



WAIRARAPA COMBINED DISTRICT PLAN JOINT COMMITTEE MEETING

Carterton Events Centre
50 Holloway Street, Carterton on
THURSDAY 8 APRIL at 9am

MEMBERSHIP

David McMahon (Chairperson) (Independent
Commissioner)

Cr Frazer Mailman (MDC)
Cr Tina Nixon (MDC)

Cr Rob Stockley (CDC)
Cr Robyn Cherry-Campbell (CDC)

Cr Brian Jephson (SWDC)
Cr Alistair Plimmer (SWDC)

Rangitane o Wairarapa Representative
Ngāti Kahungunu Representative

AGENDA

1. CONFLICTS OF INTEREST (MEMBERS TO DECLARE CONFLICTS, IF ANY)
2. APOLOGIES
3. CONFIRMATION OF PREVIOUS MINUTES Pages 1-4
4. GREATER WELLINGTON REGIONAL COUNCIL INVOLVEMENT (A verbal updated will be provided)
5. REVIEW OF RESIDENTIAL ZONE – SUMMARY REPORT (052/21) Pages 5-11
6. REVIEW OF RURAL ZONE – SUMMARY REPORT Pages 12-17
7. REVIEW OF SUBDIVISION TOPIC – SUMMARY REPORT Pages 18-24
8. REVIEW OF URBAN FORM TOPIC – SUMMARY REPORT Pages 25-36
9. REVIEW OF HISTORIC HERITAGE TOPIC – SUMMARY REPORT Pages 37-43
10. CONFIRMATION OF NEXT TOPICS FOR REVIEW
11. CLOSE OF MEETING

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WAIRARAPA COMBINED DISTRICT PLAN JOINT COMMITTEE MEETING
HELD AT THE CARTERTON EVENTS CENTRE, HOLLOWAY STREET, CARTERTON

THURSDAY 25 FEBRUARY 2021 9.00AM

PRESENT

David McMahon (Chair), Councillors Frazer Mailman (MDC), Tina Nixon (MDC), Robin Cherry Campbell (CDC), Rob Stockley (CDC), Alastair Plimmer (SWDC) and Brian Jephson (SWDC).

IN ATTENDANCE

Masterton District Council: Manager Strategic Planning (Angela Jane), Consultant Planner (Sue Southey) and Senior GIS Analyst (Alan Flynn), Manager Planning and Consents (Peter Matich)

Carterton District Council: Infrastructure, Services and Regulatory Manager (Dave Gittings), Senior Planner (Solitaire Robertson) and Asset Engineer (Tony Pritchard)

South Wairarapa District Council: Group Manager Planning and Environment (Russell O’Leary)

Boffa Miskell: Hamish Wesney and Kate Searle.

A moment’s silence was taken to acknowledge the passing of SWDC Manager Planning, Godwell Mahowa and of David Grant.

INTRODUCTION

The Chair introduced himself and outlined what his role would be in the process (governance oversight rather than writing the plan itself).

Iwi Representation

The question of iwi representation was discussed. The Terms of Reference allowed for one representative from each iwi, however there had been three attendees at the last meeting. Although all could attend meetings, not all would be able to vote when that stage of the process was reached. The Committee needed to write to the iwi groups regarding representation and meeting attendance. Boffa Miskell will draft the letter and the Chair will sign it off.

Succession

The Chair raised the issue of succession planning. The current elected member appointees to the committee would be up for re-election in 2022 (or may choose not to stand again), before the review was complete. If not re-elected those members would need to be appointed as commissioners (if members are to have a vote they need to be appointed Commissioners). The terms of reference need to set out a process to ensure continuity in the event that members aren’t elected or don’t stand again.

APOLOGIES

An apology was received from Robin Patongaroa.

CONFIRMATION OF MINUTES

One typo was noted: Councillor Jepson should be Councillor Jephson. *[Note: correction made]*

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Moved by Councillor Frazer Mailman

That the minutes of the meeting held 10 November 2020 are a true and accurate record of the meeting.

Seconded by Councillor Robin Cherry-Campbell and CARRIED

CONFLICTS OF INTEREST

No conflicts were declared.

It was agreed that a register of interests was required to ensure transparency.

Manager Strategic Planning (MDC) would organise a register and email to committee members to complete and update each meeting.

RMA REFORM UPDATE

Hamish Wesney (Boffa Miskell) spoke to the report which had considered the latest update in relation to the proposed RMA reform and recommended continuing with the partial review agreed at the previous meeting.

The impact of the three waters reform on the District Plan process was discussed. The production of district plans would continue so the work wouldn't be wasted. The financial contribution and urban subdivision parts of the plan might be impacted and would need to be factored into the review.

In relation to the involvement of Greater Wellington Regional Council in the process and whether they should be represented on the Committee, Boffa Miskell advised that they were the next group on the list to engage with. It was proposed that the advisory group look at the matter and bring it back to the Committee.

Members agreed with the Boffa Miskell recommendation to continue with Option 3 (Partial Review).

PROJECT PLAN

Hamish Wesney (Boffa Miskell) presented the report outlining the project plan setting out the objectives and processes for undertaking the district plan review.

The importance of clear communication with the community was raised, particularly in the light of the other issues that would be facing local government. A request was made for a document with all the different timeframes (E.g. three waters reform) to be set out to enable the comms plan to take into account the other things that are happening.

Under Objectives (page 4 of 36):

- Noted that the first sentence references the need to interact with other communications going on.
- Change in wording requested in last bullet point: 'Targeted' rather than 'mini'

The difference between a partial review, full review and discrete review was discussed. An example of a discrete review was hazardous waste – most district plans were removing those provisions so

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the review needed to look at what wasn't being managed, but the amount of information to be looked at was relatively small. A full review would take more time and resource.

Each chapter had been reviewed and what needed to be done for each determined. Twenty two topics had been identified – half the reviews were full, a quarter partial and a quarter targeted. The full reviews would be done first.

The relationship between the district plan review and other growth and spatial plans was discussed – the district plan will become the vehicle for delivering those plans so need to make sure they are factored in.

Need to understand and confirm what stage the strategic and growth plans the individual councils have done are at as they will inform the review - whether the outcomes in the plans can be achieved through existing zoning will be relevant.

- Masterton: have completed an urban growth study and a second study is underway, looking at providing infrastructure for future expansion.
- Carterton: have completed consultation on an urban growth strategy
- South Wairarapa: have a spatial plan which will be going out for consultation with the LTP – at a high level.

The regional growth framework also needed to be factored in.

In relation to the project outline, timeline and methodology, whether a further step after the discovery/issues and options report was needed – validation of the review for each step setting out what the Committee will be looking at – was discussed. Agreed to add that the scope will be confirmed by the Committee.

The issues and options papers can also look at what is best practice and the plan can provide guidance on consent processing.

After discussion it was decided that Financial Contributions should change from partial to full review (so now 12 full, 5 partial and 6 discrete).

In the “Assessment of operative Plan chapters to information review scope and priority topic areas/chapters” spreadsheet (pages 27 to 29) a request was made to change the ‘low’ priority colour from red to another colour, or for the colours to be reversed. Boffa Miskell would make that change.

All members were in agreement with the proposed plan.

PRESENTATION – DRAFT 2021 WORK PROGRAMME

Boffa Miskell presented the Draft 2021 Work Programme.

Boffa Miskell would be bringing the following to the next Committee meeting (Category 1):

- residential zone
- rural zone
- heritage (includes trees but will need to separate out built heritage and trees)
- subdivision and land development
- urban form (spatial plan).

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Members are to send questions through in advance of the next meeting.

Category 2 will be:

- Commercial and industrial zones
- Strategic direction (high level urban form drawing on the community outcome statements in each LTP)
- Natural hazards
- Tangata whenua
- Financial contributions

The National Planning Standards template for how district plans are written was raised. The new plan will look quite different to the current plan. Boffa Miskell advised that it was a technical exercise and that by the end of May, once all the topics have been looked at, the Committee will have a better idea of how much change there will be.

The Issues and Options reports will include the requirements of the National Planning Standards, as they set out particular zone names that have to be used and have standardised definitions of terms too.

The meeting closed at 11.55am

To:	Chair and Members, Wairarapa Combined District Plan Joint Committee
From:	Boffa Miskell
Date:	8 April 2021
Subject:	Review of Residential Zone – Summary Report
DECISION	
Recommendation: That the Wairarapa Combined District Plan Review Committee: <ul style="list-style-type: none">(i) Receives the Review of the Residential Zone – Summary Report (Attachment 1 to Report 051/21)(ii) Agrees to commence the review in accordance with Option 2: Targeted review revising zoning structure and provisions to provide for appropriate residential zone activities as outlined.	

Wairarapa Combined District Plan Review

Review of the Residential Zone - Summary

March 2021

1 Summary of Review Findings

Summary of the Residential Zone

1. 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:
 - 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.
2. The residential environment can accommodate a range of appropriate 'non-residential' activities without any significant loss of amenity, including schools, small-scale retail and professional services, and home occupations. However, while many of these supporting activities are generally acceptable within the residential environment, they can create adverse effects if their scale and intensity of use create more than minor adverse effects on amenity values and residential character of neighbourhoods and settlements. Conversely, even residential development can adversely affect the residential environment if it is of an inappropriate scale or density.
3. Residential character and amenity will change over time, so as to meet a wide range of urban residential lifestyles. A growing aged population, and a demand for lower maintenance properties has resulted in infill and higher density housing in some areas of the Wairarapa, such as inner parts of Masterton. Retirement villages and housing complexes for the elderly are also more popular. These more intensive forms of residential development need good design to ensure they fit well with the residential character.
4. In other parts of the Wairarapa, holiday and weekend homes represent an increasing proportion of residential areas: indeed, in Martinborough large developments of such uses have been established or proposed: again, good design is required to ensure they maintain the character of the towns. Also, the southern end of Carterton has a lower density residential character and some historical land uses associated with this character

Summary of the Residential Zone in Operative District Plan

5. There is a single Residential Zone in the current District Plan. This zone is split into 10 sub-zones where specific policies and rules apply:

- Residential Serviced (Masterton District)
- Residential Serviced (Carterton and South Wairarapa Districts)
- Residential Serviced Coastal (Masterton District)
- 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).

6. There is one objective in the current District Plan:

5.3.1 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.

7. This objective is implemented primarily through a regulatory approach with a series of policies and rules. Under the current Residential Zone, all land use activities are permitted provided they comply with performance standards and are not otherwise listed in the rules. The performance standards relate to matters such as building and fence heights, setbacks, height-to-boundary, density, noise limits, signs, roads, access, parking, and loading, non-residential activities, and specific rules for character areas. The activities listed as requiring resource consent are broad, and are generally specified as those activities not meeting Permitted activity standards.
8. The subdivision rules and minimum lot size varies 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.

National and Regional Policy Direction

9. The main change in national and regional policy direction since the Operative District Plan was prepared is the National Policy Statement for Urban Development 2020 (NPS-UD). The NPS-UD came into effect in August 2020. The Masterton urban area is the only place in the Wairarapa that the NPS-UD applies to.
10. The NPS-UD requires local authorities to enable more development capacity, so more homes can be built in response to demand. The NPS-UD provides direction to make sure capacity is provided in accessible places where demand for residential opportunities is higher – close to jobs, community services, public transport, and other amenities our communities enjoy.
11. The three key provisions of the NPS-UD relate to:

- The intensification policies (Policies 3, 4 and 5) seek to improve land-use flexibility in high-demand areas (areas with good access to things such as jobs, and community services, and good public transport services).
 - The responsive planning policy (Policy 8) seeks to improve land-use flexibility by ensuring local authorities have regard to plan changes that would significantly add to development capacity as they arise.
 - The removal of minimum parking rates in district plans (Policy 11) seeks to improve land use flexibility in urban environments by allowing more housing and commercial developments, particularly in higher density areas where people do not necessarily need a car to access jobs, services, or amenities.
12. The NPS-UD also recognises and provides for existing amenity values of towns and cities to change over time as a result of the above policies. This contrasts with the Residential Zone objective in the District Plan that seeks to “maintain and enhance the character and amenity values of Wairarapa’s residential areas”.
13. The Regional Policy Statement for the Wellington Region also includes policy direction for compact, well-designed, and sustainable regional form.
14. In addition to the NPS-UD, the first set of National Planning Standards was released in 2019 to improve consistency of council plans and policy statements across the country. The National Planning Standards introduce standardised Residential Zones to be used as the District Plan requires, including:
- Large lot residential zone
 - Low density residential zone
 - General residential zone
 - Medium density residential zone
 - High density residential zone.

State of the Environment Monitoring/Plan Effectiveness

15. Based on currently available data and feedback from Council officers, the Residential Zone provisions are generally effectively and efficiently achieving the objectives in 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.
16. From the data available to date, a total of 68 land use consents and 98 subdivision consents (creating 543 new lots) were 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.
17. 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.

18. Following conversations with Council officers, it was identified that the following rules in the Residential Zone require attention:

- *Rule 5.5.1(e) Permitted Activities*

Any activity listed as a District-wide Permitted Activity in the rules in Section 21.1 and that is not otherwise specified as a controlled, restricted discretionary, discretionary, or non-complying activity under Sections 5.5. or 21.1 [is a Permitted activity].

This rule can cause confusion for some people as it refers to the subdivision standards when establishing a second dwelling on a site does not necessarily require the site to be subdivided.

- *Rule 5.5.2(c)(ii) and (iii) Minimum Building Setback*

... for front sites, 1.5 metres from all other boundaries, except that there shall be two setbacks of at least 3 metres from any side and/or rear boundary; for rear sites, 1.5 metres from all other boundaries, except that there shall be two setbacks of at least 3 metres from any side and/or rear boundary.

This rule can be confusing as the “and/or” is confusing for corner sites - which boundary is designated as a side or rear boundary may be unclear.

- *Rule 5.5.2(d) Accessory Building Setback*

There is some debate that the exclusion zone for accessory buildings can be large for older sites where the dwelling is set significantly back from the road boundary, but there are other opinions that this rule is working well, but could perhaps benefit from some clarification. There were also a notable number of resource consent applications to locate accessory buildings closer to side yard setbacks.

- *Rule 5.5.2(e) Maximum Fence Height*

People often want to build boundary fences higher than the maximum 1.8 metres. However, maximum height on the roadside boundaries should be kept at 1.8m in line with views expressed by NZ Police.

- *Rule 5.5.2(f) Number of Dwellings*

As with Rule 5.5.1(e) noted above, this rule refers directly to the subdivision Rule in 20.1.2.(a). This rule is also a potential constraint for people wanting to establish “granny flats” (often referred to as minor or secondary dwellings), which are still proving popular for those wanting to establish units for family members to live on their properties. However, sites are often not large enough to accommodate a minor or secondary dwelling due to the larger lot size requirements in Carterton and South Wairarapa Districts. These dwellings are subject to the same rules as establishing another full-size dwelling, despite these smaller dwellings arguably not having the same level of effect as an additional full-sized dwelling. A definition of a minor or a secondary dwelling may assist with allowing to allow them to be established. However, there are some views that the current rules are working; if a person wishes to build on their site and breach the density provisions, requiring a development plan as part of the consent process is often considered a good way to manage the effects of the density breach.

- *Rule 5.5.2(h)(i)(1) Signs*

The maximum sign size is generally good but could perhaps be slightly bigger for ease of visibility, especially for drivers for safety reasons.

- *Accessory building size limit*

There is currently no limit on the size (i.e. floor area or site coverage) of an accessory building in the Residential Zone as there is in the Rural Zone. There is the potential for extremely large accessory buildings to be constructed on residential sites, when this is not generally anticipated in the zone.

- *Definition of “residential activity”*

The definition of “residential activity” limits the number of people in a household to five. There are some views that this should be increased, while others consider that this limit can be useful and any increase should be enabled but be subject to resource consent.

- *Site coverage rules*

There is an opportunity to introduce site coverage rules to the District Plan. This would signal the level of open space that residents could expect in the Residential Zone, which would set expectations for character and amenity. However, these site coverage rules would need to be considered alongside the national direction to enable more intense housing typologies that require higher levels of site coverage, e.g. townhouses.

19. Adverse effects from relocated buildings are no longer as problematic in most Wairarapa areas, excepting in character towns (e.g. in South Wairarapa District) where people want to move and keep old character houses more often. Councils are tending to take bonds and give a time limit for site reinstatement works to be completed, which is proving effective.

Key Resource Management Issues

20. The key resource management issues for this topic:

- Future-proofing the Residential Zone and enable residential growth and intensification to accommodate anticipated population growth by identifying which areas are more suited to intensification and growth and identifying areas where the existing residential character and amenity values should be protected. This step also includes aligning the residential zones with the requirements of the NPS-UD and National Planning Standards.
- Refine Residential Zone rules that are causing issues with interpretation / implementation or are otherwise out of alignment with community expectations (e.g. change setbacks for accessory buildings, change maximum fence height, enable secondary/minor dwellings, introduce accessory building size limit, amend definition of “residential activity”, introduce site coverage rules)
- Further enable 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).

2 Options/Direction Sought from Joint Committee

21. To address the issues identified above, the broad options for the review are:

Option 1: Retain current approach with refinements to align with National Planning Standards and improve wording of provisions

Under this option, there would be little review of the District Plan approach for the Residential Zone, with the current approach effectively being converted to conform to the National Planning Standards.

This option would be simpler and require fewer resources than Option 2, below. However, under s79 of the Resource Management Act, Council must commence a review of the provisions of the District Plan if the provision has not been a subject of a proposed district plan, a review, or a change during the previous ten years. The provisions of the District Plan for the Residential Zone have not been reviewed since the District Plan became operative in May 2011. As a result, this option would not fulfil the requirements of s79 of the Resource Management Act.

Option 2: Targeted review revising zoning structure and provisions to provide for appropriate residential zone activities as outlined

Under this option, the review would consider how to align the Residential Zone with those in the National Planning Standards to recognise and provide for different types of residential activities throughout the districts. The Residential Zone would be reviewed to identify sub-zones in line with the requirements of the National Planning Standards. There will be changes required to give effect to any national direction, in particular the NPS-UD. This may result in further restrictions on certain activities.

This option would modify targeted Residential Zone rules that have been identified as requiring some amendment to better align with community expectations in the Residential Zone and reduce adverse or unintended effects resulting from the current rules.

This option would also consider other non-residential activities that might be appropriate in the Residential Zone. This review would revise the current provisions and ensure they are effectively providing for activities compatible with the Residential Zone, and further restrict those that are not.

22. Early engagement with the following key stakeholders is proposed:

- Local practitioners (e.g. planners, surveyors, builders) working in the Wairarapa that have frequent interactions with the Residential Zone provisions of the current District Plan
- Kainga Ora
- Waka Kotahi New Zealand Transport Authority
- Greater Wellington Regional Council
- Wairarapa District Health Board.

23. Broader community engagement will take place when the draft plan is released to the public.

24. Engagement methods will be confirmed as part of the communications and engagement plan (TBC).

3 Recommendation

25. To receive this report and commence review in accordance with Option 2.

To:	Chair and Members, Wairarapa Combined District Plan Review Joint Committee
From:	Boffa Miskell
Date:	8 April 2021
Subject:	Review of Rural Zone – Summary Report
DECISION	
Recommendation: That the Wairarapa Combined District Plan Review Committee: <ul style="list-style-type: none">(i) Receives the Review of the Rural Zone – Summary Report (Attachment 1 to Report 052/21);(ii) Agrees to commence the review in accordance with Option 2: Targeted review revising zoning structure and provisions to provide for appropriate rural zone activities, and appropriate subdivision standards.	

Wairarapa Combined District Plan Review

Review of Rural Zone - Summary

March 2021

1 Summary of Review Findings

Summary of Rural Zone

1. The Rural Zone currently applies to the majority of the land area in the Wairarapa, with the land predominantly used for primary production purposes or for conservation purposes. The use of rural land can change over time in response to economic demands and conditions. The Wairarapa's economic prosperity is dependent on the use of rural resources.
2. A wide range of land uses occur within Wairarapa's productive rural environment, the distribution of which is largely determined by natural patterns of landform, climate and soil type, as well as accessibility to markets and processing facilities. Significant areas of the Rural Zone are held in public ownership and managed for conservation purposes, with the key assets being the Tararua and Haurangi Forest Parks and Lake Wairarapa.
3. At times, primary production activities will generate effects such as noise, odour and dust – residents living in the rural environment should therefore reasonably expect amenity values to be modified by such effects. Under the current District Plan, primary production activities are generally able to function effectively and not be unduly restricted by inappropriate development being located in too close proximity. Potential new activities in the Rural Zone must be compatible with rural character in the scale of development and prevent imposing limitations on the operation of rural activities and their ability to contribute towards the economic wellbeing of the Wairarapa. For example, residential development within a viticulture area can create significant difficulties for both maintaining residents' amenity values and winegrowers' operational requirements.
4. Increasingly, however, the Wairarapa's rural environment is seen as attractive place in which to reside, being within commuting distance to Wellington, but with many opportunities for people to enjoy the benefits of a rural lifestyle and a small holding of land. Indeed, this source of development pressure has been a main driver for growth in the Wairarapa. The need to provide such lifestyle opportunities in a manner that protects the rural character while maintaining and enabling primary production or other lawfully established activities to operate without unreasonable restriction is a key challenge in the management of the rural environment.

Summary of Rural Zone in Operative District Plan

5. There is a single Rural Zone in the current District Plan. This single zone is split into three sub-zones where specific policies and rules apply. These sub-zones are:
 - a. Rural (Primary Production) Zone: The predominant zone applying to the majority of the rural area, which is provides for a range of rural activities.
 - b. Rural (Special) Zone: Applies to parts of the rural area which have some special resource management or environmental factor that requires specific management. These factors are natural hazards (e.g. flooding), proximity to significant infrastructure, and potential future urban growth areas for existing urban areas. The primary purpose

of the Rural (Special) Zone is to limit the scale and intensity of residential and lifestyle development.

- c. Rural (Conservation Management) Zone: Applies to large areas of publicly owned land held for conservation purposes, such as the Tararua and Remutaka Forest Parks. This zone specifically provides for conservation and recreation activities.
6. There are three objectives in the current District Plan. These objectives relate to:
 - a. Maintaining and enhancing amenity values and rural character
 - b. Enabling primary production and other activities while adverse effects are avoided, remedied or mitigated.
 - c. Ensuring amenity values are managed with adjoining zones
 7. These objectives are implemented through a primarily regulatory approach with a series of policies and rules. Under the current Rural Zone, all land use activities are permitted provided they comply with performance standards and are not otherwise listed in the rules. The performance standards relate to matters such as building setbacks, maximum noise limits, and screening. Activities specifically listed as requiring resource consent include industrial activities and non-primary production activities which have buildings exceeding 25m² or outdoor storage of material. Generally, the rules become more restrictive, the more an activity is potential incompatible with the rural zone.
 8. District wide and subdivision rules are also applicable to the rural zone. The subdivision rules are based on a minimum lot size of 4 hectares in the Rural Zone. However, provision is made in the Rural (Primary Production) Zone for two smaller lots (minimum lot size of 1ha) subject to when they were last subdivided and minimum frontage (100m).

National and Regional Policy Direction

9. The main change in national and regional policy direction since the Operative District Plan was prepared is more explicit recognition for highly productive land. A draft National Policy Statement for Highly Productive Land was released in 2020 and it is understood this NPS is likely to come into effect in mid-2021. The Regional Policy Statement for the Wellington Region also includes policy direction for highly productive land.
10. Since the Operative District Plan was prepared, the National Environmental Standard for Plantation Forestry ("NES-PF") came into effect in 2018 and the National Environment Standard for Freshwater ("NES-F") came into effect in 2020. The NES-PF sets regulations for plantation forestry activities, therefore District Plan no longer need to include rules for those activities. The National Environmental Standard for Freshwater relates to activities that impact upon water quality and quantity in freshwater bodies (lakes, rivers and wetlands). While this NES will relate mostly to regional council matters, it does set requirements for activities occurring within the rural zone, specifically intensive farming. Both NES's allow Councils to make rules that are more stringent where necessary.

State of the Environment Monitoring/Plan Effectiveness

11. Based on currently available data and feedback from Council officers, the Rural Zone provisions are generally effectively and efficiently achieving the objectives in the Operative District Plan. Primary production and other activities are generally operating efficiently and effectively, and adverse effects are being avoided, remedied or mitigated.
12. There has been an apparent loss of productive land within the Rural zone that is primarily through current subdivision provisions.

13. Resource consents data indicates the majority of consents are related to subdivision, relocating dwellings, building setbacks and establishment of new activities on a rural site. 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 Rural Zone rules and performance standards.
14. Council officers note that consents processed in the rural zone are generally for the same activities and in many cases is due to a technical breach of a permitted rule. Examples include: Temporary buildings, worker accommodation, storage of outdoor material, retail business (where associated with primary production). There are other instances where an activity is not necessarily compatible with the rural zone, for example rural subdivision, where consideration is limited by the activity status being either controlled or restricted discretionary.
15. Based on discussions with Council officers, there is a significant, and increasing number of subdivision consents sought in the rural zone. The activities that these consents are considered under are generally controlled or restricted discretionary, meaning that the Council is limited by what can be considered in making a decision. In particular there is an apparent cumulative effect through the loss of productive land and change to rural character and amenity.
16. Given the rules do provide for all activities as permitted, unless otherwise stated, there are a number of activities that have been occurring without the need for resource consent. Examples of this include, earthworks, transport yards, plantation forestry, quarrying and any activity that meets the standards without being industrial, retail business or an activity with a building exceeding the parameters. Based on discussions with Council officers, there has not been perceived to be any significant issues arise through incompatible activities occurring without need for consent. However, there have been a few examples of incompatibility, and there is potential for future incompatibility given these activities are permitted.
17. As noted, the National Policy Statement for Indigenous Biodiversity ("NPS-IB") and the National Policy Statement for Highly Productive Land ("NPS-HPL") are proposed to be introduced by mid-2021. This is likely to affect the undeveloped areas of the Wairarapa with the NPS-IB and the areas containing LUC I, II and III soils which is predominately in intensively farmed areas, including some of the land use for vineyards. The review will need to ensure that this direction is given effect to.

Key resource management issues

18. The key resource management issues for this topic are as follows:
 - a. Providing for the productive use of rural land while also recognising the demand for residential/lifestyle development in rural areas; and
 - b. Providing for activities that are compatible with the rural zone and managing incompatible activities.

2 Options/Direction Sought from Joint Committee

19. To address the issues identified above, the broad options for the review are:

Option 1: Retain current approach with refinements to align with National Planning Standards and improve wording of provisions

Under this option, there would be little review of the District Plan approach for the rural zones, with the current approach effectively being converted to conform to the National Planning Standards.

This option would be simpler and require fewer resources than other options for the review.

However, under s79 of the Resource Management Act, Council must commence a review of the

provisions of the District Plan if the provision has not been a subject of a proposed district plan, a review, or a change during the previous ten years. The provisions of the District Plan for the rural zones have not been reviewed since the District Plan became operative in May 2011. As a result, this option would not fulfil the requirements of s79 of the Resource Management Act.

Option 2: Targeted review revising zoning structure and provisions to provide for appropriate rural zone activities, and appropriate subdivision standards

Under this option, the review would consider how to align the rural zones with those in the National Planning Standards, to better recognise and provide for different types of rural activities, and other non-rural activities that might be appropriate in the rural zones. This review would consider the current provisions and revise ensure they are effectively providing for activities compatible with the rural zone, and further restrict those that are not. The rural zone would be reviewed to identify its extent as well as any defined subzones that align with the National Planning Standards – e.g. rural general; rural residential; and rural production. There will be changes required to give effect to any national direction, in particular the NPS-HPL and NPS-IB. This may result in further restrictions on certain activities. Alignment will also need to be considered in relation to provisions that overlap with the Proposed Natural Resource Plan, National Environmental Standard for Freshwater and the National Environmental Standard for Plantation Forestry.

20. Early engagement with the following key stakeholders is proposed:

- Federated Farmers
- Dairy New Zealand
- Horticulture New Zealand
- Wairarapa Wine Growers Association
- Waka Kotahi New Zealand Transport Authority
- Department of Conservation
- Fish and Game
- Greater Wellington Regional Council

21. Engagement will generally take the form of one-on-one meetings with the above parties.

22. Broader community engagement will take place when the draft plan is released to the public.

3 Recommendation

23. To receive this report and commence review in accordance with Option 2.

Appendices

To:	Chair and Members, Wairarapa Combined District Plan Review Joint Committee
From:	Boffa Miskell
Date:	8 April 2021
Subject:	Review of District-wide Subdivision Rules and Standards – Summary Report
DECISION	
Recommendation: That the Wairarapa Combined District Plan Review Committee: <ul style="list-style-type: none">(i) Receives the Review of District-wide Subdivision Rules and Standards – Summary Report (Attachment 1 to Report 053/21);(ii) Agrees to commence the review in accordance with Option 2: Targeted review revising zoning structure and provisions to provide for appropriate residential zone activities.	

Wairarapa Combined District Plan Review

Review of District-wide Subdivision Rules and Standards - Summary

March 2021

1 Summary of Review Findings

Summary of District-wide Subdivision Rules and Standards

1. No form of subdivision is a permitted activity under the current District Plan, as even simple forms of subdivisions may require assessment and the imposition of conditions, such as those in relation to access, infrastructure, water supply and sewage and stormwater disposal. Thus, at the least, subdivision is a controlled activity if it meets the standards as set out in this section, but is otherwise a restricted discretionary, discretionary or non-complying activity depending on the nature of the non-compliance.

Summary of District-wide Subdivision Rules and Standards in Operative District Plan

2. Subdivision can occur across the Rural, Residential, Commercial, and Industrial Zones. Different standards apply to subdivision in each zone.
3. 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.
4. 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. As discussed in the Residential Zone review, these minimum lot sizes vary greatly between the 10 residential sub-zones, particularly in character areas. Generally, connections to Council three waters services, formed access, and on-site parking is required in the Residential Zone.
5. 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 on-site.
6. There are five objectives for subdivision in the current District Plan:
 - 18.3.1 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.
 - 18.3.4 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.

18.3.7 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.

18.3.10 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.

18.3.13 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.

7. These objectives are implemented primarily through a regulatory approach with a series of policies and rules. As noted previously, 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 or Non-complying activity.

National and Regional Policy Direction

8. As mentioned in the Residential Zone review (and also relevant to the Commercial Zone), it will be important to align subdivision standards and rules with the National Policy Statement on Urban Development 2020 (NPS-UD). The key matters to consider in the NPS-UD is the requirements for Tier 3 Urban Environments (Masterton and Carterton required to implement Policies 1, 2, 5, 6, 9, 10, 11, and 3.35 Development Outcomes for Zones), the intensification policies (Policies 3, 4, 5), the responsive planning policy (Policy 8), and the removal of minimum car parking rates (Policy 11).
9. As mentioned in the Rural Zone review, it will be important to align subdivision standards and rules with the National Policy Statement on Highly Productive Land 2021, which is relevant to the rural and peri-urban environment. The direction of the NPS-HPL is likely to require protection of highly productive land which is land with a Land Use Capability Classification of between 1-3. Areas affected will largely be vineyards.
10. The first set of National Planning Standards was released in 2019 to improve consistency of council plans and policy statements across the country. The National Planning Standards introduce standardised zones and sub-zones for Rural, Residential, Commercial, Industrial, and Open Space Zones. We will need to align the current zones and sub-zones in the current District Plan with the new zones and sub-zones set out in the National Planning Standards.
11. It will also be important to align any change in subdivision rules with the Masterton Urban Growth Strategy 2019, the Carterton Urban Growth Strategy 2017, and South Wairarapa Spatial Plan 2021.

State of the Environment Monitoring/Plan Effectiveness

12. The Masterton Urban Growth Strategy (2019) 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 the leap in residential building consent numbers for Masterton as shown in the above graph showing Residential building consents.

13. The following table shows the number of subdivisions and lots created from rural, residential, commercial, and industrial subdivisions in Carterton District:

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

14. The following table shows the number of subdivisions and lots created from rural and residential, subdivisions in South Wairarapa:

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

Key Resource Management Issues

15. The key resource management issues for this topic to date are:

16. Rural Subdivision Pressures:

- Providing for the productive use of rural land while also recognising the demand for residential/lifestyle development in rural areas. Rural subdivision issues will be assessed as part of the Rural Zone chapter review.

17. Residential Subdivision Pressures:

- Rezoning additional land for development to accommodate anticipated housing demand from population growth.
- There is pressure from residents, developers, and the NPS-UD on the urban subdivision provisions to allow for smaller lot sizes.
- There is the potential to introduce design guidelines or development plans to ensure good amenity outcomes for subdivisions where density rules are breached.
- Across all the districts, there is pressures to allow the above growth and smaller lot sizes, but most residents also feel this needs to be balanced with maintaining the unique character of Wairarapa's towns.
- Wairarapa's capacity to service new developments is generally ok, as each subdivision consent must demonstrate how the subdivision will be serviced, and financial contributions are required from developers to pay for any required upgrades.

- Engineering standards for subdivision are linked to NZ Standards in the District Plan. There is some argument that this is not always appropriate, and Wairarapa-specific engineering requirements would be appropriate to reference in the District Plan.

18. Commercial and Industrial Subdivision Pressures:

- No issues have been identified with the current Commercial and Industrial Zone subdivision rules and standards.

2 Options/Direction Sought from Joint Committee

19. Note that as subdivision pressures are integral to the issues identified in the Rural Zone review, options for subdivision in the Rural Zone is covered under the Rural Zone review.
20. In addition, as no issues have been identified with subdivision in the Commercial and Industrial Zones, the following recommendations focus on the options for reviewing the Residential Zone subdivision provisions.
21. To address the issues identified above, the broad options for the review are:

Option 1: Retain current approach with refinements to align with National Planning Standards and improve wording of provisions

Under this option, there would be little review of the subdivision provisions for the Residential Zone in the District Plan, with the current approach effectively being converted to conform to the National Planning Standards.

This option would be simpler and require fewer resources than Option 2, below. However, under s79 of the Resource Management Act, Council must commence a review of the provisions of the District Plan if the provision has not been a subject of a proposed district plan, a review, or a change during the previous ten years. The provisions of the District Plan for the Residential Zone have not been reviewed since the District Plan became operative in May 2011. As a result, this option would not fulfil the requirements of s79 of the Resource Management Act.

Option 2: Targeted review revising zoning structure and provisions to provide for appropriate residential zone activities as outlined

Under this option, the review would consider how to align the Residential Zone with those in the National Planning Standards to recognise and provide for different types of residential activities throughout the districts. The Residential Zone would be reviewed to identify its extent as well as any defined sub-zone in line with the requirements of the National Planning Standards. There will be changes required to give effect to any national direction, in particular the NPS-UD. Alignment will also need to be considered in relation to provisions that overlap with the Proposed Natural Resource Plan.

This option would also look at the residential subdivision performance standards, matters of control/discretion, assessment criteria to determine whether any additions, deletions, modifications are necessary to better manage the pressures for growth, intensification, and smaller lot sizes in appropriate residential areas. It would also review how to manage areas where pressures for growth and intensification have outstripped servicing capacity in the area.

This option would also consider whether the engineering requirements relevant to subdivision are still fit for purpose or require amendment.

22. Early engagement with the following key stakeholders is proposed:

- Local practitioners (e.g. planners, surveyors, builders, engineers) working in the Wairarapa that have frequent interactions with the Residential Zone subdivision provisions of the current District Plan
- Councils' engineering teams
- Greater Wellington Regional Council.

23. Broader community engagement will take place when the draft plan is released to the public.

24. Engagement methods will be confirmed as part of the communications and engagement plan (TBC).

3 Recommendation

25. To receive this report and commence review in accordance with Option 2.

To:	Chair and Members, Wairarapa Combined District Plan Review Joint Committee
From:	Boffa Miskell
Date:	8 April 2021
Subject:	Urban Form and Development – Summary Report
DECISION	
Recommendation: That the Wairarapa Combined District Plan Review Committee: <ul style="list-style-type: none">(i) Receives the Urban Form and Development – Summary Report (Attachment 1 to Report 054/21).(ii) Agrees to commence the review in accordance with the outline in the Summary Report: to undertake to develop a new set of provisions for Urban Form and Development.	

Wairarapa Combined District Plan Review

Urban Form and Development - Summary

March 2021

1 Summary of Review Findings

Framework for urban form and development provisions

1. Under the new National Planning Standards, the District Plan is required to contain a strategic direction chapter on 'urban form and development'. The Operative District Plan does not contain any strategic direction chapters that set a vision for how the districts will grow. However, Chapter 18 addresses subdivision, land development and urban growth which provides the starting point for a new Urban Form and Development chapter. The districts have all been subject to growth since the Operative District Plan came into effect, and that growth has taken different forms in each town.
2. Masterton has experienced development within the areas identified for greenfield residential, commercial and industrial development. In addition, intensification and redevelopment of existing sites has occurred.
3. Carterton has been subject to new development throughout the urban areas, as well as some ad-hoc development around the urban fringes. More recently the Carterton East Structure Plan has been developed to provide for future residential and business land growth. The draft Structure Plan has been released for public feedback.
4. The South Wairarapa towns are recognised as having unique character, and are also somewhat constrained by natural hazards and intensive rural land uses. Subdivision and infill development has largely occurred in an ad-hoc manner, with some small pockets of land subject to structure plans and private plan change requests.
5. 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.
6. Over the last five years, the Councils have developed the following non-statutory strategies to guide future growth in the districts:
 - Masterton Urban Growth Strategy (MUGS), 2019
 - Carterton Urban Growth Strategy (CUGS), 2017
 - South Wairarapa Spatial Plan (SWSP), currently being drafted.
7. The general intent of each of the strategies is to inform a planned approach for directing where and how to accommodate future residential growth in the district. The MUGS and CUGS reports also provide projections for residential growth and business land demand, and provide options for accommodating the expected growth.
8. The executive summaries for each of the MUGS and CUGS reports are provided in Appendices 1 and 2, respectively. While the CUGS report is publicly available, the MUGS report is not, and the draft SWSP has not yet been released.
9. The district plan provides an opportunity to develop a regulatory framework that supports these growth strategies and sets a clear direction for development under the RMA. Infrastructure and other

investment decisions to support growth and development can be made through the Long Term Plan processes.

10. The Draft Wellington Regional Growth Framework provides a blueprint for regional growth across Wellington (including the Wairarapa) and Horowhenua over the next 30+ years. It has been prepared via a partnership between central government, councils and mana whenua, and was released for public comment in February 2021. The Framework identifies 'Future Urban Areas' in Masterton and Carterton East, and 'Urban Renewal Areas' in Masterton and Featherston.

Summary of Subdivision, Land Development and Urban Growth policies in Operative District Plan

11. The current plan does not set any overall strategic objectives for the district. However, Chapter 18 contains the following objectives for subdivision, land development and urban growth:
 - SLD1 – 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.
 - SLD2 – To ensure that subdivision and land development is appropriately serviced to provide for the likely or anticipated use of the land.
 - SLD3 – 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.
 - SLD4 – 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.
 - SLD5 – 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.
12. These objectives are implemented through a mix of regulatory and non-regulatory methods. Each of the objectives above is supported by a suite of policies that provide direction on appropriate development, seek to ensure adequate infrastructure is provided to support development, and to ensure that future urban development is appropriate and carefully planned.
13. Chapter 23 of the Plan sets out circumstances where financial contributions are required for subdivision and land use activities. The provisions provide for reserves, infrastructure and roads contributions, which may be applied to permitted activities or resource consents for subdivisions or new activities. Financial contributions will be canvassed in a separate topic, but their future use may be evaluated here as it contributes to appropriate urban form.
14. The Urban Form and Development chapter under the National Planning Standards is intended to provide high-level direction to the entire plan. Those plan chapters/topics that are particularly relevant to urban form and development include:
 - Residential, Rural, Commercial and Industrial Zones
 - Subdivision
 - Heritage
 - Financial Contributions

National and Regional Policy Direction

15. The main change in national and regional policy direction since the Operative District Plan was prepared is the introduction of the National Policy Statement on Urban Development (NPS-UD), which came into effect in August 2020.
16. The NPS-UD represents a significant shift in the way urban areas are planned for and managed under the RMA, and recognises the national significance of having well-functioning urban environments, and of providing sufficient development capacity to meet the different needs of people and communities.
17. The NPS-UD prescribes urban environments as Tiers 1, 2 or 3 (informed by population size and growth rates), and sets out different requirements for each. Only Masterton meets the definition for Tier 3 'urban environment' in the NPS-UD, and therefore the relevant provisions would apply to Masterton only.
18. Broadly, the NPS-UD requires that *'planning decisions contribute to well-functioning urban environments'¹* and that they *'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'²*.
19. A number of regional documents are also relevant:
 - Each of the districts has prepared (or is preparing) a local strategy to guide urban form and growth. The district plan provides a method for implementing these strategies.
 - The Regional Growth Framework is in the draft phase, and has also been released for public comment.
 - The Wairarapa Coastal Strategy was also developed in 2004, but has not been reviewed or updated since.

State of the Environment Monitoring/Plan Effectiveness

20. The Urban Form chapter is a new requirement for District Plans under the National Planning Standards. Therefore, State of the Environment monitoring is not relevant to this topic. However, Council officers have indicated that the objectives and policies for subdivision, land development and urban growth in Chapter 18 of the current District Plan are not often referred to or relied upon during consent processing, and their effectiveness is relatively limited.

Key resource management issues

21. The key resource management issues for this topic are:
 - At the moment, development in the districts is a combination of ad-hoc development and more planned growth (e.g. via structure plans). The MUGS, CUGS and SWSP each set a clear direction for urban form and urban growth, and the District Plan review provides an opportunity to create a regulatory framework to support the direction sought in those plans. The Urban Form and Development chapter required under the National Planning Standards will set the vision for the districts and the objectives and policies in this chapter must reflect the priorities and direction of the councils.

¹ NPS-UD Policy 1

² NPS-UD Policy 2

- 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.
- The plan might set specific objectives for each district, or it might set high-level objectives that apply across the combined jurisdiction, with some more directive policies that might apply to each district or urban area. Some direction is sought on these options.
- The form and growth of coastal settlements has not been given much consideration since the current plan became operative. Future Development Areas have been identified for some settlements (e.g. Castlepoint), but Development Concept Plans have not been developed. In other areas, such as Riversdale, pockets of development have occurred outside the urban/rural boundary. Future form for these areas should be reviewed to take into account the strategic direction for the districts, alongside natural hazard/climate change implications.
- The Operative Plan does not contain any zones for parks and reserves. While some reserves are subject to the Reserves Act, and others are designated in the Operative Plan, there is no specific zone for parks and open spaces, and therefore effective management of parks in the district plan is difficult to measure and likely to be somewhat limited.

2 Options/Direction Sought from Joint Committee

22. To address the issues identified above, the recommended approach is to undertake a develop a new set of provisions for Urban Form and Development. New objectives and policies will be developed to give effect to the direction set in the local urban growth strategies, the Wellington Regional Growth Framework, the NPS-UD, and the National Planning Standards. Depending on the overall objectives that the districts are seeking to achieve, some of the existing objectives in Chapter 18 may remain fit-for-purpose and transfer easily into the new format. Policies may require more re-work to better align with the documents listed above, and will need clear support from the relevant rules and methods for subdivision and land use across the districts.
23. Consideration of the need for a new Parks and Open Space zone should be considered. In the first instance, this will require mapping of all Council-owned open space across the Districts, and a report will be prepared to determine current issues with parks management under the RMA, and how a new zone/s might provide effective direction.
24. Broad engagement with a range of parties has been undertaken during the preparation of local urban growth strategies and the Regional Growth Framework.
25. Further targeted engagement with local property developers, surveyors and real estate agents, community associations is proposed as part of this process, to gain an understanding of local needs to inform the planning approach for enabling development across the districts. This engagement will support other relevant district plan topics (e.g. zone topics and subdivision).
26. Broader community engagement will take place when the draft plan is released to the public.

3 Recommendation

27. Receive this report and undertake review in accordance with the outline above.

Appendix 1: Executive Summary of Masterton Urban Growth Strategy (2019)

Executive Summary



The Masterton District's population is forecast to increase from 25,441 (in 2018) to 30,800 by 2043. This is an additional 5,397 people over the 25-year timeframe (and is similar to a town the size of Dannevirke being added to the District). Forecasts developed for the District equate this population growth to an additional 2,590 households and 2,667 additional dwellings across the District. Nearly all of this growth (66% of population and 68% of dwellings) is expected to be in or around the Masterton urban area.

With this expected growth over the next 25 years, there is a need to look at whether there is adequate capacity within the existing zoned urban area to accommodate growth, or will new development areas be required through rezoning? What demands will such growth place on infrastructure, community facilities, and social services (including schools, medical facilities etc)? What planning for growth does the Council need to undertake to ensure Masterton remains an attractive, sustainable, affordable and economically thriving provincial centre?

This Urban Growth Strategy has been prepared for the Masterton District Council to help inform a planned approach for directing how and where to accommodate expected future residential and business growth, which would in turn inform asset and infrastructure planning and facilitate discussions with Government agencies and service providers.

In summary, this Urban Growth Strategy:

- Sets out projected residential growth and business land demand using statistical data, known development activity and trends, and Council information;
- Examines opportunities to accommodate residential and business development in and around Masterton, including infill and intensification within the existing urban area, the capacity of existing undeveloped residentially zoned for 'greenfield' development, and as well as where potential new 'greenfield' areas could be rezoned to meet projected demand;
- Informs the Council's planning for and provision of necessary supporting infrastructure (for example, transport, wastewater, water supply, stormwater etc) in an efficient, affordable, and timely manner;
- Recognises and provides for the special qualities and characteristics of Masterton's natural and built environment and takes into account development constraints such as natural hazards and infrastructure provision; and
- Supports the growth of the local economy by signalling opportunities for residential and business/employment growth and proactively providing land areas that are attractive to development.

Appendix 2: Executive Summary of Carterton Urban Growth Strategy (2017)

Executive Summary

The Carterton District Council has prepared this Growth Strategy for the District to inform a planned approach for directing where and how to accommodate future residential growth in the District.

Accordingly, this Growth Strategy:

- 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; and
- Supports the growth of the local economy through signalling growth opportunities and proactively providing land areas that are attractive to development stakeholders.

Current and Projected Population

Statistics New Zealand (SNZ) data combined with building and subdivision consents data has been used to make a projection as to District population and household growth. In turn, these data will assist the planning and policy considerations and decisions related urban growth and the service needs of the community.

Statistics NZ Data

The current population of the Carterton District is approximately 8,900. The Subnational Population Projections provided by SNZ for Carterton District for the period between 2013 and 2043 show an increase of 1,710 people (up 20%). This projection is the 'Medium' projection scenario. Under the 'High' population projection scenario, the District could expect an increase of 3,360 people (up 40%) by 2043 (refer to Figure 1).

Of the projected growth, the 65+ age group proportion of the total population is the only cohort that increases. This age group is projected to increase to 34% of the total population in 2043 (refer to

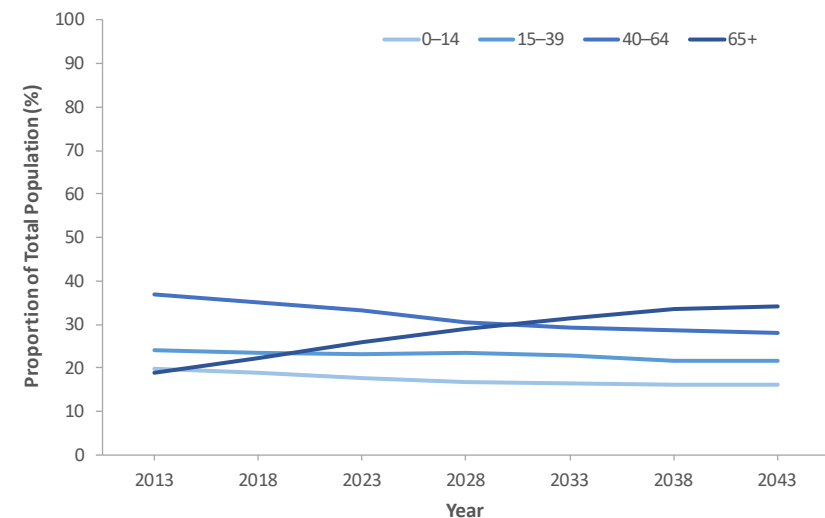


Figure 2).

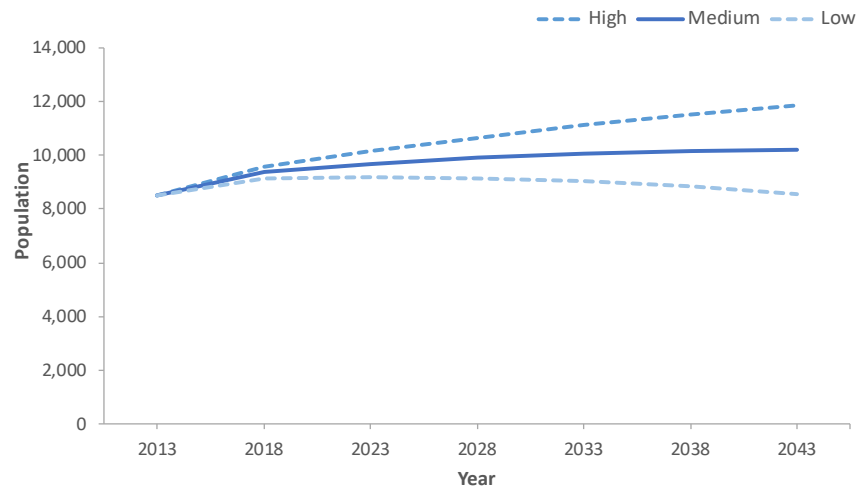


Figure 1 Carterton District Population Projections, 2013-2043

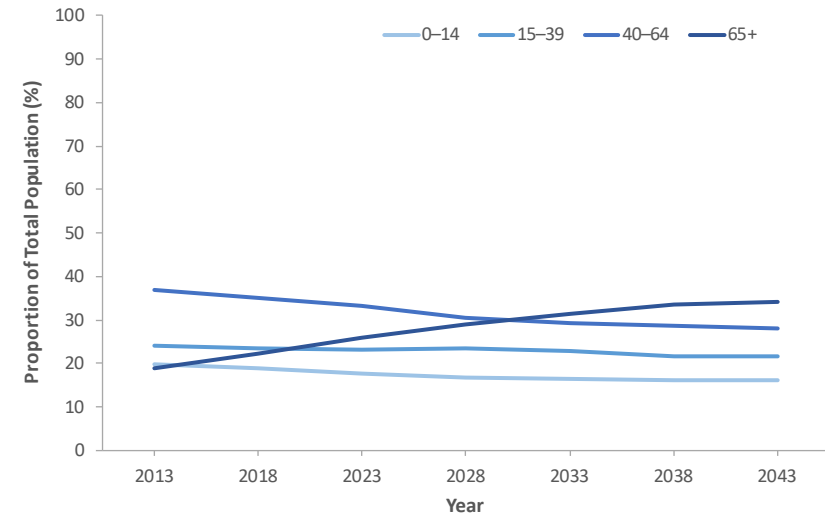


Figure 2 Carterton District – Age Distribution Projections, 2013-2043

To calculate the number of houses required to accommodate Carterton District's projected growth the current household size has been used.

The average household size for the Carterton District is 2.4 people per house. This equates to 712 new houses being required under the Medium Projection and 1,400 new houses under the High Projection. This projection is an increase from 3,294 to 4,006 households (up 22%) (2013 to 2043) under the Medium Projection, and to 4,694 under the High Projection.

Annualised, the additional houses required equates to some 24 (medium projection) or 46 (high projection) additional houses required per year if the growth assumption is spread evenly across the 30-year period.

District Consents Data

Building and subdivision consents have also been used as an alternative point of reference for projections of growth for the District. Over the past 10 years, there has been an average of 55 houses built per year (32 and 23 houses urban area and rural area respectively). Using these actual growth data and projecting these over 30 years equates to a total of 1,650 houses for the District. For urban and rural areas this equates to 960 and 690 houses respectively. This data suggests a higher projected growth scenario than the medium scenario from SNZ data. This difference in projected SNZ trends from actual trends may be a factor of the age of the SNZ data.

It is noted that SNZ are currently updating their Subnational Population Projections and these will be released in September 2017. At this time the Growth Strategy can be reviewed to cross check any variability. It is good planning practice to monitor growth models and policy when updated data becomes available to ensure that land supply is appropriately calibrated.

Current Capacity to Accommodate Growth

The 'current capacity' means the area of already zoned, but vacant residential land (refer Table 1).

Carterton Township Residential Land Area		
Zone	Total Land Area (ha)	Available Land Capacity (ha)
Residential Zone	289.7	41.6
Low Density area	219.1	51.5
Total Residential Zones	508.8	93.1

Table 1 Carterton current residential land capacity

Using the high growth scenario at this time (this will be reviewed with new SNZ data) Carterton Township will need to accommodate an additional 960 houses by 2043. The table below shows the area of residential zoned land capacity at 2043 after take-up.

Carterton Township Residential Land Capacity				
Zone	Available Land Area (ha)	Projected Houses Required	Projected Land Required (ha)	Additional Land Required at 2043 (ha)
Residential Zone (400m ²)	41.6	780	40.4	1.2
Low Density area (2,000m ²)	51.5	180	51.5	0
Total Residential Zones	93.1	960	91.9	1.2

Table 2 Carterton residential land capacity

The scenario in the Table 2 above assumes that available land within the Low Density Area will be fully taken-up or developed out to 2043.

Spatial Strategy for Growth

The spatial strategy for where additional land areas are to be rezoned to provide for growth is described in (Figure 3: Carterton Township growth strategy)

The rationale for this strategy is:

- to avoid growth areas prone to flooding (west of town);
- to locate new growth areas relative to school accessibility (east side of SH2); and
- to locate growth areas as close as possible to the town centre and avoid further elongation of the urban area.

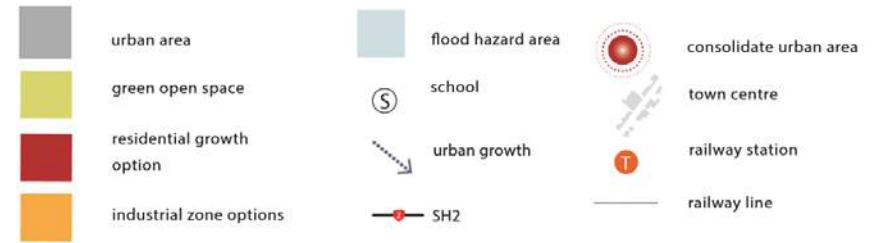
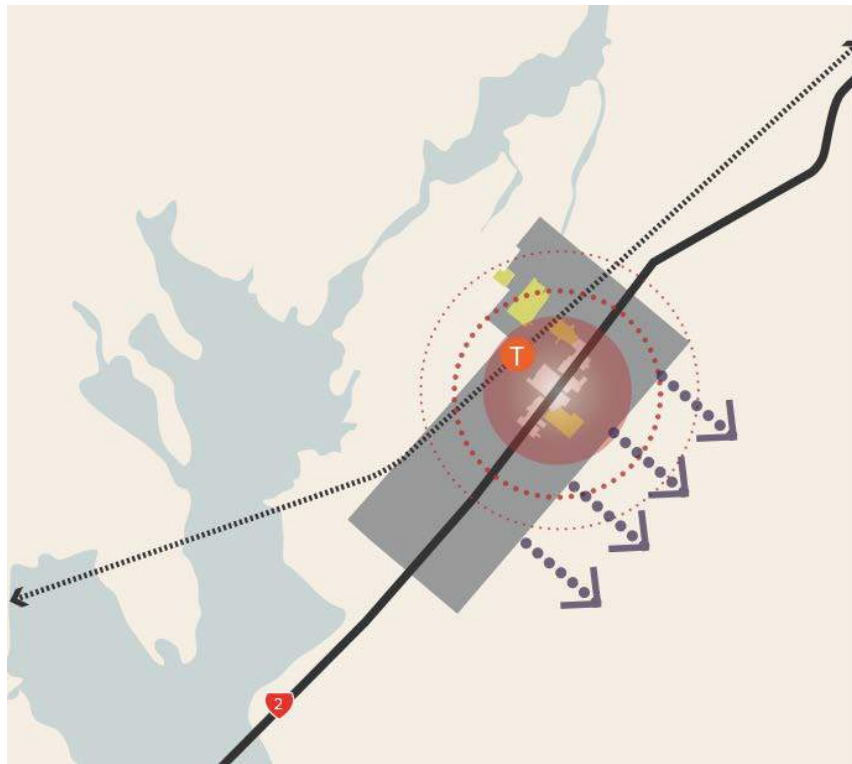


Figure 3: Carterton Township growth strategy

To:	Chair and Members, Wairarapa Combined District Plan Review Joint Committee
From:	Boffa Miskell
Date:	8 April 2021
Subject:	Review of Historic Heritage – Summary Report
DECISION	
Recommendation: That the Wairarapa Combined District Plan Review Committee: <ul style="list-style-type: none">(i) Receives the Review of Historic Heritage Topic – Summary Report (Attachment 1 to Report 055/21).(ii) Agrees to commence the review in accordance with undertaking a targeted review to revise heritage and notable tree schedules and develop provisions in accordance with National Planning Standards.	

Wairarapa Combined District Plan Review

Review of Historic Heritage – Summary

March 2021

1 Summary of Review Findings

Summary of Historic Heritage

1. Section 6(f) of the Resource Management Act 1991 requires Councils, as a matter of national importance, to recognise and provide for the protection of historic heritage from inappropriate subdivision, use, and development. The Act defines historic heritage as meaning:

‘those natural and physical resources that contribute to an understanding and appreciation of New Zealand’s history and cultures, deriving from any of the following qualities:

- i. Archaeological;*
- ii. Architectural;*
- iii. Cultural;*
- iv. Historic;*
- v. Scientific;*
- vi. Technological; and*

includes—

- i. Historic sites, structures, places, and areas; and*
- ii. Archaeological sites; and*
- iii. Sites of significance to Maori, including waahi tapu; and*
- iv. Surroundings associated with the natural and physical resources’.*

2. The Wairarapa’s rich cultural and historic heritage is found in:
 - Buildings, features and trees of historic heritage value;
 - Sites of archaeological importance;
 - Sites of significance to Wairarapa Maori, including waahi tapu;
 - Heritage precincts – areas of buildings or other features that, collectively, have significant historic heritage value.
3. These heritage resources are important as they represent linkages to the past and provide insights into the way the Wairarapa’s communities and settlements have developed. They also contribute to the character and amenity values of localities, particularly where there are neighbourhoods containing relatively numerous historic heritage buildings and features.
4. Historic resources are finite and can be vulnerable to disturbance, damage or destruction from land use. While the protection of Wairarapa’s historic heritage is important, it is also essential that properties with historic heritage values in private ownership can be used and upgraded by their owners.
5. Some areas of the Wairarapa have significant historic heritage as a consequence of the combined character and values associated with a number of buildings and structures within a locality, many of which individually may not be regarded as significant. Such ‘precincts’ include the town centres of the South Wairarapa district (including a residential extension along Main street in Greytown), as well as some older residential areas within Masterton. To date, there have been investigations into

buildings, structures, features and sites; however, not all historic heritage has been identified and the plan may be updated to recognise newly identified heritage features.

6. It should be highlighted that the Heritage New Zealand Pouhere Taonga (central government/crown entity for heritage) has very little direct control over the historic heritage resources of the Wairarapa. Heritage New Zealand Pouhere Taonga focuses on encouraging greater individual and corporate awareness of the country's historic heritage, seeking to have historic heritage used or inhabited in a way that protects its key values. The protection mechanisms for historic heritage for land use activities are the responsibility of city/district councils through the District Plans under the Resource Management Act.
7. However, Heritage New Zealand Pouhere Taonga has regulatory responsibility regarding archaeological sites, both recorded archaeological sites, as well as all unknown archaeological sites. Given these dual roles for protection of historic heritage and archaeological sites, it is important that the Councils maintain ongoing liaison with Heritage New Zealand and other organisations with an interest in heritage (e.g. local heritage groups).
8. Another 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.

Summary of Historic Heritage Provisions in Operative District Plan

9. Historic Heritage is recognised through schedules in the District Plan, identifying each of the following:
 - a. Notable trees (Schedules 1.4-1.6) – a total of 130 trees are listed across the three districts.
 - b. Archaeological sites (Schedule 1.5) – lists 31 sites in Masterton District only.
 - c. Heritage items (Schedule 1.7) – lists 212 sites in Masterton, 59 sites in Carterton and 172 sites in South Wairarapa (a total of 443 sites). This schedule includes sites listed with Heritage NZ or the Rail Heritage Trust of NZ.
 - d. Heritage precincts – (Schedule 1.8) – there are nine historic heritage precincts across the districts. Five are in Masterton, one at Palliser Bay and one in each of the South Wairarapa town centres.
10. 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.

11. This objective is implemented through a primarily regulatory approach with a series of policies and rules. These are summarised as follows:
 - a. Notable trees – minor trimming and some activities within the dripline are permitted; all other activities require resource consent.
 - b. Heritage items – minor repairs are permitted, while all other activities, including alteration, addition, relocation or demolition require resource consent. Relocation or demolition of Category 1 listed items are a non-complying activity.
 - c. Heritage precincts – in the commercial or industrial zones, minor repairs and maintenance of items are permitted, along with some limited signage. With some very limited exceptions

(including internal work on most sites), all works on premises within Historic Heritage Precincts in rural and residential zones requires resource consent.

12. The objective also relies on a range of methods for implementation beyond those in the District Plan. These other methods include appropriate application of other legislation (Conservation Act 1987, Reserves Act 1977 and Heritage NZ Pouhere Taonga Act 2014 (which supersedes the Historic Places Act 1993); cooperation with parties interested in heritage protection, and use of incentives to encourage landowners to protect historic heritage.

National and Regional Policy Direction

13. There have been no significant changes in national direction for heritage since the Operative District Plan was prepared. The Ministry for the Environment and Ministry for Culture and Heritage are currently scoping the need for a national direction instrument for heritage protection. However, to date, there is no decision nor any commitment to delivering a national direction instrument.
14. The Regional Policy Statement (RPS) for the Wellington region was made operative in 2013, and decisions on the Proposed Natural Resources Plan (PNRP) were released in July 2019. These new plans do not present any significant changes in direction for the management of heritage within Wellington region and seek to continue the identification and protection of sites with historic heritage value.

State of the Environment Monitoring/Plan Effectiveness

Historic heritage

15. Based on currently available data and feedback from Council officers, the Historic Heritage provisions are generally effectively and efficiently achieving the objective in the Operative District Plan.
16. Resource consents data indicates the majority of consents related to alterations to identified heritage buildings, or alterations to sites within heritage precincts. There has been very limited loss of heritage items (buildings and trees), with only one building removed from South Wairarapa district, and several in Masterton either removed entirely or relocated within the district.
17. Data indicates that all consents sought for activities relating to historic heritage since at least 2014 have been granted.
18. Council officers consider that the current rules and policy framework generally allow for the appropriate management of historic heritage in the districts. There are clear links between the policies and rules for heritage items in the plan, and the relevant policies are noted alongside each rule.
19. Council officers rely on advice from Heritage NZ Pouhere Taonga and from local heritage interest groups (Heritage Wairarapa, Greytown Heritage Trust) in considering resource consent applications relating to heritage structures.

Notable trees

20. A very small number of consents were received for activities relating to notable trees, and include a mix of tree pruning and removal. Data indicates that all consents relating to notable trees since at least 2014 have been granted.
21. 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.

22. However, Council officers have not identified any specific implementation issues relating to notable trees, and consider that interpretation of the relevant definitions and rules is clear.

Issues identified

23. Relevant interpretation/effectiveness issues identified by Council officers are as follows:
- a. A number of listed heritage buildings are in poor condition. In particular, there are a number of residential properties, and some commercial buildings in Masterton and Featherston that have not been appropriately maintained and their heritage status requires review. The District Plan rules do not require any particular level of maintenance of heritage items and non-regulatory methods are required to manage this issue.
 - b. It is very rare for Heritage NZ Pouhere Taonga to oppose or raise concerns with applications. Without input from appropriate heritage experts, Council officers feel that there is limited scope to notify or decline applications, even when an activity is inconsistent with the policy framework.
 - c. More heritage items may require demolition in the coming years, where upgrade of earthquake-prone buildings in accordance with the Building Act is not feasible.
24. Heritage schedules require review as a number of items have already been demolished, or have not been appropriately maintained (as above). In addition, new items have been added to Heritage NZ's list in the three districts and these should be recognised in the plan. A stocktake and revision against updated criteria is required to bring the various lists up to date. Officers have not identified any other significant implementation or interpretation issues relating to the heritage provisions, and are generally satisfied that the plan rules provide appropriate scope to consider heritage issues. Policies and rules relating to both heritage items and heritage precincts provide the Councils with sufficient opportunity to consider effects of activities on heritage in the districts.

Key resource management issues

25. The key resource management issues for this topic are as follows:
- a. There are a number of new sites that have been registered on the New Zealand Heritage List/Rārangī Kōrero since the current plan was notified, and the plan has not been updated to recognise these.
 - b. Likewise, Appendices 1.4 and 1.7 (Heritage Items) require updating to recognise any newly identified trees or items, and to remove items where the values may no longer apply (e.g. if trees have been removed or buildings demolished). SWDC prepared Plan Change 10 to the WCDP in 2019 to update the schedule of notable trees in Appendix 1.4, and therefore another review of notable trees within its jurisdiction is unlikely to be necessary. However, MDC and CDC have not updated the schedule within their jurisdiction since the WCDP became operative.
 - c. The Councils may wish to review the evaluation methodology that would apply in determining which trees and heritage items are listed. The RPS for Wellington (Policy 21) and Heritage NZ both provide guidance on evaluation criteria for heritage items.
 - d. Within Historic Heritage Precincts, consider whether provisions should only apply to buildings or sites with road frontage (i.e. exclude items/sites that are not in public view).
 - e. Council officers have indicated that the South Wairarapa Town Centres Design Guidelines are not widely used and not considered a particularly useful tool. However, some

stakeholders may have differing opinions, and Greytown Heritage Trust has indicated¹ that they would like to see the Design Guidelines further developed. Further consideration on the use of guidelines or standards in the plan is required.

- f. The Carterton Character Area broadly seeks similar outcomes to the Historic Heritage Precincts, but is implemented via the commercial zone provisions. There may be an opportunity to incorporate this into the precinct provisions. This can be canvassed further in the commercial zone topic.
- g. The current rules for notable trees and street trees do not provide any protection for tree roots beyond the dripline, and Council officers have identified issues with root damage occurring during infrastructure installation works. Options for tree root protection could be canvassed during the review.
- h. The National Planning Standards will require separate chapters for Historic Heritage and Notable Trees. New objectives, policies and rules will need to be developed for notable trees.

2 Options/Direction Sought from Joint Committee

26. To address the issues identified above, we recommend undertaking a targeted review to revise heritage and notable tree schedules and develop provisions in accordance with National Planning Standards.

Under this option, the review would develop new chapters for Historic Heritage and Notable Trees, in accordance with the requirements of the National Planning Standards. Provisions from the Operative Plan will be carried over and amended as required to address Council and stakeholder concerns. Further consideration of the use of Design Guides will be undertaken. The schedules for Historic Heritage and Notable Trees would also be updated first by confirming with landowners if they wish for buildings/items/trees on their properties to remain in the Schedule², then reviewing these in accordance with an up-to-date evaluation methodology, and the extent of Historic Heritage Precincts would be reviewed and updated as necessary.

Review of provisions that specifically relate to archaeological sites, sites of significance to tangata whenua and waahi tapu will be reviewed as part of the Tangata Whenua topic, and provisions will be drafted to consider findings of both topics.

27. Early engagement with the following key stakeholders is proposed:

- Heritage New Zealand Pouhere Taonga
- Greytown Heritage Trust
- Heritage Wairarapa
- Owners of property containing heritage items and/or notable trees

28. Engagement will generally take the form of one-on-one or group meetings with Council officers. This engagement will seek feedback on the efficiency and effectiveness of the current regulatory and non-regulatory approaches, including methods that should be retained or changed. In addition, feedback will be sought on whether they current heritage and notable tree schedules and areas

¹ Greytown Heritage Trust submission on South Wairarapa Long Term Plan and Spatial Plan Review, dated 8 October 2020

² Where heritage items are on Heritage NZ's list, these items must remain in the Schedule.

sufficiently recognise and protect the historic heritage resources in the Wairarapa. Furthermore, feedback would be sought on the issues for historic heritage in the Wairarapa.

29. The feedback from this engagement will be reported back to the Joint Committee for direction on progressing the historic heritage chapter.

3 Recommendation

30. Receive this report and commence review in accordance with the outline above.