1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

1. Matters of Importance to Tāngata Whenua

The function of this section is to provide a statement of how the issues of resource management concern to Tāngata Whenua are to be addressed through the District Plan.

This section recognises that the Council exercises its functions within the tribal boundaries of the following Iwi.

- Muaūpoko
- Ngāti Apa
- Ngāti Raukawa
- Rangitāne

Each of these Iwi has their own identity, values and associations within Horowhenua. In some instances these values and associations may be the same or similar between Iwi. In other instances theses values and associations may be quite distinct and unique to a particular Iwi. This section of the District Plan seeks to address the matters of importance to Tāngata Whenua in Horowhenua at both a generic level which is applicable to all Iwi, and also at an Iwi specific level providing for the situations where an Iwi may prefer to address a resource management issue in a manner which is relevant to them. This approach also recognises that differences exist between each Iwi with respect to relationship agreements with Council, progress made on Treaty of Waitangi claims, progress made in developing Iwi management plans, areas of interest, resourcing and expertise.

The RMA defines 'Tāngata Whenua' in relation to a particular area, as meaning the Iwi, or hapū that holds mana whenua over that area. The term Tāngata Whenua is used throughout this section of the District Plan in this context, including both Iwi and hapū. The term Iwi authority is used to refer to the authority which represents an Iwi and is recognised by that Iwi as having authority to do so.

TĀNGATA WHENUA OF THE HOROWHENUA DISTRICT

The following statements have been prepared by representatives from the Iwi authority for each Iwi.

Statement of Muaūpoko

Muaūpoko are the descendants of the original people who first occupied the Horowhenua District. The Muaūpoko whakapapa (genealogy) includes all the former people known by various names, such as Ngai Tara, since the time of Kupe. They named all the places in the District and Muaūpoko have an unbroken connection to these places, waterways, wetlands, coastlines, fisheries, forestry's and ancestral lands.

Muaūpoko have many traditional hapū. Those currently active are: ~~Ngati Pariri, Ngati Hine, Ngati Tamarangi, Ngati Whanokirangi, Ngai Te Ao, Te Ngarue and Punahau.~~

- Ngai te Ngarue
- Ngai te Ao
- Ngati Tamarangi

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- Ngati Hine
- Ngati Pariri
- Ngati Whanokirangi
- Punahau.

The Muaūpoko Marae are Kohuturoa and Kawiu.

Muaūpoko acknowledges its neighbouring Iwi, Ngāti Apa, Rangitāne and Ngāti Raukawa. All of which have a shared history including whakapapa, alliances and even conflicts. This has provided a rich and diverse cultural landscape for all Iwi.

When the Council is making a decision involving land or a body of water, it must take into account the relationship of Muaūpoko and its culture and traditions with its ancestral land, water, sites, wāhi tapu, valued flora and fauna, and other taonga.

At the time of preparing this Proposed District Plan the Muaūpoko Tribal Authority Incorporated was listed by Te Puni Koriri under "Te Kotaha o nga Ropu Mangai Iwi/Māori" as an Iwi authority ~~is the recognised Mandated Iwi Authority~~ representing Muaūpoko for the purposes of the RMA. The Muaūpoko Tribal Authority encourages and invites consultation should people wish to know its views and obtain information regarding sites and areas of cultural significance to Muaūpoko.

Tāngata Whenua ki Horowhenua – Māori Land and Reserve Land

In 1873 Muaūpoko were confined to what is now known as the Horowhenua Block by the Native Land Court. The land was later subdivided and alienated from Iwi ownership to individual ownership. The remaining Māori Land in the Horowhenua Block is now Private Land, governed by the Te Ture Whenua Act. Muaūpoko Tribal Authority encourages consultation with these private owners and land block administrators should people wish to know their views. Some of the land is now in Reserve status; some of these contain the remaining endemic fauna and flora.

~~Please note the Punahau (Horowhenua) Lake Bed and Hokio Stream including specific land adjacent to them are owned by the Lake Horowhenua Trust.~~

The status of Waipunahau (Lake Horowhenua) and the Hokio Stream is described under the Reserves and Other Lands Disposal Act 1956 as follows:

"Notwithstanding anything to the contrary in any Act or rule of law, the bed of the lake, the islands therein, the dewatered area, and the strip of land 1 chain and with around the original margin of the lake (as more particularly secondly described in subsection (13)) are hereby declared to be and have always been owned by the Māori owners, and the said lake, islands, dewatered area, and strip of land are hereby vested in the trustees appointed by Order of the Māori Land Court dated 8 August 1951 in trust for the said Māori owners.

Notwithstanding anything to the contrary in any Act or rule of law, the bed of the Hokio Stream and the strip of land 1 chain in width along portion of the north bank of the said stream (being the land more particularly thirdly described in subsection (13)), excepting thereout such parts of the said bed of the stream as may have at any time been legally alienated or disposed of by the Māori owners or any of them, are hereby declared to be and have always been owned by the Māori owners, in the said bed of the stream and the said

strip of land are hereby vested in the trustees appointed by Order of the Māori Land Court dated 8 August 1951 in trust for the said Māori owners".

This Lake is also a Muaūpoko Fisheries Reserve and there are prohibitions associated with fishing in these areas. Muaūpoko Tribal Authority encourages consultation with this Trust should people wish to know their views.

Statement of Ngāti Apa

The Ngāti Apa rohe extends into the North Western corner of the Horowhenua District as far as Omarupapako (Rounds Bush). This is the domain of the Ngāti Kauae and Ngāti Tauira hapū who also have close connections to Rangitāne and Muaūpoko. This area was utilised historically for seasonal fishing in dune lakes, gathering of kiekie and cultivating cleared areas in around the indigenous forest. Waka were also launched from the Rangitīkei River to fish along the coast extending into the Horowhenua District area.

Subsequent migrations of Ngāti Toa, Te Atiawa, and Ngāti Raukawa have led to a change in settlement patterns. The arrival of European settlers and land transactions that occurred at that time have resulted in areas being reserved to Ngāti Apa, Rangitāne and Ngāti Raukawa whereby our interests are almost side by side. These interests are acknowledged and respected by Ngāti Apa.

As Ngāti Apa develops its capacity, it looks forward to a time when it can fully uphold its responsibilities in regard to the practice of kaitiakitanga within the Horowhenua District.

Schedule 11 of this Plan contains the Statutory Acknowledgements from the Ngāti Apa (North Island) Claims Settlement Act 2010. The Statutory Areas within the Horowhenua that these acknowledgements relate to are:

- Omarupapako/Round Bush Reserve.
- Ngāti Apa (North Island) Coastal Marine Area.

Statements of Association for these Statutory Areas are also included in Schedule 11 of this Plan.

Statement of Ngāti Raukawa

Mai i Waitapu ki Rangataua, Miria Te Kakara ki Kukutauaki

Ngāti Raukawa and affiliates (like Kauwhata (Feilding), Tukorehe (Kuku), Wehiwehi, (Waikawa and Manakau)) descend from the Tainui waka traditions and tribal bases. There has been a complex Māori history of warfare and conquest over land and resources in Horowhenua, which began circa 1819 with the migrations from Kāwhia Harbour by Ngāti Toa Rangātira, led by Te Rauparaha. The legacies set down by ancestral Māori land tenure activities during Te Rauparaha and his allies' time for Ngāti Raukawa and affiliates, continue to this day.

Such complexities cannot be described in detail for the District Plan, but will be present in future Iwi Management Plans, as they are developed across the region. There are also other Iwi within Horowhenua area, and Ngāti Raukawa acknowledges their interests.

It is relevant to mention that Ngāti Raukawa have two traditional homelands. The first, in the southern Waikato and northern Taupō districts, centres on Maungatautari - the ancestral

mountain of Ngāti Raukawa. Many important sites, such as birthplaces of ancestors, related urupā (cemeteries), pā sites, battle sites, marae of origin, houses of learning, and more, are found here. In Ngāti Raukawa tradition, this northern region has four traditional districts. They are referred to as: Ngāti Raukawa ki Wharepūhunga – south and east of Te Awamutu between Maungatautari and Waipapa. Ngāti Raukawa ki Maungatautari, is centred around the ancestral mountain for the Iwi, Maungatautari then extending north east to Cambridge. Ngāti Raukawa ki Te Kaokaoroa-o-Pātetere includes the mountain ranges stretching north of Tokoroa towards the Kaimai Range, west of Tauranga. Ngāti Raukawa ki Te Pae o Raukawa from Tokoroa, is located south along the Waikato River to Waihaha on the westside of Lake Taupō.

The second region is Ngāti Raukawa-ki-te-tonga – Ngāti Raukawa of the south, which is of relevance to Horowhenua District. This region stretches from the Rangitīkei River, west of Manawatū, to Kūkūtauaki Stream just north of Waikanae. A large group of Ngāti Raukawa migrated there from the first region in the early decades of the 19th century, and to this day their occupation and settlement is reflected in the large number of Ngāti Raukawa marae between northern Waikanae, stretching to the Rangitikei region. Historic (and more contemporary) meeting houses stand on land blocks within different environments that result from the actions of Ngāti Raukawa ancestors. Of importance too are the whakapapa (genealogical) and on-going relationships that have been retained between the two Ngāti Raukawa regions, to this day.

Ngāti Raukawa, and other politically affiliated Iwi, gained rights to land, resources and water bodies according to tikanga Māori and Māori customary land “laws” such as take raupatu, the right by conquest, and take tuku for land allocations that arose from support of Te Rauparaha. Some other customary and descriptive ways in which our people and affiliates identify their rights to land, resources and environments in Horowhenua are listed as follows:

- Tuku Whenua - Gifting land;
- Take tupuna - Ancestral right, by reason of ancestry;
- Take taunaha - Bespeak, right through oral claim;
- Take noho - Occupation rights;
- Take rahui - Reason of reservation;
- Ahi kā - Right of occupation, and
- Ahi kā roa - Describes occupation over a long period of time.

In the wider tribal region, there are 21 functioning marae reserves of Ngāti Raukawa interest. In the Horowhenua District there are 11 such complexes between Waitohu and Himatangi that define the identities of key hapū and their relationships to local environments:

- Te Au, Himatangi;
- Paranui, Himatangi;
- Motuiti, Himatangi;
- Whakawehi, Shannon;
- Kereru, Kōptāraoa;
- Matau, Kōptāraoa;

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- Huia, Poroutawhao;
- Ngātokowaru; Hōkio
- Kikopiri, Muhunoa;
- Tukorehe, Kuku;
- Wehiwehi, Manakau.

Despite land tenure changes over time, Ngāti Raukawa and their affiliates have held onto tracts of ancestral lands. Embedded cultural markers, whether urupā, burial grounds, cemeteries, wāhi tapu, pā sites, former papa kainga, wāhi tūpuna, coastal, peat and wet land middens; important eel weirs at dune lakes, boundary markers, important foothills and mountain ranges, freshwater springs, marker trees, kauwhanga-a-riri (battlegrounds), cultivation sites, and many other sites of historic and ongoing significance across the Horowhenua region, still persist. There are also cross-iwi interests over various areas and natural systems in Horowhenua. In particular, Council needs to note that customary interests in certain areas such as Omarupapako, Round Bush Reserve will be referred back to Crown for further consideration, and if need be, for amendment of the Ngāti Apa legislation. The Ngāti Raukawa Treaty Claims team flag with Council that the Ngāti Apa claim will be challenged before the Waitangi Tribunal. Council need note too that Ngāti Raukawa and affiliates are determining their customary interests and mana tuku iho, exercised by Iwi, hapū and whanau as Tāngata Whenua to certain areas of the marine and coastal region of Horowhenua. Whanau, hapū or Iwi groups have until March 2017 to seek customary marine title or claims to the common marine and coastal area. This can be done through specific negotiations with the Crown or through an application to the High Court.

Today too, there are a range of major environmental rehabilitation projects within this cultural and historic landscape underway, where kaitiaki interests and responsibilities to the ecological and biodiversity decline issues for freshwater rivers and streams, long tracts of coastal land to sea, dune wetlands and remnant forests, are being addressed in a collaborative, solutions-focused fashion.

Statement of Rangitāne

"Tini Whetu ki te Rangi ko nga Uri O Rangitāne ki te Whenua"

"As numerous as the stars in the sky so are the people of great Rangitāne upon the land"

Kurahaupo Waka

Rangitāne came to Aotearoa in the great migration on board the Kurahaupo Waka which was one of the principal waka that brought our ancestors from Hawaiki.

Whatonga

Rangitāne predominantly trace their origins to Kupe, discoverer of Aotearoa and Whātonga, one of the Principal Chiefs of the Kurahaupo Waka. Whātonga's grandson, Rangitāne, became the eponymous ancestor of the Rangitāne tribe. Rangitāne was also known as Rangitānenui, Tanenui-a-rangi and Rangitānenui-a-rangi. Te Waewae Kapiti o Tara Raua ko Rangitāne (Kapiti Island) has an extremely significant place in the culture and history of

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Rangitāne. The Island was named by Whatonga's sons, Tara and Tautoki to mark the boundary between Ngai Tara and Tautoki's son and Tanenuiarangi people's, Rangitāne.

Rangitāne Settlement

Whātonga was a great explorer and travelled from Heretaunga down the Wairarapa Coast to Wellington and then across the Cook Strait to the South Island. He then came up the West Coast to the Manawatū River up to the great forests in the heart of the Manawatū, which he called Te Tapere nui o Whātonga, the great district of Whātonga.

Through Whātonga's great explorations Rangitāne eventually settled in Tāmakinui-a-rua (Dannevirke), Wairarapa, Te Whanganui-a-Tara (Wellington), Wairau in the South and on the West Coast in the Manawatū areas. Rangitāne's descendants began their full occupation in the Manawatū which endures to the present day. Rangitāne settled around the Manawatū River with settlements all along the River. Numerous settlements also existed around the mouth of the Manawatū River and coast due to the abundant supply of resources. Many of the pā and kainga were still occupied when the first Europeans travelled through the area.

Rangitāne hapū in Manawatū

The Rangitāne people have occupied the Manawatū and lower North Island for ~800 years and during this unbroken association with the land developed whanau based hapū descended from Tanenuiarangi and the Kurahaupo waka. The hapū were also responsible for certain geographical areas and natural resources. These hapū are outlined below;

- Ngāti Hineaute
- Ngāti Kapuarangi
- Ngāti Rangitepaia
- Ngāti Mairehau (Also known as Ngāti Tuahuriri)
- Ngāti Rangiaranaki
- Ngāti Tauira

Each hapū had its own sphere of influence but reciprocity also existed as relationships were based around whakapapa. By the 1800's, Rangitāne had firmly established themselves on the ground with associated control over the resources within their rohe. Rangitāne O Manawatū prior to Crown purchasing in the Manawatū were a self-sufficient and economically prosperous Iwi. Rangitāne leaders fought tirelessly for the ongoing survival of Rangitāne O Manawatū with the advent of settlers and tried to maintain a tribal base through encounters with the Crown and other Iwi who eventually migrated to the Manawatū. The establishment of the Waitangi Tribunal provided an opportunity for Rangitāne O Manawatū to formally register grievances against the Crown whilst the direct negotiations process has afforded Rangitāne O Manawatū the chance to finally settle these grievances. Upon settlement Rangitāne O Manawatū look forward to strengthening and growing their longstanding tribal base as kaitiaki for the future generations of Rangitāne O Manawatū. Rangitāne O Manawatū look forward to continuing to contribute to the economic, social, political and cultural development of the District.

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In 2008, Rangitaane O Manawatū as represented by Tanenuiarangi Manawatū Inc signed a Memorandum of Partnership with Council allowing the groups to develop a foundation to work together in the future.

Manawatū River

Rangitāne tribal domain comprised almost the entire drainage basin of the Manawatū River, including its tributaries on both sides of the Tararua and Ruahine mountain Ranges.

The name Manawatū was bestowed on the River by the Rangitāne Tohunga Hau-nui-a-Nanaia, whilst searching for his wife, Waireka. Hau travelled down the West Coast of the North Island crossing and naming many waterways. When he reached a turbulent flowing river which caused his heart to sink as he thought he may not be able to cross it and continue his search, he called the River Manawatū.

The Manawatū River itself however was created through the spirit of Okatia, who gave life to a Totara growing on the slopes of the Puketoi Range in the Hawkes Bay. The totara made his way to the Mountain Ranges of the Ruahine and Tararua, and as it forced its way through the Ranges, it created the Manawatū Gorge and the Manawatū River as it made its way out to sea. For Rangitāne O Manawatū traditions such as this, represent the significant links between the cosmological world and the modern world, which have shaped Rangitāne O Manawatū. Rangitāne hold the Manawatū River in great reverence as the Mauri of the people are carried by the River, which has sustained and nourished the land and Rangitāne for centuries.

Rangitāne O Manawatū Rohe

The Rangitāne O Manawatū Rohe extends from the Southbank of the Rangitikei River from its mouth at the Tasman Sea to Orangipongo in the Northeast. From Orangipongo in a straight line to Te Hekenga in the Ruahine Ranges. From Te Hekenga southeast to the headwaters of the Manawatū River following and including the Riverbed of the Manawatū River to its mouth on the West Coast of the North Island of New Zealand. From the mouth of the Manawatū River in a straight line east to the Eastern side of the Tararua Ranges at Aotea following the line of the Tararua Ranges to the Manawatū Gorge.

Statutory Duties and Responsibilities under the RMA

Tāngata Whenua acknowledge that the Council is entrusted by Parliament with statutory duties and responsibilities under the RMA to promote the sustainable management of the natural and physical resources of the District.

Council for its part recognises the special status of the Tāngata Whenua as separate and distinct from interest groups or affected parties. Council further recognises the need for active protection of Tāngata Whenua interests in dealing with other parties and in administering this plan.

The RMA includes the following relevant requirements:

- Shall recognise and provide for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga. (Section 6(e)).

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- Shall have particular regard to Kaitiakitanga. (Section 7(a)).
- Shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi). (Section 8).
- During the preparation of a proposed policy statement or plan, the local authority concerned shall consult the Tāngata Whenua of the area who may be so affected, through Iwi authorities. (Clause 3 of the First Schedule).
- When preparing or changing the District Plan, to have regard to any regulations relating to ensuring sustainability of fisheries resources (including regulations or by laws relating to taiapure, mahinga mataitai, or other non-commercial Māori customary fishing to the extent that their content has a bearing on resource management issues of the district." (Section 74(2)).
- A territorial authority, when preparing or changing a District Plan, must take into account any relevant planning document recognised by an Iwi authority and lodged with the territorial authority, to the extent that their content has a bearing on resource management issues of the district. (Section 74(2A)) Such documents may be in the form of Iwi Management Plans.
- When considering an application for resource consent the consenting authority must have regard to any other matter the consent authority considers relevant (the content of Iwi Management Plans are considered under this section). (Section 104(1)(c)).
- The RMA enables the Council to receive written or spoken evidence in Māori (Section 39(2)(b)) and to hold hearings with the public excluded in order to avoid serious offence to Tikanga Māori or to avoid the disclosure of the location of wāhi tapu. (Section 42(1)(a)).

The Treaty of Waitangi principles are continually evolving as an understanding of the Treaty relationship develops. There is however some well recognised principles that are widely acknowledged in the New Zealand planning framework. For the Horowhenua context the following five principles are recognised:

- Tino Rangatiratanga
- Active Protection
- Shared Decision Making
- Iwi/Hapū Development and Resourcing
- Partnership (Mutually Beneficial Relationship)

Each of these principles is explained in more detail later in this section of the District Plan.

Issue 1.1 Active Participation by Tāngata Whenua

How to provide for Tāngata Whenua to more actively participate in resource management planning processes and be involved in the decision making process.

Issue Discussion

For a variety of reasons local Iwi have felt that there have been barriers to their involvement in resource management matters during the life of the first District Plan. The limited involvement of Iwi in the resource management processes and decision making has

contributed to the view held by Iwi that their cultural heritage and values have not been satisfactorily considered and addressed.

The challenge for both Council and Iwi is to find ways in which Iwi can actively participate in resource management matters that potentially impact on their cultural values or aspirations. The opportunities for Iwi to participate should not be limited to the roles of an affected party or submitter but should also extend to decision making roles where cultural values are a key component of the decision.

There is a general reluctance by some Iwi to provide Council with information regarding areas and sites of significance due to a concern that Council may then limit the involvement of Iwi in the planning process. It is acknowledged that in some situations Iwi will have a much better understanding of how a particular resource may need to be managed. It is therefore vital that Tāngata Whenua play an active role in the planning process.

Tāngata Whenua values and aspirations have potential to be affected by the outcome of both resource consent applications and changes to the District Plan

The challenge for Council and Iwi lies in the reducing some of the barriers that have existed in the past. These have typically included:

- Cost to Iwi of involvement in planning processes.
- Limited resources, capacity and planning expertise by Iwi.
- The tight legislative timeframes around planning processes which have made it difficult to achieve meaningful engagement.
- Lack of recognition of the status of Iwi and hapū as Treaty partners.
- Lack of visibility for Iwi and their values within the community and the planning sphere, meaning that they have been overlooked.
- Internal Iwi conflicts over mandates and responsibilities.
- Difficulties in identifying who should be involved and the appropriate process(es) for involvement.
- Lack of understanding by Council and developers over cultural values and how these may be impacted directly or indirectly by proposals.
- Difficultly in translating Māori values and customary concepts into technical planning documents.
- Absence of any Iwi Management Plans within Horowhenua.
- Limited levels of trust/respect between Council and Iwi.
- Lack of Council processes for dealing with sensitive information.

Objectives & Policies

Objective 1.1.1 Active Participation

To provide Tāngata Whenua with opportunities to actively participate in resource management processes (including decision making) on matters that have the potential to affect their cultural values and well-being.

Policy 1.1.2

Ensure that Council actively recognise the following principles of the Treaty of Waitangi in exercising its functions and duties under the RMA:

- Tino Rangatiratanga
- Active Protection
- Shared Decision Making
- Iwi/Hapū Development and Resourcing
- Partnership (Mutually Beneficial Relationship)

Policy 1.1.3

Ensure that where relevant, the interests of Tāngata Whenua are taken into account when considering the sustainable use and development of the land, waterways, coastal areas, resources and other taonga.

Policy 1.1.4

Encourage on-going engagement between the Council and Tāngata Whenua over resource management issues of concern.

Policy 1.1.5

Recognise the authorised and mandated Iwi representatives for the purpose of resource management engagement.

Policy 1.1.6

Provide for the involvement of Tāngata Whenua in the resource management decision-making and planning process of the District through the provision of agreed resources.

Policy 1.1.7

Promote an understanding within Council and the Horowhenua community of the Treaty of Waitangi including the application of its principles to Horowhenua and the Tāngata Whenua environmental management system (Kaitiakitanga).

Explanation and Principal Reasons

The objective and policies seek to provide a basis for providing Tāngata Whenua with greater opportunities to participate in the planning process for resource management matters that potentially impact on their cultural values. This increased involvement will be largely dependent on the relationship between Council and Tāngata Whenua. The Treaty of Waitangi provides the basis for this partnership relationship.

Upholding the principles of the Treaty of Waitangi through the District Plan is considered to be critical in ensuring that Tāngata Whenua are provided with appropriate opportunities to participate in all aspects of the resource management planning processes. The principles reflect the underlying importance of the Treaty as being the guiding document in the relationship between Māori and the Crown. The Council has statutory responsibilities in its

role as an agent of the Crown to take into account the principles of the Treaty when managing the natural and physical resources of the District.

The "principles of the Treaty" referred to in Section 8 of the RMA are not defined, in the RMA. Some important principles have emerged from decisions of the Court of Appeal, the Environment Court and from the recommendations of the Waitangi Tribunal. The principles are continually evolving as an understanding of the Treaty relationship develops.

In the Horowhenua context the following five principles are considered to be relevant to the District Plan and Council's role in achieving the purpose of the RMA, sustainable management of natural and physical resources.

Principle of Tino Rangatiratanga

This principle recognises the rights of the Tāngata Whenua to have control over the resources they own. The preservation of a resource base restoration of Iwi self-management, and the active protection of taonga, both material and cultural are necessary elements of the Crown's policy of recognising rangatiratanga. Rangatiratanga also includes elements of management, control and Iwi self-regulation of selected resources in accordance with their own customary preferences. These resources would be identified by Tāngata Whenua in consultation with the Council and may include the management of wāhi tapu and wāhi tūpuna sites and advice on the appropriate form of management and planning for adjacent areas.

Principle of Active Protection

The principle of active protection has been identified by the courts to ensure that Māori participation in resource management is not a passive role but an active one. This principle extends to the cultural and traditional values and beliefs of Māori.

Active protection includes, for example, recognition and protection of wāhi tapu sites as well as pro-active policies that allow for the development of marae and papakaianga.

Principle of Shared Decision Making

This principle originates from the requirement to balance the kawanatanga or governance role of Article I of the Treaty with the rangatiratanga role of Article II of the Treaty. This could include Council allowing Tāngata Whenua to be a full party in the decision-making process.

Principle of Iwi/hapū development and resourcing

Article III of the Treaty gave to Māori the same rights and duties as other New Zealand citizens. The Treaty guaranteed to Māori retention of their property rights under Article II, and the choice of developing those rights under Article III. To Māori, the efficient use and development of what are in many ways currently under-utilised Iwi/hapū resources is a very important principle of the Treaty in the context of the RMA. The Treaty recognises the right of Māori to develop those resources in accordance with their own needs and aspirations. Recognition of the ability and need for Iwi/hapū to develop their resources in a manner which achieves the purposes of the RMA is a fundamental principle embodied in the Treaty.

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The Principle of Partnership (Mutually Beneficial Relationship)

This principle includes the duties to act reasonably and in good faith. Both Tāngata Whenua and the Council have a duty to interact in the best possible way with reason and respect. This principle underscores the nature of the relationship between the Council and the Tāngata Whenua of Horowhenua. Reasonable co-operation and compromise through effective early and meaningful consultation by both partners is fundamental to this concept of partnership.

The policies promote, in appropriate cases, the Council's duty of active protection of Māori interests and of informed decision making where relevant. They seek to ensure that Māori rights and interests over use and development of their resources, will be taken into account in the overall context of sustainable management of those resources while ensuring that the Tāngata Whenua are engaged with, in the resource management process where Māori interests are potentially affected.

The expression "kaitiakitanga" is defined in the RMA as "*the exercise of guardianship by the Tāngata Whenua of an area in accordance with tikanga Māori in relation to natural and physical resources; and includes the ethic of stewardship*". The expression concept is not one that is readily translated into English. A helpful interpretation of the expression is provided in the "Report and Recommendation of the Board of Inquiry on the New Zealand Coastal Policy Statement" published by the Department of Conservation:

> "*Kaitiakitanga is the role played by kaitiaki. Traditionally, kaitiaki are the many spiritual assistants of the gods, including the spirits of deceased ancestors, who are the spiritual minders of the elements of the natural world. All the elements of the natural world, the sky father and earth mother and their offspring; the seas, sky, forests and birds, food crops, winds, rain and storms, volcanic activity, as well as people and wars are descended from a common ancestor, Io-Matua-Kore, the supreme god. These elements, which are the world's natural resources, are often referred to as taonga, that is, items which are greatly treasured and respected. In Māori cultural terms, all natural, and physical elements of the world are related to each other, and each is controlled and directed by the numerous spiritual assistants of the gods.*
>
> *Māoridom is very careful to preserve the many forms of mana it holds, and in particular is very careful to ensure that the mana of kaitiaki is preserved. In this respect Māori become one and the same as kaitiaki, becoming the minders for their relations, that is, the other physical elements of the world.*
>
> *In specific terms, each whanau or hapū is kaitiaki for the area over which they hold mana whenua, that is, their ancestral lands and seas.*
>
> *An interpretation of kaitiakitanga based on this explanation must, of necessity, incorporate the spiritual as well as physical responsibilities of Tāngata Whenua, and relate to the mana not only of the Tāngata Whenua, but also of the gods, the land and the sea*."

"Kaitiakitanga" will need to be interpreted in the context of individual resource use issues with guidance from the appropriate Tāngata Whenua who are the kaitiaki in different parts of the District.

1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

The Council appreciates and is committed to ensuring that Tāngata Whenua's views concerning the management of natural and physical resources are taken into account. These concerns must be weighed and be shown to be weighed with other matters of relevance in the course of the decision-making process and the overall context of the central purpose of the RMA of promoting sustainable management. The involvement of Tāngata Whenua is necessary to ensure that their views are raised and can be incorporated into the process.

The RMA makes varying references to "Māori", "Tāngata Whenua ", and "Iwi Authorities" and "tribal Runanga". The Council recognises that, as individual resource management issues arise, it is important to have dialogue with the people who have the closest interest in the issue. ~~This may be an Iwi Authority but may also be an individual hapū.~~ The Council will, in accordance with the relevant provisions of the RMA, consult with Tāngata Whenua ~~seek the guidance of the mandated Iwi Authorities~~ to understand the most appropriate point of contact for such dialogue, which may include Iwi or hapū. In the preparation and change of district plans it will undertake consultation nga hapū and nga Iwi, including with Iwi authorities (MIO's) in accordance with Clauses 3 and 3B of the First Schedule of the RMA, and also ~~and~~ to take into account ~~identify~~ any Iwi Management Plans recognised by Iwi authorities and lodged with the Council, pursuant to section 74(2A) of the RMA.

Methods for Issue 1.1 & Objective 1.1.1

District Plan

- Rules which provide for the occupation and development of marae and papakainga.
- Rules which provide for the occupation, use and development of Māori land.
- Identify areas and sites of cultural significance where Iwi have requested their inclusion in the District Plan on the Planning Maps.
- Commence within 12 months of the date of the plan notification a comprehensive district wide cultural landscape survey for the purpose of identifying areas or sites of cultural significance for inclusion in the District Plan. The survey should be undertaken in consultation with Tāngata Whenua ~~Iwi authorities~~ and potentially affected landowners. It will be necessary for the Council to discuss with Tāngata Whenua ~~each Iwi authority~~ how sites of cultural significance are to be identified on the Planning Maps, and evaluate the appropriate methods to protect the identified sites and their associated values.
- Where a resource consent application involves activities or development that the Council considers may adversely affect sites or areas of cultural significance Council will encourage applicants to engage with Tāngata Whenua ~~the relevant Iwi authority~~ early in the process, including making available to the Iwi authority a copy of the application and any other relevant information.
- The Council will, when processing applications for resource consent, consider the need to request that applicants provide further information, under Section 92 of the RMA, or to commission a report, under Section 42A of the RMA, where it is considered that adverse effects on cultural values may arise.
- Council will consider using independent accredited Māori Commissioners to sit on the Council Hearing Committee for notified consent applications or plan change hearings.

- Statutory acknowledgements that arise from Treaty settlements will be attached to the District Plan.

Monitoring

- Council in developing its District Plan Monitoring Strategy will liaise with Iwi authorities to ensure that the effectiveness and efficiency of the District Plan provisions in relation to Tāngata Whenua issues are monitored and reported.

Other Council Initiatives

- Council will encourage the preparation and lodgement of Iwi Management Plans by Iwi authorities. Where the Plans have been lodged with Council, Council will be guided by their contents to the extent that they are relevant to the resource management issues of the District. The Council contribution to Iwi Management Plans may include making available information, expertise and resources to assist with the preparation process
- Individual relationship agreements such as Memoranda of Partnerships are seen as an important tool to facilitate on-going dialogue and engagement between Tāngata Whenua and Council. The relationship agreements will consider opportunities for Council to foster developing capacity and capability within Tāngata Whenua for dealing with resource management matters. Council will work with Tāngata Whenua ~~through Iwi authorities~~ to encourage, develop and enter into such agreements where these do not already exist. The Council will work to ensure that the existing Memorandum of Partnership between Council and Iwi are recognised, implemented and used to provide the foundation for ongoing engagement and dialogue.
- Council will facilitate the establishment of a forum for the discussion of resource management issues of mutual concern to Tāngata Whenua and Council. This forum will be developed through relationship agreements between Council and Tāngata Whenua ~~Iwi authorities~~.
- Council will consider opportunities identified by Tāngata Whenua where it may be appropriate to transfer one or more of its functions, powers or duties under the RMA to Iwi authorities, where this is necessary to give full effect to kaitiakitanga.
- Council will work with Iwi authorities to develop and agree operational procedures for processing proposed plans, plan changes, and resource consent applications for proposals that may adversely affect identified areas and sites of cultural significance. These procedures describe how the Council and Tāngata Whenua ~~Iwi authorities~~ can effectively interact, and would recognise that knowledge of these areas and sites is held by Iwi, sharing of information can assist in better decision-making, and that some information is culturally sensitive. In addition, the agreements would acknowledge the varying capacity levels of Iwi.
- Council will work together with Tāngata Whenua ~~Iwi authorities~~ to develop an Iwi Consultation Guide to assist consent applicants understand the, who, how, why and when to consult with Tāngata Whenua.
- Council will support representatives from local Iwi becoming accredited Commissioners.

1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

Issue 1.2 Relationship of Tāngata Whenua with Ancestral Lands

The lack of recognition and provision of the relationship of Tāngata Whenua and their culture and traditions (including mauri) with their ancestral lands. This includes coastal areas, waterways, heritage landscapes, cultural sites of significance, wāhi tapu, wāhi tūpuna and other taonga.

Issue Discussion

Māori and Pākehā (or non-Māori) do not necessarily always share the same outlook and values in resource management matters, even though many of the sustainable management concepts are common to both. The cultural and spiritual relationship of Māori with their ancestral lands is recognised as a matter of national importance in achieving sustainable management.

Māori acknowledge the environment and objects within the environment, as having not only a physical presence but also as having spiritual and metaphysical values. Every living thing is recognised as having a mana, wairua and mauri of its own. The spiritual values are considered as important as the physical, with Māori believing that the physical and spiritual aspects of a person or thing are joined by mauri to a make a complete whole.

Through the creation process, divine forces visited the domains of the atua (gods/deities), giving them a life force principle or mauri. This life essence, which is found in both animate and inanimate resources, is important to Māori for two reasons: firstly it holds a binding force that is able to inter-relate one resource to every other element in the natural order (including people), and secondly it binds the resource to the spirituality of the gods. Despite the diversity of all forms of life and the natural world, it is unified through mauri.

Tikanga/practices were observed to maintain the mauri of parts of the natural world. These tikanga evolved into the ethic of kaitiakitanga. Complex sets of tikanga were developed in relation to resources. These are largely based on spiritual notions such as tapu (sacredness) and rahui (temporary restriction), both of which imply some form of prohibition.

They were grouped by their sphere of significance.

- *taha wairua* - spiritual significance
- *taha hinengaro* - intellectual significance
- *taha tinana* - physical and economic significance
- *taha whanaunga* - social and cultural significance

The major objective of the Māori resource management system is to sustain the mauri of resources.

The relationship of Tāngata Whenua and their culture and traditions with their ancestral lands, coastal areas, waterways, heritage landscapes, cultural sites of significance, wāhi tapu, and other taonga encompasses such matters as:

- The spiritual importance of ancestral lands, waterways, forests, and other resources;
- The cultural and traditional values and uses of indigenous plants (e.g. pingao and harakeke or other local species);

- The importance of harvesting certain foods or resources and the cultural, spiritual, as well as food values of these;
- The particular importance of individual sites or areas such as wāhi tapu;
- The importance of respecting and maintaining the spiritual (Mauri) qualities of resources such as water and the offence caused by pollution of waterways;
- The importance of occupying and developing ancestral lands and marae;
- The particular importance of the coast and of the resources, lakes, rivers, wetlands, and other habitat found there;
- The importance of being able to gain access to traditional sites and along ancestral pathways;

Where the mauri or the relationship of Tāngata Whenua and their culture and traditions with their ancestral lands is not recognised, protected or provided for, the Māori resource management system is compromised.

Objectives & Policies

Objective 1.2.1 Relationship of Tāngata Whenua

To recognise and provide for the relationship of the Tāngata Whenua of Horowhenua, and their culture and traditions (including mauri), with their ancestral lands, coastal areas, waterways, heritage landscapes and cultural sites, wāhi tapu, wāhi tūpuna and other taonga.

Policy 1.2.2

The Council shall recognise and provide for the relationship of Tāngata Whenua and their culture and traditions (including mauri) with their ancestral lands, coastal areas, waterways, heritage landscapes and cultural sites of significance, wāhi tapu, wāhi tūpuna and other taonga in a manner that is consistent with the principles of active protection and sustainable management.

Policy 1.2.3

Recognise the spiritual and cultural values held by Māori and their traditional practices in the management of natural and physical resources.

Policy 1.2.4

Recognise and protect the cultural and spiritual values and characteristics of the coastal environment and waterways of special value to Tāngata Whenua.

Policy 1.2.5

Recognise the desire of Tāngata Whenua to maintain and enhance their traditional relationship with the natural environment.

1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

Explanation and Principal Reasons

The objective and policies seek to make provision for the matters that are important to the relationship between Māori and their environment. Recognition is given to the interrelatedness of the physical and metaphysical inherent in the Māori worldview.

Although it is recognised that the relationship of Tāngata Whenua with their ancestral lands is typically a historic relationship that is not necessarily evident today, there is a desire by Tāngata Whenua to maintain and enhance this traditional relationship.

Council will be largely dependent on Tāngata Whenua, ~~through Iwi authorities,~~ identifying opportunities for how their traditional relationship can be maintained or enhanced.

Given the strong relationship that Tāngata Whenua have with the environment and particular resources, it will be important for Tāngata Whenua to be consulted or involved where activities or development have the potential to impact on these resources.

It is acknowledged that Tāngata Whenua place special value on the waterways, water bodies, and coastal areas of the District. These resources are recognised as being very important to Tāngata Whenua by virtue of being a source of food, a means of transport, part of their identity and an important link to their spiritual and physical well-being. In addition, water is recognised as the basis of life and in its purest form it gives and sustains life. For Māori the importance of water is both physical and spiritual and the two are very much entwined. Māori view rivers as veins and water as the blood of Papatūānuku (the earth mother). The river carries impurities away and this keeps the land healthy. This is important for food (kai) collection and production. Pollution of waterways and water bodies may be perceived as synonymous with food contamination and poor health.

Recognising and providing for the traditional relationship of Tāngata Whenua will help ensure that this holistic view of the environment and the resource management practices of Tāngata Whenua are used to help achieve sustainable management of the District's natural and physical resources.

Methods for Issue 1.2 & Objective 1.2.1

District Plan

- Rules provide for the occupation and development by Tāngata Whenua of marae and papakainga.
- The District Plan will include policies, standards and processes which recognise and actively protect the cultural and spiritual character of the coastal environment, waterways, outstanding natural features and landscapes, areas of significant indigenous flora and significant habitats of indigenous fauna of the District.
- Identify areas and individual sites of cultural significance on Planning Maps. The location of sites of cultural significance will be identified either specifically or generally on the Planning Maps (as requested by Iwi). Information regarding these sites would be provided to Council. Council will provide the opportunity for information regarding wāhi tapu sites to be held on silent files.
- Commence within 12 months of the date of the plan notification a comprehensive district wide cultural landscape survey for the purpose of identifying areas or sites of cultural significance for inclusion in the District Plan. The survey should be

undertaken in consultation with Iwi authorities and potentially affected landowners. It will be necessary for the Council to discuss with each Iwi authority how their respective sites of cultural significance are to be identified on the Planning Maps.

- The Council will, when processing applications for resource consent, consider the need to request that applicants provide further information, under Section 92 of the RMA, or to commission a report, under Section 42A of the RMA, where it is considered that adverse effects on cultural values may arise.

(The Council has a commitment to giving, in good faith, consideration to the values of importance to Tāngata Whenua. The Council will, from time to time, need assistance in recognising and understanding these values and will seek guidance, in these cases from Tāngata Whenua).

Other Initiatives

- The Council will continue to welcome engagement with Tāngata Whenua~~, through Iwi authorities,~~ about other methods that will enhance the relationship of Tāngata Whenua with their environment.
- Council acknowledges the Kaitiaki role of Tāngata Whenua over certain special areas and sites and will work co-operatively with Tāngata Whenua ~~Iwi authorities~~ to achieve the appropriate level of protection.
- Council will work with Iwi authorities to develop and agree operational procedures for processing proposed plans, plan changes, and resource consent applications for proposals that may adversely affect identified areas and sites of cultural significance. These procedures describe how the Council and Tāngata Whenua ~~Iwi authorities~~ can effectively interact, and would recognise that knowledge of these areas and sites is held by Iwi, sharing of information can assist in better decision-making, and that some information is culturally sensitive. In addition, the agreements would acknowledge the varying capacity levels of Iwi.

ISSUE 1.3 PROTECTION OF SITES OF CULTURAL SIGNIFICANCE

The detriment and degradation that can be caused to sites of cultural significance, wāhi tapu, wāhi tūpuna and other taonga through damage, destruction or modification resulting from inappropriate subdivision, use and development of land resources.

ISSUE DISCUSSION

While Issue 1.2 is concerned with recognising the inherent importance of certain Tāngata Whenua values and relationships, Issue 1.3 is concerned with protecting those actual sites and features and their cultural values from the potentially adverse effects of inappropriate subdivision, use and land development. These forms of development can typically include:

- activities which, even inadvertently, damage or desecrate significant sites or burial sites, or
- practices which offend the spiritual values of resources.

1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

The Council intends to work with Tāngata Whenua, ~~through Iwi authorities,~~ to better understand the types of effects that compromise the values these areas or sites of cultural significance, wāhi tapu, wāhi tūpuna and other taonga. In achieving a better understanding of both the general location and values of these sites and areas, Council and the community will be in a better position to prevent any compromise to these values.

Degradation of cultural sites can also occur where an activity or development has "downstream" effects that impact beyond the site of the activity. It is therefore important that these "downstream" effects are identified and considered even though a site of cultural significance may not be directly involved.

Fundamental to this issue is knowledge of the location of the areas or sites that are of cultural significance. Where sites have not been formally identified in the District Plan it may lead to Iwi and Council needing to be reactionary in responding once a development has already been proposed. In some circumstances cultural values may only be discovered once the development has commenced.

Objectives & Policies

Objective 1.3.1 Sites of Cultural Significance

To protect areas and sites of cultural significance, wāhi tapu, wāhi tūpuna and other taonga from the adverse effects of inappropriate subdivision, use, and development of resources.

Policy 1.3.2

Identify areas and sites of cultural significance that contribute to an understanding and appreciation of the culture and history of Horowhenua District, the region and/or New Zealand.

Policy 1.3.3

Avoid or appropriately mitigate any adverse effects of activities that could destroy or damage the cultural values associated with an area or site of cultural significance identified in the District Plan.

Policy 1.3.4

Discourage subdivision that could destroy or degrade the cultural values associated with an area or site of cultural significance identified in the District Plan.

Policy 1.3.5

Recognise and take into account any adverse effects which would degrade the cultural values of areas and sites of cultural significance, wāhi tapu, wāhi tūpuna and other taonga when assessing proposals for the subdivision, use and development of resources.

1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

Explanation and Principal Reasons

The objective and policies seek to protect the values of areas and sites of cultural significance to Māori. Protection of areas or sites of cultural significance requires both identification and an understanding of the sites.

As the information regarding these sites is held by Iwi there needs to be appropriate processes in place to ensure that this information is made available in a timely fashion where a development has potential to adversely impact on these sites. If Council is not aware of the sites or values of these sites then it becomes very difficult for the impact that any development may have to be included in the assessment process.

Historically where sites have not been identified formally in the District Plan the process for managing the effects on the site has generally not been well handled. Council has not been able to take a pro-active approach and encourage applicants early in the process to consult with Tāngata Whenua who may be affected or to ensure appropriate mitigation measures are incorporated into the development design. Identification of areas or sites of cultural significance on the Planning Maps is seen as an important step in moving towards a pro-active approach. It is however recognised that some sites and information will be sensitive and Iwi may choose to limit the amount of information it makes publicly available.

Where sites are not formally included in the District Plan it is recognised that the role that Tāngata Whenua can expect to play within the planning process is more limited and is likely to be as submitter when a consent application is notified.

Methods for Issue 1.3 & Objective 1.3.1

District Plan

- Identify areas and individual sites of cultural significance on Planning Maps. The location of sites of cultural significance will be identified specifically on the Planning Maps or generally, with the Council holding silent files of wāhi tapu, as requested by Tāngata Whenua ~~Iwi authorities~~.
- Where a resource consent application involves activities or development that the Council considers may adversely affect sites or areas of cultural significance Council will encourage applicants to engage with Tāngata Whenua ~~the relevant Iwi authority~~ early in the process, including making available to the Iwi authority a copy of the application and any other relevant information.
- Where the Council considers that a resource consent application may adversely affect sites or areas of cultural significance the Council will make available, on request or by prior arrangement, a copy of the application to Tāngata Whenua as relevant and appropriate~~the relevant Iwi authority~~, in the event that the applicant does not do so. Despite this the merits of individual resource consent applications will be considered in terms of the effects of the proposal on the area or sites of cultural significance. Conditions of consent may be imposed where mitigation measures are necessary.
- Council will consider using independent accredited Māori Commissioners to sit on the Council Hearing Committee for notified consent applications or plan change hearings.

- Council will work together with Tāngata Whenua ~~Iwi authorities~~ to develop a~~n Iwi~~ Consultation Guide for consent applicants to assist in understanding the, who, how, why and when to consult with Iwi and hapū.

(The methods propose that the Council will, with guidance from Tāngata Whenua, through Iwi authorities, respond to the effects of individual activities on sites and values as they occur. The Council will be constrained in its ability to respond and protect such sites and values by the extent of its knowledge about these values and sites. Some archaeological information is publicly available in the New Zealand Historic Places Trust (Pouhere Taonga) register and other sources.

The Council will engage with Tāngata Whenua to determine whether or not such information can or should be included in the Plan. It is therefore important to ensure that a workable system for accessing information is established. Continuing dialogue between Council and Tāngata Whenua is considered necessary to expand overall understanding of the issues and values).

Other Initiatives

- The Council will engage with Tāngata Whenua, ~~through Iwi authorities,~~ and the owners of land where sites of cultural significance are present – with a view to recognising and providing for the relationship of Māori to those sites and for the cultural values of those sites to Tāngata Whenua.

(Discussion may not, alone, be sufficient to secure effective recognition but is a necessary first step to appreciating the importance of values and sites and providing for the relationship).

- Council will together with Tāngata Whenua ~~Iwi authorities~~ develop accidental discovery protocols within six months of the date of the plan notification.
- Council will work together with Tāngata Whenua ~~Iwi authorities~~ to develop and agree operational procedures for processing proposed plans, plan changes, and resource consent applications for proposals that may adversely affect identified areas and sites of cultural significance. These procedures describe how the Council and Iwi authorities can effectively interact, and would recognise that knowledge of these areas and sites is held by Iwi, sharing of information can assist in better decision-making, and that some information is culturally sensitive. In addition, the agreements would acknowledge the varying capacity levels of Iwi.
- Council will work with Rangitāne's Iwi authority to develop a Sites of Cultural Significance Management Plan (based on the Tanenuiarangi Manawatu Inc. GIS cultural sites database) that can be used to inform the identification of Rangitāne's sites of cultural significance and inform the assessment of effects on such sites. This work shall commence within 12 months of the date of the plan notification.
- As part of the Long Term Plan and Annual Plan process, the Council may consider specific requests for incentives or assistance for the protection of individual sites which have significant cultural, spiritual, heritage or archaeological significance.
- Council will support representatives from local Iwi becoming accredited Commissioners.

(Assistance with voluntary protection measures can be a cost-effective means of recognising and protecting areas or sites with community-wide benefits).

- The Council will work with the Horizons Regional Council and the New Zealand Historic Places Trust (Pourere Taonga) who also have functions and powers in recognising and protecting significant cultural values and sites.

(The ability of Council to assess impacts and provide protection will be constrained by the extent of its knowledge about these values and sites. It is therefore important to ensure that a workable system for access information is established. Continued dialogue between the Council and Tāngata Whenua, ~~through Iwi authorities~~ is considered to be necessary to better understand the issues and values. The importance of respecting the confidentiality of certain information is also understood).

Issue 1.4 DEVELOPMENT BY IWI AND HAPŪ

Providing for development by Iwi and hapū that enhances their social, cultural and economic well-being while sustainably managing the environment.

ISSUE DISCUSSION

As Treaty settlements are finalised for Iwi within Horowhenua, there will be greater opportunities for Iwi and hapū to develop and provide for their social, cultural and economic well-being. Such development still needs to be balanced with the overall purpose of achieving sustainable management.

Marae and papakainga are two forms of development that do not match the typical development generally occurring across the District, yet they can play a critical role in Māori well-being. The challenge is to manage these forms of development while avoiding, remedying or mitigating adverse effects on the environment.

Objectives & Policies

Objective 1.4.1 Iwi and hapū development

To recognise and provide for development by Iwi and hapū that enhances their social, cultural and economic well-being in a way that achieves sustainable management of the environment.

Policy 1.4.2

Recognise that marae and papakainga are the focus of, and an essential part of the development of Māori culture, traditions, society and economy

Policy 1.4.3

The Council shall provide for the development of marae, papakainga and Māori land where adverse effects on the environment are avoided, remedied or mitigated.

Explanation and Principal Reasons

The objective and policies recognise that the way in which the District Plan permits natural and physical resources to be used can directly impact on the social, cultural and economic well-being of Tāngata Whenua.

The effects arising from the development of marae and papakainga have potential to adversely impact on the surrounding properties. Historically in Horowhenua these forms of development have been located in the rural environment and often on Māori Land. The District Plan will make provision for this to continue to occur with development controls to manage the impact on the surrounding properties.

It is acknowledged that under the Te Ture Whenua (Māori Land) Act, Māori Land is able to be owned, occupied and partitioned in ways very different to General Land. No distinction has been made in the District Plan zoning between Māori Land and General Land. The land would be subject to the same District Plan controls (based on the applicable zone) regardless of the land classification. The exception to this would be that the District Plan subdivision controls would not apply to Māori land being subdivided under Te Ture Whenua Act.

The policies above do not limit the introduction of a new zone for Māori Land or specifically for marae related development. As Iwi aspirations become clear and particularly as Treaty settlements are finalised it may be appropriate to further investigate whether the current zoning arrangement is adequately providing for Iwi and hapū development. It is also noted that Treaty settlement land is unlikely to be returned to Iwi with a Māori Land classification. This may become a consideration in determining the scope of any new zone intended to provide for Iwi and hapū development.

Methods for Issue 1.4 & Objective 1.4.1

District Plan

- Rules provide for the occupation and development of marae and papakainga
- Rules provide for the occupation, use and development of Māori land.
- Council will work with Tāngata Whenua ~~Iwi authorities~~ to investigate the appropriateness of identifying and including a Māori Land or Marae Development Zone in the District Plan, to facilitate the development of Iwi and hapū and to potentially provide for the development of Treaty Settlement land.

Other Council Initiatives

- Council will encourage the preparation and lodgement of Iwi Management Plans by Iwi authorities. Where the Plans have been lodged with Council, Council will be guided by their contents to the extent that they are relevant to the resource management issues of the District. The Council contribution to Iwi Management Plans may include making available information, expertise and resources to assist with the preparation process.
- Council will facilitate the establishment of a forum for the discussion of resource management issues of mutual concern to Tāngata Whenua and Council. This forum will be developed through relationship agreements between Council and Tāngata Whenua ~~Iwi authorities~~.

1 OBJECTIVES/POLICIES: Matters of Importance to Tāngata Whenua

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for matters of importance to Tāngata Whenua which are anticipated to result from the combined implementation of the above policies and methods are as follows:

1(a) Council meets its obligations in terms of Sections 6, 7 and 8 of the RMA in relation to Tāngata Whenua.In particular Council will recognise the special role of the Tāngata Whenua who have the kaitiakitanga relationship and mana whenua to the physical and natural resources within the Horowhenua District.

1(b) Identify areas and individual sites of cultural significance on Planning Maps. The location of sites of cultural significance will be identified specifically on the Planning Maps or generally, with the Council holding silent files of wāhi tapu, as requested by Tāngata Whenua ~~Iwi authorities~~.

1(c) Involvement and active participation of Tāngata Whenua in resource management processes.

1(d) The interests of Tāngata Whenua are taken into account in resource management decisions and the adverse effects of subdivision, use and development on areas or sites of cultural significance are avoided, remedied or mitigated.

1(e) Tāngata Whenua are involved in environmental monitoring of matters of resource management significance to them.

1(f) Tāngata Whenua values are incorporated, where appropriate, into sustainable management.

1(g) Greater public awareness of Tāngata Whenua and their customary rights and relationships with taonga, including but not limited to lands, coastlines, waterways, foothills and mountain ranges.

1(h) Māori land, marae and papakainga are developed within the District in a way that sustainably manages the environment.

2. RURAL ENVIRONMENT

The rural environment covers the majority of the Horowhenua District, and is an important land resource. The rural character, amenity values and productive use of rural land underpins the social, economic and cultural well-being of the people of the District.

The rural environment has been, and continues to be used in many different ways to support and provide for those living in the Horowhenua. Although over time the activities undertaken within the rural environment have changed, evidence of historic archaeological and heritage features from Māori and early European settlement activities including the development of the early agricultural and pioneer industries, such as flax and timber milling are still present.

The rural environment currently supports a diversity of land based primary production activities, particularly dry stock, dairying, cropping, horticulture, exotic forestry and small niche primary production land uses. Infrastructural and other industrial-type activities also occur in the rural environment, such as network utility facilities, gravel extraction and quarrying/aggregate processing, and these are critical to the functioning of the District. Providing for a range of land use activities in the Rural Zone is important for ensuring diversity and resilience to the rural economy by providing additional employment and economic opportunities.

The Horowhenua rural area is a varied environment with three broad land types: being the distinctive coastal environment characterised by sand dune formations and natural features with typically large-scale primary production activities; the inland plains and river terraces comprising flat fertile land with extensive areas of developed pasture, cropping and other agricultural activities; and the hill country that forms the backdrop to the District, from the foothills through to the rugged Tararua Ranges. Within these three broad land types, there are distinct landscape character areas (called domains) which exhibit individual landscape character and qualities. The Council commissioned a report to assess the character and qualities of each land domain (see Appendix 1 for a summary of the landscape assessment of the rural environment). Each of these main land types and domains are described below.

Overall, the rural landscape and character is shaped by the interaction between human activities and the natural and physical resources in the area. While the identified land domains exhibit a range of qualities, there are common rural character and amenity values that are valued throughout the rural environment.

The rural environment has a rural character which includes a high degree of open space with vegetation predominating over built elements, productive working landscapes, including the potential to create nuisance effects such as noise, odour and dust, the occasional reasonably large utilitarian building associated with primary production, and self-serviced properties with respect to water supply, wastewater disposal, and stormwater management. Remnant areas of indigenous forest and wetlands are also evident in the rural environment.

Coastal Sand Country

The coastal sand country varies in width from north to south in the District. At the northern end near Foxton Beach and Foxton, the coastal landscape extends inland a significant distance, with the Manawatu River providing a clearly visible delineation between the coastal sand country and inland plains environment. At the southern end of the district near Waikawa Beach and Kuku Beach, the coastal landscape extends only a short distance until the inland plains become evident. This whole area has strong rural and coastal

characteristics, including natural areas and features, large scale landholdings and primary production activities, and sites of cultural and historical significance.

Within the coastal environment are a range of natural areas and features, including the Manawatu and Ohau River estuaries, dune lakes (including Waipunahau (Lake Horowhenua) and Waiwiri (Lake Papaitonga)), and smaller wetland areas. Since the early 1900's the dunelands have been reduced by approximately 70%. Much of the remaining area of dunes contains locally threatened plant species, and some are considered national priority sites for conservation.

The coastal environment particularly around the coastal lakes and dune land areas is a rich archaeological landscape, containing archaeological deposits such as middens, burials and ovens reflecting the early occupation and activities undertaken in this area.

The soils closest to the coastline are light, while the inland soils are more stable. However, all soils are vulnerable to wind and water erosion particularly where they are exposed by the removal of surface vegetation.

Primary production activities are predominantly large-scale dry stocking grazing, horticulture and commercial exotic forest plantations. Dairying has increased in recent years with the development of irrigation. The type and form of irrigation (in particular, centre pivot irrigators), has resulted in changes to the dune landforms and associated land use.

The coastal areas are also home to a significant number of archaeological sites and sites of particular value to Tangata Whenua resulting from the historical pattern of settlement of the area.

Within the coastal sand country land type are three land domains, being Coastal Environment, Foxton Dunefields and Coastal Lakes. The characteristics and qualities of these three land domains are identified and described in Appendix 1.

Inland Plains and River Terraces

The inland plains and river terraces are located centrally within the district, extending the full length of the district between the coastal sand country and the hill country. The inland plains have a characteristic flat to gently rolling landform with river terraces. The soils are generally highly fertile sand and silt loams. Rivers and streams are active in shaping the landscape and land management practices are important in influencing susceptibility of the land to erosion. The overall environment reflects the predominant grazing, cropping, and horticultural land use. There is a mix of large and small holding sizes reflected in the patchwork of paddocks and fence lines in the landscape. The rivers and streams crossing this landscape are another key feature of the plains. Large waterways, like rivers, were used historically as highways over which Tangata Whenua travelled. They were also boundary markers between Iwi and hapu delineating food gathering areas.

There are limited areas of remnant indigenous vegetation on the inland plains and river terraces in terms of size. Most remnant areas are less than 1.0 hectare in size, with the exceptions being the kahikatea forests near the Manawatu River west of Shannon/Opiki and Waiopehu Scenic Reserve east of Levin.

Within the inland plains and river terraces land type are five land domains, being Moutoa-Opiki Plains, Levin-Koputaroa, Levin-Ohau, Kuku and Manakau Downlands. The characteristics and qualities of these five land domains are identified and described in Appendix 1.

Hill Country

The Tararua State Forest Park is dominant in the whole District's landscape. The majority of this land is publicly owned, as it is part of the Tararua State Forest Park. Although it is not farmed as part of the rural environment, the Tararua Ranges act as a significant backdrop to the rural character of the District. The Ranges and foothills also provide a significant recreation resource for the District and Region. The hill country, at the foothills of the Ranges, are characterised by steep hills and steep land soils which are vulnerable to erosion by wind and water. There are areas of ecological importance scattered throughout the steeper country including stands of indigenous vegetation. Land use has historically been low to medium intensity stock grazing and property boundaries reflect the larger land holdings associated with this land use. There are substantial plantations of exotic forestry throughout the hill country which are maturing at different rates and new plantations are being added.

The foothills have a mixed land use pattern, with areas of remnant indigenous forest vegetation, regenerating indigenous scrub vegetation, pastoral farming, horticulture and forestry blocks. The foothills are relatively undeveloped, with only a small number of buildings and other structures constructed in this area.

Within the hill country land type are two land domains, being Tararua Terraces and Hill Country. The characteristics and qualities of these five land domains are identified and described in Appendix 1.

Issue 2.1 Effects of Subdivision and Subsequent Use and Development

The effects of subdivision and subsequent use and development of rural land on:

- the amenity values and character of the rural environment in different localities
- features of natural character, landscape, biodiversity, historic heritage and cultural features of value to the community
- the safety and efficiency of the roading and railway networks, and other infrastructure services
- primary production activities.

Issue Discussion

To provide a long term and strategic framework for the management of subdivision and development in the District, including the rural environment, the Council prepared and adopted the Horowhenua Development Plan in 2008. This Development Plan identifies the key planning principles and strategic direction for managing subdivision and development in the rural environment. These principles include maintaining the productive values of the rural environment, retaining the rural character as an important part of the District's identity, providing for a safe and efficient rural transport network and adopting best practice solutions for on-site disposal of wastewater and the supply of potable water.

One of the key drivers for preparing the Development Plan was the increasing pressure and amount of subdivision, use and development for rural-residential living in the rural environment. This demand for rural-residential living creates a tension between those relying on the productive capability of the rural land resource and those who, for a variety of reasons, elect to reside in the rural areas. Often the rural amenity provided in a primary

production area is also highly regarded by those who wish to live outside an urban environment. However, the demand for such rural living can in turn undermine the viability of primary production activities and erode the amenity and environmental qualities that make the rural area an attractive place in which to live. The Development Plan seeks to provide for rural-residential living opportunities in areas that consolidate and support existing communities and settlements, retain rural and coastal character, and promote environmental restoration and enhancement.

As described above, the rural environment has three distinct land types being the Coastal Sand Country, Inland Plains and River Terraces and the Hill Country. Within these three land types, ten landscape domains have been identified which exhibit individual qualities and landscape character. Given the character and qualities in each land domain, they have different capacity and ability to manage the effects of subdivision, use and development.

The rural environment has many areas of high quality landscape and ecological value, as well as many significant sites containing cultural and historic values. These important areas and sites are susceptible to degradation through subdivision, use and development, and where appropriate, can be protected through various provisions in the District Plan.

Increasing density of subdivision can also increase pressure on the range of infrastructure servicing, including the roading and railway network and any reticulated services in the locality. Furthermore, intensively developed areas of rural-residential development with individual on-site wastewater treatment facilities in relatively close proximity can have cumulative effects leading to saturation of soils and groundwater contamination.

Objectives & Policies

Objective 2.1.1 Effects of Subdivision and Subsequent Use and Development

To ensure that subdivision and land development maintains and enhances the character and amenity values of the rural environment, and that the subsequent development resulting from subdivision such as on-site servicing and other infrastructure provision does not adversely affect the environment including the efficient and effective operation of existing transportation and infrastructure networks.

RURAL ENVIRONMENT WIDE POLICIES

Policy 2.1.2

Identify the following landscape domains within the Horowhenua Rural Environment in recognition of the specific landscape character, visual quality, primary productive values and sensitivity of different areas:

- Coastal Environment
- Foxton Dunefields
- Coastal Lakes
- Moutoa-Opiki Plains
- Tararua Terraces
- Levin-Koputaroa
- Levin-Ohau

- Kuku
- Manakau Downlands
- Hill Country

Policy 2.1.3

Manage subdivision and land development based on the landscape domains through subdivision controls that reflect the different characteristics and qualities of the landscape domains.

Policy 2.1.4

Provide for subdivision where it is compatible with the character and qualities of the landscape domain, and limit subdivision where the character and qualities of the landscape domain would be degraded by subdivision and land development.

Policy 2.1.5

Manage the design of rural subdivision to ensure that it is appropriate for the character and qualities of the landscape domain in which it is located.

Policy 2.1.6

Retention of an open and spacious character to the rural areas of the District, with a dominance of open space and plantings over buildings, and within which the potential for conflict between rural and residential activities is minimised.

Policy 2.1.7

Minimise obtrusive built elements in the rural environment by integrating building location and design with the surrounding landform and landscape qualities and recognise that farm building location is influenced by their function.

Policy 2.1.8

Ensure that adequate physical or spatial buffers or other mitigation measures are applied when allowing new allotments or buildings primarily or exclusively for residential purposes in rural areas, so that productive land use opportunities are not compromised.

Policy 2.1.9

Avoid, remedy or mitigate adverse effects of subdivision, use and development of land on areas or features of landscape, biodiversity, historic heritage or cultural value.

Policy 2.1.10

Provide for the subdivision of land to create Conservation Lots for the protection of natural habitats or wetland areas.

Policy 2.1.11

Provide for the protection and restoration of natural habitats or wetland areas on sites to be subdivided through formal protection, rehabilitation and planting of appropriate species.

Policy 2.1.12

Ensure that the ecological health of any waterway, stream or river adjacent to or within a subdivision is enhanced or protected through esplanade reserves and strips and riparian planting and management.

Policy 2.1.13

Ensure that any rural subdivision does not adversely affect the ecological values of the Manawatu, Ohau, Tokomaru River and Waikawa Stream environments.

Policy 2.1.14

Ensure that rural residences can access on-site adequate quantities of potable water to avoid risks to human health and amenity.

Policy 2.1.15

Manage the scale, intensity, size and design of subdivision and land development to ensure the on-site wastewater treatment and disposal systems do not result in contamination of soil, groundwater or other natural resources.

Policy 2.1.16

Provide for the creation of smaller lots to provide for the effective management and development of network utilities and other critical infrastructure.

Policy 2.1.17

Ensure that subdivision and land development adjoining State Highways, other arterial, collector or local roads and the North Island Main Trunk Railway Line, avoid, remedy or mitigates any adverse effects on the safe and efficient operation of the roading and rail networks.

Policy 2.1.18

Avoid, remedy or mitigate adverse effects on the operation, maintenance and protection of existing or designated infrastructure of district significance from the subdivision and development of land.

Policy 2.1.19

Having regard to the Explanation and Principal Reasons in respect of the elements of rural character ensure that new activities locating in the rural area are of a nature, scale, intensity and location consistent with maintaining the character of the rural area and to be undertaken in a manner which avoids, remedies or mitigates adverse effects on rural character, including rural productive values.

Policy 2.1.20

Ensure that new activities locating in the rural area are of a nature, scale, intensity and location consistent with maintaining the character of the rural area and to be undertaken in a manner which avoids, remedies or mitigates adverse effects on rural character, including rural productive values and potential reverse sensitivity effects.

Policy 2.1.21

Encourage the creation of an integrated network of local open spaces and connections when land is subdivided which provides:

- convenient and practical public access to existing and future areas of open space, reserves and water bodies
- health and safety of users, landowners and adjoining properties
- protection and restoration of conservation values
- integration with the transport network, including cycleways where appropriate.

LANDSCAPE DOMAIN POLICIES

Coastal Environment Domain Policies

POLICY CE.1

Protect the sensitive, distinctive and dynamic nature of the Coastal Environment landscape from inappropriate subdivision and land development.

POLICY CE.2

Protect the natural character of the coastal environment by avoiding inappropriate subdivision and land development.

POLICY CE.3

Limit subdivision to low intensity developments reflecting the sensitivity of the natural character and rural character and qualities of the coastal landscape.

POLICY CE.4

Protect from further subdivision and development, land that has been retained as open space either within any allotment or as an allotment, in an approved subdivision in the Coastal Environment Domain, for its productive, rural or coastal character, landscape, amenity, or wastewater or stormwater discharge management value.

POLICY CE.5

Avoid subdivision and land development of the coastal environment that results in unplanned expansions to existing coastal urban areas or new coastal urban areas.

POLICY CE.6

Maintain soil stability, landscape character and amenity values of the dune country landscape of the Coastal Environment Domain through subdivision design that minimises earthworks and vegetation clearance.

POLICY CE.7

Ensure that any new or upgraded roads, right-of-ways and driveways to be provided as part of any subdivision are sited sensitively to fit the natural dune landform and to minimise the visual and landscape effects.

POLICY CE.8

Ensure that existing vegetation that contributes to soil stability and the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision

POLICY CE.9

Minimise obtrusive built elements in the dune country landscape by integrating building location and design with the surrounding landform and landscape qualities, including by avoiding buildings on dune ridgelines and elevated sites.

POLICY CE.10

Ensure that the coastal edge and margins of rivers, streams, estuaries and wetlands are identified and protected from inappropriate subdivision and development.

POLICY CE.11

Ensure that the natural habitats of the parabolic dunefields and inter-dunal areas, particularly dune habitats, coastal lakes and wetland areas, are identified and protected from inappropriate subdivision and development.

POLICY CE.12

Maintain and enhance public access to the coast in strategic locations, in conjunction with environmental protection, enhancement or restoration and in a way that does not adversely affect coastal processes and natural character and natural habitats.

POLICY CE.13

Protect identified historic heritage and cultural values within the Coastal Environment Domain by avoiding the adverse effects of inappropriate subdivision and land development.

Foxton Dunefields Policies

POLICY FD.1

Manage the scale, intensity, size and design of subdivision and land development to ensure that it reflects and retains the distinctive dune landform pattern, natural habitats and landscape character and qualities of the Foxton Dunefields Domain.

POLICY FD.2

Maintain soil stability, the parabolic dunefield landscape character and amenity values of the dune country of the Foxton Dunefields Domain through subdivision design that minimises earthworks and vegetation clearance.

POLICY FD.3

Ensure that any new or upgraded roads, right-of-ways and driveways to be provided as part of any subdivision are sited sensitively to fit the natural dune landform and to minimise the

visual and landscape effects.

POLICY FD.4

Ensure that existing vegetation that contributes to soil stability and the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision.

POLICY FD.5

Minimise obtrusive built elements in the dune country landscape by integrating building location and design with the surrounding landform and landscape qualities, including by avoiding buildings on dune ridgelines and elevated sites.

POLICY FD.6

Ensure that the natural habitats of the parabolic dunefields and inter-dunal areas, particularly remnant indigenous forest areas and wetland areas, are identified and protected from inappropriate subdivision and development.

POLICY FD.7

Protect identified historic heritage and cultural values of the Foxton Dunefields Domain by avoiding the adverse effects of inappropriate subdivision and land development.

Coastal Lakes Domain Policies

POLICY CL.1

Manage the scale, intensity, size and design of subdivision and land development to ensure that it reflects and retains the distinctive dune landform pattern, natural habitats and landscape character and qualities of the Coastal Lakes Domain.

POLICY CL.2

Protect the natural character of the coastal lakes landscape, including wetlands, lakes, rivers and their margins, by avoiding inappropriate subdivision and land development.

POLICY CL.3

Protect from further subdivision and development, land that has been retained as open space either within any allotment or as an allotment, in an approved subdivision in the Coastal Lakes Domain, for its productive, rural or coastal character, landscape, amenity, or wastewater or stormwater discharge management value.

POLICY CL.4

Maintain soil stability, the parabolic dunefield landscape and amenity values of the dune country of the Coastal Lakes Domain through subdivision design that minimises earthworks and vegetation clearance.

POLICY CL.5

Ensure that any new or upgraded roads, right-of-ways and driveways to be provided as part of any subdivision are sited sensitively to fit the natural dune landform and to minimise the visual and landscape effects.

POLICY CL.6

Ensure that existing vegetation that contributes to soil stability and the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision.

POLICY CL.7

Protect the landscape, natural, ecological, historic heritage and cultural values of the Coastal Lakes landscape, particularly Waipunahau (Lake Horowhenua) and Waiwiri (Lake Papaitonga) and their surrounding areas, from inappropriate subdivision and land development.

POLICY CL.8

Protect the tallest and most dominant dune, Moutere Hill, by avoiding subdivision and land development on this outstanding natural feature.

Moutoa-Opiki Plains Domain Policies

POLICY MO.1

Maintain the expansive, open and productive landscape of the Moutoa-Opiki Plains Domain landscape by restricting the number, size and shape of new lots created through subdivision of land.

POLICY MO.2

Avoid further fragmentation of the Moutoa-Opiki Plains Domain landscape into more intensive lots to protect the open and productive landscape, particularly from the cumulative effects of subdivision.

POLICY MO.3

Provide for the amalgamation of land parcels and adjustments of the boundaries of land parcels where this would enable a greater range of primary production activities.

POLICY MO.4

Ensure that the natural habitats of the open plains, particular remnant indigenous forest areas, oxbow lakes and wetland areas, are identified and protected from inappropriate subdivision and development.

POLICY MO.5

Protect identified historic heritage and cultural values of the Moutoa-Opiki Plains by avoiding the adverse effects of inappropriate subdivision and land development.

Tararua Terraces Domain Policies

POLICY TT.1

Manage the scale, intensity, size and design of subdivision and land development to ensure that it reflects and responds to the varied topography and elevated landform, productive capacity and hill backdrop that contribute to the landscape character and qualities of the Tararua Terraces domain.

POLICY TT.2

Avoid, remedy or mitigate any adverse effects from earthworks as part of any subdivision on water bodies, land stability, the landscape and vegetation.

POLICY TT.3

Ensure that any new or upgraded roads, right-of-ways and driveways to be provided as part of any subdivision are sited sensitively to fit the natural terraced landform and to minimise the visual and landscape effects.

POLICY TT.4

Ensure that existing vegetation that contributes to soil stability and the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision.

POLICY TT.5

Minimise obtrusive built elements in the terraced landscape by integrating building location and design with the surrounding landform and landscape qualities, including by avoiding buildings close to terrace edges and on elevated sites.

POLICY TT.6

Ensure that the natural habitats of the terraces and foothills, particular remnant and regenerating indigenous forest and scrub areas, are identified and protected from inappropriate subdivision and development.

Levin-Koputaroa Domain Policies

POLICY LK.1

Manage the scale, intensity, size and design of subdivision and land development to ensure that it reflects and responds to the varied and undulating topography, productive capacity and open views that contribute to the landscape character and qualities of the Levin-Koputaroa Domain.

POLICY LK.2

Avoid, remedy or mitigate any adverse effects from earthworks as part of any subdivision on water bodies, land stability, the landscape and vegetation.

POLICY LK.3

Ensure that existing taller vegetation that contributes to the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision.

POLICY LK.4

Ensure that the natural habitats, particularly remnant indigenous forest areas and wetland areas, are identified and protected from inappropriate subdivision and development.

Levin-Ohau Domain Policies

POLICY LO.1

Manage the scale, intensity, size and design of subdivision and land development to ensure that it reflects and responds to the flat and terraced landform, productive capacity and open views that contribute to the landscape character and qualities of the Levin-Ohau Domain.

POLICY LO.2

Avoid, remedy or mitigate any adverse effects from earthworks as part of any subdivision on water bodies, land stability, the landscape and vegetation.

POLICY LO.3

Ensure that existing taller vegetation that contributes to the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision.

POLICY LO.4

Minimise obtrusive built elements in the open and elevated landscape by integrating building location and design with the surrounding landform and landscape qualities, including by avoiding buildings in prominent sites on elevated terraces or uplands.

POLICY LO.5

Ensure that the natural habitats, particularly remnant indigenous forest areas, riparian areas adjacent to river and stream corridors and wetland areas, are identified and protected from inappropriate subdivision and development.

2 OBJECTIVES/POLICIES: Rural Environment

Kuku Domain Policies

POLICY K.1

Maintain the expansive, open and productive landscape of the Kuku Domain landscape by restricting the number, size and shape of new lots created through subdivision of land.

POLICY K.2

Avoid further fragmentation of the Kuku Domain landscape into more intensive lots to protect the open and productive landscape, particularly from the cumulative effects of subdivision.

POLICY K.3

Provide for the amalgamation of land parcels and adjustments of the boundaries of land parcels where this would enable a greater range of soil-based production activities.

POLICY K.4

Ensure that existing vegetation that contributes to the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects.

POLICY K.5

Ensure that natural habitats and the margins of rivers, streams, estuaries and wetlands, particularly riparian areas adjacent to the Ohau River, Waikawa Stream and Manakau Stream, and remnant indigenous forest areas, are identified and protected from inappropriate subdivision and development.

Manakau Downlands Domain Policies

POLICY MD.1

Manage the scale, intensity, size and design of subdivision and land development to ensure that it reflects and responds to the varied topography, productive capacity, aesthetic appeal and hill backdrop that contribute to the landscape character and qualities of the Manakau Downlands domain.

POLICY MD.2

Avoid, remedy or mitigate any adverse effects from earthworks as part of any subdivision on water bodies, land stability, the landscape and vegetation.

POLICY MD.3

Ensure that existing vegetation that contributes to the landscape character of the site is retained and incorporated into the subdivision design to reduce the visual and landscape effects of the subdivision.

POLICY MD.4

Minimise obtrusive built elements in the open and elevated landscape by integrating building location and design with the surrounding landform and landscape qualities, including by avoiding buildings in prominent sites on elevated land.

POLICY MD.5

Ensure that natural habitats and the margins of rivers, streams, estuaries and wetlands, particularly the Waikawa Stream and Manakau Stream, and remnant indigenous forest areas, are identified and protected from inappropriate subdivision and development.

Hill Country Domain Policies

POLICY HC.1

Protect the natural, unmodified and sensitive nature of the Hill Country landscape from inappropriate subdivision and land development.

POLICY HC.2

Avoid subdivision in the Hill Country landscape that would compromise the visual and landscape qualities of this area through more intensive subdivision.

POLICY HC.3

Limit subdivision to small scale and/or low intensity developments reflecting the sensitivity of the natural and rural character and qualities of the hill landscape.

POLICY HC.4

Avoid, remedy or mitigate any adverse effects from earthworks and vegetation clearance as part of any subdivision on landscape and biodiversity values and land stability.

POLICY HC.5

Ensure that any new or upgraded roads, right-of-ways and driveways to be provided as part of any subdivision are sited sensitively to fit the natural hill landform and to minimise the visual and landscape effects.

POLICY HC.6

Ensure that the natural habitats, particularly remnant indigenous forest areas, riparian areas adjacent to river and stream corridors and wetland areas, are protected from inappropriate subdivision and development.

Explanation and Principal Reasons

The District Plan seeks to protect the character and amenity values in the District's rural environment, as they contribute towards the identity and well-being of the district. The District's rural character and amenity values are represented by a diverse range of primary production activities resulting in an open and working landscape; predominance of

vegetation (including indigenous and exotic vegetation), and a low level of built development with a few large utilitarian buildings.

Rural character in the Horowhenua may include any one or more of the following key elements:

- The dominance in the landscape of natural features and vegetation and dynamic primary production regimes, including pasture, crops and forestry;
- The presence of manmade structures where those structures are related to rural production activities or industry and infrastructure for which a rural location is either required or is most appropriate;
- High ratio of open space relative to built environment;
- Significant areas of land in pasture, crops, forestry and/or indigenous vegetation;
- A rural working production environment, consisting of a wide range of activities and including components such as animals, farm buildings, farm machinery and shelterbelts;
- The use of rural land for a wide range of agricultural, horticultural and forestry purposes including such effects as noise, smells, dust, and agrichemical spraying associated with such activities;
- Low population densities relative to urban areas;
- General lack of urban infrastructure such as streetlighting, footpaths and reticulated water and wastewater systems.

The District Plan recognises there are differences in the rural character that exists throughout various parts of (landscape domains) the Horowhenua. It is therefore appropriate and important that the District Plan recognises the differences between these landscapes, particularly in the management of the effects of subdivision, land development and the resulting land use change. Different techniques and thresholds are applied to the land domains in response to the particular characteristics and qualities of each land domain.

The policies seek to maintain or enhance the features and values that contribute to the landscape character of each domain through the management of subdivision. Controls over the scale, intensity, size and dimensions of new allotments is an effective way of addressing the effects on character and amenity values where intensification through subdivision could compromise and degrade the character and amenity values of the respective land domains. Additional controls are applied in individual landscape domains where the characteristics and qualities are sensitive to modification associated with subdivision, such as new roads, earthworks and vegetation clearance.

Creating an integrated network of open spaces and connections provides opportunities for improved accessibility and movements, improving and strengthening ecological corridors, health and well being of local residents and creating tourism potential. The Council has prepared an Open Space Strategy which provides overall direction on where, what and how an integrated network of open spaces and connections can be created. This Strategy identifies connections along river corridors, along the coast, between the ranges and the coast, connections to the ranges, and along the railway corridor. One method of implementation is creating connections when land is subdivided. Council will encourage and support landowners/subdividers in making these connections, recognising that due to the scale and complexity of some of the wider networks, it may take many years for these complete integrated networks to be realised and appreciated.

Methods for Issue 2.1 & Objective 2.1.1

District Plan

- Maps will define the geographic extent of the identified Landscape Domains
- All subdivisions will require resource consent.
- The District Plan rules will specify minimum conditions for subdivision within each landscape domain recognising the differences between the domains to provide for subdivision and land subdivision that is compatible with the character and qualities of each domain.
- Subdivision consents will be assessed in terms of their environmental effects against both the policies of the Rural zone and those policies relating specifically to each domain
- Assessment of environmental effects through the resource consent process for subdivision proposals, including using assessment criteria and standards, both those that are zone wide and those specific to each domain.
- Conditions on resource consent such as consent notices and covenants on Certificates of Title to manage the effects of subdivision including potential reverse sensitivity effects on primary production activities.
- Design guidelines relating to rural subdivision

Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for the neighbours which is important for community understanding of what environmental quality is expected.

Other Statutory Plans

- Horizons Regional Council will control discharges to air, land and water under the provisions of its Proposed One Plan.

Issue 2.2 Fragmentation and Soil Resource

The effects that fragmentation through subdivision has on the ability to use land for rural production activities including safeguarding the life-supporting capacity of Horowhenua's finite soil resource within the rural environment, so that both current and future generations are able to sustainably use versatile land, for a wide range of productive purposes, including those uses that may not currently be present in the Horowhenua.

Issue Discussion

Parts of the Horowhenua District have particular qualities of highly fertile soils and climate which make them highly versatile and suitable for a diverse range of uses. The areas of versatile land within New Zealand and within the Horowhenua District which have these qualities are, however in relatively limited and finite supply. Versatile land generally includes those soils that have Land Use Capability Classification of I or II. This classification is based on the New Zealand Land Resource Inventory which give eight classes, ranging from Class I land which has very few limitations to use and can be used for a wide range of productive

purposes to Class VIII which has extreme limitations and is unsuited to any use except catchment and protection planting.

In the Horowhenua District, versatile land is considered to be land that contains highly versatile Class I and II soils. These soils are those that have the greatest potential capability for a range of land uses. The soils are the sandy, silt, and stoney loams which make up about one third (or 38,981ha) of the rural land area. While the LUC classification gives a very generalised indication of the soil quality it does need to be used with caution. The mapping of the soils within the district at 1:50,000 was completed in 1992. The limitations associated with the methods and scale at which the LUC maps were produced, means that detailed information of a site requires a closer site specific analysis.

It is recognised that soil quality is just one of several factors that influence how land is actually used. Other factors include location, existing land uses, water, climate, community values, scarcity, drainage and infrastructure. The District Plan relies on the mapped Class I and II soils as the basis for identifying versatile land. Whilst it is acknowledged that this is a blunt instrument to achieve this purpose, it does provide a point for departure.

Versatile land is a significant natural resource due to its contribution to the economic well-being of the Horowhenua. The Horowhenua District has a significantly rural based economy with primary production a very important part of it. Many of the primary production activities that occur within the Horowhenua are not only located within areas of versatile land, but they are also dependent on this resource for their livelihood. The use of this resource is constantly changing, in response to economic demands and conditions.

Versatile land can be used for the widest range of potential uses of any land. It has the greatest potential capacity of supporting life. Safe guarding the life-supporting capacity of soil is part of the purpose and principles of achieving sustainable management in Section 5 of the RMA.

Section 7 of the RMA also sets out responsibilities in relation to managing the use, development and protection of natural and physical resources. Included in this section are responsibilities for the efficient use and development of natural and physical resources and the need to have regard to the finite characteristics of natural and physical resources. Versatile land in the Horowhenua context is a finite non renewable resource, that for a number of reasons is worthy of protection and careful management.

Some fertile soils were previously wetlands which were, and remain, an important food and mahinga taonga source for Tangata Whenua. The possible long term adverse effects of these historical and cultural trends on the availability of versatile land for future generations is a significant resource management issue for the District. Whilst the issue is particularly acute for versatile land, safeguarding the life-supporting capacity of soil is also a concern for the non versatile land which also offers opportunities for a range of different productive uses.

A principal issue of concern with the rural land resources is the continued fragmentation of rural land into ever-smaller lot sizes. Some of the consequences of this fragmentation from subdivision and land development are:

- The development of buildings, curtilage and access to sites takes a certain amount of land out of the available supply of versatile land or restricts the ability to use the land productively,
- Fragmentation of land into small certificates of title forecloses land use options for present and future generations and can reduce the life supporting capacity of soil,

- Small lots primarily used for residential purposes on rural land can result in issues of reverse sensitivity.

There will be occasions where fragmentation may allow for more intensive use of rural land for soil-based rural activities. These situations need to be provided for, where they can occur without resulting in the principal effect of land fragmentation; the cumulative reduction in opportunities for the productive potential of land. As subdivided lots become smaller, and as new structures or services are established, the range of primary production activities that can be physically or economically undertaken progressively reduces in scope. The reduction in productive potential of any land, together with the physical coverage of productive land, may reinforce the demand for further fragmentation. This cumulative effect is particularly significant for the relatively small amount of land in the District with high productive value (approximately five percent). As versatile land is a finite resource, its loss through fragmentation is effectively irreversible.

Objectives & Policies

Objective 2.2.1 Fragmentation and Soil Resource

To safeguard the life supporting capacity of soils to enable a wide range of primary production activities and provide a resource for future generations while recognising the finite nature of the versatile land resource.

Policy 2.2.2

Manage the scale, intensity, and design of subdivision to ensure that versatile land is available to be used for a range of primary production activities and that the life-supporting capacity of soils is not compromised through fragmentation or poor subdivision design.

Policy 2.2.3

Avoid further fragmentation of land in the predominant areas of the District containing versatile land to protect this finite resource and to safeguard the life-supporting capacity of the soil, from the cumulative effects of subdivision below the minimum lot standard.

Policy 2.2.4

Encourage the amalgamation of land parcels and adjustments of the boundaries of land parcels where this would enable a greater range of soil-based production activities.

Policy 2.2.5

Ensure that land use activities on versatile land are undertaken in a manner that safeguards the life-supporting capacity of the soil and recognises the finite nature of the land resource.

Policy 2.2.6

Subdivision, use and development of the versatile rural land resource should occur in a way which retains its potential to be used for a range of productive rural purposes and which maximises the likelihood of it actually being used for such purposes.

Policy 2.2.7

Fragmentation of the versatile rural land resource for purposes not directly related to maintaining or enhancing the primary productive potential of the rural land resource should be minimised and, where possible avoided.

Policy 2.2.8

Except where specifically tailored to accommodate other activities with a legitimate need for a rural location, new rural lots created through subdivision should be of a size and shape suitable for a range of primary productive uses.

Policy 2.2.9

Subdivision, use and development which has the potential to inhibit the efficient use and development of versatile land for primary production should minimised and, where possible avoided.

Policy 2.2.10

Ensure that subdivision for non rural activities, including industrial activities, commercial activities and residential activities not ancillary to the primary production land use and not dependent on versatile land in a rural location are avoided.

Explanation and Principal Reasons

The area of versatile land is a finite resource. Primary production activities that utilise this resource contribute to the economic and social well-being of the district. The potential and cumulative adverse effects of land fragmentation include the progressive loss of this land for primary production uses and opportunities. Similar effects occur with fragmentation of less productive land, but the significance of the loss is likely to be less in terms of the soil resource and the potential needs of future generations. In order to maintain an acceptable level of availability of land for productive use, controls are required on subdivision. The policies seek to provide for a range of primary production opportunities to be retained, providing flexibility in land use in response to economic demands and conditions.

Versatile land effectively applies as an overlay on the land domains for the Rural Zone. The subdivision thresholds and techniques for sites identified as containing Versatile land provide limited opportunities to subdivide, to provide flexibility for a range of productive uses to be made of the soil and land resource to sustaining its long-term capacity for production. Subdivision below the threshold will be restricted to that which supports the objective.

Whilst subdivision and the resulting fragmentation can have adverse effects on the versatile land resource, it can also be necessary to enable the most efficient use of versatile land. The policies above support subdivision that would maximise the likelihood that versatile land will be used for productive rural purposes. Subdivisions that are unable to satisfy the subdivision thresholds can be supported where a subdivision involves one or more of the following;

- Subdivision of a title created after 10/01/09 that is being undertaken to facilitate or support an existing production system.
- Subdivision of lots below minimum lot size where the lots incorporate an existing production system and it is demonstrated that it can continue to operate at the subdivided scale.

- Subdivision of lots below minimum parent lot size where the subdivision being undertaken to facilitate or support an existing production system.
- Subdivision where the minimum shape factor or frontage cannot be achieved but where the subdivision can demonstrate that the lots can be used to support a viable production system.
- Subdivision to enable land aggregation for the purpose of supporting or facilitating an existing production system.

And the overall objective for safeguarding the life-supporting capacity of soils is achieved.

For people wishing to live in a rural environment, some opportunities for smaller lot subdivision are provided in areas which are not considered versatile land. In addition, Greenbelt Residential areas have been identified and provided for in the District Plan specifically for the purpose of rural-residential living. These identified areas are intended to relieve ongoing pressure for fragmentation of the rural land resource.

Where a site is identified as versatile land but it can be demonstrated that the site does not contain Class I or II soil, it is appropriate for the site to be considered as non-versatile land and to benefit from the associated more enabling subdivision provisions.

Methods for Issue 2.2 & Objective 2.2.1

District Plan

- The Plan will identify an area of “Versatile Land” (being Land predominantly identified as Land Use Capability (LUC) Class 1 and 2).
- Rules will control the intensity, size and design of subdivision provided for within areas containing “Versatile Land” that are within the Rural Zone.
- Assessment of environmental effects through the resource consent process for subdivision proposals, including using assessment criteria and standards.
- Conditions on resource consent such as consent notices and covenants on Certificates of Title to manage the effects of subdivision including the potential for reverse sensitivity effects.

Subdivision rules and standards provide a high degree of certainty in achieving the objective. Where subdivision applications are not able to meet the Controlled Activity standards, the effects of the subdivision, including the cumulative effects on the long term sustainability of versatile land, will be according to the conditions relevant to the activity status of the subdivision.

Issue 2.3 Demand for, and Risks Associated with Residential Sites

The demand for residential sites through subdivision in rural areas that are generally unsuitable for residential use due to;

a significant risks from natural hazards, or

b the potential for reverse sensitivity effects from residential activities on permitted rural activities and those activities lawfully established particularly primary production

activities or those involving large scale processing and infrastructure facilities.

ISSUE DISCUSSION

Human activity can exacerbate natural occurrences such as flooding, but by developing in hazard prone areas such as flood plains, we increase the potential for damage should an event occur. Due to the proximity of rural properties to rivers, streams and stopbanks there is a risk of potential damage and inconvenience particularly if precautions have not been taken. The Council will focus on reducing the risk of known hazards on development together with reducing the effects of development on hazards.

Where land, or any structures on that land is likely to be subject to damage by erosion, subsidence, slippage, or inundation from any source, or may increase the risk of natural hazards, the RMA provides that Council has the discretion to refuse consent, or impose conditions relating to avoiding, remedying, or mitigating those effects, in addition to those that may be listed in the relevant rule.

Reverse sensitivity is a term that explains the effect that new development of one kind may have on activities already occurring in an area. It usually results from the people involved in an activity that is newly established-complaining about the effects of existing activities in an area. Subdivision and subsequent development in the rural locations also has the potential to create reverse sensitivity issues as residential and rural activities increasingly adjoin each other. People moving into rural areas are often not aware of the effects created by rural activities, in particular odour and noise. Therefore, the presence of residential activities in rural locations may create pressure to impose controls on primary production activities as the effects may not be acceptable to residential neighbours. This incompatibility between land uses may constrain the efficient operation or viability of some primary production activities.

Reverse sensitivity issues may also arise near to existing large-scale processing activities and infrastructure facilities which may generate external adverse effects on the immediate area. In most cases, the rural environment is the only place where large-scale processing and infrastructure facilities such as landfills, treatment plants, and aggregate extraction and processing activities can be sited to have sufficient resources and/or land to operate and be sufficiently far enough away from residential dwellings to avoid adversely affecting occupants. It is important that this requirement is recognised and provided for, and that increased residential development resulting from rural subdivision is not encouraged in these locations.

Objectives & Policies

Objective 2.3.1 Demand for, and Risks Associated with Residential Sites

To avoid subdivision in areas where there is a significant risk from natural hazards or where reverse sensitivity issues may compromise the efficient and effective operation of lawfully established and permitted rural activities including primary production activities and large-scale processing and infrastructure facilities.

Policy 2.3.2

Identify the locations at significant risk from natural hazards and existing large scale processing and infrastructure facilities to be protected from residential activities.

Policy 2.3.3

Restrict subdivision in areas identified as being at significant risk from natural hazards or the external effects of existing large scale processing and infrastructure facilities.

Policy 2.3.4

Ensure that adequate physical or spatial buffers or other techniques are applied when allowing new allotments or buildings primarily or exclusively for residential purposes in rural areas, so that the effective, efficient and lawful operation of primary production activities are not compromised.

Policy 2.3.5

Ensure that any measures used to avoid, remedy or mitigate the risks of natural hazards do not have significant adverse effects on the environment.

Policy 2.3.6

Ensure that the potential for reverse sensitivity effects on existing primary production activities and other lawfully established activities where such effects are created by subdivision which would result in residential activity are avoided, remedied or mitigated.

Explanation and Principal Reasons

The rural environment contains a wide range of hazards that can place limitations on the extent to which the land can be further modified and developed. While the Natural Hazards (Chapter 8) deals with the risks throughout the District, this objective and policies ensures that more intense subdivision of land in the rural environment addresses any hazard limitations. Subdivision usually leads to some form of further land development, and the size of allotments can influence future use of the land, particularly where hazards are present.

In using measures to avoid, remedy or mitigate the risks of natural hazards it is also necessary to consider the effects of the mitigation measures themselves, which can also have significant adverse environmental effects. An example of this is carrying out earthworks to create access or building platforms which may interfere with the functioning of natural flood plains and ponding areas.

Primary production activities and large-scale processing and infrastructure facilities contribute significantly to the district's economic and social well-being. Although these sorts of activities together with more typical rural activities are required to operate within a regime of District Plan rules or consent conditions to control the effects of the activity beyond the boundary, conflicts can occur when subdivision and land development, principally residential activities, are sensitive to the effects of these activities and facilities, particularly, when it occurs within close proximity (a phenomenon called 'reverse sensitivity'). As a result of these conflicts, there can be demands to restrict legitimate rural activities such as primary productive activities or the existing large scale processing and infrastructure facilities in order to reduce what in the circumstances, are normally regarded as acceptable effects. For this reason, it is important to limit potential future conflicts by preventing the intensification of residential activities within close proximity of these activities and facilities.

Methods for Issue 2.3 & Objective 2.3.1

District Plan

- Identify the areas at significant risk from natural hazards and areas where reverse sensitivity effects from rural land use activities and physical resources may be incompatible with residential activity.
- Rules will control the intensity, size and design of subdivision within areas at significant risk from natural hazards or reverse sensitivity effects from land use activities.
- Assessment of environmental effects through the resource consent process for subdivision proposals, including using assessment criteria.
- Conditions on resource consent such as consent notices and covenants (including non-complaint encumbrances) on Certificates of Title to manage the effects of subdivision including the potential for reverse sensitivity effects.

Subdivision rules and standards provide a high degree of certainty in achieving the objective. Where subdivision applications are not able to meet the Controlled Activity standards, the effects of the subdivision, including the risks to occupiers of future residential activities, will be assessed according to the conditions relevant to the activity status of the subdivision.

Other Statutory Plans

- Horizons Regional Council will control discharge to air, land and water under the provisions of its Proposed One Plan.

Issue 2.4 Land Use Activities – Nature, Character, Amenity Values and Servicing

A diversity of primary production and non-primary production activities occur in the rural environment. These activities can have a wide range of effects on the nature, character and amenity values of the rural environment. However, some of these effects are anticipated and expected in a rural working environment. These effects can result in the potential for incompatibility between rural activities and more sensitive land use.

Issue Discussion

The rural environment hosts a diverse range of activities spread throughout a large area. The nature and distribution of primary production is largely determined by natural patterns of landform, climate and soil type, with other activities influenced by other factors such as accessibility and proximity to markets and other facilities. The predominant activities in the rural environment are primary production based, including farming, horticulture and forestry. These primary production activities can vary widely in scale from large scale and extensive beef/sheep and dairying operations through to small scale lifestyle blocks. There are also many activities associated with these primary production activities located in the rural environment, including packing and processing sheds, fertiliser depots and rural contractors. In addition, other activities and facilities are located in the rural environment, including infrastructure and aggregate extraction activities. There are other non-primary production activities located in the rural environment including residential, recreation, home

occupations, and visitor accommodation. These activities are often more sensitive to external effects from primary production activities and infrastructure.

While there is diversity in the nature and scale of land use activities, the elements which combine to give the rural environment its character and amenity values are listed in Explanation and Principal Reasons under Issue 2.1 above.

Given the nature and scale of some primary production activities and other activities in the rural environment, at times these activities may generate external effects which cannot be avoided (e.g. noise, odour and dust). Dogs barking, stock noise, farm machinery noise, aerial topdressing and spraying, stock movements, burning, and spraying are all necessary and usual aspects of life in a rural area.

Other activities in the rural environment should therefore anticipate and expect the amenity values to be modified by such effects. In particular, with the increase in the number of rural-residential "lifestyle" properties within the rural environment, there is greater potential for an increase in conflicts between primary production activities (and their effects) and recent arrivals who hold aspirations for a totally quiet and passive environment. The desire to provide for such lifestyle opportunities and other sensitive activities in a manner that protects the rural character while maintaining and enabling primary production activities to operate without unreasonable restriction is a key challenge in the management of the rural environment.

In managing activities in the rural environment, there are a number of actual or potential adverse effects to be considered. Examples of adverse effects of activities that are of particular concern include:

- Close-density, urban-style residential settlement patterns.
- Inadequate or inappropriate disposal of wastes.
- Noise disturbance.
- Offensive and unabated smell.
- The potential for adverse effects from off target spray drift and complaints due to agrichemical spraying being undertaken.
- Encroachment into the privacy of rural dwellings.
- Effects of additional traffic and new intersections/entrance ways on the safety of rural roads.
- Inappropriate advertising signage which detracts from visual amenity or road safety.

Objectives & Policies

Objective 2.4.1 Land Use Activities – Nature, Character, Amenity Values and Servicing

To enable primary production activities and other rural based land uses to function efficiently and effectively in the Rural Zone, while avoiding, remedying or mitigating the adverse effects of activities, including reverse sensitivity effects caused by new activities on existing activities, in a way that maintains and enhances the character and amenity values of the rural environment.

Policy 2.4.2

Provide for the establishment and operation of primary production activities which rely on a location in the rural environment, provided they meet minimum environmental standards reasonably necessary to avoid, remedy or mitigate any adverse effects without unduly affecting landowners' ability to use their land productively.

Policy 2.4.3

Provide for the establishment and operation of new non-primary production activities and the ongoing operation of existing lawfully established activities which are compatible and/or associated with primary production activities in the rural environment provided they meet minimum environmental standards to avoid, remedy or mitigate any adverse effects.

Policy 2.4.4

Control and manage the establishment and operation of a range of other land use activities, including sensitive activities, in the rural environment to ensure their adverse effects on the environment (including reverse sensitivity effects on existing lawfully established activities) are avoided, remedied or mitigated.

Policy 2.4.5

Manage any activity which does not meet minimum standards by assessing on a case-by-case basis to ensure the adverse effects on the environment are avoided, remedied or mitigated.

Policy 2.4.6

Ensure that all activities within the rural environment manage and dispose of wastes in a manner that does not create a nuisance and that avoids, remedies or mitigates adverse effects on amenity values.

Policy 2.4.7

Avoid, remedy or mitigate the impact of buildings on the rural landscape and maintain overall low building density and building height throughout the rural environment.

Policy 2.4.8

Provide for a principal residential dwelling and family flat that supports the primary production and/or lifestyle role of the property, with the family flat a secondary building that is minor in form and scale compared to the principal residential dwelling.

Policy 2.4.9

Manage the effects of additional dwellings on the rural land resource, life-supporting capacity of soils and the character and amenity values of the rural environment, recognising any farm worker accommodation should be located and related to the scale and intensity of the primary production activities on site.

Policy 2.4.10

Avoid, remedy or mitigate adverse effects on rural privacy and rural character in the Rural Zone by maintaining road and site boundary setbacks for all buildings, while recognising the degree of privacy and rural spaciousness is different in areas comprising existing smaller rural-residential lots.

Policy 2.4.11

Manage potential reverse sensitivity conflict between primary production activities and sensitive activities through appropriate separation distances or other measures, while giving priority to existing lawfully established activities.

Policy 2.4.12

Avoid, remedy, or mitigate any adverse environmental effects of shading of roads and reduction in rural amenity caused by tree shelterbelts or plantation forestry on adjacent and adjoining properties.

Policy 2.4.13

Avoid, remedy or mitigate any adverse effects upon residential properties or road safety caused by lighting or glare from any source.

Policy 2.4.14

Avoid, remedy or mitigate, where necessary, any offensive or objectionable odours likely to affect the amenity of residential properties or buildings and other sensitive activities.

Policy 2.4.15

Maintain separation distances between residential activities and intensive farming activities and effluent storage, treatment and disposal systems so as to minimise adverse effects (including reverse sensitivity effects) for all activities.

Policy 2.4.16

Ensure that land use activities, subdivision and development adjoining the National Grid, the State Highway network and the North Island Main Trunk Railway Line avoid, remedy or mitigate any adverse effects on the safe and efficient operation of the electricity transmission, roading and rail networks.

Policy 2.4.17

Maintain overall day and night time noise conditions at levels compatible with the amenity and activity present in the rural environment.

Policy 2.4.18

Ensure that effects of increased traffic or changed traffic type or change to road access do not compromise the safe and efficient operation of any road or adversely affect the safe and convenient movement of people on public roads.

Policy 2.4.19

Provide for a limited amount of signage located on the site to which the activity relates to minimise the effects on the rural environment.

Policy 2.4.20

Restrict the amount of remote advertising signage in the rural environment and the adverse visual effects on rural amenity through a proliferation of road-side advertising signs.

Policy 2.4.21

Protect the Levin Wastewater Treatment Plant in Mako Mako Road from the effects of reverse sensitivity.

Policy 2.4.22

Recognise the existence of aggregate extraction activities in two locations on the Ohau River and protection them from reverse sensitivity effects by managing the establishment of new dwellings nearby.

Policy 2.4.23

Manage the establishment and operation of aggregate extraction activities recognising these activities are constrained by the location of the resource, while ensuring the adverse effects on the environment are avoided, remedied or mitigated.

Explanation and Principal Reasons

Primary production activities rely on a rural location due to the existence and availability of natural and physical resources. Providing for primary production and other associated activities enables these resources to be utilised in a sustainable manner, without unduly hindering or controlling these activities. Minimum standards are applied to ensure any significant adverse effects of these activities are avoided, remedied or mitigated (e.g. building setbacks, maximum noise levels, planting standards).

Many other activities (e.g. vegetable and fruit packing, rural contractors yard) are appropriate in a rural setting and can establish and operate without compromising the core primary production activities in the rural areas. In addition, other activities can rely on a rural location as this is where the resource is located (e.g. infrastructure, electricity generation, quarries and gravel extraction), and/or due to its linear nature and the need to traverse districts and regions (e.g. transmission lines, roads and rail). Minimum standards are also applied to these other activities to ensure their adverse effects are avoided, remedied or mitigated.

Conversely, some other activities (e.g. commercial, retail, industrial) are inappropriate in the rural area where they may be incompatible with the rural character and amenity values, or create conflict with other existing lawfully established activities. In addition, these other activities may introduce urban characteristics or features, and they lend themselves to be more appropriately located in an urban location, where the servicing, infrastructure and facilities can assist in avoiding, remedying or mitigating their adverse effects.

There are various pressures on the character and amenity values of the rural environment from the wide range of activities. Buildings and structures are associated with most activities, and the location, scale and density of buildings can adversely affect rural character and

amenity values. As part of this it is recognised that additional dwellings for farm worker accommodation may be required on larger rural properties. Typically, rural character and amenity values are where buildings and structures are at a relatively low non-urban density with generous setbacks from external property boundaries and where the height, scale, density and number of buildings do not dominate the landscape and spacious and open space qualities of the rural environment are maintained.

Existing areas of smaller rural-residential properties need to be recognised, where the level of spaciousness and privacy is different compared to the typical rural lot sizes. Appropriate levels of development and amenity protection for these denser areas of the rural environment require consideration of context, compared to the areas of the rural environment which display all the attributes listed in Issue 2.4.

Activities can also have external effects which are out of character and unacceptable in the rural environment. These external effects can degrade the characteristics and values of people in the rural environment, including privacy, rural outlook, spaciousness, ease of access, clean air and, at times, quietness. Inappropriate level of vehicle movements and parking, excessive out-of-character noise, and obtrusive or excessive signage can also degrade these values.

With the absence of reticulated services in rural areas, an on-site water supply is required as well as managing and disposing of all wastes. The nature, location and scale of the activities can influence the on-site servicing requirements. The individual water supplies and on-site management of waste can have adverse effects in addition to the activity itself. The Regional Council is responsible for all waste discharges to land, water and air, which are managed under the One Plan. The District Council is responsible for managing the use of land, including waste where it causes a nuisance or adversely effects amenity values.

Signs are erected for a range of purposes, such as specific identification of any site or building, providing directions or information, or for promoting forthcoming events. Therefore, signs have a role in providing for the needs of the community. However, signs can have adverse environmental effects, particularly on visual amenity, and may conflict with traffic and safety in the District. In particular, rural environment and visual amenity can be compromised by a clutter of signs or signs of an inappropriate character. These effects are especially relevant for remote advertising signs along major transport routes in the District which can create adverse visual amenity effects as well as a hazard to motorists in terms of being a distraction.

Provision is made for signs which are generally accepted as essential for the provision of information with some restrictions on size and location. Forms of signage which are considered to be undesirable because of their potential adverse effects on visual amenity and traffic safety require resource consent. This approach enables Council to consider their suitability with respect to matters of traffic safety and visual amenity.

Habitable buildings within an 800 metre buffer of the Levin Wastewater Treatment Plant, as shown on the Planning Maps, are controlled activities. This provision is necessary to protect the plant from the effects of reverse sensitivity. Reverse sensitivity is a term used that is the effect that new development may have on activities already occurring in an areas and usually results from people in a new activity, complaining about the effects of existing activities, in this case the wastewater treatment plant. The concept recognises that it can be appropriate to restrain new activities to existing activities, particularly key infrastructure. The restraint is limited to the control Council can exercise requiring, where appropriate, that resource consents be granted on the condition that the activity be subject to the restraint of a covenant being registered against the title of the land to be used for the controlled activity, to

the effect that owners, lessees or successors entitled, acknowledge the presence of the wastewater treatment plant in the vicinity and will not seek to constrain its continued lawful operation. Reverse sensitivity can also exist where sensitive activities locate in close proximity to existing primary production activities, leading to complaints about the existing lawfully established activity.

Methods for Issue 2.4 & Objective 2.4.1

District Plan

- A Rural Zone will be identified in the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals.
- In assessing resource consent applications the Council will have regard to relevant industry codes of practice/guidelines, e.g. EnviroPork™: Pork Industry Guide to Managing Environmental Effects, NZ Pork Industry Board, Version 1, 2005.
- Council will encourage land users to use Codes of Practice and other good practice guidelines.

Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected.

Other Statutory Plans

- Horizons Regional Council will control discharge to air, land and water under the provisions of its Proposed One Plan.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for the rural environment which are anticipated to result from the combined implementation of the above policies and methods are as follows:

2(a) An adequate supply of versatile land (including Land Use Capability (LUC) Class 1 and 2) will continue to be available to meet the reasonably foreseeable food-production needs of future generations.

2(b) Primary production activities are the principal land use complemented by other compatible activities which efficiently use the natural and physical resources in the rural environment.

2(c) Diversity of activities within the Rural Zone that are compatible with the rural environment in nature, scale, amenity and character.

2(d) The low-density of settlement and the special rural landscape character will be maintained.

2(e) Avoidance of subdivision on land subject to natural hazards or potential natural hazards where the potential adverse effects cannot be avoided, remedied or mitigated.

2(f) Avoidance of subdivision where it could accelerate or worsen the risk of natural hazards

2(g) Limited or no increase in conflicts between residential activities and adjacent primary production activities or other land uses and physical resources.

2(h) Maintenance of rural character and rural amenity values throughout the District's rural areas in accordance with the particular character and qualities of the individual landscape domains.

Appendix 1: Rural Environment Landscape Assessment

A Landscape Assessment of the Horowhenua rural environment, has been undertaken and identified 10 Landscape Domains (Areas).

The Landscape Assessment has considered several layers of information in determining the location of the Landscape Domains. In some cases the boundary between two Landscape Domains is a very distinct and an identifiable point, in other cases the boundary is blurred as the transition between the different Landscape Domains occurs over a larger area. Despite this the boundary between the Landscape Domains has been identified as a single line and it is important to realise that where this occurs the Domain may contain features or landscape characteristics that are the same or similar to those identified within an adjoining Landscape Domain. As detailed in the Landscape Assessment Report (*Landscape Assessment of the Rural Environment of the Horowhenua District, October 2008*) many adjoining Landscape Domains do share some similarities, however it is the overall combination of characteristics together with their context that gives each Landscape Domain its own identity.

The important characteristics such as the landscape character, visual quality, sensitivity, opportunities and constraints that distinguish each of the 10 Landscape Domains are summarised from this Assessment report and are set out below. The summary is designed to assist with the understanding of the Landscape Assessment Report and is not intended to change the meaning of the Assessment report itself.

1. Coastal Environment

LANDSCAPE CHARACTER

The Coastal Environment contains a mix of both mobile and stable dune systems. Although primary production is not the dominant element in this domain, pine forestry covers a large proportion of the dunes in the area.

Landform

The dune systems result in a dynamic landscape, with the strong prevailing winds contributing to the constant movement of sand on the dunes near the coastal edge. Hollows between the dunes provide dune lakes and swamps where the water table is elevated. This area also includes the estuaries for the District's lakes.

Landcover

Apart from exotic forestry, land cover is predominantly sand dune species and exotic pastoral grasses. In the estuarine areas particularly, there are significant areas of indigenous vegetation which support a wide range of indigenous fauna. The remnant wetland and kanuka/manuka forest areas also provide important habitats.

Landuse

Land use in this area is restricted to exotic plantation forestry and some pastoral farming. There is increasing residential development in the coastal settlement and there have been some areas which have experienced subdivision development in the rural coastal areas outside the existing settlements. This domain also accommodates infrastructure such as Council's wastewater treatment schemes and landfill site.

VISUAL QUALITY

Natural Science Factors

The unique parabolic dune system has high value, due to its rarity and the impressiveness of the large dune ridges. Additionally, the dune system is fragile and is easily damaged through modification. The estuaries are also specific to this district's coastline and support a wide range of indigenous fauna.

Aesthetic values

The aesthetic values for this domain stem directly from the natural values in this environment, described above.

SENSITIVITY

The uniqueness and dynamism of the coast and its processes result in a high level of sensitivity to modification.

Visual absorption capability (VAC)

The VAC for this domain is reduced through its very simple but distinctive landscape character. The only exception to this would be in the areas of large pine plantations, or where modification has already occurred to the extent that the character has almost gone completely.

Opportunities and Constraints

The existing coastal settlements present opportunities for expansion as identified in the Horowhenua Development Plan. Any future development should provide ecological and amenity benefits through design that enhances biodiversity from the rehabilitation of wetlands and the planting of appropriate indigenous coastal vegetation.

The forested dunes can provide screening and absorption of development where this is carefully located. Alternatively, sites currently with a forestry cover also provide opportunities for development that promotes the planned harvesting of the pines and the replanting of the sites with indigenous, local dunal species.

The limited road access from SH1 to the coastal settlements places constraints on where development can be successfully located, in terms of existing infrastructure and community building.

While development can enhance degraded sites, the Coastal Environment has particular and unique ecosystems and biological processes that require protection. This includes the integrity of the dune formations and protection of them from modification; the functioning of wetlands and swamps; and protection of the high water tables, aquifers and other hydrological systems, above and below ground.

This environment also provides habitats for a range of indigenous fauna; some of which are at risk from the modification of the environmental elements described above. This includes indigenous fish species, wading birds and those that nest within the dunes.

This environment is known for the presence of cultural sites of importance to Tangata Whenua.

The dunes in the Coastal Environment are an important characteristic of the area, by virtue of being visible from much of the district, they form part of the character of the district itself. Construction on or modification to the dunes that would be visible or that would potentially adversely affect the environmental sensitivities of the dunes, should be restricted.

2. Foxton Dunefields

LANDSCAPE CHARACTER

The Foxton Dunefields landscape domain is located between the Coastal Environment domain and the Moutoa-Opiki Plains domain. The landscape is characterised by the dissected parabolic dunefields, large areas of pastoral grazing and pine forestry, resulting in an active topography with diverse vegetation cover.

Landform

The linear dunes stretch some 20km plus in a northwest-southeast orientation. The age of the inland dunes (which began accumulating 6500 years before present (BP)) means the dunes are stable, and the planting of forestry has further settled the elevated areas and contributed to the developed soil surface. Some modification to the dunes has occurred to allow for the use of irrigation devices, but in general the dunes remain intact and are a distinctive landscape element of this domain.

Nearer the coast, the dunes are younger but are also stable with large areas covered in exotic forest plantations.

The inter-dunal areas still contain some important remnant wetland areas, including Lake Koputara, however most swamp areas have been drained and are used for grazing. High class soils (LUC 1 and 2) are found in the south-western part of the domain where it extends to the fertile river terraces.

Despite the significant modification through pastoral and forestry activities, the area contains some remnant areas of indigenous vegetation, including Himatangi Scenic Reserve and Roundbush Reserves.

Landcover

Due to their age, the dunes themselves would have been forested prior to human occupation of the area. Species within the plant communities would have included tawa, matai, hinau, miro, totara, pukatea and kahikatea. At the time of European settlement, however, clearance by the first people meant the vegetation on the younger dunes was largely bracken fern, scrub, and natural grasses.

Now the dominant cover is pastoral together with forestry plantations. The inter-dunal swamp areas and peaty backswamps would have originally contained swamp forest and wetland species. Where these landforms remain intact, the wetland shrub and reed species still exist.

Landuse

Due to the peaty wet soils, flax production was integral to the initial economic growth of the area. At one time 50 mills were operating within a 16 km radius of Foxton. Later reliance on pastoral use meant that the soils became dryer through drainage and flood management, and much of the flax and kahikatea has now gone.

Dairy and sheep farming are now the dominant productive activities in the rural area, along with some horticulture, poultry and pig farming.

Rural living associated with production activities occurs throughout the domain. Recent rural lifestyle development is typically located closer to the township of Foxton.

Flood protection measures including the spillway associated with the Manawatu River mean that parts of this domain are only used on a temporary basis.

VISUAL QUALITY

Natural science factors

The dune field system in this area is unique to the country and contributes strongly to the character of this area. The dunes in this area are the oldest occurring along the coast of the Kapiti and Horowhenua districts and have a high level of value for their rarity and distinctiveness.

The scale and linear form of the dunefield is quite distinct from other local elevated topographical features in the district (such as the terraces and foothills) and is a product of the processes of winds, wave action and hydrology. The linear movement of the dunes inland is a particular characteristic of this domain, and has influenced the location and direction of roads, siting of houses and provided view shafts through to both the Tasman Sea and the Tararua Ranges.

Aesthetic values

Deforestation and re-forestation have added other aspects to the quality of the dunes, both in terms of the natural processes and also the aesthetic qualities.

While the forestry emphasises the difference in elevation between the dunes and inter-dunal depressions, it also has the effect of standardising the differences between dunes. The height and dense nature of the vegetation also blocks views within and through the dunes including the extended visual combinations of dunes, wetlands and coastal features that would have been previously available.

The drainage of the wetlands and conversion to pasture has removed the changeable, delicate textures provided by reed species and grasses. However, the usually lush bright green pasture grasses contribute strongly to the perceptions of rural character, providing a sense of openness and expanse.

SENSITIVITY

The dunes are of high value and are sensitive to modification through earthworks. The rarity of the dune formation, and its importance in contributing to the landscape character of this domain requires continued protection to be afforded to the dunes, in particular.

Visual absorption capability

This landscape has relatively simple topography. Its particular character comes from the two visually distinct topographical elements – the inter-dunal flats/hollows, and the extensive, linear elevated forms of the dunes themselves.

This simplicity results in the landscape's ability to absorb change as being low. Structures, landform modification and even alteration in vegetation will impact at a level higher than that in a more complex and varied landscape.

Despite the elevated sites the dunes offer, built structures on the tops of dunes are relatively few and where this has occurred, buildings have been reasonably well integrated through planting and other measures.

OPPORTUNITIES & CONSTRAINTS

This is one of the few domains that is not characterised by high class soils. This in itself creates more flexibility for development location, however the distinctive landform and land patterning requires any development, or change in land use, to acknowledge the domain's particular characteristics.

The Foxton township is situated on SH1, however the locations of the main arterial routes within the majority of the domain area are strongly influenced by the dune ridges extending inland. This results in long straight roads running east-west, with few secondary roads intersecting these. This has generally meant that the dune formations have been protected from major modification, and their linear form is somewhat emphasised. It also results in the roads forming permanent view shafts from the mountains to the coast and vice versa.

The existing parcels also reflect the road and dune patterning. The parcels tend to be large, with frontages on the roads and boundaries across the dune ridges indeterminately defined by shelterbelts and/or forestry plantations.

The insertion of additional intersecting roads or significant driveways running perpendicular to the existing roads and cutting through the dunes would be ecologically and visually at odds with the character of this domain.

Settlement types need to acknowledge the integrity of the dune formation. Measures to ensure this include the considered design and location of the development in relation to the strong linear patterning, and the avoidance of the dune ridges when locating fencelines, building sites and structures.

The opportunity exists, to use development as a means to enhance biodiversity through the rehabilitation of wetlands and the dune vegetation cover. The change in land use from forestry to residential development can enhance the ecological and environmental values of the domain, but the process involved in the physical change needs to be carefully staged and managed so as to avoid disturbance of the dune structures and related wetlands, while utilising remaining vegetation for screening and absorption purposes.

The Foxton Dunefields are renowned and unique to the country. Their presence is a dominant characteristic of the area and their form and role in the landscape requires protection from visual degradation or damage from modification.

3. Coastal Lakes

LANDSCAPE CHARACTER

The Coastal Lakes landscape domain is so named because of its proximity to the Coastal Environment domain and the inclusion of dune lakes within this area. It is of a very diverse nature, with high, dry dunes interspersed with low wetland hollows, as well as the major lakes, Waiwiri (Lake Papaitonga) and Waipunahau (Lake Horowhenua).

Landform

Most of this domain consists of parabolic dunefield topography, which extends in a latitudinal fashion over 10km inland. The dunes tend to be of the younger dune-building phase than others in the district, which results in the dunefields not extending so far inland. The topography is no less distinctive. The most significant of the dunes, Moutere Hill can be viewed from most parts of the district.

The natural hydrology within this domain is complex and dynamic, although extensive modification has occurred through the creation of deep channelled drains. Meandering streams and contiguous wetlands maintain their natural patterning under the grid-like drain system. Despite the drainage systems, the elevated water table allows the remaining wetland areas to function naturally and provide habitats for a range of indigenous flora and fauna.

There are a number of freshwater dune lakes in this domain, two of which - Waipunahau (Lake Horowhenua) and Waiwiri (Lake Papaitonga) - are significant natural features which have high historical and cultural values.

Waipunahau – Lake Horowhenua has a surface area of 290 ha and an average depth of less than 2 metres. It is drained by a single outlet, Hokio Stream, and the lake level is controlled by a weir within this outlet. Water input is received from both surface flow and groundwater, the latter via a number of submerged springs.

Waiwiri - Lake Papaitonga is a 61.8 ha dune lake with two islands, Motukiwi and Motungarara. It is located within a 122 ha protected a scenic reserve, managed by the Department of Conservation (DoC).

Soils are generally low nutrient sands, except in areas adjacent to the Manawatu River margins where peaty wet soils exist. Isolated pockets of high class soils are found near the two lakes, but otherwise these are not the dominant soil class of this landscape.

Landcover

Much of the dunefield near the coast has been planted for extensive commercial forestry production. A mix of scattered small-scale forests occur on the residual dunes while pastoral activities are undertaken on the low and inter-dunal areas.

The Lake Papaitonga scenic reserve is a significant habitat for indigenous flora and fauna. The remnant bush areas scattered throughout the area and the functioning wetland swamps also provide habitat for indigenous fauna.

Landuse

The domain includes extensive areas of pastoral grazing which tends to occur mainly on the inter-dunal flats. The dunes themselves are generally utilised for exotic forestry and for the location of dwellings associated with farming activities.

Although occurring on a more isolated basis the domain also includes horticulture activities and activities that are not generally conducive to rural-residential development such as the timber saw mill.

VISUAL QUALITY

Natural science factors

The diverse nature of this landscape domain, despite the modification that has occurred, results in a fairly high level of natural value. This is, of course, enhanced by sites such as Waiwiri - Lake Papaitonga and Waipunahau – Lake Horowhenua.

The dunes in the Coastal Lakes domain are parabolic and run in a linear fashion in a northwest-southeast direction, but do not extend as far inland as the older dunes. They are however still a distinctive and a dominant landscape characteristic of this domain.

Lake Papaitonga scenic reserve includes some 122 ha of protected indigenous flora together with a number of other significant natural habitats that support a wide range of indigenous flora and fauna. These include remnant areas of indigenous vegetation, such as kanuka/manuka forests and broadleaf remnants, as well as a number of significant wetlands.

Aesthetic values

Deforestation and drainage of the area has resulted in a major change to the 'look' of the area. The re-forestation of the dunes in a very limited number of species has lessened the diversity of the vegetation cover, although the result does create a strong contrast between the elevated areas and the grassed flats.

The reduction in the complexity of the landscape as well as the contrast between the two dominant topographical elements results in this landscape's ability to absorb change being low. New structures and roads on either land form will require careful location to avoid being overly prominent.

Waipunahau (Lake Horowhenua) and Waiwiri (Lake Papaitonga) both contribute significantly to the aesthetic values of the area. Amenity values provided by the water bodies themselves, together with the scenic reserve and park-like surrounds of Waipunahau – Lake Horowhenua are highly valued by the local community.

SENSITIVITY

The dune system in this domain, including the lakes, presents high value in landscape terms and therefore requires consideration as to the effects of development and changes to the landform.

Residential development already extends from Levin to within 1km from the eastern side of Waipunahau – Lake Horowhenua. Waiwiri - Lake Papaitonga is located in a more rural and currently less populated area to the south, although rural residential development is increasing in this vicinity. The reserve area surrounding Waiwiri - Lake Papaitonga acts as a visual and physical buffer between the lake and settlement areas, but the reserve itself requires protection from potential adverse visual and other effects of development.

The ongoing efforts to rehabilitate Waipunahau (Lake Horowhenua) require that serious consideration be given to any developments that could hinder efforts or exacerbate the existing ecological problems. Projects that encourage regeneration of indigenous flora and fauna at any scale will assist in providing ecological corridors and seed source for revegetation of the lake's margins, while storm water and waste water management will help reduce eutrophication.

Visual absorption capability

The presence of the significant dunes, Moutere Hill, as well as Waipunahau (Lake Horowhenua) and Waiwiri (Lake Papaitonga) in an otherwise flat environment results in the VAC for this area being low. The level of the landscape values in this area is high because of the natural character, amenity value and aesthetic values.

OPPORTUNITIES & CONSTRAINTS

This domain include opportunities for development due to the very limited areas of high class soils and the potential to enhance natural values within this domain. The roading network provides a good level of connectivity within this domain.

The extensive areas of pine forestry offer the opportunity to provide visual integration of potential development within these areas.

Constraints to development include the sensitive ecological nature of the area. The existing natural values of the area (wetlands, streams and remnant bush areas) can provide opportunities where these values would benefit from rehabilitation and enhancement that could result from development or change in land use

Consideration should be given to the effects of building site location, effluent disposal design and location, earthworks and road construction on existing vegetation and waterways to avoid any visual or ecological adverse effects.

4. Moutoa-Opiki Plains

LANDSCAPE CHARACTER

The Moutoa-Opiki Plains landscape domain is situated in the northern portion of the Horowhenua, and includes the Manawatu River and its terraces and plains to the south.

The domain's proximity to the river provides a character that results from the intense activity of the hydrological system, both above and below ground. Related to this is the imposition of flood management processes (the stop banks, canals and sluice gates) which provide an 'engineered' topography that, in its purpose, conflicts both visually and physically with the natural hydrological processes.

Landform

The landscape is comprised of extensive open plains with alluvial, clay-rich and relatively fertile soils and high water tables.

Wetland areas exist in remnant river locations. Their shapes reveal past oxbows and meandering patterns. The southern part of the domain forms part of the Manawatu flood plain where the peaty wet soils exist and through which deep drainage canals have been cut to allow the land to be used for agricultural purposes.

Landcover

Intense land use has resulted in the loss of indigenous vegetation cover and there are fewer shelter belts and exotic trees than in other domains. Prior to clearance the indigenous vegetation would have consisted of kahikatea and flax in the wetter area, with podocarp forest in the area further away from the river and in the more elevated areas to the east.

The soils within this area are predominantly Highly Versatile (Land Use Capability classification Class 1 or 2) and as a result the scale of the primary production activities is generally large and intensive with dairying, horticulture and cropping occurring throughout the domain.

Landuse

The fertile soils in this area support primary production at a range of scales. The 'patchwork' effect from this land use is a strong visual element; the grid patterning distorted by the river courses and flood plains. The use of land often varies as a result of seasonal changes with both horticulture and grazing activities interchanging.

The pattern of human settlement also reflects the productive character of the areas. Large functional accessory buildings, farm worker dwellings, and established rural dwellings associated with the properties are found either, as individual isolated structures or small clusters.

VISUAL QUALITY

Natural science factors

Within the plains area, very little of the original indigenous vegetation remains. The modification of the hydrological system has meant that a large proportion of the original habitat for fauna has been lost.

Where the topography remains unmodified, such as the meandering streams, their interesting formation contributes positively to the landscape values, despite the significance of these elements being heightened through the removal of vegetation.

Aesthetic values

Despite the reduction of natural values in this domain through deforestation and modification to landform and hydrology, the seasonal changes to this production based landscape creates a perceived level of aesthetic value

The expansive plains that characterise this domain would have not been of such visual significance when covered in their original vegetation. Similarly, the stream courses would have been in less contrast to these landforms when hidden within riparian vegetation.

SENSITIVITY

The presence of high class soils and long-established horticultural activities contributes to this domain's high level of sensitivity to change. The parcels are generally large and reflect the dominant productive land use, which is an essential component of the domain's character. Therefore, intensive subdivision and close-density development is not appropriate in this domain.

In visual terms, this landscape requires careful consideration of the location of buildings and roading, as these elements will be quite distinct within the open expanse of the plains.

Where possible and appropriate to land use, re-vegetation in indigenous species would reduce the sensitivity somewhat and raise the level of natural character, as would riparian management and rehabilitation of existing waterways.

OPPORTUNITIES & CONSTRAINTS

A significant constraint on development is the extent of high class soils within this domain. Issues of reverse sensitivity and connectivity are also apparent; the large parcel size for primary production land uses has restricted the need for secondary or connecting roads.

The limited amount of existing development and built structures, together with the wide open areas are significant influences on this domain's character. More intensity of development or a significant increase in the density or number of buildings could result in adverse effects on the strong rural character of this domain.

5. Tararua Terraces

LANDSCAPE CHARACTER

This domain as a transition zone between the plains and the Hill Country to the north of the District and a much smaller area of enclosed and elevated terrace plateaux within Manakau north valley.

Landform

Generally, this area is a combination of elevated plateaux dissected by gullies, some areas of steep erosion-prone faces to the east and flatter or gently sloping/undulating land towards the west.

Within this domain are some discrete areas sheltered from the prevailing winds by individual ridges that extend out beyond the general line of the foothills. These areas present a slightly different character because the climatic factors tend to be humid frost-free air, and significant cloud cover.

Landcover

The mainly pastoral nature of this area also contains a number of significant natural habitats, including remnant areas of indigenous vegetation of both forest and wetland types.

Vegetation in the sheltered 'alcove'-type areas also includes nikau palms and other vigorous species suited to the gentler environment. Volcanic soils found within the area also contribute to growth rates and vegetation types.

Landuse

Low intensity pastoral farming is the dominant land use in this area. The presence of horticulture reflects the high class soils that extend in some areas to the base of the foothills. Associated dwellings and buildings reflect this dominant usage, however there are some smaller parcels that are either rural-residential or niche primary production activities.

VISUAL QUALITY

Natural Science Factors

The variation within this domain results in a range of indigenous species in a range of micro-environments. This results in bio-diversity having the potential to be of a high level, despite the extensive modification and clearance through farming activities on the lower terrace areas.

Aesthetic values

Varied landscapes have their own particular attractiveness, with the presence of streams, dense vegetation, lush grass and undulating landform usually appealing to most people.

Additionally, the nearby ranges and the steep elevation of some terraces is exaggerated by the contrast to the plains areas to the west, providing further aesthetic interest.

SENSITIVITY

The variation within this domain calls for recognition that 'one size will *not* fit all' despite the elements all being components of a particular landscape character. Development needs to respond directly to the types of landform and acknowledge the high or potentially high biodiversity and ecological value.

The domain's close proximity to the Tararua Ranges also affects the level of sensitivity; and requires care as to the location, height and visibility of structures to avoid adverse visual or landscape effects on the landscape.

Visual absorption capability

The variable landscape does provide a range of site-types that differ in their ability to absorb built structures and roads. The open plains of this landscape require careful consideration of the location of buildings and roading, as these elements will be quite distinct within the open expanses and against the backdrop of the highly visible Tararua Range.

OPPORTUNITIES & CONSTRAINTS

Close to the Shannon and Tokomaru townships, this domain's location presents some opportunities for development in response to this connectivity. The presence of high class soils places constraints on both the type and location of development.

Land instability on the terraces also presents constraints, and the high visibility of these areas could pose problems with adverse visual effects should building sites be located on the elevated sites.

The variation of the domain's topography, particularly to the west, does provide opportunities for sites that do not have the same constraints as those discussed above. Where these areas also contain high natural values (such as remnant areas of vegetation or wetland) or have potential for ecological enhancement, development should respond to this.

The enclosed and relatively screened areas behind the extending ridges provide opportunities for development that can be undertaken without being as visually obtrusive as the same level of development in more prominent parts of this domain.

6. Levin-Koputaroa

LANDSCAPE CHARACTER

The landscape character of the Levin-Koputaroa domain is a direct result of flooding processes. Situated north of Levin, the domain displays the range of variation in topography.

Landform

The domain's location results in the topography that is a product of both flood processes and loess, and includes fertile alluvial plains, low lying peat swamps, elevated areas and deeply incised gullies.

The low lying peat areas also are affected by rises in the water table which results in ponding at various times. The dynamic streams within this domain and the influences of fluvial processes mean that areas within the domain are under threat from flooding.

Landcover

The original landcover has been reduced to remnant patches as a result of deforestation and drainage for primary production activities with pasture grasses, agricultural plant species and exotic shelterbelts becoming the dominant vegetation.

The remnant bush areas, as well as the remaining significant wetland areas provide habitats for a range of indigenous flora and fauna.

Landuse

The land use in this domain reflects the varied topography, with soil fertility, climate, aspect and proximity to water (above and below ground) promoting a range of activities. In general, the high class soils result in primary production activities including horticulture as being the most dominant land use, with a number of orchards and some smaller-scale production activities also present.

The location and density of dwellings tends to be that associated with primary production and rural lifestyle settlement. Both State Highway 1 and 57 cross this domain, resulting in the rural areas being better connected than some other domains.

VISUAL QUALITY

Natural Science Factors

The variation in topography and the large number of gullies and streams reveals the remnant natural representation of the complex environmental processes of this area. The modified elements of the regular geometry of pastures, shelterbelts and drains results in a multi-patterned and visually dynamic landscape.

Aesthetic values

The sense of this area being an intermediate zone is heightened by the ability to obtain views of both the beginning and end of the catchment process. These views tend to be either framed by landforms and vegetation, or unobstructed and expansive across open pasture.

Alternatively, the undulating landscape can also result in a sense of enclosure within localised areas, particularly towards the elevated terrace and foothill areas.

SENSITIVITY

The level of sensitivity depends largely on the part of the domain in question. In terms of ecological sensitivity, the areas in which the hydrological system dominates require consideration of any adverse impacts – particularly where it is unmodified.

Maintaining view shafts across the plains and the ability to capture a view extending from the ranges to the sea are important characteristics of the domain.

Visual absorption capability

Because of the reasons above, the open expansive areas maintain a lower level of VAC, although the existence of mature shelter belts will provide a level of absorption for appropriate development. The more complex, undulating areas containing the gullies provides a higher level of VAC, however these also tend to be within or close to the more elevated areas so a clustered approach to development would be more appropriate than large lots containing isolated large dwellings.

OPPORTUNITIES & CONSTRAINTS

This domain has extensive areas of high class soil but the mixed nature of the landform provides the potential to enhance natural values. The roading network in this domain provides a good level of connectivity.

The extensive areas of pine forestry also provide the opportunity to reduce the visual impact of potential development within this area.

Constraints to development include the sensitive ecological nature of the area. There are opportunities through land use change to benefit the existing natural values of the area (wetlands, streams and remnant bush areas) through rehabilitation and enhancement.

The effects of building site location, effluent disposal design and location, earthworks and road construction on existing vegetation and waterways need consideration to avoid adverse visual or ecological impacts.

7. Levin-Ohau

LANDSCAPE CHARACTER

The domain's rather varied character is influenced by its location in the volcanic lowland terrace area of the district. The domain's character is strongly influenced by the hydrological system.

Landform

Terracing is a dominant landscape element in the eastern part of this domain and is clearly influenced by Ohau River and its tributaries. Flooding and sediment deposition has created the terracing and the wide expanses of river-plain in the central part of the domain.

Landcover

The original vegetation cover in this domain has been heavily modified or destroyed though farming activities. The dominant cover is now pasture grasses, crops, exotic shelter belts and some areas of pine forest. The volcanic and alluvial soils provide a high level of fertility,

with cultivated species becoming a dominant part of this domain as a result of large and small scale horticulture activities in this domain.

Remnant areas of indigenous vegetation occur generally in close proximity to the river. Some of these areas are public reserves, the largest of these reserves being the Kimberley Scenic Reserve.

Land use

The high class soils in this domain result in farming and horticulture being the dominant land uses. The exception to the wide distribution of high quality soils is an elevated band of sandstone just north of Muhunoa East and West Roads. The land parcels within this band are smaller, and reflect the general change in land use towards Levin itself, where it becomes progressively residential in nature. Around the south western urban edge of the Levin a number of industrial activities have extended beyond the Industrial zone and are being undertaken in the Rural zone

A number of properties adjacent to State Highway 1 take advantage of passing traffic to sell produce grown onsite from small retail shops also onsite. Other significant growers in this domain are key providers to local supermarkets and restaurants.

Although associated with the Ohau township, the introduction of vineyards to Ohau reflects a broadening of productive land uses in this area.

VISUAL QUALITY

Natural Science Factors

The hydrological system is the main contributing element to natural landscape values in the area; with the land form's distinctive shape a result of the paths of the river and streams. The high class soils are a result of alluvial matter. High water tables and/or uncontrolled streams and springs are responsible for the remnant wetlands.

Aesthetic values

The most influential factor in terms of aesthetic values is probably the rural amenity created by the existing land uses. The reserves in the area contribute examples of 'naturalness' to the area, as do views of the Tararua Ranges (located outside this domain) however, naturalness is not a dominant element.

SENSITIVITY

The high level of modification to this area lowers its sensitivity to activities, except, where it may impact on rural character/amenity.

Further modification to the hydrological system is to be avoided, as the formation created through river and stream movement is a strong characteristic of the area. Development that enhances and rehabilitates waterways is desirable in this area.

Visual absorption capability

Despite the high levels of modification, the overall topography of this domain combined with the lack of extensive or densely vegetated areas means that the VAC is not particularly high. The elevated and visible nature of the terraces reduces the VAC of these terrace areas.

The relatively high density of the area of the domain located near Levin (north of Muhunoa East Road) does present a higher level of VAC, because there is already a visible level of activity in terms of built structures and landscape modification that could be increased without negative impact.

OPPORTUNITIES & CONSTRAINTS

Proximity to both state highways, fairly comprehensive roading network and a mix of parcel sizes presents opportunities for effective development in this domain. However, the varied landscape character and strong hydrological presence provide constraints on how this should be approached.

The geomorphological processes of this domain result in areas of high class soils separated by bands of uplifted sandstone, rock outcrops, waterways and peaty swamps. These areas of non high class soils would be more appropriate for future development that encourages environmental enhancement and riparian rehabilitation, with the areas of high class soil retained for primary production purposes.

Consideration of adverse visual effects resulting from development of prominent sites on elevated terraces or uplands will also be required.

8. Kuku

LANDSCAPE CHARACTER

This domain has many of the same components that make up the character of the Levin-Ohau domain. The domain is located south of the Ohau settlement and extends to the southern boundary of the district.

Landform

The flat fertile plains are the dominant topographical element, of this domain which also includes a series of former river terraces from the Ohau River, Waikawa Stream and Manakau Stream. The active hydrological system in this area results in flood risks from these waterways, and this is exacerbated by the elevated water table in the area which are subject to ponding in prolonged wet weather.

Landcover

The presence of the fertile soil has resulted in a predominantly pastoral and horticulture environment. The original land cover of flax, kahikatea and other forest species found in areas of inundation has almost completely been cleared. Some isolated remnant areas of indigenous vegetation remain, which together with a number of significant wetlands support a wide range of indigenous flora and fauna.

Landuse

Land uses in this domain are a mix of dairying, pastoral farming and horticulture, at a range of scales, including some smaller and more intensive than in the other domains of similar character. Rural dwellings including farm worker accommodation associated with these production activities also occur within this domain.

This domain also accommodates sizeable non-production based activities such as the aggregate extraction operation.

VISUAL QUALITY

Natural Science Factors

The hydrology of the area is important to the character in visual terms as well as ecological. It underpins the land form, land use and land cover. The combination of these provides a particular visual quality, different from that existing prior to the cultivation of the area.

The remnant bush and functioning wetlands are of high quality. The Ohau River functions as a valuable ecological corridor despite the scale of primary productive land use which commonly impacts negatively on waterways. Rehabilitation projects are progressing well, however, mainly as a result of the reasonably healthy ecological networks in place.

Aesthetic values

The presence of primary production activities and in particular horticulture activities in this domain help create a varied, yet aesthetically pleasing landscape .

The naturalness of the high quality remnant bush stands and wetlands is also important.

SENSITIVITY

The waterways and remnant bush require protection, as does the productive/rural amenity of the area which is so important to the landscape character of this domain.

Visual absorption capability

The potential insertion of highly visible structures or groups of structures on the flat expansive plains and elevated terraces reduces the VAC of this domain. It is important that the location and design of structures is carefully considered, and that parcel sizes in this domain remain similar to the existing sizes, in appearance at least.

OPPORTUNITIES & CONSTRAINTS

In this domain there is a strong sense of an established culture of local productivity which requires protection and encouragement, but does not necessarily preclude complementary residential development.

The intensification of ecological processes, driven by the narrowing of the catchment between the Tararua Range and the coastal edge, provides both constraints in terms of the presence of high natural values but also the potential to use development as a means for enhancement and rehabilitation of those values.

Enhancement and rehabilitation could involve the streams, swamps and ‘engineered’ or modified waterways running through the catchment, which are at risk through stock activity and nitrification.

Care is required so that development is located to avoid visually prominent sites on the terraces to the east, and that existing vegetation and shelterbelts are utilised to screen and/or integrate structures in the more open areas to the west.

9. Manakau Downlands

LANDSCAPE CHARACTER

Varied landform and particular cultural/economic qualities make up this domain, which wraps around the eastern side of Manakau village. The village of Manakau has its own distinct character which is different from any other settlement in the district. It seems as if this character has permeated through into the environment beyond the village boundaries. The informal nature of the residential streets with no kerb or channel and narrow seal width within the Manakau village is an important element of the unique character of this rural village settlement.

Landform

The landform is a mix of types with discrete areas of more varied topography, particularly on the eastern side of the domain. Here, where the catchment is at its narrowest, the proximity of the foothills provides small enclosed areas, similar but more distinct to those found in the Tararua Terraces domain.

Landcover

Within the foothills the vegetation is mainly pine forest except in some areas where indigenous forest is regenerating. Otherwise, cover in this domain is predominantly pastoral grass and exotic trees, including shelter belts. There are some small isolated remnant bush stands within the pastoral areas.

Landuse

Pastoral farming is the most dominant of the land uses, ranging from small to large scale farms. Small scale horticultural activities also occur in this domain, reflecting the presence of high class soil around the fringes of the adjoining Kuku domain. More recently, lifestyle development has been occurring, in addition to the established small settlements or isolated buildings associated with the rural activities.

VISUAL QUALITY

Natural Science Factors

Natural values in the area are restricted to the remnant bush and wetland areas, as well as the regenerating bush on the foothills. Modification of the hydrological system through farm drains has reduced the visual quality of the waterways.

Aesthetic Value

The high level of rural character provides a ‘picturesque’ aesthetic. This results in the domain being vulnerable to development that is not in keeping with the current character or that would adversely affect the character of this domain and that of the Manakau village.

SENSITIVITY

The distinct character of this domain requires consideration of location, design and size of any development.

Developments adjacent to the Manakau village through insensitive design or by connecting to the existing roading network of the village could have a detrimental effect on the character of the village and in turn the overall character of this domain

Care should also be taken that no negative effects of development impact on the backdrop and views of the Tararua Range.

Visual absorption capability

The varied topography, and in particular the enclosed areas, provide a reasonably high level of VAC, as does the backdrop of dense forestry. Building on top of the elevated inland areas should be avoided so views of the Tararua Range are not compromised.

OPPORTUNITIES AND CONSTRAINTS

The particular character of this domain presents both opportunities and constraints in terms of development. So far, subdivision of parcels has been executed in a way that this domain retains its scale, which reflects that of the village itself. It is important that this character is maintained, as the domain is small and the particular characteristics could easily be overwhelmed by inappropriate development.

Development immediately adjacent to the Manakau village could be constrained by the existing village roading network as increased levels of traffic could adversely affect this important characteristic of the Manakau village.

The narrowing of the catchment in the southern part of the district means that the existing ecological and hydrological systems are intense and distinct and require protection and enhancement where possible. The limited presence of high class soil is not seen as a constraint.

The topography and existing vegetation provide opportunities for the integration and screening of future development. Adverse impacts from locating structures in prominent sites, or in such a way that the integrity of the Tararua Range is affected are possible if inappropriate development occurs.

10. Hill Country

LANDSCAPE CHARACTER

The Hill Country extends the full length of the western side of the district and is characterised by its consistent elevated nature. The character is influenced by the climate of the area. The range and its proximity to the Cook Strait produce a very high rainfall and north westerly winds up to gale force which sweep up over the lower parts of the area.

Landform

The domain contains land generally above the 100m contour line where the gradient of the hills typically becomes noticeably steeper and includes the taller of the foothills as well as the highest peaks of the Tararua mountain range at some 1570msl (metres above sea level).

The range consists of parallel ranges interspersed with deep river valleys. It covers some 3,168 square kilometres, stretching from the Manawatu Gorge approximately 100 kilometres to the south.

Landcover

On the western side of the ranges themselves, the vegetation is predominantly conifers, ferns, shrubs and vines, largely due to the approximate 5,000 millimetres of rain received annually.

On the lower levels of the ranges and on the foothills, the vegetation is largely scrub species resulting from areas reverting to bush after being farmed. Species include manuka, kamahi, tauhinu and bracken.

Landuse

Landuse in this domain very much depends on the elevation of the site. The highest levels form part of Tararua Forest Park, and the foothills contain large scale forestry, pastoral farming as well as remnant and regenerating areas of indigenous bush and scrub.

This domain contains the headwaters of many of the hydrological catchments in the district and therefore influences, to some degree, all of the other landscape domains. The significant natural habitats found often form one 'end' of the ecological corridors in this area and are important for any future remediation work within these catchments.

Exotic vegetation and fauna are also dominant features in this area.

Residential, or indeed rural, living is not a strong feature of this domain however this area does afford a range of recreation opportunities, which in their limited number are not inappropriate to this landscape.

This domain includes major infrastructure such as the reservoirs and dams associated with the Mangahao Hydro Electric Power Station.

VISUAL QUALITY

Natural Science Factors

The natural unmodified landscape of the Tararua Range is a dominant factor in the level of quality in this domain. Additionally, the areas that are reverting to indigenous bush cover are adding to the level of biodiversity in the area.

Aesthetic values

The Tararua Range has 'iconic' qualities. The foothills, with the gentle undulating form and the rural character of the farming activities have a different aesthetic quality that contributes to the amenity of this domain.

SENSITIVITY

This domain has a high level of sensitivity for all the reasons discussed above and below, and in general, development should be discouraged.

Visual absorption capability

The range provides limitations on the ability of this landscape to absorb change. It is important that views of this element are not affected by the insertion of structures above a certain level.

Lower down in the foothill area, there is a greater ability, through the undulating topography and the presence of forestry, however care still needs to be taken that visual effects of any development in this area maintain the rural amenity values and do not adversely impact on the outstanding landscape area.

OPPORTUNITIES & CONSTRAINTS

This landscape is highly sensitive. It is important that the amenity, landscape and natural values that result in the domain's iconic value be enhanced, or at the very least, maintained.

Residential or other inappropriate development should be severely restricted because of issues of high visibility and the level of landscape values in this domain.

3. Natural Features and Values

As a nation, it is the natural environment and the people that provides an identity. The kiwi, the silver fern, the koru – national icons representative of New Zealand's unique natural environment.

For the Horowhenua community as a whole, its identity is based on a strong sense of place and a unique relationship with its physical features. The Tararua Ranges to the east and the coastal environment to the west have created many opportunities for recreation, education and scientific study. The fertile river plains and terraces of the Manawatu and Ohau Rivers have created the environmental conditions required for successful horticulture and dairy farming. The Tararua Ranges, the Powelliphanta snail, the Manawatu Estuary, Lakes Horowhenua and Papaitonga, world-renowned coastal dunefields all form part of the District's unique identity.

To Tangata Whenua it is specifically the natural environment that provides an identity. It is turangawaewae – a standing place, where the role of kaitiaki is to preserve the spirit of the land. The natural environment is the creator, providing physical and spiritual nourishment.

Every person has a hand in nurturing and deteriorating the natural environment. The way the community operates within and uses the natural resources has, and will continue to have, a bearing on the sustainability of resources. In order to continue the use and enjoyment of the natural environment, a commitment must be made towards sustainably managing it. As part of this commitment the role of Tangata Whenua will be welcomed in an effort to sustain the spiritual attachment and cultural diversity of the environment. The aim of this policy is to provide for and encourage activity, which helps protect what is left, and, where attainable, to restore the previous natural environment, while continuing to provide for the community's economic, cultural and social well-being.

Issue 3.1 Outstanding Natural Features and Landscapes and Domains with High Landscape Amenity

The risk that inappropriate subdivision, use and development will cause adverse effects to the outstanding natural features and landscapes of the District and domains with high landscape amenity that cannot be avoided, remedied or mitigated.

Issue Discussion

The Horowhenua District is framed by the Tararua Ranges to the east and the open expansive duneland coast to the west. Within this are important estuaries, lakes and dune features. Rivers and streams flow from mountain to sea across the District.

The District Plan is required, as a matter of national importance, to provide for the protection of outstanding natural landscapes and features from inappropriate subdivision, use and development.

The landscapes of the District have been assessed to bring the District Plan in line with the Regional Policy Statement part of the Proposed One Plan and to apply a consistent landscape evaluation methodology. The aim of this has been to robustly identify the outstanding natural features and landscapes of the District and also a second tier of landscapes that are of high amenity to the community.

The assessment has taken into account the landscape attributes associated with:

- Biophysical features, patterns and processes including:
  - Representativeness
  - Research and education
  - Rarity
  - Ecosystem functioning
- Sensory and perceptual qualities including:
  - Coherence
  - Vividness
  - Expressiveness
  - Transient values
- Spiritual, cultural and social associations including:
  - Recognised values
  - Tangata Whenua values
  - Historical association

The assessment has concluded that the Outstanding Natural Features and Landscapes (ONFLs) of the District are as follows:

- The Tararua Ranges and including the Skyline of the Tararua Ranges
- Lake Horowhenua, Moutere Hill and the Hokio Stream
- Lake Papaitonga and the Waiwiri Stream
- The Manawatu River Estuary
- The Coast including the foredune and adjacent dunelands

In addition, further assessment has identified that the following landscape domains have a high level of landscape amenity.

- Hill Country
- Manakau Downlands
- Coastal Lakes
- Coastal Environment

Whilst these domains may include ONFLs, their wider environments also have high overall visual quality, vulnerability to change, distinguishing topography and high visibility. This is essentially a second tier of landscapes below the ONFLs.

Some activities that this District Plan is responsible for may not be appropriate in these landscapes where their specific location and design prevents them from adequately avoiding, remedying or mitigating their effects. Activities where these may be relevant include:

- Development facilitated by subdivision.
- Large buildings or inappropriately designed and sited buildings in each landscape type.
- Inappropriately sited structures such as transmission pylons, telecommunication towers and wind farm turbines.
- Earthworks for development and access.
- Removal of native vegetation.

3 OBJECTIVES/POLICIES: Natural Features and Values

Policies and methods for the wider management of the coastal environment will be reviewed as part of the overall review of this District Plan. This will focus on achieving integration of policy relating to the natural character of the coast and the outstanding landscape values.

Objectives & Policies

Objective 3.1.1 Outstanding Natural Features and Landscapes and Domains with High Landscape Amenity

Ensure that the District's Outstanding Natural Features and Landscapes are protected from inappropriate subdivision, use and development and that regard is had to other landscapes having high amenity.

Policy 3.1.2

Protect the character and values of Outstanding Natural Features and Landscapes from inappropriate subdivision, use and development by controlling the level and extent of activities including earthworks and the scale of buildings and network utilities.

Policy 3.1.3

Subdivision, use and development affecting domains with high landscape amenity shall be controlled to specified levels and enabled beyond this where undertaken in a manner that gives particular regard to the maintenance and enhancement of the amenity values of that landscape.

Policy 3.1.4

Avoid the development of buildings where they will adversely affect the values of Outstanding Natural Features and Landscapes.

Policy 3.1.5

Ensure that buildings within domains with high landscape amenity achieve low impact by having particular regard to the Horowhenua Rural Subdivision Design Guide.

Policy 3.1.6

Have regard to any positive effects associated with landscape and biodiversity restoration.

Policy 3.1.7

Have regard to the ability of existing landscapes to absorb appropriate subdivision, use and development, which includes existing land uses, and also topography and vegetation.

Policy 3.1.8

Have regard to the potential adverse effects on the landscape values of an Outstanding Natural Feature or Landscape from development on a nearby landscape with high amenity.

Policy 3.1.9

Ensure that any adverse effects on significant dune landforms are avoided, remedied or mitigated having regard to the needs of primary production activities.

Policy 3.1.10

Recognise the benefits of flood control, erosion control and drainage activities undertaken by or on behalf of the Manawatu-Wanganui Regional Council within the Manawatu River Estuary, Coastal and Lake Horowhenua Outstanding Natural Features and Landscapes.

Explanation and Principal Reasons:

The above policies seek to ensure the protection of Outstanding Natural Features and Landscapes whilst enabling high quality development within domains with high landscape amenity. The policies recognise that there is potential for rehabilitation of landscapes and improvements to biodiversity, which may include offsetting, as part of any proposal or as part of mitigation of effects. Similarly, the characters of the landscapes vary in terms of their ability to absorb change without adverse effects. For example some existing coastal forestry areas close to existing settlements may have potential for other more sensitive land uses.

Further policy review will be undertaken on the coastal landscapes as part of the District Plan review.

Methods for Issue 3.1 & Objective 3.1.1

District Plan

- Control subdivision, use and development in Outstanding Natural Features and Landscapes and domains with high amenity landscapes and implement the District Plan policies through consent processes.
- Promote high quality design and development through the application of the Rural Subdivision Design Guide. (Note: the Design Guide is not intended to capture infrastructure which is not associated with a subdivision.)
- Further review policy on the Coastal ONFL to integrate with coastal management policy as part of the District Plan review.
- Undertake an expert assessment of dune formations in the coastal landscape including the Coastal Environment, Coastal Lakes and Foxton Dunefields domains to identify examples that justify protection from inappropriate activities.
- To consult landowners as part of that assessment and determine appropriate protection methods.

Issue 3.2 INDIGENOUS BIOLOGICAL DIVERSITY

Land use, subdivision and development can result in the damage and destruction of areas of significant indigenous vegetation and significant habitats of indigenous fauna and the intrinsic values of ecosystems, including loss of indigenous biological diversity.

3 OBJECTIVES/POLICIES: Natural Features and Values

ISSUE DISCUSSION

The Horowhenua has limited areas of original indigenous forest cover, wetlands and other indigenous habitats as a result of historical land development and management practices. The majority of the indigenous forest is found in the hill country and the ranges, with fragments scattered throughout the lower-lying and coastal areas of the District. The remaining natural habitats are small, fragmented and faced with a number of pressures. One of the main threats to indigenous biological diversity in the Horowhenua District is pests such as feral animals and invasive weeds. In addition to this, there are land use activities that have the potential to adversely affect remaining areas of significant indigenous vegetation and habitats of indigenous fauna. Such activities and their effects include uncontrolled stock grazing that can damage indigenous forest understorey and limit regeneration, and the fragmentation of remnant indigenous forest and wetland areas through clearance for pasture and exotic forestry.

The RMA requires district councils to recognise and provide for the protection of significant indigenous vegetation and significant habitats of indigenous fauna. In addition, a function of district councils under the RMA is the control of any effects of the use, development, or protection of land, for the purpose of maintaining indigenous biological diversity.

Policy direction in the Horizons Regional Council's Proposed One Plan sets out local authority responsibilities for controlling land use activities for the purpose of managing indigenous biological diversity. This policy directs that the Regional Council take all responsibilities for the maintenance of indigenous biological diversity in developing objectives, policies and methods including rules. Territorial authorities are only responsible for retaining schedules of notable or amenity trees for recognition and identification purposes as opposed to protecting significant indigenous vegetation. Therefore, the District Plan does not contain provisions for maintaining indigenous biological diversity.

Notwithstanding the above, district councils still have an overarching responsibility in relation to Sections 6(c) and 7(d) of the RMA (i.e. protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna; and intrinsic values of ecosystems) when making decisions on resource consent applications. For example, in determining an application for a subdivision consent which contains or is adjacent to an area of significant indigenous vegetation, the District Council would need to recognise and provide for the protection of this area, and have particular regard to the intrinsic values of its ecosystems.

Objectives & Policies

Objective 3.2.1 Indigenous Biological Diversity

To protect the areas of significant indigenous vegetation and significant habitats of indigenous fauna.

Policy 3.2.2

Manage the effects of subdivision, use and development to avoid, remedy or mitigate the adverse effects on areas of significant indigenous vegetation and significant habitats of indigenous fauna and the intrinsic values of ecosystems.

Policy 3.2.3

Encourage subdivision, land use and development that maintains and enhances indigenous biological diversity through the protection and enhancement of areas of significant indigenous vegetation and significant habitats of indigenous fauna.

Explanation and Principal Reasons:

One of the key methods available to the Council is to manage any further loss or modification of remaining areas of significant indigenous vegetation and habitats of indigenous fauna through assessing the effects of use, subdivision and development at the time of resource consent application, with the ability to impose conditions to avoid, remedy or mitigate the adverse effects. This approach provides a process by which the biodiversity values of the area affected can be assessed, and methods identified to protect the habitats of value.

Encouraging landowners, subdividers and developers in understanding the values of the Horowhenua's indigenous biodiversity would assist in managing areas of indigenous habitats on their land to maintain and enhance this biodiversity.

Methods for Issue 3.2 & Objective 3.2.1

District Plan

- Through the resource consent process, assessment of environmental effects where an activity may adversely affect an area of significant indigenous vegetation or habitat of indigenous fauna. In assessing applications, consideration should be given to the criteria and matters in the Proposed One Plan (specifically Policies 12-5 and 12-6).
- Conditions on resource consents, including consent notices and covenants on Certificates of Title, to avoid, remedy or mitigate the adverse effects of activities on an area of significant indigenous vegetation or habitat of indigenous fauna. In imposing any consent conditions, consideration should be given to the criteria and matters in the Proposed One Plan (specifically Policies 12-5 and 12-6).

Other Council Initiatives

- Working with other agencies, including Horizons Regional Council, provision of information and education on the value of the Horowhenua's indigenous biodiversity and areas of significant indigenous vegetation and habitats of indigenous fauna, including the need to consider these values when planning an activity or development.

Regional Council

- Objectives, policies and rules in the Proposed One Plan relating to maintaining indigenous biological diversity and protecting areas of significant indigenous vegetation or habitat of indigenous fauna.
- Working in partnership with landowners and other parties to proactively maintain and enhance indigenous biological diversity.

3 OBJECTIVES/POLICIES: Natural Features and Values

Issue 3.3 LAKES, RIVERS, WETLANDS AND OTHER WATER BODIES

Inappropriate subdivision, land use and development in, on, or adjacent to lakes, rivers, wetlands and other water bodies, can adversely affect their natural character and other values such as ecological, recreation, cultural and amenity values

ISSUE DISCUSSION

The Horowhenua has numerous lakes, rivers, streams and other water bodies of varying size and significance which are valued for a range of conservation, recreation, cultural, amenity and intrinsic reasons. In the context of this District Plan 'other water bodies' includes streams and tributaries, wetlands and dune lakes. Under Section 6 of the RMA, one of the matters of national importance is the preservation of the natural character of lakes, rivers and wetlands and their margins, and the protection of them from inappropriate use, subdivision and development. Another matter of national importance provided for in the RMA is the maintenance and enhancement of public access to and along lakes and rivers.

Responsibility for the management of activities in and adjacent to lakes, rivers, wetlands or other water bodies is a responsibility shared between the Horizons Regional Council and the Council. The Council is responsible for managing the effects arising from activities on the surface of these water bodies, as well as subdivision, development and use of the land along the margins of rivers, lakes, wetlands and other water bodies. The management of the water itself (taking, use, discharges), activities including land disturbance, vegetation clearance and cultivation on the margins of water bodies, as well as the beds of freshwater bodies, are managed by Horizons Regional Council.

Waipunahau (Lake Horowhenua) is the largest freshwater body in the District and is highly valued for its cultural, recreational, natural and amenity values. There are smaller dune lakes and wetlands scattered throughout the rural areas of the District. The Manawatu River is the largest river in the Horowhenua and its catchment includes extensive land area outside of the District. There are a number of other rivers and streams draining from the Tararua Ranges towards the Tasman Sea. In addition, there are other smaller streams and tributaries across the plains and coastal areas connected to these lakes and rivers.

Lakes, rivers, wetlands and other water bodies have many values. They are natural drainage channels and systems. The water bodies and their edges provide habitats for both aquatic and terrestrial species. They also often function as ecological corridors along which animals move to other habitats. In addition, they form an integral component of the landscape. They are also important for recreational uses such as boating, fishing and swimming.

Water bodies also have important cultural values. For Tangata Whenua, waters are seen as the lifeblood of the land and therefore, of the people. Access to water and the management of water quality and ecological systems are important to Tangata Whenua for social, economic, spiritual and cultural reasons, including customary activities. The margins of water bodies are also where many wāhi tapu and other cultural heritage sites may be located.

Public access to and along water bodies is also a major issue, as limited access constrains the recreational values of freshwater environments. However, access must be provided in a form that does not adversely affect the conservation values, increase risk to natural hazards or any operational requirements of adjoining landowners, such as farming operations.

Activities on land near water bodies can adversely affect the values of the water bodies if not properly managed. Over time, water bodies and their margins can deteriorate because of changes to land use in their catchments. As many water bodies throughout the District flow through farmland, there has been, and remains, potential for modification of the water body margin areas by unsustainable land use practices, vegetation clearance, or earthworks. In addition, the subdivision of land on the edges of river, lakes, wetlands and other water bodies leads to intensified settlement that in turn can detrimentally affect the natural character of riparian areas and potential conflict with their recreational use (for example, wetlands used for hunting).

Fundamental to preserving the natural character of lakes, rivers, wetlands and other water bodies is the need to protect the attributes that constitute natural character of Horowhenua's lakes, rivers, wetlands and other water bodies and their amenity values – in particular, the potential loss of reasonable buffer areas along the edge of water bodies. Such buffers allow for vegetated strips, which are important for ecological purposes (fish habitats and reduction of water and silt runoff from pastures), as well as to maintain visual and landscape values. Such buffers can also provide for public access and natural hazard defence systems. The required depth of such buffers will vary widely – in urban areas, they need not be as extensive as they need to be in rural areas, particularly on the banks of major rivers, lakes, wetlands and other water bodies.

Objectives & Policies

Objective 3.3.1 Lakes, Rivers and Other Water Bodies

To protect the natural character of lakes, rivers and other water bodies and their margins, from inappropriate use, and development.

Policy 3.3.2

Identify priority lakes, rivers, wetlands and other water bodies with high natural character and conservation, recreation, cultural, amenity and intrinsic values.

Policy 3.3.3

Manage the design, location and scale of subdivision and/or land development and use adjoining lakes, rivers, wetlands and other water bodies so they retain their special values and natural character.

Policy 3.3.4

Ensure subdivision, use and development protects the natural character of lakes, rivers, wetlands and other water bodies and maintain and enhance their special values by having regard to the following matters in assessing proposals:

- extent to which natural processes, elements and patterns that determine the area's natural character are sustained, and/or restored and rehabilitated;
- degree of change to landform and relief;
- degree of protection of vegetation cover and patterns, including use of a buffer;
- compatibility with existing level of modification to the environment;

- functional necessity to be located in or near the water body and no reasonably practicable alternative locations exist;
- ability to mitigate any potential adverse effects of subdivision, use, and development; and
- provision of public amenity and access to land acquired by Council for reserve purposes.

Policy 3.3.5

Ensure the adverse effects on the natural character and special values of lakes, rivers, wetlands and other water bodies are avoided or mitigated through establishing setbacks for activities and buildings that may cause adverse effects.

Policy 3.3.6

Promote and encourage the development or maintenance of riparian planting along water body margins.

Policy 3.3.7

Enable customary activities to be undertaken within and adjacent to lakes, rivers and other water bodies.

Policy 3.3.8

Promote a strategic approach to the management of lakes, rivers, wetlands and other water bodies and their margins and catchments, particularly by using management plans for areas with significant environmental issues that require a collaborative approach with other groups or organisations.

Policy 3.3.9

Provide for the maintenance of the natural character of lakes, rivers and other water bodies and their margins, whilst balancing the need to provide public access to and along these water bodies by way of an esplanade network.

Explanation and Principal Reasons:

Managing development, use and subdivision close to lakes, rivers and other water bodies will protect the natural character and special values of these water bodies, such as cultural, natural, recreation and amenity values. Buildings, structures and activities can adversely affect the natural character and special values of these areas. Other than flood protection works, bridges and small recreational structures, it is generally inappropriate to place structures within, and immediately adjoining, water bodies. However, some activities by their nature and function are required to be located in, and adjacent to water bodies, including structures for irrigation, water supply, or energy generation.

If buildings, structures and activities are not effectively managed, they may create environmental effects such as adverse visual impacts, excessive noise, and loss of public access to riparian areas. Actual and potential adverse effects of development are to be managed so the natural character of lakes and rivers is protected.

An effective way to achieve protection of the natural character of water bodies is creating a buffer between waterways and adjoining activities, which could include the creation of an esplanade reserve or strip. In addition, when development, land use change or subdivision occurs, it provides an opportunity to consider the potential for restoration and enhancement of the natural values of the margins of waterways.

Council has prepared an Open Space Strategy which identifies water bodies with significant values where creating esplanade reserves or strips are considered a priority.

These priority water bodies are listed in Schedule 12-Priority Water Bodies. In terms of the application of this Schedule, there are provisions which provide for: separation distances between buildings and priority water bodies in the Rural Zone; the creation of esplanade reserves which relate to subdivisions adjacent to Group 1 Priority Water Bodies; and the creation of esplanade strips which relate to subdivisions adjacent to Group 2 Priority Water Bodies in Schedule 12.

The priority water bodies identified are where new connections allow for the creation of a natural buffer to protect the natural values of water bodies and their margins as well as providing for public access.

As land adjoining these priority water bodies is subdivided and developed, opportunities can arise for formal access to be obtained through the subdivision process. This systematic process allows a District-wide network to be developed over time and can result in the restoration and enhancement of water bodies and their margins.

While rivers, lakes and wetlands are susceptible to inappropriate activities that may adversely affect their natural character and special values, in general, provision for the cultural and recreational use and enjoyment of the water bodies should continue to be made, as such activities do not create significant environmental issues. Other tools outside the District Plan can be successfully used to separate or manage conflicting activities if required (for example, bylaws).

For water bodies with significant environmental issues, such as conflicting uses, or poor water quality and ecological functioning, a strategic approach is required. Working in collaboration with key agencies on the integrated use and management of the margins of freshwater bodies that have significant environmental issues is likely to be the most effective method for making improvements and progress for the long-term.

The maintenance and enhancement of public access to and along rivers, lakes and wetlands is a matter of national importance. The Open Space and Access to Water Bodies (Chapter 4) policies aim to systematically increase opportunities for public access to and along the significant water bodies in the District. In providing for this public access, it is also important to ensure the natural character is protected.

Methods for Issue 3.3 & Objective 3.3.1

District Plan

- Identify the priority water bodies (coast, lakes, rivers and streams) with high natural character and significant values.
- Rules with setbacks from the banks of water bodies.
- Rules which require esplanade reserves or strips based on priority water bodies, with ability to reduce or waive the requirement where appropriate.

- Rules which provide for esplanade reserve/strips and access strips to be created appropriate along other water bodies.
- Rules managing activities on the surface of water.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals.
- Conditions on resource consents to avoid, remedy or mitigate potential adverse effects of activities on the natural character, special values and public enjoyment of water bodies.

Other Methods

- Council will publicise the location of existing access ways through signage.
- Council will also cooperate with regional initiatives to promote improved riparian management practices.
- The use of collaboration, management plans or other approaches for achieving a strategic and coordinated approach to resolving significant environmental issues.
- Education and information on the environmental, cultural and recreational values associated with lakes, rivers and other water bodies.
- Co-operation with other organisations involved in the management of water bodies, including Horizons Regional Council, Department of Conservation and Fish and Game New Zealand.

Issue 3.4 NOTABLE TREES

The natural, amenity, heritage and cultural values of an area can be adversely affected by the loss of Notable Trees through intentional or inadvertent damage, destruction or improper maintenance.

ISSUE DISCUSSION

Trees form an important part of the community in terms of their heritage, aesthetic, botanical and ecological values. Individual trees and collective groups of trees can make a valuable contribution to local amenity and also add a sense of character and place to areas in the District. To ensure that trees of significance to the District are not damaged or lost, trees are to be evaluated and identified as Notable Trees, and improve peoples' awareness of their value in the wider community.

However, the protection of trees for public good reasons must be balanced by the right of private property owners to use their land and to be allowed to alleviate the adverse effects that trees may have on their property (e.g. damage to building foundations).

Objectives & Policies

Objective 3.4.1 Notable Trees

To recognise and protect Notable Trees which are of aesthetic, botanical, heritage or ecological significance within the District.

Policy 3.4.2

Identify and protect Notable Trees in public and private ownership where the land owner agrees.

Policy 3.4.3

Ensure activities do not have adverse effects on the long term well-being of Notable Trees.

Policy 3.4.4

Undertake public awareness initiatives for Notable Trees on what makes a tree worthy of identification and protection, and support community initiatives for the protection and conservation of Notable Trees.

Policy 3.4.5

Encourage the use of non-regulatory incentives and assistance to support the protection and appropriate maintenance of Notable Trees.

Explanation and Principle Reasons

Notable Trees within the District are significant for aesthetic, botanical, heritage and ecological reasons. The Standard Tree Evaluation Method (STEM) is used to assess and determine the Notable Trees in the District. Schedule 3 – Notable Trees, includes trees on both public and private land. The property owners consent will be required before trees are added to the Schedule of Notable Trees.

It is important to retain those trees of importance that exist in the District through identifying and scheduling Notable Trees. The removal of Notable Trees is not considered to be desirable for the amenity and quality of the environment.

It is important that development and other activities on public and private land do not adversely affect Notable Trees. Such development and activities include:

- detrimental trimming of the trees;
- removal of trees;
- location of buildings and works in close proximity to the trees; and
- significant changes to soil levels in close proximity to trees.

The inclusion of a Schedule of Notable Trees will result in greater public awareness and increased opportunities for the protection of such trees. By providing the criteria used for the assessment of Notable Trees, people can be better informed on what trees require protection and hold value to the wider community. The provision of information therefore can help to build understanding as to why such trees warrant protection and promote voluntary actions to protect Notable Trees.

There are costs associated with the maintenance and protection of Notable Trees. The provision of advice and financial assistance where feasible to support landowners with Notable Trees will maintain the health of the trees and support their long term protection and survival.

Methods for Issue 3.4 & Objective 3.4.1

District Plan

- Identification of Notable Trees in a Schedule and on the Planning Maps to identify their location and values, using the STEM criteria.
- Provide guidance and information on the criteria and method of assessment for Notable Trees (Refer Schedule 3 – Notable Trees Appendix 1).
- Rules are provided in the District Plan to manage the effects of activities which have the potential to adversely affect Notable Trees.

Other Methods

- Consideration will be given to providing incentives for the maintenance and protection of Notable Trees. Allocation of funds may be available through the Long Term Plan for landowners wishing to permanently protect a Notable Tree.
- Council will carry out a reassessment of all trees that have been classified as Notable Trees every three years of the District Plan becoming operative.
- Council will review and maintain Schedule 3 - Notable Trees, making appropriate changes to the Schedule provided that:
  - the owner of the land by which the tree is located on is in agreement to the listing, and
  - the tree has been assessed by a suitably qualified arborist based on the STEM criteria and method.

  Notable Trees may be added to the District Plan through Plan Changes.

ANTICIPATED ENVIRONMENTAL RESULTS:

The environmental results for natural features and values which are anticipated to result from the combined implementation of the above policies and methods are as follows:

3(a) Protection of Horowhenua's significant natural areas from the adverse effects of use, subdivision and development.

3(b) Maintenance and enhancement of the biodiversity of the Horowhenua's indigenous flora and fauna, natural habitats and ecosystems.

3(c) A landscape which illustrates the community's uniqueness, spirit and dynamism.

3(d) Subdivision and development along the margins of lakes, rivers and other water bodies preserves the natural character and maintains and enhances their special values.

3(e) Greater public awareness of the importance and vulnerability of the Horowhenua's natural features and biodiversity values.

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4 OBJECTIVES/POLICIES: Open Space and Access to Water Bodies

4. Open Space and Access to Water Bodies

Open space, recreation areas and access to water bodies are important to the environmental, social and cultural well-being of the community. Open space areas serve a wide variety of functions within the District, including a wide range of active and passive recreation activities. These areas and activities include beaches, rivers, lakes and their margins, parks and reserves, as well as sportsgrounds, swimming pools, and indoor sports centres. They provide for informal recreation, organised sports and recreational activities and visual amenity values. Open space areas and recreation activities are a focus for local residents and visitors to the District, as well as enhancing the overall attractiveness of the District. The Council has prepared an Open Space Strategy which sets out a vision, principles and actions for the future management and development of open space in the District.

Privately owned open spaces also provide opportunities for recreational activities which are valued and enjoyed by the community (e.g. golf courses). The District Plan recognises privately owned open spaces, where the owners of these areas support the continued use and development of recreational activities and the protection of open space qualities.

Recreational activities and the development of facilities can have adverse effects on the amenity of the open space areas as well as their adjoining environments. These effects can include:

- Noisy activities, night lighting or late hours of operation which can cause a nuisance for adjoining residential areas.
- Large buildings such as clubrooms which can be a visual detraction or cause shading on neighbouring areas.
- Lack of car-parking space which can cause problems with on-street parking and congestion in adjoining streets.
- Commercial or club concessions that can exclude public users from areas of reserves and create adverse effects relating to car-parking, litter and toilet facilities.

Although many of the public open space and recreation areas are also deemed to be reserves under the Reserves Act, it is considered appropriate to manage the effects of activities through the District Plan

The needs of the community and demands on parks and reserves changes over time. With an aging population, the nature and type of open spaces and their use and development will adapt in response to these demographic changes. In addition, lifestyle choices and sporting trends also influence how open spaces are developed and maintained.

Within the urban areas there are many neighbourhood parks, amenity spaces and sportsgrounds. These open space areas can serve different purposes and roles depending on community needs, a neighbourhood park may be of importance to an elderly person or young family as it is close to their place of residence, whereas a sportsground may be more important to a younger age group. Within the rural environment, there are significant areas of open space including river reserves and natural habitats.

Open space can also help to protect the quality of the environment. The open and permeable nature of the spaces affords opportunity for low impact stormwater measures to

be developed and maintained. Some public open space areas have ponds located on them which treat stormwater and protect against the effects of flooding at times of storm events. Contaminants, sediments and peak stormwater flows can be managed and contained using low impact urban design development (LIUDD) techniques which contributes to water quality and flood protection, before the water enters the District's rivers, lakes and other water bodies.

The river corridors within the District provide valuable open space for a variety of uses, including those undertaken on the water surface. These river corridors can serve a range of purposes, including providing public access to and along the water bodies, protecting the natural and conservation of rivers and their margins, and managing the risks from flooding and erosion.

The maintenance and enhancement of public access to and along the coast, lakes and rivers is a matter of national importance for which Council has responsibility. Public access to water bodies can support a variety of recreational opportunities. There is currently good access to isolated sections of the major water bodies in the District, but limited corridors or connections between areas along rivers or around lakes. However, there has been uncertainty as to where and what public access is sought to the various water bodies in the District. The Open Space Strategy provides direction on priority water bodies and where public access is considered appropriate to maintain and enhance.

The open space areas in this chapter primarily cover land owned and managed by the Council for parks and reserves purposes. Privately owned open spaces, such as the Levin Golf Course, can also be recognised and provided for under this chapter and the Open Space zoning network where their specific identification as part of the formal open space network is supported by the owner of that facility. There are other areas used and managed for recreational activities and open space, such as land administered by the Department of Conservation which is covered by other chapters in the District Plan.

Issue 4.1 OPEN SPACE ZONE

The use, development and protection of Council's parks and reserves, and privately owned open spaces where supported by the landowner, so a range of recreation activities are provided for developed to meet the needs of the community, while being compatible with the nature, character and amenity of the open spaces and the surrounding environment.

Issue Discussion

Encouraging all sectors of the community to incorporate health and fitness into their lifestyles is increasingly important because of the benefits that exercise and outdoor activities contribute to individual wellbeing.

Council owns and manages sportsgrounds and domains for formal and organised sports. Council maintains neighbourhood parks, walkways/cycleways, scenic and conservation reserves and these can be used for passive recreation and enjoyed at people's own leisure. As a result, the District has opportunities for both active and passive recreation activities and these have been identified and zoned as Open Space.

Privately owned open spaces can provide opportunities for recreation and are valued by the community (e.g. golf courses). Recognition of these privately owned open spaces, in addition to the Council's own parks and reserves, is appropriate where the owners of these areas seek to align their land use management with the provisions of the Open Space Zone.

4 OBJECTIVES/POLICIES: Open Space and Access to Water Bodies

The use of parks and reserves needs to increasingly respond to the trend of an aging population and provide for appropriately designed and located recreation facilities. The Horowhenua has specific recreation demands due to its demographics and community aspirations, and these demands are anticipated to change over time. Therefore, flexibility in the use and development of Council's parks and reserves is necessary.

The parks and reserves have many similar characteristics and amenities, such as a predominance of open space over built structures. In addition, some individual parks and reserves have special features and values, and include natural qualities, cultural significance or heritage interests. Furthermore, parks and reserves are located within residential and rural environments, where conflicts can arise at their boundaries. Activities and development can adversely affect character and amenity values, as well as the special features and values. These adverse effects can include the prominence and appearance of buildings and structures, noise, traffic generation and parking, lighting and glare. Therefore, the ongoing use and future development of parks and reserves must respect the qualities and values of the open space as well as adjoining properties.

Objectives & Policies

Objective 4.1.1 Open Space Zone

Council's parks and reserves and identified privately owned open spaces are efficiently used and developed with a range of recreational activities and opportunities that meet the changing needs of community, while ensuring the uses and development are compatible with the character, amenity and special values of the open spaces and their surrounding environment.

Policy 4.1.2

Recognise Council's existing parks and reserves within an Open Space Zone where active and passive recreational activities are provided for and valued as important contributions to urban and rural environments.

Policy 4.1.3

Ensure the character, amenity and special values of individual parks and reserves are recognised and recreational activities are compatible with the values of the site and the amenity values of the immediate environment.

Policy 4.1.4

Recognise and provide for a range of recreation activities within the Open Space Zone and provide flexibility for ongoing change in response to the community's recreation demand.

Policy 4.1.5

Provide for festivals, celebrations and other organised events where these activities have a short duration and are infrequent, and ensure that significant adverse effects on the environment are avoided, remedied or mitigated.

Policy 4.1.6

Manage non-recreation activities to ensure these activities are compatible with the recreation, character, amenity and special values of the Open Space Zone.

Policy 4.1.7

Provide for the management of storm water in suitable places within the Open Space Zone as a means of dealing with water quantity and water quality.

Policy 4.1.8

Maintain an overall low building form, with exceptions for outdoor lighting facilities and other buildings and structures that function to support recreation activities where these structures do not significantly adversely affect local environmental amenities.

Policy 4.1.9

Manage the nature, scale and level of environmental effects from activities and built structures in the Open Space Zone to minimise adverse effects on the character, amenity and special values of properties in the adjoining Residential Zone.

Policy 4.1.10

Manage the extent of building development within the Open Space Zone to ensure a high proportion of open and accessible open space is maintained, with a greater proportion of built development on the main sportsgrounds recognising their role and character.

Policy 4.1.11

Manage the location of building development within the Open Space Zone to ensure the amenity of the immediate residential streetscapes is maintained.

Policy 4.1.12

Manage the hours of operation for new facilities that provide for active recreation to ensure these facilities do not have adverse effects on properties in the adjoining Residential Zone.

Policy 4.1.13

Manage the display of on-site signage in the Open Space Zone to ensure signs that support the use of Council's parks and reserves are provided for and that the other advertising signs do not adversely affect open space values and surrounding areas.

Policy 4.1.14

Minimise the display of remote advertising signs in the Open Space Zone to ensure they do not adversely affect the open space character and recreation values of the District's parks and reserves.

Policy 4.1.15

Provide for the inclusion of privately owned recreation land within the Open Space Zone, where the owners of such land are supportive of its inclusion within the Zone, and seek to manage such open space in a way which promotes its recreational use and development, and the protection of its open space qualities.

Explanation and Principal Reasons

A range of recreational activities and facilities are expected to occur within the Open Space Zone. The Open Space Zone ensures that Council's parks and reserves are valued for their contribution to both urban and rural environments throughout the District. The Open Space Zone can also provide for the use, development and protection of privately owned open space, should landowners seek to manage their properties in this way, especially where these areas are valued by the community for their open space role.

All Council's parks and reserves are collectively zoned Open Space to provide a comprehensive approach to managing their use and development. However, it is also recognised that there are a variety of parks and reserves which offer different experiences, opportunities and levels of amenity to the community.

The Open Space Strategy identifies four main categories of open space which are:

- Amenity Space: Spaces that serve multiple uses for local communities and visitors and are usually found close to a commercial centre of a settlement and add to local sense of place. For example, Foxton's Ihakara Gardens, Seaview Gardens and Levin's Remembrance Park, and Village Green.
- Neighbourhood Parks: Smaller areas of land that serve as a local community park, playground and/or gathering space. These tend to be used by communities that live within a walkable distance of the park. For example, Maire Street Reserve (Levin) and Hyde Park (Shannon).
- Sports and Recreation Parks: Larger 'flat' green spaces for formal active sports and recreation. These are sometimes defined as domains, sports grounds or sports parks. For example, Playford Park and Donnelly Park (Levin), and the Ohau and Shannon Domains.
- Scenic Reserves: Areas of land that have an ecological value and / or are connected to a natural feature such as a stream, significant vegetation or the coast. Sometimes these spaces lack public access but remain valued through ecological benefit and visual access / importance. For example, Barbers Bush - Himatangi Block Road, Waiopehu Scenic Reserve, Gladstone and Kimberley Reserves.

The level of activity and development anticipated for different types of parks and reserves is provided in a single set of provisions in the Open Space Zone. Council administers the Reserves Act 1977 with respect to the parks and reserves it owns and manages. Most of the parks and reserves have an individual Reserve Management Plan which sets out the overall expected uses for each public space. As well as individual Reserve Management Plans, Council implements a Parks and Reserves General Policy document. Jointly these Council documents guide decision making with respect to activities and development taking place on Council owned and managed parks and reserves. The guidance of these documents under the Reserves Act 1977 will avoid the development of incompatible activities within individual parks and reserves.

4 OBJECTIVE/POLICIES: Open Space and Access to Water Bodies

The Open Space Zone permits active and passive recreation activities in all of Council's parks and reserves. The potential environmental effects of these activities and development are managed through amenity controls such as building height, site coverage and setbacks, noise levels and hours of operation. A greater level of built development is provided for at ten key parks and domains in recognition of their role as providing for active recreation facilities which require a larger extent of building compared to neighbourhood reserves, scenic reserves or amenity gardens.

Most Council parks and reserves are situated within residential areas. However, there are also a few rural domains, as well as scenic reserves which are located alongside water bodies or other natural features which are surrounded by rural land. In urban areas, the proximity of residential properties to most urban parks and reserves is recognised, with interface controls to manage the potential incompatibility effects. Any future resource consent considerations will need to assess effects on the established residential amenity that adjoins or is in proximity to the park or reserve. The extent of residential area affected will depend on the type and scale of activity proposed.

Stormwater runoff and the contaminants/sediments it contains affect the life-supporting capacities of the District's water bodies and nature and extent of flooding. Providing for stormwater management in the form of storage and detention areas on open spaces is an effective way to managing peak stormwater flows during stormwater events as well as the quality of the discharge of stormwater into water bodies.

Temporary activities are an important use of many parks and reserves, and are therefore provided for in the Open Space Zone. Temporary activities are of short duration and typically have limited effects on the immediate area. The establishment and operation of non-recreation activities are managed to ensure they do not detract from the character and amenity of the open space and adjoining area.

Methods for Issues 4.1 & Objective 4.1.1

District Plan

- Identify Council's parks and reserves as Open Space Zone.
- Provide for the incorporation of privately owned open spaces within the Open Space Zone where sought by the landowner, and where the qualities of an open space are consistent with the outcomes expected within the zone.
- Rules to enable all recreation activities and associated facilities to establish and operate, subject to amenity and building controls.
- Rules to apply to boundaries with the Residential and Rural Zone to manage amenity and minimise reverse sensitivity effects.

Reserve Management Plans

- Council will manage the District's parks and reserves through the preparation, administration and review of Reserve Management Plans.

Council's Open Space Strategy

- Identify the recreation, character, ecological, amenity and other special values for each Council park and reserve.

- Identify and prioritise recreation development projects and long term goals for the Open Space network.

Long Term Plan

- Council will use the Long Term Plan to prioritise the development of new, and upgrades to, parks and facilities to maintain the range of recreation activities and respond to changing recreation demands.

A combination of methods are necessary to utilise Council's parks and reserves in a way that meets the community's recreational needs and minimises environmental effects on the open spaces and adjoining properties.

Financial and strategic decision making through use of the Open Space Strategy in conjunction with the Long Term Plan process will prioritise resources and actions.

The Open Space Zone recognises the value of Council's parks and reserves, and where appropriate, may also include privately owned open spaces. The regulatory framework provides certainty on the use, development and protection of recreation activities. The Open Space Zone sets thresholds on the nature and scale of development that can be tolerated within the parks and reserves and relationship with adjoining residential properties. Resource consents are required when amenity and building thresholds are exceeded, or where non-recreation activities are proposed, for example a permanent commercial activity, or a new community facility. Temporary activities, such as community events are permitted, subject to compliance with the relevant standards in the same way as they apply to other zones across the District. This process allows a commensurate level of assessment to understand whether the proposed development is appropriate in context.

Issue 4.2 ACCESS TO WATER BODIES

Maintaining and enhancing public access to water bodies and the coast is highly valued by the community. However, in maintaining and enhancing this public access, the operational requirements of adjoining landowners and landowner rights may be compromised, or the other qualities of the water bodies and their margins including natural character, ecological values, sensitive cultural sites and areas, and hazard risks may be degraded.

Issue Discussion

Public access to and along water bodies is a significant issue, as limited access can constrain the recreational opportunities and use of water bodies and their margins. However, in providing for this access, care needs to be taken to ensure it is in a form that does not adversely affect the operational requirements of landowners, such as farming operations or hydro energy generation activities, as well as degrading the natural character or ecological values, ecological values or cultural values of the water bodies and their margins.

The pressure and reasons for public access varies for different water bodies throughout the District. Public access to some water bodies is highly valued and sought after for fishing or kai moana purposes, while swimming and other water sports are valued for other water bodies. Currently, there is a relatively limited connected network of margins along rivers and streams, therefore, walkways and other pursuits along the length (including parts) is not

undertaken, but is a desired outcome for the major rivers and streams. In addition to these public access benefits, esplanade areas are recognised to have other benefits, such as maintaining riparian vegetation and habitats (maintains aquatic habitats) and managing effects of natural hazards (flooding and river bank erosion).

Notwithstanding these benefits, creating public access to and along water bodies can adversely affect the values for which public access is sought. For example, subdivision of land on the edges of rivers, lakes and the coast leads to intensified settlement that in turn can detrimentally affect the natural character or ecological values of the riparian areas and potential conflict could arise between recreational uses (for example, swimming and motorised water sports). In addition, as many of the rivers and streams are within rural areas, public access could compromise or raise expectations about the operational requirements of rural land uses, such as maintaining or removing vegetation.

The relationship that Māori have with water bodies (and their margins) is to be recognised and provided for when considering the maintenance and enhancement of public access networks to and along lakes, rivers and other water bodies in the district. It is important that public access does not take place in a manner which degrades cultural value of sites of significance to Tangata Whenua, and where this might be the case, consultation is undertaken with them with respect to the creation of public access, particularly in respect to Waipunahau (Lake Horowhenua). No esplanade requirements apply with respect to Waipunahau (Lake Horowhenua), as it is already surrounded by a strip of land in Māori ownership, as is one side of Hokio Stream which drains the lake.

Objectives & Policies

Objective 4.2.1 Public Access to Water Bodies

Maintain and enhance public access to and along the coast, rivers, lakes and streams, at appropriate locations while preserving the natural character, cultural values and other values of these water bodies and their margins, and where the need for the protection of sites and areas of significance to Tangata Whenua is taken into account.

Policy 4.2.2

Prioritise the needs for public access to water bodies with significant natural/ecological, natural hazards, recreational/access values.

Policy 4.2.3

Require esplanade reserves or strips along the coast and identified rivers, lakes and streams that are considered of significant value in the District.

Note: Refer to Schedule 12 which identifies Priority Water Bodies in the District.

Policy 4.2.4

Consider esplanade strips as appropriate along the margins of other water bodies not identified for their significant values where they would achieve the purpose of:

- Contributing to the protection of conservation values;
- Enabling public access; and/or

- Enabling public recreational use, where the use is compatible with conservation values.

Policy 4.2.5

Recognise the creation of a network of esplanade reserves along water bodies of significant value is a long-term objective, and short-term arrangements may need to be made to manage esplanade reserves in isolated areas.

Policy 4.2.6

Consider the reduction in width or waiver of the esplanade reserve or strips requirements where:

- The reduced width still provides for the use and enjoyment of the area;
- The purpose for the esplanade area can still be achieved;
- The creation of the esplanade area would adversely affect the natural and ecological, values of the water body and its margins;
- The creation of the esplanade area would adversely affect sensitive sites or areas of significance to Tangata Whenua;
- The taking of an esplanade reserve or strip would be unlikely to be of value in terms of enhancing public access in the particular location concerned, even in the longer term.
- Public health and safety is protected;
- Conflicts with other recreational uses are minimised;
- Flooding and other natural hazards are managed; and
- Alternative public access is available.

Policy 4.2.7

Support landowners seeking to create esplanade areas and other open space connections between existing public recreation or conservation reserves, or any isolated areas, by developing partnerships and assisting with information and technical advice.

Explanation and Principal Reasons

Public access to the coast, lakes, rivers and streams is important to the community. The major water bodies have existing public access along parts of their length, particularly near or adjacent to existing settlements. Access to other smaller rivers and streams in rural areas is limited and fragmented. Council has prepared an Open Space Strategy to help guide where and what public access to water bodies is sought. This Strategy has identified water bodies with significant values where creating esplanade reserves or strips are a priority. This Strategy identifies connections along river corridors, along the coast, between the ranges and the coast, connections to the ranges, and along the railway corridor.

The key locations identified are often where new connections allow for greater access to other recreation/conservation opportunities, for example access to the Department of Conservation land and/or existing Council parks and reserves.

4 OBJECTIVE/POLICIES: Open Space and Access to Water Bodies

As land adjoining these priority water bodies is subdivided and developed, formal access can be obtained through the subdivision process. This systematic process allows a District-wide network to be developed over time. Opportunities can also arise through other means in securing public access, such as through land use consents or negotiation and agreement with landowners.

The public benefits gained from enhanced access to water bodies must be weighed against the effects on the values of the water body and their margins, as well as adjoining properties. For example, in rural areas, personal safety and security can be a concern for landowners if public access is created along waterways adjacent to their properties, and in urban areas, loss of privacy can be a concern. In addition, public access could adversely affect the natural values of the water body, such as dune habitats or riparian margins. Where an esplanade area has the potential to contribute to the open space network and provide enhanced connectivity or ecological corridors, the conservation values are to be weighed up against the provision of public access, the management of natural hazards and the aspirations of the landowner. Therefore, proposals involving new public access need to be carefully assessed, and there may be circumstances where reduced or no public access is appropriate.

The appropriateness of providing public access which might affect sensitive sites or areas of significance to Tangata Whenua, or the form of that access, has to be considered carefully in terms of potential adverse cultural impacts. There are sites of particular significance in the vicinity of Waipunahau (Lake Horowhenua) and its margins, which are important to Muaupoko.

It is recognised that developing an open space network is a long term goal. Therefore generating localised and connected esplanade areas (as and when opportunities arise) is a way of achieving this longer term community aspiration. Developing open space areas and connections in partnership with private landowners is encouraged, where landowners seek to provide these opportunities and wish to work with Council or community groups to do so, provided they are consistent with Council's Open Space Strategy.

Methods for Issues 4.2 & Objective 4.2.1

District Plan

- Identify the priority water bodies (coast, lakes, rivers and streams) with significant values (Schedule 12 – Priority Water Bodies, Groups 1 and 2).
- Rules which require esplanade reserves or strips based on priority water bodies (Schedule 12 – Priority Water Bodies, Groups 1 and 2), with ability to reduce or waive the requirement where appropriate.
- Rules which provide for esplanade reserve/strips and access strips to be created appropriate along other water bodies.

Asset Management

- Management of esplanade reserves through the use of Reserve Management Plans.
- Negotiate with private landowners the possibilities for enhanced public access based on the Open Space Strategy.

- Through the Long Term Plan process, Council may consider the provision of additional pedestrian access and walkways for the benefit of both residents and visitors.

Provision of Information

- Council will publicise the location of existing access ways through signage.
- Council will also cooperate with regional initiatives to promote improved riparian management practices.

The methods use a mix of regulatory and non-regulatory tools to maintain and enhance public access to water bodies. The RMA contains specific provisions which place an onus on Council to make provision for esplanade reserves along the coast, rivers, lakes and streams when subdivision is undertaken. This provision is partly to enable the public to gain access to these areas for recreation and general enjoyment and also to assist in the protection of the natural character and values of these areas. Furthermore, esplanade reserves provide for access to waterways for maintenance purposes as well as providing some flood protection to adjoining properties.

Water bodies have been prioritised based on the current and future public access objectives and recognising the values of each water body. Esplanade reserves or strips are required for the priority water bodies, with minimum standards in terms of their width and type. For other water bodies, there is no requirement for the provision of esplanade reserves or strips. However, the provision of esplanade reserves or strips on other water bodies would be assessed on a case-by-case basis.

Non-regulatory methods such as provision of information and negotiating with landowners have been adopted to foster co-operation between the various parties with interests in public access and water bodies.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for open space and access to public water bodies which are anticipated to result from the combined implementation of the above policies and methods are as follows:

4(a) Improved public access to the coast, rivers and lakes within the District, in particular the priority water bodies identified.

4(b) Council's parks and reserves are accessible and provide a range of recreation activities relevant for the community.

4(c) Adverse effects of recreation and other activities undertaken on the parks and reserves have not degraded the character and amenity values of these open spaces.

4(d) Recreation and other activities on the parks and reserves are compatible with neighbouring properties.

4 OBJECTIVE/POLICIES: Open Space and Access to Water Bodies

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5. Coastal Environment

The Horowhenua coast is a relatively short (approximately 35km) stretch of the Lower North Island west coast dune system that extends from Paekakariki to Hawera (120km). The Horowhenua coastline extends from Waikawa Beach at the southern end of the District to just south of Himatangi Beach at the District's northern end.

The coastal landscape of Horowhenua is relatively homogenous, comprising sand beaches, a band of active foredune and more stable dunefields beyond, with damp inter-dunal hollows, sand plains and basins and dune lakes further inland. The coastline is punctuated by estuaries of several rivers and streams, the largest of which is the Manawatu River estuary covering approximately 200 hectares. This estuary is an important estuarine ecosystem particularly for migratory birds and is recognised as a RAMSAR World Heritage Site.

The coastal landscape contains a significant number of archaeological sites and sites of particular cultural value to Iwi resulting from the historical pattern of settlement of the area.

The local coastal areas are of great significance to Māori both spiritually and as a source of food, weaving and carving materials. Over time land use and development activities have reduced the coast's natural values and its ability to provide food and other resources. Coastal resources continue to provide sustenance and identity to coastal Māori. Māori regard the coastal environment as 'baskets of food' providing kaimoana. As a food source, the coast needs to be treated with respect. Sand dunes contain many important cultural sites including middens and urupa (burial grounds) reflecting historical activities. These sites are very significant spiritually to Māori. Inappropriate subdivision, use and development within the Coastal Environment have the potential to adversely affect the values which make the Coastal Environment of such great significance to Māori.

Protected customary rights provide recognition and protection of Māori customary activities, uses and practices that are exercised in the common marine and coastal area. A customary rights order is an order made by either the Māori Land Court or the High Court over an area of the public foreshore and seabed. A customary rights order will recognise a particular activity, use or practice that has been carried out on an area of the public foreshore and seabed since 1840. Each customary rights order will clearly define the type of activity, use or practice, and its scale, extent and frequency. Activities carried out in accordance with customary rights orders are known as recognised customary activities under the RMA. Section 6 of the RMA includes "the protection of recognised customary activities" as a matter of national importance that shall be recognised and provided for when exercising functions and powers under the RMA. Resource consent is not required for recognised customary activities. Of particular importance to Council is ensuring that appropriate access to the common marine and coastal area is available to those with customary rights so that these customary activities can be continued. It is noted that there are parts of the Horowhenua Coastline that are privately owned some of which is Māori customary land or Maori freehold land. The presence of recognised customary activities in coastal areas will directly influence how the Coastal Environment is managed and used.

The soils closest to the coastline are vulnerable to wind and water erosion particularly where they are exposed by the removal of surface vegetation. The natural coastal processes together with hazard events are a constant threat to this dynamic but fragile sand country environment. Due to the generally accreting nature of the Horowhenua coastline, properties along this stretch of coast are most likely to be at risk from inundation, however there are

also potential threats of erosion, sea level rise and tsunami. In addition, properties can experience minor to significant amounts of wind blown sand, which is a particular issue for properties immediately adjacent to the beach.

The RMA places special importance on the sustainable management of the coast. The preservation of the natural character of the Coastal Environment, and its protection from inappropriate subdivision, use and development, is a matter of national importance (Section 6(a)). Due to the differing levels of development and modification, the level of natural character within the Coastal Environment varies along the coastline.

The coastal settlements in the District, particularly Waitarere Beach, Foxton Beach, and Waikawa Beach, have all been subject to significant levels of subdivision and development over the last 10 years. As the level of development increases so to do the demands and pressures placed on the Coastal Environment by residents and visitors.

A number of other resource management plans and policy statements address the sustainable management of the Horowhenua coast. These include:

The New Zealand Coastal Policy Statement 2010 (NZCPS) This is a National Policy Statement and provides guidance on how the RMA's responsibilities should be met. It covers the whole of the Coastal Environment which includes the land influenced by the coast and coastal processes and the coastal marine area (CMA). The CMA includes the foreshore, seabed, and coastal water, and the air space above the water, between the outer limit of the territorial sea, and the line of mean high water springs (MHWS).

National Policy Statement Freshwater Management 2011 sets out objectives and policies that direct local government to manage water in an integrated and sustainable way, while providing for economic growth within set water quantity and quality limits. As the NZCPS also addresses issues with water quality in the coastal environment an integrated and consistent approach towards this is required.

The Proposed One Plan provides an overview of the resource management issues of the region including the coast and sets out policies and objectives that must be adhered to in District Plans.

Reserve Management Plans The Council has, under the Reserves Act 1977, prepared reserve management plans for Council owned reserves within the Coastal Environment. These plans are designed to provide for the use, enjoyment, maintenance, protection, preservation and appropriate development of the reserve land.

It is noted that in managing the coastal environment Council is also required to have regard to planning documents recognised by an Iwi authority where these planning documents have been lodged with Council and also other relevant strategies (e.g. Conservation Management Strategies).

The Extent of the Coastal Environment

The Proposed One Plan includes a policy requirement that local authorities identify the landward extent of the Coastal Environment.

Neither the Proposed One Plan or the NZCPS specify how the inland extent of the Coastal Environment should be determined, although guidance is provided by the NZCPS on the characteristics of the Coastal Environment.

5 OBJECTIVES/POLICIES: Coastal Environment

Council, as part of undertaking a natural character assessment of the Coastal Environment, determined the extent of the Horowhenua Coastal Environment by identifying the extent of where the coastal processes, influences and qualities are significant, or the Coastal Significance Sector as shown in the coastal landscape cross section diagram below.

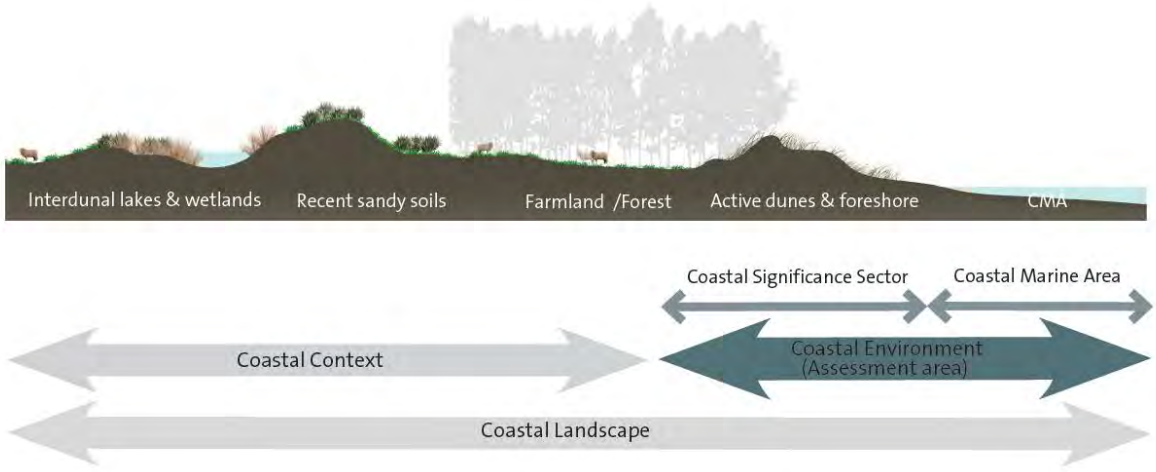

Figure 5-1: Coastal Landscape Cross Section

Issue 5.1 Natural Character of the Coastal Environment

Preservation of the natural character of the Coastal Environment and protection of the Coastal Environment from inappropriate subdivision, use and development.

Issue Discussion

The requirement to preserve the natural character of the Coastal Environment is recognised as a matter of national importance through Section 6(a) of the RMA. Further policy direction is provided on this matter through the NZCPS, which includes a requirement to map, or otherwise identify at least, areas of high natural character.

The Council has undertaken a specific assessment of the Horowhenua Coastal Environment for the purpose of fulfilling this statutory obligation. The assessment divides the Coastal Environment into ten sections and determines the existing level of natural character for each of those sections.

In this context, seven components of natural character were identified and assessed.

- Waterscape
- Landform
- Vegetation/Habitat
- Biodiversity
- Natural Systems and Processes
- Structures and settlements
- Perceptual and Experiential

5 OBJECTIVES/POLICIES: Coastal Environment

In terms of being able to preserve natural character, it is helpful for Council to understand the current level of natural character present.

The dynamic nature of the Coastal Environment combined with its sensitivity to modification can mean that development can significantly alter the level of natural character.

The NZCPS makes a distinction between "areas of the coastal environment with outstanding natural character" and those areas with a level of natural character below outstanding. The natural character assessment identified no "areas of outstanding natural character" within the Horowhenua Coastal Environment, which is reflective of the modifications such as farming or forestry that have occurred. The areas assessed ranged from low to very high, with the NZCPS requiring areas with high to very high natural character to be mapped. The ranking of these areas should be seen as an 'overall average' as there may be parts of the area that have higher or lower natural character. It is important to recognise and understand that 'natural character' is not the same as 'natural features and landscapes' or amenity values which are addressed in Chapter 3 of the District Plan.

It is also recognised that there are several areas within the Coastal Environment where notable subdivisions have occurred or been granted consent. While these areas have a level of natural character, through granting consent the Council has signalled that an additional level of development would be acceptable. A challenge for Council is to achieve a balance between the expectations of private property owners wanting to develop and use their properties and Council's statutory obligations of protecting and preserving natural character in the coastal environment.

Objectives & Policies

Objective 5.1.1 Natural Character of the Coastal Environment

To preserve natural character of the Coastal Environment and avoid, remedy or mitigate the adverse environmental effects from inappropriate subdivision, use and development.

Policy 5.1.2

Identify in the District Plan the landward extent of the Coastal Environment based on the presence of coastal characteristics including the extent of where the coastal processes, influences and qualities are significant (i.e. the Coastal Significance Sector).

Policy 5.1.3

Identify in the District Plan areas with high and very high natural character based on the degree of natural character for following components:

- Waterscape
- Landform
- Vegetation/habitats
- Biodiversity
- Systems and processes
- Structures/settlement
- Perceptual and Experiential

Policy 5.1.4

Identify in the District Plan Outstanding Natural Features and Landscapes within the Coastal Environment and protect these from inappropriate subdivision, use and development.

Policy 5.1.5

Avoid significant adverse effects and avoid, remedy, mitigate other adverse effects of subdivision, use and development on the natural character of the Coastal Environment

Policy 5.1.6

In areas of high and very high natural character within the Coastal Environment, avoid subdivision and development where the level of natural character is reduced, except where there is a significant public benefit and the development has a functional need to be located within the Coastal Environment. Such development should avoid, as far as practicable, adverse effects on the natural character, and where avoidance is not achievable, adverse effects are to be remedied or mitigated.

Policy 5.1.7

Confine urban development in the Coastal Environment to existing settlements and identified growth areas to avoid urban sprawl along the coastal margin.

Policy 5.1.8

Ensure development within the Coastal Environment recognises and respects the sensitive and dynamic landscape, particularly the coastal foredunes in which natural coastal processes dominate.

Policy 5.1.9

Promote and encourage opportunities to restore or rehabilitate the natural character of the Coastal Environment, particularly at the time of subdivision and development.

Policy 5.1.10

Ensure that development within the Waikawa Beach – Strathnaver Coastal Natural Character Area Overlay avoid as far as practicable, adverse effects on the natural character and where avoidance is not achievable, adverse effects are to be remedied or mitigated.

Policy 5.1.11

Ensure that development within the Muhunoa West Forest Park Overlay avoids as far as practicable, adverse effects on the natural character and where avoidance is not achievable, adverse effects are to be remedied or mitigated.

Explanation and Principal Reasons

The Coastal Environment, which immediately abuts the coastal margin, has been accorded special protection due firstly to its susceptibility to modification that has potential to reduce the level of natural character, and secondly the statutory requirements to preserve natural character.

5 OBJECTIVES/POLICIES: Coastal Environment

A natural character assessment of the coast was prepared during the development of this District Plan. The assessment establishes the existing level of natural character for different sections of the Coastal Environment. This assessment would be used to help understand the impact that a proposal may have on the natural character of a particular site or section of the coast.

A significant step in reducing the level of modification and the extent of development in the Coastal Environment has been the identification of growth areas for the existing settlements and the controls used for managing rural coastal subdivision. New settlements along the coast have the potential to open up currently remote areas of the coastline to pressures that would adversely affect the natural character and therefore are to be avoided.

It is recognised that there may be certain activities or forms of development that have a functional need to be located within the Coastal Environment. In these situations it will be important that the effects of such development on natural character are avoided as far as practicable in the first instance. If the adverse effects cannot be practically avoided, then they must be remedied or mitigated.

Rather than apply a directive approach to restoration and rehabilitation of natural character by identifying specific areas, Council has followed an approach that would promote opportunities that arise at the time of subdivision or development.

It is recognised that previous subdivision has created some notable areas within the Coastal Environment. Through the granting of subdivision consent for these developments, Council has signalled that some form of development is likely to be acceptable and potentially a reduced level of natural character. Where the subdivision consent conditions do not adequately control the effects of built development on the natural character of the Coastal Environment (i.e. through a site specific Council approved management plan) it will be necessary for these matters to be given due consideration through a land use consent process. In these situations it will be necessary to recognise the reduced levels of natural character that may exist as a result of subdivisions having been historically approved.

It is recognised that large areas of plantation forest dominate parts of the coastal environment. Although by virtue of usually consisting of exotic species these plantation forests do not directly contribute to the natural character of the coastal environment, the plantation forests have been a significant factor in stabilising active dunefields and creating areas of productive rural land east of the forest areas. The plantation forests have also had the indirect but positive impact, on the natural character of the foredunes through limiting the types of development and activities that occur immediately landward of the foredunes.

Methods for Issue 5.1 & Objective 5.1.1

District Plan

- The Planning Maps identify the extent of the Coastal Environment. This encompasses the sensitive areas where coastal processes, influences and qualities are significant. Rules will be used to apply strict control of activities and development in this area. Buildings, structures and the subdivision (excluding boundary adjustments) of land in the Coastal Environment require full discretionary resource consent.
- In assessing the merits of a proposal requiring resource consent in the Coastal Environment, the issues, objectives, policies and methods contained in this Chapter of the District Plan will apply.

- The Planning Maps identify Outstanding Natural Features and Landscapes, which, due to their contribution to the character and quality of the Coastal Environment and the District as a whole, require protection through rules in the District Plan.

Other Statutory Plans

- Horizons Regional Council administers the Proposed One Plan which includes provisions relating to the coastal foredunes and Coastal Marine Area.
- The Proposed One Plan together with the District Plan provisions provide for the management of the Coastal Environment.

Annual Plan

- The acquisition of reserves (e.g. esplanade reserves, local purpose reserves etc) and associated reserve management plans, will continue to be used to protect and enhance the Coastal Environment.

Other Statutory Mechanisms

- The Historic Places Act, the Reserves Act and the Conservation Act are some of the other relevant mechanisms for managing and achieving protection of specific features, areas and landscapes.

Education and Information

- Council will work with the Horizons Regional Council and the Department of Conservation, Iwi, environmental and community groups, and landowners, where appropriate, to encourage sustainable land use practices in the Coastal Environment, and the district as a whole.
- Council will use design guides where available to assist persons involved in subdivision and land use development in the Coastal Environment. These guidelines will provide advice on how to minimise the environmental effects of development.

Rules are an effective method of ensuring that the scale and character of development is designed in a manner which has regard to the objectives and policies of the District Plan. It is also recognised that there are a range of other statutory and non-statutory methods which can be used to encourage the sustainable management of the coast.

Issue 5.2 Public Access To and Along the Coast

Provision of appropriate public access to and along the coast to maintain and enhance recreational opportunities without adversely affecting the recognised values of the Coastal Environment.

Issue Discussion

The coast is an important recreation resource for the District's residents and visitors. The beaches in the District offer a variety of public access opportunities ranging from vehicle access at Waitarere Beach to more limited pedestrian access at Waikawa Beach. Typically the greater number of access points to the coast exist at the more populated coastal settlements of Waitarere and Foxton Beach.

5 OBJECTIVES/POLICIES: Coastal Environment

The principle of maintaining and enhancing public access to and along the coastal marine area is embodied in the RMA as a matter of national importance, and is also recognised through the NZCPS. Certain activities may prevent the use and enjoyment of the coast by the public. It is important therefore that Council actively manage activities in the area immediately abutting the coastal margin, and promotes activities which maintain existing public access points to the coast, and provide new access points where it is appropriate and they are sensitively designed.

New access to the coast has the potential to result in disturbance to the foredune and coastal marine area. There are a variety of techniques that can be used such as board and chain walkways that can minimise some of the effects of providing access.

While providing for public access to, and along the coast, it is important to recognise that there may be reasons, such as to protect historic heritage or protect sensitive natural areas, where providing such public access may not be appropriate or may need to be restricted.

Although Council owns and manages foreshore and esplanade reserves along the coastline, there remain large portions of the coastline that are in private ownership. Private development adjacent to the coastal marine area has the potential to be undertaken in a manner which could preclude public access to the coast.

While vehicle access to and along beaches such as Waitarere Beach is extremely popular with beach users, it does present the challenge of finding the right balance between allowing vehicles on the beach for recreational purposes and keeping a safe beach environment for beach users. Vehicle access to and along the beaches improves accessibility and supports recreational uses. However, this vehicle access can expose a greater portion of the coastal environment to the misuse of vehicles and associated adverse effects on the coastal environment. Motor bikes and other off-road vehicles can pose a threat to maintaining vegetation within the foredunes when used in sensitive locations or in an inappropriate manner.

Objective 5.2.1 Public Access To and Along the Coast

To maintain the existing level of public access to and along the coast and ensure that any new access is provided in a way that does not adversely affect the recognised values of the Coastal Environment.

Policy 5.2.2

Provide for the maintenance and creation of esplanade reserves, esplanade strips and public access strips to and along the coast.

Policy 5.2.3

Ensure that private development does not preclude the use of the coast by the general public.

Policy 5.2.4

Develop, improve and maintain existing forms of access to the coast that do not adversely affect the recognised values of the Coastal Environment.

Policy 5.2.5

Ensure that adverse effects arising from the provision of existing, new or upgraded public access are avoided, remedied or mitigated particularly on areas with high natural character and areas subject to coastal hazards.

Policy 5.2.6

Where new access to the coast is provided, ensure it is located and constructed so that disturbance to foredunes and adjacent coastal marine area is minimised.

Policy 5.2.7

Ensure that the use of vehicles in the Coastal Environment does not give rise to adverse environmental effects including but not limited to damaging dunes, harming ecological systems and posing a danger to other beach users.

Explanation and Principal Reasons

Whilst providing public access to the coast is recognised as a matter of national importance it needs to be balanced against considering the other values afforded the same status such as preservation of natural character and protection of outstanding natural features and landscapes. In addition, the Coastal Environment is subject to coastal hazards, and it is important the provision of public access does not increase the risk to people and property, or worsen or accelerate the natural hazard risks.

There is already a high level of public access provided to the coast within Horowhenua. The priority is on developing, improving and maintaining the existing forms of access rather than providing new public access points. There will be situations and locations where new access is deemed desirable. The provision of new access points will present the opportunity to consider how access can be provided while minimising disturbance to the coastal foredunes.

The use of vehicles in the Coastal Environment has the potential to result in significant adverse environmental effects. It is important that the use of vehicles is managed in a way that does not adversely affect the recognised values of the Coastal Environment or the safety of other beach users.

Methods for Issue 5.2 & Objective 5.2.1

District Plan

- Subdivision and development within the Coastal Environment will require a resource consent. This consent application will allow for the assessment of the merits of applications with respect to providing new or upgraded access to and along the coast.

Annual Plan

- In addition to setting aside funds for the purchase of reserves, the Council may provide public amenities such as toilets, street furniture and other amenities to encourage the use and enjoyment of the coast.

Education and Information

- Council will work with the Horizons Regional Council and the Department of Conservation, Iwi environmental and community groups, and landowners, where appropriate, to encourage sustainable land use practices in the Coastal Environment, and the District as a whole.

Issue 5.3 Coastal Hazards

Identification of the extent of the Coastal Environment potentially affected by coastal hazards, and manage subdivision, use and development in the areas at risk.

Issue Discussion

Some activities have the potential to worsen the risk or consequences of coastal hazards or can compromise the function or maintenance of landforms or structures designed to mitigate the effects of coastal hazards. Examples include earthworks that undermine the effectiveness of the foredunes to act as a natural form of defence or the construction of hard structures such as sea walls that can adversely change the level of hazard impact on the adjoining properties.

Subdivision and development can be directly affected by a hazard event. Risks associated with tsunami, sea level rise and climate change are relevant to every coastal environment including the Horowhenua. Areas that are potentially affected or at high risk need to be identified and the effects of natural hazards avoided or mitigated.

The coastal environment is subject to a range of natural hazards that have potential to adversely affect people and properties within the coastal environment. To provide for the wellbeing and safety of people and communities, it is imperative to identify and minimise the risks from such hazards by avoiding development from these areas, or mitigating the risks through design and siting.

Coastal hazard risks are projected to increase as an effect of climate change which is expected to cause future changes in sea level and coastal processes. In areas of the coast where accretion currently occurs, sea level rise could eventually cancel out or even reverse this trend. Given the uncertainties with the rate of sea level rise it is necessary to take a precautionary approach to coastal hazards.

The NZCPS provides direction on managing the coastal edge in a way that recognises the potential effects of climate change. The NZCPS promotes the restoration of natural defences, such as dunes and coastal vegetation, against hazards. Maintenance and protection of the naturally functioning dune buffer is an important component for protection of the coast.

With a generally accreting coastline, hard protection structures are not common within the Horowhenua Coastal Environment. The most notable hard protection structure is the sea wall at Foxton Beach. Hard protection structures while proving to be effective in controlling the effects of erosion, can have negative impacts on the environment and community. Hard protection structures often hold the shoreline seaward of its natural location resulting in the loss of a dry beach above the mean high water mark, resulting in reduced natural character and amenity. The presence of hard protection structures can also increase the effects of erosion on the land immediately adjacent to the end of the structure. Where such structures

exist they are likely to face further challenges and costs associated with maintaining the structures as a result of pressure from the effects of climate change.

Objective 5.3.1 Coastal Hazards

Avoid or mitigate subdivision, land use and development in the Coastal Environment where it is subject to natural hazards. Where land use and development occurs in the Coastal Environment, ensure that it does not worsen the risk of occurrence or the severity of coastal hazards or compromise natural hazard protection or mitigation works.

Policy 5.3.2

Identify in the District Plan the extent of the Coastal Hazard Area.

Policy 5.3.3

In areas subject to Coastal Hazards, ensure new subdivision, use and development are located and designed to avoid or mitigate the effects of natural hazards, unless there is a particular functional need for a use or development to locate in an area subject to significant risk.

Policy 5.3.4

Ensure that the use and development of land does not accelerate or worsen any material damage from coastal hazards to that land, other land or structure, or the risk of occurrence or the severity of coastal hazards.

Policy 5.3.5

Ensure that new development within the Coastal Environment, particularly adjacent to the beach, recognises the potential for windblown sand to move from the beach inland (often from public land to private land) as part of the normal coastal processes that occur in this location.

Policy 5.3.6

Encourage the protection, restoration and enhancement of natural defences such as beaches, dunes, coastal vegetation, estuaries, wetlands and intertidal areas, where these protect coastal land uses from coastal hazards.

Policy 5.3.7

Ensure that environmental and social costs are recognised and considered at the time of assessing any application for hard protection structures to protect private property from coastal hazards.

Explanation and Principal Reasons

Buildings and structures in the Coastal Environment are potentially prone to coastal erosion, inundation, tsunami and sea level rise. However it is recognised that some buildings and structures benefit the community and have functional need to be located near or immediately adjacent to the beach. Development in the Coastal Environment can also adversely affect other values such as landscape and natural character. These values need to be balanced

when considering the merits of a particular development proposal. Therefore specific requirements apply to manage buildings and structures in the Coastal Environment to assess the range of issues.

Although developing close to the coast can provide sea views it can also mean that buildings and property are prone to a certain amount of windblown sand being transported from the beach inland. This issue is seen as part of the natural coastal processes that occur in this location and should be reasonably expected by those living there.

Methods for Issue 5.3 & Objective 5.3.1

District Plan

- Identification of a Coastal Hazard Area on the Planning Maps areas subject to coastal hazard risk.
- Rules to control subdivision and development within identified areas subject to coastal hazard risk to avoid or reduce the potential adverse effects of natural hazards.
- Subdivision and development within the Coastal Hazard Area will require resource consent. This requirement will allow for the assessment of the merits of applications with respect to coastal hazards and recognition of the effects of natural coastal processes and consideration of other values.
- Where there are significant risks from coastal hazards (inundation, erosion, sea level rise and tsunami) that have not yet been identified in the District Plan, subdivision will be controlled in these areas through Section 106 of the RMA.
- Require consent applications within the Coastal Environment for hard protection structures to recognise and consider the environmental and social costs.
- Require subdivision and land use consent applications within the Coastal Environment to address the impact on natural defences (such as beaches, dunes, coastal vegetation, estuaries, wetlands and intertidal areas) that protect coastal land uses from coastal hazards.

Building Controls

- Apply Sections 71 and 72 of the Building Act 2004 to control inappropriate development of land subject to a natural hazard.

Horizons Regional Council and Proposed One Plan

- Rules in the Proposed One Plan relate to activities in the bed of lakes and rivers, for land use activities in the coastal marine area, coastal foredune and erosion protection works that cross or adjoin mean high water springs.

5 OBJECTIVES/POLICIES: Coastal Environment

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for the Coastal Environment which are anticipated to result from the combined implementation of the above policies and methods are as follows:

5(a) The natural character of the Coastal Environment is preserved;

5(b) The Coastal Environment is protected from inappropriate subdivision, use and development and any adverse environmental effects caused by development are avoided, remedied or mitigated.

5(c) The protection and enhancement of historical and cultural values, including Tangata Whenua spiritual values (taonga raranga) associated with their ancestral lands including the coast.

5(d) Public access to the coast is provided in appropriate locations and in a manner which minimises the disturbance to the foredunes while private access tracks to the coast are avoided.

5(e) Outstanding natural features and landscapes within the Coastal Environment are protected from inappropriate subdivision, use and development.

5(f) Activities or structures in the Coastal Environment do not accelerate or worsen any material damage from coastal hazards or reduce the effectiveness of measures which serve to mitigate the effects of coastal hazard events.

5(g) Subdivision, development and use within the Coastal Environment where it is subject to natural hazards avoids or mitigates the effects of coastal hazards.

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6. Urban Environment

The urban environment of the Horowhenua District is comprised, in its main larger settlements (Levin, Foxton, Foxton Beach, Waitarere Beach and Shannon) and the smaller settlements (Mangaore Village, Tokomaru, Hokio Beach, Waikawa Beach, Ohau and Manakau). The urban environment is made up of the Residential, Commercial and Industrial Zones, as well as parts of the Open Space Zone.

Each of the settlements developed at different times in the District's history and for slightly different reasons. Each settlement is profiled below (from north to south of the District):

Tokomaru

Tokomaru is a small service centre serving its surrounding rural area. Growth has been experienced in recent years as a result of Tokomaru's relatively close distance to Palmerston North and its attraction as a small community offering a semi-rural lifestyle.

Tokomaru has a reticulated water supply and a reticulated community sewerage system. The settlement has large sections with wide streetscape and a strong sense of being close to the surrounding rural area. There is serviced land available for a limited extent of additional development within the settlement should demand grow.

Shannon

Shannon historically developed as a centre of settlement and employment based on the railway line. The town has hosted significant local industries including a dairy factory and fellmongery/tannery. As trends in farming have changed and rail activity has declined, economic activity in the town has declined. Recent new economic activity has been largely in smaller-scale local manufacturing and re-vitalisation of retail activities. Census of population statistics indicate that the town's population grew steadily since the 1930's but has generally been declining since the mid-1980’s.

The town has reticulated water supply and sewerage systems. Residential development is set out within a framework of grid-pattern streets and is low-medium density with a distinctly urban streetscape including wide grass berms, footpaths, streetlights, and drains. Residential buildings are generally low in height and density and follow a one-dwelling-per-section pattern.

Commercial and retail activity is centred around the shopping centre close to the railway station. There is an area of traditionally industrial development west of the railway line and separate from the balance of the town.

There are substantial areas, within the historical town boundary, which remain undeveloped for residential purposes. The result is a patchwork of open and "green" spaces within the residential area. This, together with generous open space in public parks, schools, and unformed roads, gives the town the sense of a low intensity of built development. There is land available for future development although localised surface-water ponding makes some of these areas less attractive without specific engineering design.

Mangaore Village

The village was developed between 1922 and 1975, by the former New Zealand Electricity Department, and provided staff accommodation for the construction and operation of the Mangahao hydro-electricity power station project. The village is no longer administered as a "project" town. Land in the village is now available to the open market.

The village has its own reticulated water supply and sewage disposal, public parks, recreational facilities, mixed residential density, and narrow roads which combine to give Mangaore its unique "village" character.

Foxton (Te Awahou)

Historically, the wider Foxton area was an area covered in thick bush and flax swamps. The Foxton locality, situated beside the Manawatu River was a convenient central point for the historically-busy waterway. The Government constructed a tramway between Palmerston North and Foxton in 1873 together with a wharf on the river bank. The tram line was later extended to Longburn, then Sanson. The settlement was an important stop for coach services on the early main road to Wellington with a ferry crossing of the river.

Up until about 1880, the main source of income for the area was timber and all freight from the Manawatu area was shipped from Foxton's riverside port. As a centre of economic activity, the town grew steadily. The population was estimated to have been in the order of 290 people in 1874; 563 in 1878; and 733 in 1881. Development of the hemp industry, based on the flax growing on the surrounding coastal plain, meant the town grew more rapidly and was declared a borough in 1888. Foxton was named after Sir William Fox.

The town has a strong legacy of history from this early period of European settlement, reflected in local architecture and special sites, which is a key feature of the town's current commercial area development and image and refurbishment of early period houses.

The town's growth slowed through the early part of the 20th century as use of the railway line, away from the town, meant a decline in shipping and the town's central transportation role. Population grew steadily but slowly through the period 1936 to 1966 (population peaked then at 2,819). Since this time, the population was relatively stable, but with the loss of some major industrial activities, the population has started to decline. Notwithstanding this population decline, a limited amount of residential development continues to occur.

Today the town is a service centre for the immediately surrounding rural area, which supports a number of rural based activities, notably those associated with the racing and poultry industries. Foxton is also a service centre to the beach settlement of Foxton Beach and is the site of Manawatu College which serves Foxton and the surrounding area.

Manufacturing has been and continues to be important to Foxton's economy. There are several medium-scale manufacturing, engineering, and food processing businesses in the town's industrial area.

Residential development is of low-medium density (averaging between 600 and 900m^2 section size) in a reasonably compact form based on a grid-pattern street layout. Residential streetscape is low-density, open, and "green" with wide grassed berms, generous public open space, a rural backdrop, low building height, and predominant one-dwelling-per-section pattern of development. The town has reticulated water supply and sewerage systems. There remains land available for moderate additional growth within the settlement.

Foxton Beach (Te Wharangi)

The early development of Foxton Beach is related to the river and coastal transportation of timber and hemp and other agricultural produce from the Manawatu which saw the development of Foxton. Post-war, the beach settlement has developed as a holiday destination and this trend has continued on, particularly in recent years, and Foxton Beach now supports a high proportion of holiday homes and baches.

Population growth has fluctuated but was rapid between 1966 (700 residents) and 1981 (1,000 residents). Although Foxton Beach remains predominantly a holiday and retirement township, it is also a dormitory "suburb" for Foxton and Levin and the proportion of retired people compared to younger age groups has reduced over time. The settlement's population and numbers of houses have grown steadily when other small towns have declined.

The settlement has a broad range of community facilities and public open space areas. Residential development is low-to-medium density (averaging 900 to 1,000m² section size) which results from the need, early in the settlement's development, to maintain sufficiently large sections to enable on-site disposal of sewage. Foxton Beach is now serviced by reticulated water supply and wastewater systems.

Streetscape is generally very open, with wide roads and grass berms incorporating "vee"-drains. Building height is generally low. Building quality and age is highly variable reflecting the settlement's growth as a seasonal holiday destination. The landscape is generally flat, with some variation where coastal sand dune formations have been retained, and distinctly coastal with the vegetation and sand blow reflecting the coastal situation.

Waitarere Beach

Waitarere Beach has developed as a coastal settlement with a high proportion of semi-permanent or seasonal holiday residents in baches. More recently, the settlement's population has become more permanent-resident due to its appeal as a retirement location and that it is within reasonable commuting distance of Levin, Foxton and Palmerston North. There are still a large number of holiday homes and two camping grounds. The settlement has an overall linear shape, spread along three principal streets parallel to the coastline, with medium-density residential development on a grid-pattern of streets between those three principal feeders.

The settlement has a reticulated sewerage system. Water supply is from individual roof supply and groundwater bores. There are some areas of undeveloped land available for future residential development although the extent of future development may be constrained unless sufficient water supply and wastewater disposal can be guaranteed. The streetscape is urban, with formed and sealed carriageways and footpaths, wide grass berms, and streetlights. The landscape is generally flat behind the dune formations along the coastal margin and is distinctly coastal with considerable sand blow and coastal plants.

Levin (Taitoko)

Levin is a rural service town for its surrounding agricultural and horticultural area. Its location on the main north-south highway and North Island Main Trunk Line secured its strategic role, historically, in the District. The town developed as a significant area of manufacturing and industry until the mid-1970's as a result of a combination of the available labour force and land and access to national transport arterials. Since that time, changes in the national economy and a general shift of population and economy to the north of the

North Island have combined to erode Levin's traditional economic edge as a location for manufacturing industry. In spite of some economic decline after this period, the town's population has continued to grow slowly. Levin remains the administrative, cultural, social and recreational centre for the District and for the increasingly-diversifying rural economy surrounding the town.

The town has substantial areas of land developed for industrial manufacturing purposes, a distinct commercial core (centred on Oxford Street - the main highway), and urban residential areas. The town is collectively contained within a relatively compact shape adjacent to Waipunahau (Lake Horowhenua). Standards of road design in both industrial, commercial, and residential areas give the streetscape a formal, built, urban appearance (with sealed carriageways and footpaths, formed and grassed berms, streetlights, and kerb and channel). Streetscape in residential areas is softened by the grassed berms and occasional tree planting in berms.

The town has reticulated water supply and sewerage system and stormwater disposal from commercial and industrial areas and roads. Density of residential development is medium (average section size between 400 and 600m²).

Hokio Beach

The settlement extends along the narrow valley of the Hokio Stream which discharges surplus waters from Waipunahau (Lake Horowhenua) out to sea. On the northern side of the stream mouth was Te Ua-mairangi, a high grassed hill on which stood the first of the tall carved posts (pou rahui) that defined the boundaries of the Mua-Upoko territory. One of the lagoons connected with the hydrographic system of Waipunahau (Lake Horowhenua) - Pakau-hokio, translates to "the wing of the Hikoi". Hokioi (Harpagornis moorei) was a great bird of prey and it is thought that a breeding ground for the bird was located on the rockfaces of the Tararuas directly opposite Hokio.

The topography in this area is low-lying and surrounded by relatively young and unstable sand dunes. The nature of the coastal geology and location at the mouth of the Hokio Stream have confined the size of the settlement and high ground water means that surface-water ponding is a potential constraint on further development within the settlement.

Historically, the high water table was more of an advantage than a constraint for Māori, who dammed areas to enable wider transport by waka. Like other rivers and streams along the coastline, the Hokio Stream was used by Māori and pakeha settlers alike for loading, unloading, and the building of boats. Every 10 miles or so accommodation houses provided a place for the coach service to change horses and for passengers to refresh. The Hokio Accommodation House, was the largest of such houses along the Kapiti coast and provided an important link between colonial society and the Māori inhabitants of the immediate coastal area for trading and hospitality.

The settlement has developed as a beach holiday destination with a landscape character derived from the high proportion of baches, close proximity to the beach and sand soil, and coastal sand vegetation, with narrow roads and unformed berm areas. Water supply and sewage disposal are provided independently on each site. Average section size is therefore medium-large.

Ohau

Ohau, at a cross-roads on the main north-south highway, has developed as a low-density rural township. Residential sections, mostly located west of the highway, are larger than

1,000m² in area. In recent times, there has been an increase in residential and rural lifestyle development surrounding Ohau, which has changed the character and context in which Ohau is located.

The settlement has a school serving the immediate rural area and limited commercial activities (cafe, vehicle workshop) at the highway cross-roads. Underpass access for pedestrians connects the local school, east of the State Highway, with the residential area. The character and landscape of the township are distinctly low-density and semi-rural within the context of a flat, pastured, surrounding rural plain. Water supply and sewage disposal are generally provided independently on each site, with a limited reticulated water supply from Levin (although the quantity of water available is restricted and provides no fire fighting capacity). The settlement is largely a dormitory location for people employed in Levin who seek a semi-rural life-style.

Waikawa Beach

Waikawa Beach is one of the smallest beach settlements along this part of the Manawatu-Wanganui coastline. The settlement is compact in form, with development following grid/pattern streets which stretch for a short distance parallel with the coastline but set back behind the coastal foredune area at the mouth of the Waikawa River. Development has been predominantly of a holiday home and bach nature reflecting the settlement's seasonal holiday character. There has been some recent rural-residential development to the south and south-east of the settlement in the mid-late 2000s. Streets are narrow and the landscape/streetscape is distinctly coastal estuarine with a low-density of built development. Water supply and sewage disposal are provided independently on each site.

Manakau

Manakau developed, historically, as a centre close to the North Island Main Trunk Railway line then the main north-south highway. The small community is located east of the railway line and is characterised by low density of development in a semi-rural setting. The settlement's landscape character has a strong garden component with substantially-planted grounds around dwellings and wide grass berms either side of narrow roads. The settlement has a compact form, developed about a natural hill, which adds aspect and outlook to local character. There has been some recent rural-residential development to the south and south-east of the settlement in the mid-late 2000s.

The residential settlement is separated from the State Highway by underpass access beneath the railway line and a level crossing. Water supply and sewage disposal are provided individually on each site. The community's school and local hotel are located on flat land close to the railway line. The railway station area is dominated by the bulk lime fertiliser depot which established there many years ago. There are some residential and commercial properties spread out along the western side of State Highway 1.

Issue 6.1 OVERALL FORM, ACTIVITIES AND SERVICING OF URBAN SETTLEMENTS

Sustainable management of urban settlements and particularly:

- The form, shape, and location of urban development;
- The infrastructure services necessary to sustain urban communities;

- Natural factors which constrain the development of urban settlements (e.g. natural hazards);
- The mix of facilities, activities, and services that each community needs/wants and which enable urban settlements to function as vibrant and attractive urban communities;
- The efficient use and development of natural and physical resources.

ISSUE DISCUSSION

In 2007/08 the Council completed the Horowhenua Development Plan and this was formally adopted as Council policy in July 2008. The purpose of this Development Plan was to provide the strategy to direct the future subdivision and development in the district for a 20 year planning period.

The Development Plan reflects the Council's desire to provide a proactive framework for managing growth in the future.

For the urban environment, the key features of the Development Plan include:

- Defines the location of different types of development clearly so its effects (positive and negative) can be better planned for.
- Encourage a range of housing types and living environments (e.g. townhouses) in specific locations and with a community based format to better meet changing needs;
- Increase density within settlements in defined locations focused around existing town centres to better utilise existing urbanised land and minimise future infrastructure costs;
- Place less emphasis on ad-hoc infill throughout residential neighbourhoods to avoid loss of residential amenity;
- Assist business and employment opportunities by providing new locations for growth;
- Limit development to where infrastructure can be readily expanded/upgraded, has good accessibility to transport connections and will avoid areas of natural hazards;
- Avoid ad-hoc spread of rural-residential development by identifying suitable locations for it and manage the efficiency of it with a new "greenbelt" residential format.
- Avoiding fragmentation of urban growth areas to provide for integrated and efficient land use in the long term.
- Protect the natural character of the coastal environment by limiting the expansion of settlements.
- Recognise the significant contribution of the natural environment – hills, rivers, lakes and coast - and heritage as essential elements of the District's identity.

The Development Plan details an implementation action list which will be progressively implemented, and includes actions such as changing the District Plan. The key contribution of the District Plan to the wider planning process is to provide an appropriate regulatory framework for managing urban growth.

It is recognised that, while the Development Plan significantly underpins the planning approach set out in the District Plan, changes in knowledge or other circumstances since the Development Plan's adoption will also be integrated into the District Plan as appropriate.

6 OBJECTIVES/POLICIES: Urban Environment

Objectives & Policies

Objective 6.1.1 Overall Form, Activities and Servicing of Urban Areas

Sustainable management of the District's natural and physical resources used and developed for urban purposes; and

Achievement of an appropriate mix of infrastructure services, and a range of urban activities to enable the District's settlements to function as vibrant attractive communities.

Policy 6.1.2

Ensure that there is sufficient serviceable urban land available to meet anticipated future urban growth demands.

Policy 6.1.3

Define the geographic extent of the District's urban settlements.

Policy 6.1.4

Ensure that all developments within the urban settlements provide:

- Water supply suitable for human consumption and fire fighting;
- Facilities for the collection, treatment, and disposal of sewage and other wastes in a manner that maintains community and environmental health;
- For the collection and disposal of surface-water run-off in a way which avoids worsening any localised inundation; and
- The ability to provide an energy supply, whether this is through connecting to a secure electricity or gas supply, or through an alternative method generated on-site.

Policy 6.1.5

Identify land suitable for new urban development and progressively rezone this land to facilitate development.

Policy 6.1.6

Prevent urban development in the rural environment outside of the identified urban growth areas.

Policy 6.1.7

Avoid the cumulative effect that incremental subdivision and consequent fragmented land ownership can have on the ability of the identified urban growth areas to provide for the future supply of land for urban development.

Policy 6.1.8

Manage subdivision and development within the identified urban growth areas by way of a Structure Plan in the District Plan to ensure a structured and integrated pattern of development, with the environmental qualities of the land provided for and sustainably managed.

Policy 6.1.9

Ensure that staging of development in the identified urban growth areas is efficient, consistent with and supported by adequate infrastructure and that development is otherwise deferred until the required upgrading of infrastructure has occurred.

Policy 6.1.10

Allow all permitted rural activities to continue in the identified urban growth areas until urban development occurs.

Policy 6.1.11

Allow new activities and development to connect to existing water and wastewater infrastructure where there is adequate capacity to be shared between existing users and future needs of the development.

Policy 6.1.12

Allotments that are not serviced by an off-site wastewater disposal system are to be of an adequate size to ensure that the proposed land use can operate and maintain appropriate on-site effluent and waste water treatment systems.

Policy 6.1.13

Ensure new activities and development adequately compensate for their impact on existing services, water and wastewater infrastructure through a contribution to ensure service delivery to existing users is not adversely affected.

Policy 6.1.14

Ensure new activities and the development design contributes to the provision and standard of reserves and open space amenity to meet the needs of the community.

Policy 6.1.15

Avoid, remedy or mitigate the adverse effects of new development and activities on the safe and efficient functioning of the existing and future roading networks.

Policy 6.1.16

Recognise the demand for smaller residential units, and provide for this type of housing through infill subdivision development in existing urban settlements, including Levin, Foxton, Foxton Beach, Shannon and Waitarere Beach, in a way that maintains the residential character and a high level of residential amenity.

Policy 6.1.17

Provide for the efficient use and development of existing urban settlements through intensification and redevelopment, including medium density residential development in identified areas, infill subdivision and reuse of commercial/industrial premises.

Policy 6.1.18

Enable the establishment and operation of a wide range of activities within the urban settlements whilst avoiding, remedying, or mitigating any adverse environmental effects, and conflicts between incompatible urban activities and environments.

Policy 6.1.19

Ensure adequate provision and maintenance of public open space to meet the passive and recreation needs of the community.

Policy 6.1.20

Ensure adequate provision and maintenance of civic buildings to meet the cultural, administrative and social needs of the community.

Explanation and Principal Reasons

The extent of urban zoning on the District Plan's maps reflects the current size of the settlements. The policies and methods are designed to facilitate the change of existing rural land to urban use in the identified areas for each settlement. The identified growth areas are based on an evaluation process and community consultation, and they provide greater direction and integrated management of the growth areas to manage the effects from this future development.

A Council led Structure Plan process provides for a comprehensive approach to manage the overall framework for the identified growth areas, in particular, the location of key infrastructure, roads and open space. Subdivision and development are required to be undertaken in accordance with the Structure Plan to ensure efficient use of the land and physical resources. Subdivision and development should be avoided prior to any Structure Plan being adopted to avoid the long term future of the growth areas being compromised. Where upgrading of infrastructure is required to facilitate development, a series of deferments will enable a stage provision of these services, rather than create a false expectation that all areas will be immediately available for development.

Existing community water and wastewater reticulation services have capacity constraints. As new development connects into the existing reticulation networks, the extra demand cumulatively reduces any surplus capacity, and could result in the inefficient use of this physical resource. Where a system has reached its capacity, or where new infrastructure is required to service the growth areas, it is reasonable for developers to contribute towards of the cost of this infrastructure, either directly or through contributions.

Where urban areas have no reticulated servicing infrastructure, the growth areas are to be self-sufficient. At the time of subdivision and development, it is the responsibility of the developer to ensure the activity or development can adequately service the growth areas, such as individual or communal water supplies and wastewater treatment and disposal. It is important these systems are self-sustainable, reliable and do not adversely affect the environment, in particular, water bodies.

The road network is also an important part of the District's infrastructure. Its carrying capacity and safety can be adversely affected by new activity. Therefore, when new or upgraded roading is required to service the subdivision and development, contributions may also be necessary.

Open space, recreation facilities and the reserves network are currently provided for throughout the District to meet the needs of the community. New development and activities can place increased pressure on these existing facilities when they increase the number of users of this resource. Establishment of new residential areas may require the provision of new neighbourhood reserves to meet the recreational needs of the increase in population in these locations.

The historically low density pattern of the District's residential areas has narrowed the range of housing options across the District, enabled a greater area of urban footprint, and therefore a heavy reliance on the private motor car for mobility to/from home, work, school, and recreation.

The demand for smaller residential properties is anticipated to grow as the District responds to the increasing older population. Providing a range of lifestyle opportunities within the District enables people to continue to live in their communities as they 'downsize' from larger family properties to smaller properties with less maintenance.

Infill subdivisions and more intensive forms of residential development are a way of more efficiently utilising residential land and resources within existing settlements. This type of development produces a different residential amenity compared to a standard residential density (for example 800m²) or larger residential lots (for example 2,000m²). Smaller residential lots sizes (for example 350m²) appear compact with less open space separating each new dwelling, and a higher proportion of hard-surfacing as a result of parking and the internal circulation areas. In comparison, standard residential density and larger residential lot areas have one dwelling per residential property and properties are defined by spaciousness (green space, garden, boundary setbacks and curtilage) and the proportion of house to lot size (site coverage) appears lower.

The District Plan makes provision for more intensive forms of residential development (called 'medium density development') in Levin, Foxton Beach and Waitarere Beach, based on specific locations identified in the Horowhenua Development Plan. The density of this 'medium density development' in the Horowhenua context are sites between 225m² - 350m² and accommodate smaller detached or semi-detached (duplex) dwelling units. In summary, the areas identified for medium density development in the aforementioned settlements are in close proximity to existing or partially created community focal points. The benefits of providing for medium density development in these particular areas allow a more intensive residential activity to support the immediate town centre/focal point, and allow for a transition out to the standard/lower density of the established residential areas. However, it is recognised some sites may be constrained in being developed for medium density purposes due to their size, shape, topography and servicing requirements, particularly in Waitarere Beach.

The District Plan also clarifies the status of everyday activities which are necessary to sustain the economic and social needs of the communities. The District Plan endeavours to do so within the constraints of sustainable management and avoiding, remedying, and mitigating adverse environmental effects.

Methods for Issue 6.1 & Objective 6.1.1

District Plan

Residential, Commercial, Industrial and Open Space Zones

- District Plan rules will set minimum standards for connection to and extension of infrastructure services.
- The District Plan will require protection from certain levels of natural hazard risk.
- Proposed subdivisions and developments will be assessed in terms of District Plan criteria and standards for new services and road connections.
- Proposed new roads will be considered, subject to resource consent applications for subdivision, in terms of the accepted roading hierarchy.
- The use of Structure Plans for urban growth areas to provide a framework for managing subdivision and development. Resource consent applications for subdivision and land use activities would be assessed for accordance with the Structure Plan for the growth area.
- District Plan rules to require subdivision and development is undertaken in accordance with Structure Plans for urban growth areas.
- District Plan rules for the Residential Zone (Deferred) to manage subdivisions prior to a Structure Plan for an urban growth area being adopted.
- District Plan rules to manage infill subdivision in main urban areas.
- District Plan rules to manage medium density residential development in identified areas within Levin, Foxton Beach and Waitarere Beach.

It is of considerable public interest that such standards be met consistently within the settlements. Plan rules are seen to be the most effective method of achieving this consistency.

- District Plan provisions will list permitted activities within each zone of the District - anticipating a broad range of activities which might usually be expected to establish their based on the usual nature of their effect; and permitted activities will be required to meet minimum environmental standards.
- Activities which fail to meet those conditions will be considered as applications for limited discretionary activity consent.
- Activities which do not fall within the description of activities permitted in the zone will be considered as applications for discretionary activity consent.
- The location of necessary public infrastructure will be recognised and provided for in the District Plan by way of designations.

A clear statement, in the District Plan, of the activities permitted and their performance standards will be important in providing certainty to residents and investors as to the status of any proposal.

Long Term Plan/Annual Plan

- Council will continue to maintain and develop public infrastructure services, recovering costs from users as appropriate over time.
- Preparation of Structure Plans for the identified growth areas, and adopted through the District Plan Change process.

Council is operator of most public infrastructure services. Council led Structure Plan process would apply a consistent and proactive approach to facilitate subdivision and development in the growth areas. This process would consider a wide range of issues, including the

provision of infrastructure/servicing, roading, open space and sites of significance. Landowner and community consultation would be undertaken as part of the preparation of the Structure Plan and during the Plan Change process.

Issue 6.2 TARARUA ROAD GROWTH AREA

The provision for and management of industrial growth in South East Levin.

ISSUE DISCUSSION

Between 1999 and 2006 Levin has seen considerable change in the demand for land for urban development. From a low growth situation in the late 1990s increasingly competitive land prices have seen a significant change in demand for both rural residential land and for urban density development. In addition there has been a growing demand for industrial land in Levin from both local and the wider region because of constrained land supply in competing centres such as Palmerston North and Wellington.

One of the appropriate means of providing opportunities for growth and further development of Levin is to zone additional land for industrial activities. One of the most suitable areas for peripheral urban growth is on the southern edge of the urban area north of Tararua Road and west of Arapaepae Road.

This is an area of approximately 50 hectares of flat land with no significant development constraints other than careful management of stormwater discharges to ground, protection of adjoining residential areas and adjacent rural areas and to some extent, road access. There is an opportunity to contribute to the provision of existing and future demand for industrial activities. It is proposed to enable the development of 50 hectares of this area which will contribute significantly to land supply over the next 10-15 years and potentially longer term.

This land forms a strategic growth node for Levin and the quality of development is important to the overall quality of the environment of the town. State Highway 57 is an important strategic transport corridor and currently forms the major route for Palmerston North to Wellington traffic. Therefore, development in the vicinity of this route will influence other activities within the District.

It is also important that development of this area is planned in a manner that avoids adverse effects on the safe and efficient functioning of the highway. The Tararua Road intersection has formerly had a poor safety record and recent design improvements have significantly reduced crashes at this intersection. Roading infrastructure will need to be upgraded as the area develops including upgrading of the intersections with State Highways.

Objectives & Policies

Objective 6.2.1 Tararua Road Growth Area

To provide for efficient use and development in the Tararua Road Growth Area in an integrated, coordinated and cost effective way with the existing industrial area, while avoiding adverse effects on adjoining residential areas and adjacent rural areas, and maintaining the safety and efficiency of the local and State Highway roading networks.

Policy 6.2.2

Provide for industrial development in south-east Levin through an extended Industrial Zone with Arapaepae Road (State Highway 57) and Tararua Road forming the boundaries of this zoning and identify as a specific urban growth area (Tararua Road Growth Area).

Policy 6.2.3

Manage subdivision and development within the Tararua Road Growth Area through applying a specific management framework including a Structure Plan to ensure a structured and integrated pattern of development that is efficient and environmentally sustainable.

Policy 6.2.4

Ensure that development is of a high quality and that adverse effects on the State Highways are avoided.

Policy 6.2.5

Manage the actual and potential adverse effects on the environment from new industrial activity through the resource consent process using the Structure Plan and Design Guide to ensure the amenity of the industrial area reflects the outcomes set in the Design Guide and the Industrial Zone, as well as protecting the amenity values and character of the adjoining residential and adjacent rural areas.

Policy 6.2.6

Manage all stormwater generated from the Tararua Road Growth Area Overlay through use of low impact urban design principles, including the provision a dual purpose stormwater / recreation reserve buffer between the industrial area and adjoining residential area.

Policy 6.2.7

Ensure the safety and efficiency of Tararua Road is maintained as a result of new road connections and property access and the increased generation of traffic from the Tararua Road Growth Area Overlay, and discourage heavy vehicle movements through streets in the adjoining residential area.

Policy 6.2.8

Restrict access to Arapaepae Road (State Highway 57) from the Tararua Road Growth Area to protect the safety and efficiency of this road from the adverse effects of land use activities, subdivision and development.

Explanation and Principal Reasons

The Tararua Road Growth Area located in south-east Levin and adjoins an existing industrial area to the west. The Tararua Road Growth Area is bounded by existing residential areas to the north, Arapaepae Road (State Highway 57) to the east, Tararua Road to the south, and the existing industrial area to the west which fronts Cambridge Street. Rural land is located adjacent to this area on the opposite side of Arapaepae Road (State Highway 57) and Tararua Road. This large area provides a substantial industrial land supply to meet future requirements, both in the short and long term. It is anticipated that a wide range of different

forms of industrial activities could locate within this area, including light servicing activities (such as goods storage and distribution) and manufacturing.

To manage the effects of subdivision and development in this area, a specific management framework, which complements the underlying Industrial Zone provisions. This management framework is based on three key main features: 1. Resource consent for all development and subdivision; 2. Structure Plan; and 3. Design Guide. The resource consent process provides for a case-by-case assessment of each proposal to ensure the subdivision and development achieves the objectives for the growth area, and would be assessed against the Structure Plan and Design Guide. A Structure Plan has been prepared by the developer which provides a framework to ensure a coordinated and well designed pattern of development. A developer led Design Guide provides the basis for assessing the quality of the development to ensure the growth area achieves a certain level of amenity, as well as protecting the adjoining residential and adjacent rural areas.

Due to the flat topography of the area and the potentially high level of impervious surfaces from industrial development, the management of stormwater needs to be carefully planned. Low impact stormwater design principles are to be utilised in the Tararua Road Growth Area, including on-site techniques, on-road, and a dual purpose stormwater / recreation reserve area. This dual purpose stormwater / recreation reserve area would also form a buffer between the existing residential area and new industrial development. Each proposed subdivision and development would need to assess the quantity and quality of stormwater to ensure it is effectively managed.

Large traffic volumes are a necessary part of the functioning of the Industrial Zone. With such a large area zoned for industrial development, it enables the roading network, connections and access to be well planned and designed. Provision is made in the Tararua Road Growth Area Structure Plan and Design Guide for managing this network, connections and access. New access directly to main arterial roads, particularly Arapaepae Road (State Highway 57) is restricted, with alternative access to be provided through new roads connecting from Tararua Road. As some of the new roads connect to roads that traverse the adjoining residential area, measures are to be implemented to discourage heavy vehicles using these roads through the residential areas to protect their amenity values and safety in residential neighbourhoods.

Methods for Issue 6.2 & Objective 6.2.1

District Plan

- Identification of Tararua Road Growth Overlay Area in south-east Levin and shown on the Planning Maps.
- Use of a Structure Plan and Design Guide for managing subdivision and development within the Tararua Road Growth Area.
- The Industrial Zone permitted activities and conditions for activities are used for development of the Tararua Road Growth Area, as well as rules specific to the Tararua Road Growth Area including a "low Impact Industrial Area".
- Rules will require resource consent for land use and subdivision activities, assessing against the Structure Plan (Pocock Zoning Master Plan) and Design Guide as to the form, character and amenity values of these areas, and the protection of adjoining residential and rural areas.

6 OBJECTIVES/POLICIES: Urban Environment

Issue 6.3 URBAN SETTLEMENTS - ZONES

Recognition and protection of the individual character and amenities of the District's urban settlements.

ISSUE DISCUSSION

Within each settlement it is possible to identify different types of environment which have a common identity determined by the characteristics of existing land use and the quality of local amenities. The amenities which are important within each of those environments include:

- Background noise conditions
- Level of traffic activity
- Sense of personal safety from crime in public areas
- Sunlight and shading of buildings and open spaces
- Night lighting conditions
- Fresh air
- Privacy
- Outlook and view from buildings and properties
- Overall building height
- Quality of built structures and presence of advertising signs
- Density of development
- Availability of and distribution of open space
- Quality of the landscape
- Presence of trees in the landscape

The characteristics, qualities and amenity values of each of the urban settlements are described in Appendix 1 of this Chapter.

The main settlements and the smaller settlements in the District all have residential areas which are similar in nature, albeit having differences in density characteristics and intensity of development. These residential areas are grouped in one Residential Zone. The other distinct "zones" of common character encapsulate ‘Commercial’ activities and ‘Industrial’ activities, and the respective levels of amenity and infrastructure anticipated in these zones.

Urban Settlements – Residential Zone

Objective 6.3.1 Residential Zone

To provide for a diversity of residential lifestyles and non-residential services and activities to meet the needs of the community while maintaining and enhancing the individual character and amenity values of the residential areas in each of the settlements of the District.

Policy 6.3.2

Recognise and provide for the residential character and amenity values of the District's diverse residential environments through a single Residential Zone.

Policy 6.3.3

Within the Residential Zone, maintain and enhance the character and amenity values of the residential environments, recognising there are many common attributes, as well as distinguishing between the residential areas in the main settlements and smaller rural and coastal settlements.

Policy 6.3.4

Provide residential density for each urban settlement and smaller rural and coastal settlement, taking into consideration the urban and landscape character, existing level of residential amenity and level of infrastructure and its capacity, as well as enabling a range of section sizes and residential development across the Residential Zone.

Policy 6.3.5

Maintain the standard density and lower density with larger lot sizes reflecting the open character, spaciousness, and servicing, in the smaller rural and coastal settlements within the District, including Tokomaru, Mangaore Village, Ohau, Manakau, Hokio Beach and Waikawa Beach.

Policy 6.3.6

Encourage infill subdivision development to locate in close proximity to central town amenities, to enable "walkability" and promote less reliance on cars.

Policy 6.3.7

Provide for infill subdivision and development in the main urban settlements in a way that maintains and enhances the surrounding residential character with good quality on-site amenities through good design and site layout.

Policy 6.3.8

Enable the consolidation and re-development of land and buildings within central locations in Levin, Foxton Beach and Waitarere Beach close to the town centre and community activities through the application of medium density overlays.

Policy 6.3.9

Provide for higher density housing within the medium density overlay where the design is managed so that this type and density of development achieves the following:

- The scale, form and design of the higher density housing reflects the form of existing residential development (stand-alone and semi-attached (duplex) units) within the locality.
- Avoid, remedy and mitigate significant adverse effects on privacy and amenity of neighbouring residential properties.

- An efficient and functional use of space across the development site, where on-site amenity, storage, utility areas, car parking, vehicle access and manoeuvring are logically and safely positioned.
- Quality on-site outdoor space for individual units where there is adequate privacy, shelter, sunshine hours and the area can be used in isolation or in combination with the internal living areas of the residential units.
- The design and appearance of the development is complementary to the scale and character of the local area, using durable materials and landscaping to create a high quality development which adds to the local streetscape amenity.
- Ensure the on-site stormwater collection, storage and drainage system is provided and integrated into the site layout and design, and that mechanisms are in place to secure the ongoing performance and maintenance of the system.

Policy 6.3.10

Encourage higher density residential development within the medium density overlays, where the site area is 1,600m² or greater (achieved through amalgamating sites and in particular the use of corner sites with greater road frontage), to enable optimal site layout and response to local character and amenity.

Policy 6.3.11

Provide for greenfield development at standard and low densities throughout the main urban settlements.

Policy 6.3.12

Provide for low density residential development in the identified growth areas.

Policy 6.3.13

Within Levin, Shannon, Foxton, Foxton Beach and Waitarere Beach, maintain an overall low building form, with exceptions for any necessary community facilities and utility services where larger buildings and structures do not significantly adversely affect local environmental amenities.

Policy 6.3.14

Within the District's smaller rural and coastal settlements, maintain an overall low building form, with exceptions for any necessary community facilities and utility services where larger buildings and structures do not significantly adversely affect local environmental amenities.

Policy 6.3.15

Maximise opportunities for sunlight access to buildings and private areas of open space and minimise shading of private open space and buildings caused by structures on adjacent sites.

Policy 6.3.16

Maintain an open and spacious residential character on standard and larger lot residential properties to achieve on-site amenity for residents and neighbours and capability to provide for on-site stormwater disposal by ensuring building size and footprint is proportional to the

size of the lot. A greater proportion of building coverage is provided for smaller residential properties to enable the efficient use and development of these properties.

Policy 6.3.17

Ensure the provision of private outdoor spaces within higher density residential properties, to ensure a high quality living environment and enhanced amenity values.

Policy 6.3.18

Ensure residential development maintains and enhances streetscape (or any adjoining public space) amenity, in a way that reflects a sense of community and a positive pedestrian experience by:

- improving natural surveillance from houses and front yards.
- providing a safe and inviting street frontage that avoids high and long solid fences or walls.

Policy 6.3.19

Recognise that residential dwellings are the principal buildings within the Residential Zone, and the building form and residential use of these principal buildings reflects the predominant character of the residential areas.

Policy 6.3.20

Recognise the contribution that a family flat can make to a residential property and its role in supporting living arrangements provided it is in a secondary building that is minor in form and scale compared to the principal residential dwelling.

Policy 6.3.21

Recognise the importance of accessory buildings to the community as they support a wide range of secondary uses which can be integral to the overall functioning of the main residential activity (storage, hobbies and home occupations).

Policy 6.3.22

Provide for accessory buildings in the Residential Zone, in a way that ensures that the location and scale of the buildings do not dominate residential properties in that they are secondary and incidental to the principal residential dwelling that shares the site and avoid significant adverse effects on residential character and streetscape amenity.

Policy 6.3.23

Recognise and provide for non-residential activities within the Residential Zone which are complementary in scale, nature and intensity to residential activities, in a way that avoids, remedies or mitigates actual and potential adverse effects on adjoining residential properties and the wider neighbourhood.

Policy 6.3.24

Recognise and provide for small-scale home based child care facilities where they exhibit similar characteristics with a home occupation.

Policy 6.3.25

Manage larger scale child-care facilities that operate independently from a residential activity to ensure the adverse effects on residential character and amenity (including but not limited to noise, traffic, carparking and drop off zones, buildings, structures and signs) are avoided, remedied or mitigated.

Policy 6.3.26

Maintain residential environments that are safe from traffic hazards and have a high quality of streetscape amenity.

Policy 6.3.27

Ensure that all activities and developments are provided with space, within the site, for vehicle access and manoeuvring, and that parking for vehicles belonging to occupiers, visitors, and customers is constructed in such a way as to avoid compromising the safety or efficiency of adjoining public roads.

Policy 6.3.28

Minimise the display of remote advertising signs in the Residential Zone to ensure they do not adversely affect the urban character and amenity.

Policy 6.3.29

Manage the display of on-site signage in the Residential Zone to ensure that the signs do not adversely affect the urban character and amenity.

Policy 6.3.30

Maintain overall quiet daytime and night time noise conditions in the Residential Zone with few extraordinary loud noise events and minimal noise nuisance to residents and acknowledge that in the smaller rural and coastal villages seasonal rural activities can cause periodic machinery and stock noise louder than the usual background rural quiet conditions.

Explanation and Principal Reasons

Each settlement is dominated by residential environments, both in terms of land area and the predominant character and amenity values. The focus of the management of the residential environments is to provide for their ongoing use and development as residential areas in a way that maintains and enhances their character and amenity values in keeping with residential levels. To achieve this outcome, a single management framework (the Residential Zone) is applied that recognises and provides for the common environmental elements of the residential neighbourhoods – for example, activity mix, building scale, sunlight access, and noise levels.

However, it is recognised the character and amenity values can differ between residential environments in different settlements, particularly between the main and larger settlements (e.g. Levin, Foxton and Shannon) and the smaller coastal and rural settlements (e.g. Waitarere Beach, Waikawa Beach and Manakau). Therefore, standards differ between settlements (e.g. minimum lot area for density) to recognise the important characteristics and amenity values of the residential environments in each individual settlement.

Residential activity is the predominant land use and is permitted as of right. A range of development standards manage the adverse effects of activities throughout the residential environments, recognising the existing character and amenity values of residential areas. However, in some situations, it is also recognised there is potential for that character to change over time as development is on-going.

The housing needs and lifestyle preferences of the District's population can differ according to influences such as an individual's stage in life and socio-economic factors. Detached family homes are the predominant residential housing and property type in the District. However, in the future, different forms of housing would be required to meet the needs of the community as a whole, in particular the elderly or retired, disabled, or single person. Therefore, the District Plan must recognise and provide for diversity in living environments consistent with satisfying these needs. The differing residential needs of the population will be met through the provision of different densities of housing in certain locations. In addition, all forms of housing (including single and multi-units, town houses, retirement villages), are provided for, with emphasis being on the management of physical features such as building bulk and location, open space, coverage, parking, traffic generation and access, infrastructure servicing, noise and nuisance.

Family flats have a role in providing accommodation for persons who require a self-contained unit but share infrastructure and services with the principal residential dwelling on the same site. These family flats would typically be occupied by relatives or dependants of the principal dwelling, but may also be used by non-family members. The form and scale of a family flat will always be secondary compared to the principal residential dwelling on site. Larger family flats that provide greater occupancy, use of services and footprint are considered as a standard residential dwelling and will be managed due to their potential effects on the residential environment.

In the Horowhenua context, the standard residential density across all settlements is between 10–20 dwelling units per hectare (lot sizes of 500–1,000m^2) with a single detached dwelling on each property. Higher density currently is typically around 20–30 dwelling units per hectare (30 –500m^2 lot sizes), with detached single dwellings or semi-attached townhouses on infill lots. This higher density development is located within the main urban settlements. Low density is 5–10 dwelling units per hectare (lot sizes of 1,000–2,000m^2) with a single detached dwelling on each property, with this low density within the smaller rural settlements of Ohau and Manakau. Maintaining these densities is considered to provide residents with the opportunity to choose between a diverse range of living environments.

The District Plan provides for a higher density in appropriate locations in the main urban areas of Levin, Foxton Beach and Waitarere Beach. This provision for increased density recognises the market demand and preferences for residential living environments and housing type, the character and amenity of these areas, and proximity and accessibility to commercial and community services and facilities. Consolidation of existing urban areas through providing for medium density development around existing centres, enables the more efficient utilisation of existing urbanised land and minimises future infrastructure costs.

To maintain and enhance the residential character and amenity values, minimum standards specifying requirements for site development and land use provide a consistent approach throughout the District, with such variations as necessary to recognise important differences in environmental characteristics and qualities. The standards cover such matters as building setback, height and coverage, residential density, outdoor living areas, parking and access, and noxious or nuisance elements, including noise, glare, and hazardous substances. Such standards should not prevent innovation and diversity in design or lifestyles, provided the external effects are acceptable within the residential context.

The standards seek to provide residents with a strong level of certainty about the nature and scale of land uses and development that can occur within the residential environment. Activities that cannot meet these standards will have to obtain resource consent from Council, at which time the merits and consequences of such use and development in a residential neighbourhood will be assessed.

The design and siting of development (e.g. building height, building coverage, daylight setback envelope, building setbacks, provision of outdoor living areas, etc) is such that:

- development will not unreasonably deprive neighbouring properties of privacy, outlook, sunlight or daylight;
- there is ample on-site provision of outdoor living space;
- an open and attractive street scene; and
- the character and scale of buildings, and availability of open space, is compatible with the anticipated residential environment.

The degree to which different residential areas are dominated by open space and landscape plantings rather than by buildings is a key factor in people's perception of the residential environment.

Provision is made for accessory buildings on residential properties as these types of buildings support a wide range of uses such as hobbies, or semi-independent rooms for teenagers or elderly parents, where these buildings are often integral to the overall running of the household. However, inappropriately located or sized accessory buildings can detract from the overall residential character and amenity values. The size and use of accessory buildings should be subordinate to the dwelling on a property. In addition, when viewed from the street, accessory buildings should not significantly obscure or detract from the streetscape due to its size and/or location.

Similarly, front fences contribute to the overall streetscape of residential areas. Fences contribute to the landowner's privacy and security by creating a distinction between public space (usually the footpath or grass berm) and private space. While high solid front fences can provide increased privacy and reduce traffic noise, they can also significantly detract from the character and amenity values, as well as reduce natural surveillance of the street, therefore increasing the potential for crime. Therefore, limits are placed on the height and design of front fences to ensure they maintain and enhance residential character and amenity values, as well as street safety.

There are a range of non-residential activities located in residential areas. Non-residential activities can include businesses such as dairies or home offices, and community and professional activities such as childcare facilities, medical facilities and places of assembly (e.g. churches). The scale and type of environmental effects resulting from these non-residential activities vary significantly. Some non-residential activities such as dairies, play an important role in their neighbourhoods where they supply goods and services to meet the needs of local residents. Therefore, provision is made for non-residential activities which have similar scale, intensity and character to residential activities and are compatible with the residential neighbourhood. Environmental standards are applied as thresholds to indicate the scale, intensity and character beyond which these non-residential activities may not be acceptable within a residential context.

For other types of non-residential activities that may not be generally acceptable within the residential area, they are controlled and assessed through the resource consent process to determine whether the adverse effects can be satisfactorily avoided, remedied or mitigated.

Methods for Issue 6.3 & Objective 6.3.1

District Plan

- A Residential Zone will be identified on the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies to maintain and enhance the character, amenity values and function of the Zone.
- The District Plan will provide for areas of low density residential development by specifying minimum subdivision standards.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals that are not permitted, either because of non-compliance with environmental standards or because of the nature of the non-residential land uses.
- Use of conditions on resource consents to control the effects of activities to acceptable levels for the Residential Zone.
- Identification of Medium Density Development Overlay Areas in the residential areas, and apply specific development standards as appropriate to the form, character and amenity values of these areas. Council will produce and apply a Medium Density Residential Design Guide to assess resource consent applications for medium density development.

Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected. The use of a Design Guide is effective in providing guidance on the matters and outcomes for achieving quality medium density developments.

Education and Information

- Council will promote education, guidance and information about environmental standards and sustainable residential design.

Long Term Plan/Annual Plan

- Council will undertake amenity improvement work including street planting and traffic management schemes within residential areas. Council will co-ordinate the provision of appropriate infrastructure to support residential development.
- Council will continue to maintain the landscape of streets (berms and sealed surfaces) and areas of public open space throughout the settlements.
- Council will require developers to contribute to the costs of new infrastructure and upgrading, reserves provision, community and recreational facilities and amenity improvements in residential areas through its Development Contributions Policy.

There are a range of non-District Plan methods available to promote a good standard of residential design and development, particularly through the use of Codes and Guidelines, and through Council funded initiatives for community and residential amenities.

Development Contributions from residential development will be used in the upgrading and expansion of the District's roads, reserves and other civic amenities and facilities.

Urban Settlements – Commercial Zone

Objective 6.3.2 Commercial Zone

Maintenance and enhancement of the individual character and amenity values of the commercial areas in each of the settlements of the District in a manner which provides for a wide range of complementary and compatible activities while avoiding or mitigating adverse effects on the environment within and adjoining the Commercial Zone.

Policy 6.3.31

Recognise and provide for the commercial character and amenity values of the District's diverse commercial environments through a single Commercial Zone.

Policy 6.3.32

Maintain and enhance the character and amenity values of the commercial environments, recognising there are many common attributes, as well as differences between the commercial areas in the main urban settlements and smaller rural and coastal settlements. The commercial areas in the main urban settlements have a relatively large scale with a high diversity of activities servicing the entire town and wider District, while the commercial areas in the smaller rural and coastal settlements are small scale with a limited number of activities servicing local area needs.

Policy 6.3.33

Provide for a range of activities within the Commercial Zone, provided their adverse effects are compatible with each other and the character and amenity values of the area.

Policy 6.3.34

Restrict certain activities which may be incompatible with other activities and/or degrade the character and amenity values of the Commercial Zone.

Policy 6.3.35

Recognise and protect the pedestrian environment within the core part of commercial areas in the main urban settlements by managing development to ensure an attractive and safe pedestrian focused environment with active, transparent and continual building frontages, shelter and limited on-site vehicle access.

Policy 6.3.36

Recognise the smaller-scale and diverse character of commercial areas in the smaller rural and coastal settlements by managing development to ensure an attractive and safe environment is created and maintained with well designed and attractive frontages and limited on-site vehicle access.

Policy 6.3.37

Manage the scale and location of larger scale retail activities to ensure they sustain the vitality and vibrancy of the commercial areas and contribute to an attractive and public focused commercial area, and are compatible with the character and amenity values of the local environment.

Policy 6.3.38

Recognise and provide for supermarkets within the Large Format Retail Overlay in a way that ensures:

- The site layout and building design maintains and enhances an attractive streetscape and public focused environment;
- The traffic effects are managed so that the safety and efficiency of the road network is maintained;
- The vibrancy and vitality of the Levin town centre is not compromised.

Policy 6.3.39

Protect the viability, vitality and vibrancy of the town centres in each settlement by controlling out-of-centre commercial and retail development. In particular, restrict commercial development extending further along Oxford Street/State Highway 1 in Levin and along Johnston and Russell Streets/State Highway 1 in Foxton to maintain the viability and vitality of the Levin and Foxton Town Centres and maintain the safety and efficiency of the highway.

Policy 6.3.40

Provide for residential activities to support other activities in commercial areas provided quality living environments are created, meet the service needs of this type of activity, and adopt on-site measures to mitigate potential incompatibility issues with other activities.

Policy 6.3.41

Restrict residential activities at ground floor level except in the smaller rural and coastal settlements, thereby retaining retail and commercial activities at street level to maintain a predominantly commercial character and amenity values and provides for efficient use of land and resources.

Policy 6.3.42

Maintain and enhance the historic heritage character of the Foxton and Shannon town centres by controlling new development and additions/alterations to existing buildings to ensure development is in keeping with the existing character.

Policy 6.3.43

Maintain and enhance the tourism focus of the central and southern part of the Foxton town centre by controlling new development and additions/alterations to existing buildings to ensure development creates an attractive, vibrant and safe tourism area.

Policy 6.3.44

Maintain a low to moderate overall building height in commercial areas, with taller buildings provided for in pedestrian focused commercial areas of Levin.

Policy 6.3.45

Ensure that buildings and developments are designed and located in a manner that recognises their local context and character and enhances the safety, convenience, accessibility and amenity.

Policy 6.3.46

Manage activities and development to ensure the nature, scale and level of environmental effects originating from the Commercial Zone do not adversely affect the character and amenity values of properties in the adjacent Residential and Open Space Zones.

Policy 6.3.47

Manage noise levels to an appropriate level which reflects business activity and movement and avoid noise effects, particularly loud noise events which detrimentally affect the amenities of nearby residential and rural areas.

Policy 6.3.48

Require all activities and developments (except within pedestrian focused areas) to be provided with space, within the site, for vehicle access and manoeuvring, and parking for vehicles belonging to occupiers, visitors, and customers constructed in such a way as to avoid compromising the safety or efficiency of adjoining public roads.

Policy 6.3.49

Encourage the use of service lanes for the delivery and collection of goods clear of public roads in commercial centres.

Policy 6.3.50

Provide for the display of advertising signs within commercial areas to a level which ensures that the signs do not adversely affect the urban character and amenity values of the area.

Explanation and Principal Reasons

Within each settlement is a commercial area which acts as the focal point for a broad range of commercial, professional and administrative activities, with their scale, function and character reflecting the needs of the local community and wider District they serve. The District Plan supports the continued vitality, pleasantness and convenience of these centres and their important role in the attractiveness and identity of the towns. The focus of the management of the commercial environments is to provide for their ongoing use and development as commercial and mixed use areas in a way that maintains and enhances their character and amenity values in keeping with commercial levels. To achieve this outcome, a single management framework (the Commercial Zone) is applied that recognises and provides for the common environmental elements of the commercial areas – for example, activity mix, building scale, public environment, and noise levels.

However, it is recognised the character and amenity values can differ between commercial environments in different settlements, particularly between the main and larger settlements (e.g. Levin, Foxton and Shannon) and the smaller coastal and rural settlements (e.g. Foxton Beach, Waitarere Beach and Manakau). In addition, the Foxton and Shannon Town Centres are valued for their distinct historic character. Therefore, rules and standards differ between settlements to recognise the important characteristics and amenity values of the commercial environments in each individual settlement.

Commercial and retail activities (and associated development) are the predominant land uses in the commercial areas and are permitted as of right. Certain activities, such as vehicle service stations and commercial garages in pedestrian focused areas, may be incompatible with other activities in these areas, in terms of their nature and intensity of use, traffic generation, noise and odour. Therefore, the District Plan restricts the establishment and operation of specific activities to manage their location, nature and scale, to ensure they do not detract from the values for people working, visiting and living within these areas.

The establishment and operation of commercial activities can result in adverse effects, such as noise, fumes, loss of visual amenity, lighting and traffic congestion. In order to make these areas pleasant and enjoyable to visit and work within, it is necessary to ensure that these adverse effects are avoided, remedied or mitigated. A range of development standards are applied to manage the adverse effects of activities and development throughout the commercial environments. These standards recognise the character and level of amenity values varies between different areas, depending upon the role of the area, its location, and its proximity to other activities, particularly residential areas. Furthermore, in some situations, it is also recognised there is potential for that character to change over time as development is on-going.

The main commercial areas in Levin, Foxton and Shannon are the main shopping streets which are focused on providing an attractive and enjoyable place for people to shop and congregate. In these pedestrian focused areas, the relationship of buildings to the street, particularly at ground level, makes an important contribution to the amenity and safety of these commercial areas. Therefore, the policies direct certain outcomes including verandahs to provide shelter/shade, active shop fronts, coherent and continuous façades and few conflict points with vehicle accessways.

In the Levin central business district, the retail activities comprise a mix of larger format/anchor, speciality and comparative shops. They vary in size throughout the central business district, with a general pattern of small-scale speciality shops in the core and southern end, with larger-scale shops at the northern end. To protect the ongoing vitality and vibrancy of the central focus and main commercial heart of Levin and its attractiveness and amenity values, some control is placed on the scale of new retail activities through the use of overlays. These overlays recognise the difference in the location and scale of shops, which is an important characteristic in maintaining the vitality and vibrancy of the central business district.

Out of centre commercial or retail development with the dispersal of commercial activities to new locations (such as on Johnston Street/State Highway 1 in Foxton) or expanding existing areas in a linear manner (such as further along Oxford State/State Highway 1 in Levin) can leave existing areas vacant, under-utilised, unattractive, and unable to provide the services the community desires. The consolidation of commercial areas assists in making efficient use of public investment in roads and other services in the commercial areas, assists in retaining the vitality of commercial areas, and promotes the perception of the District's towns as prosperous and lively centres.

In order to maintain the vitality and pleasantness of existing commercial areas and to make efficient use of their resources and servicing, the ongoing occupation and redevelopment of existing sites is to be encouraged through enabling a broad range of activities to establish throughout the commercial areas of the District. Commercial activities in new locations, or further extension on the edges of existing commercial areas is restricted. Accordingly, it is anticipated that the majority of commercial activity will be accommodated within areas zoned for that purpose.

In addition to commercial activities, providing for residential activities in commercial areas can positively contribute to the vitality and vibrancy of these areas. Residents would have convenient access to retail, commercial, community and civic amenities, and in turn would support these activities are resulting in a more lively and active area contributing to the economic and social well-being of the residents. However, residential activities may be incompatible with some other activities in the commercial areas, in particular, they may be sensitive to noise from other activities. Rather than overly restricting other activities, it is appropriate that the residential activities mitigate this sensitivity by providing for external noise insulation. In addition, residential activities are restricted on the ground floor to ensure activities on the ground floor have a positive relationship to the street where they provide interest, visual connection and an active edge.

The core parts of Foxton and Shannon's town centres reflect the historic character and amenity of shopping and commercial streets. The scale and design elements of buildings, particularly the shop frontages, in these town centres collectively contribute to the special character. These design elements include parapet walls with traditional stepped and symmetrical shapes, verandahs following traditional forms (angled, curved and bullnose), and facades and entranceways at the traditional setback. This character should be enhanced to produce a high environmental quality, building on the public investment that has been made and planned within the town centres. Therefore, new buildings and additions/alterations to existing buildings are required to achieve particular design outcomes with reference to the existing building characteristics.

At the southern end of the main Foxton commercial area, opportunity is provided for this area to develop as a tourism focused area. Activities and development in this area would need to demonstrate how they contribute to creating a safe, attractive and vibrant area building on the existing tourism ventures in the area (e.g. windmill and flax museum).

To maintain and enhance the Zone's attributes and purpose, minimum performance standards have been specified. The function, character and amenity of the Commercial Zone can be adversely affected by an inappropriate scale, location and density of activities, buildings and structures. Some controls are necessary to protect the general amenity values and efficient functioning of the town centres, including height limits on buildings, noise, landscaping adjoining street frontages and advertising signs.

In addition, activities within the Commercial Zone may generate effects that are unacceptable in other zones. For instance, the acceptable levels of noise or artificial light in a shopping area will often exceed what is acceptable in the Residential Zone. Consequently, controls are applied at the interface between these zones to minimise potential conflict. These interface tools include building requirements, screening, and lower noise requirements at the zone boundary.

Traffic and pedestrian flows are imperative to the efficient functioning of the Commercial Zone, due to the large numbers of vehicles and people that come into the zone. Poorly sited vehicle crossings, excessive vehicle trips from service lanes or inadequate on-site parking can potentially disrupt traffic and pedestrian flows and increase congestion and conflict.

These effects may compromise the zone's function and amenity, as could the effects of an inordinate amount of parking and other space dedicated to vehicles within the Horowhenua's town centres.

Due to access and site limitations, it is sometimes difficult to provide the necessary on-site vehicle parking for new developments. In such circumstances, provision for alternative parking arrangements should be made, such as a central parking area for multi activities. In addition, in the Levin pedestrian focused area, no on-site parking is required, to maintain the attractiveness and vibrancy of this area, and the availability of public carparking (on-street and long-term parking areas on the periphery).

Signage has a functional purpose to inform the public about the location and nature of businesses, the availability of goods and services, upcoming events and transport safety or directional purposes. Therefore, signage is a necessary and accepted part of commercial areas and is provided for with reasonable standards.

Methods for Issue 6.3 & Objective 6.3.2

District Plan

- A Commercial Zone will be identified on the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies to maintain and enhance the character, amenity values and function of the Zone.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals that are not permitted, either because of non-compliance with environmental standards or because of the nature of the land uses.
- Use of conditions on resource consents to control the effects of activities to acceptable levels.
- Identification of pedestrian focused and large format retail areas in the Levin commercial area, and application of specific development standards as appropriate to the form, character and amenity values of these areas.
- Identification of Foxton and Shannon Town Centre Character Areas in the commercial areas of Foxton and Shannon, and application of specific development standards as appropriate to the form, character and amenity values of these areas. Council will produce and apply a Foxton and Shannon Town Centre Design Guide to assess resource consent applications for development in these areas.

Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected. The use of a Design Guide is effective in providing guidance on the matters and outcomes for achieving quality developments in keeping with the historic character of the Foxton and Shannon Town Centres.

Education, Advice and Information

- Council will promote education, guidance and information about environmental standards and sustainable commercial design.
- Council will consider establishing and facilitating an Urban Design Panel consisting of suitably qualified professionals to work with Council, individuals and developers to help improve the design, amenity and viability of development projects that have potentially significant urban design implications due to scale, public nature or location.

Long Term Plan/Annual Plan

- Council will undertake amenity improvement work including street planting and traffic management schemes within commercial areas. Council will co-ordinate the provision of appropriate infrastructure to support commercial development.
- Council will continue to assist in the upgrading of commercial centres through participation in community initiatives such as Main Street programmes and funding of road and street furniture improvements.
- Council will continue to maintain the landscape of streets (berms and sealed surfaces) and areas of public open space throughout the settlements.
- Council will require developers to contribute to the costs of new infrastructure and upgrading, reserves provision, community and recreational facilities and amenity improvements in commercial areas through its Development Contributions Policy.

Other Legislation and Regulatory Tools

- Other legislation and Council bylaws as appropriate, such as bylaws managing signage on footpaths and on-street/kerbside parking.

There are a range of non-District Plan methods available to promote a good standard of commercial design and development, particularly through the use of Codes and Guidelines, and through Council funded initiatives for community, civic and commercial area amenities. Development Contributions from commercial development will be used in the upgrading and expansion of the District's' roads, reserves and other civic amenities and facilities.

Urban Settlements – Industrial Zone

Objective 6.3.3 Industrial Zone

Facilitate efficient use and development within the Industrial Zone by providing for a wide range of activities while ensuring the adverse effects on the quality of the environment and amenity within the Industrial Zone are managed, incompatibility issues are avoided, and the character and amenity values of adjoining areas are protected.

Policy 6.3.51

Provide sufficient land resources for the existing and future industrial development needs of the District.

Policy 6.3.52

Recognise and provide for the industrial character and amenity values of the District's industrial environments through a single Industrial Zone.

Policy 6.3.53

Maintain the character and amenity values of the industrial environments.

Policy 6.3.54

Enhance the visual appearance and amenity of the frontage of industrial activities on State Highway 1 as the main southern entrances to Levin and Foxton.

Policy 6.3.55

Provide for a range of activities within the Industrial Zone, provided their adverse effects are compatible with each other and the character and amenity values of the area.

Policy 6.3.56

Restrict certain activities which may be incompatible with other activities in the Industrial Zone and to protect the vitality and vibrancy of the town centres.

Policy 6.3.57

Maintain overall moderate building height in industrial zones.

Policy 6.3.58

Manage activities and development to ensure the nature, scale and level of environmental effects originating from the Industrial Zone do not adversely affect the character and amenity values of properties in the adjacent Residential, Greenbelt Residential, Open Space and Rural Zones.

Policy 6.3.59

Manage noise levels to an appropriate level which reflects industrial activity and movement and avoid noise effects, particularly loud noise events which detrimentally affect the amenities of nearby residential and rural areas.

Policy 6.3.60

Require all activities and developments to be provided with space, within the site, for vehicle access and manoeuvring, and parking for vehicles belonging to occupiers, visitors, and customers constructed in such a way as to avoid compromising the safety or efficiency of adjoining public roads.

Policy 6.3.61

Ensure that all buildings are located so as to minimise shading and disruption to privacy enjoyed on nearby residential, open space and rural properties.

Policy 6.3.62

Provide for the display of advertising signs within industrial areas to a level which ensures the signs do not adversely affect the urban character or amenity values of the area.

Explanation and Principal Reasons

A range of industrial and service activities are undertaken within the Industrial Zone which provide goods and services for the local, regional, national and international markets. These activities vary in scale, from small-scale service providers through to large-scale manufacturing and processing plants. Providing a sufficient supply of industrial land to meet current and future needs provides opportunities for existing activities to expand and new activities to establish, and gives the community certainty on the location of industrial development and where the character may change in the future.

The adverse effects of industrial activities on the environment can also vary reflecting the diverse nature and scale of these activities. A single Industrial Zone is applied to manage all industrial areas within the District as they have similar character and amenity values. This single Zone provides for and recognises the expectations for industrial development and use, and enables consistent rules and standards to be applied reflecting the existing character and amenity values. Where activities or development do not comply with the rules or performance standards, the resource consent process enables the effects of the proposal to be assessed.

Some activities may be unsuitable in industrial areas, as they may have different character and amenity expectations or detract from the vitality and vibrancy of the existing town centres. Retail activities not related to the industrial activities on the same site have the potential to displace industrial and service activities, and could undermine the vitality and vibrancy of the commercial/retail focused town centres, where there already is a high level of investment to maintain and enhance commercial/retail focused areas.

Residential activities (except for on-site living accommodation associated with industrial activities) within industrial areas are not provided for, as the anticipated level of effects created by industrial development and activities is not compatible with residential activities with respect to their height, proximity to the boundaries, potential noise, dust, odour and lighting effects and traffic generation which may create excessive noise or fumes. These potential effects exceed the levels acceptable in a residential context and there is the potential that complaints over such effects may result in conflict over the operation of legitimate industrial activities. Excluding residential activities from industrial areas, therefore, has the effect of enabling industrial activities to be undertaken within an environment which has been established as appropriate for industrial activities, without being subject to complaints from residential occupants.

The character and amenity values of the industrial areas reflect their role, location, functioning attributes and general working environment conditions, as described in the explanation of each settlement above. Therefore, character and amenity values in different industrial areas are mixed, with a variety of building scale and forms, site layouts and visual appearance. Within the industrial areas, there is a level of expectation and acceptance for this variable character and amenity values, which is reflected in the performance standards.

However, part of the industrial area at the southern ends of Levin and Foxton have frontage to State Highway 1 and act as the main entrance to these towns. Past planning regimes treated this area the same as other industrial areas, with no particular consideration about the nature and quality of industrial development along this frontage, and the resultant lower

level of attractiveness of this area. As the main entrances to Levin and Foxton with high visibility, these areas create opportunities to create a sense of identity and image of the town and District. The District Plan now includes additional requirements for industrial development along this frontage in relation to building frontages and landscaping. These requirements aim to improve the attractiveness of these areas over time as new development occurs and additions/alterations are made to existing activities, with the objective of enhancing the visual appearance and amenity of these main entrances.

There is potential for conflict between incompatible activities and different character and amenity values at zone boundaries. The industrial areas adjoin predominantly residential and rural environments, where the adverse effects of industrial activities may impact on the character and amenity values of residential and rural areas. These effects include noise, excessive light, heavy vehicle movements and the visual appearance of buildings. Therefore, at the interface between the Industrial Zone and other zones, effects will be managed to minimise the potential for conflict. These interface tools include building requirements, screening, and lower noise requirements at the zone boundary.

Signage has a functional purpose to inform the public about the location and nature of businesses, the availability of goods and services, upcoming events and transport safety or directional purposes. Therefore, signage is a necessary and accepted part of industrial areas and is provided for with reasonable standards.

Methods for Issue 6.3 & Objective 6.3.3

District Plan

- An Industrial Zone will be identified on the Planning Maps.
- Rules will specify permitted activities and conditions and standards derived from the above policies to maintain and enhance the character, amenity values and function of the Zone.
- Rules will specify the resource consent requirements for activities that do not meet standards.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals that are not permitted, either because of non-compliance with environmental standards or because of the nature of the non-industrial land uses.
- Use of conditions on resource consents to control the effects of activities to acceptable levels.
- Identification of the southern entrances as the main gateways to Levin and Foxton, and apply specific development standards as appropriate to the form, character and amenity values of these areas.

Standards expressed as District Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction. Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected.

Education and Information

- Council will promote education, guidance and information about environmental standards and sustainable industrial development.

Long Term Plan/Annual Plan

- Council will co-ordinate the provision of appropriate infrastructure to support industrial development.
- Council will continue to maintain the landscape of streets (berms and sealed surfaces) and areas of public open space throughout the settlements.
- Council will require developers to contribute to the costs of new infrastructure and upgrading and amenity improvements in industrial areas through its Development Contributions Policy.

There are a range of non-District Plan methods available to promote a good standard of industrial design and development, particularly through the use of Codes and Guidelines, and through Council funded initiatives for community amenities. Development Contributions from industrial development will be used in the upgrading and expansion of the District's roads, reserves and other facilities.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for the urban environment which are anticipated to result from the combined implementation of the above policies and methods are as follows:

6(a) A planned, consolidated and coherent urban form which recognises the need to achieve:

- protection of highly versatile land on the urban fringe;
- a well-defined edge between urban and rural activities;
- residential accommodation close to employment and social services; and
- efficiency in the provision of public infrastructure.

6(b) Urban settlements that comprise a mix of infrastructure services, community facilities, and activities able to sustain the needs of their residents long-term.

6(c) Urban development which avoids worsening or accelerating any natural hazards long-term.

6(d) Retention and enhancement of the individual character and amenities of each of the District's urban settlements.

6(e) A diversity of residential environments and housing to meet the living needs of Horowhenua's residents.

6(f) Residential environments where the scale, character and amenity of new development is appropriate for the particular neighbourhood, demonstrated by:

- appropriate balance of open space and plantings to built form;
- provision for areas of medium density housing;
- a safe and efficient residential transport network; and
- compatibility between activities, with the dominant activity being residential accommodation.

6(g) Residential neighbourhoods supported by a good range of services, facilities and amenities that maintain and enhance their character and environmental quality.

6(h) Maintenance and enhancement of the vitality, convenience, accessibility, character, and pleasantness of each of the commercial areas in the District's towns, particularly the historic character of the Foxton and Shannon town centres.

6(i) Retail environments that are attractive and pedestrian-friendly.

6(j) Enhanced street appearance in commercial areas through building design, site layouts and landscaping.

6(k) Increased utilisation of land and physical resources within existing commercial and industrial areas.

6(l) Safe and convenient commercial areas for the movement of people and goods, with minimal conflict between vehicles and pedestrians.

6(m) Protection of the amenity in adjacent zones from the adverse effects of activities and development in the Commercial and Industrial Zones.

6(n) A mix of activities in the urban environment which do not result in significant incompatibility issues.

6(o) The outcomes sought within the Tararua Road Growth Area are that opportunities for growth of residential and industrial activities are enabled and that the area is developed in an integrated manner with a high standard of design and amenity.

Appendix 1: Urban Environment – Character, Qualities and Amenity Values

Smaller Settlements: Tokomaru, Mangaore Village, Hokio Beach, Waikawa Beach, Ohau and Manakau

- The small size of the settlements results in some "mixing" of activities (e.g. residential + small retail + service station + school + hotel) within close proximity.
- Overall noise conditions are similar to the surrounding rural area. In most situations they are determined by vehicle noise on roads within the settlement or, in the case of Tokomaru, Ohau, and Manakau, the State Highway which passes by or through the township. There are occasionally louder noise events which might be related to the few servicing or repair activities within the settlement. For example, in Manakau the bulk fertiliser store and railway line generate periodically louder noises than the usual background level. In Tokomaru the railway line is the source of periodically loud train noise - although it may well be part of the "usual" background noise for residents.
- Local roads and traffic volumes and speeds reflect the small size of the townships except in Tokomaru, Ohau, and Manakau where the State Highway dominates access into and from the townships.
- Density of development is generally low with sections averaging between 600 and 2,000m² and generous open space between and about buildings. This is largely a reflection of historic planning requirements and the need to provide for on-site sewage disposal (most commonly by septic tanks requiring soakage fields). Given the rural surroundings and mix of residential activities there is a strong sense of vegetation and "greenness" of the landscape.
- Building age, style, and appearance are variable depending on uses on individual sites.
- Building height is generally low (single - double storey residential dwellings) with variation for non-residential activities (e.g. Steam Museum Tokomaru, other rural-industrial buildings). Given the small extent of the townships, these few instances of greater building height or bulk do not contribute significant detrimental effect in the landscape. In the predominantly residential coastal settlements, building height is seldom above two-storeys.
- Open aspect to the sun is a valued quality for residential properties and shading of buildings and private open space by large-scale structures and tree planting should be avoided.
- There is a strong sense of the privacy of residential buildings and spaces on individual properties and privacy between nearby properties is enhanced by the presence of planting and fences and the orientation of buildings and windows.
- There is very little night lighting or glare to interrupt the privacy of individual sections with the exception of vehicle and train lights on the main arterial routes.
- Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties. The streetscape is not heavily "built" - although the carriageway is formed and sealed, drains are generally "vee"-type or ditch drains, and there is generally little kerb and

channel formation. This low-key approach to engineering standards contributes positively to the semi-rural character of the townships.

- Advertising signs are not prominent and what few exist relate to public facilities and traffic, directional, and safety matters.
- Air quality is similar to that found in the surrounding rural area. Given the low density of development and high proportion of residential development, there is little problem with regular sources of odour in the environment. Instances of odour problems do however occur (according to the season and farming activity surrounding the townships). One notable exception would be the bulk fertiliser store at Manakau which periodically emits dust close to residential properties.

Levin

Levin has quite distinct "sub-environments" - largely a result of past planning techniques and the grouping of similar activities together. Those "sub-environments" can be described as being:

Levin - Residential:

- The residential area surrounds most of the town centre and is defined within a generally grid-pattern of streets.
- Overall density of development is low to moderate with individual section size averaging 400-800m². There is a greater density of residential development surrounding the town centre, with lower density further out from the town centre. For the majority of the residential area, there is generous open space surrounding residential dwellings and separation between buildings on adjoining sites, except near the town centre where there is less open space and separation between residential dwellings.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties enhanced by the presence of planting and fences and the orientation of buildings and windows.
- The streetscape is distinctly suburban residential with formed kerb and channel, wide grass berms, formed and sealed vehicle crossings, footpaths, streetlights with some in-berm plantings.
- Vehicle traffic volumes are relatively low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day.
- Pedestrian and cycle movements are a substantial proportion of all traffic flows.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.
- Background noise levels are quiet and are generally determined by the noise from passing vehicles on local roads or nearby State Highways. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is generally free circulation of fresh air throughout the area with only occasional incidents of pollution or unpleasant odour. Continual ongoing efforts are being made to eliminate these odours as far as possible.

- There is very little night lighting or glare (other than vehicle lights) to interrupt the privacy of individual sections although night lighting of some sports grounds is a feature for some areas.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- Buildings are predominantly domestic residential and of a consistent quality of design and appearance and area generally compatible in scale and architectural character. Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties.
- Buildings have a sense of permanence. The predominant domestic residential use of sites means that there are people, generally familiar to each other, present both day and night which contributes to a sense of personal safety and security.
- Advertising signs are not prominent and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- Schools and community facilities serving residents are often located close to residential areas and there is easy access to nearby open space, playing fields and parks. There are small retail dairies scattered throughout the residential area.

Levin - Commercial:

- The entire commercial environment is heavily "built". The streetscape is predominantly one of hard surfaces and structures with a fully formed and sealed road, kerb-side parking, traffic lights and shop fronts.
- Building density is high. Buildings generally adjoin at the boundary, in a strip along Oxford Street and in side streets. Buildings cover a high proportion of sites. There are some areas of public car parking accessed from the side streets which are surrounded by higher density commercial development. There is little need for open space about buildings other than for goods storage, loading and parking.
- Overall building height is 1-2 storeys.
- Where pedestrian movements are significant the provision of a continuous overhead pedestrian verandah is an important feature.
- Buildings have character which follows their commercial function, and architectural styles and ages are mixed.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- There is limited activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Daytime and night-time background noise levels are moderately high, reflecting the level of business activity, traffic movement on Oxford Street (the State Highway) and rail traffic.
- There are high levels of vehicle, cycle, and pedestrian movement. Vehicle speeds are generally low - largely because of heavy vehicle flows - and the road environment incorporates specific provision and safety features for cyclists and pedestrians.

Heavy vehicles are a high proportion of daytime and night-time traffic flows and give rise to continuous noise and exhaust effects.

- There is a high demand for, and hourly turnover, in vehicle parking and deliveries made by service vehicles. There is heavy use of kerb-side vehicle parking which supplements on-site parking on individual sites where significant parking demand exists.
- Advertising signs are commonplace and of variable size, type, materials and quality.
- Within the Levin Town Centre two distinct activity areas can be identified:
  - i a central core pedestrian oriented area, and
  - ii a fringe vehicle oriented commercial area.

The Pedestrian Area is characterised by:

- Predominantly retail and commercial activities which attract significant numbers of people to the area.
- The public areas have generous pedestrian areas, continuous verandahs, planting, lighting, street furniture etc with higher environmental standards.
- In addition to being the economic focus of the Levin community, it is the social and civic focus of the Town and District.

The areas outside the Pedestrian Area are characterised by:

- A range of larger format retail, commercial, industrial, visitor accommodation and community activities.
- Activities tend to be vehicle oriented and less pedestrian oriented leading to:
  - i different parking needs and vehicle access.
  - ii generally lower environmental standards prevail as a result.

Levin - Industrial:

- There are several localities having a predominantly manufacturing or industrial "flavour" in different parts of the town. The principal concentration is in the southern part of town, in the vicinity of the State Highway, Hokio Beach Road, Bruce Road, Tararua Road and Totara Street. There is also a small area in Tiro Tiro Road, Power Street, and in Queen Street West. The characteristic amenities and environmental quality of these areas depends on the intensity and type of manufacturing process undertaken. In the area centred on the State Highway, there is a mix of light manufacturing and processing with commercial services and bulk retail. In the Tararua Road vicinity there has historically been heavier industrial activity and large scale factory buildings.
- In each of the areas the landscape is heavily "built" and dominated by large-scale buildings of generally functional design with few windows, constructed of low-maintenance materials. There is almost no planted space within sites or on road berms.
- Building height varies but is generally moderate (under three storeys except for exceptional and necessary features such as chimneys or silos which are considerably taller).

- There is little need for open space about buildings other than for goods storage and parking. Access to sunlight is not as important an issue as in the residential area and shading of buildings and spaces within the industrial area is common.
- Advertising signs are commonplace.
- Background noise levels on industrial sites are moderate to high with frequent loud noise events. Noise levels have the potential to adversely affect nearby non-industrial properties and need to be contained within the industrial area so as not to cause nuisance or health problems nearby.
- Traffic volumes are moderate to high with a strong proportion of traffic being heavy vehicles. Easy access to arterial roads, manoeuvring space for heavy vehicles, and loading/unloading areas for delivery vehicles are important.
- There is moderate to strong demand for parking for vehicles of varying sizes. On-site parking and manoeuvring is important in order to avoid conflicts between vehicles on public roads.
- There is little activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- Air quality within the zone may be variable and affected by smoke, dust, sprays and other air discharges.

Waitarere Beach & Foxton Beach:

- Waitarere Beach and Foxton Beach are predominantly residential settlements, with a small concentrated area of commercial activities.
- Commercial activities are located on main roads near community facilities and natural assets (reserves and beach). The commercial activities generally provide for the daily needs of residents, such as groceries, cafe and community facilities. The commercial buildings are generally of a scale which is similar and compatible with the surrounding residential environment.
- Residential density is generally low with sections averaging between 700 and 850m². This is largely a reflection of historic planning requirements and the need to provide for on-site sewage disposal. This pattern was established in the years before a system was reticulated throughout the settlements. In Foxton Beach, since the installation of the reticulated water and waste water system, some infill subdivision and development has occurred.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- There is generous open space surrounding residential dwellings and separation between buildings on adjoining sites.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties is enhanced by the presence of planting and fences and the orientation of buildings and windows.

- Development is very much of a single-house-per-section type. Buildings are predominantly domestic residential but have a variable quality of design and appearance. Buildings are generally set back from the street and the streetscape is open.
- The streetscape in newer areas is distinctly suburban residential with formed kerb and channel, wide grass berms, formed and sealed vehicle crossings, footpaths and streetlights. In older areas there is a variable standard of kerb-side drainage and sealed road formation and footpaths.
- There is a distinct "coastal" flavour with sand dunes along the beachfront and sand blow a constant reminder of location and the sparsity and coastal variety of vegetation.
- Many of the buildings are holiday homes and are not occupied for much of the year.
- Vehicle, cycle, and pedestrian volumes are low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.
- Background noise levels are very quiet and are generally determined by vehicles on local roads and by the sound of the sea. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is free circulation of fresh air throughout the area and few incidents of air pollution or unpleasant odour.
- There is very little night lighting or glare to interrupt the privacy of individual sections.
- Advertising signs are unusual in the landscape and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- There are some areas of public open space and one or two small retail shop or service station operations located centrally to each settlement.

Foxton

Foxton has three distinct "sub-environments”:

Foxton - Residential:

- The residential area extends either side of the State Highway and, following early settlement patterns, the old Manawatu River bank in a generally grid-pattern of streets.
- Overall density of development is low to moderate with individual section size averaging 600 to 1,000m². There is generous open space surrounding residential dwellings and separation between buildings on adjoining sites. Site development is generally of the one-dwelling-per-section type.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties enhanced by the presence of planting and fences and the orientation of buildings and windows.

- The streetscape is distinctly suburban residential with formed kerb and channel, wide grass berms, formed and sealed vehicle crossings, footpaths, streetlights with some in-berm plantings.
- Vehicle traffic volumes are relatively low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day. Pedestrian and cycle movements are a substantial proportion of all traffic flows.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.
- Background noise levels are quiet and are generally determined by the noise from passing vehicles on local roads or on the nearby State Highway. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is free circulation of fresh air throughout the area and few incidents of air pollution or unpleasant odour.
- There is very little night lighting or glare (other than vehicle lights) to interrupt the privacy of individual sections although night lighting of some sports grounds is a feature for some areas.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- Buildings are predominantly domestic residential and of a consistent quality of design and appearance and are generally compatible in scale and architectural character. Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties.
- Buildings have a sense of permanence. The predominant domestic residential use of sites means that there are people, generally familiar to each other, present both day and night which contributes to a sense of personal safety and security.
- Advertising signs are not prominent and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- Schools and community facilities serving residents are often located close to residential areas and there is easy access to nearby open space, playing fields and parks. There are small retail dairies scattered throughout the residential area.

Foxton - Commercial:

- Foxton's retail shopping, commercial service and tourism core is located on Main Street.
- There are also scattered commercial properties along both sides of Johnston Street (the State Highway) which focus on serving Highway traffic and the residential areas east of the Highway.
- There is substantial land zoned for commercial development with potential for infill development within the town centre. The streetscape is predominantly one of hard surfaces and structures with a fully formed and sealed road, kerb-side parking, and shop fronts. The northern end of the Main Street commercial area has a strong heritage character contributing to Foxton’s identity. The southern end of the Main

Street commercial area has a more tourism focus associated with the De Molen Windmill which is a local landmark.

- There is a mix of activities in both areas including those which generate or rely on a high level of pedestrian movement.
- Building density is high. Buildings along Main Street and the nearby side streets generally adjoin at the boundary, whereas in Johnston Street, buildings tend to be more free-standing. Buildings cover a high proportion of sites. There is little need for open space about buildings other than for goods storage, loading, and parking.
- Overall building height is 1-2 storeys.
- Where pedestrian movements are significant the provision of a continuous overhead pedestrian verandah is an important feature.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- There is limited activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Daytime and night-time background noise levels are moderately high reflecting the level of business activity and traffic movement - particularly on Johnston Street.
- There are moderate levels of vehicle, cycle, and pedestrian movement. Vehicle speeds are generally low. Heavy vehicles are a high proportion of daytime and night-time traffic flows on Johnston Street and give rise to some noise and exhaust effects.
- There is strong demand for kerb-side vehicle parking and deliveries made by service vehicles.
- Advertising signs are commonplace and of variable size, type, materials and quality.

Foxton - Industrial:

- The principal areas are the former Feltex operation in Duncan Street and the engineering and processing industries at the southern entrance to the town. At the northern end of the town off Bergin Road is the Foxton Sawmill and associated industries including the Airfield developed in the 1970's. There are also one or two individual sites where engineering or vehicle repairs are undertaken. The characteristic amenities and environmental quality of these areas depends on the intensity and type of manufacturing process undertaken.
- In each of the areas, the landscape is heavily "built" and dominated by large-scale buildings of generally functional design with few windows, constructed of low-maintenance materials.
- Building height varies but is generally moderate (1-2 storeys except for occasional features such as chimneys and silos which are considerably taller).
- There is little need for open space about buildings other than for goods storage and parking. Access to sunlight is not as important an issue as in the residential area and shading of buildings and spaces within the industrial area is common.
- Advertising signs are commonplace - particularly near the Highway.

- Background noise levels on industrial sites are moderate to high with frequent loud noise events. Noise levels have the potential to adversely affect nearby non-industrial properties and need to be contained within the industrial area so as not to cause nuisance or health problems nearby.
- Traffic volumes are moderate to high with a strong proportion of traffic being heavy vehicles. Easy access to arterial roads, manoeuvring space for heavy vehicles, and loading/unloading areas for delivery vehicles are important.
- There is moderate to strong demand for parking for vehicles of varying sizes. On-site parking and manoeuvring is important in order to avoid conflicts between vehicles on public roads.
- There is little activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- Air quality within the area may be variable and affected by smoke, dust, sprays and other air discharges.

Shannon

Shannon also has three distinct "sub-environments":

Shannon - Residential:

- The area of residential extends east of the main road and town centre on a grid-pattern of streets.
- Overall density of development is low to moderate with individual section size averaging 600 to 1,000m². There is generous open space surrounding residential dwellings and separation between buildings on adjoining sites. Site development is generally of the one-dwelling-per-section type. The low intensity of scale is highlighted, in parts of Shannon, by the large areas of undeveloped land which contribute a particular "green" and semi-rural character.
- There is a strong sense of the privacy of buildings and spaces on individual properties and privacy between nearby properties enhanced by the presence of planting and fences and the orientation of buildings and windows.
- The streetscape is distinctly suburban residential with wide grass berms, formed and sealed vehicle crossings, footpaths, streetlights with some in-berm plantings.
- Vehicle traffic volumes are relatively low and are related to movements by householders to and from work, school, recreation, and shops in the normal course of the day. Pedestrian and cycle movements are a substantial proportion of all traffic flows.
- The road environment and traffic speed contribute to a sense of safety for pedestrians and cyclists. There is little kerb-side parking of vehicles and sites provide their own on-site parking spaces and garage structures.

- Background noise levels are quiet and are generally determined by the noise from passing vehicles on local roads or on the nearby State Highway. There are few loud noise disruptions.
- Open aspect to the sun is a valued quality for residential properties.
- There is free circulation of fresh air throughout the area and few incidents of air pollution or unpleasant odour.
- There is very little night lighting or glare (other than vehicle lights) to interrupt the privacy of individual sections.
- Overall building height is low (1-2 storeys) with few structures towering above the prevailing height. Little shading or intrusion into privacy therefore results.
- Buildings are predominantly domestic residential and of a consistent quality of design and appearance and area generally compatible in scale and architectural character. Buildings are generally set back from the street and the streetscape is open and "green" with trees and plantings on berms and on adjacent properties.
- Buildings have a sense of permanence. The predominant domestic residential use of sites means that there are people, generally familiar to each other, present both day and night which contributes to a sense of personal safety and security.
- Advertising signs are not prominent and the few that are present, relate to public facilities and traffic, directional, and safety matters.
- Schools and community facilities serving residents are often located close to residential areas and there is easy access to nearby open space, playing fields and parks.

Shannon - Commercial:

- Shannon's retail shopping and commercial service core is concentrated in Plimmer Terrace, Grey Street to Ballance Street.
- The streetscape is heavily built - being predominantly one of hard surfaces and structures with a fully formed and sealed road, kerb-side parking, and shop fronts. The buildings within the commercial area influence the streetscape, where the buildings have a strong heritage character contributing to Shannon’s identity.
- There is a mix of commercial, retail and service activities.
- Building density is medium to high and buildings generally adjoin at the boundary. There is little need for open space about buildings other than for goods storage, loading and parking.
- Overall building height is 1-2 storeys.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- There is limited activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Daytime and night-time background noise levels are moderately high reflecting the level of traffic and rail movement.

- There are moderate levels of vehicle, cycle, and pedestrian movement. Vehicle speeds are generally low. Heavy vehicles are a moderately high proportion of daytime and night-time traffic flows through the commercial area.
- Advertising signs are commonplace and of variable size, type, materials and quality.

Shannon - Industrial:

- There is one main area of industrial processing west of the railway line.
- The landscape is heavily "built" and dominated by large-scale buildings of generally functional design with few windows, constructed of low-maintenance materials. The area is surrounded on three sides by undeveloped and rural land.
- Building height is generally moderate (1-2 storeys except for occasional features such as chimneys).
- There is a limited amount of advertising.
- Background noise levels are relatively high - but are reasonably distant from other areas of the town, and are separated from these areas by the railway and main road.
- Traffic volumes are relatively low. Easy access to arterial roads, manoeuvring space for heavy vehicles, and loading/unloading areas for delivery vehicles are important.
- There is moderate to strong demand for parking for vehicles of varying sizes. There is a combination of kerb-side and on-site parking and manoeuvring which suits local needs because of the relatively small size of the area and its separation from other activities.
- There is little activity outside usual business hours making it important that the design of buildings and spaces incorporates measures to assist crime prevention and to minimise creation of unpleasant and poorly-lit spaces.
- Business activities require access for delivery vehicles as well as loading space and storage space for goods and materials delivered and wastes generated. Storage areas can be unsightly and every effort should be made to store these in a tidy state away from public view.
- Air quality within the area is variable and affected by smoke, dust, sprays and other air discharges.

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7. GREENBELT RESIDENTIAL ENVIRONMENT

There is increasing demand for rural living in the Horowhenua. The Greenbelt Residential Zone is at the urban edge and provides a residential choice for people wanting the opportunities that come with larger areas of open space and a semi-rural context. The opportunities include larger sized gardens, small scale productive activities, and a relatively open outlook.

The locations of the Greenbelt Residential Zone have been identified to provide ready proximity to urban day-to-day services, to enable short trip distances to the centres they relate to, and to provide an urban edge interface with rural areas that limits reverse sensitivity conflicts and provides for the protection of permitted rural activities and those lawfully established activities, in the Rural Zone and the more open landscape of the District.

The layout of the Greenbelt Residential Zone will be planned in more detail as part of its implementation through the District Plan to provide publicly accessible walking/cycling links around and into urban areas for recreational and non-vehicular transport purposes. They will also be planned to provide linked road networks within and between different land title ownerships, potential service infrastructure, sustainable stormwater management, and clusters of housing which will allow for shared open space outlook.

Within the Greenbelt Residential Zone exists the Foxton Beach North Overlay and Waitarere Rise Overlay.

Issue 7.1

The need to provide for a choice of different types of residential environments and ancillary activities to enable current and future residents to met their lifecycle and lifestyle aspirations within the District.

ISSUE DISCUSSION

Providing a range of choice in residential environments enables people to decide what place best suits their particular lifecycle needs and lifestyle aspirations. By enabling a range of choices within the District, people have an opportunity to remain within the same community but to change the type of residential property they live in depending on their life stage or lifestyle at the time.

With the lower density of residential development provided for in the Greenbelt Residential Zone, provision is able to be made for a range of small scale typically only rurally possible land uses, such as small scale hobby farms, orchards or other activities which rely on larger sites. It is expected that land within the Greenbelt Residential Zone will transition over time, but primary production, including dry stock grazing, horticulture and forestry could continue until take up for residential purposes occurs.

The Greenbelt Residential Zone is part of the District-wide strategy of providing a range of residential living environments. To date, this type of residential environment has not been specifically provided for in a planned manner and larger lot rural-residential developments have tended to be scattered across the rural area. It is now recognised that identifying appropriate locations for this type of residential environment will encourage a more

sustainable form of development for the future. Particular care will need to be taken to ensure natural hazards such as sand inundation and dune movement will not compromise residential development in the Greenbelt Residential (Foxton Beach North Overlay) Zone, and avoidance or mitigation may need to be incorporated into any future subdivision design.

Locating the Greenbelt Residential Zone immediately adjacent to existing or future residential areas of the existing urban areas would enable the sustainable management of the natural and physical resources. In these locations, if reticulated infrastructure is available, it can be extended in an efficient manner to minimise the effects on the natural environment, such as groundwater. In addition, being adjacent to urban areas enables the effective connection to the existing transport infrastructure, and for different modes of transport to be used for people to move from where they live to access day to day amenities such as schools, shops and other services.

Objectives & Policies

Objective 7.1.1

To provide for residential and ancillary activities that maintain and enhance the character and amenity values of the Greenbelt Residential Zone, while avoiding or mitigating natural hazards.

Policy 7.1.2

Identify areas that are suitable for Greenbelt Residential purposes, that are in close proximity to an urban settlement, have capacity for reticulated infrastructure or managed servicing on-site, have the ability to connect to the existing urban area; with the expectation that significant natural hazards will be avoided and the potential effects of natural hazards managed to a degree that reflects the risk.

Policy 7.1.3

Provide for a range of activities within the Greenbelt Residential Zone to enable sufficient flexibility for residential living and other compatible activities that are consistent with the character and amenity values for the area.

Policy 7.1.4

Maintain overall low density of development in the Greenbelt Residential Zone with large section sizes, sufficient to accommodate a standard contemporary house and a large area of open space for amenity and/or productive purposes except as provided for in Policy 7.1.13.

Policy 7.1.5

Maintain a high quality and open streetscape.

Policy 7.1.6

Maintain the residential character and high standards of building quality and appearance in the Greenbelt Residential areas.

Policy 7.1.7

Maintain low overall building height with exceptions for necessary community facilities and utility services where such height would not adversely affect local environmental amenities.

Policy 7.1.8

Maximise opportunities for sunlight access to buildings and private areas of open space; and minimise shading of private open space and buildings caused by structures on adjacent sites.

Policy 7.1.9

Maximise opportunities for the creation of private outdoor spaces on greenbelt residential properties, to maintain and enhance amenity values.

Policy 7.1.10

Minimise the amount of signage present in the landscape of the Greenbelt Residential Zone, so as not to detract from the character or visual amenity of the area.

Policy 7.1.11

Maintain overall quiet daytime and night-time noise conditions in the Greenbelt Residential Zone with few extraordinary loud noise events and minimal noise nuisance to residents.

Policy 7.1.12

Ensure that subdivided sections have sufficient area, shape, and access suitable to maintain the character, scale and intensity of development in the Greenbelt Residential Zone, including recognising the different servicing capacity in different locations.

Policy 7.1.13

Provide for subdivision within the Greenbelt Residential (Foxton Beach North Overlay) Zone in a manner that:

- ensures that subdivided sections have sufficient area shape, and access suitable to maintain the character, scale, and intensity of development in the Greenbelt Residential (Foxton Beach North Overlay) Zone and shall be generally in accordance with the Foxton Beach North Overlay Design Guide contained in Schedule 14;
- enables the number and sizes of residential sections created by subdivision to be varied in response to the amount of open space retained within the development, on the basis that more open space supports a higher number of smaller sections; and
- identifies, through a site-specific assessment undertaken by a suitably qualified and experienced geomorphological expert, any significant hazard to the sections that may arise from sand inundation and/or dune movement inside or outside the Greenbelt Residential (Foxton Beach North Overlay) Zone, and avoids or mitigates that hazard and its effects. Avoidance or mitigation may include on-site and/or off-site measures;
- ensures roading networks for each stage of development are designed to be sufficient for roading and network utility demands of the ultimate development of the

site and to provide linkages to adjoining areas of development in a manner that is consistent with the roading hierarchy set out in the Plan.

Policy 7.1.14

Maintain residential environments that are safe from traffic hazards and have a high quality of streetscape amenity including managing the location and design of street lighting to a level appropriate for the Greenbelt Residential Zone.

Policy 7.1.15

Ensure that all activities involving delivery and collection of wastes and goods and materials are provided with easily-accessible spaces for vehicle loading and unloading clear of conflict with pedestrian and vehicle users of public roads.

Policy 7.1.16

Ensure that any storage of goods, materials, or waste products is contained within individual sites; is maintained in a tidy manner without causing litter to spill beyond the site; and without detracting from the visual amenities of the environment.

Policy 7.1.17

Where no reticulated servicing is available, ensure that all activities within the Greenbelt Residential Zone dispose of wastes in a manner that avoids, remedies or mitigates adverse effects.

Policy 7.1.18

Require any activity which does not comply with minimum environmental standards to be considered as an application for resource consent in terms of the policies and criteria of this plan and the effects on the environment.

Policy 7.1.19

Ensure that subdivided sections in the Greenbelt Residential Waitarere Rise overlay have sufficient area, shape, and access suitable to maintain the character, scale, intensity, and amenity of the Waitarere Rise subdivision development, including recognising that the original subdivision predated the introduction of the Greenbelt Residential zone and that the development is serviced by a reticulated pressurised grey water system.

Explanation and Principal Reasons

The Plan acknowledges that the Greenbelt Residential Zone provides an area for people to reside, as well as other ancillary activities which are compatible with this residential character and amenity. The Plan intends to enable the establishment and operation of activities and will specify minimum standards for their establishment and operation. However, other activities, such as intensive farming and industrial activities may be incompatible with the character and amenity values of this Zone. The policies clearly identify the environmental qualities and amenities that are to be maintained and enhanced.

7 OBJECTIVES/POLICIES: Greenbelt Residential Environment

In addressing subdivision, the Waitarere Rise overlay area is recognised as having unique characteristics which warrants a specific policy relevant to its management in addition to all other policies applicable to other Greenbelt Residential areas. The area within the Waitarere Rise overlay was approved for subdivision and partially developed prior to the introduction of the Greenbelt Residential zone to the District Plan. The original design of the Waitarere Rise development contemplated limited further subdivision of the larger lots through imposing private covenants requiring compliance with a minimum shape factor. This shape factor is considerably greater than that in other Greenbelt zones due to the coastal lifestyle character that forms an integral part of the Waitarere Rise development and is sought to be maintained. The Waitarere Rise development was designed as a rural/residential lifestyle development without access to a Council reticulated water supply. Effluent disposal for this development is by a reticulated pressurised grey water system. The development including the existing wastewater system and roading network, have been designed for a limited level of additional subdivision before infrastructure upgrades are necessary. Specific recognition of these factors through the subdivision process is necessary to maintain the character, scale, intensity, and amenity of the development. The specific minimum lot size for the Waitarere Rise overlay reflects the characteristics and historical consented development of this area, and is independent of the provision of reticulated water supply.

The Plan recognises that the Greenbelt Residential (Foxton Beach North Overlay) Zone has specific characteristics such as its relationship with the coastal environment, the natural dune forms within the site, the influence of coastal processes, and the more rural and natural surroundings that enable a different residential environment to be created compared with the wider Greenbelt Residential Zone. Subject to an appropriate response to natural hazards and/or their effects, this area is suitable for a style of development such as clustering of smaller allotments and providing for shared (rather than individually owned) open space that emphasises and retains significant areas of open space and controls disturbance of existing landform features. The Greenbelt Residential (Foxton Beach North Overlay) Zone has, like the remainder of the Greenbelt Zone, a direct connection to an existing settlement which creates opportunities for urban connectivity and efficient servicing with roads and other infrastructure.

While the Greenbelt Residential (Foxton Beach North Overlay) Zone provides opportunities for residing in a different residential environment, it is important that natural hazards are avoided or carefully managed. Any application for subdivision consent in this Zone will need to assess the potential for sand inundation and dune movement on to or within the Foxton Beach North Overlay area and, if necessary, identify any subsequent avoidance or mitigation measures. Careful consideration should also be given to management of public access to and through the coastal reserve to the west of the area, where ad hoc establishment of pathways through the dune field may destabilise dunes.

Methods for Issue 7.1 & Objective 7.2.1

Plan Rules

- Plan maps will define the geographic extent of the Greenbelt Residential Zone including those based on the areas identified in the Horowhenua Development Plan.
- Rules will identify permitted land uses with the Greenbelt Residential Zone.
- Rules will specify minimum standards for the effects or amenities discussed in the policies above.

- Any activity or proposal which is not a permitted activity or does not comply with stated standards will be considered pursuant to an application for resource consent.
- Land use consents will be assessed in terms of their effects and the policies outlined above.
- In assessing resource consent applications the Council will have regard to relevant industry codes of practice/guidelines.
- Council will encourage land users to use Codes of Practice and other good practice guidelines.

Standards expressed as Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction; Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected.

Other Statutory Plans

- The Horizons Regional Council will control discharge to air, land and water under the provisions of its regional plans.

Annual Plan

- Council will continue to maintain and develop public infrastructure services, recovering costs from users as appropriate over time.

Council is operator of most public infrastructure services.

Issue 7.2

The recognition of reverse sensitivity effects between activities within the Greenbelt Residential Zone, and at the interface with the rural and urban areas.

ISSUE DISCUSSION

Within a rural district such as the Horowhenua there is a risk of urban areas encroaching on the viability of land based production activities due to the incompatible nature of resident's urban environment expectations relative to the working needs of rural activities. These incompatibilities tend to occur at the edges of urban areas where they interface with the rural context.

Reverse sensitivity can occur from the sensitivity of urban residents to, for example, odour, air quality, noise, pet roaming, and building scale.

The Greenbelt Residential Zone provides an opportunity to moderate the level of incompatibility between urban and rural land uses by introducing a larger lot density (and so more space for dispersing the rural effects), fewer resident people (so less potential for sensitivity), greater tolerance (given people's aspirations to live in the greenbelts close to rural areas), more opportunity to provide for careful planning and design of development in a greenbelt zone (in terms of the location of houses relative to the rural areas), and greater certainty for rural operators to know where the residential areas are located (compared to a more random distribution of lifestyle blocks).

7 OBJECTIVES/POLICIES: Greenbelt Residential Environment

In the same way that compatibility with the rural areas needs to be considered, the compatibility of land uses within the Greenbelt Residential Zones must also be recognised and provided for to ensure that more intensive land base production activities (for example poultry or pig farming) are not established where those effects could not be avoided or mitigated within the zone.

Objective 7.2.1

To provide for compatible land use activities in the Greenbelt Residential Zone, and avoid or mitigate the adverse effects of activities within the Zone and at the urban and rural zone interfaces.

Policy 7.2.2

Provide for land uses in the Greenbelt Residential Zone that have similar amenity expectations, and are managed through environmental standards and resource consent conditions as necessary to avoid, remedy or mitigate the adverse effects.

Policy 7.2.3

Provide buffers or other interface measures at the immediate interface between Rural and Greenbelt Residential Zones to mitigate the adverse effects of primary production on permitted, or otherwise lawfully established, activities in the Rural Zone on residential activities in the Greenbelt Residential Zone.

Policy 7.2.4

Provide buffers or other interface measures on primary production and other activities, including residential activities, in the Greenbelt Residential Zone that may have adverse effects on adjacent activities, such as reverse sensitivity effects on infrastructure.

Explanation and Principal Reasons

Providing for a wide range of activities within the zone increases the potential for conflict between activities. Similarly, there is also potential for inter-zone conflict between activities on adjoining zones. Where conflict occurs, it is usually at the boundary between activities.

These policies seek to ensure the ongoing efficient and effective function of activities in the Rural Zone, as well as maintaining the amenity values in the adjoining urban environments. Minimising reverse sensitivity effects both within the Greenbelt Residential Zone and at its boundaries with other zones, will ensure the respective amenity values of the adjoining areas are not compromised. These policies will require controls on siting of sensitive activities, such as dwellings, to avoid or mitigate the potential for reverse sensitivity effects. Conversely, the policies manage activities which may create significant adverse external effects to avoid future conflicts. Setback distances for activities from boundaries are an important method in implementing these policies.

7 OBJECTIVES/POLICIES: Greenbelt Residential Environment

Methods for Issue 7.2 & Objective 7.2.1

Plan Rules

- Rules on those activities within the Greenbelt Residential Zone that could conflict with the amenity values of residential activity, or efficient functioning of the adjoining Rural Zone.
- Any activity or proposal which is not a permitted activity or does not comply with stated standards will be considered pursuant to an application for resource consent.
- Land use consents will be assessed in terms of their effects and the policies outlined above.
- In assessing resource consent applications the Council will have regard to relevant industry codes of practice/guidelines.
- Council will encourage land users to use Codes of Practice and other good practice guidelines.

Standards expressed as Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction; Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected.

Other Statutory Plans

- The Manawatu-Wanganui Regional Council will control discharge to air, land and water under the provisions of its regional plans.

Issue 7.3

The pattern of subdivision and development and nature of access and servicing could compromise the efficient use of land and infrastructure.

ISSUE DISCUSSION

The Greenbelt Residential Zone indicates an area of land that is generally suitable for low density rural-residential development. Care is required in the design and layout of the Greenbelt Residential areas to ensure the land and infrastructure is developed and used in an efficient manner. In addition, residents in the Greenbelt Residential Zone value the special opportunities and qualities of these locations, in that it is provides an environment in which they reside as well as satisfying the demand of some residents to be able to undertake small scale ancillary activities. Some of the particular qualities that are important to these areas and are important in managing the pattern of subdivision and development include:

- The level of accessibility and connections by walking and cycle paths to urban areas and within the zone are important for the distance and time of trips required to access urban services and amenities – long trips (due to lack of connections or distance of zone from an urban area) means less accessibility, reliance on motor vehicles and more impact on road infrastructure. Short trips enable people to walk, cycle or use cars less for day to day needs saving time and cost for residents and increasing accessibility to all including those without access to a vehicle (such as children).

- The level of public space provision and linked reserve or public accessible open space is important to establish and maintain a network for recreation or movement at the edges to urban areas – no connected recreational networks means people will drive to walk/cycle for recreation, and the opportunity to provide for alternatives to roads as a way to connect to urban centres is missed. Connected networks of open space within the zone mean that the 'townbelt' concept can start to form, recreational needs are provided close to each neighbourhood, people have alternative routes for walking or cycling to and from destinations, and the 'greenbelt' concept gains some public support for retention as a public asset and so prevents urban areas from sprawling further into rural land.
- The level of planning for infrastructure provisions is important to enable efficient servicing of the zone - no planning means services are circuitous, more expensive and less efficient to maintain and less flexible to accommodate change. A planned network of services enables the costs to be known in advance and apportioned fairly to the user, for the most efficient placement and at the least cost, as well as providing best for future change. This applies to both Council-provided infrastructure as well as privately funded infrastructure.
- The nature of development design is important to ensure that it reflects the low density residential environment for the Greenbelt Residential Zone. No design, or poor design, means there will be a tendency for each subdivider to do their own unconnected and individual development. Appropriate development design means a hierarchy of roads which are generally low speed lanes that connect to one another, tree lined lanes and roads with stormwater management that enhance the 'greenness' and ecological performance, and separation of walking and cycle paths from vehicular traffic, houses which are situated in clusters or groups to enable the larger open areas to have a 'shared' visual amenity, publicly accessible walking paths, and the use of appropriate fence, hedges and lighting to define boundaries and street frontages.

Objective 7.3.1

To ensure areas within the Greenbelt Residential Zone are developed in an efficient and sustainable development pattern responding to the natural and physical resources of the area.

Policy 7.3.2

Manage the form and pattern of development and subdivision within the Greenbelt Residential Zone on a comprehensive basis to ensure a structured and integrated pattern of development, which recognise the environmental qualities and physical resources of the land are fully identified and sustainably managed.

Policy 7.3.3

The form and pattern of development and subdivision seeks to:

- Ensure the location, density and orientation of developable areas are compatible with the character and amenity values of the location; including implementing any design guide contained within a Schedule to this Plan;

- In reticulated areas, ensure the coordinated and integrated provision of infrastructure; and in unreticulated areas, ensure either the sustainable on-site provision of water supply, wastewater disposal and stormwater management or, where appropriate, the provision of provision of private infrastructure;
- Ensure a connected transport infrastructure for different modes of transport;
- Provide a connected and accessible network of open space;
- Protect and enhance natural features, areas of ecological value and sites of historic heritage importance;
- Avoid or mitigate the risk of natural hazards through design or otherwise;
- Minimise amenity conflicts with adjoining land uses; and
- Provide opportunities for energy efficiency through road layout and lot orientation.

Policy 7.3.4

Manage subdivision and development to connect with the existing infrastructure and transportation network, according to the capacity limitations of that network and the potential requirements for upgrading its capacity.

Policy 7.3.5

Ensure that staging of development in the Greenbelt Residential Zone is efficient, consistent with and supported by adequate infrastructure and that development is otherwise deferred until the required upgrading of infrastructure has occurred.

Policy 7.3.6

Manage subdivision, use and development to avoid, remedy or mitigate the adverse effects of these activities on the efficient and safe operation of infrastructure and network utilities, including the National Grid.

Explanation and Principal Reasons

The subdivision and development in the Greenbelt Residential Zone needs to be undertaken in an effective and efficient manner to ensure the sustainable management of natural and physical resources. The development process should occur in a planned and structured approach, taking into account the environmental qualities and features of the land, as well as the need to provide strong and efficient connections with the existing urban area.

New subdivision and development will be assessed to ensure they have access to existing water and wastewater systems, roads and reserves or that new infrastructure can be provided. Any additional demand from new activities on existing infrastructure, will be assessed to ensure the designed capacity of the system is not overloaded through servicing new users. If services need to be upgraded, the subdivider would be required to provide reasonable contribution to fund such improvements or extensions.

Furthermore, where significant upgrades or extensions to existing infrastructure are required prior to the area being developed, a deferred zoning will apply and remain until such time as infrastructure is sufficient. This deferred zoning method signals the long term use of the land while providing for its continued use by rural activities.

7 OBJECTIVES/POLICIES: Greenbelt Residential Environment

In the case of Waitarere Rise, a comprehensive and integrated approach to the development has been taken. As for other Greenbelt Residential zoned areas (and consistent with these policies generally), if any services (including the grey water pumping stations) need to be upgraded to accommodate this additional level of development or if the scale and intensity of development proposed has the potential to lead to the need for such an upgrade, then the consent holder shall carry out the required work with the cost of such work offset against the development contribution paid in relation to that service to fund such onsite improvements, extensions or upgrades, provided such work has been included in the Council's Development Contribution Policy. The incremental subdivision of smaller lots would undermine the original subdivision development. To this end only limited further subdivision of the larger lots has been provided for within this development.

Network utilities are a significant physical resource as they contribute to the economic and social wellbeing of the Horowhenua, as well as at a national level. It is therefore important to protect them from the adverse effects of new development or activities, such as locating buildings close to power transmission lines. Where the activity and development is compatible with infrastructure and network utilities, these land uses are provided for.

Methods for Issue 7.3 & Objective 7.3.1

Plan Rules

- The Council will prepare Structure Plans to guide development in the Greenbelt Residential Zone. The Structure Plans will where appropriate identify the location of key movement routes, provision of infrastructure, and open space network and other obvious features (there may be other features not noted on Structure Plans that are important to consider and retain). Development within an area covered by a Structure Plan shall be in accordance with the Structure Plan.
- Assessment of environmental effects through the resource consent process for development and subdivision proposals.
- Proposed subdivisions and developments will be assessed in terms of Plan criteria (including Design Guideline) and standards for new services and road connections.
- Proposed new roads will be considered, subject to resource consent applications for subdivision, in terms of the accepted roading hierarchy.
- Plan rules will set minimum standards for connection to and extension of infrastructure services.
- Plan rules for the Greenbelt Residential Zone (Deferred) to manage subdivisions prior to a Structure Plan for an urban growth area being adopted.

Standards expressed as Plan rules are considered to be the most appropriate and effective method of maintaining minimum standards for the matters over which the Council has jurisdiction; Rules provide certainty for resource users and for neighbours which is important for community understanding of what environmental quality is expected.

Other Statutory Plans

- The Horizons Regional Council will control discharge to air, land and water under the provisions of its regional plans.

7 OBJECTIVES/POLICIES: Greenbelt Residential Environment

Annual Plan

- Council will continue to maintain and develop public infrastructure services, recovering costs from users as appropriate over time.

Council is operator of most public infrastructure services.

Design Guides

- Council will prepare a design guide to promote the pattern and form of subdivision and development in the Greenbelt Residential Zone. This guide will assist landowners and subdividers to be innovative in the development of the Greenbelt Residential Zone, and to assist Council in assessing resource consent applications.
- There is a design guide for the Greenbelt Residential (Foxton Beach North Overlay) Zone tailored to the specific characteristics of that area and contained in Schedule 14. The design guide performs the same role as the design guide for the wider Greenbelt Residential Zone, but provides additional guidance to landowners, subdividers and the Council so that development is responsive to the landscape and geomorphological setting of that site.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for the Greenbelt Residential environment which are anticipated to result from the combined implementation of the above policies and methods are as follows:

7(a) Structured urban development that is well connected to and compatible with the adjacent urban and surrounding rural environment.

7(b) Form and pattern of land use and development that is compatible with the values, character and qualities of a predominantly residential environment with some ancillary activities based on an open space network.

7(c) The provision of a range of transport modes and infrastructure servicing able to meet the needs of the residents long-term and not adversely affect the environment.

7(d) A living environment which recognises and provides for its natural features and so promotes an attractive, distinctive and ‘place-based’ design.

8. Natural Hazards

The Horowhenua District has the potential to be subject to a range of natural hazards, including flooding and river erosion, coastal erosion and inundation (storm surges and tsunami), land instability (slips, slumps and runoff), seismic activity (ground rupture, shaking and liquefaction) and volcanic activity.

Flooding is the most frequently experienced natural hazard in the District, and the likelihood of a major flood occurring in any year is high. The other natural hazards occur less frequently, but have the potential to cause significant adverse effects and pose a risk to people and property.

The location, nature and magnitude of these natural hazards vary throughout the District, with some areas at significant risk while other areas are less susceptible. The vulnerability to natural hazard events can be increased by human activity which can increase the intensity and effects from flooding and erosion (e.g. earthworks in flooding paths), as well as reducing the effectiveness of mitigation measures (e.g. works which compromise stopbanks). In addition, the number of people living in hazard-prone areas (including associated infrastructure) can increase the risk of potential damage from natural hazard events to people and properties.

Below is a description of the natural hazards and the risks they pose to people, property and the environment generally.

Surface Water Flooding and River Bank Erosion

As much of the developed land of the District is located on floodplains, periodic surface water flooding occurs. The impacts of floods are mostly localised and relate mainly to the major rivers and streams (Manawatu River, Tokomaru Stream, Mangaore Stream, Ohau River, Manakau Stream and Waikawa Stream) and their tributaries. In addition to flooding from rivers and streams, some areas are subject to poor drainage which leads to surface ponding.

Given the flood risks and susceptibility to surface ponding, river and drainage schemes (with the associated construction of stopbanks, floodgates, spillways and retention dams) were developed to protect some parts of the District.

For example, flooding of the Manawatu River has been an historical problem for the low-lying land in the vicinity of the lower reaches of the river. The former Manawatu Catchment Board has developed the "Lower Manawatu Flood Protection Scheme", incorporating stopbanks, floodways, and flood warning systems, to assist landowners in that vicinity to manage the flood hazard.

Flood protection schemes offer a level of protection to people and property from the flooding and ponding risks. However, there is still a risk that stopbank and/or spillway capacity may be exceeded.

The February 2004 storm event caused widespread flooding in the lower reaches of the Manawatu River, and was the largest flood in the Manawatu River since 1902. This event highlighted that if the size of the flood exceeds the design standard of the flood protection works (e.g. 100 year flood event), or the flood protection works fail, significant flooding can occur. The 2004 event was larger than the previously understood scale of a 100 year flood

event and caused significant short and long term adverse effects on people, property and the environment in the area affected. As a result, Horizons Regional Council is currently undertaking a project to upgrade the Lower Manawatu Flood Protection Scheme to the new 1 in 100 year flood event design standard.

The Koputaroa, Moutoa and Makerua areas are former swamps and are subject to drainage by drainage schemes. The drainage schemes have enabled the land to be farmed and ongoing reviews and upgrades to the schemes occur to meet the demands of farming systems. Land in these areas is subject to flooding, particularly if the pump systems fail.

Similarly, flooding of the Ohau River, Waikawa River, Waiwiri Stream and Managua Stream (west drain) has been an historical problem for landowners in the lower reaches of those catchments. Local flood protection and drainage schemes were developed by the former Manawatu Catchment Board for the Ohau River, the Waikawa and Manakau Streams and the Waiwiri Stream. In 1976 these schemes were combined to form the "Ohau-Manakau Scheme". The combined flood protection scheme comprises stopbanks, streambed and riverbank protection and maintenance works along defined sections of the Ohau River and the Waiwiri, Kuku, Waikawa, and Manakau Streams. Horizons Regional Council has an ongoing programme of reviewing the scheme and the nature of the flood hazard in these catchments. Historical records associated with the catchments and the flood protection scheme provide an indication of flood risk in these areas. The level and extent of flood risk may be adjusted as a result of the scheme review. These reviews may require an upgrade of the flood protection scheme or other options, such as land use and building controls, where necessary.

Erosion of riverbanks can occur as a result of a flood event or the on-going change of a river system and can encroach into adjacent land. While the erosion risk can alter over time, there are some areas at risk from river erosion on an ongoing basis. Localised river bank protection works (e.g. groynes, rock embankments, straightening, etc) have been used in places to mitigate river bank erosion and provide for development on adjacent land. While engineering works can reduce the risks of river bank erosion, they cannot eliminate the risks and they can be expensive to construct and maintain.

Many parts of the District are susceptible to localised overland flows and ponding, where intensive rainfall and/or high groundwater levels exceed the capacity for natural and artificial drainage systems. These overland flows and ponding can be for short periods such as a high storm event during dry summer conditions resulting in high surface water levels for a short period of time. Alternatively, ponding can occur for prolonged periods, such as during winter months where a high water table results in limited drainage, and low lying areas can pond for a considerable period of time. This localised overland flow and ponding have the potential to cause damage to people and property.

Coastal Erosion and Inundation

Wind and water erosion and inundation of low-lying areas due to a possible rise in sea level, are constant threats for the entire coastal plain and is a significant natural hazard in the District. Coasts are dynamic areas, and while the Horowhenua coast is generally accreting, there are periods and locations where coastal erosion occurs. The nature and rate of coastal erosion can vary depending on a particular area of the coastline and whether many storms have occurred over a particular time period. Coastal accretion and erosion is a natural part of beach behaviour and erosion becomes a particular hazard where built development has occurred within the area of natural beach movements, such as at each of the coastal settlements.

Foredune protection designations or reserves and dune stabilisation and protective planted areas exist in most of the settlements. Any future urban development in those settlements will need to be located and constructed so as to avoid worsening the inundation hazard and to protect property from extreme inundation events. Accretion and sand creep are also features of some parts of the coastline e.g. Waitarere Beach. River mouth migration is an important natural factor in the long-term erosion-vs-accretion pattern of the coastline.

Certain uses of the dunes can exacerbate wind erosion of the sand - especially those activities which result in removal of vegetation (e.g. motor vehicles which disturb the sand and vegetation cover, exposing it to the wind). Coastal erosion is a potential hazard for sand dunes immediately adjacent to the coastline and for more inland sand country. Wind and water action, together with some inappropriate grazing and removal of surface vegetation cover, can cause erosion of the fragile sand country.

Hazards can result from sand drifts or the undermining of land or structures which are caused by such erosion. Large areas of the sand plain are planted in plantation pine forest. One of the objectives of the original planting was to stabilise the potentially fragile sand. Those plantations are progressively being harvested and re-planted.

Tsunami events and sea level rise are also considerations. In the event of a significant tsunami, all parts of the coastal margin could be at risk of inundation or damage. It is not possible, at this time, to anticipate the precise level of risk or the extent of potential environmental damage expected to result.

Climate change is likely to influence the frequency, scale or intensity of atmospherically influenced natural hazards such as coastal erosion and inundation from storm surges.

Seismic Activity

The Horowhenua and the wider region are affected by seismic activity. Fault lines run through the Horowhenua District and their existence means that the District is vulnerable to earthquakes. Potentially an earthquake could cause devastation from the hill country to the coastline.

Seismic activity poses different types of natural hazards. Movement along fault lines can cause ground rupture or deformation. Fault or ground rupture can occur during a very large earthquake where the movement creates discrete breaks at the ground surface, which is of particular risk to buildings, structures and infrastructure. Liquefaction is another type of seismic hazard, where some soils become like liquid due to seismic action. During liquefaction, the soil loses its ability to support buildings, causing damage to buildings and other infrastructure. Ground shaking is also experienced during a large earthquake, and can occur from close or distant faults. Ground shaking can be amplified due to sub-surface geology.

Each of the seismic hazard types vary throughout the District. The known active faults are predominantly located in the Tararua Ranges away from any areas of intensive development and settlement. Therefore, the risks of fault or ground rupture are most likely to occur in the hill country. The types of soils most susceptible to liquefaction are low to medium density sands and silts (known as “flexible soils”), as well as areas with shallow groundwater levels. The coastal areas and swampy land are most at risk from liquefaction.

Seismic hazard poses implications for standards of building construction, for the location and construction of essential services infrastructure, and for emergency response planning. Seismic events themselves cannot be avoided or mitigated. Effective environmental

standards, structural design, and emergency response planning will, though, be important to successful post-event management and minimising damage for communities and the environment.

Land Instability

Land instability, generally resulting from soil erosion, occurs as a localised hazard throughout the District. The natural ground conditions of some parts of the District may combine to mean that the land is subject to possible subsidence (e.g. the area identified along Kawiu Road which was recognised in earlier planning documents as being subject to possible subsidence).

Fire

Fire is an ever-present hazard throughout the District (e.g. in the peat-lands of the Opiki area). Fire is a naturally-occurring phenomenon and is also a necessary component of, or consequence of, some land use activities. For example, fire is a necessary part of certain crop farming techniques. The incidence of fire and the severity of fire damage can be influenced by land use practices and safety and mitigation measures incorporated into activities. In urban situations, building standards and community fire fighting services are established to manage fire hazard. Council is a Rural Fire Authority and assists in co-ordinating the emergency response to manage rural fire events.

Volcanic Activity

The relatively small geographic size of New Zealand means that the entire country is potentially at risk from the effects of volcanic events occurring anywhere in the country. Events such as ash fall are a possibility anywhere in the country. It is not reasonable to provide precise estimates of the probability of such events or of their likely extent or consequences. All parts of the environment, including settlements and land use activities, are at risk. The events themselves cannot be avoided or mitigated. Effective emergency response planning will, though, be important to successful post-event management and minimising damage for communities and the environment.

Roles and Responsibilities

Management of natural hazards under the RMA involves the combined efforts of a number of agencies including district and regional councils. The Regional Policy Statement of Horizons Regional Council states the different roles and responsibilities of the regional and district councils in relation to the management of natural hazards in the Manawatu-Wanganui region. Horizons Regional Council has taken on the role of setting a regional framework for natural hazard management, while allowing decisions on most land use activities to be made by district councils. Horizons Regional Council also has responsibility for setting objectives, policies and rules relating to activities in the bed of lakes and rivers, all land use activities in the coastal marine area, coastal foredunes, areas with flood control and drainage schemes, and erosion protection works that cross or adjoin mean high water springs. Council is responsible for controlling the use of land to avoid or mitigate natural hazards in all areas, except for those areas identified above. In addition to the roles and responsibilities under the RMA, regional and district councils and other agencies have further roles and responsibilities under other legislation. Most of Horizons Regional Council's operational work on natural hazard management is carried out under the Soil Conservation and Rivers Control Act 1941, which provides for the establishment of river and drainage schemes. Emergency response, community readiness, recovery planning and research into natural hazard risks, is carried out under the Civil Defence and Emergency Management Act 2002. These roles are

implemented through the Civil Defence and Emergency Management Group Plan rather than through the Proposed One Plan or District Plan.

Therefore, the principal role of the District Plan is to identify where the risks are most significant, and to manage subdivision, development and activities in these areas to avoid the exacerbation of such risks, and to reduce the risks as appropriate.

Issue 8.1 RISKS AND ADVERSE EFFECTS OF NATURAL HAZARDS

The Horowhenua District is susceptible to the effects of natural hazards, with flooding the most prevalent, which pose risks to people, property and the environment.

ISSUE DISCUSSION

Land use activities can be affected by, or can accelerate, worsen, or cause adverse effects, in areas subject to natural hazards. There are areas in the District where natural hazards can occur and it is the responsibility of Council to control land uses and subdivision for the avoidance or mitigation of the effects from the natural hazard on people, property and the environment.

The impact of a natural hazard event on people, property and the environment is a function of the magnitude of the natural event, the density of population and the intensity of development. There is a higher potential impact of natural hazards in more densely developed areas.

Where subdivision, use, or development is intended or expected to occur, it is important that every endeavour is made to, avoid locations which have extreme risk of the hazard. In some situations it may not be possible to consider alternative locations (say, for the changed use of existing buildings) and for some hazards the risk may be fairly low or equal throughout the District. In these situations, every endeavour should be made to mitigate any adverse effects on people, property and the environment expected to result from the hazard.

Obtaining accurate information about natural hazards is one of the biggest challenges facing authorities. This information can relate to the frequency and intensity of natural hazards events such as flooding and earthquakes, and the accuracy and completeness of knowledge about the location and risks of faultlines or expected location and extent risks from tsunami.

The costs and problems associated with obtaining such information over the whole District with a widely distributed populated area as the Horowhenua is significant – it is therefore important to work with other key agencies, particularly Horizons Regional Council, in building the information base and determining appropriate management mechanisms. Ongoing research and analysis of natural hazards would provide improved information to make more informed decisions, with these investigations to generally focus on areas of high concentrations of people and developed property.

Objectives & Policies

Objective 8.1.1 Risks and Adverse Effects of Natural Hazards

The adverse effects of natural hazards on people, property, the environment and the well-being of communities are avoided or mitigated.

Policy 8.1.2

Identify the Moutoa Floodway on the Planning Maps and avoid the establishment of any new structure or activity, or any increase in the scale of any existing structure or activity, within the floodway unless:

- there is a functional necessity to locate the structure or activity within the floodway, and
- the structure or activity is designed so that the adverse effects of a 0.5% AEP (1 in 200 year) flood event on it, are avoided or mitigated, and
- the structure or activity is designed so that adverse effects on the environment, including the functioning of the floodway, arising from the structure or activity during a flood event are avoided or mitigated,

in which case the structure or activity may be allowed.

Policy 8.1.3

Identify areas on the Planning Maps where land is at significant risk of inundation from flood events where there is a known high probability or high potential impact from a flood event's predicted effects (a 0.5% AEP (1 in 200 years)). The mapping of these areas is to be updated as new information becomes available.

Policy 8.1.4

Control the location and design of land use, structures and subdivision in identified areas at significant risk from flood events, as identified in Policy 8.1.3, to avoid or mitigate the adverse effects on people, property and the environment.

Policy 8.1.5

Avoid the establishment of any new structure or activity, or any increase in the scale of any existing structure or activity, within the identified areas at significant risk from flood events, as identified in Policy 8.1.3, unless:

- flood hazard avoidance is achieved or the 0.5% AEP (1 in 200 years) flood hazard is mitigated, or
- the non-habitable structure or activity is on production land, or
- there is a functional necessity to locate the structure or activity within such an area,

in which case the structure or activity may be allowed.

Policy 8.1.6

Flood hazard avoidance must be preferred to flood hazard mitigation.

Policy 8.1.7

Ensure any development undertaken within identified flood areas, as identified in Policy 8.1.3, adopts specifically designed measures to avoid or mitigate the hazard risks by ensuring:

- Occupied structures have a finished floor or ground level, which includes a reasonable freeboard above the 0.5% AEP (1 in 200 years) flood level.
- In a 0.5% AEP (1 in 200 years) flood event, the inundation of access between habitable structures and a safe area where evacuation may be carried out (preferably that will not be flooded) must be no greater than 0.5 metres above finished ground level with a maximum water velocity of 1.0 m/s, or some other combination of water depth and velocity that can be shown to result in no greater risk to human life, infrastructure or property.
- Adverse effects on the effectiveness of existing flood hazard avoidance or mitigation measures, including works and structures within River and Drainage Schemes, natural landforms that protect against inundation, and overland stormwater flow paths, are avoided.
- Adverse effects on existing structures and activities are avoided or mitigated.
- Regard is had to the likelihood and consequences of the proposed flood hazard mitigation measures failing.
- Regard is had to the consequential effects of ensuring occupied structures have a finished floor or ground level, including but not limited to landscape and natural character, urban design, and the displacement of floodwaters onto adjoining properties.
- Regard is had to the proposed ownership of, and responsibility for maintenance of, the flood hazard mitigation measures including the appropriateness and certainty of the maintenance regime.

Policy 8.1.8

Avoid, where practicable, the siting of new critical infrastructure and services within areas of significant risk from natural hazard events.

Policy 8.1.9

Ensure that all structures and activities are constructed so as to minimise material damage from seismic events.

Policy 8.1.10

Ensure that all structures and activities incorporate measures to minimise risk of, and damage caused by, fire.

Policy 8.1.11

Manage subdivision, development of buildings, and structures on areas which may be prone to coastal erosion or the effect of sea level rise unless the activities, buildings or structures:

- have a significant community benefit and have a functional requirement to be located in the coastal environment;
- do not adversely affect the natural character of the coastal environment; or
- are relocatable.

Policy 8.1.12

Manage the use, storage, transportation and disposal of hazardous substances in areas subject to natural hazards, to avoid, or mitigate potential adverse effects caused by hazardous substances during natural hazard events.

Policy 8.1.13

Manage the effects of natural hazards caused by long-term shifts in climate and changes in sea-level in setting minimum floor levels, designing flood avoidance or mitigation measures.

Policy 8.1.14

Raise awareness and educate people about the risks of natural hazards, and help them prepare, design and plan for the occurrence of natural hazard events through the provision of information and advice.

Explanation and Principal Reasons

The District is subject to the effects of a range of natural hazards, with flooding the most common natural hazard. Existing information is available about the location and extent of areas subject to flood risk based on modelling undertaken by Horizons Regional Council and past flood events. However, there is limited information available about other natural hazards which are suitable for use in land use planning. This information is expected to improve over time.

The District Plan identifies areas subject to significant risk from flooding. In these areas, development will be managed and controlled through rules and performance standards to reduce or minimise the risk to people and property. By controlling the location and type of land use, structures and subdivision in natural hazard areas, the future losses experienced and the cost of response and recovery from natural disasters can be reduced.

Measures to avoid or mitigate flood risks will be assessed through resource consent applications, such as through managing the siting and design of buildings. Where the residual risks cannot be practicably avoided or reduced to acceptable levels, development may need to be prevented. Suitable measures will also need to be taken to inform existing and future owners of the risks from flooding.

Preferably, lifeline and critical infrastructure and services (e.g. electricity substations and transmission networks, public water supply/treatment plants, public wastewater treatment plants, strategic road and rail networks and health care institutions/hospitals) should be placed at minimal risk from natural hazards, and therefore some form of control on the location of such services within areas of significant risks is necessary. The presence of hazardous facilities or substances within natural hazard areas may also cause additional adverse effects during an event, and therefore need to be managed.

For risks from other types of natural hazards such as seismic events and fire, measures outside the District Plan are used to avoid or mitigate the effects from these natural hazards. For example, controls under the Buildings Act 2004 assist in the avoidance and mitigation of the effects of natural hazards.

Planning for and adapting to the effects caused by long term shifts in climate and changes in sea level need to consider both the natural environment (including effects on natural ecosystems), and existing and future development. These climatic and sea level changes

should be taken into account when making decisions relating to development and land use in areas at risk from flooding and in the Coastal Environment.

Buildings and structures in the Coastal Environment are potentially prone to coastal erosion and sea level rise. However, it is recognised some buildings and structures benefit the community and need to be located near or immediately adjacent to the beach for them to serve their functional purpose. Development in the Coastal Environment can also adversely affect other values, such as landscape and natural character. Therefore, specific requirements apply to manage buildings and structures in the Coastal Environment to assess the range of issues.

Informing people of the risks from natural hazards, including the ways to avoid or minimise such risks, and how to be prepared for natural hazards events, is a critical and ongoing requirement. Such preparation includes education about how to minimise the risks when planning subdivision and development. Adequate information, therefore, needs to be disseminated to the community, in conjunction with those other authorities with responsibilities for natural hazards management and response.

Methods for Issue 8.1 & Objective 8.1.1

District Plan

- Identify on the Planning Maps the areas subject to significant risk from the effects of flooding, being land at risk of inundation from flood events with a 0.5% AEP (1 in 200 years) and the Moutoa Floodway.
- Identify the Moutoa Floodway as a designated area by Horizons Regional Council.
- Rules and standards to control subdivision and development within identified areas subject to significant risk from the effects of flooding to avoid or reduce the potential adverse effects of natural hazards.
- Through the resource consent process, assess the potential effects of subdivision and development that do not comply with rules and standards or are a potentially incompatible land use.
- Conditions on resource consent to avoid or reduce the potential risks from natural hazards, such as the siting of structures and minimum floor levels in identified areas subject to significant risk from the effects of flooding.
- Where there are significant risks from natural hazards (erosion, falling debris, subsidence, slippage, or inundation) that have not yet been identified in the District Plan, control subdivision in these areas through Section 106 of the RMA. The “Risks and Responsibilities: Report of the Manawatu-Wanganui Regional Lifelines Project” (No. 2005/EXT/622) prepared by the Manawatu-Wanganui CDEM Group is a summary of all natural hazards in the region and could be used for this purpose.
- Rules to provide for soil conservation, erosion protection, river control and flood protection works undertaken by Horizons Regional Council.
- Necessary flood protection works will be protected by designations in the District Plan.
- Identify on the Planning Maps a Coastal Hazard Area located adjacent to the coast which is designed to protect the sensitive coastal foredunes and other coastal landscapes from erosion and destruction.

- Rules to manage all buildings, structures and the subdivision of land within the Coastal Hazard Area to assess the risks from natural hazards and effects on other values in the Coastal Environment.

Building Controls

- Apply Sections 71 and 72 of the Building Act 2004 to control inappropriate development of land subject to a natural hazard. Also, the standards specified in the Building Act for geotechnical requirements, seismic design and fire protection will be imposed, as well as Section 36 registrations.

Regional Council

- Rules in the Proposed One Plan relating to activities in the bed of lakes and rivers, for land adjacent to rivers zoned for river and flood control, all land use activities in the coastal marine area, coastal foredunes, areas with flood control and drainage schemes, and erosion protection works that cross or adjoin mean high water springs.
- Designation of the Moutoa Floodway will enable Horizons Regional Council to use its powers as a Requiring Authority to control land use activities, buildings and structures within the designated area.

Monitoring

- Council will avail itself of information describing hazards affecting Horowhenua District as these come to hand from other agencies (and particularly from Horizons Regional Council).
- Council will cooperate with the monitoring and investigation studies undertaken by other agencies including Horizons Regional Council.

Collection and Provision of Information

- Working with Horizons Regional Council and other appropriate agencies on further research on the risks from natural hazards to obtain more reliable and updated information, including the effects of climate change.
- Council will make available information for the Public that would help raise awareness and educate people about the risks of natural hazards. The “Risks and Responsibilities: Report of the Manawatu-Wanganui Regional Lifelines Project” (No. 2005/EXT/622) prepared by the Manawatu-Wanganui CDEM Group is a summary of all natural hazards in the region and could be used for this purpose.
- Council will also make available to the public, through Project Information Memoranda (PIMs), Land Information Memoranda (LIMs) and individual enquiries, information about natural hazards held by Council.

Civil Defence and Emergency Management Functions

- The preparation and review of Civil Defence and Emergency Management Plans for response and recovery from natural hazard events, under the Civil Defence and Emergency Management Act 2002.
- Council will continue to act as the District's Rural Fire Authority.

The methods use a mix of regulatory and non-regulatory tools to avoid or mitigate the adverse effects of natural hazards on people, property and the environment. Flooding is the most common natural hazard, and flood prone areas are identified, and associated rules and standards are applied to manage the risks from the flood hazard. For other natural hazards

where information is limited or uncertain, in these circumstances, the application of Section 106 of the RMA may be necessary to limit or manage potentially inappropriate subdivision, as well as the requirements and standards in the Building Act.

In addition, as natural hazards are unpredictable and it is not always possible to avoid or mitigate the risks from natural hazard events, non-regulatory tools such as Emergency Management Plans and Response and Recovery Strategies are appropriate ways to prepare for such events. Ongoing liaison with Horizons Regional Council on natural hazard research and management will continue to ensure information and responses to risks from natural hazards are applied.

Issue 8.2 WORSENING THE RISKS OR SEVERITY OF NATURAL HAZARDS

The potential worsening of the risks or severity of natural hazards that can result from inappropriate use and development of land. Land use activities and development on, within, or adjacent to, flood protection and other natural hazard defensive works, can impair or compromise the effective or integrity of these works.

ISSUE DISCUSSION

Some activities have the potential to worsen the risk or consequences of hazards. Examples include the location of structures within floodplains which could impede the flow of flood waters and worsen flood risk for upstream properties. Another example is earthworks or construction which could worsen the potential for land slippage or erosion.

The risks of natural hazards can be avoided or mitigated by certain works and techniques. For example, flooding can be controlled by erecting stopbanks and constructing drainage schemes, and erosion can be controlled by protection planting. These protection works to mitigate the effects of flooding, are key structures that provide for the use and occupancy of flood plains at an acceptable level of risk. Land use activities on, within, or nearby, can impair or compromise the function or maintenance of these structures and works.

Objectives & Policies

Objective 8.2.1 Worsening the Risks or Severity of Natural Hazards

Land use and development that does not significantly worsen the risk of occurrence or the severity of natural hazards or compromise the effective functioning or integrity of natural hazard protection or mitigation works.

Policy 8.2.2

Ensure that the use and development of land does not accelerate or worsen any material damage to that land, or displacing to other land or structure resulting from erosion, subsidence, slippage, debris flow, or surface water flooding.

Policy 8.2.3

Avoid structures and activities that are likely to reduce the effectiveness of existing works, structures, natural landforms or other measures which serve to mitigate the effects of natural hazard events.

Explanation and Principal Reasons

Land use activities and development can increase the severity of a natural hazard, alter the effects of a natural hazard, or cause the hazard to affect previously unaffected areas. Proposed activities and development, such as structures and earthworks within hazard areas should not alter the nature, scale, or intensity of the hazard or pass the risk onto other sections of the community.

The effects of natural hazards can be caused, accelerated, displaced, or increased by certain activities. The location of structures within hazard areas has the potential to increase the risk to other sites. Earthworks may alter the direction and intensity of a flood event by diverting floodwaters or altering drainage functions. Measures to ensure that there is no increase in risk as a result of land use activities within natural hazard areas need to be adopted.

Furthermore, land use activities and development could damage the effective functioning or integrity of flood protection works. For example, constructing buildings or undertaking earthworks in close proximity to a stopbank could compromise the structural integrity of the stopbank leading to potential failure. The Proposed One Plan contains rules managing activities within the beds of lakes and rivers and on adjacent land, which includes separation from stopbanks.

Methods for Issue 8.2 & Objective 8.2.1

District Plan

- Rules and standards to control subdivision and development which could worsen the risk of occurrence or the severity of flooding within identified areas subject to significant risk from the effects of flooding.
- Rules and standards to prevent the construction of structures and earthworks within essential flood channels which would impede flood flows and adjacent to flood protection structures and works.
- Through the resource consent process, assess the potential effects of subdivision and development that do not comply with rules and standards.
- Conditions on resource consents to ensure land use and development does not significantly worsen the risk of occurrence or the severity of natural hazards or integrity of flood protection works.

Building Controls

- Apply Sections 71 and 72 of the Building Act 2004 to control inappropriate development of land where the building work itself is likely to accelerate, worsen, or result in; erosion, falling debris, subsidence, inundation or slippage of that land or any other property.

Regional Council

- Rules in the Proposed One Plan relating to activities in the bed of lakes and rivers, for land adjacent to rivers zoned for river and flood control, and their proximity to flood protection works.

When assessing the effects of land use activities and development within areas subject to natural hazards, an important consideration is whether the proposal would alter or change the nature of a natural hazard event, increase the intensity of a natural hazard event or increase the risk of the event occurring. Through the resource consent process, the assessment and any conditions would need to ensure that the activities and structures do not increase the risk to the community or the environment. Similar requirements also apply under the Building Act for any new buildings.

Flood protection works (e.g. spillways and stopbanks) are designed to protect people and property from flooding. However, in the event that they fail, buildings in close proximity to them are highly vulnerable to damage. Therefore, it is important to anticipate this vulnerability by locating buildings outside of spillways and set back from stopbanks.

In addition, the construction of buildings or carrying out other works in close proximity to, or into/onto, stopbanks can reduce the integrity of the stopbank. In order to maintain stopbanks and waterways, buildings and other works need to be set back to protect their structural integrity and enable access. Horizons Regional Council has responsibility for managing activities and structures within the vicinity of water bodies and flood protection measures.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for natural hazards which are anticipated to result from the combined implementation of the above policies and methods are as follows:

8(a) The avoidance of further development in areas at significant risk from flooding where the hazards cannot be effectively mitigated.

8(b) Limited damage to life or property resulting from natural hazards in the District.

8(c) Activities or structures that do not create, accelerate, displace, or increase the effects of a natural hazard.

8(d) Greater public awareness of natural hazards, their potential effects on people and development, and ways to prepare for a natural disaster.

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9. Hazardous Substances and Contaminated Land

Many activities in the District involve the use, storage, transportation and disposal of hazardous substances which are critical to manufacturing, construction, primary production or in day to day domestic activities. Examples of where hazardous substances are used, stored and transported include:

- Farming, forestry, and horticultural use of pesticides and other sprays.
- Use of garden herbicides in residential areas.
- Storage of petroleum fuels and oils at service stations and re-fuelling of vehicles.
- Use of a wide range and volume of chemicals in manufacturing processes (and the wastes generated in those processes).
- Transportation of chemicals, gases, and petroleum fuels in tankers on roads and rail.

All hazardous substances need to be carefully managed at every stage of their life cycle from chemical production through distribution to use and ultimate disposal. Poor management at any stage could pose a risk of adverse effects on people and the environment.

Territorial authorities have responsibility under Section 31 of the RMA to control any actual or potential effects of the use, development or protection of land. This responsibility includes preventing or mitigating any adverse effects of the storage, use, disposal, or transportation of hazardous substances (Section 31(1)(b)(ii)) and preventing or mitigating any adverse effects of the development, subdivision, or use of contaminated land (Section 31(b)(iia)).

This function is complemented by the responsibilities of Horizons Regional Council under Section 30 of the RMA which are to also prevent or mitigate any adverse effects of the storage, use, disposal and transportation of hazardous substances, and to undertake the investigation of land for the purposes of identifying and monitoring contaminated land. The Proposed One Plan identifies that both Regional and District Plans will be used as methods to address these two responsibilities.

The Hazardous Substances and New Organisms Act 1996 (HSNO) and Hazardous Substances regulations are the principal legislation controlling the introduction, manufacture, use, storage and disposal of hazardous substances. HSNO has revoked earlier legislation to integrate the management of hazardous substances and the introduction of new organisms to New Zealand. A key feature of the RMA is that the Environmental Protection Authority (EPA) has prime responsibility for the assessment of the use and setting of controls on hazardous substances, whereas Horizons Regional Council and Horowhenua District Council have responsibilities for the management of hazardous substances as it relates to the environment and the RMA. Therefore the District Plan does not duplicate any existing controls covered effectively by the EPA or other legislation.

The National Environmental Standard (NES) for Assessing and Managing Contaminants in Soil was developed and became operative 1 January 2012. The purpose of this NES is to ensure that land affected by contaminants in soil is appropriately identified and assessed at the time of being developed and if necessary remediated, or the contaminants contained, to make the land safe for human use. The NES provides national planning controls, applicable standards for contaminants in soil and the national approach to investigation and reporting.

9 OBJECTIVES/POLICIES: Hazardous Substances and Contaminated Land

Issue 9.1 HAZARDOUS SUBSTANCES

The risks of adverse environmental and health effects associated with the storage, use, disposal, and transportation of hazardous substances.

ISSUE DISCUSSION

The use, storage, transportation and disposal of hazardous substances are essential parts of everyday life and many industries. The type and quantities of hazardous substances stored and used in the District are wide ranging. They include the storage, use and retail sale of everyday commodities, such as pesticides and motor fuels, to the use of industrial quantities of glues and preservatives in timber treatment plants and manufacturing industries. If hazardous substances are not managed or controlled appropriately, spillages, leakages, accidental fires and explosions could occur. These risks associated with hazardous substances could adversely affect the health of human and natural environments, including pollution or damage to land and waterways, and compromise public health and safety.

The disposal of hazardous substances is a daily need for the community, ranging from the disposal of paint and detergents from residential sites to the residuals of agricultural chemicals from farms. Where these substances are disposed of in a controlled way, the risks to the environment and communities can be avoided or mitigated. Horizons Regional Council is responsible for discharges onto land and therefore the discharge or disposal of hazardous substances into the environment, including farm applications of fertiliser which is controlled through the Proposed One Plan.

Hazardous substances are transported throughout the District by road and pipeline (e.g. natural gas). These forms of transportation are well regulated by other legislation and the respective industries are generally well managed, with the risk to the environment from transportation being relatively low.

As hazardous substances are already subject to regulation under other legislation such as HSNO, the additional controls included in the District Plan are for resource management purposes. Policies and rules implemented under the District Plan are focused on facilities which use, store, transport and dispose of hazardous substances rather than on the substances themselves.

Objectives & Policies

Objective 9.1.1 Hazardous Substances

To ensure that adequate measures are taken to avoid or mitigate the adverse environmental effects of the use, storage and transport of hazardous substances.

Policy 9.1.2

Control classes of hazardous substances which have the potential to cause adverse effects on the environment, recognising that the quantities of hazardous substances requiring control will vary depending on the proximity of sensitive activities, and the susceptibility and sensitivity of the surrounding environment to adverse effects from hazardous substances.

Policy 9.1.3

Allow appropriate quantities and classes of hazardous substances to be used and stored to provide for land use activities to avoid or mitigate adverse effects and unacceptable risks to the environment and community.

Policy 9.1.4

Ensure hazardous substances are stored under conditions which reduce the risk of any leaks or spills contaminating land or water.

Policy 9.1.5

Limit the use and storage of hazardous substances near any of the following areas:

- waterbodies or wetlands;
- areas of outstanding natural features and landscapes;
- significant ecological sites;
- sites of particular heritage or cultural value;
- popular recreational areas; and
- dwellings, other than a dwelling on the same site as the activity.

Policy 9.1.6

Establish controls to ensure that facilities which involve the use, storage or transport of hazardous substances are located, designed, constructed and managed to avoid, remedy or mitigate adverse effects on the environment and/or human health.

Policy 9.1.7

Disposal of hazardous wastes is to be undertaken in an environmentally safe manner at authorised facilities to avoid the risk of hazardous substances creating adverse effects on the environment and human health.

Policy 9.1.8

Appropriate facilities and systems are to be provided that seek to avoid accidental events involving hazardous substances (such as spills and gas escapes) that have the potential to create unacceptable risks to the environment and human health.

Policy 9.1.9

Transportation of hazardous substances, including wastes, should be undertaken in a safe manner, by modes and transport routes which prevent or minimise the risk of adverse effects on residents, on the natural and physical environment, and on other transport users.

9 OBJECTIVES/POLICIES: Hazardous Substances and Contaminated Land

Explanation and Principal Reasons

Horowhenua District Council has a responsibility under the RMA to manage land use activities that involve the use, storage, transportation or disposal of hazardous substances, so that the actual and potential effects on the environment can be avoided, mitigated or remedied. The approach taken enables the use of hazardous substances, depending on the class of substances and the quantities considered appropriate in the different environments across the District. Some areas and activities are more sensitive to the use of hazardous substances, compared to other areas and facilities that are purpose built or where users are certified to transport, store and dispose of larger quantity or higher risk substances.

Therefore, specific controls relating to the use and storage of hazardous substances directly relate to the nature of environmental effects and the level of risk. In making these provisions, Council recognises that the use, transport, discharge and disposal of hazardous substances are controlled by other statutory authorities through legislation and associated controls and Standards including the HSNO Act 1996 and NZS 8409:2004.

Site design, layout and operational/management procedures can greatly reduce the risks to the environment from activities storing or using hazardous substances.

Council recognises that the safe disposal of many types of hazardous substances is difficult. Accordingly, Council will promote safer disposal practices through public education and advice.

In cases of accidental spillage, contingency measures would be required by both major users of hazardous substances, and Council, so as to avoid, remedy or mitigate adverse effects to people or the environment. Council does not consider that any consent is necessary specifically for transportation of hazardous substances at the District level. At present there are controls under the Transport Act, the Explosives Act, and New Zealand Standards.

Methods for Issue 9.1 & Objective 9.1.1

District Plan

- Rules and conditions to control the use, storage, transportation and disposal of hazardous substances in the District.
- Activities which do not comply with standards will be considered subject to resource consent requiring an assessment of effects and risk.

Other Methods

- Ensure that activities involving the use or storage of hazardous substances make adequate provision for response to, containment of, and clean up of, any emergency or accident or inadvertent release of hazardous substances into the environment.
- Regularly monitor the environmental health and safety, and the effectiveness of hazardous substances management at the known sites and facilities of hazardous substances.
- Promote the use of good practice guidelines, industry standards, Codes of Practice, and cleaner production methods in the use, storage, and transportation of hazardous substances.

- Hazardous Substances and New Organisms Act - sets out technical standards for the use, storage, inspection, identification and regulation of hazardous substances.
- Industry Codes of Practice, New Zealand Standards and Guidelines - will be used to avoid, remedy or mitigate environmental effects and in managing risks associated with hazardous facilities. Industry Codes will be utilised in some circumstances to provide the basis for controls on the use of hazardous substances.

Issue 9.2 CONTAMINATED LAND

The use and development of potentially contaminated land can lead to adverse effects on the environment and human health, when the necessary remediation or management measures have not been undertaken prior to use.

ISSUE DISCUSSION

Hazardous substances can contaminate land when discharges occur and are not cleaned up. Contaminated land is an area where contaminants occur at greater levels than naturally occurring background levels. Within the Horowhenua there are a number of known sites containing contaminated land where testing has confirmed the presence of hazardous substances. An owner wishing to conduct activities on contaminated land needs to ensure the contaminant is not exposed during activities or that it is appropriately managed, usually through remediation or removal from the land.

In circumstances where more sensitive land uses are proposed on land that has either not been fully remediated (but the level of contamination was acceptable for the previous land use) or is potentially contaminated land, it is important to ensure that the land is remediated to a satisfactory degree to avoid or reduce risks to human health. Alternatively, contaminated land needs to be managed so that it does not pose an unacceptable risk to current or proposed land uses. The on-going management of contaminants on land needs to be adequate to protect the reasonably foreseeable needs of present and future land users. Poorly implemented risk management plans can result in unforeseen and unexpected adverse effects and poorly managed information can result in uninformed land use decisions, both of which can expose people and the environment to unacceptable risks.

Horizons Regional Council has accepted principal responsibility for identifying and investigating contaminated sites within the region. Territorial authorities are responsible for controlling the effects of the use and development of land for the purpose of preventing or mitigating any adverse effects of the subdivision, use and development of contaminated land. When land has been contaminated by historical activities, it is not controlled by regional councils because hazardous substances are no longer being discharged to the environment. In this situation, processes need to be put in place so that future owners and users of the land are not adversely affected. The best time to do this is when there is an application to subdivide the land, or to change the land use. The National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health directs the requirement for consent or otherwise for activities on contaminated or potentially contaminated land in this regard.

9 OBJECTIVES/POLICIES: Hazardous Substances and Contaminated Land

Objectives & Policies

Objective 9.2.1 Contaminated Land

To avoid, or mitigate the risk of adverse effects from the subdivision, use, redevelopment or remediation of contaminated and potentially contaminated land on human health and the environment.

Policy 9.2.2

Identifying those sites that may be subject to potential contamination as a result of historical land uses.

Policy 9.2.3

Require development sites that have a history of land use that could have resulted in contamination of the soil to undertake a preliminary site investigation to confirm whether further investigation, remediation or management is required, to ensure that the land is suitable for the intended exposure to humans and the environment.

Policy 9.2.4

Ensure that all remediation, use, subdivision and redevelopment of land affected by soil contamination prevents or mitigates adverse effects and risk on human health and the environment.

Policy 9.2.5

Require management measures for contaminated land, which may include remediation, containment, or disposal of contaminated soil, to ensure that any contamination is appropriate for the proposed future use of the land.

Policy 9.2.6

Ensure that exposure from the on-going use of land affected by soil contaminants is managed in a way that prevents or mitigates any adverse effects on human health and the environment.

Explanation and Principal Reasons

Some land within the Horowhenua is contaminated from previous land use. These contaminated areas can pose a threat to the environment and to the health of people. Depending on the nature of the contaminant, some activities could be vulnerable to the effects of the contaminants and therefore be unsuited to the contaminated land (for example, residential use). Activities that require substantial earthworks or regular soil disturbance may also be unsuitable as they may inadvertently expose the contaminant. Alternatively, where new activities locate to an area of contaminated land and the contaminant is not disturbed, there may be no adverse effect to the activity or the environment.

The District Plan applies measures that ensure safe and effective remediation and redevelopment of sites that are identified as contaminated or potentially contaminated as a result of historical land use activities. To assist in implementing these measures, both

9 OBJECTIVES/POLICIES: Hazardous Substances and Contaminated Land

Horowhenua District Council and Horizons Regional Council maintain a data base that records confirmed contaminated land as well as land that is potentially contaminated due to its association with a hazardous activity or industry as defined by the HAIL (Hazardous Activities and Industries List).

The requirements for managing contaminated and potentially contaminated land are detailed in the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health. The National Environmental Standard directs the requirement for consent or otherwise for activities on contaminated or potentially contaminated land, and standardised methods for the establishment of numerical standards for contaminants in soils. These requirements include a national set of soil contaminant standards for 12 priority contaminants, and best practice guidelines for investing and reporting on contaminated or potentially contaminated land. An inability to meet the requirements of this standard, or the undertaking of particular activities in certain locations, will result in the need for a resource consent.

Methods for Issue 9.2 & Objective 9.2.1

Information

- Horowhenua District Council in co-operation with Horizons Regional Council, will maintain a database of confirmed contaminated sites and potentially contaminated land based on the Hazardous Activities and Industries List (HAIL).
- Land Information Memoranda (LIM) and Property Information Memoranda (PIM) to inform landowners of confirmed contamination or potentially contaminated land.

District Plan

- Rely on National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health for assessing and managing the adverse effects of contaminated and potentially contaminated land.

Maintaining records of contaminated and potentially contaminated land enables landowners to be informed about potential risks. Applying the national planning rules to assessing and managing subdivision, use and development of confirmed contaminated land and potentially contaminated land provides a consistent approach to managing the risks to human health and the environment. If contamination is present, the resource consent process would ensure the risks of any contamination are effectively remediated.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for hazardous substances and contaminated land which are anticipated to result from the combined implementation of the above policies and methods are as follows:

9(a) Protection of the natural and physical resources from adverse environmental effects associated with the use, storage, transportation and disposal of hazardous substances.

9(b) Protection of human health from potential adverse effects associated with the use, storage, transportation and disposal of hazardous substances.

9(c) Appropriate site design, management and operational practices of all facilities

involved with the use, storage, transportation and disposal of hazardous substances.

9(d) Hazardous substances are collected, transported and disposed of safely.

9(e) Identification and remediation of contaminated sites will have decreased the risk to human health and the environment.

10. Land Transport

The land transport infrastructure of the Horowhenua District provides for the movement of people and goods throughout the District. These systems - road, rail, pedestrian and cycling networks, contribute to the social and economic functioning of the District by enabling travel between home, work, educational, recreational, cultural and business activities, as well as routes for visitors to or through the District.

The principal land transport infrastructure in the District is the road and rail networks. The local road network is provided by the Council, the State Highway network by the New Zealand Transport Agency (NZTA) and the rail network by New Zealand Railways Corporation (under the trading name Kiwirail). State Highway 1 is the main national and local arterial road running north-south passing through Foxton, Levin, Ohau and Manakau. State Highway 57 provides an important regional link to Palmerston North from Levin and passes through Shannon and Tokomaru. State Highway 56 provides an alternative link between Shannon and Palmerston North via Opiki. The North Island Main Trunk Railway Line provides rail freight and passenger services from and through the District - including commuter services between Palmerston North and District centres and Wellington.

The development of national rail and road links have been instrumental in the location and growth of Levin, Foxton, Shannon, and other District settlements. The network of local roads extends in a grid type pattern east and west from State Highways 1 and 57. Each of the settlements is relatively compact in form and predominantly flat which makes it possible for cyclists and pedestrians to make use of pathways and shared use of roads.

The safe and efficient functioning of the road and rail networks can be impacted on by new, or changes to, activities and development. For example, new activities often require new entrances to the road network and these entrances need to be carefully located and designed to avoid adverse effects on the safety and efficiency of that road. At a broader scale, there is a need to integrate transport infrastructure and land use patterns to achieve a safe and sustainable land transport infrastructure. Subdivision, use, and development of land, can have adverse impacts, including cumulative impacts, on the transport network, such as on the level of service, safety and congestion.

The land transport infrastructure can also generate adverse environmental effects, particularly from new or upgraded road and rail transport projects. For example, traffic noise, exhaust emissions, contamination of stormwater runoff, loss of visual amenity, privacy, and accessibility. These effects are increasingly compounded by the continued growth of traffic, particularly on routes which were not designed to handle present or predicted levels, or by the inappropriate use of local roads as arterial routes, or de facto bypasses.

Issue 10.1 Maintaining and Developing Land Transport Network

The sustainable management of the land transport network to meet the needs of the community.

Issue Discussion

Factors influencing the sustainable management of the land transport network, and its ability to meet the community's needs, are:

10 OBJECTIVES/POLICIES: Land Transport

The Maintenance of Existing Infrastructure

There is considerable investment in existing land transport infrastructure including roads, railway lines and facilities, pedestrian pathways and facilities, street lighting, vehicle parking facilities, and directional and safety signage. It is important to the well-being of the community that this infrastructure is maintained to a standard able to function effectively.

The Integration of New or Extended Infrastructure With Existing Networks

It is important that any additions or extensions to the existing infrastructure are designed and constructed in a way that is compatible with existing infrastructure and which ensures efficient use of transport resources. Extensions to the roading network, for example, which unnecessarily duplicate existing roads or which create intersections with difficult safety conditions will not be compatible with aims of effectiveness or safety or efficiency. It is important that additions and extensions to the infrastructure meet adequate and consistent standards of design, construction, and maintenance. For example, new or extended roads should be compatible with the District's long-term roading hierarchy and structure plans.

Providing For The Needs of Users Other Than Vehicles

Development of the transport infrastructure should also recognise the diverse transportation needs of people in the community. The needs of pedestrians, people with disabilities, children and infants, and cyclists as well as motorised vehicles should be provided for within land transport networks and land developments.

Public Passenger Services and Facilities

Public passenger transport is not a significant feature of land transport in the District although rail and bus services operate on the main connecting routes. The townships are small in size and most people use private vehicles or cycles or walk. Private vehicles predominate in the rural areas.

Vehicle Parking

Provision for vehicle parking is important to the proper operation of the transport network. It is important to achieve a balance between providing specific parking areas clear of conflicts with vehicles on roads and making maximum use of roads with kerb-side parking. In general it is expected that individual activities will provide on-site vehicle parking to accommodate expected parking demand but that kerb-side parking will be available for short term parking in commercial and industrial areas and for overflow parking in extraordinary circumstances elsewhere.

Significant Changes and Future Transportation Needs

The ongoing subdivision, use and development in the District, together with expected increasing vehicle numbers and vehicle use, will add to the demands on local and arterial roads. As the transport infrastructure is critical to ensuring the Horowhenua continues to grow and develop, the capacity of the transport networks may need to be more fully utilised or enhanced so that the social and economic well-being of the community prospers. The transportation network should therefore continue to be developed to support the strategic and sustainable growth of the Horowhenua.

10 OBJECTIVES/POLICIES: Land Transport

The transport infrastructure is also highly influential in the pattern and character of urban growth, as it often forms the framework for urban development. Thus transportation network and urban growth need to be managed in an integrated way.

Traffic Congestion - Oxford Street Levin

The issues of congestion of Oxford Street and the adverse effects of intensive use by heavy vehicles continue to present environmental problems for the Levin community. The Wellington Northern Corridor (Levin to Wellington Airport) is one of seven "roads of national significance" that the Government has identified as essential State Highways which require upgrading to reduce traffic congestion, improve safety and support economic growth in New Zealand. The NZTA has commenced preliminary work on improvements to the approximately 30km section of State Highway 1 from north Otaki to north of Levin as part of highway improvements to State Highway 1 (from Otaki to the north of Levin).

Agencies Involved

Responsibility for the provision and maintenance of land transport infrastructure is shared between a number of organisations including:

- The District Council (for local roads, pedestrian paths and cycleways).
- NZTA (for state highways).
- New Zealand Railways Corporation – trading as Kiwirail (for railway lines).
- Individual land developers (in creating new public and private roads and transport facilities).

An appropriate mix of land transport infrastructure can only be achieved through the combined efforts of all agencies. This District Plan can contribute only a share of the policies and methods necessary to support land transport networks to meet the needs of the community.

Objectives & Policies

Objective 10.1.1 Maintaining and Developing Land Transport Network

Maintenance of land transport networks to efficiently and safely move people and goods through and within the District to meet the current and future needs of the District.

Policy 10.1.2

Identify and apply District Roading Hierarchy to ensure that the function of each road is recognised and protected in the management of subdivision and land use.

Policy 10.1.3

Ensure that all proposed new or extended roads are necessary to provide safe and convenient access for the community; and

Ensure that they provide the most efficient form of transport to serve community needs in terms of the alternative forms of transport and routes available and the relative environmental costs and benefits of those alternatives.

Policy 10.1.4

Encourage the development of pedestrian paths and cycleways, as well as convenient and accessible cycle parking, to support the opportunity to use non-vehicular transportation modes throughout the District.

Policy 10.1.5

Maintain and upgrade the existing roads in the District and provide for new roads and related facilities where these are important to meet the current and future needs of the District.

Policy 10.1.6

Require all new public and private roads to be designed and constructed to meet consistent minimum standards relating to safety and efficiency of vehicle movement and particularly in respect of:

- Road width and alignment which should be sufficient for two vehicle lanes except where traffic volumes are insufficient;
- The formation and surface sealing of all roads, access ways, and private ways to standards appropriate to the volume of vehicle traffic expected to be carried;
- Provision for necessary public utility facilities within roads; and
- Safe design and construction of roads, road access points, including alignment, gradient, vehicle parking, manoeuvring, and turning requirements.

Policy 10.1.7

Ensure that the design and construction of all land transport routes and facilities incorporate measures to enhance the personal safety, security, and convenience of users including vehicle users, public passenger transport services, pedestrians, cyclists, children, and people with disabilities.

Policy 10.1.8

Require all public roads, private roads, accessways, cycle ways, and pedestrian footpaths in urban areas to be provided with overhead lighting.

Policy 10.1.9

Require all new urban subdivisions and developments to incorporate infrastructure and facilities for non-motorised transport users and particularly:

- Pedestrian access routes connecting residential areas, schools, shopping centres, recreation reserves, and public transport collection points and terminals where appropriate;
- Provision for cycle traffic within road carriageways in such a way that lane width, design, and surface finish are adequate to safely accommodate both motorised vehicles and cycles;
- Separate bicycle tracks outside road carriageways;
- Pedestrian footpaths to be provided in urban areas adjacent to, but separated from, vehicle carriageways;

- Safe, all-weather surfaces and gradients for public pedestrian footpaths; and
- Pram and wheelchair crossings located at convenient positions in relation to intersections.

Policy 10.1.10

Require all proposed allotments to have access from a public road suitable for the safe and efficient carriage of vehicles, cyclists, and pedestrians.

Policy 10.1.11

Access across a rail corridor for subdivisional purposes is only permitted at an existing public level crossing and where sufficient safe sightlines are available or alternatively at a position where there are existing safety warning devices.

Policy 10.1.12

Ensure that the cost of new or upgraded roading, which is needed to provide access to new subdivision or development, is met by the subdivider or developer.

Policy 10.1.13

Ensure that convenient and accessible car parking is available for both staff and visitors and loading space for all activities within their site without creating congestion or conflicts with moving vehicles or with pedestrians on adjacent roads.

Policy 10.1.14

To ensure that State Highways are a safe and efficient network.

Explanation and Principal Reasons

Council has adopted a roading hierarchy which represents the intended status and function of roads and determines their design and speed characteristics. The three hierarchy classifications are:

- Arterial: State Highways and key District roads which form part of the network of important district arterial routes that predominantly carry through traffic and the major traffic movements within and between settlements
- Collector: Locally preferred routes forming a link between the arterial roads and residential, commercial, industrial, open space and rural areas. Although having a major through traffic function, they also serve adjacent properties and collect traffic from local roads and feed through to arterial routes; and
- Local: Roads with the main function of providing access to properties and connectivity within a local area.

All subdivision and development of land should be serviced by roads of appropriate design and speed characteristics as defined by the hierarchy.

It is important both for the safety and convenience of road users and for the efficiency of on-going maintenance of roads that they be designed and constructed using consistent standards. Road surface and gradient are particularly important to road safety and significant differences in the standard of road surface may compromise road safety. Where

higher volumes of traffic are expected on urban roads, road surfaces should be hard-surfaced for long-term wear and tear and ease of maintenance.

The design width of a road will depend on its status within the roading hierarchy but must be sufficient to accommodate the services and facilities usually expected within roads. Roads provide the servicing trenches for several essential public services. In some circumstances facilities such as footpaths, cycle lanes, vehicle parking, and landscaped berms may be appropriate. It is important that the road's future function be fully understood at the time of its design and that it is sufficiently wide to accommodate that function.

Council is committed to minimising accidents at road intersections. The design of all future road intersections will therefore be required to incorporate safe sight distances and intersection detail appropriate to the local speed environment and environmental conditions.

Roads are public spaces heavily used by pedestrians and cyclists of all ages and abilities, as well as by vehicles. Roads have different safety characteristics at night compared to the daytime. It is important that roads be designed to maximise personal safety of all users. Street lighting is one way of designing for safety and crime prevention. Separation of road users with security fencing or barriers may, in some circumstances, be appropriate (e.g. where there are high vehicle speeds or steeply-sloped pedestrian footpaths intersecting with vehicle roads). The location and design of any such barriers should be chosen carefully to enhance crime prevention.

Roads should be designed and constructed to maximise opportunities for pedestrian and cycle access within communities. The policies are directed towards ensuring that the provision of pedestrian and cycle facilities incorporate basic safety and convenience elements.

Road marking and traffic signs are an important component of the transport infrastructure. The District Plan will enable provision for essential traffic safety and directional signs and road names. Access along local public roads is unrestricted and provides wide community benefit. That community-wide benefit is reflected in the funding of road maintenance from District Council rates. Where new roads are extended specifically to connect new subdivisions or developments to the existing road network, the capital cost of that construction should be met by the principal beneficiary of the access (i.e. the subdivider or developer).

Public roads will be designed and maintained to enable their use by public passenger transport services and Council will continue to upgrade/provide facilities where demand necessitates.

The standards relating to carparking are designed to ensure that every new activity is provided with off-street parking for vehicles used in conjunction with the activity, as well as for people visiting the site.

The Council will consider reductions in parking provision, subject to a resource consent, where it can be demonstrated that the demand for parking generated by each activity does not occur simultaneously and that the operational hours or arrangements of those activities means that sharing of parking spaces will occur.

The development of a network of pedestrian paths and cycleways in the District would support the opportunity for residents and visitors to move between areas and around the district. The provision of cycle parking in convenient and accessible locations, such as near or at schools, retail areas, recreation reserves, public transport locations and other

community facilities would support the cycling. An efficient approach in providing this land transport infrastructure is for Council to work in partnership with or support other agencies.

Methods for Issue 10.1 & Objective 10.1.1

District Plan

- The District Plan will adopt the current District roading hierarchy and use that to determine the status and function of all future roads.
- The District Plan will specify the standards to be applied to the design and construction of public roads and private roads and access ways; and for non-vehicle land transport including facilities for pedestrians, cyclists, and people with disabilities. Includes reference to compliance with relevant engineering and technical standards to ensure a suitable standard of infrastructure.
- The District Plan will provide for all existing public roads and parking areas as designated public works; and will recognise designated railway lines and rail facilities.
- The District Plan will permit essential road markings and signs as permitted activities.
- Where a subdivision of land creates a new road Council will require the subdivider to fund the cost of road construction. Where an existing road is extended or upgraded to serve a subdivision, Council will require the subdivider to pay the full cost or contribute to the cost of the extension or upgrading in accordance with the level of benefit the upgraded road provides for the subdivision compared with other road users.
- The District Plan will specify the amount of on-site vehicle parking required in association with land use activities, and the requirements for vehicle loading and access.

Given the importance of land transport infrastructure to the community, District Plan rules and resource consents are considered to be the primary way to ensure transport infrastructure with consistent high standards to meet current and future community needs.

Long Term Plan and Regional Land Transport Programme

- Council will continue to fund capital works and maintenance of land transport infrastructure throughout the District in accordance with annual priorities.
- Council will continue, in association with other agencies through the Regional Land Transport Programme, or any plan or programme which supersedes it, to improve infrastructure and facilities for pedestrians and cyclists and public transport passengers and will continue to maintain and improve the safety and efficiency of the road network.

Other Methods

- Council will continue to investigate and develop a network of recreational walkways and cycleways in the District.
- Council will work with NZTA to investigate long term options for resolving the environmental problems caused by heavy traffic and heavy vehicle congestion in Oxford Street, Levin.

10 OBJECTIVES/POLICIES: Land Transport

Issue 10.2 MANAGING EFFECTS OF TRANSPORT INFRASTRUCTURE

The adverse effects on the environment and the community that can be caused by the construction, maintenance and operation of the transport infrastructure and transportation activities.

ISSUE DISCUSSION

The construction and maintenance of transport infrastructure can give rise to adverse effects on the environment. One example is road earthworks which scar the landscape or cause siltation of waterways. The choice of location of new transport infrastructure and road alignment is often limited by other engineering factors and the location of existing infrastructure. Adverse effects of transport infrastructure need to be balanced against overall benefits to the community of enhanced access, efficiency, or safety.

The use of transport infrastructure and transportation activities can give rise to localised adverse effects. Examples include noise of vehicles on roads or on private properties; dust on metal roads; vehicle exhaust emissions on local air quality; surface water run-off from roads to road-side drains and private property; spills of wastes and other material from vehicles to the road and stormwater system such as effluent from stock trucks. Other adverse effects include the severance of communities and the safety risk associated with speeding or large volumes of traffic. Effects on the wider environment include the cumulative effect of increasing vehicle emissions on the atmosphere and ozone depletion. It is necessary to protect the safety and amenity values of local areas while providing for an effective roading network.

Objectives & Policies

Objective 10.2.1 Managing Effects of Transport Infrastructure

To provide for a land transport network that is safe, convenient and efficient, and which avoids, remedies or mitigates the adverse effects to maintain the health and safety of people and communities, and the amenity and character of the environment.

Policy 10.2.2

Require all extensions and upgrades to the land transport infrastructure, including roads, to avoid, remedy, or mitigate any adverse effects on the natural and physical resources, sensitive areas, and amenity and landscape values of the District.

Policy 10.2.3

Avoid adverse amenity impacts by ensuring that new roads are designed to, at least, minimum standards and visually complement the character of any surrounding area.

Policy 10.2.4

Adopt techniques to discourage high volume and heavy traffic use in areas where it would have adverse environmental effects on the local community.

Explanation and Principal Reasons

Construction and maintenance works for land transport infrastructure, including roads, can have adverse effects including disturbance to landforms, indigenous vegetation and habitats, contaminant discharges, noise and vibration, vehicle emissions, and dust, which can impact on water, soil and air quality. Land disturbance, earthworks and vegetation clearance for infrastructure development should avoid significant landform features, and cultural and heritage sites. In addition, effects from the use of land transport infrastructure, such as emissions, can be minimised by decreasing traffic volumes and travel times, and by designing roads to minimise runoff.

Environmentally sensitive construction and design techniques should be incorporated into new and upgrades to land transportation infrastructure where appropriate. The design and alignments of new or upgraded transport infrastructure shall be assessed in terms of the measures that can be taken to avoid, remedy or mitigate the adverse effects.

The road environment is an important, highly visible and extensive area of public open space within the District. The way that the roads and their immediate surrounds are developed (i.e. their alignment, layout and associated plantings) is significant in maintaining and improving the amenity of both residential and business areas.

Impacts of traffic passing through or visiting an area can, to a certain extent, be controlled by developing and encouraging the use of a roading hierarchy which directs higher volumes of traffic and heavy traffic movements on certain routes and discourages them on others (e.g. residential areas). The hierarchy can be reinforced by traffic management measures outside the District Plan which discourage the use of residential streets, other than by those vehicles that have no alternative. The development of safe, pleasant and convenient pedestrian and cycle links can assist in reducing vehicle usage and improve the amenity around a settlement.

Methods for Issue 10.2 & Objective 10.2.1

District Plan

- Proposed extensions and upgrades to transport infrastructure will be assessed in terms of the District Plan's policies and standards relating to protection of the qualities of natural and physical resources (including water quality, land disturbance, landscape quality, and protection of archaeological and historic sites). Transport activities will have to meet minimum environmental standards.

The District Plan will recognise existing designated roads. New and extended roads will be considered on their merits and be assessed in terms of the policies of the District Plan relating to environmental quality.

The District Plan will include minimum performance standards, principally relating to noise, for transportation activities on private land so as to maintain the amenity of local environments. The District Plan will adopt the District roading hierarchy and will accept a certain level of effects from transportation activities along national and arterial routes. It will be the non-District Plan initiatives of Council and other agencies which will encourage traffic to use appropriate routes within the hierarchy.

Other

- Council will work with New Zealand Police, NZTA and use road signage and other techniques to encourage heavy vehicles to utilise the arterial routes indicated in the roading hierarchy.

A number of organisations can influence the movement and behaviour of traffic. Coordination with key transportation agencies will assist to ensure issues with the operation of the transport infrastructure are promptly identified and resolved effectively.

Issue 10.3 Adverse Effects of Land Use Activities, Subdivision and Development on Land Transport Infrastructure

The adverse effects that inappropriate land use activities, subdivision and development can have on the safety and efficiency of land transport systems.

Issue Discussion

Certain land use activities, subdivision and development, can have adverse effects on the safe and efficient operation of the land transport network. Examples include:

- Inappropriately sited vehicle crossings resulting in poor sight lines for on-coming traffic and potential intersection accidents.
- Road-side stalls with poor visibility and difficult entrances/exits.
- Buildings and trees shading roads and contributing to ice on roads and safety hazards.
- Activities generating high vehicle movements into and out of a site increasing the chance of intersection accidents.
- Night lighting and glare from buildings affecting visibility of roads for vehicle users.
- Vehicle loading and delivery arrangements which interfere with the free and safe use of footpaths by pedestrians.
- Advertising signs which are distracting to motorists.
- Activities which generate demand for vehicle parking but do not make provision for that parking and cause congestion on adjacent roads for other road users including cyclists.
- Accidental spills from vehicles onto roads creating slippery or hazardous road surface for other road users.
- Sensitive activities (e.g. residential and places of assembly) in close proximity to major land transport infrastructure (i.e. reverse sensitivity issues).
- Buildings, structures and signs which obstruct sightlines.

The maintenance of safe sight lines at rail level crossings is a particular issue that needs to be provided for.

10 OBJECTIVES/POLICIES: Land Transport

Objectives & Policies

Objective 10.3.1 Adverse Effects of Land Use Activities, Subdivision and Development on Land Transport Infrastructure

Protection of the safety and efficiency of the land transport network from the adverse effects of land use activities, subdivision and development.

Policy 10.3.2

Avoid, remedy, or mitigate the adverse effects of increased traffic or changed traffic type, which could compromise the safe and efficient operation of any road, or the safe and convenient movement of pedestrians and cyclists on public roads.

Policy 10.3.3

Require vehicle crossing places and vehicle entrances from public roads to be located, constructed, and maintained to standards appropriate to the circumstances of traffic volume, pedestrian movement, and speed environment of each road.

Policy 10.3.4

Ensure that buildings and activities do not compromise the necessary clear sight lines for trains and road vehicles at level rail crossings, or of vehicles at road intersections.

Policy 10.3.5

Ensure that adequate on-site parking and manoeuvring space is provided for each type of activity in a safe and visually attractive manner.

Policy 10.3.6

Ensure that adequate and safe on-site loading and unloading provision be made.

Policy 10.3.7

Control the location, design, and extent of advertising signs located adjacent to roads.

Policy 10.3.8

Require all road-side advertising signs in moderate to high speed zones (70kph and above) to display clearly and boldly the nature of the goods or activities being advertised.

Policy 10.3.9

Ensure that advertising signs do not interfere with the safe and efficient use of roads and pedestrian ways.

Policy 10.3.10

Minimise the number of remote advertising signs in the rural and greenbelt rural residential environment to avoid an adverse effect on traffic safety.

Policy 10.3.11

Avoid, remedy, and mitigate any adverse effects generated by land use activities, subdivision and development adjoining the State Highways, District roads or the North Island Main Trunk Railway line where such adverse effects have the potential to reduce the safety and efficiency for road users (drivers, pedestrians and cyclists) and railway users. Adverse effects include glare, inappropriate lighting, smoke, or discharges onto the road or railway corridor.

Policy 10.3.12

Ensure that land use activities, subdivision and development adjoining State Highways, other arterial roads and the North Island Main Trunk Railway, avoid, remedy or mitigates any reverse sensitivity effects by protecting themselves from noise and vibration, particularly in bedrooms.

Explanation and Principal Reasons

The safe and efficient movement of vehicles between the road network and individual sites is important to maintain suitable levels of functionality and safety of the road and rail networks. Most of the effects can be avoided or mitigated through compliance with standards imposed through the District Plan, such as through access standards and sight line requirements. In addition, some land use activities generate significant traffic movements which can generate negative environmental impacts on adjoining land uses, as well as on the efficiency and safety of the roading network. Council seeks to ensure that the types and intensity of effects of activities are appropriate to the speed on, and function of, individual roads. This may mean, in some situations and for reasons of public interest and transport safety and efficiency, that activities need to be modified or even prevented from operating.

The provision of adequate on-site parking and loading areas is an integral part of the safe and efficient operation of the roading system, linked strongly to both moving traffic and land use activities. Demand for parking and loading is generated by most activities, with provision of sufficient on-site parking and loading necessary to avoid overspill of parking onto the adjoining road and neighbouring properties. This situation creates a traffic hazard, visual detraction and an impact on the amenity values of the area. However, it is recognised in the main commercial area (particularly the pedestrian focused area) the provision of on-site parking and loading is not always possible or appropriate.

Each activity is required to provide sufficient parking spaces depending on their trip generation capacity and turnover characteristics. The provision of numerous car parking spaces can have adverse effects on the amenity values of the area. Parking areas can create dust or mud if unsealed, and they can detract from the visual quality of the area. Attention to sealing, landscaping and screening will be required to reduce these adverse impacts.

Some development in close proximity to the State Highways, other arterial roads and railway, may adversely affect the safe and efficient functioning of this major land transport infrastructure. Due to their historic location and development, landowners need to accept a certain level of effects emanating from this infrastructure. Measures to mitigate adverse effects, such as building setbacks from the infrastructure and insulation of buildings from road and rail noise by using barriers and acoustical treatment of buildings are encouraged for residential units and other sensitive activities in the vicinity of these major road and rail corridors.

Methods for Issue 10.3 & Objective 10.3.1

District Plan

- The District Plan will include rules controlling the location, size, and design of advertising signs visible from transport routes; and standards for the operation of certain activities intended to avoid, remedy, or mitigate adverse effects of activities including their effects on transport routes (such as glare, night lighting, setback distances for plantation forestry and shelterbelt planting).
- The District Plan will include controls on building location intended to maintain clear sight lines to key intersections and rail level crossings and maintain a minimum separation distances with major transport infrastructure to minimise reverse sensitivity issues.
- Where resource consent applications involve access onto the State Highway network or across a railway corridor, Council will forward copies of applications to NZTA and KiwiRail respectively as an affected party. Council will make reference to NZTA's "Planning Policy Manual" when considering applications for resource consent which have implications for the State Highway network.
- The District Plan will include performance standards controlling the location and design of farm loading ramps, to avoid the adverse effects of the use of these facilities in close proximity to the roading network.

The District Plan is considered to be the most appropriate and effective means of controlling the adverse effects of activities on essential transport infrastructure and activities. In the case of District roads, Council is able to assess the likely effects of activities. Council will, in the case of State Highways, recognise NZTA's role and interest in maintaining safety and efficiency of Highways and will ensure that NZTA is aware of proposed activities likely to affect the Highway. The NZTA has powers under the Government Roading Powers Act 1989 to control the location and design of State Highway crossing places for designated Limited Access Roads. Remedies under this legislation should be used where appropriate to control adverse effects. Similar recognition applies to Kiwirail in relation to maintaining the safe and efficient operation of the North Island Main Trunk Railway Line.

Other Council Initiatives

- Council intends to continue to work with New Zealand Police, transport operators and NZTA to minimise the incidence of accidental spillages onto roads within the District.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for land transport which are anticipated to result from the combined implementation of the above policies and methods are as follows:

10(a) A land transport network which safely and efficiently moves people and goods through and within the District.

10(b) A land transport network which meets the needs of users other than motor vehicles, with increased use of alternative forms of transport, rather than private cars.

10(c) Few land transport hazards created by inappropriate land use activities.

10(d) A high standard of safety and amenity throughout the land transport network.

10(e) Minimal adverse effects on the environment from transportation infrastructure and activities.

11. Water and Surface of Water

The District's environment includes many water resources: major rivers such as the Manawatu and Ohau Rivers, streams, inland lakes such as Lakes Horowhenua and Papaitonga, wetlands, and groundwater aquifers. Water is essential to sustain the District's human communities and natural habitats and fauna.

The RMA specific responsibility for managing the quality and quantity of surface water and groundwater falls substantially to the Horizons Regional Council. The District Council has an important role to play in the management of activities on the surface of water and ensuring the important values of waterways are effectively protected. These values are both physical and spiritual and waterways have a particular significance to Māori who respect waterways as living entities with their own life force (Mauri).

Note: The cultural and natural values of the freshwater environment are addressed within the "Matters of Importance to Tangata Whenua" (Chapter 1) and the "Natural Features and Values" (Chapter 3).

Statutory Responsibilities

Under the RMA, provides for a variety of responsibilities to ensure the integrated management of resources such as water.

Both the Horizons Regional Council (Section 30(1)(a)) and District Council (Section 31(1)(a)) have responsibility for the "establishment, implementation, and review of objectives, policies, and methods to achieve integrated management" of natural resources (which include land and water).

The functions of Horizons Regional Council specifically include:

- Control over activities, structures, excavations, drilling, planting, drainage and reclamation of any lake or river bed (Section 13); and
- Control of the use of land for purposes including the maintenance and enhancement of the quality and quantity of water in water bodies (Section 30(1)(c)); and
- Control of the taking, use, damming, and diversion of water; and the quantity level, and flow of water in any water body (Sections 14 and 30(1)(e)); and
- Control of discharges of contaminants and water into or onto land or water; and discharges of water into water (Sections 15 and 30(1)(f)); and

The functions of District Council include:

- Control of any actual or potential effects of the use, development, or protection of land (Sections 9 and 31(1)(b)); and
- Control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes (Section 31(1)(e)).

The functions of the Horowhenua Lake Domain Board include:

- Control of Waipunahau (Lake Horowhenua) and the Hokio Stream Domain (Section 18 Reserves and Other Land Disposal Act 1956).

11 ISSUES: Water and Surface of Water

Regional Policy Statement and Regional Plans

Many of the direct controls on water quality and/or quantity (e.g. discharges to land or water or abstraction of surface water or groundwater) fall within the specific jurisdiction of the Regional Council. The Regional Council has prepared a combined Regional Policy Statement (RPS) and Regional Plan, (The Proposed One Plan) which seeks to integrate the use of water at a regional and local level through the application of policies relating to water quality and water quantity and rules to control the quality and quantity of water.

A Restoration Plan for Waipunahau (Lake Horowhenua) has been recently prepared for Horizons Regional Council by the National Institute of Water and Atmospheric Research Ltd to address the water quality in Waipunahau (Lake Horowhenua) and the Hokio Stream Catchment.

District Plan

Section 75(3)(c) of the RMA requires that district plans must give effect to any regional policy statement. Section 75(4)(b) of the RMA requires that district plans must not be inconsistent with the objectives, policies and rules in regional plans. Section 74(2A)(a) of the RMA states that the district plan, must have regard to any relevant document recognised by an Iwi authority affected by the district plan.

The District Plan sets out the water issues which are considered to be important to the community and environment of the District, and the Council's policy response to those issues. It must be noted that, given the framework of the law, many of the methods that have been identified for dealing with water issues involve actions by Horizons Regional Council, as set out in the Proposed One Plan, whose functions enable it to have more direct influence over activities involving water.

It should be noted that the “water” issue below is principally concerned with the land use effects on water and the surface of the water. It is acknowledged that Horizons Regional Council is principally responsible for the quality and quantity of water within Horowhenua.

Issue 11.1 Activities on Surface of Water

The effects that activities on the surfaces of rivers and lakes can have on the intrinsic, ecological, natural habitat, landscape, spiritual, cultural and recreational values of lakes, rivers, and their margins.

Issue Discussion

The District's rivers and lakes are valuable landscape and ecological resources. They are also valuable to Tangata Whenua as natural resources, food sources, and taonga.

Rivers and lakes are also valued for recreation and have potential for commercial activities including tourism and recreation operations.

Some of the activities that could occur on the surfaces of rivers and lakes have few effects (e.g. occasional recreational boating or fishing or sailing). Other, more intensive, activities have the potential to generate adverse effects which could compromise important water values. For example, some activities involving motorised boats may cause noise and wave wash which has an adverse effect on the quiet amenities that might be valued in a reserve or picnic area. Some structures moored on the surface of water could have adverse effects on

the landscape amenity of some water ways. Some activities may have potential for accidental spillage of hazardous chemicals and fuel to waterways which could adversely affect in-stream and habitat values. Other activities may have effects which offend the spiritual values of a waterway which are of particular importance to Tangata Whenua.

Some of the District's water bodies are managed as public or private protected areas. For example, the surface water of Waipunahau (Lake Horowhenua) has been declared a public domain and is under the control of the Horowhenua Lake Domain Board. Lake Papaitonga (also known as Lake Waiwiri) is managed by the Department of Conservation as part of the Papaitonga Scenic Reserve. Other small lakes are managed under Queen Elizabeth II Covenants and the Te Ture Whenua Act 1993 reserves. Other areas of Māori land in the district have Ngā Whenua Rahui kawenata or covenants under the Reserves and Conservation Acts.

The control over activities on water surfaces is an additional and separate function vested in the District Council by the RMA.

Objectives & Policies

Objective 11.1.1 Activities on Surface of Water

To allow for the recreational use of the surfaces of waterways while recognising and protecting the particular ecological, natural character, landscape, spiritual, cultural, and recreational values of lakes, rivers, and their margins from the adverse effects of activities occurring on them.

Policy 11.1.2

To enable the appropriate use of the surfaces of rivers and lakes whilst ensuring that significant values of those waterways and their margins are recognised and provided for by avoiding, remedying or mitigating adverse effects.

Policy 11.1.3

Promote access where appropriate, to or along the banks of those rivers and lakes which are used for recreational purposes, provided any adverse environmental effects of providing such access can be avoided, remedied or mitigated.

Policy 11.1.4

Minimise the potential for conflicts between the effects of different activities using the surfaces of rivers and lakes.

Explanation and Principal Reasons

Given the important values that rivers and lakes have as publicly-available resources, and their importance to Tangata Whenua, it is necessary that activities on water surfaces are carefully managed. It is reasonable to permit activities to use the surfaces of waterways, and activities which promote public access to rivers and lakes will be encouraged provided the activities do not compromise those important values or give rise to conflicts between users.

11 ISSUES: Water and Surface of Water

Methods for Issue 11.1 & Objective 11.1.1

District Plan

- Permit activities on the surfaces of rivers and lakes provided they have no more than minor adverse environmental effects; and require resource consents for any activities which would involve more significant effects. Assessing consent applications in terms of likely effects on important values and encourage consultation with parties having an interest in the water body including Tangata Whenua.
- Rules which provide for esplanade reserves/strips and access strips and access strips to be created to and along water bodies.

It is reasonable for low-intensity activities like recreational boating and fishing to be permitted by the District Plan. More intensive activities, particularly commercial use of public water resources, should be individually assessed in terms of their environmental effects.

Asset Management

- Negotiate with private landowners the possibilities for enhanced public access based on the Open Space Strategy.

Other

- Council will encourage the preparation and lodgement of Iwi Management Plans by Tangata Whenua to assist in managing activities and potential conflicts between users on some sections of rivers and lakes.

The following private and public management arrangements for Waipunahau (Lake Horowhenua) and Waiwiri (Lake Papaitonga) would seem to operate quite effectively:

- *Horowhenua Lake Domain Board and the Horowhenua Lake Trustees; and*
- *Papaitonga Scenic Reserve, managed by DoC.*

Duplication of roles under the RMA may be inappropriate.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental result for the control of activities on the surface of water which is anticipated to result from the combined implementation of the above policies and methods is as follows:

11(a) Use of water surfaces for recreational and other low-intensity activities without compromising the water quality or natural and landscape values of these water bodies.

12. Utilities and Energy

Utilities

Utilities provide the infrastructure which enables a community to undertake its everyday activities and functions and allows people to provide for their social, cultural and economic well-being, health and safety. They are critical to the efficient and ongoing functioning of the District.

Utilities are physical resources which generate energy, provide water and electricity, sewage reticulation, roads, railway lines, telecommunications, radiocommunications, waste disposal, and other similar services. In relation to energy, this chapter focuses primarily on renewable energy sources, efficient use of energy and the potential for these to benefit the community at a local, regional or potentially national level.

Utilities found within the District may be of national significance, such as State Highway 1; of regional significance, such as the Manawatu River (Moutoa) floodway/stopbanks; or of local significance, such as the Levin Wastewater Treatment Plant.

Utilities provide services or resources which support the community, and in doing so can use, develop or protect a resource. The resource management of utilities is two-way. The resources and infrastructure associated with individual utilities require protection to enable effective and secure operation, but to also ensure that any adverse effects generated by utilities are avoided, remedied or mitigated.

Urban growth should also be integrated with infrastructure to ensure efficiency in the design and management of infrastructure.

There are many providers of utilities: the Council, the Crown, Regional Councils, State Owned Enterprises, trading enterprises and private companies. Within the District, the Council is a major provider of utilities and services supplying water, sewage reticulation, waste disposal and roads.

The RMA defines *"network utility operators"* and *"requiring authorities"*. In summary a network utility operator distributes, transmits and provides services that are based on systems and connections involving energy (gas, petroleum, geothermal, electricity), telecommunications, radio communications, water, drainage, sewage, roads, railway and airports. A requiring authority is a Minister of the Crown, a local authority or a network utility operator approved as a requiring authority.

Where a provider of a network utility service has status as a requiring authority, the RMA enables the authority to designate land for a project or work (Section 168(2)). Only a Minister or Local Authority may issue a notice of requirement for a designation for a public work (Section 168(1)). Where an organisation does not have requiring authority status, land use consent may be required for any work.

While many utilities are provided for the benefit of the wider community, others can be intended for individual benefit and may include aerials on private property for telecommunication purposes, such as television aerials or for radio communications.

The Council is required to give effect to any National Policy Statement (NPS). The stated objective of the NPSET is to "*Recognise the national significance of the electricity transmission network by facilitating the operation, maintenance and upgrade of the existing*

transmission network and the establishment of new transmission resources to meet the needs of present and future generations, while:

- *Managing the adverse environmental effects of the network; and*
- *Managing the adverse effects of other activities on the network.*

The issues associated with electricity transmission are significant at a national, regional and local level and the benefits of the network must be recognised and provided for. Within the District, there is the potential for the development of new high voltage electricity transmission."

It is recognised while network utilities can have national, regional and local benefits, they can also have adverse effects on surrounding land uses, many of which have been established long before the network utility. The sustainable management of natural and physical resources requires Council to achieve a balance between the effects of different land uses.

Issues, objectives and policies relating to roading networks are contained in Chapter 10: Land Transport.

Energy

Under Section 7 of the RMA, Council must have particular regard to energy efficiency, climate change, and the benefits of the use and development of renewable energy. The Government has confirmed its commitment to increase the proportion of electricity generated from renewable sources in order to reduce New Zealand's greenhouse gas emissions and to achieve increasingly sustainable energy use.

The Council is also required to give effect to any National Policy Statement (NPS). The NPS on Renewable Electricity Generation came into force in 2011. The stated objective of the NPS is to "*recognise the national significance of renewable electricity generation activities by providing for the development, operation, maintenance and upgrading of new and existing renewable electricity generation activities, such that the proportion of New Zealand's electricity generated from renewable energy sources increases to a level that meets or exceeds the New Zealand Government's national target for renewable electricity generation*".

The RMA defines renewable energy as "*energy produced from solar, wind, hydro, geothermal, biomass, tidal, wave, and ocean current sources*". The potential environmental benefits of renewable electricity generation opportunities include reducing greenhouse gas emissions and providing energy generation from reversible technology, reducing dependency on imported energy resources (such as oil and coal), security of, and the diversification of, energy sources, as well as social and economic benefits.

The issues associated with renewable energy are significant at a national and local level. There is a national commitment to increase energy generation from renewable energy resources compared to non-renewables. This commitment recognises additional energy generation is required to satisfy future demand, beyond conservation and efficiency measures. Within the District, there is potential for renewable energy development, with wind generation the most likely.

The benefits and need for renewable energy is recognised through objectives, policies and methods (including rules) that provide for the development, maintenance, operation and upgrading of renewable energy activities. Particularly where the local environment is sensitive to the scale and nature of energy generation facilities, for example adverse

ecological, cultural and heritage, landscape and visual effects have the potential to be significant.

Issue 12.1 NETWORK UTILITIES

The maintenance and development of network utilities to enable the community to provide for its social and economic well-being, recognising that the infrastructure and operation of network utilities may create adverse effects on the environment, and other activities may impact their safe and efficient functioning.

ISSUE DISCUSSION

Network utilities are a necessary and essential component of community infrastructure. They are essential life lines, contributing to the social, cultural and economic well-being of the community. Therefore, it is important the District Plan makes provisions for these essential utilities so they can establish and operate effectively.

In making provision for network utilities, it is also recognised some utilities have the potential to have significant adverse effects on the environment. Conversely, utilities may be an accepted element of the environment and therefore have minimal adverse effects on the environment. These effects may result from the activities involved in establishing the utility, be generated by the utility itself, or be associated with the maintenance and operation of the facility. These potential adverse effects include visual impacts of structures, risks to public health and safety, noise and odour.

Some areas of the District have higher levels of amenity and other environmental characteristics than others. Certain utilities may not therefore be appropriate in those locations due to the nature of their effects. For example, residential areas would be vulnerable to the intrusion of large buildings or pylons. Areas with outstanding natural features and landscapes and areas of significant indigenous vegetation or habitats also need to be protected from inappropriate use and development of utilities should seek to avoid these. In some instances, locational factors may determine the exact position of a utility, but as a general principle, network utility operators will be encouraged to locate utilities in areas with characteristics similar to the utility or in a manner which will have few adverse effects on the environment.

Therefore, in making provision for network utilities, their environmental effects must be balanced against the community's need for the service or facility. An example of this challenge is the provision of street lighting which is required for public safety, yet the spill light from this can adversely affect the night environment. It is also recognised that there may be limited choice in locating utilities, given logistical or technical practicalities. Some level of adverse effects may need to be accepted to recognise the necessity for some utility services and facilities.

The efficient and effective establishment, use and maintenance of the District's utility infrastructure can be adversely affected by the inappropriate location and nature of other land use activities and by failure to recognise their importance in meeting community needs. For example, locating residential dwellings close to wastewater treatment facilities could potentially expose new residents to adverse effects such as odour. Therefore, to protect and provide for the continued ability of utilities to function and be effective operationally, an important consideration is the suitability of new adjacent activities establishing in close proximity or otherwise in a manner that could unduly compromise the efficient long-term functioning of a utility activity.

12 OBJECTIVES/POLICIES: Utilities and Energy

Objectives & Policies

Objective 12.1.1 Network Utilities

To protect and provide for the establishment, operation, maintenance and upgrading of network utilities, while avoiding, remedying or mitigating adverse effects on the environment.

Policy 12.1.2

Enable the establishment, operation, maintenance and upgrading of essential network utilities.

Policy 12.1.3

Avoid, remedy or mitigate the adverse environmental effects arising from the establishment, construction, operation, maintenance and upgrading of network utilities.

Policy 12.1.4

Provide additional protection for sensitive areas such as Outstanding Natural Features and Landscapes, domains of high landscape amenity, heritage and cultural sites and buildings, Notable Trees, coast, lakes, river and other waterways from the adverse environmental effects of network utilities.

Policy 12.1.5

Ensure the establishment, operation, maintenance and upgrading of network utilities does not compromise the health and safety of the community.

Policy 12.1.6

Consider the locational, technical and operational requirements of network utilities and the contribution they make to the functioning and well-being of the community in assessing their location, design and appearance.

Policy 12.1.7

Require services where practical, to be underground in new areas of development within Urban and Greenbelt Residential areas.

Policy 12.1.8

Encourage the co-location or multiple use of network utilities where this is efficient and practicable in order to avoid, remedy or mitigate adverse effects on the environment.

Policy 12.1.9

Recognise the presence and function of established network utilities, and their locational and operational requirements, by managing land use, development and/or subdivision in locations which could compromise their safe and efficient operation and maintenance, to ensure the long-term efficient and effective functioning of that utility.

Explanation and Principal Reasons

The District Plan is instrumental in facilitating the establishment, operation, maintenance and upgrading of essential network utilities. The District Plan will set clear and reasonable requirements to enable them to establish, operate and be maintained and upgraded effectively.

Network utilities comprise significant physical resources, and by their nature are often dispersed throughout the District. The District Plan provisions also need to recognise network utilities can have a variety of positive and adverse effects reflecting their diverse nature and scale. Accordingly, the District Plan seeks to acknowledge the value and necessity of network utilities and associated services throughout the District, while managing their potential adverse effects in a manner that recognises the local and valued environmental characteristics of the different areas within the District. The effects of utilities can arise during construction or installation, maintenance or on-going operation, and can be most significant in sensitive areas such as residential or open space areas, or in outstanding natural features and landscapes and domains of high landscape amenity, ecological, heritage, or cultural value. It is recognised that many network utilities in the District are located in the Rural zone and often on privately owned land. In some circumstances the location of these network utilities can constrain the activities undertaken on the land. Where resource consent is required to establish, construct, operate, maintain and upgrade network utilities in the Rural zone, consideration should be given to the effects of the network utility on the existing activities undertaken on the land such as primary production.

In considering the environmental effects of new transmission infrastructure or major upgrades of existing transmission infrastructure, the NPS on Electricity Transmission (2008) requires that Council must have regard to the extent to which any adverse effects have been avoided, remedied or mitigated by the route, site and method selection.

In establishing the standards and in assessing resource consent applications, it is important to recognise the location of utilities is often dictated by operational and technical requirements. For example, constraints imposed on avoiding, remedying and mitigating adverse environmental effects of transmission activities are recognised under the NPSET (Policy 3). In addition, given the function and role of network utilities, some must be distributed throughout the District and in particular the settlements.

Services such as power and telecommunications have traditionally been provided throughout the District by way of overhead servicing. However, overhead lines and structures associated with services can detract from visual amenity and be a crash hazard, therefore provision of new reticulation is required to be by way of underground reticulation. It is also recognised that there may be times when a new or additional overhead line needs to be installed in an area where the existing reticulation is overhead and in some circumstances a support structure for the line may also be required. The higher cost of underground reticulation is recognised, and underground reticulation is not required in rural areas where environmental and economic considerations may be differently balanced. Some exceptions to under grounding of services will exist, such as high voltage transmission lines, as it is not practical to underground these in terms of cost.

Encouragement is also given to network utility operators to co-locate, or share facilities or sites, where this is practicable, supports efficiencies and would assist in mitigating or avoiding adverse effects.

There are a number of large scale utilities within the District and to protect the adjoining activities and the ongoing operation of the utilities, various degrees of control will be

implemented. In particular, it is important to protect the operation of network utilities from incompatible activities. The continued ability for network utilities to function and be effective operationally will be important considerations in assessing the suitability of new adjacent activities establishing in close proximity or otherwise in a manner that could unduly compromise the efficient long-term functioning of a utility activity.

Methods for Issue 12.1 & Objective 12.1.1

District Plan

- Rules to permit certain essential network utilities subject to minimum standards recognising the relevant locational, technical and operational requirements and environmental characteristics and amenities of different areas. The minimum standards in each zone include:
  - undergrounding all pipes, lines and cables in urban areas and their location within existing roading networks;
  - landscaping and site screening where appropriate; and
  - co-location of network utilities wherever practicable.
- Any activity or proposal which does not comply with stated standards will be assessed through the resource consent process.
- Require network utilities that do not comply with performance standards, including those that apply to network utilities located in Outstanding Natural Features and Landscapes, heritage sites or buildings, or within Rural zoned parts of the Coastal Environment, Coastal Lakes, Manakau Downlands and Hill Country Landscape Domain, to be assessed through the resource consent process to consider the potential effects of the proposal and impose specific conditions if appropriate.
- Apply the rules and standards (including cross-referencing within the District Plan itself) of the National Environmental Standards which relate to network utilities (e.g. electricity transmission activities and telecommunication facilities).
- Promote the use of relevant Codes of Practice and industry guidelines.
- Designated network utilities and sites including the National Grid will be identified on the Planning Maps.
- Specify the information necessary for a designation notice of requirement. Conditions may be recommended by Council for certain requirements for designations dependent upon the circumstances of the proposed works.

Note: Resource Consents may also be required from Horizons Regional Council for activities that use the beds of rivers and lakes.

The methods are intended to enable the establishment, operation, maintenance and upgrading of network utilities, while avoiding, remedying or mitigating their adverse effects. Performance standards have been determined where the nature and scale of the network utilities is considered to be compatible with the character and amenities of the area. Larger scale network utilities or utilities located in sensitive areas can create a broad range of potential adverse effects, and therefore these utilities would be assessed through either the resource consent or designation processes.

Long Term and Annual Plans

- The Long Term Plan and Annual Plan will prioritise the network utilities that are managed by Council.

12 OBJECTIVES/POLICIES: Utilities and Energy

Issue 12.2 ENERGY

Like all districts in New Zealand, the Horowhenua District is required under the NPS for Renewable Energy Generation to provide for the development of renewable electricity facilities as a matter of national significance. The development of new electricity generation facilities can create adverse effects on the environment, in particular, the scale and utilitarian nature of many facilities may cause adverse landscape and visual effects. Generating electricity from renewable resources can have environmental benefits compared to utilising non-renewable energy resources, as well as support economic and social well-being at a local, regional and national level.

ISSUE DISCUSSION

The use and development of renewable energy can be in a number of different forms and scales. At the domestic scale, there are various ways to use natural sources of heat, including the orientation of buildings towards the sun to assist passive heating, cooling and natural lighting; it is also possible to obtain significant energy gains through solar water heating or solar panels in dwellings.

For properties that are remote from energy sources, domestic (or small scale) wind turbines may be appropriate. The scale of such facilities are less likely to create significant environmental effects, particularly in rural areas where distances from neighbouring properties and screening vegetation can avoid or mitigate any visual and noise effects.

A substantial proportion of future energy supply will need to be generated from new and preferably renewable sources to meet the anticipated nationwide demand for energy to supply growth in the economy. While domestic scale energy efficiency and alternative energy sources will contribute to the reduction of energy consumption, they will be insufficient to meet all future energy demands.

There are many different forms of economically viable renewable energy options currently being developed in New Zealand and overseas. Currently, the key potential source of renewable energy development in the District is from wind, and to a lesser extent hydro (water). Options such as solar generation, biomass or wave energy may become more technically and economically viable in the future. The Mangahao Power Station located east of Shannon is currently the District's only renewable energy facility. This facility contributes to the national renewable energy generation and its continued operation will be important in responding to the challenge of meeting the national target of 90% of electricity in New Zealand being from renewable sources by 2025.

Wind energy facilities can potentially have environmental effects, particularly landscape and amenity effects, as wind energy facilities, by necessity, are usually located in open and prominent locations where the wind resource occurs. In the Horowhenua, such locations may include the foothills north of Shannon up to Tokomaru, or near the coast north of Waitarere Beach. Facilities for the transmission of the generated electricity to the grid may also be necessary, with potential for environmental effects. The characteristics of areas that lend themselves to wind energy generation often provide an important landscape backdrop for urban and rural areas. This may cause tensions between the existing values of these areas and their potential for wind energy generation.

At a domestic scale, there is the potential for small scale wind turbines generating sufficient electricity for a business, house, or similar. There is also potential for the development of solar power in the District (for water heating and small-scale electricity generation). Small scale wind turbines and domestic scale solar power facilities may become more common in

the future, reducing greenhouse gas emissions and contributing to local electricity supply. Depending on their size and location this scale of facility may not create significant effects.

Energy efficiency and conservation go hand in hand with renewable energy. Passive energy approaches towards energy efficiency and conservation can be taken in relation to the built environment. These include orientation of buildings towards the sun to assist passive heating, cooling and natural lighting. Reductions in overall energy use can be made through provision of hot water through solar water heating. The success of these approaches is dependent on the initial layout of a subdivision or building development providing landowners with opportunities to implement these passive energy approaches. It is important that future developments consider energy efficient and conservation measures. Conserving the use of energy together with the generation of renewable energy will be vital in responding to the challenges of providing enough energy to meet future energy needs and reducing greenhouse gas emissions.

Objectives & Policies

Objective 12.2.1 Energy

To recognise and provide for the efficient use of energy and the development and use of renewable electricity generation infrastructure, where the adverse effects on the environment can be avoided, remedied or mitigated.

Policy 12.2.2

Recognise and provide for the continued operation, maintenance and upgrading of existing renewable electricity generation infrastructure.

Policy 12.2.3

Provide for small domestic scale renewable electricity generation facilities where their adverse effects on the environment can be avoided, remedied or mitigated.

Policy 12.2.4

Manage the establishment and development of new renewable electricity generation facilities to ensure the adverse environmental effects that are more than minor are avoided, remedied or mitigated.

Policy 12.2.5

Recognise the contribution of renewable energy use and development to the well-being of the District, Region and Nation.

Policy 12.2.6

Avoid, remedy or mitigate, adverse effects on the environment from renewable electricity generation and distribution activities, specifically on those parts of the environment most sensitive to change.

Policy 12.2.7

Avoid adverse effects which are more than minor of renewable electricity generation facilities on the character and values of Outstanding Natural Features and Landscapes; or where avoidance is not reasonably practicable then the effects need to be remedied or mitigated.

Policy 12.2.8

Ensure development of renewable electricity generation facilities minimises visual interruption or intrusion of views of the Tararua Ranges when viewed from public spaces within the Levin urban area.

Policy 12.2.9

Recognise the technical, locational and operational requirements of energy generation and distribution operations and infrastructure in setting environmental standards and assessing applications for resource consent.

Policy 12.2.10

Provide for the identification and assessment by energy generators and developers, of potential sites and energy sources for renewable electricity generation.

Policy 12.2.11

Encourage and provide for research and exploratory-scale investigations into renewable electricity generation technologies and methods.

Policy 12.2.12

Ensure that new land use, development and/or subdivision activities do not adversely affect the efficient operation, maintenance and upgrading of existing renewable electricity generation or distribution facilities.

Policy 12.2.13

Encourage energy efficiency and conservation practices, including use of energy efficient materials and renewable energy in development.

Policy 12.2.14

Encourage subdivision and development to be designed so that buildings can utilise energy efficiency and conservation measures, including by orientation to the sun and through other natural elements, to assist in reducing energy consumption.

Policy 12.2.15

Transport networks should be designed so that the number, length and need for vehicle trips is minimised, and reliance on private motor vehicles is reduced, to assist in reducing energy consumption.

Explanation and Principal Reasons

Energy generation from renewable sources can result in a range of benefits and positive effects, and is in line with government commitments to improving security of energy supply, reducing New Zealand's greenhouse gas emissions and achieving increasingly responsible energy supply and use. While the District may not offer the same opportunities and scale for the development of renewable electricity generation compared to some other areas of the country, the potential for some future wind generation development does exist.

In recognition of the benefits of renewable electricity, investigation into renewable energy sources is provided for in the District Plan. Investigations include the evaluation of prospective sites or sources, and also of emerging technologies and methods.

The range and scale of different sources of renewable energy leads to the potential for differing effects on the environment. Potential effects include adverse impacts on visual amenity due to the scale or location of such structures (e.g. wind turbines on high ridges, glare from solar panels or noise from operation). Potential effects can also impact on indigenous vegetation or habitats, culturally significant areas, or sites of historical sensitivity.

Outstanding Natural Features and Landscapes are places of high value to the community. Renewable electricity generation facilities have the potential to adversely affect the landscape values of these Outstanding Natural Features and Landscapes. In addition, landscapes that have high amenity values have also been identified, and renewable electricity activities within these areas could adversely affect the landscape values of these areas. The backdrop of the Tararua Ranges is an important part of the identity and character of the District, particularly the Levin urban area. Therefore, the visual effects of renewable electricity generation facilities on views of this backdrop would be a consideration in this location.

Often the nature and magnitude of effects is related to the scale of facilities associated with renewable energy and their prominence, particularly in a visual sense. While standards in the District Plan permit some such activities, those that are of a significant scale or in sensitive locations, will require effects on the environment to be fully assessed through the resource consent process, weighing the benefits along with the adverse effects, including ways to avoid, remedy or mitigate such effects.

As with other utilities, the District Plan acknowledges there may be particular locational, operational or technical requirements for energy related facilities that need to be taken into account in setting standards on development and in determining resource consents. While that does not mean all or any adverse effects will be considered acceptable, it will recognise the practical implications associated with the provision of renewable electricity activities, and the purposes such utilities serve. The District Plan also seeks to provide some protection to energy related facilities once established against possible effects arising from other activities nearby, particularly new subdivision and development where that may unduly compromise the utilities operation.

It is also important to encourage the use of energy efficient materials and renewable energy in development including construction materials and individual application of renewable energy sources, (e.g. solar panels). In exercising its responsibilities, the Council is able to advocate for achieving efficiencies in energy use, in the design of development and subdivisions, and in implementing building standards. This encouragement of energy efficiency will be achieved mainly through the Building Act requirements, sharing information, and providing guidance and encouragement.

Methods for Issue 12.2 & Objective 12.2.1

District Plan

- Rules to permit investigation and research of renewable energy sources and domestic-scale electricity generation equipment subject to minimum standards recognising the relevant locational, technical and operational requirements and environmental characteristics and amenities of different areas.
- Any activity or proposal which does not comply with stated standards will be assessed through the resource consent process.
- Rules to permit small domestic scale renewable electricity generation facilities.
- Resource consents will be required for new renewable electricity generation facilities, with more stringent activity status within Outstanding Natural Features and Landscapes and Domains of High Landscape Amenity. Assessment of environmental effects through the resource consent process, and impose conditions to avoid, remedy or mitigate adverse effects.
- Promote the use of relevant Codes of Practice.

Long Term Plan and Annual Plan

- The Long Term Plan and Annual Plan may make provision to support education programmes for energy efficiency in design and construction including use of natural sources of heat, consideration of the orientation of buildings towards the sun to assist passive heating, cooling and natural lighting, and opportunities to obtain significant energy gains through solar water heating or solar panels in dwellings.

Other Processes

- Work with the Energy Industry to develop an infrastructure strategy that among other things signals community interest in preferred locations for potential renewable electricity generation.

The methods are intended to provide regulatory and non-regulatory methods for managing the renewable electricity generation facilities. For investigations, research and domestic-scale generation facilities, performance standards have been determined where the nature and scale of the structures and activities are considered to be compatible with the character and amenities of the area. Larger scale renewable electricity generation facilities can create a broad range of potential adverse effects, and therefore these facilities would be assessed through the resource consent process.

Advocacy and education is the main method of implementing sustainable energy policies because it educates and empowers individuals and businesses to implement the initiatives themselves, to fit their circumstances. This advocacy will be supported by national initiatives such as those undertaken by the Energy Efficiency and Conservation Authority (EECA).

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for network utilities and energy which are anticipated to result from the combined implementation of the above policies and methods are as follows:

12(a) An efficient and effective network of utility services capable of meeting the needs of the District's residents.

12 OBJECTIVES/POLICIES: Utilities and Energy

12(b) A high standard of amenity in the design and construction of network utility structures, compatible with the character and amenity of the local environment.

12(c) Network utilities, where practical are located underground in urban areas, and/or co-sharing road corridors or other locations.

12(d) Efficient use and development of the District's renewable energy resources, contributing towards an increased proportion of New Zealand's energy consumption being derived from renewable resources.

13. Historic Heritage

Historic heritage, as defined in Section 2 of the RMA, encompasses a range of places including historic sites, structures and areas, archaeological sites and sites of significance to Māori. Such places provide us with a sense of identity and connection and once lost cannot be replaced.

The long history of Māori and European occupation and settlement in the District has provided it with a rich legacy of places of historic and cultural heritage value. These range from culturally important sites such as Waiwiri (Lake Papaitonga), through to archaeological sites such as the Moa hunter midden near Foxton and built heritage such as the Shannon Railway Station and Duncan House.

The protection of such places is recognised in Section 6(f) of the RMA as a matter of national importance that the Council needs to recognise and provide for in achieving the purpose of the RMA. Section 74(2)(b)(iia) of the RMA also requires Councils to have regard to relevant entries on the Historic Places Register when preparing or changing their District Plan.

In response, Schedule 2: Historic Heritage – Buildings, Structures and Sites, identifies places of historic and cultural heritage value that represent the history of occupation and settlement in the District, while this Chapter sets out how these places will be protected and managed for the benefit of present and future residents. Natural landscapes and areas are addressed in Chapter 3 'Natural Features and Values' of the District Plan.

Advice Notes:

- Building Act 2004: Historic heritage buildings are not exempt from the Building Act 2004.
- Relationship with New Zealand Historic Places Trust: Recognition and management of historic heritage through the District Plan complements the statutory regime administered by the New Zealand Historic Places Trust (NZHPT) under the Historic Places Act 1993. Where a resource consent is required for any building or site entered on the Historic Heritage Schedule, the NZHPT will be notified as an affected party.

Issue 13.1 Identification of Historic Heritage

Insufficient understanding and awareness of the historic heritage that exists in the District.

Issue Discussion

As the founding Māori and European families of the District dissipate, so too does much of the acquired knowledge relating to places associated with its history of occupation and settlement. Effective historic heritage protection and management relies on understanding the historic heritage values that apply to remaining buildings and sites in the District and identifying those places of significance to the community. Owners, occupiers and users of these places also need to be engaged and made aware of their significance if they are to be effectively managed into the future.

13 OBJECTIVES/POLICIES: Historic Heritage

Objectives & Policies

Objective 13.1.1 Identification of Historic Heritage

To identify historic heritage within the District that is representative of its history of occupation and settlement.

Policy 13.1.2

Identify historic heritage that contributes to an understanding and appreciation of the culture and history of the District, the region and/or New Zealand that is significant in terms of one or more of the following values:

- Māori cultural values.
- Archaeological values.
- Historic values.
- Social values.
- Setting and group values.
- Architectural values.
- Scientific and technological values.

Policy 13.1.3

Record significant historic heritage buildings and sites identified in accordance with Policy 13.1.2, and group these buildings and sites according to their relative significance into one of the following categories:

- Historic Heritage Group 1 Buildings and Structures:

  Buildings that have outstanding national and/or regional significance due to their "rarity" and/or level of "integrity".

- Historic Heritage Group 2 Buildings and Structures:

  Buildings that have regional and/or local significance.

- Historic Heritage Sites:

  Places and areas that are of national, regional and/or local significance.

Explanation and Principal Reasons

For protection to occur historic heritage in the District needs to be identified and accurately researched, documented and mapped. The objective and associated policies seek to ensure that the important buildings and sites that represent the culture and history of the District, the region and the nation, are identified for inclusion in the District Plan.

To achieve this, the range of values that the Council will use to assess places nominated for inclusion in the Historic Heritage Schedule are set out in the District Plan. Where a nomination is successful, the relevant values are to be recorded in the schedule. This information, in turn, will help to inform the preparation of consent applications relating to the development of scheduled buildings and sites along with their subsequent assessment.

13 OBJECTIVES/POLICIES: Historic Heritage

Historic heritage buildings and sites have also been differentiated, recorded and presented in the District Plan on the basis of their relative significance. Some historic buildings in the District have 'outstanding' national or regional significance due to their rarity and/or integrity, while others have been assessed as significant at a regional or local level. Historic heritage sites are separately identified from buildings due to their differing management needs and requirements.

Methods for Issue 13.1 & Objective 13.1.1

District Plan

- Update Schedule 2 - Historic Heritage to reflect the full range of places in the District that are registered by the NZHPT.
- Commence, in line with the Horowhenua Historic Heritage Strategy 2012, a comprehensive survey of historic heritage in the District, including sites of significance to Māori, wāhi tapu, wāhi tūpuna and archaeological sites, within 12 months of the date of notification of the Proposed District Plan. The survey should apply a thematic approach to the identification of prospective historic heritage buildings, sites, and interrelated areas and be undertaken in consultation with Iwi, local historical societies, the NZHPT and potentially affected landowners.

Other Council Initiatives

- Record scheduled historic heritage on the property information database and update as necessary.
- Liaise with Iwi and agencies such as the NZHPT and local Historic Societies to identify historic heritage in the District.
- Implement the action plan outlined in the Horowhenua District Heritage Strategy 2012 in order to identify the heritage resources that are representative of the District's history of occupation and settlement.

Issue 13.2 Protection of Historic Heritage

Loss or degradation of historic heritage in the District due to inappropriate use, development or subdivision.

Issue Discussion

Historic heritage is a finite resource. The inappropriate use, development or subdivision of important buildings and sites can directly result in their loss or degradation, while unsympathetic development in the vicinity of such places can adversely affect their associated heritage values.

Objectives & Policies

Objective 13.2.1 Protection of Historic Heritage

To protect significant historic heritage that reflects the culture and history of the Horowhenua District from inappropriate subdivision, use and development.

Policy 13.2.2

Encourage the compatible use of buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.3

Enable the maintenance, redecoration, repair and adaptive reuse of buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.4

Encourage and facilitate the strengthening of buildings included in the Historic Heritage Schedule to increase their ability to withstand future earthquakes while minimising the significant loss of associated heritage values.

Policy 13.2.5

Avoid or appropriately mitigate any adverse effects of activities that could destroy or diminish the heritage values associated with buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.6

Unless exceptional circumstances exist, avoid the demolition or destruction of Group 1 buildings and sites included in the Historic Heritage Schedule.

Policy 13.2.7

Discourage the demolition of Group 2 buildings included in the Historic Heritage Schedule.

Policy 13.2.8

Discourage subdivision that could destroy or diminish the heritage values associated with buildings and sites identified in the Historic Heritage Schedule.

Explanation and Principal Reasons

The objective and policies seek to prevent the loss of heritage value associated with buildings and sites included in the Historic Heritage Schedule due to neglect or under-use, or from changes arising from such activities as external alterations, additions and subdivision.

For historic heritage buildings and sites to be successfully and sustainably managed they need to remain functional. In response, the District Plan encourages their continued compatible use and enables regular maintenance, repair and internal alterations to occur without the need for a resource consent. The District Plan also recognises that in order to provide for the ongoing safe, functional and economic use of historic heritage buildings it is necessary for them to be upgraded to meet relevant code standards, including earthquake strengthening.

Historic heritage buildings and sites are also subject to activities which can lead to their associated heritage values being destroyed or severely diminished. Insensitive alterations and additions, for instance, can detract from the architectural qualities of a scheduled building, while demolition in response to development pressure results in permanent loss.

To address this situation the District Plan seeks to ensure that such effects are avoided or appropriately mitigated by requiring resource consent to be sought. In the case of demolition of Group 1 buildings or the destruction of sites, the intent is that these activities are avoided unless exceptional circumstances exist. Exceptional circumstances could include total or partial demolition considered necessary due to significant and irreversible damage from fire or natural hazard events.

The context or setting associated with historic heritage buildings and sites can also make an important contribution to its heritage value. The relationship between a building and its site, for instance, can be lost or eroded through the reduction of its original surrounds. In response, the District Plan seeks to ensure that the setting of a historic building or site is not unduly compromised or its value diminished by inappropriate on-site development or incompatible subdivision activity and associated development.

Methods for Issue 13.2 & Objective 13.2.1

District Plan

- Schedule and categorise recognised historic heritage buildings and sites according to the relative significance of their associated values in the District Plan and identify these places on relevant Planning Maps.
- Adopt targeted rules relating to the management and protection of scheduled historic heritage buildings and sites.
- Impose conditions on resource consents to ensure the adverse effects of land use, subdivision or development are avoided, mitigated or remedied.

Other Council Initiatives

- Inform prospective purchasers of scheduled historic heritage through Land Information Memoranda (LIM) and landowners undertaking building work through Project Information Memoranda (PIM) and Planning checks.
- Implement the action plan outlined in the Horowhenua District Heritage Strategy 2012 in order to appropriately protect and manage heritage resources that have been identified as requiring protection or management.

Issue 13.3 Balancing Private Rights/Public Good

Reconciling the tension between the private cost and public benefit of protecting and managing the District's historic heritage.

Issue Discussion

Most of the places identified in the District as being of historic heritage value to the community are in private ownership, with current owners being responsible for the cost associated with their management and protection. In the absence of adequate community awareness of the value derived from their ongoing retention, and recognition that their protection and management is a shared responsibility, there is a risk that the heritage values associated with these places will be lost or seriously diminished through demolition or deferred maintenance and repair.

13 OBJECTIVES/POLICIES: Historic Heritage

Objectives & Policies

Objective 13.3.1 Balancing Private Rights/Public Good

To promote greater public awareness of, and support for, historic heritage within the Horowhenua District.

Policy 13.3.2

Increase public recognition and understanding of the District's historic heritage, its associated values and the respective responsibility that the public and private landowners assume in its ongoing management and protection.

Policy 13.3.3

Develop a range of non-regulatory mechanisms that encourage, assist and facilitate the conservation and protection of buildings and sites identified in the Historic Heritage Schedule.

Policy 13.3.4

Provide opportunities for greater development flexibility, where development facilitates the retention, conservation and/or protection of buildings and sites identified in the Historic Heritage Schedule.

Explanation and Principal Reasons

The objective and policies recognise that the protection and ongoing management of historic heritage comes at a cost, and that it may be unreasonable for private landowners to bear all of these costs when the public also benefits from its retention and careful stewardship. These provisions also recognise that effective protection of the District's historic heritage cannot be achieved through sole reliance on regulation.

The District Plan acknowledges that the community and private landowners jointly have a responsibility to ensure that the District's historic heritage is appropriately managed and protected. In response, it seeks to increase public awareness through such measures as education and preparation of promotional material and guidance and to offer support to private landowners as Council funding and resources permit.

Methods for Issue 13.3 & Objective 13.3.1

Other Council Initiatives

- Through the Long Term Plan and Annual Plan processes, Council may commit resources such as rates relief, grants, waive administration fees, low interest loans or offer access to professional technical advice to encourage the management and protection of scheduled historic heritage buildings, sites and areas of interrelated significance.
- Implement the actions identified in the Horowhenua District Heritage Strategy 2012.
- Provide guidance and advice to assist landowners to sensitively manage scheduled historic heritage buildings, sites and areas of interrelated significance.

- Develop information and promotional material relating to scheduled historic heritage buildings and sites, including their associated value and the community benefit that is derived from their ongoing protection.
- Liaise and collaborate with landowners, Iwi and other groups and agencies with interests in the management and protection of scheduled historic heritage buildings, sites and areas of interrelated significance.

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental results for historic heritage which are anticipated to result from the combined implementation of the above policies and methods are as follows:

13(a) A representative range of historic heritage buildings and sites that are of significance to local Iwi and the community are identified and protected.

13(b) Historic heritage buildings and sites are used and developed in a way that does not compromise their associated heritage values.

13(c) Increased community appreciation and awareness of the District's historic heritage and the importance of ensuring its ongoing protection.

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14. Cross Boundary Issues

The boundaries of the Horowhenua District are administrative boundaries (lines on maps) which for most part are not recognised by the processes of nature. The Horowhenua District shares its territorial boundary with the following jurisdictions:

- Manawatu District
- Palmerston North City
- Kapiti Coast District
- Tararua District
- Masterton District
- Carterton District

The boundary with the Tararua, Masterton and Carterton districts is relatively limited and is located within the Tararua Ranges. There is also a jurisdictional boundary with the Horizons Regional Council which administers the coastal marine area which runs along the length of the coastline.

A cross boundary issue is one that is either:

- common to Horowhenua District and one or more of the territorial authorities adjoining it, or
- relates to an issue within or derived from Horowhenua that is also of significance to another district, or
- is a district issue or policy that affects or is affected by a regional policy, or
- is a regional issue or policy that affects or is affected by a district issue or policy.

A cross boundary issue can therefore relate to either an activity that may have significant adverse effects that cross territorial boundaries, or to a plan policy that affects the policies of other territorial authorities or is affected by such policies. One example of a cross boundary effect is the effect of traffic on a road as a result of a development in an adjoining territorial local authority.

Issue 14.1 Cross Boundary Issues

The need for integrated and coordinated resource management across administrative boundaries.

Issue Discussion

Many of the resource management issues addressed in this District Plan are also issues in neighbouring territorial authorities (e.g. coastal issues, natural hazards, subdivision, etc). The RMA and local government processes provide for policies and rules to be formulated to reflect the views of the local community, as well as local context, development pressures, and socio-economic and environmental conditions. It is therefore not critical that each territorial authority adopts an identical approach to managing the same resource management issue. There are likely to be some benefits where there is consistent approach

in place for managing resource management issues or at least the processes are in place for dealing with cross boundary issues when they arise.

Types of cross boundary issues which are likely to occur in the Horowhenua District include:

- Land use activities, development and subdivision which have potential to create adverse effects on people or property in a neighbouring district.

Typically this type of issue involves resource consents for land use activities, development or subdivision in the rural or coastal areas of the District which have environmental effects that extend beyond the District boundary, but it can also include permitted activities where the environmental effects such as noise cross the boundary.

These types of issues could include:

- The management of natural or built resources which straddle territorial or jurisdictional boundaries.
- The management of activities on the surface of the Manawatu River.
- The management of flood risk from the Manawatu River.
- The management of activities which take place in the adjacent coastal marine area.
- The management of the Tararua State Forest which extends across several territorial boundaries.
- The maintenance of land transport networks throughout the District.
- The management of windfarm developments which either extend across districts or are highly visible from neighbouring districts.

In addition, the District administrative/ boundaries shared with Kapiti Coast District, Manawatu District and Palmerston North City do not always coincide with cadastral boundaries. This can result in a site being subject to District Plan requirements of neighbouring District Councils that differ on the same issue.

This range of cross boundary issues highlights the situations where coordination between authorities is necessary to ensure efficient and effective administration of the District Plan as well as to achieve integrated resource management.

To ensure that such matters are addressed in District Plans, the RMA requires that district plans identify the processes to be used to address issues which cross territorial boundaries.

Objectives & Policies

Objective 14.1.1 Cross Boundaries Issues

To address resource management issues which cross administrative boundaries in a coordinated and integrated manner.

Policy 14.1.2

Cooperate with other neighbouring territorial authorities and the Regional Council to address resource management issues in an integrated manner.

Explanation and Principal Reasons

This policy recognises that the RMA promotes a number of procedures for Council and other neighbouring Councils (including Horizons Regional Council) to work together to help facilitate integrated resource management and to streamline processes by keeping bureaucracy (time and cost) to a minimum.

Methods for Issues 14.1 & Objective 14.1.1

Processes to deal with any issue, which crosses jurisdictional boundaries, shall include the following:

District Plan and Plan Changes

- In any review of the District Plan or District Plan Changes, the Council will consult with neighbouring territorial authorities and Horizons Regional Council to identify issues of common interest or which cross boundaries.

Resource Consent Applications

- On receiving an application for resource consent that is to be notified and where the activity may create effects that affect a neighbouring district, the Council will notify the relevant council as an affected party.
- On receiving a resource consent application for a windfarm development that has potential to be seen or have adverse effects on a neighbouring district, the Council will advise the relevant neighbouring council(s).
- Hold and participate in joint hearings with other local authorities where appropriate and provided for by the RMA.

Other Processes

- Council will make submissions where appropriate on resource management documents prepared by Horizons Regional Council and neighbouring district councils.
- Council will respond to requests by other authorities when issues of common importance arise from time-to-time. The Council may also undertake monitoring of activities with cross boundary effects and be involved in information transfer on cross boundary issues. The Council will endeavour to ensure co-ordination of activities on matters of joint concern.

The methods use a mix of statutory and non-statutory tools to manage cross boundary issues. Cooperation and coordination with other councils is important where resource management issues cross administrative boundaries and responsibilities. The methods provide for the efficient administration of the RMA and the integration of resource management responsibilities with adjacent territorial authorities.

14 OBJECTIVE/POLICIES: Cross Boundary Issues

ANTICIPATED ENVIRONMENTAL RESULTS

The environmental result for cross boundary issues which is anticipated to result from the combined implementation of the above policies and methods is as follows:

14(a) Resource management issues which cross administrative boundaries are dealt with in a coordinated and integrated manner.