

Taupo District 2050 Draft District Plan Variations



Variations 19-21 to the Taupo District
Plan: Section 32 Report for Decisions
Notified 18 October 2007



Table of Contents

1.	Introduction	3
1.1	STATUTORY CONTEXT	3
1.2	PRE CONSULTATION	3
1.3	TAUPO DISTRICT 2050 DISTRICT GROWTH MANAGEMENT STRATEGY	4
1.4.	THE PHILOSOPHY OF THE TD 2050 VARIATIONS	4
2.	Variation 19: Rural Objectives and Policies, and Rural Lot Sizes	7
2.1	INTRODUCTION	7
2.2	RURAL AMENITY.....	11
2.3	RURAL LEVEL OF INFRASTRUCTURE	12
2.4	SUBDIVISION OF LAND	13
2.5	PROTECTING IDENTIFIED URBAN GROWTH AREAS	14
2.6	REVERSE SENSITIVITY.....	15
2.7	GEOTHERMAL ISSUES.....	15
2.7	OBJECTIVES	18
2.8	POLICIES AND RULES	23
	<i>Policies 3b.2.1 (i), (ii), (iii), (v) & (vi)</i>	<i>23</i>
	<i>Policies 3b.2.2 (i), (ii), (iii) & (iv)</i>	<i>29</i>
	<i>Policy 3b.2.2 (viii)</i>	<i>34</i>
	<i>Policies 3b.2.2 (v) & (vii).....</i>	<i>37</i>
	<i>Policy 3b.2.2 (vi).....</i>	<i>40</i>
	<i>Policy 3b.2.2 (ix).....</i>	<i>43</i>
	<i>Policy 3b.2.2 (x)</i>	<i>45</i>
	<i>Policies 3b.2.3 (i)</i>	<i>50</i>
	<i>Policies 3b.2.4 (i-v)</i>	<i>52</i>
	<i>Policy 3b.2.5 i.....</i>	<i>56</i>
	<i>Rule 4e.1.3</i>	<i>58</i>
	<i>Rule 4e.1.4</i>	<i>60</i>
	<i>Rule 4e.1.9</i>	<i>62</i>
	<i>Rule 4e.1.10.....</i>	<i>65</i>
	<i>Rule 4e.1.11.....</i>	<i>67</i>
	<i>Rule 4b.3.13.....</i>	<i>69</i>
3.	Variation 20: Future Residential Environment	72
3.1	INTRODUCTION	72
3.2	SUMMARY OF THE CHANGES TO THE DISTRICT PLAN	72
3.3	ASSOCIATED DOCUMENTATION	72
	<i>Taupo Urban Structure Plan 2004 (TUSP).....</i>	<i>72</i>
	<i>Taupo Urban Structure Plan 2001.....</i>	<i>73</i>
	<i>Resource Consents</i>	<i>73</i>

3.4	OBJECTIVES	75
3.5	POLICIES AND METHODS	77
	<i>Policy 3a.2.2 i</i>	77
	<i>Policies 3a.2.4</i>	79
	<i>Rule 4e.1.7</i>	81
	<i>Rule 4e.1.10</i>	83
3.6	DISTRICT PLAN MAP CHANGES	85
	<i>Zoning of new Residential and Industrial Environment's – Previously Granted Consent</i>	85
	<i>New Residential Environment – Previously Identified Land</i>	87
	<i>New Residential Environment – Turangi</i>	88
	<i>New Residential Environment – Kuratau</i>	91
	<i>New Residential Environment – Nukuhau Block</i>	96
	<i>New Residential Environment – East Taupo</i>	99
4.	Variation 21: Growth Management and Land Development.....	101
4.1	INTRODUCTION	101
4.2	CONSIDERATION OF ALTERNATIVES	101
	<i>Proposed Provisions</i>	101
	<i>Alternative 1</i>	102
	<i>Alternative 2</i>	102
4.3	GROWTH MANAGEMENT STRATEGY	103
4.4	MANAGING GROWTH	103
4.5	STAGING	104
4.6	STRUCTURE PLAN PROCESS.....	104
4.7	LOCAL GOVERNMENT ACT AND RESOURCE MANAGEMENT ACT CONSULTATION PROCESSES.....	105
4.8	OBJECTIVES	106
4.9	POLICIES	108
	<i>Policies 3e.2.1 (i-iv)</i>	108
	<i>Policies 3e.2.2</i>	111
	<i>Policy 3e.2.3</i>	113
	<i>Policy 3e.2.4 (I & ii)</i>	115
	<i>Policy 3e.2.5 (i-iii)</i>	117

1. Introduction

To begin the implementation of Taupo District 2050, the District's Growth Management Strategy (TD2050), which was adopted 1 July 2006, Council has proposed a series of variations to the District Plan (DP). These variations will help achieve a number of the outcomes which were planned within the strategy. The proposed changes to the DP are:

Variation 19: Rural Lot Sizes

- proposes new subdivision rules and a revision of the minimum lot size to the Rural Environment

Variation 20: Future Residential Environment

- proposes a strategic zoning of areas suitable for urban development

Variation 21: Land Development and Growth Management

- provides a policy framework for unfolding future growth areas in the Taupo District

1.1 Statutory Context

Section 32(3) of the Resource Management Act 1991 (RMA) requires that, before decisions are publicly notified, an evaluation must be carried out by the local authority to examine:

- a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and*
- b) whether, having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate for achieving the objectives.*

This report assesses the new and amended objectives that form part of Variations 19-21. As amendments to existing objectives can potentially change the intent or the implications associated with each objective these are also assessed in this report through the Section 32 process.

Section 32(4) states that, for the purposes of the examination, an evaluation must take into account:

- a) the benefits and costs of policies, rules or other methods; and*
- b) the risks of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.*

This report has assessed each policy, rule and map change, either separately or in logical groups with respect to Section 32(4). Changes to the District Planning Maps which are associated with rules are considered to be rule changes within themselves and therefore need to be assessed.

It is considered that the following assessment meets the requirements of Section 32 of the RMA.

1.2 Pre Consultation

The TD2050 Variations seek to assist with the implementation of the TD2050 and reflects a number of substantial outcomes which were identified in this document. The special consultative process of the Local Government Act 2002 was used during 2006 when formulating and adopting the TD2050. The justification for TD2050 is also the justification for the TD2050 Variations. Consultation which forms part of the TD2050 development is therefore considered as part of the consultation undertaken with respect to the TD2050 Variations pursuant to section 3c of the First Schedule of the RMA.

In addition to consultation undertaken with respect to TD2050, the following consultation was carried out during the preparation of the TD2050 Variations:

- 8 September 2006 - Letter sent to identified consultees identifying the basis for the variations and the process for consultation and dates.
- 8 September 2006 - Letter sent to all hapu and iwi in the District identifying the basis for the variations and the process for consultation and dates.

- 8 September 2006 - Information contained in consultee letters made available on Council website.
- 6 October to 1 November 2006 – Scope of variations sent to all consultees. Written and oral comments were received from respondents and discussed. These comments were considered in the drafting of the draft variations.
- 6 October 2006 – Scope of the variations made available on Council website.
- 1 November 2006 – All local consultants informed of variation through planning newsletter (*Without Prejudice*)
- 6 November to 1 December 2006 – Copies of draft variations sent out to key consultees for comment.
- 6 November to 1 December 2006 – Letters sent to other consultees notifying them of the availability of the draft documents.
- 6 November 2006 – Media release sent out advising of consultation period and availability of the draft documents.
- 6 November 2006 – Draft documents made available on the Council website.
- 17 November 2006 – Item on Council page of Taupo Times.
- 1 December 2006 - consultation period ends with these comments incorporated in this drafting of this report and the proposed variations.

1.3 Taupo District 2050 District Growth Management Strategy

The development of TD2050 driven by the Taupo District currently being one of the fastest growing areas of New Zealand in terms of the development of land and a concern by the Council and the community of how the effects based DP was coping with these significant growth pressures. The speed and the cumulative effect of the development is changing the District more than ever before. The growth has significant impacts on the District – social, economic, environmental, spatial, infrastructural and financial – which the Council is seeking to manage.

Managing the growth in a sustainable way is therefore one of the most fundamental challenges facing the District. The challenge is a fundamental statutory responsibility of the Taupo District Council under the Local Government Act 2002, Resource Management Act 1991, and Land Transport Management Act 2003.

As a consequence, the Council decided to develop a growth management strategy and implementation plan for the District to provide an overarching framework to manage its growth in a sustainable way – a ‘coat hanger’ for all of Council’s growth-related strategies/policies and the way that they are implemented.

TD2050 was adopted in June 2006 by the Taupo District Council. TD2050 sets out strategic directions which will be realised over time through the gradual development of an identified pattern for the future growth of the District. TD2050 identifies seven methods for implementation. These include the District Plan (DP), Structure Plans and other supplementary guidance, Asset Management Plans, advocacy, leadership and partnership, funding policies, community planning and monitoring and review.

The Taupo District 2050 documents (Volumes 1-3) were integral in the drafting of Variations 19-21. The research and consultation associated with these documents provided the basis for the provisions contained within these variations. As such it is important that these documents be considered as part of this Section 32 document.

1.4. The Philosophy of the TD 2050 Variations

Council has notified a series of variations to the District Plan (DP) signaling the implementation of Taupo District 2050, the District’s Growth Management Strategy (TD2050 GMS 2006). The intent of each variation is:

Variation 19: Rural Lot Sizes: Proposes new Objectives, Policies and rules in respect to subdivision in the rural environment, and a revision of the minimum lot size in the Rural Environment

Variation 20: Future Residential Environment: Proposes a strategic zoning of areas suitable for urban development

Variation 21: Land Development and Growth Management: Provides a policy framework for unfolding identified future growth areas in the Taupo District

Whilst these are three variations, they are by no means to be considered as separate or unrelated. Each variation implements a separate aspect of the overall philosophy of TD2050 being:

1. Protecting the rural environment from inappropriate urban development; and
2. Providing for urban development in the short term; and
3. Providing for urban development in the identified parts of the rural environment in the longer term through an appropriate process.

This proactive approach to the management of urban growth will assist the Council and community in achieving the purpose and principles of the Resource Management Act 1991 (RMA). By taking a District-wide look at the issues associated with urban growth the Plan can better provide for and manage the use, development, and protection of natural and physical resources in a way, or at a rate, which enables the Plan to provide for the social, economic, and cultural wellbeing of the District as a whole.

Prior to the variation the philosophy of the Plan meant that it was not as well equipped to deal with the cumulative effects of urban growth within the Rural Environment. TD2050 GMS 2006 has introduced a philosophy of actively identifying future areas of urban growth. This change in turn will allow the Council and Community more sustainable management of the effects of urban growth. Ongoing structure planning will still need to be undertaken before the identified growth areas can be carried through into the District Plan by way of plan changes. This process of identified growth areas and specific structure planning will mean that there needs to be tighter controls over the remainder of the rural environment to prevent urban sprawl and maintain the rural character and amenity values.

This approach at a district level is directive as it is intended to provide the community, developers and infrastructure providers with greater certainty about the location of future urban growth so that its effects, particularly cumulative effects, can be managed in a sustainable manner. It is considered that this clearer direction and certainty provided through the TD2050 Variations means that the Council is better able to meet the purpose and principles of the RMA and achieve the sustainable development objectives of the Local Government Act 2002 and the Land Transport Management Act 2003.

It is important to note that the primary assessment of the sustainability of these variations was undertaken through the section 32 analysis that was notified with these variations. That report assesses the costs benefits and alternatives to these variations on a wider level and on a provision by provision basis. The assessment contained within that report also needs to be taken into account when considering Council's decision. On review, it is noted that no submissions in opposition to aspects of the variations respond to or contest the underlying philosophy of the variations or the section 32 analysis. Whilst specific points are identified which require amendment, the overarching context does not change.

Council considered that many of the submissions in opposition to the variations did not appear to fully consider the wider context and the implications of the variations to the District as a whole. For instance, a large number of submissions stated that increasing the minimum lot sizes in the Rural Environment would prevent any type of urban development in the rural environment. Those submissions appear not to have considered that Variation 20 and 21 make provision for new areas for urban growth in the Rural Environment through a structure planning exercise.

Further to this, it is intended that the structure planning for these growth areas will include a provision for a range of differing lot sizes, to provide for a diversity of living styles including rural residential. Conversely a number of submitters on Variation 21 objected to the TD2050 Urban Growth Areas in the Rural Environment. These submissions did not consider the minimum lot sizes introduced through Variation 19 which will provide a much stronger framework for protecting the rural character and amenity and discouraging urban growth outside the identified urban growth areas.

1.5 Associated Documents/Research

The following documents were utilised in the preparation of Variations 19, 20 and 21.

- Rural Sector Review (1996) Taupo District Council (Prepared by KPMG)
- Report on the Rural Sector Review (1997) (TDC Rural Review Sub-Committee)
- Managing Rural Amenity Conflicts (MFE 2000)
- The Impact of Rural Subdivision and Development on Landscape Values. (MFE 2000)
- Sustainable Subdivision Development – An Environment Waikato Perspective (2006)
- Taupo Transitional District Plan (Operative 1985)
- Taupo District Plan
- Variation 8 (Notified 2004)
- Conservation Design for Subdivisions (1996) Randall G Arendt (Island Press)

2. Variation 19: Rural Objectives and Policies, and Rural Lot Sizes

2.1 Introduction

The Rural Environment comprises all that land within the District that is not identified as an urban environment (Residential, Industrial and Town Centre Environments). While the Rural Environment is made up of different land formations, landscape characteristics and environmental sensitivities, and contains many different land use activities, it is nevertheless a non-urban environment. The Rural Environment is characterised by its spatial landscape with dispersed buildings, predominantly farming and forestry land use, and reserve land providing flora, fauna and landscape protection along with recreational opportunities.

This variation reviews the Rural Environment objectives and policies within the DP and amends the rural subdivision and land use rules and performance standards with the intent of providing increased protection for rural amenity, recognising existing established activity and level of rural infrastructure, and restricting urban settlement outside identified urban growth areas. The variation is part of a suite of variations seeking to strategically zone land, in this case zoning rural land for rural purposes, resulting in the protection of the amenity values associated with the Rural Environment and the avoidance of unplanned urban change.

The Rural Environment dominates the Taupo District. One of the defining attributes of the Taupo District is its expansive open space character. Historically, whilst urban growth has tended to be contained within Taupo's three main settlements; Taupo, Turangi, and Mangakino, and within smaller lake side settlements, in more recent years Taupo District has experienced a notable increase in residential development throughout its rural areas. This increase is shown in the two maps below, which show the varying densities of lots in the Rural Environment around Taupo town. These maps only show those lots for which titles have been issued, and does not show those lots which have obtained resource consent for subdivision below 10Ha and which titles have not yet been issued.

Residential development can significantly change the open space and 'unbuilt' character of the Rural Environment. Moreover in many cases, residential development in the Rural Environment introduces a new level of built infrastructure that did not previously exist. This can ultimately lead to an incremental increase over time of additional residential development in close proximity. The net result ultimately leads to an intensification of lot densities, people, roads, traffic generation, domestic noise, services, and overall loss of the continuous open space characteristics of the Rural Environment.

The purpose of Variation 19 is to recognise that the Rural Environment is different from urban environments. The Rural Environment has different amenity values because the landform is relatively unmodified compared with the urban areas. The Rural Environment, while containing a wide range of existing productive land use activities, is generally characterised by dispersed buildings, and has a level of rural infrastructure unlike that found in the urban areas.

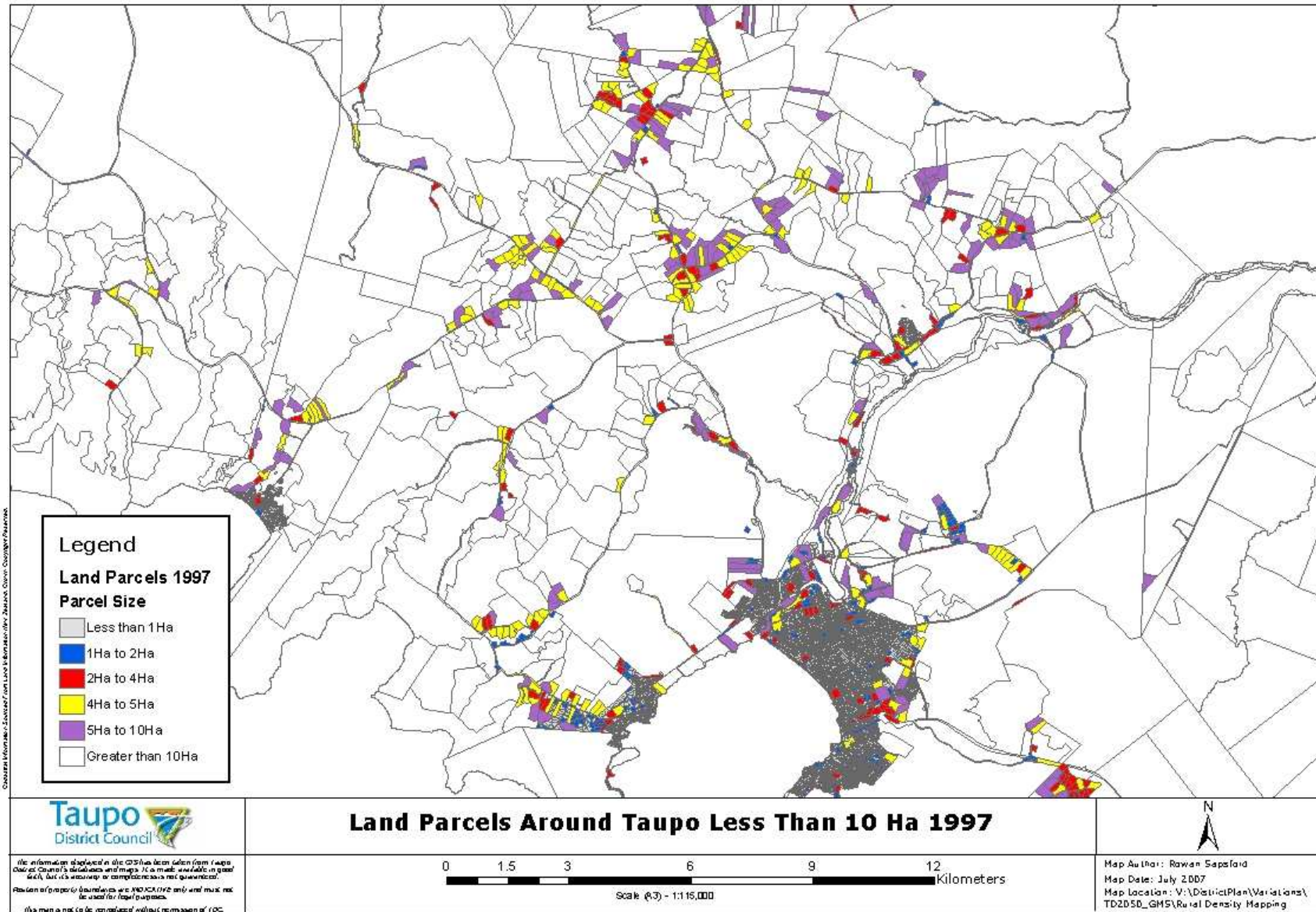
Historically rural areas contained some residential activity associated with farming. In other words, a rural land holding would contain a dwelling for the purposes of housing a farming family because the nature of farm work, and often isolated rural locations made it impractical to commute from town. Land holdings tended to be large working farms and therefore there were few examples of reverse sensitivity issues and no difficulty distinguishing between rural and urban locations.

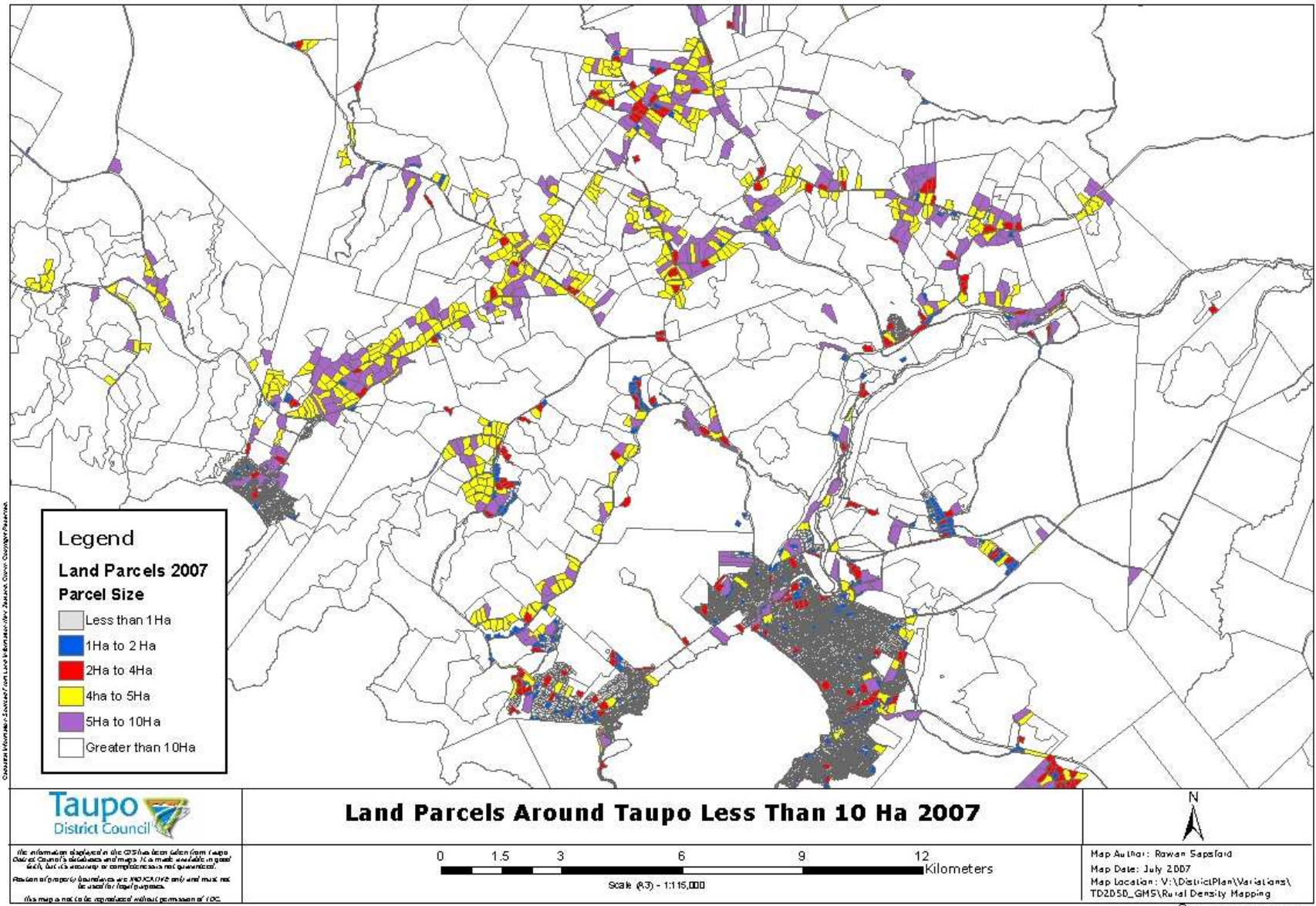
In more recent years, increasing pressure has been placed on rural land for purely residential occupation. Some of this growth has been through planned urban expansion which has intentionally converted farm land. Other changes have come about from the pressure for lifestyle lots whereby people may live in the rural area, but have small land areas associated with their dwelling and in many cases commute to town for work.

These small lifestyle lots are a form of urban growth, but because they don't have the same level of urban services, and are often spread around a large area, they tend to have a cumulative effect on the rural environment. At some point in time, many areas around the country with Taupo no exception, have realised that certain rural locations have changed significantly, and are now facing problems. The

TD2050 variations are about managing urban growth, and Variation 19 in particular is designed to avoid urban creep in the rural area. Urban growth will be managed within the TD2050 Urban Growth areas, and will include provision for lifestyle lots, innovative design including low impact design and possibly provisions for farm parks and housing clusters.

The TD2050 GMS 2006 now provides an overarching strategy for urban growth in the Taupo District that will guide the management and future growth of the Rural Environment in a way that discourages inappropriate urban development.





2.2 Rural Amenity

Protecting the amenity values of the Rural Environment is important because the rural landscape provides a clear aesthetic distinction between rural land and the urban environments. Although much of the Rural Environment has been modified over the years for productive land uses and contains many diverse activities, the spatial nature of this area with dispersed buildings and lack of urbanisation provides valuable amenity, productive potential, and recreational opportunities for the District.

The Resource Management Act 1991 (RMA) defines amenity values as:

"...those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes."

The definition of amenity has been well tested through the courts. A useful interpretation was expressed in *Phantom Outdoor Advertising Ltd v Christchurch CC (EnvC C90/2001)* where the Environment Court found that:

"...pleasantness, aesthetic coherence, and cultural and recreational attributes were not some combined absolute value which members of the public appreciated to a greater or lesser extent. Rather, the definition of amenity embraces a wide range of elements and experiences, and appreciation of amenity values may change depending on the audience."

Amenity values form part of the RMA's definition of "environment" which is, in turn, incorporated into the Act's purpose of promoting sustainable management in Section 5(2) through, amongst other things:

- (a) *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

Section 7 of the RMA specifically requires those with functions and powers under the RMA to have particular regard to the "maintenance and enhancement of amenity values".

While the Act does not define "character", the Oxford Dictionary definition of character includes:

"...the collective qualities or peculiarities that distinguish an individual or group..."

At a personal level, amenity values are subjective to each individual person, and may be influenced by the particular circumstances. In addition, the rural area is made up of many different locations containing higher or lower amenity values and differing degrees of rural character or naturalness than other rural locations. For example, the rural area contains many examples of natural landscapes of outstanding visual appearance and/or ecological significance, while other locations contain existing development that could be described as industrial by nature. But throughout the rural area there are some common aesthetic characteristics that for the purposes of the general Rural Environment provisions, identify the area as rural.

Before these characteristics are discussed further, it should be noted that there are other District Plan provisions that apply to the rural area where there are higher amenity and ecological values than other parts of the District. The Landscape Values, Natural Values, Cultural Values and Natural Hazards sections of the DP are currently being updated and will be subject to their own variation process. These sections increase the level of protection for more specific locations where environmental attributes are identified as requiring more protection than the remainder of the Rural Environment. Therefore, although the general provisions treat the Rural Environment as a generic part of the District for the purposes of managing land use and subdivision, the District Plan will add layers of further protection for identified locations of higher specific value. It should also be noted that a significant amount of the rural area is in some form of protective land tenure such as National Park or Department of Conservation reserve, and large areas are subject to other environmental provisions such as the Lake Taupo catchment which is managed under Regional Council rules to protect lake water quality.

While the actual level or identified quality of the amenity values of the Rural Environment can be debated, there are some clear and identifiable common attributes that determine rural land for the

purposes of identifying the Rural Environment. The first of these is that clearly the Rural Environment is not an urban environment. An urban environment such as the Residential or Industrial Environment has been subject to a level and nature of modification not found in the Rural Environment. For example, the extent of earthworks and land modification, the subdivision and land use density patterns, and the level of infrastructural services, are inherently different in an urban area compared with rural land.

While there are still many issues to manage when maintaining the quality of an urban area, amenity issues in urban areas are different to those associated with maintaining rural amenity. People accept that urban environments resemble little of the land's original state, and therefore plan provisions tend to focus on maintaining a quality of urban occupation and enjoyment of urban facilities, rather than focussing on naturalness or landscape qualities. In the Rural Environment almost the opposite applies.

The landform and resulting landscape values are very evident in the Rural Environment. Notwithstanding that land use over the years has modified groundcover and significantly reduced the amount of indigenous vegetation, the rural landscape is still dominated by the natural landform. The Rural Environment can therefore be characterised by (but not necessarily limited to), open space and uninterrupted vistas; a lower incidence of built structures (as compared to other environments); fewer people living in a dispersed pattern of settlement; more flora (both indigenous and exotic) and fauna.

This predominantly natural landscape provides important visual amenity and aesthetic distinction between rural land and the urban environments. It is this distinction that attracts people to live in or visit the Rural Environment, the feeling people have when the urban area stops and the rural land starts, as opposed to a continuation of varying settlement densities that can be found on the edge of other larger urban areas around the country.

The rural area is also significantly and importantly, a workplace. Farming, forestry, horticulture, energy generation, other industry such as wood processing, commercial and recreation activities, can all be found throughout the Rural Environment. There are existing levels of noise, odour, and dust created by activity involving vehicles, machinery, spraying etc, that are not found in the urban areas especially residential areas. These amenity issues will be discussed further under the heading Reverse Sensitivity. However, it should be noted for the purposes of general amenity discussion, that increasing the density of settlement in the rural area can change the landscape and increase the potential for rural amenity conflict.

Objective 1 and associated policies seek to protect the level of amenity provided by the Rural Environment both in terms of the landscape, and recognising the existing land use activities established throughout the District.

2.3 Rural Level of Infrastructure

The Rural Environment is also characterised by the existing level of infrastructure. Because the rural area has a dispersed pattern of settlement, the level of infrastructural services is less than those provided in the urban environments. Roads, while designed to meet specific needs based on their classification, do not have kerb and channel, do not have footpaths and do not have street lighting. Reticulated water and wastewater services are not provided, or are available in only limited capacity and not to a level of service expected in other environments. Other utility services such as electricity and telephone may also have limited capacity to cope with expansion or creation of new connections.

Recent changes to parts of the rural area as a result of lifestyle and rural/residential type subdivision have highlighted the need for an integrated planning process supported by strategic zoning in the DP, to manage demands on infrastructure and ensure sustainable development. As quoted in Environment Waikato's Sustainable Subdivision Development publication with reference to the Standards New Zealand handbook (Subdivision for People and the Environment SNZ 44:2001):

"Traditional approaches that view land development as a series of disjointed technical solutions to infrastructure, and pay little attention to community and the environment, are not sustainable".

In other words, isolated assessments of individual applications to subdivide and develop land without consideration of the cumulative effects on infrastructure, can lead to environmental degradation and the inefficient and uneconomical provision of services which is economically and environmentally unsustainable for the community in the long term.

TD2050 resulted in a shift in the way Council addresses growth from a reactive to a more proactive approach. This enables a clear distinction to occur between the different forms of urbanisation and rural uses. There are considerable costs to the community associated with uncontrolled urban growth. These costs relate to the inefficiency of providing services to many small communities that can result from people living in the Rural Environment rather than within the urban environments where these services are already provided or can be extended efficiently. Environmental standards are placing more and more demands on rural/residential living to be provided with utility services and people moving to a rural location often then desire improved services such as water supplies and upgraded roads.

The purpose of TD2050 and the strategic zoning proposed through the TD2050 Variations is to identify where land will be used in the future for urban settlement in order to environmentally and financially plan the provision of a suitable standard of infrastructure. Having identified land for future urban growth, the remainder of the rural area will continue to operate under the existing level of services with the expectation that maintenance and only a modest level of upgrade may be required over time. Any proposals for subdivision or land use activity that changes, or may require in the future, changes to the existing level of rural infrastructural services will be discouraged.

2.4 Subdivision of Land

The subdivision of land potentially generates an on-going process of creating smaller and smaller parcels of land. Subdivision is not in itself undesirable, but over time this continued process can create a fragmented land ownership pattern that ultimately reduces the range of rural activities that can be undertaken on the land, leads to closer settlement and eventually a form of urban development. Objective 2 and associated policies apply the amenity and character protection objective as it relates to the effects of creating smaller lots in the rural area. The smaller the allotment the greater the chance it will not be suitable for any rural activity and therefore the land is predominately used for some form of residential living.

Continuing subdivision of land becomes a problem because in most District Plans, subdivision has traditionally derived rights to develop that land. While theoretically subdivision is just a method of delineating ownership, and allotment boundaries are just lines on a plan, in reality subdivision creates the potential for changes in land uses to occur. New Zealand has a long history of expectation that subdivision enables change in, or intensification of land uses.

For the Rural Environment, this expected development may include earthworks for building platforms, new vehicle entrances and driveways, constructing buildings, erecting fencing and planting boundaries etc. New land owners may also introduce new land use practices. For example, some small landholdings are used for intensive farming or horticultural activity, while others provide only a property for the family home. Changes to landownership over time give rise to changed effects on the environment, including changes in amenity conditions such as visual character, new demand for services, and new nuisance sources resulting from the positioning of buildings in relation to new boundaries.

Objective 2 is reflected in the subdivision and development density rules which require rural lots to be ten hectares (10Ha) or larger in area and notional dwelling sites of the same land area. These rules are designed to discourage urban change in the Rural Environment. Areas of rural land will be made available for smaller lot subdivision through the TD2050 Plan Changes. Having identified areas through TD2050 for future urban growth, and a process for establishing urban development on this land, the rural objectives now seek to protect the amenity values and character of the remaining Rural Environment.

The intention is to make land available for rural/residential living in close proximity to, and as part of, the growth areas identified in TD2050, so that future demand for this type of land will be met under the District Plan's growth management objectives whilst maintaining the characteristics of the remainder of the rural area. As most small lot development will require some form of urban

infrastructure in the future, an efficient and environmentally sustainable way of providing for such serviced land is to ensure that it is located in close proximity to other serviced land in a TD2050 urban growth area.

The Rural Environment also 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 and Unstable Ground section in the DP (Section 3I) deals with activity in general, rural Objective 2 Policy (v) ensures that more specifically, subdivision of land reflects any hazard limitations. Subdivision usually leads to some form of further land development, and the size of allotments can influence more intensive future use and development of the land, which can be a problem where hazards are present. The larger the land parcel, the less likely that buildings and other site development will be affected by hazards.

There are several geothermal areas located predominantly in the Rural Environment, which have been identified in the Regional Plan and Regional Policy Statement as development systems providing for the utilisation of the geothermal resource, mainly for electricity generation. Section O in the Taupo District Plan provides general policy on geothermal activity and identifies all the development systems for the purpose of this policy. Subdivision Rule 4e.1.9 specifically relates to the management of the subdivision of land overlying the Wairakei/Tauhara geothermal area.

Electricity generation facilities and associated infrastructure must be located in proximity to the resource. These facilities are industrial by nature and have associated industrial effects. Geothermal extraction also involves activities such as exploratory well drilling and testing of the resource which is wide spread across the resource area. In addition, net geothermal extraction can lead to land subsidence and hot ground effects within the geothermal resource area. The geothermal area Subdivision Rule Map includes land subject to specific resource consents associated with geothermal extraction on the Wairakei/Tauhara system.

Subdividing land into smaller allotments increases the potential for reverse sensitivity issues in relation to building new houses in proximity to existing and future geothermal facilities and associated infrastructure. Subdivision Rule 4e.1.9 seeks to minimise future land use conflict by providing a mechanism to assess all subdivision of land affected by geothermal extraction on the Wairakei/Tauhara system.

The reason the rule only applies to land overlying the Wairakei/Tauhara Geothermal Area is that this location is close to the urban area of Taupo town and already contains a wide range of existing activities. There is far greater potential for future land use change in this location because of its proximity to Taupo town and the existing land use pattern, than is otherwise expected over the more isolated geothermal areas of Mokai, Rotokawa and Ohakei. In these locations, the surrounding land is characterised by more traditional farming and forestry activity with less pressure for change. The rural subdivision rules requiring minimum allotments of 10ha and 4ha for Controlled Activity and Discretionary Activity respectively are considered adequate to manage subdivision of land over these other geothermal systems.

2.5 Protecting Identified Urban Growth Areas

TD2050 identified a number of future growth areas around the District for the purposes of ensuring an adequate land supply for future planned growth. These future growth areas are located in the Rural Environment generally in proximity to existing urban areas, or locations where there is sufficient land to accommodate projected growth requirements in an efficient critical mass to provide a full urban level of services.

It is important that these identified growth areas are kept available for the valuable future resource they represent and to ensure the sustainable management of natural and physical resources and ultimately, sustainable development. Planning for urban growth throughout the District is an important RMA Part 2 function, in providing for people and their community's social, economic and cultural wellbeing.

Identified urban growth areas should be protected from the incremental subdivision of land that will further fragment the land ownership pattern and have the cumulative effect of preventing the urban growth area from developing as planned. Objective 3 and Policy 3b.2.3(i) support the objectives of Section 3e Growth Management and Land Development. Any subdivision of land identified as an

urban growth area, other than as a Controlled Activity, should only be carried out through the TD2050 Structure Plan and Plan Change process.

2.6 Reverse Sensitivity

The Rural Environment contains many different established land use activities, including traditional farming and forestry activity, and other commercial and industrial activities. The objectives and policies recognise that the Rural Environment is a place of work and that for most of these established activities to utilise available resources, they require a rural location. Most of these activities will change, to some degree, over time to reflect changing markets and production techniques. The plan provisions recognise the dynamics of the rural resource use and the performance standards allow for a level of environmental change.

The Taupo District Plan provides for any activity as a Permitted Activity in any particular environment, provided it does not breach the specified standards. In the Rural Environment, the standards allow for a reasonable level of expected effects associated with rural activity. For example, general activity can produce louder noise in the Rural Environment than is allowed in the Residential Environment. This means that some sensitive activities such as residential occupation may not be as compatible in the Rural Environment compared with the Residential Environment which sets performance standards specifically to support residential occupation.

When an activity requires or expects a different level of amenity to that which exists in the environment, it may impact on the ability of existing activities in the environment to operate and result in conflicts with those existing activities. For example, if a residential unit establishes within the Rural Environment, the actual level of existing effects within the rural locality may be higher than expected. This can adversely affect the residential unit, and potentially place undue restrictions on other adjacent activities not requiring such a level of amenity.

The Rural Effects Area Radius provision endeavours to remove conflict between residential units and 'rural' activities within the Rural Environment. While it is not targeted at specific effects, it determines a safe distance at which conflict or reverse sensitivity will be minimised. By requiring a proposed residential building be located within the site property, a sufficient distance away from property boundaries, the potential for conflict between the residential building and surrounding rural activities is minimised.

The existing facilities for the generation and transmission of electricity represent a significant investment that creates social and economic benefits both locally and nationally. Provision is made for the continued operation of existing electricity generation facilities and network utilities. Objective 4 recognises that so long as appropriate environmental outcomes are achieved, resource use and development of the Rural Environment should be provided for. At the same time, where there are existing activities that by their nature are not of the same character or intensity as the generality of development in the environment, any new activity must recognise the existing physical resource.

2.7 Geothermal Issues

The Resource Management Act 1991 (RMA) Sections 74 and 75 require a territorial authority to have regard to a Proposed Regional Policy Statement and give effect to a Regional Policy Statement when preparing the contents of a District Plan.

The geothermal subdivision rule in Variation 19 and the Objectives and Policies in Section 30 of the District Plan recognise that there are geothermal areas in the Taupo District that have been identified in the Waikato Regional Plan as development systems that provide for the utilisation of the geothermal resource, particularly for electricity generation. The Waikato Regional Policy Statement Proposed Change 1 contains policies that seek to ensure compatibility between development and use of land and the purpose for which the geothermal system is classified, and the Taupo District Council is required to have regard to this.

The geothermal areas identified in Section 30 are a combination of;

- the resistivity area identified in the Waikato Regional Plan and

- the consented area approved under the resource consent to extract, use and re-inject geothermal heat and fluid.

Electricity generation facilities and associated infrastructure must be located in proximity to the resource. These facilities are industrial by nature and have associated industrial effects. The geothermal extraction activity also has characteristics such as exploratory well drilling and testing of the resource which is wide spread across the resource area.

Other activities that are sensitive to the receiving of effects resulting from geothermal exploration and electricity generation should be managed. Of particular concern is the creation of new allotments with the expectation of building residential dwellings in proximity to existing or proposed infrastructure.

The District Plan provisions recognise the importance of the geothermal resource and the need to manage activities that may not be compatible with the use, development or protection of the Regional Geothermal Resource. Of particular concern are the development systems because of the scale of existing and future electricity generation facilities and associated infrastructure.

WAIRAKEI/TAUHARA

In the case of Wairakei/Tauhara, rule 4e.1.9 in Variation 19 is written to require subdivision of land into lots of 4ha or larger to be assessed as a discretionary activity. The rule reflects the objectives and policies of Section 30 to give effect to the Waikato Regional Policy Statement. The rule applies to Wairakei/Tauhara because it is more vulnerable to land use change than other more remote locations due to its proximity to the Taupo urban area. Other geothermal areas in the district are not subject to rule 4e.1.9 for a number of reasons, mainly because they are more isolated from main urban areas, and / or are not experiencing the same pressure and degree of development change as is occurring in the Wairakei/Tauhara area.

At present most of the existing infrastructure associated with geothermal electricity generation is relatively remote from main urban areas, however recent exploration on the Wairakei/Tauhara geothermal system, and recent applications for land subdivision in proximity to wells and future power stations, has highlighted reverse sensitivity issues particular to this location. This system is a very large resource, and its proximity to the urban area of Taupo town means that there is pressure on the resource use from competing land use.

Subdividing land into smaller allotments increases the potential for reverse sensitivity issues in relation to building new houses in proximity to existing and future geothermal facilities and associated infrastructure. The policy and subdivision rule seeks to minimise future land use conflict by providing a mechanism to assess all subdivision of land affected by geothermal extraction in this location.

MAP 1

When Variation 19 was notified, Map 1 included all of the Wairakei/Tauhara Geothermal Area, being a combination of the resistivity area and the consented area as identified in section 30. As a result of submissions on Variation 19, and further consideration of the purpose and extent to which the rule achieves the objectives and policies in section 30, Map 1 has been amended to cover only that land overlying the resistivity area of the Wairakei/Tauhara development field. This means that the land outside the resistivity area identified as the consented area approved under the resource consent to extract, use and re-inject geothermal heat and fluid, has been removed from Map 1.

The reason for amending Map 1, and therefore the land to which rule 4e.1.9 applies, is that the general provisions for subdivision of land in the Rural Environment have been changed by way of Variation 19, to the extent that future reverse sensitivity issues for land outside the resistivity area, can be adequately addressed within the Rural Environment's plan provisions for rural subdivision. Those areas of land subject to resource consent, but not overlying the resistivity area, do not contain the same level of environmental issue, or the same potential limitations on future development, that apply to land overlying the resistivity area. Further, this land will not be subject to the same level of potential future infrastructure associated with geothermal activity, to the extent that warrants the need for additional rules over and above the Rural Environment subdivision rules.

District Wide rules require subdivision in the Rural Environment resulting in lots below 10ha in area to be treated as a discretionary activity and lots below 4ha to be treated as a non-complying activity. Lots above 10ha in area are a controlled activity and are considered to be of sufficient land area to avoid reverse sensitivity issues arising in the Rural Environment, including those associated with geothermal activity by way of consented area over land not overlying the resistivity area. 10ha lots result in a sufficiently dispersed pattern of settlement that will avoid reverse sensitivity issues arising on land where the future infrastructural requirements associated with geothermal activity will be less intense.

Where a future application to subdivide land is processed as a discretionary or non-complying activity, all relevant objectives and policies are taken into consideration. Section 3o objectives and policies relating to geothermal activity will still apply to all land identified as a Geothermal Area. In the case the Wairakei/Tauhara Geothermal Area, this includes consented land outside the resistivity area. Therefore, any proposal to subdivide land into smaller lots than 10ha, will still be assessed against those objectives and policies that may influence the outcome of any decision on an application to create a closer settlement pattern on land affected by resource consent to extract, use and re-inject geothermal heat and fluid.

2.7 Objectives

This section examines each of the objectives and the extent to which separately and together these are the most appropriate way to achieve the purpose of the Act.

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act (1991)
<p>3b.2.1</p> <p>The protection of the rural amenity and character of the Rural Environment.</p>	<p>This objective seeks to protect the level of amenity currently provided by the Rural Environment. Protecting the amenity values of the Rural Environment is important because the rural landscape provides a clear aesthetic distinction between rural land and the urban environments. Although much of the Rural Environment has been modified over the years for productive land uses and contains many diverse activities, the spatial nature of this area with dispersed buildings and lack of urbanisation provides valuable amenity, productive potential and recreational opportunities for the District.</p> <p>The Resource Management Act 1991 (RMA) defines amenity values as:</p> <p style="padding-left: 40px;"><i>“...those natural or physical qualities and characteristics of an area that contribute to people’s appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes.”</i></p> <p>Amenity values form part of the RMA’s definition of “environment” which is, in turn, incorporated into the Act’s purpose of promoting sustainable management in Section 5(2) through, amongst other things:</p> <p style="padding-left: 40px;"><i>(a) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.</i></p> <p>Section 7 of the RMA specifically requires those with functions and powers under the RMA (territorial authorities such as District and Regional Councils) to have particular regard to:</p> <p style="padding-left: 40px;"><i>(c) the maintenance and enhancement of amenity values; and</i></p> <p style="padding-left: 40px;"><i>(f) maintenance and enhancement of the quality of the environment.</i></p> <p>At a personal level, amenity values are subjective and people will have differing opinions on the extent to which certain attributes contribute to the amenity values of the rural area. Also, amenity values may vary through the rural area depending on location. However, there are some common elements that consistently represent the Rural Environment as distinct from the other urban environments.</p> <p>Unlike the urban areas, the landform and resulting landscape values are very evident in the Rural Environment. Attributes of the Rural Environment therefore include:</p> <p style="padding-left: 20px;"><i>(i) lack of concentration of;</i></p> <ul style="list-style-type: none"> ➤ <i>people</i> ➤ <i>urban noise</i> ➤ <i>artificial lighting (from buildings and streets)</i> ➤ <i>paved and impervious surfaces</i> ➤ <i>dwellings arranged around roads</i> ➤ <i>advertising signage</i> <p style="padding-left: 20px;"><i>(ii) lack of close networks of roads and vehicle access ways with footpaths and kerbing.</i></p>

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act (1991)
	<p><i>(iii) lack of urban infrastructure including reticulated water, wastewater, and stormwater.</i></p> <p><i>(iv) a workplace for a wide range of existing activities</i></p> <p>As a result of these attributes, the Rural Environment can be characterised by:</p> <p><i>(i) Comparative openness</i></p> <p><i>(ii) Land forms are more evident - notwithstanding that rural land use over the years has modified groundcover and significantly reduced the amount of indigenous vegetation, the rural landscape is still dominated by the natural landforms</i></p> <p><i>(iii) Significantly greater dispersal of buildings and built elements</i></p> <p><i>(iv) Significantly less buildings and built elements and clutter in the landscape contributing to higher degrees of natural character</i></p> <p><i>(v) Generally a workplace with different noise, smell, and risks</i></p> <p><i>(vi) Generally quieter and darker at night</i></p> <p><i>(vii) Comparatively low provision of infrastructure</i></p> <p>The objective now clearly seeks to protect rural amenity and character. The objective is an appropriate response to Part 2 of the RMA and is considered a fundamental objective to ensure that the Rural Environment is a strategic zone for productive land use activities, in the same way as the Residential, Commercial and Industrial Environments are strategic zones for their associated activities.</p>
<p>3b.2.2</p> <p>Manage the subdivision of rural land to reflect rural amenity values, rural land use and appropriate levels of infrastructure.</p>	<p>The subdivision of land potentially generates an on-going process of creating smaller parcels of land. Over time this continued process can create a fragmented land ownership pattern that ultimately reduces the range of rural activities that can be undertaken on the land and leads to closer settlement and eventually a form of urban development. While theoretically subdivision is just a method of delineating ownership, and allotment boundaries are just lines on a plan, in reality subdivision creates the potential for changes in land uses to occur.</p> <p>This objective and associated policies apply the amenity and character protection aim of Objective 1 as it relates to the effects of creating smaller lots in the rural area. The smaller the allotment, the greater the chance it will not be suitable for any rural activity and therefore the land is predominately used for some form of residential living.</p> <p>The Rural Environment is also characterised by a comparatively low provision of infrastructure. Because the rural area has a dispersed pattern of settlement, the level of infrastructural services is less than those provided in the urban environments. Roads, while designed to meet specific needs based on their classification, do not have kerb and channel, do not have footpaths and do not have street lighting. Reticulated water and wastewater services are not provided, or are available in only limited capacity. Other utility services such as electricity and telephone may also have limited capacity to cope with expansion or creation of new connections.</p> <p>Managing the subdivision of rural land is the most appropriate way of achieving the dispersed settlement objectives for the Rural Environment. In the urban areas, design and location of buildings is an effective method because a close pattern of settlement is already established, and how buildings relate to one another is often more</p>

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act (1991)
	<p>important than the actual ownership land area or space around a building. In the rural area, the spatial amenity and landscape characteristics cannot be maintained by land use provisions alone.</p> <p>Methods that only control the location of buildings, or those which provide only design guidelines, are difficult to implement on rural lots where the topography and landform is constantly changing from property to property. While it may be possible to site some buildings in less visually obtrusive locations, the fact remains that these locations are seldom the desired location for the land owner who is often seeking a sunny aspect with the best outlook. Also rural lots vary greatly in size and shape and it is more difficult to produce standard building provisions that are effective in the Rural Environment compared with managing effects in the relative uniformity of the urban environments. Such provisions are often only effective if they are applied on a case by case basis, and this increases the costs of implementation.</p> <p>The objective seeks to reinforce that rural land should not be fragmented for non-rural use, so as to assist with maintenance and enhancement of rural amenity values and character, retention of sustainability as a rural workplace, and so as not to generate a demand for urban infrastructure.</p> <p>Setting minimum lot sizes through a regulatory subdivision process achieves a land ownership density pattern that maintains spatial amenity objectives and manages building density, and therefore the visual impact of buildings. Managing the subdivision of land is also necessary to minimise reverse sensitivity issues and maintain an appropriate level of rural infrastructure.</p>
<p>3b.2.3 Provide for the future urban growth requirements of the Taupo District.</p>	<p>TD2050 identified a number of future urban growth areas around the District for the purposes of ensuring an adequate land supply for future urban planned growth. These future growth areas are located in the Rural Environment generally in proximity to existing urban areas, or locations where there is sufficient land to accommodate projected growth requirements in an efficient critical mass to provide a full urban level of services.</p> <p>It is important that these identified urban growth areas are kept available for the valuable future resource they represent and to ensure the sustainable management of natural and physical resources and ultimately sustainable development. Planning for urban growth throughout the District is an important RMA Part 2 function, in providing for people and their community's social, economic and cultural wellbeing. Urban growth outside the identified growth areas is strongly discouraged in the new policies.</p> <p>Identified urban growth areas should be protected from the incremental subdivision of land that will further fragment the land ownership until such time as a structure planning exercise is undertaken. Objective 3 and Policy 3b.2.3(i) support the objectives of Section 3e Growth Management and Land Development. Any subdivision of land identified as an urban growth area, other than as a Controlled Activity, should only be carried out through the TD2050 Structure Plan and Plan Change process.</p>
<p>3b.2.4 The efficient and effective functioning of the Rural</p>	<p>The Rural Environment contains many different established land use activities, including traditional farming and forestry activity, other rural based commercial and industrial activities. The objectives and policies</p>

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act (1991)
<p>Environment by enabling the use and development of natural and physical resources, while ensuring appropriate environmental outcomes are achieved.</p>	<p>recognise that the Rural Environment is a place of work and that for most of these established activities to utilise available resources, they require a rural location. Most of these activities will change to some degree over time to reflect changing markets and production techniques. The DP provisions recognise the dynamics of the rural resource use, and the land use performance standards allow for a level of environmental change.</p> <p>The Taupo District Plan provides for any activity as a Permitted Activity in any particular environment, provided it does not breach the specified standards. In the Rural Environment, the standards allow for a reasonable level of expected effects associated with rural activity. For example, general activity can produce louder noise in the Rural Environment than is envisaged in the Residential Environment. This means that some sensitive activities such a residential occupation may not be as compatible in the Rural Environment compared with the Residential Environment which sets performance standards specifically to support residential occupation.</p> <p>When an activity requires or expects a different level of amenity to that which exists in the environment, it may impact on the ability of existing activities in the environment to operate and result in conflicts with those existing activities. For example, if a residential unit establishes within the Rural Environment, the actual level of effects within the Environment may be higher than expected. This can adversely affect the residential unit, and potentially place undue restrictions on other adjacent activities not requiring such a level of amenity.</p> <p>Managing reverse sensitivity effects is being recognised by territorial authorities and the Environment Court as an important issue under the RMA. The potential social and economic problems that can arise from poorly located activities can be a significant burden on a community. This objective is appropriate because of the wide range of activities utilising the rural resource throughout the District. Others districts may have core farming activities that need recognition, but they don't have such a broad range of farming, forestry, energy generation (hydro and geothermal), other industry (timber processing etc), tourism and recreational activities such as those that find their home in Taupo. Add to this mix of activities occurring in Taupo's Rural Environment, the recent pressures on rural land for lifestyle type lots, and there is significant potential for conflict to occur.</p> <p>This diversity of land use must be protected from new more sensitive activities establishing nearby. The objective and associated policies are reflected in the subdivision rules that require rural lots below 10 ha to be assessed as a Discretionary Activity, and lots below 4 ha as a Non-complying Activity. This is to ensure that future land which undergoes subdivision will continue to be used for rural purposes, or have any other potential land use assessed at the time of creating a new ownership pattern.</p> <p>Objective 4 recognises that so long as appropriate environmental outcomes are achieved, resource use and development in the Rural Environment should be provided for. At the same time, where there are existing activities that by their nature are not of the same character or intensity as the generality of development, any new activity must recognise the existing physical resource.</p>
<p>3b.2.5 The protection of adjoining</p>	<p>The Rural Environment is a working environment providing home to many different established land use activities, some of which operate 24 hours per day. Activities within the Rural Environment can create a</p>

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act (1991)
<p>Environments from the adverse effects of activities within the Rural Environment.</p>	<p>level of effects which are unacceptable in other environments of the District where people are living in closer proximity to each other. These effects can include noise, dust, odour, use of chemicals, spray irrigation, and movement of stock. Even the use of land for production forestry can have effects on adjoining properties such as overshadowing, needle drop and branches falling on fences and buildings, and increased levels of pollen in the area. These effects are most noticeable where the Rural Environment adjoins the more sensitive environments such as the Residential Environment.</p> <p>Therefore it is important to manage the interface between Environments and control the effects of activity in these locations to minimise the potential for conflict. This can include the design and construction of structures to be more compatible with adjoining development, the provision for effective screening, setbacks for buildings and planted tree vegetation, and the meeting of the lower noise requirement and other performance standards at a boundary with different Environments.</p> <p>This Objective and associated provisions will ensure rural development, land use activity and the level of associated environmental effects within the Rural Environment do not create excessive off-site problems for activity in adjoining Environments, as well as protecting the amenity of the wider District.</p>

2.8 Policies and Rules

The following tables summarises an evaluation of the costs and benefits of the proposed polices, which relate to the above objectives. In particular, it considers whether these policies are the most appropriate for achieving the objectives having regard to their efficiency and effectiveness.

Policies 3b.2.1 (i), (ii), (iii), (v) & (vi)

	Proposed Provision	Alternative 1	Alternative 2
Description of provision/ alternative	<p>i. Maintain and enhance the amenity and character of the Rural Environment by providing land use performance standards and subdivision rules to manage the scale and density of development.</p> <p>ii. Avoid urban development in the Rural Environment unless through a TD2050 Structure Plan Process and associated plan change.</p> <p>iii. Maintain the open space and dispersed building character.</p>	No clear policy direction on urban development or maintaining dispersed building character, only general environmental maintenance policy.	Zoning separate properties for different subdivision and development densities.
Effectiveness of option in achieving objectives	<p>These policies identify the use of performance standards to manage the effect of development on the amenity and character of the Rural Environment.</p> <p>They also identify that proposals for urban growth within the rural zone are subject to rigorous assessment and provided for only in those areas determined as acceptable to the community. The main attributes of the rural environment that contribute to its amenity and character are also described.</p> <p>There is the potential for pockets of development to incrementally change the</p>	<p>Lack of specificity as to the intent of performance standards to be an effective method for the protection of the Rural Environment and in particular the focus/purpose of the minimum subdivision standards.</p> <p>Lack of effective direction in considering the amenity and character of the Rural Environment, or the effect of urban development on the Rural Environment. The lack of clear policy framework would provide no clear guidance as to the way in which the rural land resources are able to provide for growth, balanced with maintaining and enhancing the amenity and character of the rural</p>	<p>This alternative provides a high level of direction in the allocation of rural resources for activities.</p> <p>Providing specific zoning for rural residential opportunities caters for demand expectations from the community. A more prescriptive approach in the allocation of rural resource avoids the potential for cumulative adverse effect on the Rural Environment as a result of clustering of more urban forms subdivision and development.</p> <p>The community is provided with greater</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Alternative 1	Alternative 2
	<p>character and amenity of the Rural Environment to a more urban form. Greater direction is now provided for in these policies on how to manage the effects of the buildings on the amenity and character of the Rural Environment.</p> <p>Of particular concern is the grouping of a series of small lot subdivisions and the increased density of development this creates over a significant area. This is a form of urban development because the land is only used for residential living rather than a dwelling in the rural area associated with a productive rural land use. Often subdivision in an area is the catalyst for other nearby land owners to subdivide. The resulting cumulative effect of several adjacent subdivisions is a change to the landscape and eroding of the rural character and amenity of the particular locality, especially when some of the newly created lots are further subdivided over time.</p>	<p>environs of the District.</p>	<p>certainty as to the protection of the character and amenity of the Rural Environment and established pattern of urban development. This provides a clear distinction between urban and rural areas.</p>
Costs associated with option	<p>Additional assessment is required in assessing the potential for the adverse effect of individual proposals, including the cumulative effect on the rural character and amenity of the environment.</p>	<p>Limited effective guidance in the making of decisions as to the character and amenity of the Rural Environment does not provide adequate protection against cumulative degradation.</p> <p><i>Ad hoc</i> urban development has the potential for additional costs to the community for providing and maintaining adequate infrastructure. Does not best allow the critical mass of population necessary to support an efficient pattern of urban growth.</p>	<p>Detailed assessments would need to be carried out prior to plan changes for rezoning. The assessments would need to determine the location of zone boundaries by way of a process that would consider the existing pattern of subdivision and development, evaluation of the landscape characteristics, ability to provide and maintain infrastructure, geotechnical suitability and potential future rural land practices.</p> <p>Until a more detailed pattern of land use is provided for, the existing situation, with the</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Alternative 1	Alternative 2
			less effective means of managing the District rural land resources, would remain.
Benefits associated with option	Provides for greater certainty as to the potential effect of development on the Rural Environment.	Landowners gain economic benefit from subdivision of landholdings.	Whilst greater direction is provided for the management and allocation of the rural land resources, the process required to be undertaken to complete the necessary assessments and decision making would not provide effective guidance in the allocation of the rural resources in the interim.
Efficiency of option (benefits minus costs)	High degree of efficiency in achieving the objective and provides clear policy direction as to the potential effect of growth and urban change on the Rural Environment.	Low degree of efficiency for policy direction in achieving the objective, given the range of demands on rural land.	Moderate degree of efficiency is provided by the alternative given the less than effective direction provided to the community for managing existing demands on the allocation of rural resources until such time as additional zoning opportunities are provided.

Policy 3b.2.1 (iv)

	Proposed Provision	Alternative 1	Alternative 2
Description of provision/ Alternative	<p>Policies 3b.2.1 (iv)</p> <p>Protect the District’s lakes and river margins from buildings that are visually obtrusive and/or result in a decline of the amenity of the margin area, by controlling the bulk and location of these structures.</p>	No clear policy direction.	Zone land for different land use activity.
Effectiveness of option in achieving objectives	<p>This policy recognises that the Rural Environment is a working environment that is home to a wide range of different land use activities which require a rural location to operate and utilise the resource. While much of the rural area is used for pastoral farming and forestry, lakes, rivers, and their margins also form the basis for rural based activity. These include commercial, tourist and recreational activities.</p> <p>The Taupo District Plan provides for any activity as a Permitted Activity in any environment, provided it does not breach the specified environmental performance standards. In the Rural Environment, the Standards allow for a reasonable level of expected effects associated with the wide range of activity utilising the rural resource.</p> <p>It is important for the social and economic stability of the District to recognise and provide for a range of activity in the Rural Environment, particularly because Taupo District has such a diverse range of natural resources. All activity is</p>	Lack of direction as to the intent of performance standards to be an effective method for the protecting the Rural Environment and balancing the issues surrounding the use of rural resources.	<p>This alternative requires identifying all the different types of activity located throughout the Rural Environment, determining the appropriate site of the activity for the purposes of creating zone boundaries and anticipating the likely reasonable future requirements of activities for the purposes of deciding which land needs zoning in the first place or whether some activities can continue to operate under the remaining rural provisions.</p> <p>This alternative is extremely cumbersome and time consuming and still does not guarantee that issues surrounding future changes in land use or business operations are adequately dealt with.</p>

	Proposed Provision	Alternative 1	Alternative 2
	<p>expected to manage the level of effects they may have on the environment, but it is important that the performance standards in the District Plan adequately reflect the nature of the environment.</p> <p>The Rural Environment Performance Standards allow for busy activities to operate at a level that may not be appropriate in other environments. This is not only in recognition of the type of activity that requires a rural location, but also the nature of the Rural Environment with its spatial component more able to absorb this increased level of effects.</p> <p>The policy is effective in recognising the functioning of the Rural Environment and the need for appropriate performance standards to reflect environmental, social and economic objectives.</p>		
Costs associated with option	Some potential loss of the natural state of the environment in specific locations from recognising a wide range of activity in the Rural Environment.	Limited effective guidance in the making of decisions as to the character and amenity of the Rural Environment and the utilisation of rural resources.	<p>Detailed assessments would need to be carried out prior to plan changes for rezoning. The assessments would need to determine the location of zone boundaries by way of a process that would consider the existing pattern of development, evaluation of the landscape characteristics, ability to provide and maintain infrastructure geotechnical suitability and potential future rural land practices.</p> <p>Until a more detailed pattern of land uses is provided for, there would be minimal guidance with the less effective means of managing the District’s rural land resources.</p>

	Proposed Provision	Alternative 1	Alternative 2
Benefits associated with option	Provides for greater certainty as to the potential effect of development on the Rural Environment.	Environment may undergo less change if minimal provisions are made available for expanding existing activity or allowing new activity to establish.	Whilst greater direction may be provided for the management and allocation of the rural land resources, the process required to be undertaken to complete the necessary assessments and decision making would not provide effective guidance in the allocation of the rural resources in the interim.
Efficiency of option (benefits minus costs)	High degree of efficiency for achieving the objective because the policy provides direction and clarification as to the level of amenity that may be expected in various parts of the Rural Environment, which will differ throughout the rural area. The policy also provides a balance between environmental preservation objectives and wider RMA Part 2 matters relating to recognising people and their communities.	Low degree of efficiency with lack of policy direction in achieving the objective given the range of rural resources available and the need to balance environmental, social and economic issues.	Moderate degree of efficiency is provided by the alternative, given the time and resources required to adequately deal with this level of direction and the lack of provisions to manage existing demands on the allocation of rural resources until such time as additional zoning opportunities are provided.

Policies 3b.2.2 (i), (ii), (iii) & (iv)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ Alternative	<p>3b.2.2 (i) Enable the subdivision of rural land in a manner that encourages a diversity of lot sizes that reflects the rural amenity and character of the area, and the landform.</p> <p>3b.2.2 (ii) Allow subdivision of rural land only where there is adequate infrastructure.</p> <p>3b.2.2 (iii) Allow as a controlled activity, the creation of allotments and nominal allotments with an area of 10 hectares or more as a means of maintaining rural amenity and character, managing rural infrastructure and allowing for a diversification of rural land uses.</p> <p>3b.2.2 (iv) Prevent urbanisation of the Rural Environment except as provided through the TD2050 Structure Plan Process and associated plan change to prevent a dispersed pattern of settlement and the resulting inefficiencies in the management of resources.</p>	<p>Retain existing policies which in particular, provide no guidance on urban growth.</p>	<p>Zone parts of the Rural Environment for smaller lot development.</p>
Effectiveness of option in achieving objectives	<p>These policies are part of a number of policies that influence the Rural Environment subdivision rules. The subdivision rules set a minimum controlled land area of 10ha and a minimum Discretionary land area of 4ha.</p>	<p>Retaining the existing policies whilst providing for a diversity of lots sizes, does not provide sufficient guidance in the management of urban forms of development within the rural area.</p>	<p>This alternative would result in a more prescriptive approach in the management of the opportunities for rural residential subdivision by way of zoning. Proposed rural residential zoning would need</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>The policies recognise that the Rural Environment has a level of amenity and character that reflects both that land form and settlement pattern, and the range of existing land use and development. By encouraging a diversity of lot sizes, the policy seeks to ensure that rural land will continue to be available for a range of rural and rural associated activities.</p> <p>The provision of infrastructure is an important part of ensuring the sustainable management of natural and physical resources and the principles of sustainable development. The Rural Environment has a level of infrastructure necessary to ensure the continued operation of rural land use and development. More intensive subdivision and development of land can place pressure on this existing level of infrastructure to the detriment of existing land use and the community's ability to provide in a sustainable way for increased demands to upgrade the existing level of infrastructure.</p> <p>The proposed Controlled Activity lot size ensures a sufficient property land area in which to locate buildings and carry out activity consistent with that predominantly found in the rural area to avoid reverse sensitivity issues. In short, properties of 10 hectares or more require an interaction with the environment that can be described as rural activity.</p> <p>A more proactive approach has been taken by Council in the management of growth as identified in the, Taupo District 2050 Growth Management Strategy. This document has provided the basis for enabling a clearer distinction to be drawn between urban forms of</p>	<p>Greater direction to the community is considered necessary for the subdivision of land in proximity to hazards and in particular geothermal hazards.</p> <p>Greater guidance is necessary in determining the characteristics of land and provision of infrastructure in determining the appropriateness of subdivision to occur. The existing policies lack guidance in the size of lots when considering the fragmentation occurring from the subdivision of rural land.</p> <p>The existing policies lack guidance as to the issues arising from the creation of smaller lots and the effect of a closer more urban form of development on rural infrastructure, existing land use and amenity.</p>	<p>to be supported by detailed assessments as to the suitability of the area to support semi urban forms of development in terms of infrastructure, management of rural land resources, and potential for conflict with rural activity, geotechnical suitability and the presence of hazards.</p> <p>The potential for cumulative effect of urban development to occur on the rural environment would have been assessed with a clear distinction provided between the rural and urban development.</p> <p>This zoning would need to be carried out in conjunction with zoning for urban growth to ensure there is an efficient use of the District's resources in providing for urban development.</p> <p>For example there is efficiency in the provision and maintenance of infrastructure for rural residential areas to be located in close proximity to the urban growth areas. Further rural residential development provides for a transition to mitigate the effect of urban development on the landscape amenity of the rural environment.</p> <p>However defining the location of rural residential zoning before the extent of the urban growth areas is defined, has a risk of pre-determining and limiting the options for the location and extent of the growth areas.</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>development and rural land uses.</p> <p>This approach better provides for a pattern of urban growth to occur that manages the rural land resource in terms of the competing demands for land including the provision for rural residential living. The proposed policies give effect to the objective in seeking to prevent urban change in the Rural Environment except in specifically locations identified by Taupo District 2050.</p> <p>Fragmentation of identified growth areas by incremental subdivision prior to comprehensive planning having been carried out through the TD2050 Structure Plan Process occurring has the potential to reduce the effectiveness and availability of the rural land resource in providing for the growth requirements of the District.</p> <p>It is important that these identified growth areas are protected for the valuable future resource they represent. Planning for urban growth throughout the District is an important RMA Part 2 function, in providing for people and their communities social, economic and cultural wellbeing.</p> <p>Land will be available for rural/residential living in proximity to the identified growth areas so that future demand for this type of land will be met under the District Plan's growth management objectives. As most small lot development will require some form of urban level of infrastructure in the future, the only efficient and environmentally sustainable way of providing for such serviced land is to ensure that it is located in close proximity to other serviced</p>		

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	land in a planned growth locality.		
Costs associated with option	<p>Economic cost to landowners who may wish to subdivide to create smaller lots than those envisaged by the policies and resulting rules and costs associated with processing resource consents.</p> <p>Assessing the effect on the amenity of the rural areas is necessary to support the suitability for rural residential living. The proximity of rural residential subdivision to growth areas will be subject to a detailed assessment to be carried out first as to the precise location and extent of the growth area and the form that urban development of the area will take.</p>	<p>There will be costs to the environment through a lack of management of amenity and character issues, and potential reverse sensitivity conflict.</p> <p>There is a high potential cost to the community arising from the demand on rural infrastructure. Without clear direction to the community as to the limitations resulting from the presence of land hazards there is potential costs in managing the effect of hazards on future lots created.</p> <p>Existing policies do not provide clear direction as to achieving the critical mass necessary to support the cost of providing and maintaining infrastructure required for growth.</p> <p>Potential costs exist where there is a lack of clear policy direction to avoid conflict in the sustainable use of the geothermal resource.</p>	<p>Detailed assessments would need to be carried out prior to plan changes for rezoning. The assessments would need to determine the location of zone boundaries by way of a process that would consider the existing pattern of subdivision and development, evaluation of the landscape characteristics, ability to provide and maintain infrastructure geotechnical suitability and potential future rural land practices.</p> <p>Until a more detailed pattern of land uses is provided for, the existing situation, with the less effective means of managing the District rural land resources would remain.</p>
Benefits associated with option	<p>Protecting the rural landscape and amenity values by having policy that guides the density of habitation in the Rural Environment.</p> <p>Maintaining an adequate level of rural infrastructure.</p> <p>Ensuring a workable rural land area that avoids the potential for reverse sensitivity issues.</p> <p>Provides for a pattern of development that avoids the potential for cumulative effect of urban development on rural amenity.</p>	<p>No clear benefits are identified in retaining a policy framework that does not give direction to the community as to the potential cumulative effects arising from fragmentation of rural land.</p>	<p>Whilst greater direction is provided for the management and allocation of the rural land resources, the process required to be undertaken to complete the necessary assessments and decision making would not provide effective guidance in the allocation of the rural resources in the interim.</p>
Efficiency of option (benefits minus costs)	<p>High degree of efficiency is provided as to the proposed policies providing greater certainty in achieving the objective, and in providing for sufficient land to be available to meet the</p>	<p>Low degree of efficiency is provided by the existing policy framework in managing the effects of subdivision of rural land.</p>	<p>Moderate degree of efficiency is provided by this alternative as a result of the less than effective direction provided to the community for managing existing demands</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	growth requirements of the District's population.		on the allocation of rural resources until such time as additional zoning opportunities are provided.

Policy 3b.2.2 (viii)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>3b.2.1 (vii)</p> <p>Provide for the creation of Papakainga housing where any adverse effects on amenity and rural character are internalised within the parent allotment; and any other adverse effects on the wider Rural Environment are avoided, remedied, or mitigated.</p>	No policy provision for Papakainga housing.	Zone specific land for Papakainga housing.
Effectiveness of option in achieving objectives	<p>The Papakainga housing provisions recognise the intent of Part 2 of the RMA and provide for housing exclusively for members of the same whanau, hapu or iwi on Maori land. Maori land is owned by whanau, hapu or iwi, not individuals and cannot be subdivided or sold out of the whanau, hapu or iwi ownership. A significant portion of land within the Taupo District is multiple owned Maori land, and the Transitional Plan has historically provided for this form of housing.</p> <p>This policy for Papakainga housing is consistent with Council’s duty to recognise and provide for the relationship of Maori with their ancestral lands under Section 6(e) of the RMA and obligations to have regard to kaitiakitanga and the principles of the Treaty of Waitangi under Sections 7(a) and 8 of the RMA.</p> <p>In recognition of the communal nature of Papakainga housing, and the inability of owners to sell their dwellings, provision has been made for this form of land occupation by exempting</p>	Does not recognise that this form of housing is important for Maori to maintain their relationship with ancestral land and provide important economic and social support. Ignores Part 2 of the RMA.	<p>Difficult to achieve because a significant portion of land throughout the District is collectively owned by Maori, and this land varies in the size of individual land holdings, existing land use, and location. Some land holdings are large and relatively remote, while other more modest land titles are close to urban areas or facilities such as marae or existing settlement. Some of the land holdings may be developed with existing farming or forestry activity, while other land may be vacant.</p> <p>Determining where any future zoning should go is difficult in the absence of any specific proposals for housing. The Transitional Plan contained a Papakainga Zone, but provided for this zone in only about six locations that were not necessarily the most appropriate locations to meet land owner aspirations for this form of housing.</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	Papakainga housing from the nominal lot provisions. It is not expected that there will be a significant increase in Papakainga housing development in the near future because there will still be many strict environment standards to comply with such as water supply, wastewater disposal and Building Act matters. However, in the long term the policy and resulting nominal lot exemption provision mean that hapu and landowners can continue to plan for this form of housing at appropriate locations.		
Costs associated with option	Some costs associated with complying with other Rural Environment performance standards. Some potential cost to the achievement of other Rural Environment policies relating to amenity values, reverse sensitivity, and rural infrastructure from constructing future residential buildings.	Social and economic costs to the community of not providing for this form of housing.	This alternative will still have some social and economic costs to the community if zoning and associated planning provisions are poorly located or inadequate to deal with the long term future aspirations of hapu and landowners in providing for this form of housing. At this stage landowner future aspirations are unknown, or where Hapu planning is underway, it is not to the point where zoning of specific portions of land will be achievable.
Benefits associated with option	This policy recognises that this form of housing is important for Maori to maintain their relationship with ancestral land and provide important economic and social support. The alternative is consistent with principles set out in Part 2 of the RMA.	Minimal benefit because while this form of housing can still apply for resource consent to exceed the nominal allotment provision, but the absence of any provision will leave the proposed activity without policy guidance.	Little benefit in zoning specific portions of land for Papakainga housing without the completion of site specific planning. This was the problem with the Transitional District Plan provisions that zoned only small pieces of land around the District which have seen little development over the last 20 years.
Efficiency of option (benefits)	High degree of efficiency for achieving the purpose of providing for Papakainga housing which is important for Maori to maintain their	Low degree of efficiency with this alternative because although a resource consent can be granted for a future housing development, it is difficult to	Moderate degree of efficiency with this alternative because planning history has shown through the Transitional District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
minus costs)	relationship with ancestral land and provide economic and social support. The policy does not attempt to pre-judge where Papakainga housing may be required in the future. The policy sets up the provision to exempt Papakainga housing from the nominal allotment provision, but other environmental performance standards will be met. Presents only a small risk to other Rural Environment policy because of the nature of this form of communal housing and the parameters that surround development of multi owned Maori land.	plan such project in a policy vacuum and this will lead to delays that will have social and economic consequences.	provisions that zoning of specific land is only effective where there has been land owner planning or where specific proposals are likely in the future for this form of development.

Policies 3b.2.2 (v) & (vii)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>3b.2.2 (v)</p> <p>Avoid the subdivision of rural land where there are hazards, in particular, land affected by geothermal hazards and where land is unstable or prone to erosion or flooding.</p> <p>3b.2.2 (vii)</p> <p>Encourage the retirement of steep land where such land is not appropriate for more intensive farming or further development including buildings, earthworks or clearance of vegetation.</p>	<p>No policy direction and rely on general RMA provisions.</p>	<p>Map all hazards and provide rules for subdividing and developing land overlying these hazards.</p>
Effectiveness of option in achieving objectives	<p>These policies respond to Sections 31 and 106 of the RMA. Section 31 identifies the functions of a territorial authority which include the control of any actual or potential effects of the use or development of land for the purposes of avoiding or mitigating hazards. Section 106 specifically refers to the decline of a subdivision of land that is likely to be affected by erosion or inundation, or where the subsequent use of the land is likely to worsen damage to the land.</p> <p>The Rural Environment consists of many different land formations and topography related characteristics, which usually reflect the presence of natural hazards. Hazards such as fault lines, geothermal affected land, unstable ground and flood prone land, limit the potential of the land to be used for more intensive development.</p>	<p>This alternative is not effective, because it does not reflect the intent of the RMA in requiring territorial authorities to take responsibility for managing the effects of, and avoiding and mitigating natural hazards.</p>	<p>The Plan already deals with natural hazards by mapping those known hazards and providing associated rules. The issue here is that these mapped hazards are the main known and studied hazards. There are other land effects of a lesser magnitude that will still be a problem if subdivision and development of land is not managed. Significant areas subject to historic flooding or hot ground or unstable ground such as the Waihi land slip can be mapped. But there are many other areas that may be prone to erosion or subsidence, or which have some form of limitation on the ability of the land to be further developed. It is impossible to map all the land effects characteristics at a property to property scale. Most land effects at a lesser scale or involving a localised land area can only be</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>If these limitations on the land capability are not managed, there can be serious environmental and economic consequences for the land resource and community. For example, causing increased erosion by clearing and developing steep land, or increasing the potential for flooding or the effects of flooding, by increasing the intensity of development.</p> <p>These policies are mainly reflected in the rural subdivision rules that require sufficient land area to recognise the characteristics of the Rural Environment, but also through other rules relating to future land use.</p>		<p>subject to detailed analysis at the time of a site specific proposal. While more minor in nature, these site specific land effects should still influence the scale and intensity of future subdivision and development of the land.</p>
Costs associated with option	<p>There will be some costs for land owners when requiring mitigation of hazard issues. These may involve the need for larger land areas for allotments to ensure safe building locations, minimal earthworks and the avoidance of vegetation removal. There may also be building costs associated with mitigating the effects of hazards.</p>	<p>Significant cost to the environment and the community if hazards are not managed at the time of subdivision on a site specific basis.</p>	<p>Cost associated with creating environmental effects, or economic effects of repairing land or structures, by relying solely on mapped hazards.</p>
Benefits associated with option	<p>Significant benefits for the environment and the community as a result of managing the subdivision of land affected by hazards. These benefits include protecting erosion prone land from the consequences of more intensive activity, and preventing economic costs to the community repairing damage to structures caused by hazards.</p>	<p>No benefits.</p>	<p>Provides a broad understanding and location identification of major hazards.</p>
Efficiency of option (benefits minus costs)	<p>High degree of efficiency because the benefits of implementing these policies in terms of protecting the environment and community clearly outweigh the costs. The policies are not</p>	<p>Low degree of efficiency because it does not reflect the intent of the RMA and does not provide sufficient direction when dealing with site specific proposals.</p>	<p>Moderate degree of efficiency while this alternative provides a broad understanding and location identification of major hazards it does not provide direction for dealing with</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	onerous in that they are reflected in the minimum rural lot area provisions, and will require assessment of any hazards affecting the land at the time of resource consent.		more localised site specific land effects.

Policy 3b.2.2 (vi)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	3b2.2 (vi) Manage the subdivision of rural land overlying geothermal areas to avoid conflict with the resource use and development associated with geothermal electricity generation on identified development systems.	No specific policy and therefore subdivision of land will be dealt with under the general Rural Environment rules.	New Policy Avoid the subdivision of land overlying the Wairakei/Tauhara geothermal development system.
Effectiveness of option in achieving objectives	This policy recognises that there are geothermal areas in the Taupo District that have been identified in the Regional Plan as development systems which provide for the utilisation of the geothermal resource, particularly for electricity generation. The Regional Policy Statement Proposed Change 1 contains the following objective and policy under the section heading 3.7.3 Adverse Effects of Other Activities on the Regional Geothermal Resource: Objective Two Development and use of land and non-geothermal water compatible with the use, development and protection of the Regional Geothermal Resource. Policy two Ensure that development and use of land or use of non-geothermal water within geothermal systems is compatible with the purpose for which each geothermal system is classified. Sections 74 and 75 of the RMA require a territorial authority to have regard to a Proposed Regional Policy Statement and give effect to a Regional Policy Statement when preparing the contents of a District Plan. Electricity generation facilities and associated	This alternative will mean that subdivision of land overlying the Wairakei/Tauhara geothermal area will be treated the same as subdivision throughout the Rural Environment. While the general subdivision policies and rules seek to prevent issues of reverse sensitivity from arising, this is generally in relation to existing rural land use, and not the more complex issue of existing and future geothermal resource use. This alternative is not effective because it is inconsistent with the direction of the Regional Policy Statement, and does not reflect the sustainable management of natural and physical resources principle of the RMA.	'Avoid subdivision', potentially translates into requiring a Non-complying rule. This would be an overly restrictive provision as it would suggest all subdivision over the geothermal area will cause a problem regardless of location or purpose. Such a provision may be effective in preventing reverse sensitivity issues arising, but it would not provide for any change to land use and ownership pattern which will create other negative economic and social impacts.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>infrastructure must be located in proximity to the resource. These facilities are industrial by nature and have associated industrial effects. The geothermal extraction activity also has characteristics such as exploratory well drilling and testing of the resource which is wide spread across the resource area.</p> <p>Other activities that are sensitive to the receiving of effects resulting from geothermal exploration and electricity generation should be managed. Of particular concern is the creation of new allotments with the expectation of building residential dwellings in proximity to existing or proposed infrastructure.</p> <p>This policy recognises the importance of the geothermal resource and the need to manage activities that may not be compatible with the use, development or protection of the Regional Geothermal Resource. Of particular concern are the development systems because of the scale of existing and future electricity generation facilities and associated infrastructure.</p> <p>At present most of the existing infrastructure associated with geothermal electricity generation is relatively remote, but recent exploration on the Wairakei/Tauhara geothermal system, and recent applications for land subdivision in proximity to wells and future power stations, has highlighted reverse sensitivity issues particular to this location. This system is a very large resource, and its proximity to the urban area of Taupo town means that there is pressure on the resource use from competing land use.</p> <p>Subdividing land into smaller allotments increases the potential for reverse sensitivity issues in relation to building new houses in proximity to existing and</p>		

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	future geothermal facilities and associated infrastructure. The policy and subdivision rule seeks to minimise future land use conflict by providing a mechanism to assess all subdivision of land affected by geothermal extraction in this location.		
Costs associated with option	Some economic cost to landowners wishing to subdivide land through a process that does not provide a Controlled Activity status, and costs associated with the process.	Economic and social costs associated with subdividing land for the purposes of intensifying future development especially residential buildings, without consideration of the reverse sensitivity issues surrounding the proximity to existing and future geothermal resource use and development.	Economic and social costs could be significant to the community if landowners are unable to carryout any form of future subdivision.
Benefits associated with option	Allows the full assessment of the actual or potential effects of future subdivision of land as they pertain to the geothermal resource in terms of Regional Policy, hazards, and reverse sensitivity issues.	Will allow some assessment of future subdivision but only that which is Discretionary or Non-complying under the general Rural Environment rules.	Resulting rule as a method to implement this policy will make it very difficult to subdivide land and therefore the alternative provides a high level of avoidance of future reverse sensitivity issues.
Efficiency of option (benefits minus costs)	High degree of efficiency because the effects of future subdivision and the issues surrounding subdivision will vary throughout the geographic area overlying the Wairakei/Tauhara geothermal system. As a Discretionary Activity, a full assessment can be made of the actual or potential effects of future subdivision of land as they pertain to the geothermal resource in terms of Regional Policy, hazards, and reverse sensitivity issues without being too onerous on subdivision Activity.	Low degree of efficiency because it leaves rules associated with managing the effects of subdivision for other environmental issues to deal with this specific reverse sensitivity issue which is particular to this portion of the Rural Environment.	Low degree of efficiency because the nature of any resulting rule will be excessive and not be necessary to achieve the desired result of preventing reverse sensitivity issues arising from fragmented land ownership leading to more intensive residential development in proximity to existing and future geothermal resource use and associated infrastructure.

Policy 3b.2.2 (ix)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	3b.2.2 (ix) Provide for the creation of smaller lots to provide for the development of infrastructure, or access lots.	No policy providing for the creation of smaller lots for the development of infrastructure or access lots.	Have no additional policy, but incorporate the proposed policy into an existing policy such as 3b.2.2 iii.
Effectiveness of option in achieving objectives	There are a number of activities associated with utility services, roads etc in the Rural Environment that require the creation of smaller lot sizes. Many of these activities are either existing, have permitted activity status, or are deemed to be appropriate, given they have been through a land use consent process. The resulting subdivision of land for that activity will have little or no effect on the surrounding environment, and the policies need to reflect this. Rule 4e.1.4 already specifically provides for such activities as a controlled activity, however no corresponding policy was provided in the notified variation. The policy is required to give guidance on the application of this rule 4e.1.4. It is also considered necessary to achieve objective 3b.2.2 in terms of managing the subdivision of rural land to reflect appropriate levels of infrastructure.	This alternative is not considered effective in achieving objective 3b.2.2, because without the policy and associated rule, such subdivision of land would be unduly restricted by discretionary or non-complying status. The lack of this policy would also result in a set of policies within objective 3b.2.2 that do not fully reflect appropriate levels of infrastructure as outlined by the objective. Not having a policy but having a rule to address this matter would also be ineffective, as this would result in lack of guidance as to how the rule should be applied.	Whilst this alternative would deal with controlled activities together, the resulting policy would not be effective in achieving the objective, because it would be addressing activities that have different environmental outcomes. Policies need to be clear and succinct and deal with one issue at a time. The way it is currently written, policy 3b.2.2 iii specifically deals with the matter of maintaining rural amenity, character, and infrastructure associated with rural subdivision. It is not written to address subdivision associated with infrastructure and access lots.
Costs associated with option	The costs associated with this option are minimal. As mentioned above, the activity itself will either already exist, will be permitted, or will have been through a land use consent procedure, therefore the resulting subdivision of the land in this case will have little or no effect	This alternative would have mainly monetary costs to both applicants and Council, because it would result in unnecessary assessment of subdivision applications associated with these activities, where they exist, have permitted activity status, or have been approved through a land use consent process.	This alternative would not be effective in providing clear guidance to rule 4e.1.4. Further, because there are different environmental outcomes associated with these activities, it would be unduly restrictive to anticipate subdivision associated with infrastructure and access

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	on the environment.		lots to maintain rural amenity and character, given it is the land use that will have a potential impact not the actual subdivision itself.
Benefits associated with option	This policy is will provide its associated rule 4e.1.4 with a clear direction for implementation. Both the policy and the rule will enable subdivision for the purpose of infrastructure activities as defined in the plan, and access lots. This will avoid potentially costly and unnecessary assessment in obtaining subdivision consent.	This alternative would have little environmental benefit, because such subdivision would be unduly restricted. There is also lack of benefit if rule 4e.1.4 is provided without a corresponding policy, because guidance through policies is required when applying such rules.	This alternative is anticipated to have little or no environmental benefit.
Efficiency of option (benefits minus costs)	High degree of efficiency because the benefits of the policy outweigh any potential costs.	Low degree of efficiency because the lack of this policy and rule will result in inefficient use of council and applicant’s time assessing the effects of a subdivision that has little or no environmental consequence.	Low degree of efficiency , because the policy lacks direction and does not adequately address the issue of providing for subdivision for the purposes of providing infrastructure and access lots.

Policy 3b.2.2 (x)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
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Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

<p>Description of provision/ alternative</p>	<p>3b.2.2 (x)</p> <p>Any relevant guidelines should be taken into account in the design of any subdivision in the Rural Environment. In particular sensitive rural design should seek to achieve the following principles:</p> <ul style="list-style-type: none"> ➤ Maintain significant open space area and increase net environmental gain – Sensitive rural design resulting in subdivision, use or development where areas of continuous open space predominate, in particular topographical, water, and vegetation features that contribute to the character of the Rural Environment are protected and enhanced. Areas or features of cultural, historical, landscape or ecological value are protected and enhanced. ➤ Appropriate overall density based on the level of development anticipated for the Rural Environment – Maintain the expected level of built character in the Rural Environment, as anticipated by the District Plan. ➤ Site analysis – Undertake a design process and rationale that includes, but is not limited to identification of sensitive areas such as dominant ridgelines, water courses (constant and ephemeral), existing vegetation that contributes to the rural character, and any important cultural, historical, natural or landscape values. <p>Appropriate Building Design and Location – Site and design buildings appropriately in a manner that is well integrated with the surrounding landform, maintains continuous areas of open space, and reduces any potentially adverse visual effects. Levels of infrastructure are minimised through appropriate siting of buildings and structures.</p>	<p>No policy for sensitive rural subdivision design, with subdivision assessed under the notified policies.</p>	<p>Create a subcatchment zone where cluster housing or average lot sizes is specifically provided for as a controlled activity.</p>
<p>Effectiveness of option in achieving objectives</p>	<p>The new policy is introduced to recognise that in very special circumstances some subdivision in the rural environment can achieve better overall environmental outcomes than some conventional</p>	<p>The notified policies in variation 19 are considered to be effective in achieving the objectives by identifying areas that are suitable for future urban growth in the rural</p>	<p>This alternative is not considered effective because it has as its focus provision for small lot subdivision in clusters, and such development would</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	<p>subdivision. The policy has as its focus provision of for sensitive rural subdivision design through reference to design guidelines and design principles. This will increase the effectiveness of the policies to achieve objective 1: maintain and enhance rural amenity and character, and objective 2: manage the subdivision of rural land to reflect amenity values, rural land use and appropriate levels of infrastructure. This may be in a number of ways, for instance if large continuous areas of open space, productive farmland, and areas of landscape, ecological, cultural, or historical value are able to be retained and protected due to appropriate scale and position of development at a level anticipated by the district plan. This is described as a 'net environmental gain' approach.</p> <p>If net environmental gain can be achieved through sensitive rural subdivision design, then Variation 19 should provide some guidance on the principles that constitute such subdivision design. Policy 3b.2.2 x enables two things: 1) Any relevant guidelines to be taken into account in the design of any subdivision in the rural environment. 2) Give decision makers and developers guidance in determining how to achieve sensitive rural subdivision design with net environmental gain.</p>	<p>environment, and protecting the remaining rural areas from urbanisation. Minimum controlled lot size has increased to 10ha; discretionary lots of 4 to 10ha are still envisaged within the Rural Environment, subject to assessment against specific criteria.</p> <p>There is a lack of policy that gives guidance on enhancement of rural amenity and character as outlined by objective 3b.2.1. Whilst the associated criteria include consideration of both negative and positive effects of a proposal, there is no provision for consideration of good practice design guidelines, or for assessment of positive cumulative effects that result from sensitive rural subdivision design.</p> <p>Therefore whilst the existing notified policies are considered highly effective in achieving the objectives of variation 19, guidance on what is good practice rural subdivision design and how to enhance rural areas is absent.</p>	<p>directly undermine the objectives Variation 19.</p> <p>Encouraging larger rural allotments reflects the intent of Variation 19 to ensure that the Rural Environment is a strategic zone for productive land use activities, in the same way as the Residential, Commercial and Industrial Environments are strategic zones for their associated activities. Farm parks and cluster housing is simply another form of residential occupation of the Rural Environment.</p> <p>Council has provided planned growth areas that will enable consolidated urban infrastructure, and will ultimately make urban areas more sustainable over time. Specifically providing for cluster housing in the Rural Environment provisions of the District Plan will undermine this objective.</p> <p>Certainly good design elements may reduce the visual impact of closer buildings, but not necessarily the potential for reverse sensitivity issues, or the future desire for upgraded services as a locality increases in the number of people residing there. Furthermore controlled activity status would not enable sufficient assessment of effects of such a proposal. It is therefore considered more effective to assess such proposals at the time of resource consent rather than making specific provision in the Plan.</p>
<p>Costs associated with option</p>	<p>There will be an environmental trade-off associated with this policy. In some instances, in order to achieve subdivision that maintains large continuous open space and protects areas of particular value,</p>	<p>Economic cost to landowners who may wish to subdivide to create smaller lots than those envisaged by the policies and resulting rules and costs associated with processing resource</p>	<p>Costs associated with this alternative include lack of guidance as to how rural amenity and character will be enhanced, and how rural infrastructure</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	<p>smaller lot sizes or more condensed areas of development may be required. While such a subdivision will still be expected to maintain the anticipated level of development for a site, introducing smaller or condensed lots for dwellings could have the potential to create an environment that appears 'urban' if the policy is not properly implemented.</p> <p>In implementing this policy, decision makers will need to be satisfied that the overall subdivision achieves a net environmental gain that off sets any potentially adverse effects arising from the subdivision of smaller lot sizes. This may require input from a wider range of technical experts in both developing the design and in decision making, therefore creating potentially greater cost to applicants than costs associated with a standard subdivision consent application. However this is often the case with any discretionary or non-complying development.</p>	<p>consents.</p> <p>Assessing the effect on the amenity of the rural areas is necessary to support the suitability for rural residential living. The proximity of rural residential subdivision to growth areas will be subject to a detailed assessment to be carried out first as to the precise location and extent of the growth area and the form that urban development of the area will take.</p> <p>Lack of incentive and guidance on how to enhance rural amenity and character, and how to reflect rural amenity values in subdivision, apart from setting minimum lot sizes and protecting more obvious features such as lakes, river margins, and steep land.</p> <p>Risk that potentially important areas such as ecological corridors, ephemeral watercourses, and prominent land features could be lost or fragmented through 'conventional' subdivision design.</p>	<p>will be managed to an appropriate level. The term 'cluster housing' is broad, and open to interpretation. Specifically providing for a broadly defined type of development does not necessarily result in the best overall environmental outcomes. Similarly specific provision for average lot sizes itself does not lead to better overall environmental outcomes, and often leads to a 'numbers game' whereby smaller lot sizes are allowed, but may be sited in prominent locations for maximum views, resulting in greater impact on the overall rural character.</p> <p>Enabling urban development in the rural environment will place the same levels of strain on the rural infrastructure as has occurred under the previous provisions, and does not enable certainty for communities as to where appropriate levels of urban development may occur.</p>
<p>Benefits associated with option</p>	<p>The policy will enable the implementation of design guidelines and subdivision that achieves net environmental gain such as protection of continuous open space, areas of landscape, ecological or recreation value, and covenants on buildings. Evidence of the design process would be shown through site analysis and this will assist in helping decision makers determine whether the development will achieve the best possible environmental outcome and determine whether alternatives have been assessed. This is considered to have significant environmental benefit over standard subdivision design, to which the latter has little incentive to achieve better environmental outcomes. This could potentially result in, for example, better public access and recreation linkages across different land tenure, maintenance</p>	<p>Protecting the rural landscape and amenity values by having policy that guides the density of habitation in the Rural Environment.</p> <p>Maintaining an adequate level of rural infrastructure.</p> <p>Ensuring a workable rural land area that avoids the potential for reverse sensitivity issues.</p> <p>Provides for a pattern of development that avoids the potential for cumulative effect of urban development on rural amenity.</p> <p>This alternative clearly treats the rural environment as a strategic zone for productive land use activities, in the same way as the Residential, Commercial and Industrial Environments are strategic zones for their associated activities.</p>	<p>The benefit associated with this alternative is that subdivision design other than standard minimum allotment development is encouraged, with the ability to maintain open space character and in some instances can enable working farms to continue productively.</p>

	<p>and enhancement of ephemeral and running water courses and ecological corridors, buildings that are sited so that they are integrated with the landform and do not dominate sensitive areas, and overall design of subdivision that is better suited to the topography and natural features. There are also significant benefits to developers, in that such subdivision can have more attractive attributes to prospective purchasers, and areas of productive agricultural land can continue to be farmed if managed appropriately.</p>		
<p>Efficiency of option (benefits minus costs)</p>	<p>High degree of efficiency because the policy gives further guidance on not only protecting rural amenity and character, but also enhancing it as outlined by objective 3b.2.1. Also managing rural subdivision to reflect rural amenity values as outlined by objective 3b.2.2.</p>	<p>High degree of efficiency with this alternative, for providing clear guidance on how to protect rural amenity and character as outlined by objective 3b.2.1 and reflecting rural land use and appropriate levels of infrastructure as outlined by objective 3b.2.2.</p>	<p>Low degree of efficiency. Provision for this type of development as a controlled activity will not provide enough guidance on how to achieve objectives 3b.2.1 and 3b.2.2.</p>

Policies 3b.2.3 (i)

	Proposed Provision	Alternative 1	Alternative 2
Description of provision/ alternative	3b.2.3 (i) Avoid the creation of allotments below 10 Ha in TD2050 Urban Growth Areas identified in 3e.6 thereby preventing land fragmentation which will adversely affect the ability of the District to provide for future urban growth needs.	Rely on existing policy.	Zoning areas for rural/residential lifestyle lots.
Effectiveness of option in achieving objectives	Recognises the identified rural areas of the District to provide for the urban growth requirements of the District. Fragmentation of identified urban growth areas by incremental subdivision prior to comprehensive planning having been carried out through the TD2050 Structure Plan Process occurring has the potential to reduce the effectiveness and availability of the rural land resource in providing for the growth requirements of the District. It is important that these identified growth areas are protected for the valuable future resource they represent. Planning for urban growth throughout the District is an important RMA Part 2 function, in providing for people and their communities social, economic and cultural wellbeing.	The existing policy framework does not provide clear direction as to providing for future urban growth requirements. This objective seeks a proactive approach is taken by the District to growth. Whilst urban development within the rural area is not discounted by the existing policy framework, existing policies do not effectively guide the manner in which the rural resource, in particular the availability of land, is provided for, for future growth. Effective planning for growth will enable a pattern of urban development so as to avoid an inefficient use of the District resource that may result from piecemeal, ad-hoc development and subdivision. Effectively providing for a pattern of growth also provides for a pattern of rural residential subdivision opportunities in proximity to the growth areas. This further avoids the potential for rural residential subdivision to have a cumulative adverse effect on the efficient use of rural resources.	Providing for a rural residential zoning of land in proximity to the growth areas prior to the precise location and extent of these areas being determined, would not be effective in achieving this objective. The certainty that would be provided to the community in terms of making specific provision for the location of rural residential subdivision would be countered by inefficiencies in allocating the District’s resources resulting from pre-determination of the extent of the growth areas. Determination of suitable rural residential zoning clearly distant from the growth areas would avoid potential inefficiencies to occur. However the determining factors for the location of this zoning provide for efficiencies from being in close proximity to the growth areas, to avoid the cumulative adverse effect of urban development on the Rural Environment.
Costs associated with option	Requires the determination of the precise location and extent of the growth areas prior to assessing the potential for subdivision to occur in identified growth areas.	Costs associated with the acquisition of land to enable growth where fragmentation has occurred in as a result of limited direction to decision makers and the community as to the suitability of the location for small scale rural and rural residential subdivision.	Detailed assessments would need to be carried out prior to plan changes for rezoning. The assessments would need to determine the location of zone boundaries by way of a process that would need to consider the existing pattern of subdivision and development, evaluation of the landscape characteristics, ability to provide and maintain infrastructure, geotechnical

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Alternative 1	Alternative 2
			suitability and potential future rural land practices. Such zoning would need to ensure the efficient use of the District's resources to enable the pattern of future urban growth to occur that is not disadvantaged.
Benefits associated with option	Provides for the protection of the land resource within areas identified for future growth to provide for the growth requirements of the District's population.	No clear benefits are identified in retaining a policy framework that does not give direction to the community as to the potential cumulative effects arising from fragmentation of rural land.	Whilst greater direction is provided for the management and allocation of the rural land resources, the process required to be undertaken to complete the necessary assessments and decision making would not provide effective guidance in the allocation of the rural resources in the interim.
Efficiency of option (benefits minus costs)	High degree of efficiency in providing for sufficient land to be available to meet the growth requirements of the District's population.	Low degree of efficiency is provided by the existing policy framework in managing the subdivision of rural land and providing for the future growth requirements of the District.	Low degree of efficiency is provided by this alternative given that it would pre-empt and likely conflict with the determination of the suitable areas for the location of urban growth areas.

Policies 3b.2.4 (i-v)

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>3b.2.4 (i) Control activities which may potentially restrict or compromise the operation of existing activities of the Rural Environment including the creation of new rural allotments that may lead to residential/rural activity conflict.</p> <p>3b.2.4 (ii) Require potentially sensitive activities to provide mitigation methods to protect them from the effects of existing activities within the Rural Environment, in order to avoid the potential effects of reverse sensitivity.</p> <p>3b.2.4 (iii) Avoid subdivision and development of rural land that will put pressure on rural infrastructure and may require an increase in the level of service now or in the future.</p> <p>3b.2.4 (iv) Avoid creating a pattern of fragmented titles that reduces the potential for rural land use diversity.</p> <p>3b.2.4 (v) To recognise the important role of resource use and development in the Rural Environment, by providing for the continued operation and associated development of existing electricity generation facilities and network utilities by allowing their use, maintenance and minor</p>	<p>No policy in relation to rural reverse sensitivity issues which means there would be no objective and there would be no specific rules.</p>	<p>Keep the objective but the associated policy would be very general and not have the level of direction provided by those policies set out in the proposed provision.</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	upgrading where all significant adverse effects are avoided, remedied or mitigated.		
Effectiveness of option in achieving objectives	<p>The rural area contains many different established land use activities, including traditional farming and forestry activity, and other commercial and industrial activities. This group of policies recognise that the Rural Environment is a place of work, and that for most of the established activities to utilise available resources, they require a rural location. These activities will change to some degree over time to reflect changing markets and production techniques. The policies recognise the dynamics of the rural resource use and the resulting performance standards allow for a level of environmental change.</p> <p>The Rural Environment rules and performance standards allow for a reasonable level of expected effects associated with rural activity. For example, general activity can produce louder noise in the Rural Environment than is allowed in the Residential Environment. This means that some sensitive activities such a residential occupation may not be as compatible in the Rural Environment compared with the Residential Environment which sets performance standards specifically to support residential occupation.</p> <p>When an activity requires or expects a different level of amenity to that which exists in the environment, it may impact on the ability of existing activities in the environment to operate</p>	Does not provide sufficient guidance in terms of environmental management and sustainable development in the Rural Environment and therefore does not reflect Part 2 matters set out in the RMA.	Because the rural area accommodates a wide range of commercial and industrial activity that require a rural location in order to utilise the resource, a generalised policy and approach to managing the issue of reverse sensitivity would not be effective and will not provide sufficient guidance to implement the stated objective.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>and result in conflicts with those established activities. For example, if a residential unit establishes within the Rural Environment, the actual level of effects within the Environment may be higher than expected. This can adversely affect the residential unit, and potentially place undue restrictions on other adjacent activities not requiring such a level of amenity.</p> <p>The policies are reflected in a number of rules and performance standards. The minimum allotment and nominal allotment sizes are being introduced partly to minimise the potential for creating reverse sensitivity issues. The Rural Effects Area Radius provision endeavours to remove conflict between residential units and 'rural' activities within the Rural Environment. While it is not targeted at specific effects, it determines a safe distance at which conflict or 'reverse sensitivity' will be minimal. By requiring a proposed residential building be located within the site property with a sufficient distance away from property boundaries, the potential for conflict between the residential building and surrounding rural activities is minimised.</p>		
Costs associated with option	Costs associated with sensitive receiving activity such as residential occupation of land mitigating against reverse sensitivity issues and costs associated with implementing the resulting minimum allotment area rules and other performance standards as discussed in the relevant tables.	Significant costs to businesses established throughout the rural area if changes to land use and land title patterns do not take into account reverse sensitivity issues associated with more intensive residential occupation of rural land. Costs to the community of mitigating the effects of other activities after new activity has established and reverse sensitivity issues created.	This alternative will still result in costs to businesses utilising the rural resource and to the community in mitigating the effects of reverse sensitivity issues.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Benefits associated with option	Reducing the potential for reverse sensitivity issues to arise, and protecting established resource use activity in the Rural Environment has high environmental, economic and community benefit.	No benefits.	Some benefit in a general policy but unlikely that sufficient methods could be created to adequately to deal with the issue.
Efficiency of option (benefits minus costs)	High degree of efficiency option because this group of policies comprehensively addresses the issues of reverse sensitivity in the rural area. The objective seeks the efficient and effective functioning of the Rural Environment. This can only be achieved if recognition is given to the diverse range of activity accommodated throughout the rural area, and the importance of their rural location to utilise available resources.	Low degree of efficiency option because the costs of mitigating reverse sensitivity issues after the problem has arisen is far greater than avoiding the problem at the out set.	Low degree of efficiency because it provides minimal direction in dealing with reverse sensitivity issues.

Policy 3b.2.5 i

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Manage the potential for adverse effects of activities in the Rural Environment at the interface of this and other more sensitive Environments.	No specific policy dealing with rural effects of activities on land adjoining other environments.	Provide a buffer between the Rural Environment and other environments. This could be in the form of a rural/Residential Environment or separate rural provisions for land in proximity to another environment.
Effectiveness of option in achieving objectives	<p>This policy is implemented through several Rural Environment Performance Standards that require measurement at the boundary of a property, and where that boundary adjoins another boundary, the more stringent requirement shall apply.</p> <p>The Rural Environment is a working environment providing home to many different established land use activities, some of which operate 24hrs per day. Activities within the Rural Environment can create a level of effects which are unacceptable in other environments of the District. These effects can include noise, dust, odour, use of chemicals, spray irrigation, movement of stock etc.</p> <p>Therefore it is important to manage the interface between environments, and control the effects of activity in these locations to minimise the potential for conflict with more sensitive receiving activities on land in adjoining environments. This can be achieved through the policy and the performance standards recognising the more sensitive environment, with minimal disruption to the Rural Environment and existing activities because the provision potentially affects only a small portion</p>	Ineffective option because it does not address issues of cross boundary effects and does not reflect principles of the RMA and other legislation requiring the containment of environmental effects.	<p>This is a complex and potentially onerous alternative to dealing with the issue of managing cross boundary effects. Considering that many properties that adjoin other environments do not cause problems because their existing land use is not of such intensive nature, it is not necessary to go beyond some general Rural Performance Standards as proposed.</p> <p>Creating a buffer environment will potentially lead to rural/residential living around the edge of all the residential areas. This will be a serious impediment to achieving full urban development in the future for those areas identified for urban growth areas, and conflict with other Rural Environment objectives and policies protecting rural amenity values and ensuring a clear urban/rural boundary outside identified growth areas.</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	of rural properties, most of which are not causing a problem at present.		
Costs associated with option	Minimal cost to some land owners who may need to adjust farming practice for a portion of a property to contain environmental effects. Other activities located in the Rural Environment but close to an urban area will need to monitor off site effects.	Cost to wider community in dealing with solutions to mitigate the receiving of adverse effects, and costs involved when effects of activity on neighbouring properties require mitigation through RMA enforcement procedures and possible court action.	Cost to rural landowners in complying with potentially onerous or complex rules. Cost to the community if identified urban growth areas are compromised or unplanned expansion to utility services are required to service new urban land use.
Benefits associated with option	Minimise the impacts on different activities on adjoining properties in another environment.	Minimal benefit in relying on individual environmental performance standards without dealing with the issue of cross boundary effects.	Would provide protection for existing urban areas from the effects of activity in the Rural Environment.
Efficiency of option (benefits minus costs)	High degree of efficiency because legislation already requires properties to contain the effects of their operation, and this policy and associated rules proactively avoids problems from occurring in the first instance.	Low degree of efficiency because it does not address the issue of containing effects of activity and managing cross boundary issues.	Low degree of efficiency because this option will promote urban living in locations outside those identified for future urban growth. This will lead to inefficient provision of utility services, compromising the ability of the land to provide for full urban land use in identified growth areas, and conflict with other rural objectives and policies protecting the rural amenity values.

Rule 4e.1.3

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Provided that the activity has not been identified as a discretionary activity by another rule in the plan, any subdivision of land in the Rural Environment where the resulting allotments are 10 hectares or larger, is a controlled activity.	Leave all subdivision of rural land a Controlled Activity subject to compliance with any land use performance standards.	Set a larger or smaller minimum lot area for Controlled Activity status, example of smaller lot area may be 4 hectares, a larger lot area could be 20 hectares.
Effectiveness of option in achieving objectives	<p>There is certainty regarding the level of subdivision and development that can take place in the rural area. This proposed Controlled Activity lot size also creates a sufficient property land area in which to locate buildings and carry out activity consistent with that predominantly found in the rural area to avoid reverse sensitivity issues. In short, properties of 10 hectares or more require an interaction with the environment that can be described as rural activity.</p> <p>The minimum Controlled Activity land area is also sufficient to meet the objectives of preventing urban encroachment into the Rural Environment except in planned locations, and preventing loss of rural amenity.</p>	<p>Difficult to manage because the use of land varies from owner to owner and their changing development aspirations.</p> <p>Does not allow adequate assessment of subdivision proposals in relation to specific site and location issues which may vary throughout the District.</p> <p>Does not identify which subdivision proposals are more or less appropriate under the objectives and policies.</p> <p>Would require a complex regime of incentives and design guidelines to achieve development consistent with the existing Rural Environment and objectives and policies for this environment. Such incentives and guidelines would be difficult, time consuming and costly to administer, and understanding environmental outcomes would be difficult at the outset.</p>	<p>Assessment of a Controlled Activity does not allow change to the application in respect to lot size and layout and setting smaller lot area will lead to further rural locations dominated by predominantly rural living environments. Areas of 4 hectare lots is a form of residential and creates a concentration of settlement that creates conflict with established and new rural land uses and threatens the rural amenity objectives.</p> <p>Requiring larger lot sizes in the Rural Environment is not justified in order to achieve the objectives. The productive nature of the Rural Environment does not justify increasing the minimum size of land holdings, and for most of the Rural Environment, rural amenity will be maintained by managing subdivision as proposed in the variation. For those areas with higher amenity attributes, the provisions in the plan relating natural values, landscape values and cultural values will ensure an additional level of protection.</p>
Costs associated	Cost to landowners who may wish to subdivide to create smaller lots associated with processing	Cost to the community associated with providing improved infrastructural services to meet the needs	Setting smaller minimum lot areas will create more lifestyle lots potentially used for

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
with option	resource consents.	of unplanned residential occupation in the rural area. Cost to the community and the environment resulting from loss of rural amenity values. Cost to existing activities established in the rural area to satisfy reverse sensitivity issues.	residential occupation which will still put pressure on infrastructural services, rural amenity and create potential reverse sensitivity issues. Potentially excessive economic costs to landowners if minimum lot sizes are increased for little or no additional environmental benefits.
Benefits associated with option	Protecting the rural landscape and amenity values by setting a maximum density of habitation in the Rural Environment. Maintaining an adequate level of rural infrastructure. Ensuring a workable rural land area that avoids the potential for reverse sensitivity issues.	Landowners wishing to subdivide have minimal process and economic restraints imposed on the subdivision process.	Some economic benefits to landowners if minimum Controlled Activity lot sizes are reduced. Possible further benefits to some parts of the Rural Environment if minimum Controlled Activity lot sizes are increased.
Efficiency of option (benefits minus costs)	High degree of efficiency in achieving the objectives and policies and environmental outcomes for protecting rural amenity values, maintaining a rural level of infrastructure and reducing the potential for reverse sensitivity issues, while allowing for a reasonable level of land ownership change and future development of land.	Low degree of efficiency because insufficient direction is provided as to where and how land should be subdivided in the rural area and this level of management will not achieve the objectives and policies for the Rural Environment.	Moderate degree of efficiency because alternative will still provide a minimum lot standard to guide subdivision, however, setting a smaller lot area as a Controlled Activity will not achieve the objectives and policies for the Rural Environment and setting a larger lot area will be too restrictive on individual property rights.

Rule 4e.1.4

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Any subdivision of land for the sole purpose of providing for infrastructure, or access to lots is a controlled activity.	No provision - assess as discretionary or non-complying activity as applicable.	Combine with another controlled activity rule such as 4e.1.3.
Effectiveness of option in achieving objectives	There are a number of activities associated with utility services, roads etc in the Rural Environment that require the creation of smaller lot sizes. Many of these activities are either existing, have permitted activity status, or are deemed to be appropriate, given they have been through a land use consent process. The resulting subdivision of land for that activity will little effect on the surrounding environment, and the rules need to reflect this. Rule 4e.1.4 specifically provides for such activities as a controlled activity. This rule considered necessary to achieve objective 3b.2.2 in terms of managing the subdivision of rural land to reflect appropriate levels of infrastructure.	This alternative is not considered effective in achieving objective 3b.2.2, because without this rule such subdivision of land would be unduly restricted by discretionary or non-complying status. The lack of this rule would not reflect appropriate levels of infrastructure as outlined by objective 3b.2.2. The result would be inefficient use of Council and applicant's time in assessing the effects of a subdivision that ultimately reflects appropriate levels of infrastructure, and therefore has little or no environmental effect.	Whilst this alternative would deal with controlled activities together, there is little benefit in doing so, as rules are clearer and more effective when they deal with one specific issue at a time. Whilst this alternative would reduce the number of rules associated with subdivision, it is considered more effective to achieve the objectives by having clear and succinct rules.
Costs associated with option	The provision is anticipated to have little or no environmental cost. As mentioned above, the activity itself will either already exist, will be permitted, is seen as necessary, or will have been through a land use consent procedure, therefore the resulting subdivision of the land in this case will have no effect on the environment.	This alternative would have mainly monetary costs to both applicants and Council, because it would result in unnecessary assessment of subdivision applications associated with these activities, where they exist, have permitted activity status, or have been approved through a land use consent process.	The alternative has potential to reduce clarity in the purpose for having a rule relating to subdivision for the purpose of infrastructure and access lots.
Benefits associated with option	Rule 4e.1.4 as a controlled activity will have significant benefit in avoiding potentially costly and unnecessary rigour in obtaining subdivision consent for activities that are considered	This alternative would have little environmental benefit, because such subdivision would be unduly restricted. In this case the environmental outcome does not need to be determined through a rigorous	This alternative would reduce the number of rules associated with subdivision.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	appropriate or necessary for the efficient functioning of the Rural Environment.	resource consent process; the subdivision of land for the purposes of the policy is already known to have little or no environmental effect.	
Efficiency of option (benefits minus costs)	High degree of efficiency because the benefits of the rule outweigh any potential costs.	Low degree of efficiency because the lack of this rule will result in inefficient use of council and applicant's time assessing the effects of a subdivision that has little or no environmental consequence.	Moderate degree of efficiency , because whilst it is possible this alternative could work effectively, there is little to be gained from keeping the two rules separate.

Rule 4e.1.9

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Any subdivision of rural land as identified on Planning Map D3 where the resulting lots are 4 hectares or larger is a discretionary activity.	Treat subdivision of land overlying geothermal areas as per standard environmental rules.	Establish a special environment for land overlying geothermal areas that provides special provisions that are different from the remainder of the rural area and seeks to avoid subdivision in accordance with alternative policy.
Effectiveness of option in achieving objectives	<p>The rule recognises that geothermal areas have been identified in the Regional Plan as development systems which provide for the utilisation of the geothermal resource for electricity generation. Electricity generation facilities and associated infrastructure must be located in proximity to the resource. These facilities are industrial by nature and have associated industrial effects. The geothermal extraction activity also has characteristics such as exploratory well drilling and testing of the resource which is wide spread across the resource area.</p> <p>Other activities that are sensitive to the receiving of effects resulting from geothermal exploration and electricity generation should be managed. Of particular concern is the creation of new allotments with the expectation of building residential dwellings in proximity to existing or proposed infrastructure.</p> <p>At present most of the existing infrastructure associated with geothermal electricity generation is relatively remote, but recent exploration on the Wairakei/Tauhara geothermal system, and recent applications for land subdivision in proximity to wells and future power stations, has</p>	This alternative does not recognise the increased reverse sensitivity issues surrounding utilisation of the geothermal resource nor is it consistent with development system status and Regional Plan objectives.	Not necessary and would be an excessive response to the issue. Most of the land affected by this rule is still rural by nature, it just happens to overly the geothermal resource. Conflict is only occurring between the industrial type activity associated with geothermal extraction and electricity generation, and more sensitive receiving activity such as residential.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>highlighted reverse sensitivity issues particular to this location.</p> <p>This rule reflects the Regional Plan and recent decisions on the Regional Policy statement. Subdividing land into smaller allotments increases the potential for reverse sensitivity issues in relation to building new houses in proximity to existing and future geothermal facilities and associated infrastructure. The subdivision rule seeks to minimise future land use conflict by providing a mechanism to assess subdivision of land affected by geothermal extraction in this location.</p>		
Costs associated with option	<p>Some economic cost to landowners who may wish to subdivide to create smaller lots and costs associated with processing resource consents.</p>	<p>Significant costs can arise in the long term for land owners and energy producers if reverse sensitivity issues increase beyond those already associated with existing activity. This alternative does not provide the opportunity for assessing future reverse sensitivity issues until other standard rural provisions require a resource consent, and these general rural provisions have been designed to allow consideration of wider rural issues, not the specific issues surrounding the geothermal area.</p>	<p>Additional costs to the community associated with administering the provisions of a new separate environment when most of the land is rural by nature and the issue of reverse sensitivity is an issue requiring a focussed level of management.</p>
Benefits associated with option	<p>Allows the consideration of the reverse sensitivity issues associated with creating smaller lots on land overlying the geothermal area at Wairakei/Tauhara. Subdivision of land on this small portion of the rural area will be a Discretionary Activity so provided potential conflict between existing and future land use is minimal, the activity may be approved.</p> <p>Creating new smaller allotments increases the potential for reverse sensitivity issues because depending on the size of allotments, the ability</p>	<p>Relying on the standard rural provisions has minimal benefits when managing the reverse sensitivity issues surrounding utilisation of the geothermal resource.</p>	<p>Some benefit because the issue of reverse sensitivity can be adequately addressed, but goes beyond the scope of the issue.</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	to site future buildings away from other activities is reduced as allotment land areas become smaller.		
Efficiency of option (benefits minus costs)	High degree of efficiency because the provision allows the assessment of reverse sensitivity at the time of subdivision, and as a Discretionary Activity, does not mean all subdivision will be declined, just the creation of new allotments for the purposes of new activity that cannot mitigate reverse sensitivity issues. This rule will therefore have minimal impact on existing properties and does not affect existing land use.	Low degree of efficiency because the subdivision of land and future intensification of development can occur without an assessment of reverse sensitivity issues until a general provision applies, at which point geothermal reverse sensitivity issues may have already arisen.	Moderate degree of efficiency in dealing with the reverse sensitivity issue but is less efficient overall given the increase in complexity of administration.

Rule 4e.1.10

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Any subdivision which is not identified as a Controlled, Restricted Discretionary, or Non-complying Activity, is a Discretionary Activity.	Leave all subdivision of rural land a Controlled Activity subject to compliance with any land use performance standards.	Set a smaller or larger lot area range for Discretionary Activity status.
Effectiveness of option in achieving objectives	<p>This rule already exists in the District Plan and applies to all environments. However, for the purposes of this Variation, the result of rule 4e.1.3 for Controlled Activity, and rule 4e.1.11 for Non-complying Activity, is that any subdivision of land in the Rural Environment resulting in allotments of between 4ha and 10ha in area is a Discretionary Activity under the above rule.</p> <p>The rule provides a land area range through which a Discretionary Activity assessment can be made at the time of any resource consent application. An application for a Discretionary Activity can be granted or declined and allows the opportunity for the consent authority to consider conditions necessary to mitigate any adverse effects on the environment.</p>	<p>Difficult to manage because the use of land varies from owner to owner and their changing development aspirations.</p> <p>Does not allow adequate assessment of subdivision proposals in relation to specific site and location issues which may vary throughout the District.</p> <p>Does not identify which subdivision proposals are more or less appropriate under the objectives and policies.</p> <p>Would require a complex regime of incentives and design guidelines to achieve development consistent with the existing Rural Environment and objectives and policies for this environment. Such incentives and guidelines would be difficult, time consuming and costly to administer, and understanding environmental outcomes would be difficult at the outset.</p>	<p>Requiring a smaller or larger lot area range in the Rural Environment is not justified in order to achieve the objectives. The productive nature of the Rural Environment does not justify increasing the minimum size of land holdings, and for most of the Rural Environment, rural amenity will be maintained by managing subdivision as proposed in the variation. For those areas with higher amenity attributes, the provisions in the plan relating natural values, landscape values and cultural values will ensure an additional level of protection.</p>
Costs associated with option	Economic cost to landowners who may wish to subdivide land within the Discretionary range and costs associated with processing resource consents.	<p>Cost to the community associated with providing improved infrastructural services to meet the needs of unplanned residential occupation in the rural area.</p> <p>Cost to the community and the environment resulting from potential loss of rural amenity values.</p> <p>Cost to existing activities established in the rural area to satisfy reverse sensitivity issues.</p>	<p>Setting smaller minimum lot area for Discretionary Activity will create more lifestyle lots potentially used for residential occupation which will put pressure on infrastructural services, rural amenity and create potential reverse sensitivity issues without the same opportunity for a Discretionary assessment of the proposal.</p> <p>Potentially excessive economic costs to landowners if minimum lot sizes are</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
			increased for little or no additional environmental benefits.
Benefits associated with option	Protecting the rural landscape and amenity values by setting a Discretionary range for density of habitation in the Rural Environment. Maintaining an adequate level of rural infrastructure. Ensuring a workable rural land area that avoids the potential for reverse sensitivity issues.	Landowners wishing to subdivide have minimal process and economic restraints imposed on the subdivision process.	Some economic benefits to landowners if minimum Discretionary Activity lot sizes are reduced. Possible further benefits to some parts of the Rural Environment if minimum Discretionary Activity lot sizes are increased.
Efficiency of option (benefits minus costs)	High degree of efficiency in achieving the objectives and policies and environmental outcomes for protecting rural amenity values, maintaining a rural level of infrastructure and reducing the potential for reverse sensitivity issues, while allowing for a reasonable range of Discretionary allotment sizes for ownership change and future development of land.	Low degree of efficiency because insufficient direction is provided as to where and how land should be subdivided in the rural area and this level of management will not achieved the objectives and policies for the Rural Environment.	Moderate degree of efficiency because this alternative will still provide a minimum lot standard to guide Discretionary subdivision, however, setting a smaller or larger Discretionary Activity range for land area will not achieve the objectives and policies for the Rural Environment in the case of smaller lot areas, and will be too restrictive on individual property rights if the minimum Discretionary lot area is increased.

Rule 4e.1.11

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Any subdivision of land in the Rural Environment where the resulting allotments are smaller than 4 hectares, unless provided for in rule 4e.1.4, is a non-complying activity.	Any subdivision of land in the Rural Environment where the resulting allotments are smaller than 4 hectares, is a Discretionary Activity.	Increase the minimum land area of a Non-complying allotment.
Effectiveness of option in achieving objectives	<p>The Non-complying Activity status for allotments under 4ha sets a minimum lot area for the Rural Environment. The other land areas provided for by the Controlled and Discretionary Activity status allow the consideration of an activity within a range of assessment criteria, and in many cases will be granted because the specific assessment surrounding the proposal has demonstrated that the proposal in this case is considered consistent with the objectives and policies for the Rural Environment.</p> <p>Allotments with a land area of less than 4ha represent a form of urban development. The land area becomes insufficient for carrying out rural activity, the location of new residential buildings in relation to boundaries and neighbouring established rural activity becomes compromised, and problems with managing this land area for residential purposes leads to further subdivision applications in the future.</p> <p>Setting a minimum lot area of 4ha will ensure that rural properties are of sufficient minimum size to meet the rural objectives and policies of preventing urban encroachment into the Rural Environment except in planned locations, and preventing loss of rural amenity.</p> <p>This provision provides certainty for the</p>	<p>This alternative provides no guidance to the territorial authority or the community on what is an acceptable minimum lot area for the Rural Environment. A Discretionary Activity by its interpretation is not expected to conflict with the objectives and policy to the extent that particular environmental issues cannot be mitigated. It would be too difficult on a case by case basis to identify which particular subdivision proposals creates more or less environmental problems than others, because they would all have the same activity status. The District Plan would therefore provide no environmental bottom line guidance on subdivision in the Rural Environment or the cumulative effects associated with individual subdivision proposals.</p>	<p>Requiring a larger minimum lot size in the Rural Environment is not justified in order to achieve the rural objectives and policies. Historic planning provisions have provided for minimum land areas of 4ha and there are areas of the rural area already subdivided to this pattern. Environmental issues surrounding potential urban pressure on the rural area can occur if allotment sizes are allowed smaller than 4ha, but it is unlikely that the same problems will occur on a regular basis with larger allotments. Subdivision will still be assessed against the objectives and policies for the Rural Environment through the Discretionary Activity status for allotment sizes between 4ha and 10ha.</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	community regarding the level of subdivision and development that can take place in the Rural Environment.		
Costs associated with option	Economic cost to landowners who may wish to subdivide land below the minimum 4ha land area, and costs associated with processing resource consents.	Cost to the community associated with providing improved infrastructural services to meet the needs of unplanned residential occupation in the rural area. Cost to the community and the environment resulting from potential loss of rural amenity values. Cost to existing activities established in the rural area to satisfy reverse sensitivity issues.	Potentially excessive economic costs to landowners if minimum lot sizes are increased for small additional environmental benefit.
Benefits associated with option	Protecting the rural landscape and amenity values by setting allotment size for density of habitation in the Rural Environment. The minimum lot size will protect the existing level of rural infrastructure, and ensure a workable rural land area avoiding the potential for reverse sensitivity issues.	Landowners wishing to subdivide have minimal process and economic restraints imposed on the subdivision process.	Possible further amenity and landscape protection for some parts of the Rural Environment if the minimum Non-complying Activity lot size is increased.
Efficiency of option (benefits minus costs)	High degree of efficiency in achieving the objectives and policies and environmental outcomes for protecting rural amenity values, maintaining a rural level of infrastructure and reducing the potential for reverse sensitivity issues, because the rule sets a minimum lot size that can reasonably function in the Rural Environment.	Low degree of efficiency because insufficient direction is provided as to where and how land should be subdivided in the rural area and this level of management will not achieve the objectives and policies for the Rural Environment.	Low degree of efficiency because this alternative will be too restrictive on individual property rights without sufficient benefits to achieving the objectives and policies to avoid urbanisation of the Rural Environment.

Rule 4b.3.13

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>The second and subsequent dwellinghouse / accommodation unit on an allotment shall be sited within its own 10 hectare “nominal allotment”. Dwellinghouses / accommodation units within the nominal allotment shall comply with the Minimum Building Setback and Rural Effects Area Radius Performance Standards of the Plan as if the nominal boundaries are legal boundaries.</p> <p>EXEMPTION: Papakainga Housing.</p>	<p>Dwellings and accommodation units need to comply only with the other Rural Environment Performance Standards.</p>	<p>New land use provision allowing only one dwelling or accommodation unit per allotment.</p>
Effectiveness of option in achieving objectives	<p>This nominal allotment provision is designed to manage the density of residential occupation in the rural area. The objectives and policies seek to protect the amenity and character of the Rural Environment by managing the scale and density of development to maintain and enhance the open space and dispersed building character and prevent urban encroachment of residential development. The subdivision rules achieve this through setting minimum lot areas, and this provision supports these densities of residential occupation.</p> <p>The Papakainga housing provisions recognise the intent of Part 2 of the RMA and provide for housing exclusively for members of the same whanau, hapu or iwi on Maori land. Maori land is owned by whanau, hapu or iwi, not individuals and cannot be subdivided or sold out of the whanau, hapu or iwi ownership. A significant portion of land within the Taupo District is Maori</p>	<p>This alternative would mean that new residential buildings could be erected on rural land provided they meet the provisions relating to site coverage, boundary setbacks, and rural effects area radius. These provisions manage the location of buildings, but not the density of habitable buildings.</p> <p>The objectives and policies seek to protect the amenity and character of the Rural Environment by managing the scale and density of development to maintain and enhance the open space and dispersed building character and prevent urban encroachment of residential development. This alternative would therefore be ineffective in managing the density of residential occupation if dwellings are built in advance of the subdivision process.</p>	<p>This alternative would be overly restrictive because it does not reflect the size of existing allotments and there ability based on land area to accommodate further residential development without compromising the objectives and policies of the Rural Environment.</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>owned, and the Transitional Plan has historically provided for this form of housing.</p> <p>The exemption for Papakainga housing from the nominal lot provision is consistent with Council's duty to recognise and provide for the relationship of Maori with their ancestral lands under Section 6(e) of the RMA and obligations to have regard to Kaitiakitanga and the principles of the Treaty of Waitangi under Sections 7(a) and 8 of the RMA. The provision recognises the communal nature of Papakainga housing, and the inability of owners to sell their dwellings.</p>		
Costs associated with option	Economic cost to landowners who may wish to build a second or subsequent dwelling or accommodation unit on a lesser land area and costs associated with processing resource consents.	<p>Cost to the community associated with providing improved infrastructural services to meet the needs of unplanned residential occupation in the rural area.</p> <p>Cost to the community and the environment resulting from loss of rural amenity values.</p> <p>Cost to existing activities established in the rural area to satisfy reverse sensitivity issues.</p>	Potentially excessive economic and social costs to landowners and the community if only one dwelling per rural allotment allowed without taking into account the size of the allotment and the minimum lot sizes are increased for little or no additional environmental benefits.
Benefits associated with option	<p>Protecting the rural landscape and amenity values by setting a nominal allotment size based on subdivision standards for density of habitation in the Rural Environment.</p> <p>The protection of the existing level of rural infrastructure, and recognition of existing rural activity to avoid the potential for reverse sensitivity issues.</p>	Landowners wishing to build additional dwellings or accommodation units have minimal process and economic restraints imposed the building process.	Some additional benefits to certain parts of the Rural Environment in respect to maintaining amenity and reducing reverse sensitivity issues if this restriction is placed on residential development.
Efficiency of option (benefits minus costs)	High degree of efficiency in achieving the objectives and policies and environmental outcomes for protecting rural amenity values, maintaining a rural level of infrastructure and reducing the potential for reverse sensitivity	Low degree of efficiency because insufficient direction is provided as to where and how land should be further developed with residential buildings in the rural area and this level of management will not achieved the objectives and	Moderate degree of efficiency because alternative will still provide a minimum lot standard to guide subdivision, however, setting a smaller lot area as a Controlled Activity will not achieve the objectives and

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>issues, because the rule sets a minimum nominal allotment size that ensures a residential dwelling or accommodation unit can reasonably be accommodated and function as such in the Rural Environment. The objectives and policies for the Rural Environment are not about preventing further buildings, but ensuring protection of amenity values and avoiding urban settlement by maintaining a dispersed building pattern.</p>	<p>policies for the Rural Environment.</p>	<p>policies for the Rural Environment and setting a larger lot area will be too restrictive on individual property rights.</p>

3. Variation 20: Future Residential Environment

3.1 Introduction

The TD2050 and the Taupo Urban Structure Plan identified areas that are suitable for immediate rezoning to urban use. Variation 20 takes those suitable areas and rezones them from Rural Environment to Residential or Industrial Environment of an appropriate density. Only those areas which have obtained resource consent for urban development or have been appropriately assessed and 'zoned' under previous planning documents are able to be identified through this process. Other areas require a higher degree of assessment in respect to landscape, geo-technical, ecological and wider amenity issues, and are identified as areas which will need to go through a more robust structure planning exercise identified in Variation 21.

Some of the areas identified for immediate rezoning for urban use, do not currently have the full complement of services and an assessment of the potential impacts on infrastructure will be necessary for those areas through the resource consent process. Unserviced areas are identified on the planning maps and are subject to a new objective and policy and a proposed new rule.

3.2 Summary of the Changes to the District Plan

Section 3a.2 New Residential Objectives and Policies

This proposed variation seeks to add a new objective and policy to the Residential Environment section to ensure that the capacity of the existing infrastructure and services is taken into consideration when developing identified 'green field' areas.

Section 4e.1 New District Wide Rules

It is proposed that the existing rule in the DP, in which activities resulting in extension of roading, new roading or infrastructure are identified as Discretionary, is amended to add "unserviced" areas of the Residential Environment. To appropriately focus the rule it has been amended to restrict the Council's discretion to infrastructure and servicing issues only.

Changes to the Planning Maps – New Residential Areas

TD2050 identifies a series of Stage 1 growth areas which have been assessed as being appropriate for immediate rezoning for residential or industrial development. To facilitate this Variation 20 proposes to amend the District Planning maps and extend the Residential or Industrial Environments accordingly.

The majority of these areas have previously been consented and in some instances developed. These areas have been assessed together due to the comprehensive level of assessment which each has already been through in the resource consent process.

The remaining areas proposed for immediate rezoning have been assessed individually to better assess the individual characteristics of both the sites themselves and the methods by which they are being bought into the Plan (i.e. low density etc).

3.3 Associated Documentation

The following documents were used as part of the development of Variation 20.

Taupo Urban Structure Plan 2004 (TUSP)

The TUSP 2004 is a broad based growth management strategy designed to identify the growth management issues in the Taupo Urban Area, and tackle them in accordance with the Long-Term Council Community Plan, Community Outcomes, and the environmental bottom lines set in the Taupo District Plan.

The primary focus of TUSP 2004 is to provide a high level 20 to 50 year sustainable urban growth management strategy which identifies sustainable urban growth management outcomes for the

Taupo urban area yet at the same time establishes an implementation framework to ensure that the key steps towards achieving these outcomes are taken.

TUSP contains key signals for the direction of urban expansion of Taupo town, however does not undertake an assessment to determine appropriate residential densities for blocks of land.

Taupo Urban Structure Plan 2001

The 2001 TUSP promoted a three pronged Urban Growth Management Strategy (Central – North, South, East and West of Taupo Town Centre) aimed at guaranteeing secure land supply, market choice, and sustainable urban growth for the Taupo urban area into the future.

The Structure Plan also recommended the release of geothermal encumbrances over land Council owned to the south-east, to increase the supply of land, and restore the balance of the land market.

Significantly the structure plan assessed growth options in terms of servicing and infrastructure costs for the provision of roading, water and wastewater. Essentially infill and those green field areas closest to Taupo town centre were considered more cost effective to service. It is important to note that this document did not evaluate the suitability of such locations in respect to amenity or landscape issues etc.

Resource Consents

Those resource consents and related documents listed below should be considered in respect to identifying the associated areas of land for Residential or Industrial Environment.

Ashwood Park

The McAlley Davidson Partnership - Crown Road, Taupo - Ref: TDC L15 1633, RM 030425

Botanic Heights Subdivision

Apartments RM0406 65

Taupo District Council - Arrowsmith Ave Taupo - Ref: TDC File P30 0391, RM 040466

Brentwood Residential Estate - Jarden Properties Ltd - Western End of Scott Drive and Southern End of Punawai Place Taupo - Ref: TDC File L15 1501, RM 020705

Brentwood

Brentwood Residential Estate - Jarden Properties Ltd - Stages 3 and 5 - Ref: TDC File L15 1132, L15 1221, RM 000515

Brentwood Residential Estate - Jarden Properties Ltd Stage 5 - Ref: TDC File L15 1221, RM 010670

Brentwood Residential Estate - Jarden Properties Ltd Stage 5C, Lochaber Drive and Acacia Bay Road - Ref: TDC File L15 1221, RM 030433

Brentwood Residential Estate - Stage 6, Corner Acacia Bay Rd and Jarden Mile - Ref: TDC File L15 1769

Brentwood Residential Estate - By Friday Ltd Stage 7, Scott Drive - Ref: TDC File L15 1831, RM 050084

Jarden Properties Ltd - 28 Jarden Mile - Ref: TDC File 0794 28, RM 060019

Jarden Properties Ltd - Stage 8 - Ref: TDC File L15 1614, RM 040008

Jarden Properties Ltd - Stage 9 - Ref: TDC File RM 050131

Highland Drive

John Anderson - 68 Highland Drive, Taupo - Ref: TDC File L15 1313, RM 000396

Scenic Ventures Ltd - 63 Highland Drive, Taupo - Ref: TDC File L15 1584

Highland Drive Ltd - 51 Highland Drive, Taupo - Ref: TDC L15 1538, RM 030261

Anderson Family Trust - 11 Highland Drive, Taupo - Ref: L15 1489, RM 020571

Loch Views

Acacia Developments Ltd - Mapara Road, Taupo - Ref: TDC File L15 1306, RM 000336

Acacia Developments Ltd - Mapara Road, Taupo - Ref: EC Decision A62/2002

Kuratau

Pukawa 4C4 - Te Rae Street, Kuratau - Ref: TDC File L15 0235

Pukawa 4C7 and D2 - The Trustees of Pukawa D2 Te Awha Place and Te Waaka Terrace, Kuratau - Ref: TDC File L15 1410, RM 010578

Pukawa D2 Stage 1A, Kuratau - Ref: Tauramanui County File 8/2/520

Pukawa D2, Kuratau. - Ref: Taumaranui County File 8/2/448, 8/2/471, 8/2/458

Pukawa D2 Stage 2, Kuratau - Ref: TDC File L15 0222, L15 0252, L15 0234, L15 0239

Taupo Race Circuit

421 Centennial Drive Taupo - Ref: TDC File P30 0437, RM 030539

Victoria Street Subdivision

Victoria Street Subdivision Taupo District Council - Victoria Street Taupo - Ref: TDC File P30 0392, RM 040342

3.4 Objectives

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act
<p>3a.2.2</p> <p>To ensure that development in the Residential Environment takes into account the capacity of the supporting infrastructure.</p>	<p>Managing the supporting infrastructure in the Residential Environment is important to provide for the efficient and effective use of the infrastructure resource.</p> <p>Infrastructure within the Residential Environment (being drinking water, waste water, roading and storm water), plays an important role in the functioning of that Environment.</p> <p>Users of residential land generally have an expectation that such land will be serviced by roading, water, wastewater, stormwater and utility infrastructure. Most land in the Residential Environment in the Taupo District is so serviced and such infrastructure is an important resource. Matching demand on infrastructure therefore becomes important, as is efficient and effective use of that water. Zoning additional land for residential use places more demand on the infrastructure.</p> <p>Residential development within those areas which are not fully serviced by the complete range of infrastructure can have adverse effects on:</p> <ol style="list-style-type: none"> 1. The effective functioning of that Residential Environment; and 2. The ability of the surrounding infrastructure to manage the increased loading. <p>Variation 20 proposes that when presenting unserviced areas to be immediately rezoned as Residential Environment. The Council expects that infrastructure will be expanded or extended in due course to service areas, or alternatively, existing infrastructure has/or will have sufficient capacity to service these areas. Having an objective that aims to ensure that development in the Residential Environment takes account of infrastructure capacity and a policy that unserviced residential areas should be effectively serviced without creating adverse effects on the supporting infrastructure is therefore considered appropriate.</p> <p>When coupled with a rule making subdivision within unserviced areas of the Residential Environment a Restricted Discretionary Activity, it is considered that the objective and Policy and rule is the most appropriate way to achieve the purpose of the Act.</p> <p>Requiring a resource consent application ensures that the objective and policy are implemented and ensures that the Residential Environment has sufficient infrastructure such as to avoid the adverse environmental effects which would arise without it and, avoiding effects on the efficiency and effective functioning of the infrastructure itself arising from being used to over capacity.</p> <p>It is considered that such an objective is consistent with and achieving the Purpose and Principles of the Resource Management Act in respect to sustainable management.</p> <p>Section 5 of the RMA identifies the purpose of the Act as:</p> <p>(1) <i>The purpose of this Act is to promote the sustainable management of natural and physical resources.</i></p> <p>(2) <i>In this Act, sustainable management means managing the</i></p>

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act
	<p><i>use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—</i></p> <p><i>(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; ...</i></p> <p>As infrastructure is considered under the definition of “Natural and Physical Resources” such an objective can be considered in keeping with the actual purpose of the Act.</p> <p>In section 7 of the RMA when assessing other matters to achieve the purpose of the Act, the District Plan must also have regard to...</p> <p><i>(b) The efficient use and development of natural and physical resources:</i></p> <p><i>(f) Maintenance and enhancement of the quality of the environment:</i></p> <p><i>(g) Any finite characteristics of natural and physical resources:</i></p> <p>The objective establishes a framework for management which is considered to be consistent with part 2 of the Act. Whilst the policies and methods of implementing this objective can potentially vary, the objective provides for a precept for the appropriate sustainable management of the infrastructure resource in the Residential Environment.</p>
<p>3a.2.4</p> <p>To enable the New Residential Environment to be developed in a manner which reflects the characteristics of the land and minimises offsite effects.</p>	<p>As a full environmental assessment of these areas has yet to be carried out on the land a precautionary approach in identifying the future use of the land is appropriate. Identifying the land as residential will provide a new environmental baseline for developing the land and is consistent with the intent of previous planning processes. However, requiring a resource consent.</p> <p>This approach is consistent with Part 2 of the Resource Management Act 1991 given that the identification of the land as residential will facilitate and enable people and the community to provide for their social and economic wellbeing. It is important that the associated policy and regulatory framework also appropriately avoid, remedy or mitigate any adverse effects on the environment.</p> <p>In respect to other Part 2 matters (i.e. Section 7 of the Act), and in relation to managing the use and development of the New Residential Environment, the objective and associated policy framework has particular regard to:</p> <p><i>(b) The efficient use and development of natural and physical resources;</i></p> <p><i>(c) The maintenance and enhancement of amenity values;</i></p> <p><i>(f) Maintenance and enhancement of the quality of the environment;</i></p> <p><i>and</i></p> <p><i>(g) Any finite characteristics of natural and physical resources</i></p>

3.5 Policies and Methods

The following tables summarises an evaluation of the costs and benefits of the proposed polices and rules, which relate to the above objectives. In particular, it considers whether these policies are the most appropriate for achieving the objectives having regard to their efficiency and effectiveness.

Policy 3a.2.2 i

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Subdivision and development in the Unserviced Residential Environment should be able to be effectively serviced without creating adverse effects on the supporting infrastructure.	Subdivision and development in the Residential Environment should be able to be effectively serviced without creating adverse effects on the supporting infrastructure.	No strategic zoning of undeveloped areas of the Residential Environment. All green field areas potentially suitable for residential development should be identified as TD2050 Growth Areas.
Effectiveness of option in achieving objectives	Development in the areas of the Residential Environment identified as unserviced would need to demonstrate that there will be no adverse effects on infrastructure. Such a policy would establish a need for all development in those areas to assess its impact on services to ensure that their capacity and supply are managed effectively.	All development in the Residential Environment would need to demonstrate that there will be no adverse effects on infrastructure. Such a policy would establish a need for all development to assess its impact on services to ensure that their capacity and supply are managed effectively.	By not undertaking any strategic zoning, development within these areas would have to be carried out through the TD2050 Structure Plan and Plan Change process. This process would mean that who ever is undertaking the development would have to provide a robust assessment of the developments effects on infrastructure.
Costs associated with option	Resource consents are required only for the unserviced areas of the Residential Environment, but does not manage all development in the Residential Environment and therefore does not measure the cumulative impact of development on servicing.	Establishes a need by way of resource consent to assess all development in the Residential Environment in respect to its impact on servicing. A significantly large proportion of the Residential Environment is adequately serviced and the infrastructure has the capacity to manage development within these areas (under the current planning regime). Taupo District does not have a history or capacity for large scale 'brownfield' development. Such a policy could create the need for an unnecessary assessment on development within serviced areas.	A potentially more costly and timely process than the resource consent process. Such a cost would have to be borne by developers.
Benefits	Benefits to the wider infrastructure in the	Benefits to the wider infrastructure in the Residential	Ensures that all areas identified for

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
associated with option	<p>Residential Environment, with the certainty that any future development will not be creating unnecessary pressure on these services. This option should also benefit all infrastructure users as new developments will not be able to reduce the levels of these services to all users.</p> <p>By identifying and applying the policy to those areas which have an identified gap in serving, the policy will not need to be applied where the resource is not under pressure.</p>	<p>Environment, with the certainty that any future development will not be creating unnecessary pressure on these services. This option should also benefit all infrastructure users as new developments will not be able to reduce the levels of these services to all users.</p>	<p>residential development will go through a comprehensive assessment of all potential effects, including those on infrastructure.</p>
Efficiency of option (benefits minus costs)	<p>High level of Efficiency as the policy is only applied where there is an identified need.</p>	<p>Low level of Efficiency as the policy would be applied to areas where servicing is not an issue.</p>	<p>Low level of Efficiency as the policy would be applied to all areas including where servicing is not an issue and the land is appropriate for residential purposes.</p>

Policies 3a.2.4

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>i. Subdivision and development in the New Residential Environment should be in a form and layout that includes a range of built densities that is appropriately suited to the physical, landscape and amenity characteristics and natural values and constraints of the land.</p> <p>ii. Subdivision and development in the New Residential Environment should not adversely affect the amenity of the wider Residential Environment.</p> <p>Map change showing the New Residential Environment</p>	<p>Subdivision and development in the unserved area of the New Residential Environment shall have a range of lot sizes which are appropriately suited to the physical characteristics of the land with due regard to stormwater management, geotechnical and landscape considerations.</p>	<p>No policies – and reliance on assessment criteria.</p>
Effectiveness of option in achieving objectives	<p>The policies identify the potential land constraints of the actual site and also the potential issues associated with subdividing and developing the site.</p> <p>The policies reflect the intent of the objective as they identify some of the key characteristics of the site. Policy iii also looks to manage the potential off-site effects with regard to amenity issues.</p>	<p>The policy identifies a number of identified limitations of the site, and directs the developer/decision maker to those limitations. However, the policy does not address off-site effects with regard to amenity.</p> <p>The policy is limited to lot sizes as opposed to form and layout. This creates a more narrow focus to the policy than is appropriate.</p>	<p>Does not establish an effective decision making framework for development in this area. Whilst there is a proposed assessment criteria which identifies some of the issues, reliance on such a criteria will have less weight than a comprehensive policy framework. It is considered that such an option would not be consistent with the objective.</p>
Costs associated with option	<p>Costs to the developer as the policy framework requires a comprehensive assessment of a number of differing aspects of the site, more so than other areas of the Residential Environment.</p>	<p>Potential costs to the surrounding amenity of wider Residential Environment.</p> <p>Potential costs to the landscape and natural values as the policy does not give direction as to how development should consider the area. Given that the policy only looks at lot sizes may mean that</p>	<p>Potential costs in respect of the amenity and the environment as such an option provides less certainty that the appropriate issues and constraints associated with the land are assessed appropriately.</p>

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
		more creative development patterns are not promoted, which is important in respect of amenity and landscape considerations.	
Benefits associated with option	<p>Although the area has been identified as Residential Environment, the policies provide for a comprehensive decision making process whereby the physical limitations of the land can be assessed. The policies also recognise that there could be landscape and natural values present on the site which is an important consideration.</p> <p>There are benefits to the protection of the wider amenity of the Residential Environment, protection of the landscape and an increased certainty that the physical characteristics of the land are being appropriately considered through this process.</p>	The policy identifies a number of constraints of the site, therefore directing decision making to these issues. This has benefits in respect of reducing the environmental costs as they pertain to stormwater management, geotechnical and landscape considerations.	No benefits identified.
Efficiency of option (benefits minus costs)	High degree of efficiency as the policies provide for a comprehensive decision making framework that provides for the management of the potential effects of developing the site.	Moderate degree of efficiency as the policy lacks the comprehensiveness of the proposed provision as the result of which there is not enough guidance for development in this area.	Low degree of efficiency as such an option does not appropriately meet the issues identified in the objective.

Rule 4e.1.7

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>Any subdivision within unserviced areas of the Residential Environment or any activity which results in a new public road or extension of existing public roads, water, stormwater or wastewater utility services is a Restricted Discretionary Activity.</p> <p>The matters over which the Council reserves discretion for the purposes of assessment are:</p> <ul style="list-style-type: none"> i. Those matters of control identified in Section 4e.1 above; ii. The impact of the resulting development on the ability of the wastewater, storm water and drinking water infrastructure to service the new development; iii. The impact of the resulting development on the ability of the roading networks to safely and sustainably operate and service the new development; iv Whether or not the lots will be adequately serviced for drinking water; v. The effect that the development will have on the storm water catchment. <p>Map change showing those unserviced areas.</p>	<p>Any subdivision within unserviced areas of the Residential Environment or any activity which results in a new public road or extension of existing public roads, water, stormwater or wastewater utility services is a Restricted Discretionary Activity.</p> <p>The matters over which the Council reserves discretion for the purposes of assessment are:</p> <ul style="list-style-type: none"> i. The impact of the resulting development on the ability of the wastewater; storm water and drinking water infrastructure to service the new development; ii. The impact of the resulting development on the ability of the roading networks to safely and sustainably operate and service the new development; iii. Whether or not the lots will be adequately serviced for drinking water; iv. The effect that the development will have on the storm water catchment. 	<p>Any subdivision within unserviced areas of the Residential Environment or any activity which results in a new public road or extension of existing public roads, water, stormwater or wastewater utility services is a Discretionary Activity.</p> <p>Map change showing those unserviced areas.</p>
Effectiveness of option in achieving objectives	<p>Development in the areas of the Residential Environment identified as unserviced would need to demonstrate that there will be no adverse effects on infrastructure. Such a rule would establish a need for all development in unserviced areas to assess its impact on services to ensure that their capacity and supply are</p>	<p>All development in the Residential Environment would need to demonstrate that there will be no adverse effects on infrastructure. Such a rule would establish a need for all development to assess, by way of resource consent its impact on services to ensure that their capacity and supply are managed</p>	<p>Identification of subdivision within unserviced areas as a Discretionary Activity would create a requirement for the subdivision to be assessed in respect to its impact on servicing as well as the rest of the environment.</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	managed effectively. This rule also recognises that residential development in those areas is appropriate, and only requires a test of the developments impact on servicing.	effectively.	
Costs associated with option	Resource Consents are required only for unserviced areas of the Residential Environment, but does not affect all development in the Residential Environment and therefore does not measure the cumulative impact of development on servicing. However the existing Residential Environment is generally adequately serviced.	Establishes a need to assess, by way of resource consent, all development in the Residential Environment in respect to its impact on servicing. A significantly large proportion of the Residential Environment is adequately serviced and the infrastructure has the capacity to manage development within these areas (under the current planning regime). Taupo District does not have a history or capacity for large scale 'brownfield'. Such a rule could create the need for an unnecessary assessment on development within serviced areas.	The rule goes further than the requirements of the objective as it would require effects on the whole of the Residential Environment to be assessed. Zoning of the area as Residential Environment implies that residential subdivision and development is an appropriate activity in such an area. Requiring developers to assess impacts on amenity etc, would create unnecessary costs to the developer.
Benefits associated with option	Benefits to the wider infrastructure in the Residential Environment, with the certainty that any future development will not be creating unnecessary pressure on these services. This option should also benefit all infrastructure users as new developments will not be able to reduce the levels of these services to all users. By identifying and applying the rule to those areas which have an identified gap in serving, the policy will not need to be applied where the resource is not under pressure.	Benefits to the wider infrastructure in the Residential Environment, with the certainty that any future development will not be creating unnecessary pressure on these services. This option should also benefit all infrastructure users as new developments will not be able to reduce the levels of these services to all users.	Benefits to the wider infrastructure in the Residential Environment, with the certainty that any future development will not be creating unnecessary pressure on these services.
Efficiency of option (benefits minus costs)	High level of efficiency as the policy is only applied where there is an identified need.	Low level of efficiency as the policy would be applied to areas where servicing is not an issue.	Low level of efficiency as it has been identified that the area is suitable for development and discretion to issues wider than servicing may not be appropriate.

Rule 4e.1.10

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	<p>Any subdivision in the New Residential Environment, and any other subdivision which is not identified as a controlled, restricted discretionary, or non complying activity, is a discretionary activity.</p> <p>Map change showing New Residential Environment Areas.</p>	<p>Amend the DP to show the land in question as Unserviced Residential Environment.</p>	<p>Identify the land as a TD2050 Urban Growth Area.</p>
Effectiveness of option in achieving objectives	<p>Such an option would create a specific area, which is identified on the District Planning Maps. All subdivision within this area would be treated as a Discretionary Activity due to the inherent constraints and attributes of the block. The land has been identified in the past as being appropriate for residential development and to meet Taupo’s growth requirements. It is considered that the location of the blocks and their general characteristics are appropriate when looking at wider urban form issues, but there are still site specific issues which need to be addressed through the consent process before any development should occur.</p>	<p>The land has been identified in the past as being appropriate for residential development and to meet Taupo’s growth requirements, and would provide for housing to a medium density.</p>	<p>The land has been identified in the past as being appropriate for residential development and to meet Taupo’s growth requirements. Identifying this area as a TD2050 Urban Growth Area reflects this and signals a more comprehensive process to follow to enable urban development than the resource consent process.</p> <p>Such an identification is essentially a future residential identification meaning it reflects the objective but with less certainty than other alternatives.</p>
Costs associated with option	<p>A developer would have to go through a more onerous process to develop to residential densities than if the area was normal residential, this option would represent time and monetary costs to the developer.</p>	<p>Given that the land has some identified limitations (e.g. amenity, landscape, geotechnical and topographical conditions), identification of the land as medium density residential may mean that these issues are unable to be assessed effectively. The potential costs as regards the amenity, the landscape as well as erosion and geotechnical issues are considered high without any appropriate assessment of such a development.</p>	<p>The TD2050 Structure Plan Process and associated Plan Change process is potentially more timely and costly to the landowner who wishes to develop the land. There would be less certainty to the developer through the District Plan as to the level of development which is ‘permitted’ in such an area.</p>
Benefits associated with option	<p>Benefits in that there is a degree of certainty provided by this zoning that the land will be used for residential and therefore work towards the growth management goals of the District.</p> <p>Discretionary Activity status would mean that all</p>	<p>Benefits to the landowner as the identification of the land as Residential Environment facilitates the residential development of the land. The economic benefits will be greater than had the land been identified as Rural Environment or identified as Residential (Low</p>	<p>Such an alternative identifies that the land is suitable for urban development, but must go through a more comprehensive process to develop the land. Given the land has identified</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	<p>the issues associated with the site, would be comprehensively assessed through the resource consent process.</p> <p>The associated policies will work with the rule to ensure that any development will take into account the actual characteristics of the site as well as the surrounding amenity. These policy and the activity status will also give a higher degree of certainty to surrounding communities in respect to the nature of the development on the sites identified.</p>	<p>Density).</p> <p>The development will still be appropriately assessed for its impact on surrounding infrastructure, so as to avoid, remedy or mitigate any such affects on these services.</p>	<p>limitations with regard to amenity, landscape, geotechnical and topographical conditions, the TD2050 Structure Planning process is a comprehensive and robust process whereby these issues can be assessed.</p> <p>Potential benefit to the landowner as the structure planning process can identify areas which are suitable for higher densities of development than those currently identified in the District Plan, giving a greater ability to capitalise on the land.</p> <p>This process will also provide for an appropriate assessment of the impact of the development on the surrounding infrastructure.</p>
Efficiency of option (benefits minus costs)	<p>High degree of efficiency in that whilst the area is identified as Residential, a Discretionary consent is required to realise this land use. The policies will also ensure that the limitations of the site will be appropriately taken into account.</p>	<p>Low degree of efficiency in that, whilst residential development would be enabled, this may not necessarily reflect the potential costs associated with the specific limitations of the land (i.e. issues arising over development on unstable land).</p>	<p>Moderate degree of efficiency as regards the ability of the process to take into account the specific limitations of the land. The Plan would also be signalling the appropriateness of this land for urban development but there is a lesser degree of certainty in this as opposed to the proposed provision.</p>

3.6 District Plan Map Changes

Zoning of new Residential and Industrial Environment’s – Previously Granted Consent

At the time of notifying the DP, the land subject to these changes was rural in character and contained no residential development. Since then resource consents have been granted to subdivide the land and develop low density residential sections. Now that the land has been changed from rural to residential through the resource consent process, it is appropriate to amend the identified environment in the DP.

Variation 20 amends the planning maps to show land subject to resource consents as Residential or Industrial Environment. The variation also identifies all the properties created by the recent subdivision of the land, and in the case of Map Change 1, the balance of the parent lot which is now characterised by the consented development. The variation seeks to identify these areas on the planning maps to assist with clarification and future administration of these areas.

The consents associated with these areas are listed in Section 5.1 of this document.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Amend the DP so that the land subject to consented land resides in the Residential or Industrial Environment rather than the Rural Environment.	Leave the land as its current rural zoning.	Identify the land as TD2050 Urban Growth Area.
Effectiveness of option in achieving objectives	This option is efficient as it ensures that the appropriate standards are upheld in this new urban area, rather than the existing rural standards.	<p>This option is not effective as it does not provide for the ability to apply the Residential Environment standards in the DP. The full range of environment standards (noise, earthworks, vehicle trips etc) are required to manage the scale and intensity of on-going activity.</p> <p>Confusion could be an issue in the future as people will be unsure whether to follow Rural Environment requirements or Residential Environment requirements.</p>	<p>This option is not effective as it does not provide for the ability to apply the Residential Environment standards in the DP. The full range of environment standards (noise, earthworks, vehicle trips etc) are required to manage the scale and intensity of on-going activity.</p> <p>Confusion could be an issue in the future as people will be unsure whether to follow Rural Environment requirements or Residential Environment requirements.</p> <p>TD2050 Urban Growth Areas are used to identify areas suitable for development which further assessment is needed. As these areas are consented it is considered that the appropriate level of assessment has been carried out.</p>

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

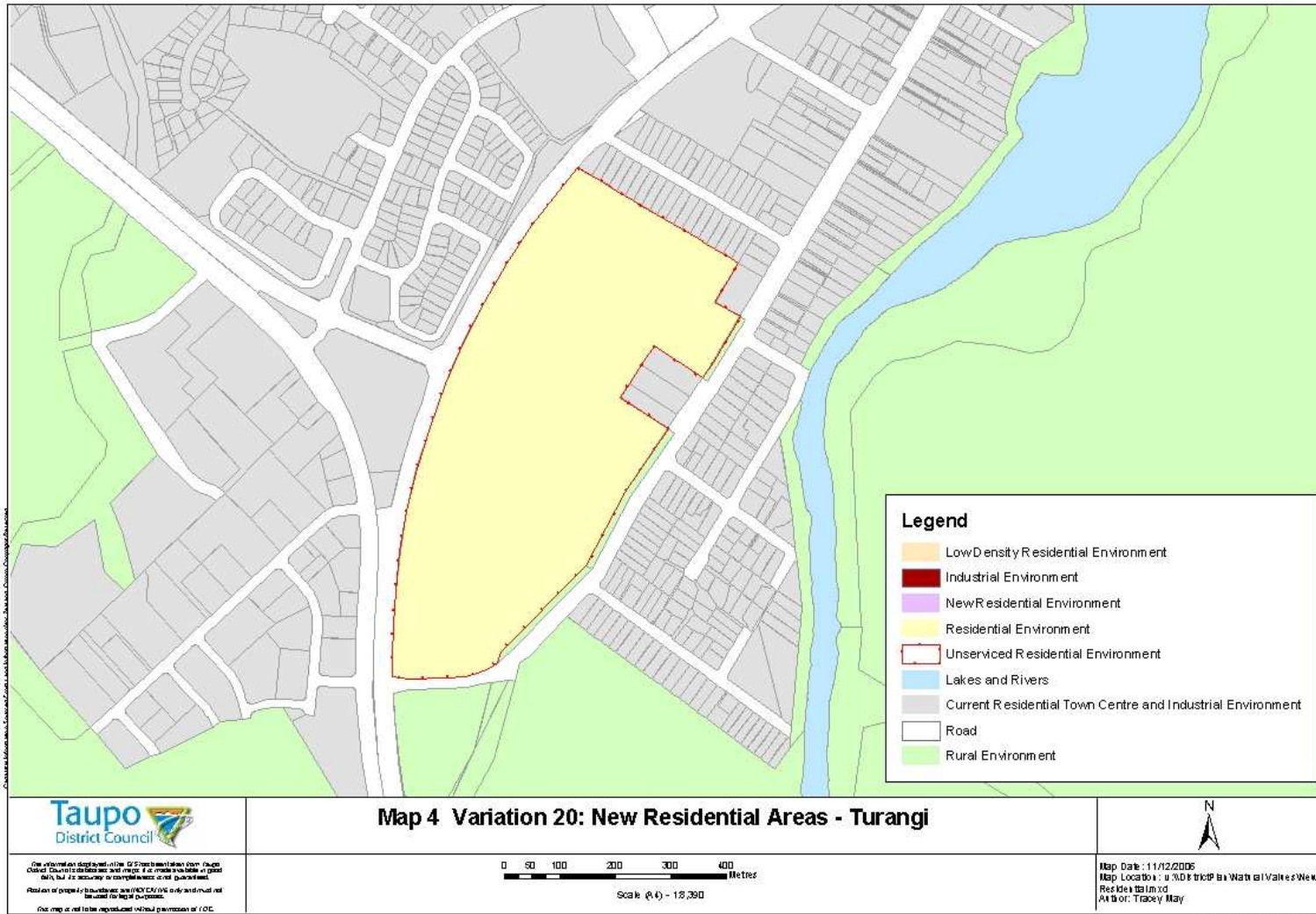
	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Costs associated with option	No additional cost to landowners because development provisions have been established as part of the resource consent process.	<p>The future development of the subdivision will not meet the current rules and performance standards in the DP if the identified environment of the land remains Rural.</p> <p>Any new changes within the subdivision that would otherwise meet Residential Performance Standards will require a resource consent if the environment is to remain rural.</p> <p>There is also the potential for delays for future development if applicable standards are only available through a title search.</p>	<p>The future development of the subdivision will not meet the current rules and performance standards in the DP if the identified environment of the land essentially remains Rural.</p> <p>Any new changes within the subdivision that would otherwise meet Residential Performance Standards will require a resource consent if the environment is to remain rural.</p>
Benefits associated with option	<p>Future complications are avoided as the plan variation will limit confusion with what standards apply to manage future land use within the subdivision.</p> <p>Development is being Controlled and directed by the DP and supporting legislation.</p> <p>Performance standards such as noise levels will be in accordance with the environment.</p>	None identified.	None identified.
Efficiency of option (benefits minus costs)	High degree of efficiency as the area has a consent which will reflect the underlying zoning.	Low degree of efficiency as the consented area will be inconsistent with the underlying zoning.	Low degree of efficiency as the consented area will be inconsistent with the underlying zoning.

New Residential Environment – Previously Identified Land

Land which was previously identified through the Taupo or Taumaranui Transitional Plans as well as being identified through previous Structure Plans and/or the TD2050 Growth Management Strategy as being suitable for residential development are proposed to be rezoned as Residential Environment or New Residential Environment. During the preparation of the transitional plans these areas were assessed and strategically zoned accordingly. At the time of the notification of the DP however and having regard to the then philosophy of the DP to only zone land in accordance with its use then existing, these areas were yet to be developed for residential use and were consequentially identified as part of the Rural Environment. With the TD2050 document and the change of direction in the DP signalled in Variation 21, it was considered appropriate to include these areas in to the Residential Environment to cater for the growth needs of the District, notwithstanding that they have yet to be developed for residential use. In essence therefore, Variation 20 strategically zones these areas of land for residential use. This is in contrast to the land identified in TD2050 for future urban growth, which pursuant to Variation 21, will be developed in the future after TD2050 Structure Plan and Plan Change processes have been completed. In a nutshell, the areas subject to Variation 20 are being rezoned for residential use, the areas subject to Variation 21 will be rezoned in the future once further planning has taken place.

Variation 20 amends the planning maps to show the areas previously zoned as Residential Environment or New Residential Environment. The variation seeks to identify these areas on the planning maps to assist with clarification and future administration of these areas.

New Residential Environment – Turangi



The vacant land adjacent to Taupahi Road in Turangi has been identified in the TD2050 as being adequate to cater for residential demand until 2026. The Taupahi road block was also described in the Taupo County District Scheme Volume 1.

These areas are large pieces of prime land awaiting development that is sympathetic to the Taupahi Road environment. Comprehensive development is sought which is dependant upon servicing. Upon approval of a comprehensive development plan dealing with these issues Council is willing to introduce an appropriate scheme change.

As a result of this the land identified in Variation 20 was zoned in the Taupo County Scheme as 'Residential B', which is described as:

This zone essentially provides for housing development or a semi-suburban medium density nature and covers 'old' Turangi off SH1. This emphasis is on moderate intensity family and travellers accommodation. Appropriate local community services and facilities are recognised preferably where they are small in scale and of a compatible nature. The anticipated higher density development in this area will result from the difference in section sizes and surveying practices involved in laying out 'old' Turangi and the new township. The standard controls are intended to maintain an open, attractive residential environment and to minimise conflict.

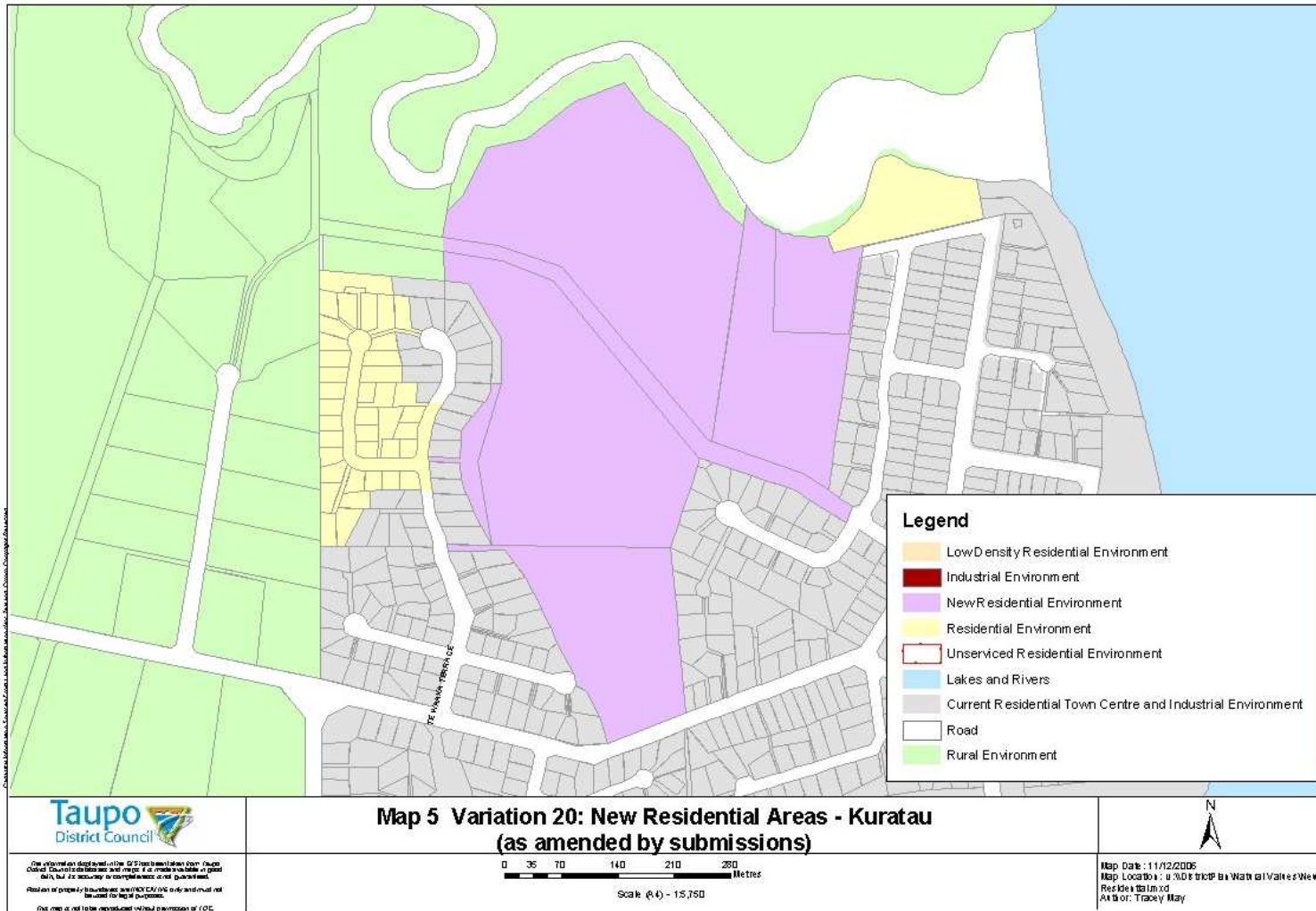
meaning that the identification of this land for residential has gone through a statutory process under past legislation.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Amend the DP so that the land shown on map 4 is now shown as Unserviced Residential Environment.	Leave the land as its current rural zoning.	Identify the land as a TD2050 Urban Growth Area
Effectiveness of option in achieving objectives	The land has been through a statutory zoning process in the past for residential use. Such a zoning identified further work needed to address possible servicing issues. Identifying the block as 'Unserviced Residential' recognises that. The land has also been identified in the TD2050 as being suitable to meet the growth demands of the District.	Not identifying the land would mean that it would maintain its Rural Environment Status. Given the changes being proposed through Variation 19 the land would not be able to be easily developed for urban purposes.	The land has been identified in the past as being appropriate for residential development and to meet Turangi's growth requirements. Identifying this area as a TD2050 Urban Growth Area reflects this and signals a more comprehensive process for urban development to follow than the resource consent process. Such a designation is essentially a future residential designation meaning it reflects the objective but with less certainty than other alternatives.
Costs associated with option	Additional cost to developer in respect to assessing the affect of any subdivision on Turangi's infrastructure.	Costs to the community in relation to not effectively providing for the growth of Taupo District. Potential social and economic cost implications to the wider community.	The TD2050 Structure Plan Process and associated Plan Change process is potentially more timely and costly to the landowner who wishes to develop the land. There would

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
			be less certainty to the developer through the District Plan as to the level of development which is 'permitted' in such an area.
Benefits associated with option	<p>Reduces need for unnecessary assessments of suitability to develop this area, as this assessment has been carried out in the past. Provides for certainty of use and also supply of land required to meet Turangi's growth requirements.</p> <p>The development will still be appropriately assessed for its impact on surrounding infrastructure, so to avoid, remedy or mitigate any such affects on these services.</p>	No benefits identified in respect to the growth management objective.	<p>Such an alternative identifies that the land is suitable for urban development, but must go through a more comprehensive process to develop the land. The TD2050 Structure Planning Process is a comprehensive and robust process where by any unidentified issues with the land can be identified and be assessed.</p> <p>Potential benefit to the landowner as the structure planning process can identify areas which are suitable for higher densities of development than those currently identified in the District Plan, giving a greater ability to capitalise on the land.</p> <p>This process will also provide for an appropriate assessment of the impact of the development of the surrounding infrastructure.</p>
Efficiency of option (benefits minus costs)	High degree of efficiency in respect to the certainty of residential development provided by the re zoning.	Low degree of efficiency due to identified costs but no identified benefits.	Moderate degree of efficiency as this land has already been identified and assessed through a statutory process as being suitable for residential.

New Residential Environment – Kuratau



Kuratau is a well established settlement that offers growth potential within the existing urban area. The new area has been rezoned as 'New Residential Environment'. This area was assessed for appropriateness through the TD2050 process, although at that time did not score particularly highly. This was largely because the area has been tentatively identified as a potential significant natural area and is also adjacent to the Kuratau River.

The area, however, is easily serviced due to the surrounding residential land uses, which also means that its transition to residential use is unlikely to have a significant landscape effect.

This area in Kuratau was also identified as Lakeshore Residential in the Transitional District Plan.

Map 5 contains three distinct areas identified for Residential Environment; 1) West, 2) Central (D2 and D3 Blocks) and 3) East. The western and eastern areas have been identified as Residential Environment and are currently characterised by consented residential development. The areas should be zoned to reflect this.

Within the Rural Environment it is expected that rural type activities are able to be carried out and are appropriate for such an area. These activities would include grazing of stock, forestry, quarrying cropping (which is the historical use of the D2 and D3 blocks) and tourism activities to name but a few. It is also anticipated that in such areas associated activities would be appropriate such as earthworks, vehicle movements operation at varied hours of the day and generally activities that are appropriate in the Rural Environment. It is important to note that such activities are not normally compatible with more sensitive urban activities as conflict can arise in such situations.

Subdivision of the New Residential Development' is to be carried out as a Discretionary Activity with the required resource consent to be assessed in relation to all effects, and in particular the assessment of the development against Objective 3a.2.4. It is the Councils view that this zoning will appropriately enable the consideration of all constraints of the site which are explained in more detail below.

Landscape and Character issues of the site: It is acknowledged that the Kuratau settlement has a distinct character and also that its setting lends a degree of scenic value to the settlement and the wider area. The Kuratau settlement is adjacent to the Lake Taupo OLMA, but has not been identified in the Plan as being part of it. The intent of the identification of landscape areas in the Plan is to provide for the protection of those defined areas, as distinct from those areas adjacent to it. As the area in question is not part of the identified OLMA it is considered that it would not be appropriate to assess the area as if it was an OLMA. The Council is currently preparing a review of the Districts landscapes and the draft study identified that the Kuratau settlement has not been identified as being included within a landscape area.

It is acknowledged and agreed that that area site in question is of separate character as distinct from the Surrounding Residential Environment. It is also acknowledged that the Kuratau settlement as an urban character distinct from that in other urban areas of the District, such as Taupo, Kinloch or Turangi. Maintaining the specific urban amenity of Kuratau is important and development that detracts from this urban amenity would not be encouraged. This is an important issue and it is the Councils view that this can be appropriately assessed at the resource consent stage. As notified, the assessment of any development on the site would be undertaken as a restricted discretionary activity with this discretion being limited to servicing issues. With the change in zoning to New Residential Environment, it is anticipated that the effect that any such development has on the site will need to consider these amenity issues. The importance of the development being consistent with its surrounding environment is further identified in Policy 3e.2.4 (ii) where by development in the New

Residential Environment should not adversely effect the amenity of the wider residential environment. The intent of this policy is to recognise where areas have their own distinct amenity and character and to ensure development is not inconsistent with this. In respect to Kuratau it is anticipated that development of the site would result in an urban areas similar to that surrounding, i.e. will not be a sea of roofs like you would find in Taupo but with a lower built density and retention of vegetation etc. These issues will however be dealt with at the resource consent stage when the design of the subdivision is apparent and able to be assessed accordingly.

Stability, flooding and erosion issues: Parts of the D2 and D3 blocks have been identified as having stability issues, through the Omori Stability Report carried out (which was included into the Taumarunui District Scheme 1984) and through submissions, that the area known as the Te Waka escarpment has stability issues. Submissions identify that the area is adjacent to the Kuratau River, which also has acknowledged erosion and flooding issues. As with the landscape and character issues, any consent that comes in for the development of this area would need to take such limitations into account. The discretionary status and the policies mean that such constraints would need to be considered and the resulting development would need to be designed in a way to minimise the risk of these issues, which could either be appropriate engineering solutions or avoiding building on these hazardous areas. The need to take into account these issues is further identified in policy 3e.2.4 (i) which states a need to consider the constraints of the land.

The impact on reserves of the change in zoning: The D2 and D3 blocks are currently in private Maori ownership and it would not be appropriate for TDC to try acquire the land for reserve purposes. Reserves are acquired through the consenting process through reserve contributions. Ironically if the area was not consented for residential development there would not be any further walkways or reserves provided in this area. Zoning an area as Residential Environment does not also exclude the area from being a reserve. Reserves are not a zone or 'Environment' in their own right and can exist within the Residential, Industrial, Rural and Town Centre Environments. Development of this area will mean that there will be an opportunity for more reserves to be provided in this area and also an increase in walking tracks in the area. Currently there is informal walking tracks on the site itself. These tracks are available at the good will of the owners and any development could work towards formalising and enhancing these tracks and potentially creating new ones. As Rural Environment there is no opportunity to do this unless offered up by the owners.

Servicing issues identified by submissions: A number of submitters expressed concern that the increased development would place inappropriate pressure on the infrastructure of the area. This area has previously been identified as residential under the Transitional District Plan and servicing for residential use of this area has been planned in the past through the Taumarunui District Plan. As the development of this area would be carried out as a Discretionary activity, infrastructural and servicing issues would need to be considered as part of the consent process. The Council takes a comprehensive approach to their asset management and development would need to identify how it has avoided or mitigated any adverse effects that it has on the current infrastructure of the area. Issues raised in respect to the impact on reserves and community facilities can be considered through the consent process and the use of development contributions can be used to offset these impacts. Further to this the reserves strategy for the Kuratau Omori area is scheduled to take place in the next couple of years. This strategy will look at the current reserve provision in the area taking into account the current and projected growth (as identified in the TD2050 Growth Management Strategy) for the area.

Natural Values issues for the site: A number of submitters identify that the D2 and D3 blocks have high ecological values, due to the fact that they are covered by regenerating native vegetation and have sensitive wetland areas. This area has previously been identified in a desk based survey by Wildland Consultants Ltd as having 'Significant Natural Values'. Currently the District Plan allows the clearance of 1Ha a year of native vegetation as a permitted activity. Theoretically, if the landowner wished to use the site for pastoral farming then

they could do this as of right and clear the land over a few years. The decision to change the zoning of the land to New Residential Environment will mean that subdivision and development of the land will be a discretionary activity and the impact of that development on the natural values of the site will be assessed through the consent process. Such a process has the potential to result in the retention of parts of the current bush especially given the nature of the policy in respect to amenity considerations. There is also scope for conditions to be utilised that provide for the enhancement of the values which remain after the development, through planting and fencing programmes.

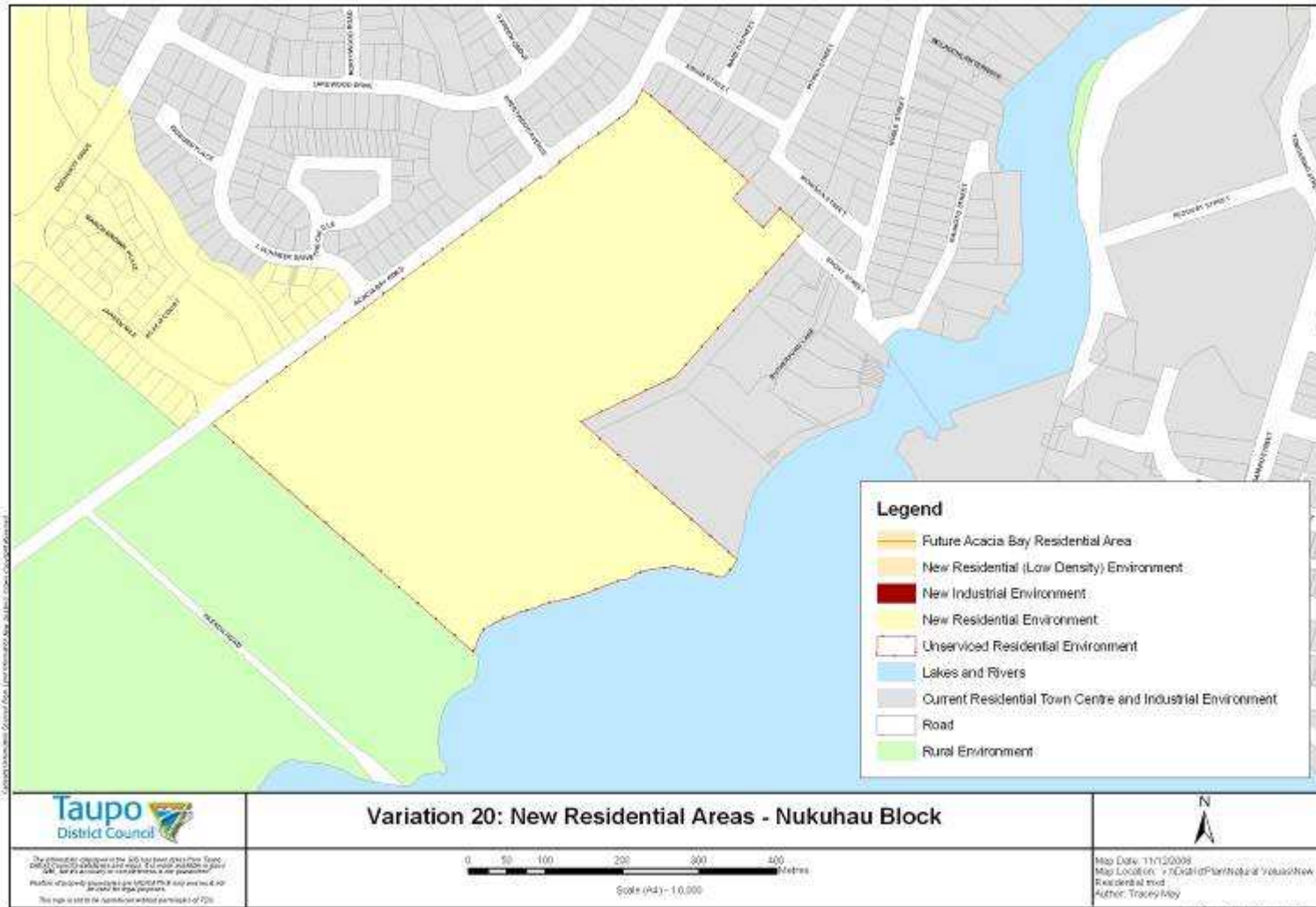
Accordingly it is considered that the site would be most appropriately zoned as New Residential Environment. Given the discretionary activity status and the guidance provided through the objective and associated policies, the issues identified can be suitably addressed through the resource consent process

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Amend the DP so that the land previously zoned as residential and identified in the TD2050 Growth Management Strategy, to new Residential Environment.	Leave the land as its current rural zoning.	Identify the land as a TD2050 Urban Growth Area.
Effectiveness of option in achieving objectives	Such an option would create a specific area, which is identified on the District Planning Maps. All subdivision within this area would be treated as a Discretionary Activity due to the inherent constraints and attributes of the block. The land has been identified in the past as being appropriate for residential development and to meet Taupo's growth requirements. It is considered that the location of the blocks and their general characteristics are appropriate when looking at wider urban form issues, but there are still site specific issues which need to be addressed through the consent process before any development should occur.	Not identifying the land as residential would mean that it would maintain its Rural Environment Status. Given the changes being proposed through Variation 19 the land would not be able to be easily developed for urban purposes.	The land has been identified in the past as being appropriate for residential development and to meet Taupo's growth requirements. Identifying this area as a TD2050 Growth Area reflects this and signals a more comprehensive process for urban development to follow than the resource consent process. Such a designation is essentially a future residential designation meaning it reflects the objective but with less certainty than other alternatives.
Costs associated with option	A developer would have to go through a more onerous process to develop to residential densities than if the area was normal residential, this option would represent time and monetary costs to the developer.	Costs to the wider community in relation to not effectively providing for the growth of Taupo District. Potential social and economic cost implications to the wider community. There is also the identified risk of rural v residential reverse sensitivity issues to arise as the area is surrounded on 3 sides by established Residential Environment.	The TD2050 Structure Plan Process and associated Plan Change process is potentially more timely and costly to the landowner who wishes to develop the land. There would be less certainty to the developer through the District Plan as to the level of development which is 'permitted' in such an area.

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Benefits associated with option	<p>Benefits in that there is a degree of certainty provided by this zoning that the land will be used for residential and therefore work towards the growth management goals of the District.</p> <p>Discretionary Activity status would mean that all the issues associated with the site, would be comprehensively assessed through the resource consent process.</p> <p>The associated policies will work with the rule to ensure that any development will take into account the actual characteristics of the site as well as the surrounding amenity. These policy and the activity status will also give a higher degree of certainty to surrounding communities in respect to the nature of the development on the sites identified.</p>	No benefits identified in respect to the growth management objective.	<p>Such an alternative identifies that the land is suitable for urban development, but must go through a more comprehensive process to develop the land. The TD2050 Structure Planning Process is a comprehensive and robust process where by any unidentified issues with the land can be identified and be assessed.</p> <p>Potential benefit to the landowner as the structure planning process can identify areas which are suitable for higher densities of development than those currently identified in the District Plan, giving a greater ability to capitalise on the land.</p> <p>This process will also provide for an appropriate assessment of the impact of the development of the surrounding infrastructure.</p>
Efficiency of option (benefits minus costs)	High degree of efficiency in that whilst the area is identified as Residential, a Discretionary consent is required to realise this land use. The policies will also ensure that the limitations of the site will be appropriately taken into account.	Low degree of efficiency due to identified costs but no identified benefits.	Medium degree of efficiency as this land has already been identified and assessed through a statutory process as being suitable for residential.

New Residential Environment – Nukuhau Block



The vacant land adjacent to Nukahau and the lake has been identified in the TD2050 as being adequate to provide for residential demand until 2026. The Messerschmitt block was also described in the Taupo Urban Area District Scheme as Special Development Area W1 and W2.

While being principally a residential zone it is proposed to promote a variety of facilities within comprehensive development plans for areas identified as follows:

Zone W1 approximately 16 hectares in two parts both to include residential A uses in particular comprehensive residential developments.

Zone W2 approximately 8 hectares for residential development including in particular motels and travellers accommodation including hotels, conference, educational and entertainment facilities

The general policies and predominant uses identified for these areas were consistent with current 'Residential A' zoning providing for full urban development.

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Amend the DP to show the land in question as Unserviced Residential Environment	Leave the land as its current rural zoning	Identify the land as a TD2050 Urban Growth Area
Effectiveness of option in achieving objectives	The land has been through a statutory zoning process in the past for residential use. The land has also been identified in the TD2050 as being suitable to meet the growth demands of the District.	Not identifying the land would mean that it would maintain its Rural Environment Status. Given the changes being proposed through Variation 19 the land would not be able to be easily developed for urban purposes.	The land has been identified in the past as being appropriate for residential development and to meet Taupo's growth requirements. Identifying this area as a TD2050 Urban Growth Area reflects this and signals a more comprehensive process for urban development to follow than the resource consent process. Such a designation is essentially a future residential designation meaning it reflects the objective but with less certainty than other alternatives.
Costs associated with option	No additional cost to landowners because development provisions have been established as part of the resource consent process.	Costs to the community in relation to not effectively providing for the growth of Taupo. Potential social and economic cost implications to the wider community.	The TD2050 Structure Plan Process and associated Plan Change process is potentially more timely and costly to the landowner who wishes to develop the land. There would be less certainty to the developer through the District Plan as to the level of development which is 'permitted' in such an

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
			area.
Benefits associated with option	<p>Future complications are avoided as the plan variation will limit confusion with what standards apply to manage future land use within the subdivision.</p> <p>Development is being Controlled and directed by the DP and supporting legislation.</p> <p>Performance standards such as noise levels will be in accordance with the environment.</p>	No benefits identified in respect to the growth management objective.	<p>Such an alternative identifies that the land is suitable for urban development, but must go through a more comprehensive process to develop the land. The TD2050 Structure Planning Process is a comprehensive and robust process where by any unidentified issues with the land can be identified and be assessed.</p> <p>Potential benefit to the landowner as the structure planning process can identify areas which are suitable for higher densities of development than those currently identified in the District Plan, giving a greater ability to capitalise on the land.</p> <p>This process will also provide for an appropriate assessment of the impact of the development of the surrounding infrastructure.</p>
Efficiency of option (benefits minus costs)	High degree of efficiency in respect to the certainty of residential development provided by the re zoning.	Low degree of efficiency due to identified costs but no identified benefits.	Moderate degree of efficiency as this land has already been identified and assessed through a statutory process as being suitable for residential.

New Residential Environment – East Taupo

The 'East Taupo' block was identified in TUSP 2001, TUSP 2004 and TD2050 as being suitable for residential development. Including this area into the Residential Environment reflects the communities comfort for a level of residential development on this area and the resulting change in the amenity of the block. The change to Residential Environment introduces a permissive approach to development within this area, as opposed to the status quo of rural, which under Variation 19, any form of urban development would be considered Non-complying.

The area is being identified as being unserviced due to the potential impact that such a 'green field' development could have on Taupo's infrastructure. The development of such an area has the potential to create an increased loading on the infrastructure which needs to be assessed in relation to its current capacity.

Development of this block has been signalled and consulted on to a greater degree in a previous master planning exercise which was carried out over the whole block. Between August and October 2005 TDC, along with consultant Harrison Grierson, carried out a consultative process on the Proposed Urban Development Plan (PUDP). This involved an exhibition stand at the August 18-20 TDC public Expo and individual meetings with Environment Waikato, Taupo Airport Authority Users Group, Department of Conservation, Contact Energy, Transit and the Tauhara Hapu RMA Committee. The framework for discussion was the August 2005 version of the DP (attached).

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
Description of provision/ alternative	Amend the DP to show the land in question as Unserviced Residential Environment.	No change to the DP.	Identify the land as a TD2050 Urban Growth Area.
Effectiveness of option in achieving objectives	The land has been identified in the past as being appropriate for residential development and to meet Taupo's growth requirements.	Not identifying the land would mean that it would maintain its Rural Environment Status. Given the changes being proposed through Variation 19 the land would not be able to be easily developed for urban purposes.	The land has been identified in the past as being appropriate for residential development and to meet Taupo's growth requirements. Identifying this area as a TD2050 Urban Growth Area reflects this and signals a more comprehensive process for urban development to follow than the resource consent process. Such a designation is essentially a future residential designation meaning it reflects the objective but with less certainty than other alternatives.
Costs associated with option	Potential for issues not identified through past research and relating to servicing to be in existence in the site that may make the area	Costs to the community in relation to not effectively providing for the growth of Taupo District. Potential social and economic cost implications to the wider	The TD2050 Structure Plan Process and associated Plan Change process is potentially more timely and costly to the landowner

Section 32 for Decisions on TD2050 Variations to the Taupo District Plan

	Proposed Provision	Principle Alternative 1	Principle Alternative 2
	unsuitable for urban use.	community.	who wishes to develop the land. There would be less certainty to the developer through the District Plan as to the level of development which is 'permitted' in such an area.
Benefits associated with option	<p>Benefits to the landowner as the identification of the land as residential reflects past signals and facilitates the residential development of the land.</p> <p>The development will still be appropriately assessed for its impact on surrounding infrastructure, so to avoid, remedy or mitigate any such affects on these services.</p>	No benefits identified in respect to the growth management objective.	<p>Such an alternative identifies that the land is suitable for urban development, but must go through a more comprehensive process to develop the land. The TD2050 Structure Planning Process is a comprehensive and robust process where by any unidentified issues with the land can be identified and be assessed.</p> <p>Potential benefit to the landowner as the structure planning process can identify areas which are suitable for higher densities of development than those currently identified in the District Plan, giving a greater ability to capitalise on the land.</p> <p>This process will also provide for an appropriate assessment of the impact of the development of the surrounding infrastructure.</p>
Efficiency of option (benefits minus costs)	High degree of efficiency in respect to the certainty of residential development provided by the re zoning.	Low degree of efficiency due to identified costs but no identified benefits.	Moderate degree of efficiency the ability of the process to take into account the specific limitations of the land. The Plan would also be signalling the appropriateness of this land for urban development but there is a lesser degree of certainty in this as opposed to the proposed provision.

4. Variation 21: Growth Management and Land Development

4.1 Introduction

Variation 21 (Growth Management and Land Development) has been prepared in response to the expectations of the community in effectively providing for and managing urban growth. Further management of the District's urban growth reflects the responsibility for the sustainable management of natural and physical resources under the Resource Management Act 1991.

Prior to the preparation of Variation 21, Council completed Taupo District 2050 District Growth Management Strategy. This strategy represented a shift in growth management to a more proactive approach.

Taupo District 2050 provides a comprehensive evaluation of the strategic directions for managing growth and selection of the appropriate growth locations.

This evaluative process resulted in limiting the number of locations for future growth due to two main factors; the number of residential lots needed over the next 20 years and a critical mass of people necessary for efficiency in the provision of infrastructure.

As a response to the pressure on the Districts resources, Variation 21 seeks to enable the community to advance the opportunities for urban growth in the locations identified by Taupo District 2050.

Advancing these locations for urban development as provided for by Variation 21 is not reliant solely upon Council carrying out the necessary structure planning in advance of proposed urban zoning.

The proposed provisions of Variation 21 direct the manner in which the identified growth areas are to be advanced for urban development. This ensures that a sufficiently detailed and evaluative process is undertaken in determining the specific location and design of the growth areas.

Urban development of the identified growth areas first requires the preparation of the framework for land development through the TD2050 Structure Plan process prior to the plan change process for urban zoning.

4.2 Consideration of Alternatives

Proposed Provisions

The proposed provisions provide direction in the management of urban growth in accordance with the evaluative process carried out by Taupo District 2050.

The provisions enable the community to act upon the need to develop additional areas to provide for urban growth. The set of proposed new objectives and policies establish the parameters for advancing the identified growth areas for urban development. The provisions provide a level of certainty to the community in the location of and provision for managing urban development. Taupo District 2050 determined that in order to achieve the pattern of urban development identified to provide for the growth of the District, growth areas need to be planned for a critical mass of population to support the level of infrastructure necessary for sustainable management of resources.

Reliance is not placed upon Council undertaking the process, where the private sector may be in a more immediate position to commence the detailed assessment work, supported by the policy framework of the District Plan.

Existing objectives and policies have been retained where consistent with growth management in terms of the strategic document Taupo District 2050 and the proposed TD2050 Structure Plan

Process and the identified TD2050 Urban Growth Areas. Amendments of existing provisions have been proposed where necessary to ensure consistency with the proposed provisions.

Variation 21 includes additional definitions of the terms TD2050 Structure Plan Process and TD2050 Urban Growth Areas to ensure that there are no alternative interpretations taken as to the location of the growth areas and the extent of design and assessment work required to support the development of the areas for growth.

Alternative 1.

Alternative 1 is to retain the existing policy with no changes. The District Plan provides potential for urban growth development to occur. These provisions are sufficiently general in recognising that growth is an issue for the District to address. However these existing provisions do not provide sufficient guidance for locating growth areas and lack specificity in effectively providing for the sustainable management of the Districts resources.

Under the existing provisions community expectations are not met in providing certainty in the issues to be addressed as to the sustainable use and management of the Districts resources. Taupo District 2050 provides greater direction for managing the growth of the District and needs to be supported by a District Plan policy framework that gives effect to the approach determined for managing the Districts resources.

Providing clearer direction as to the allocation of the rural land resource has led to the changes proposed by Variation 19. This variation addresses the need to avoid urban subdivision and development occurring within the zone in a manner that prevents the efficient and effective use of the natural and physical resources of the Rural Environment.

Competing demands placed upon the resources of the rural zone leads to conflict between the competing interests and inefficiencies in the allocation of resources. The identification of areas for the growth of the Districts population is supported by Variation 19 such that interim fragmentation of this area is avoided to ensure the land is available for growth and to enable the efficiencies of critical population mass in the supply and maintenance of infrastructure. Rural residential subdivision is discouraged where the cumulative effect will lead to an urban environment occurring away from the identified growth areas.

Variation 21 is part of the more proactive response by Council in providing for urban growth in the allocation of the Districts resources. The manner in which the urban growth areas are developed is critical and linked to Variation 19 as part of this response to growth.

Retaining the existing policies does not therefore provide sufficient guidance for urban growth management in light of the need to better manage the rural land resource considered by Variation 19.

Alternative 2.

This alternative would result in Council carrying out the detailed assessment required for defining the exact location of the growth areas and planning the structure for future development. This alternative would include the option of whether the location of growth areas is identified or not.

This alternative may delay the advancement of growth areas as it is reliant upon Council carrying out the assessment work and on this basis is not sufficiently enabling for the community. Direction provided by the District Plan policy framework in the provision of urban development should be irrespective of whether advanced by the Council or private sector. Due to the lack of opportunity this alternative provides for in enabling the private sector, it is not the favoured option.

Council has a clear leadership role in the management of growth as identified in Taupo District 2050. This role is not limited to Council carrying out the process to enable the development of the growth areas.

4.3 Growth Management Strategy

A clear strategy was determined for managing the urban growth of Taupo District as a result of the evaluation process embodied in TD2050 GMS 2006. Key to this strategy was identifying those indicative areas that would provide for the future urban development requirements of the District. In determining these areas for growth, the strategy also drew upon extensive community consultation to embody those matters that the community is concerned needed to be provided for in managing future growth.

Whilst the District Plan provisions provided some guidance as to managing subdivision and development outside of urban zoned areas, there is a lack of specific direction to provide for the effective management of the Districts resources from the pressures for growth. Without strong guidance in managing growth, inefficiencies can arise in the provision of infrastructure to service new development and conflict can arise from the clash of urban development with the rural environment and amenity values.

Variation 21 provides for a response to directing the pattern of urban development and managing the effect of urban growth on the rural environment. Without effective direction for managing growth in the district, a gradual and cumulative degradation of the rural environment values and service infrastructure will result. Effective growth management needs to ensure that urban growth is directed to those areas identified as suitable to avoid such adverse effect from development occurring outside of these areas.

Some submissions are concerned with the imprecise location and extent of the areas identified by 3e.6 TD2050 Urban Growth Areas (Red blobs). Having identified the areas suitable for the location of growth (TD2050 GMS) the process of refining and precisely defining the extent of these areas is by way of detailed planning that captures the critical elements in terms of development form and intensity, servicing requirements, local environmental values and specific design requirements. The TD2050 Urban Growth Areas shown in section 3e.6 of the DP are indicative only and they require further in depth assessment to define their actual extent. This definition is to be carried out through a TD2050 structure planning exercise together with the public participatory process for a comprehensive evaluation and urban rezoning through a subsequent plan change. This process provides for the necessary level of precision to enable future development.

4.4 Managing Growth

Providing for and managing urban growth for Taupo District requires clear direction for the efficient use of the rural land resource. TD2050 GMS was undertaken in order to provide this direction. This was a comprehensive process that included thorough community consultation in determining the areas for urban growth. This document forms part of the Section 32 assessment that backgrounds and supports Proposed Variation 21.

In reflecting the outcomes of TD2050 GMS, strong direction is able to be given by the proposed Objectives and Policies of the TD2050 Variations, ensuring a high level of certainty as to where and the manner in which urban growth is to occur.

If the provisions of the District Plan are not clear or are ambiguous in providing guidance and direction, ad hoc development is likely to occur which falls short of community expectations and efficiencies in the management of resources in providing for urban growth.

A number of submissions seek more flexibility in the wording of the Objectives and Policies. However it is critical that terms used in the proposed policy framework do not result in the intent being open to incorrect interpretation and therefore being undermined.

The importance of an explicit set of Objectives and Policies is more pronounced given that the proposed Objectives and Policies will lead the process of rezoning the Growth Areas.

As much as the proposed Objectives and Policies direct the pattern of urban growth, this policy framework must also provide direction when making decisions affecting the availability of land within the identified urban growth areas for future urban development. The pattern of urban

growth areas identified by TD2050 GMS means that land within this area is made available for urban development.

4.5 Staging

Opportunities for urban growth has been provided by Proposed Variations 20 and 21. This reflects the findings of the TD2050 GMS which identified Stage One and Two areas as being appropriate for future urban growth.

As part of the evaluation process carried out in the preparation of TD2050 GMS, the stage one areas were identified as being immediately suitable for zoning for urban development. Consequently Variation 20 has provided for the immediate rezoning of these areas for residential or industrial development. Some areas proposed to be rezoned by Variation 20 for urban use do not have an adequate existing service infrastructure to support future development. Assessing infrastructure requirements and any upgrading necessary will in these cases be carried out through the resource consent process.

The areas identified as stage two growth areas by TD2050 GMS are those areas identified as providing for growth under Variation 21. These are the areas that require the comprehensive structure planning as set out by the TD2050 Structure Plan process in Variation 21.

Use of the terms Stage One and Stage Two growth areas by TD2050 GMS have been superseded by the proposed residential and industrial zonings of Variation 20 and the TD2050 Urban Growth Areas of Variation 21. To reflect this, the Stage One areas (previously marked yellow) have been removed from the maps in section 3e.6.

4.6 Structure Plan Process

Comprehensive structure planning is critical to determine the precise location, development form and extent of growth areas. In order to meet the communities expectations to provide for urban growth opportunities, reliance has not be placed upon Council undertaking the structure planning process leading to rezoning of growth areas for urban development. Variation 21 is clear in not placing reliance upon Council to carry out the process in this regard, with specific reference in section 3e.7 (TD2050 Structure Plan Process) to the preparation of a TD2050 Structure Plan being carried out either by Council or the private sector. A critical element of this process however is ensuring that Council is closely involved in this process in order that the technical input required for assessing impacts upon and requirements of asset management planning is achieved. Further clarification as to this intent has been suggested by submissions to various parts of the document.

The TD2050 Structure Plan Process details the key requirements to be evaluated by this process. The evaluation criteria of the TD2050 Structure Plan Process has drawn from the strategic directions of TD2050 GMS. Specifically the process highlights the outcomes sought and in the 'Matters to be Considered', the specific matters for assessment. TD2050 GMS identified as Strategic Direction #12; Leadership, Partnership and Collaboration. This is recognised in the 'Methods of Implementation' under the TD2050 Structure Plan Process by identifying the need for a high degree of technical feedback from Council during the preparation phase. The TD2050 Structure Plan Process is to result in a detailed design framework for the urban growth area to which it relates. The TD2050 Structure Plan Process does not in itself detail any design, as this will vary according to the specific constraints and opportunities that each area has to offer.

The specific matters to be addressed by the process seek to ensure that comprehensive planning is achieved in delivering both efficiency in infrastructure and an aesthetically pleasing environment for the community.

Additional opportunity is provided for community input into the design process through the plan change process requirements of the Resource Management Act. In this regard there are clear checks upon the adequacy of the design in achieving the directives of the district, regional and strategic planning documents.

The Plan Process is specific to the TD2050 Urban Growth Areas. The impact of development on service infrastructure within residential zoned areas both existing and as proposed by Variation 20 will be assessed on a case by case basis as part of a resource consent application rather than a proposed plan change.

A number of submissions seek to amend existing objectives and policies that are specific to the impact of new development within existing serviced areas. Variation 21 has set out a specific set of objectives and policies and process for the development of the identified new growth areas. There however remains the need to have specific provisions in the District Plan to deal with the demands of new developments within existing urban areas on the existing service infrastructure.

The focus of the TD2050 Structure Plan Process is first and foremost to support the urban development of new growth areas. There will be some consequential demand placed upon new infrastructure from rural areas that will need to be assessed as part of the TD2050 Structure Plan Process (e.g. traffic). In designing for these effects, the structure plan process will also need to clearly define the catchment to which the proposed service infrastructure is to serve. In this way any development proposal outside of the catchment that may place pressure on and limit the capacity of the infrastructure will be avoided. The identified TD2050 Urban Growth Areas will provide opportunity for rural lifestyle development, however proposed objectives and policies seek to provide clear guidance to avoid such developments occurring which may ring fence a growth area and effectively limit its intended potential for urban development.

4.7 Local Government Act and Resource Management Act Consultation Processes.

The process followed for determining the growth areas which is identified in the TD2050 GMS document was robust and appropriate. The TD2050 GMS document was consulted on through the Local Government Act (LGA) special consultative process, where by the community had the ability to submit and speak to the document being consulted on. The document was then adopted by Council. Further to this in the drafting of the TD2050 variations, not only were parts of the TD2050 GMS brought into the variations but the TD2050 GMS formed part of the Section 32 document that accompanied Variations 19-21. The implications of this was that those aspects of the TD2050 GMS that were brought into the variations were available for submissions and further submissions under the Resource Management Act (RMA) process. And as the GMS document formed part of the notified RMA Section 32 then this document was also up for submission as part of this process.

Both processes under both acts provide for a high degree of public input and further to this the RMA process allows for appeal to the Environment Court if parties are not satisfied with the Council decisions. Another important consideration in respect to the development of the TD2050 Urban Growth Areas is that the plan change process will need to be followed for the associated rezoning of these areas (as identified in section 3e.7 of the plan). This will provide for another chance for community input through submissions and further submissions of this change.

4.8 Objectives

This section considers the proposed new objectives and the extent to which they are the most appropriate way to achieve the purpose of the Act. It further considers why the existing objective to be deleted is no longer considered to be appropriate as a consequence of the proposed objectives.

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act 1991
<p>3e.2.1</p> <p>Ensure the management and pattern of urban growth is in accordance with the direction provided by TD2050 Urban Growth Areas to achieve the sustainable management of the District’s natural and physical resources.</p>	<p>This objective anchors the evaluative process that was carried out by the Taupo District 2050 Growth Management Strategy in determining the location of urban growth areas.</p> <p>The location of the TD2050 Growth Areas has been the result of a comprehensive process of evaluation carried out as part of developing the TD2050. This Strategy was the result of a need to provide for greater direction in the integrated management of identified future growth and its associated effects.</p> <p>Taupo District 2050 was developed from the strategic directions that provided a comprehensive picture as to how the community and Council saw urban growth as being managed. These directions are;</p> <p>Outstanding Landscapes and Natural Areas, Settlement Patterns and Urban Form, Well Designed Places, Strong Communities, Tangata Whenua, Sustainable Economy, Integrating Land use, Infrastructure and Funding, Transport Modes and Connections, Water Resources, Open Space Networks, Leadership, Partnership and Collaboration.</p> <p>By anchoring the location of urban growth areas through this objective and supporting policies the community is provided with greater certainty as to where future urban expansion will occur and the management of resources is provided for in an efficient and sustainable manner in accordance with Part II of the Resource Management Act 1991.</p> <p>Identifying and applying the evaluative criteria for determining the location of the growth areas was a process carried out by Taupo District 2050 with specific reference to the Resource Management Act 1991. This Strategy further took into account documented outcomes of existing community consultation in highlighting key issues of concern.</p> <p>This objective is consistent with achieving the purpose and principles of the Resource Management Act 1991 in terms of the sustainable management of resources.</p>
<p>3e.2.2</p> <p>Ensure that the subdivision and development of TD2050</p>	<p>This objective seeks to ensure that a robust, comprehensive process first occurs in preparing the framework for the development of a TD2050 Urban Growth Area.</p>

Objective	Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act 1991
<p>Urban Growth Areas for new urban growth only occurs after a comprehensive TD2050 Structure Plan Process and Plan Change process has been completed.</p>	<p>The outcomes that are to be determined as a result of the evaluative TD2050 Structure Plan Process are critical to advancing the location for urban development.</p> <p>The objective ensures that the response for managing the growth of the District occurs in a sustainable manner and provides clear direction to avoid pre-emptive ad hoc development that may cause a piecemeal and un-co-ordinated pattern of urban growth to occur.</p>
<p>Delete existing 3e.2.3</p>	<p>This objective and supporting policies is general in the provision of urban growth opportunities. It lacks the specificity in guiding the sustainable management of the District's resources that is able to be identified as a result of Taupo District 2050.</p> <p>The proposed objectives and supporting policies provide for greater certainty in determining the location and development considerations for urban growth.</p>
<p>3e.2.3 (ex 3e.2.1)</p> <p>Ensure the maintenance of an appropriate and sufficient level of community infrastructure within existing serviced areas.</p>	<p>This is a revision of the existing objective as to the directive action required.</p>
<p>3e.2.4 (ex 3e.2.2)</p> <p>Avoid the degradation of Taupo District's lakes, waterways and aquifers from effluent and waste water resulting from land development.</p>	<p>This is a revision of the existing objective clearly linking the objective to the source of the potential effect.</p>
<p>3e.2.5 (ex 3e.2.4)</p> <p>Ensure land development does not detract from the amenity value or qualities of the local environment.</p>	<p>This is a revision of the existing objective as to the directive action required.</p>

4.9 POLICIES

The following tables summarises an evaluation of the costs and benefits of the proposed polices, which relate to the above objectives. In particular, it considers whether these policies are the most appropriate for achieving the objectives having regard to their efficiency and effectiveness.

Policies 3e.2.1 (i-iv)

	Proposed Policy	Alternative 1	Alternative 2
Description of provision/ alternative	<p>3e2.1</p> <p>(i) Recognise the appropriateness of TD2050 Urban Growth Areas as an important resource for providing for new urban land development as the focus for future urban growth.</p> <p>(ii) Ensure that urban growth shall only occur in the TD2050 Urban Growth Areas the precise location and extent of which will be defined by a TD2050 Structure Plan Process.</p> <p>(iii) Avoid the cumulative effect that rural subdivision and consequent fragmented land ownership can have on the role of the TD2050 Urban Growth Areas in providing the supply of land for urban development.</p> <p>(iv) Ensure that the development of the TD2050 Urban Growth Area will occur by way of a TD2050 Structure Plan Process and Plan Change process.</p>	Retain the existing policies with no changes.	Policy recognising growth areas as identified by Taupo District 2050, although does not provide the private sector the opportunity or guidance to give effect to these growth areas.
Effectiveness of option in achieving objectives	The policies identify the location of the growth areas for urban development. The location of these growth areas, having been determined through an extensive evaluative process, (Taupo District 2050) will be incorporated into the District Plan as a result of the variation. This provides a level of certainty in determining the pattern of urban growth and enables efficiency in the management of the District resources. The identification of the growth	Retaining the existing policies is not an effective means of giving effect to achieving the objective as they do not directly support the pattern of growth as set down by Taupo District 2050. Retaining the existing policies provides no effective guidance in the making of decisions affecting the sustainable use of the District's	Direction is given to the locations as the future areas for growth. However as there is no strategy provided for guiding development within these areas, there is potential for interim development to occur that may conflict with the ultimate pattern of urban development and/or reduce the availability of land for urban development within a growth area.

	Proposed Policy	Alternative 1	Alternative 2
	<p>areas gives clear direction through the policies in avoiding decisions for alternative land use that would reduce the availability of land within these areas for urban growth.</p> <p>Clear reference to the process required to be carried out for advancing the development of land within these areas is made to ensure a robust and comprehensive approach is taken in determining suitability for urban growth.</p>	resources and the expectations of the community in the management of growth.	
Costs associated with option	The precise location of the growth areas can only be determined following a comprehensive assessment and structure planning process. The policies do not support ad hoc urban growth development and are not constrained by property boundaries. This is to ensure sustainable use of resources in providing for an effective and efficient pattern of urban growth.	The existing policy framework provides limited direction in the allocation of the District's resources. This presents difficulties in decision making for determining suitable locations for urban growth and in the co-ordination of the structure planning design process for efficiently providing and managing the use of resources.	Without clear direction for developing land within identified growth areas, potential exists for ad hoc decision making that may reduce the ability to provide an efficient development structure.
Benefits associated with option	Clear direction is given for the future direction of urban growth within the District. For rural areas that lie outside of these locations greater certainty is provided in terms of the potential for encroachment of urban development. Decisions that affect the allocation of the District's resources will be provided greater direction as to the likely demand on services and facilities in the future.	No benefits identified by comparison to objectives and policies that are reflective of a more detailed evaluative process for guiding urban growth.	Some benefit in identifying the likely location for growth for guiding decisions on land use within these areas.
Efficiency of option (benefits minus costs)	High degree of efficiency is provided in providing greater certainty as to the location of future urban growth.	Low degree of efficiency is identified as a result of costs associated with little direction and certainty in guiding decision making specific to urban growth areas.	Moderate degree of efficiency only as the community is not provided clear direction and guidance as to the development of land within the growth areas or the framework for advancing the pattern of urban development. Cost inefficiencies are likely without a structure planning process being required in advance

	Proposed Policy	Alternative 1	Alternative 2
			of future land development.

Policies 3e.2.2

	Proposed Policy	Alternative 1	Alternative2
Description of provision/ alternative	<p>3e2.2</p> <p>(i) Ensure that the framework for developing the TD2050 Urban Growth Area shall only occur by way of a TD2050 Structure Plan Process prior to incorporation with the District Plan by way of a plan change.</p> <p>(ii) The TD2050 Structure Plan Process shall be applied to determine the extent, form of development and precise location of the TD2050 Urban Growth.</p> <p>(iii) That a range of residential densities, location of rural residential opportunities and the staging of the development of the TD2050 Growth Areas shall be determined by the TD2050 Structure Plan process.</p>	<p>Retain the existing policies with no changes.</p>	<p>No guiding policy for structure planning as this is part of a plan change process conducted by Council prior to identifying proposed re-zoning.</p>
Effectiveness of option in achieving objectives	<p>This policy provides clear direction for developing the identified growth area, including the structure plan process to be undertaken and the opportunity presented for a range of residential densities and rural residential opportunities.</p>	<p>Retaining the existing policies with no changes is not effective in achieving the objective, as they do not direct the process necessary to be undertaken to achieve the pattern of growth identified by Taupo District 2050. Unchanged they provide no effective guidance in the making of decisions affecting the sustainable use of the District’s resources and the expectations of the community in the management of growth.</p>	<p>There is no clear process identified for determining the precise location of the growth areas and the pattern of urban land development as this is a process undertaken by Council as part of a plan change.</p>
Costs associated with option	<p>The structure planning for the development of these areas needs to be comprehensive.</p>	<p>The existing policy framework provides limited direction in the</p>	<p>Without clear direction for developing land within identified growth areas, potential</p>

	Proposed Policy	Alternative 1	Alternative2
	Limited opportunity will result for landowners within the growth areas to carry out non-rural land use until the structure planning for the growth area has occurred.	allocation of District’s resources. This presents difficulties in decision making for determining suitable locations for urban growth and in the co-ordination of the structure planning design process for efficiently providing and managing the use of resources.	exists for ad hoc decision making that may reduce the ability to provide an efficient development structure.
Benefits associated with option	Certainty is provided for the community in the extent and detail for future urban development, and from the inception of the policies more effective management of the land resource for urban development is enabled.	No benefits identified by comparison to objectives and policies that are reflective of a more detailed evaluative process for guiding urban growth.	Some benefit as the likely location for growth for guiding decisions on land use within these areas is identified. However the precise location and extent of these areas are subject to a plan change process to be undertaken by Council. The absence of policy detailing the extent of issues to be addressed in planning the structure of development means the lack of guidance for assessing the effect of land use with these areas.
Efficiency of option (benefits minus costs)	High degree of efficiency is achieved in effectively providing for the management of the District’s resources for urban development.	Low degree of efficiency is identified as a result of costs associated with little direction and certainty in guiding decision making specific to urban growth areas.	Moderate degree of efficiency only as the community is not provided clear direction and guidance as to the development of land within the growth areas or the framework for advancing the pattern of urban development. Cost inefficiencies are likely without a structure planning process being required in advance of future land development.

Policy 3e.2.3

	Proposed Policy	Alternative 1	Alternative 2
Description of provision/ alternative	<p>3e2.3</p> <ul style="list-style-type: none"> i. Allow new activities and development to connect to existing water and wastewater infrastructure where there is adequate capacity to meet the needs of the development. ii. Avoid, remedy or mitigate any adverse effects of the disposal of stormwater on the receiving environment. iii. Ensure new activities and development adequately compensate for their impact on existing water and wastewater infrastructure through a financial contribution to ensure service delivery to existing users is not adversely affected. iv. Ensure new activities and developments contribute to the provision and standard of reserves and open space amenity to meet the needs of the community including Esplanade Reserves in accordance with the provisions of the Act. v. 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 including those identified through TD2050 Structure Planning Process. 	Retain the existing policies with no changes.	The structure planning process undertaken by Council as part of the plan change would need to assess the effect of new development areas on the identified water bodies. Clarification to the policy by the proposed provision is a result of the focus of this option on the opportunity provided for private sector initiatives, which is not the focus of Alternative 2.
Effectiveness of option in achieving objectives	The proposed changes to the policy reflect that the intent of the objective is to avoid degradation on the water bodies identified. There is no benefit considered gained from	Retaining the existing policies without change does not provide a clear link with the issues to be addressed in order to provide for	The level of detailed assessment on to adequacy of infrastructure would be carried out in growth areas. However the existing policies encompass subdivision and

	Proposed Policy	Alternative 1	Alternative 2
	identifying and encouraging shared several treatment systems. Although in a particular case it may be proven an acceptable system.	an appropriate level of infrastructure.	development in all areas, including those unaffected by this alternative.
Costs associated with option	The changes provide clearer intent on to the direction of the policies and should not therefore result in additional costs.	Potential costs arise from revisiting inadequate assessments supporting subdivision and development.	No clear costs arising as the existing policies relate to general approach to subdivision and development.
Benefits associated with option	Benefits arise in a clear meaning as to the intent of the Policies in providing for an appropriate service infrastructure.	No clear benefit identified.	No clear benefit identified
Efficiency of option (benefits minus costs)	High degree of efficiency resulting from clarity as to intent of Policy.	Moderate degree of efficiency due to lack of clarity.	Moderate degree of efficiency as the alternative is specific to areas of potential new development and is consistent with the proposed changes.

Policy 3e.2.4 (I & ii)

	Proposed Policy	Alternative 1	Alternative2
Description of provision/ alternative	<p>3e.2.4</p> <p>i. Implement integrated land management strategies in conjunction with Regional Authorities that will avoid, remedy or mitigate adverse environmental effects on Taupo District’s lakes, waterways and aquifers.</p> <p>ii. 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.</p>	Retain the existing policies.	Re-draft policies to provide for effect on amenity to be a clear consideration for development proposals in all areas of the District.
Effectiveness of option in achieving objectives	The proposed changes to the policy reflect that the intent of the objective is to avoid degradation on the water bodies identified. There is no benefit considered gained from identifying and encouraging shared several treatment systems. Although in a particular case it may be proven an acceptable system.	The policy pre-empts the determinations of the outcomes of assessment as to the best means of managing efficient disposal.	This alternative would not be effective in providing clear direction to the method of wastewater treatment given the policy remains unchanged.
Costs associated with option	The deleted policy appears pre-emptive to what would need to be assessed as the most suitable method. Costs may arise from encouraging method of disposal which may not be the most optimum.	Costs arise from ready to re-visit design work carried out which may not support the best method.	Costs arise from ready to re-visit design work carried out which may not support the best method.
Benefits associated with option	Giving effect to the intent of the objective and avoiding degradation on water bodies from discharge from land development.	No clear benefit identified.	No clear benefit identified.

	Proposed Policy	Alternative 1	Alternative2
Efficiency of option (benefits minus costs)	An improvement in clarifying the intent provides for a high degree of efficiency .	Low degree of efficiency as a result of a policy advancing a method that would need to be proven to the most appropriate method.	Low degree of efficiency as a result of a policy advancing a method that would need to be proven to the most appropriate method.

Policy 3e.2.5 (i-iii)

	Proposed Policy	Alternative 1	Alternative 2
Description of provision/ alternative	<p>3e2.5</p> <p>i. Ensure that proposals for the subdivision and development of land assess the particular amenity values of the area including the physical characteristics of the land and avoids, remedies or mitigates any adverse effects.</p> <p>ii. Subdivision and subsequent development shall either maintain or enhance, but not detract from, the significance of features or areas of cultural, spiritual, historical, landscape or ecological value, (as identified through the provisions of this Plan).</p> <p>iii. Enable the creation of allotments below any minimum allotment size identified as a Controlled Activity in this Plan for the exclusive purpose of providing or enhancing public or private access, or to exclusively accommodate a complying network utility activity.</p>	Retain the existing policies.	Re-draft policies to provide for effect on amenity to be a clear consideration for development proposals in all areas of the District.
Effectiveness of option in achieving objectives	<p>A policy that is unambiguous and requires identification and assessment of effect on amenity values of an area in giving effect to the objective.</p> <p>Deleting the existing policy (i) avoids the interpretation of the potential for effect on amenity and character not being an issue in the Rural Environment. Giving effect to the objective needs to occur in all areas that may be the subject of proposed subdivision or</p>	<p>Not effective as potential for misinterpreting the applicableness of the policy as to the location and form of development.</p> <p>Does not specifically provide for essential infrastructure required to support subdivision and development.</p>	As this alternative would not change the existing policies it is less effective than purpose written policies that avoids the potential for ambiguity.

	Proposed Policy	Alternative 1	Alternative 2
	<p>development.</p> <p>The additional policy is more clearly takes into account the wider source of values that contribute to the amenity of an area.</p> <p>Clarification is needed as to accommodating the provision of access and utilities as part of the necessary infrastructure required to support subdivision and development.</p>		
Costs associated with option	No additional costs are identified as the intent of the objective is the consideration of the effect of land development on the amenity of the environment.	<p>Lack of clarity in the policy may cause there to be inadequate assessment of effect and potential for adverse effect to arise on the amenity values of an area.</p> <p>Without specific reference to the provision of utilities and access, appropriately sized land parcels may be discouraged albeit of an adequate size to provide for the required level of infrastructure.</p>	Lack of clarity as to the interpretation of the policy creates the potential for local amenity values to not be adequately considered, with a resulting impact on the local environment.
Benefits associated with option	Improved policy direction including greater certainty to the community as to identification and assessment of effect on amenity values of an area.	No benefit identified.	An improvement to the existing policies as to consideration of the effect of development on amenity.
Efficiency of option (benefits minus costs)	High degree of efficiency as greater clarity is provided for giving effect to the objective.	Low degree of efficiency as there is potential for misinterpretation.	Moderate degree of efficiency that provides better direction in assessing the effect of development on amenity.