirement for that non-compliance is elevated to either discretionary or non-complying activity status. By way of further example, the same approach is employed for multi-unit development.  To say that it is usual practice to default to a higher status is of course true for a permitted or controlled activity. Non-compliance with a standard could warrant the declining of an
		application. But it is entirely appropriate to use an <u>additional</u> restricted discretionary activity rule to assess the effects of a non-compliance in this instance.  It is also the most efficient activity status to achieve the purpose of the additional resource consent trigger – to assess the effects of the specific non-compliance, rather than to elevate the entire proposal into a 'higher' activity status.
Rule 5.5.4(b)	Council seeks the following changes:	In respect of the Council comments:
	(eb) Within the land identified as 'Residential/Retirement Village  Development' at Appendix 16, the construction and operation of a retirement village.	Council seeks to add 'including State Highway 2' to matter (iv)(d). As amended, the matter would read:
		The provision of safe pedestrian and cycle access and connections to existing transport corridors, including State Highway 2, and within the Site.
	<u>(i) The design, scale and appearance of all buildings.</u> (ii) The provision of adequate supply of water for firefighting in	As an existing transport corridor, Welhom considers reference to State Highway 2 to be unnecessary. It may be that appropriate pedestrian and cycle access connections can be achieved through other means, for example Miro Street.
	accordance with the Code of Practice SNZ PAS 4509:2008.	2. Council seeks to add a new matter (f) as follows:
	(iii) The provision of water supply, wastewater disposal and for stormwater collection and disposal.  (iv) Roading, traffic, road safety, and the provision of access and car	(f) Timing for construction and completion of interventions and changes to the Cashmere Oaks Drive and State Highway 2 intersection and its functional area.
	parking spaces, specifically including:  (a) Improvements and alterations to existing roads (b) Safety improvements to the intersection of State Highway 2 and Cashmere Oaks Drive (c) The provision for of public transport facilities and infrastructure	Welhom considers that the matter is not necessary. Matter (b) as proposed already provides for 'safety improvements to the intersection of State Highway 2 and Cashmere Oaks Drive' and if there are timing considerations to any intervention, they are already addressed by this matter.

Rule 13.3.4 Wellington City District Plan. Rule 13.3.8 Wellington City District Plan.

Amendment #/Provision(s)	Council or Waka Kotahi suggested change	Welhom Response
	(d) The provision of safe pedestrian and cycle access and connections to existing transport corridors, including State Highway 2, and within the site  (e) The management of construction traffic effects.  (f) Timing for construction and completion of interventions and changes to the Cashmere Oaks Drive and State Highway 2 intersection and its functional area.  (v) The provision of IL andscaping, screening, boundary planting and fencing treatments, and open spaces.  (vi) Signage.  (vii) Earthworks, sediment and dust management.  (vii) Financial contributions  (viii) Staging of development  Note 1: All the standards for permitted activities in Rule 5.5.2 must be met.  Note 2: Functional area of an intersection is the area beyond the physical intersection of two roads that comprises decision and manoeuvre distances on approaches and departures, plus any required vehicle storage length (Austroads Guide to Road Design Part 4(2017)).  Notification  An application for resource consent made in respect of rule 5.5.4(b) is precluded from being either publicly or limited notified, except that notice of the application must be served on Waka Kotahi New Zealand Transport Agency.  Notification  Notice of any application for resource consent made in respect of rule 5.5.4(b) must be served on Waka Kotahi NZ Transport Agency.  Waka Kotahi seeks the following changes:  (eb) The construction and operation of retirement village within the land identified as 'Residential/Retirement Village Development' at Appendix 16 subject to the following requirements:  Either	<ol> <li>The Council seeks amendments to matter (v). As sought by the Council, the matter would read:         <ul> <li>(v) Landscaping, screening, boundary planting and fencing treatments, and open spaces.</li> </ul> </li> <li>Welhom considers 'boundary planting' to fall within the ambit of landscaping, and fencing treatments to fall within the ambit of screening. As a result, Welhom considers the changes to be duplicative and unnecessary.</li> <li>The Council seeks the addition of a new matter (viii) to include staging of the development.</li> <li>Welhom does not support the inclusion of the new matter. At the resource consent stage, there is still a degree of uncertainty around a final construction methodology for a village, obscussions with contractors are still occurring. To lock in a staging plan by way of a condition simply invites further section 127 applications to vary staging at a later time. A future resource consent application will be accompanied by a master plan of the entire village and the consent will be sought for the village as a whole, rather than through multiple resource consents for the same village as suggested by the Council.</li> <li>The Council seeks the addition of a note to clarify what is meant by functional area. See discussion of "functional area" in relation to Standard 5.5.2(o) above. This relates to the new matter (f) is necessary, it follows that the additional note is also not necessary. It is also noted that matter (iv)(b) is not limited in its application, and that matter (iv)(a) as proposed includes 'improvements and alterations to existing roads'. The level of prescription being sought by the Council is therefore unwarranted.</li> <li>The Council approach achieves the Panel's direction by requiring notification to Waka Kotahi, an equivalent outcome could likely be achieved by not having a notification direction and leaving the matter to the Council's discretion. The purpose of the notification direction is to provide certai</li></ol>
		village in order to benefit from the notification restriction. Where a non-compliance

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#/110VISION(3)	i. The first application must include a <b>primary safe system intervention</b> treatment of the Cashmere Oaks Drive and State Highway 2 intersection and its <b>functional area</b> to cater for future development of land within	occurs, under Rule 5.5.4(a), there is no restriction on notification, and notification could occur based on an assessment of effects. However, where compliance with standards is achieved, it is also appropriate to provide certainty regarding notification.
	Appendix 16 and the safety of all road users.  Or  ii. The application must be comprehensive and apply to all of the land within the 'Residential/Retirement village development'; and include a primary safe system intervention treatment of the Cashmere Oaks Drive and State Highway 2 intersection and its functional area to cater for future development of land within Appendix 16 and the safety of all road users.	The Council's reasoning at paragraph 25 of its supporting memorandum suggests that the notification statement proposed by Welhom would restrict the Council's ability to exercise its discretion. This is exactly the purpose of a notification restriction. Rather than "significantly reducing the benefits of restricted discretionary activity status" it maximises the efficiency of that activity status. The Joint Statement of Planning Experts did not identify any other parties beyond Waka Kotahi that should be involved in a resource consent process, nor was this raised at the hearing.
		Paragraph 26 of the Council's memorandum states:
	<ul> <li>Discretion is restricted to the following matters:</li> <li>i. Staging of development.</li> <li>ii. Timing for construction and completion of interventions and changes to</li> </ul>	"The proposed notification clause effectively nullifies some of the benefits of restricted discretionary activity status, including the ability to identify affected parties other than Waka Kotahi or notify the consent. Council considers this to be inappropriate because the final form and scale of a retirement village proposal on the Plan Change Site is
	the Cashmere Oaks Drive and State Highway 2 intersection and its functional area.  iii. The design, scale and appearance of all buildings.	The Plan Change process has resulted in an (interim) indication from the Panel that a
	<ul> <li>iv. The provision of adequate supply of water for firefighting in accordance with the Code of Practice SNZ PAS 4509:2008.</li> <li>v. The provision of water supply, wastewater disposal and for stormwater</li> </ul>	retirement village land use is appropriate on the Site. It is to be provided for as a restricted discretionary activity, subject to standards within the proposed provisions and the district plan. It is those standards that provide the parameters within which a retirement village is acceptable. If the Council is not satisfied with those standards, it
	vi. Roading, traffic, road safety, and the provision of access and car parking spaces, specifically including:	could have recommended additional standards during the hearing process. It did not.  Where those standards are not complied with, then the effects of any non-compliance
	(g) Improvements and alterations to existing roads  The interventions and changes to the Cashmere Oaks Drive and  State Highway 2 intersection and its functional area to ensure the  safety of all road users Safety improvements to the intersection	could result in notification additional to the mandatory notification to Waka Kotahi.  That is not precluded. But where a retirement village meets those standards, it is entirely appropriate, and efficient, to have a future resource consent processed solely with notification to Waka Kotahi.
	of State Highway 2 and Cashmere Oaks Drive.  (i) The provision for of public transport facilities and infrastructure  (j) The provision of safe pedestrian and cycling access and connections to and within existing transport corridors including	In respect of the Waka Kotahi comments:
	SH2, and within the site to ensure good urban form and function.  (k) The management of construction traffic effects.  vii. (v) The provision of Landscaping, screening and open spaces.	<ol> <li>Waka Kotahi seeks to add two alternative pre-conditions relating to either:</li> <li>(i) the use of a 'primary safe system intervention' for the first application relating to the Site; or</li> </ol>
	<ul><li>viii. <u>Signage.</u></li><li>ix. <u>(vii) Earthworks, sediment and dust management.</u></li><li>x. <u>Financial contributions</u></li></ul>	(ii) that a comprehensive application for the whole Site be submitted that includes a 'primary safe system intervention'.
	Notes:  • All the standards for permitted activities in Rule 5.5.2 must be met.	See discussion in relation to inclusion of reference to "primary safe system intervention" in relation to Standard 5.5.2(o) above at page 1.

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	Functional area of an intersection is the area beyond the physical intersection of two roads that comprises decision and manoeuvre distances on approaches and departures, plus any required vehicle storage length (Austroads Guide to Road Design Port 4(2017)).  Primary safe system intervention refer to options in the "Standard safety intervention toolkit" published by Waka Kotahi NZ Transport Agency, September 2021, page 10  Notification  An application for resource consent made in respect of rule 5.5.4(b) is precluded from being either publicly or limited notified, except that nNotice of the application must be served on Waka Kotahi NZ Transport Agency.	In respect of (i), safety improvements to the intersection of Cashmere Oaks Drive and State Highway 2 are clearly provided for by the proposed matters of discretion, as are improvements and alterations to existing roads. The nature of that intervention need not be prescribed in the manner sought by Waka Kotahi. Waka Kotahi will no doubt express its view on appropriate treatments in informing the requisite Integrated Transportation Assessment for an application, and through notification.  In respect of (ii), Welhom has no ability to dictate a resource consent requirement and associated timing, for land it does not own. The matter should be deleted.  2. Waka Kotahi seeks the addition of a new matter of discretion relating to staging, identically worded to that sought by the Council. For the reasons outlined in point 4 regarding Rule 5.5.4(b) above at page 5, Welhom does not consider the matter to be necessary.  3. Waka Kotahi seeks the addition of a new matter of discretion relating to the timing for interventions to the Cashmere Oaks and State Highway 2 intersection. The matter is again identical to that sought by the Council. For the reasons outlined in point 2 regarding Rule 5.5.4(b) above at page 4, Welhom does not consider the matter to be necessary.  4. Waka Kotahi seeks the deletion of the text proposed in matter (iv)(b) and its substitution for the following:  The interventions and changes to the Cashmere Oaks Drive and State Highway 2 intersection and its functional area to ensure the safety of all road users Safety improvements to the intersection of State Highway 2 and Cashmere Oaks Drive.  Welhom does not consider that the change is warranted. The matter of discretion as proposed addresses an equivalent matter to what was already proposed (and deleted by Waka Kotahi), and matter (iv)(a) as proposed already addresses the spatial component.  5. Waka Kotahi seeks an amendment to matter (vi)(d) as follows:  The provision of safe pedestrian and eycle cycling access and connections to and within existing tr

Amendment #/Provision(s)	Council or Waka Kotahi suggested change	Welhom Response
		Welhom does not see the need for the proposed addition of 'including SH2' as State Highway 2 is clearly an existing transport corridor.
		Welhom does not support the addition of 'to ensure good urban form and function' as this adds a policy subjectivity that is not appropriate in a matter of discretion.
		6. Waka Kotahi proposes the addition of two additional notes to the rule. As discussed above, Welhom does not consider a definition of functional area to be required, and does not support the use of a primary safe system intervention as a pre-condition. Resultingly, Welhom does not consider that either note is required. See also discussion of "functional area" in relation to Standard 5.5.2(o) above.
		7. Waka Kotahi proposes an amendment, equivalent to that sought by the Council, to the notification statement proposed by Welhom.
		For the same reasons as outlined at point 6 regarding Rule 5.5.4(b) at page 5 above in respect of the Council's suggestion, Welhom does not support the change sought by Waka Kotahi. Welhom does not have any concerns about 'New Zealand' being amended to 'NZ' as sought by Waka Kotahi.
New Rule 5.5.5(b)	Council seeks the introduction of a new discretionary activity rule as follows:	Welhom opposes the change sought on the basis of its response to Rule 5.5.4(a) detailed above.
	<ul> <li>Insert new discretionary (unrestricted) Rule 5.5.5(b):</li> <li>(b) The construction and operation of a retirement village within the land identified as Residential/Retirement Village Development' at Appendix 16 that does not meet one or more of the standards for permitted, controlled or restricted discretionary activities.</li> </ul>	Should the Panel agree with the request made by the Council, then the reference to 'controlled, or restricted discretionary' should be removed, or the section heading for standards at 5.5.2 needs to be amended to also refer to controlled and restricted discretionary activities. That section is clear that they are standards for permitted activities only and will have wider consistency implications for the District Plan.
		Rule 5.5.4(b) makes clear that standards for <u>permitted</u> activities apply to the rule, rather than the standards being framed as restricted discretionary activity standards.
New Rule 5.5.6	Waka Kotahi seeks the introduction of a new non-complying activity rule as follows:	Welhom opposes the change sought on the basis of its response to Rule 5.5.4(a) above.
	5.5.6 Non-complying Activities  The following are non-complying activities:  []  Any proposal under rule 5.5.4 (b), that does not meet the requirements of 5.5.4(b) i) or ii); or does not meet the standards for permitted activities in Rule 5.5.2.	Welhom is also opposed to the pre-condition changes sought by Waka Kotahi to Rule 5.5.4(b) and therefore to the related matters in this rule.
Amendment 5		

Amendment	Council or Waka Kotahi suggested change	Welhom Response
#/Provision(s) Assessment Criteria	The Council does not seek any changes.	Welhom considers public spaces and the transport network to be 'surrounding land uses' as
22.2.25	The Council does not seek any changes.	does not consider the change sought by Waka Kotahi to be necessary.
	Waka Kotahi seeks the following changes:	Wolhom does not consider the insertion of 'provision' into matter (2) is necessary as this is
	22.2.25 Retirement Village on land identified as 'Residential/Retirement Village  Development' in Appendix 16	Welhom does not consider the insertion of 'provision' into matter (2) is necessary as this is addressed by a matter of discretion. Welhom does not have any concerns relating to the inclusion of 'pathways' and 'cycleways' into 22.2.25(i)(2).
	(i) The ability of the proposal to integrate with surrounding land uses, public spaces, and the transport network, with regard to:	Welhom does not consider that matters (v) and (vi) are necessary. As discussed above at point 4 regarding Rule 5.5.4(b) at page 5 above, Welhom does not support a matter of discretion
	(1) fencing and boundary treatments;	relating to staging and a temporal component for any infrastructure upgrade is inherent in it being conditioned. It does not need to be duplicated as an assessment criterion.
	(2) connectivity, including the provision, configuration and location of; pedestrian pathways; cycleways; and vehicle accesses.	being conditioned. It does not need to be duplicated as an assessment enterior.
	(ii) Creation of visual quality and variety as assessed from the public realm through the separation of buildings, building orientation, and in the use of	
	architectural design, detailing, glazing, materials, colour and landscaping.	
	(iii) The extent to which the development is consistent with the indicative  Outline Development Plan contained in Appendix 16	
	(iv) The safety, effectiveness and efficiency of transport infrastructure, utilities	
	and services	
	(v) The timing for completion of infrastructure upgrades relative to stages of the development	
	(vi) The timing for each stage of the development	
	(vii) The proposed stormwater management within the site	
Amendment 6		
Information Requirements	The Council seeks the following changes:	The changes proposed are to information requirements to be supplied with a future resource consent application. It is noted that the Council can request additional information if it is not
Requirements	Insert the following into 26.3.56 'Information Schedule 56: Controlled Activities Restricted <u>Discretionary Activities'</u> at 26.3.56(ic)	satisfied with the information supplied with the application.
	<u> </u>	In respect of the Council changes:
	[]	4. The decree for a 26.2 Fig. 26.2 Cite and decree
	(d) The provision of safe pedestrian and cycle access and connections to existing transport corridors, including State Highway 2, and within the site;	<ol> <li>The change from 26.3.5 to 26.3.6 is supported and picks up on a typographical error.</li> <li>In respect of matter (ii)(d), State Highway 2 is an existing transport corridor. The change is not required as a result.</li> </ol>
	Waka Kotahi seeks the following changes:	In respect of the Waka Kotahi changes:
	(ic) Retirement Village on land identified as 'Residential/Retirement Village  Development' in Appendix 16  (i) A landscape plan showing the proposed landscaping and screening treatment for the proposal. The landscape plan should include the following:	<ol> <li>The change to (ii)(a) is not supported as it relates to the mandatory pre-condition sought by Waka Kotahi relating to a primary safe system intervention. Welhom does not support the pre-condition and notes that Waka Kotahi will advocate for the changes it seeks through both the Integrated Transport Assessment consultation, and subsequent notification.</li> </ol>

Amendment #/Provision(s)	Council or Waka Kotahi suggested change	Welhom Response
	<ul> <li>Street tree and amenity planting, including proposed buffer planting along the northern external boundary of the Site;</li> <li>Reserves/open space design;</li> <li>Transport network (roads, pedestrian and cycling links); and</li> <li>Stormwater basin and swale design.</li> <li>(ii) An Integrated Transportation Assessment, which shall address but is not limited to:         <ul> <li>(a) A design for the proposed primary safe system intervention of the Cashmere Oaks Drive and State Highway 2 intersection and its functional area.</li> <li>(b) Safety Other Improvements and alterations to existing roads;</li> <li>(c) Safety improvements to the intersection of State Highway 2 and Cashmere Oaks Drive;</li> <li>(d) The provision for public transport facilities and infrastructure;</li> <li>(e) The provision of safe pedestrian and cyclinge access and connections; for the site, local roads; and the state highway.to existing transport entire site, local roads; and the state highway.to existing transport entire site;</li> <li>(f) The management of construction traffic effects; and</li> <li>(g) The outcomes of consultation with Waka Kotahi/New Zealand Transport Agency.</li> </ul> </li> </ul>	<ol> <li>The change sought to (ii)(b) is not supported as it is a consequential change to (ii)(a) above.</li> <li>The change sought to matter (ii)(e) seeks to add a fine grain of specificity that does not add to the existing matter. Welhom does not consider the change to be necessary.</li> </ol>
Amendment 7		
Subdivision Rule	Council seeks the following changes:	In respect of the Council change:
	Notice of any application for resource consent made in respect of rule 20.1.5(l) must be served on Waka Kotahi NZ Transport Agency.  Waka Kotahi seeks the following changes:	1. There is no need to have a notification statement associated with this rule. Welhom notes that the Council, in respect of Rule 5.5.4(b) above, has noted its concern with maintaining the existing approach of the District Plan. The existing discretionary subdivision rule 20.1.5(j) relating to sites with access from the State Highway does not have a notification statement. Welhom cannot see why this proposed rule requires such a statement.
	(I) Any subdivision of the land identified in Appendix 16 subject to the following requirements:	The Council will of course be required to make a notification determination on any future subdivision under a discretionary rule, and may determine that notification, either public or limited, is warranted.
	a. The first subdivision of land must include a primary safe system intervention treatment of the Cashmere Oaks Drive and State Highway 2 intersection and its functional area for the safety of all road users.  Or	<ol> <li>In respect of the Waka Kotahi change:</li> <li>The purpose of the change suggested by Welhom came as a result of confusion around the application of the existing rule 20.1.5(j). The change sought to mirror the existing rule and be bespoke to the Site by reference to the appendix identifying the site.</li> </ol>

Amendment	Council or Waka Kotahi suggested change	Welhom Response
#/Provision(s)		
#/1 TOVISION(3)	b. The subdivision proposal must be comprehensive, apply to all of the land within the 'residential' and/or all of the land within the 'Residential/Retirement village development'; and include a primary safe system intervention treatment of the Cashmere Oaks Drive and State Highway 2 intersection and its functional area to cater for future development of land within Appendix 16 and the safety of all road users.  And  c. Comply with all subdivision standards in Rule 20.1.2.  Notice of the application must be served on Waka Kotahi NZ Transport Agency  Note:  Functional area of an intersection is the area beyond the physical intersection of two roads that comprises decision and manoeuvre distances on approaches and departures, plus any required vehicle storage length (Austroads Guide to Road Design Part 4(2017)).  Primary safe system intervention refer to options in the 'Standard safety intervention toolkit' published by Waka Kotahi NZ Transport Agency, September 2021, page 10  The primary safe system intervention requirement may, at the discretion of Council, be satisfied by any prior land use or subdivision resource consent approval that has been given effect to.	<ol> <li>The Waka Kotahi amendment seeks to introduce a range of other pre-conditions to this rule which were not traversed at the hearing. They are not required under a discretionary activity rule which is not limited in its discretion.</li> <li>As noted in respect of the Council suggestion, there is no need for a notification statement, and this departs from the approach of the existing equivalent rule.</li> <li>The Waka Kotahi suggestion then seeks to go further by introducing a non-complying activity status where the pre-conditions introduced by the Waka Kotahi discretionary rule are not met. This change is a significant departure, was not traversed at the hearing, and does not address any effects that cannot be considered under the discretionary activity rule proposed.</li> </ol>
	Insert new non-complying Activity rule at 20.1.7 as follows:  20.1.7 Non-complying Activities  The following are non-complying activities:  []  All Environmental Zones  []  (d) Any subdivision which does not meet the requirements of Discretionary Activity (Rule 20.1.5(I)(a). (b), or (c)).	

## CHANGES TO THE DISTRICT PLAN – POST HEARING

### Guide

- Existing District Plan text is in normal font.
- Changes proposed by Welhom Developments Ltd as part of the Request and changes proposed through the hearing process are shown <u>underline</u> and <u>strikethrough</u>.
- Further changes proposed by Welhom Developments Ltd following the conclusion of the hearing are shown in <u>orange underline</u> and <u>orange strikethrough</u>.
- Changes proposed by Welhom Developments Ltd in response to comments from Masterton District Council and Waka Kotahi are shown in <u>blue underline</u> and <u>blue strikethrough.</u>

# **Amendment 1 Amend Masterton Edition Volume 2 Maps of the District Plan as follows:**

Change the zoning of the Site from Rural (Primary Production) to Residential.

Move the Rural-Urban Boundary notation to include the Site.



Amend Masterton Edition Volume 1 Text – Part C – Consent Process and General Provisions - Section 27 Definitions of the District Plan as follows:

Delete the existing definition of retirement village:

Retirement village - means any land building or site used for a comprehensive residential development that contains two or more residential units, together with services and/or facilities for on-site residents and staff and which may include staff accommodation, advanced residential care facilities, such as nursing, medical, hospital or dementia care, recreation, leisure, welfare facilities and activities, and other non-residential activities ancillary to the retirement village, predominantly for persons in their retirement and their spouses or partners.

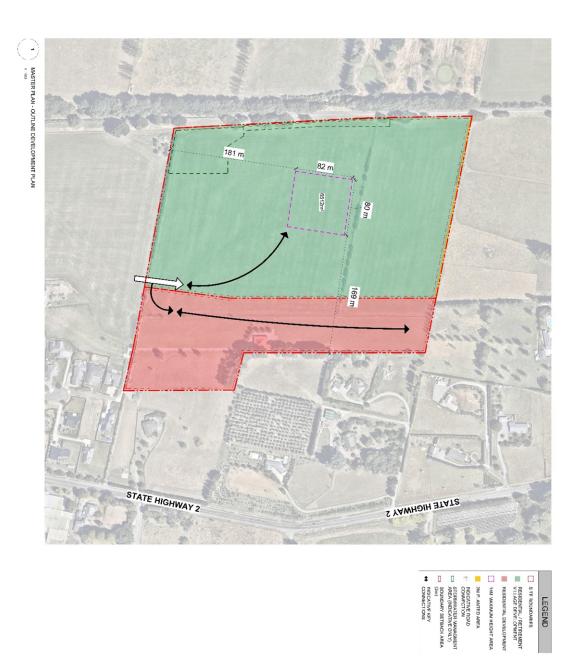
Insert a new definition of retirement village as follows:

Retirement village – means a managed comprehensive residential complex or facilities used to provide residential accommodation for people who are retired and any spouses or partners of such people. It may also include any of the following for residents within the complex: recreation, leisure, supported residential care, welfare and medical facilities (inclusive of hospital care) and other non-residential activities.

Amend Masterton Edition Volume 1 Text – Part D – Appendices of the District Plan as follows:

Insert new Appendix 16:

Outline Development Plan



RESIDENTIAL / RETIREMENT
VILLAGE DEVELOPMENT LEGEND





Amend Masterton Edition Volume 1 Text - Part A - Environmental Zones - 5 Residential Zones of the District Plan as follows:

Amend Policy 5.3.2(k) as follows:

(k) Provide for the development and operation of a retirement village in the Orchards Retirement Village Character Area shown on the indicative Concept Plan (Appendix X) and on the land identified as 'Residential/Retirement Village Development' in Appendix 16 subject to such environmental standards as necessary to avoid, remedy or mitigate any adverse effects.

Amend standard 5.5.2(f):

## (f) Number of dwellings

- (i) The total number of dwellings per site shall be limited to that which enables each dwelling to meet the minimum lot area subdivision requirements for that site (Rule 20.1.2(a)).
- (ii) For the land identified in Appendix 16, the total number of dwellings per site, not associated with a retirement village, is limited to 1.

Insert new standard 5.5.2(n):

### Mitigation of noise and vibration on land identified in Appendix 16

(1) <u>Indoor railway noise</u>

Within 100m of the legal boundary of a railway network:

(a) any new building or alteration to an existing building that contains a noise sensitive activity where the building or alteration is designed, constructed and maintained to achieve indoor design noise levels resulting from the railway not exceeding the maximum values in the following table

Building Type	Occupation/Activity	Maximum railway noise level LAeq(1h)
Residential	Sleeping spaces	<u>35dB</u>
	All other habitable rooms	<u>40dB</u>
<u>Health</u>	Overnight medical care, wards	<u>40dB</u>

		1
	Clinic, consulting rooms,	<u>45dB</u>
	theatres, nurses stations	

<u>or</u>

- (b) <u>is at least 50 metres from any railway network, and is designed so that a noise barrier completely blocks line-of-sight from all parts of doors and windows, to all points 3.8 metres above railway tracks, or</u>
- (c) <u>is a single-storey framed residential building with habitable rooms</u> <u>designed, constructed and maintained in accordance with the</u> construction schedule in Schedule 1.

## (2) Mechanical ventilation

If a building is constructed in accordance with 1(c), or if windows must be closed to achieve the design noise levels in 1(a), the building is designed, constructed and maintained with a mechanical ventilation system that:

- (a) For habitable rooms for a residential activity, achieves the following requirements:
  - (i) <u>Provides mechanical ventilation to satisfy clause G4 of the New</u> Zealand Building Code; and
  - (ii) <u>Is adjustable by the occupant to control the ventilation rate in increments up to a high air flow setting that provides at least 6 air changes per hour; and</u>
  - (iii) Provides relief for equivalent volumes of spill air;
  - (iv) Provides cooling and heating that is controllable by the occupant and can maintain the inside temperature between 18°C and 25°C; and
  - (v) <u>Does not generate more than 35 dB LAeq(30s) when</u> measured 1 metre away from any grille or diffuser.
- (b) For other spaces, is as determined by a suitably qualified and experienced person.

### (3) Indoor railway vibration

Any new buildings or alterations to existing buildings containing a noise sensitive activity, closer than 60 metres from the boundary of a railway network:

- (a) <u>Is designed, constructed and maintained to achieve rail vibration</u> <u>levels not exceeding 0.6 mm/s vw,95 or</u>
- (b) <u>Is a single-storey framed residential building with:</u>
  - (i) A constant level floor slab on a full-surface vibration isolation bearing with natural frequency not exceeding 10 Hz, installed in accordance with the supplier's instructions and recommendations; and

- (ii) <u>Vibration isolation separating the sides of the floor slab from</u> the ground; and
- (iii) No rigid connections between the building and the ground.
- (4) A report is submitted to the Council demonstrating compliance with (1) to (3) above (as relevant) prior to the construction or alteration of any building containing a noise sensitive activity. In the design:
  - (a) Railway noise is assumed to be 64dB L<sub>Aeq(1h)</sub> at a distance of 12 metres from the track, and must be deemed to reduce at a rate of 3 dB per doubling of distance up to 40 metres and 6 dB per doubling of distance beyond 40 metres.

Schedule 1. Construction schedule for indoor noise control

<u>Elements</u>	Minimum construction for noise control in addition to the requirements of the New Zealand Building Code			
External walls	Wall cavity infill of fibrous insulation, batts or similar (minimum density of 9 km/m³)			
	Cladding and internal wall lining complying with either Options A, B or C below:			
	Option A – Light cladding: timber weatherboard or sheet materials with surface mass between 8kg/m² and 30kg/m² of wall cladding	Internal lining of minimum 17kg/m² plasterboard, such as two layers of 10mm thick high density plasterboard, on resilient/isolating mountings		
	Option B - Medium cladding: surface mass between 30 kg/m² and 80 kg/m² of wall cladding	Internal lining of minimum 17 kg/m² plasterboard, such as two layers of 10 mm thick high density plasterboard		
	Option C - Heavy cladding: surface mass between 80 kg/m² and 220 kg/m² of wall cladding	No requirements additional to New Zealand Building Code		
Roof/ceiling	Ceiling cavity infill of fibrous insulation, batts or similar (minimum density of 7 kg/m³)			

	Ceiling penetrations, such as for recessed lighting or ventilation, shall not allow additional noise break-in	
	Roof type and internal ceiling lining complying with either Options A, B or C below:	
	Option A - Skillion roof with light cladding: surface mass up to 20 kg/m² of roof cladding	Internal lining of minimum 25 kg/m² plasterboard, such as two layers of 13 mm thick high density plasterboard
	Option B - Pitched roof with light cladding: surface mass up to 20 kg/m² of roof cladding	Internal lining of minimum 17 kg/m² plasterboard, such as two layers of 10 mm thick high density plasterboard
	Option C - Roof with heavy cladding: surface mass between 20 kg/m² and 60 kg/m² of roof cladding	No requirements additional to New Zealand Building Code
Glazed areas	Aluminium frames with full compression seals on opening panes	
	Glazed areas shall be less than 35% of each room floor area	
	thick; and  a cavity between	ne of glass at least 6 mm
	<ul> <li>at least 12 mm deep; and</li> <li>a second pane of glass at least 4 mm thick</li> </ul>	
	Or, any other glazing wi	
Exterior doors	Exterior door with line- of-sight, to any part of the state highway road surface or to any	Solid core exterior door, minimum surface mass 24 kg/m2, with edge and threshold compression

point 3.8 metres above railway tracks	seals; or other doorset with minimum performance of Rw 30 dB
Exterior door shielded by the building so there is no line-of- sight to any parts of the state highway road surface or any points 3.8 metres above railway tracks	Exterior door with edge and threshold compression seals

Insert new standard 5.5.2(o):

## <u>Land identified as 'Residential/Retirement Village Development' in Appendix 16</u>

All buildings and activities associated with the development and operation of a retirement village within the land identified as 'Residential/Retirement Village Development' in Appendix 16 shall comply with all Residential Zone and District-wide permitted activity standards, except where the following apply:

- (1) The maximum height of the main building used for retirement village or aged care uses shall be 14 metres in the area identified as '14m Maximum Height Area' in the Outline Development Plan in Appendix 16

  Note: For the purposes of this standard, only one building within the 14m Maximum Height Area is permitted to have a maximum height of 14m.
- (2) Minimum building setbacks shall be 3m from all external boundaries
- (3) Stormwater from buildings and hard surfaces from within the retirement village area identified in Appendix 16 shall be managed and attenuated on-site using low impact urban design measures such that post-development peak flow and total discharge from the site does not exceed a pre-development scenario, and all stormwater from the site shall be managed and disposed of in accordance with NZS 4404:2010 Land Development and Subdivision Infrastructure
- (4) Any permanent sign shall be permitted provided it complies with the following standards:
  - (a) A maximum of three signs per frontage with the public road, with a total face area per sign of no more than 4m<sup>2</sup>
  - (b) The sign must relate to the activity undertaken on the site and be located fully within the site of the activity to which it relates.

- (c) Where a sign is affixed to a building, the sign shall comply with the maximum height and setback requirements.
- (d) All signs must comply with the sight distance requirement in Appendix 5.
- (e) No sign shall be located where is conceals the visibility of an existing official sign or traffic-controlling device.
- (f) No sign shall use reflective materials, be flashing or moving.

Insert new Rule 5.5.4(b):

## **5.5.4** Restricted Discretionary Activities

The following are Restricted Discretionary Activities:

[...]

(a) Any permitted, or controlled or restricted discretionary activity that does not meet one or more of the standards for permitted or controlled activities.

Discretion is restricted to the following matters:

- (i) Avoiding, remedying or mitigating of any effects deriving from noncompliance with the particular standard(s), that is not met.
- (eb) Within the land identified as 'Residential/Retirement Village Development' at Appendix 16, the construction and operation of a retirement village.

<u>Discretion is restricted to the following matters:</u>

- (i) The design, scale and appearance of all buildings.
- (ii) The provision of adequate supply of water for firefighting in accordance with the Code of Practice SNZ PAS 4509:2008.
- (iii) The provision of water supply, wastewater disposal and for stormwater collection and disposal.
- (iv) Roading, traffic, road safety, and the provision of access and car parking spaces, specifically including:
  - (a) Improvements and alterations to existing roads

- (b) Safety improvements to the intersection of State Highway 2 and Cashmere Oaks Drive
- (c) The provision for of public transport facilities and infrastructure
- (d) The provision of safe pedestrian and cyclinge access and connections to existing transport corridors and within the site
- (e) The management of construction traffic effects.
- (v) The provision of Landscaping, screening and open spaces.
- (vi) Signage.
- (vii) Earthworks, sediment and dust management.
- (vii) Financial contributions

Note: All the standards for permitted activities in Rule 5.5.2 must be met.

#### **Notification**

An application for resource consent made in respect of rule 5.5.4(b) is precluded from being either publicly or limited notified, except that notice of the application must be served on Waka Kotahi New Zealand NZ Transport Agency.

## **Amendment 5**

Amend Masterton Edition Volume 1 Text - Part C – Consent Process and General Provisions – 22 Assessment Criteria of the District Plan as follows:

Insert new assessment criteria at 22.2.25.

# 22.2.25 Retirement Village on land identified as 'Residential/Retirement Village Development' in Appendix 16

- (i) The ability of the proposal to integrate with surrounding land uses, with regard to:
  - (1) fencing and boundary treatments;
  - (2) connectivity, including the configuration and location of pedestrian pathways, cycleways, and vehicle accesses.
- (ii) Creation of visual quality and variety as assessed from the public realm through the separation of buildings, building orientation, and in the use of architectural design, detailing, glazing, materials, colour and landscaping.
- (iii) The extent to which the development is consistent with the indicative Outline Development Plan contained in Appendix 16.
- (iv) The safety, effectiveness and efficiency of transport infrastructure, utilities and services.
- (v) The proposed stormwater management within the site

Amend Masterton Edition Volume 1 Text - Part C – Consent Process and General Provisions – 26 Information to be Supplied with Resource Consent Applications of the District Plan as follows:

Insert the following into 26.3.56 'Information Schedule 56: Controlled Activities Restricted Discretionary Activities' at 26.3.56(ic)

## (ic) Retirement Village on land identified as 'Residential/Retirement Village Development' in Appendix 16

- (i) A landscape plan showing the proposed landscaping and screening treatment for the proposal. The landscape plan should include the following:
  - Street tree and amenity planting, including proposed buffer planting along the northern external boundary of the Site;
  - Reserves/open space design;
  - Transport network (roads, pedestrian and cycle links); and
  - Stormwater basin and swale design.
- (ii) An Integrated Transportation Assessment, which shall address but is not limited to:
  - (a) Improvements and alterations to existing roads;
  - (b) <u>Safety improvements to the intersection of State Highway 2 and</u> Cashmere Oaks Drive;
  - (c) The provision for public transport facilities and infrastructure;
  - (d) The provision of safe pedestrian and cycle access and connections to existing transport corridors and within the site;
  - (e) The management of construction traffic effects; and
  - (f) The outcomes of consultation with Waka Kotahi/New Zealand Transport Agency.

#### **Amendment 7**

Amend Masterton Edition Volume 1 Text - Part B - District-Wide Issues - 20 District Wide Subdivision Rules and Standards of the District Plan as follows:

Insert new discretionary activity rule at 20.1.5(I), as follows:

(I) Any subdivision of the land identified in Appendix 16.



LEGEND

SITE BOUNDARIES

RESIDENTIAL / RETIREMENT VILLAGE DEVELOPMENT

RESIDENTIAL DEVELOPMENT

14M MAXIMUM HEIGHT AREA

2M PLANTED AREA

INDICATIVE ROAD CONNECTION

STORMWATER MANAGMENT AREA (INDICATIVE ONLY)

BOUNDARY SETBACK AREA (3m)

1 10.05.23 North connection removed
Rev Date Description

Client.

Summerset Head Office Ph. 04 894 7320 Fax. 04 894 7319 headoffice@summerset.co.nz www.summerset.co.nz

Project Name.

SUMMERSET VILLAGE
MASTERTON

Project Stage. Block Number.

Concept

Drawing Title.

OUTLINE DEVELOPMENT PLAN

DO NOT SCALE DRAWINGS. DATE
Original Sheet Size: A1 03/05/23

Project Number. Drawing Number. Rev
056 DD.010 1

MASTER PLAN - OUTLINE DEVELOPMENT PLAN