



Taupo District 2050 Draft District Plan Variations



Variations 19-21 to the Taupo Proposed
District Plan: Section 32 Report

Notified 12 January 2007



Table of Contents

| | | |
|-----|--|----|
| 1. | Introduction | 3 |
| 1.1 | STATUTORY CONTEXT..... | 3 |
| 1.2 | PRE CONSULTATION..... | 4 |
| 1.3 | TAUPO DISTRICT 2050 DISTRICT GROWTH MANAGEMENT STRATEGY..... | 4 |
| 2. | Variation 19: Rural Objectives and Policies, and Rural Lot Sizes | 6 |
| 2.1 | INTRODUCTION | 6 |
| 2.2 | RURAL AMENITY | 6 |
| 2.3 | RURAL LEVEL OF INFRASTRUCTURE..... | 8 |
| 2.4 | SUBDIVISION OF LAND | 9 |
| 2.5 | PROTECTING IDENTIFIED URBAN GROWTH AREAS | 11 |
| 2.6 | REVERSE SENSITIVITY..... | 12 |
| 2.7 | OBJECTIVES..... | 14 |
| | Objective 1 | 14 |
| | Objective 2 | 15 |
| | Objective 3 | 17 |
| | Objective 4 | 17 |
| | Objective 5 | 19 |
| 2.8 | POLICIES AND RULES | 20 |
| | Policies 3b.2.1 (i), (ii), (iii), (v) & (vi) | 20 |
| | Policies 3b.2.2 (i), (ii), (iii) & (iv) | 26 |
| | Policy 3b.2.2 (viii) | 30 |
| | Policies 3b.2.2 (v) & (vii) | 33 |
| | Policy 3b.2.2 (vi) | 36 |
| | Policies 3b.2.3 (i) | 39 |
| | Policies 3b.2.4 (i-v)..... | 41 |
| | Policy 3b.2.5 i | 45 |
| | Rule 4e.1.3..... | 47 |
| | Rule 4e.1.9..... | 49 |
| | Rule 4e.1.10..... | 52 |
| | Rule 4e.1.11 | 54 |
| | Rule 4b.3.13..... | 56 |
| 3. | Variation 20: Future Residential Environment..... | 59 |
| 3.1 | INTRODUCTION | 59 |
| 3.2 | SUMMARY OF THE CHANGES TO THE DISTRICT PLAN..... | 59 |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

| | | |
|-----|---|-----|
| 3.3 | <i>ASSOCIATED DOCUMENTATION</i> | 60 |
| | Taupo Urban Structure Plan 2004 (TUSP) | 60 |
| | Taupo Urban Structure Plan 2001 | 60 |
| | Resource Consents | 60 |
| 3.4 | <i>OBJECTIVES</i> | 63 |
| | Objective 3a.2.2 | 63 |
| | Objective 3a.2.4 | 64 |
| 3.5 | <i>POLICIES AND METHODS</i> | 66 |
| | Policy 3a.2.2 i | 66 |
| | Policies 3a.2.4 | 68 |
| | Rule 4e.1.5 | 70 |
| | Rule 4e.1.10 | 72 |
| 3.6 | <i>DISTRICT PLAN MAP CHANGES</i> | 74 |
| | New Residential and Industrial Environment – Previously Granted Consent . | 74 |
| | New Residential Environment – Previously Zoned land | 76 |
| | New Residential Environment – Turangi | 77 |
| | New Residential Environment – Kuratau | 80 |
| | New Residential and Industrial Environment – Messerschmitt Block | 83 |
| | New Residential Environment – East Taupo | 86 |
| 4. | Variation 21: Growth Management and Land Development | 89 |
| 4.1 | <i>INTRODUCTION</i> | 89 |
| 4.2 | <i>CONSIDERATION OF ALTERNATIVES</i> | 89 |
| | Proposed Provisions | 89 |
| | Alternative 1 | 90 |
| | Alternative 2 | 91 |
| 4.3 | <i>OBJECTIVES</i> | 92 |
| 4.4 | <i>POLICIES</i> | 94 |
| | Policies 3e.2.1 (i-iv) | 94 |
| | Policies 3e.2.2 | 97 |
| | Policy 3e.2.3 | 99 |
| | Policy 3e.2.4 (I & ii) | 101 |
| | Policy 3e.2.5 (i-iii) | 103 |

1. Introduction

To begin the implementation of Taupo District 2050, the District's Growth Management Strategy (TD2050), which was adopted 1 July 2006, Council is proposing a series of variations to the Proposed District Plan (PDP). These variations will help achieve a number of the outcomes which were planned within the strategy. The proposed changes to the PDP 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 a variation is 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 affects based PDP 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 Proposed District Plan (PDP), 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 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 Proposed District Plan (Notified 2000)
- Variation 8 (Notified 2004)

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 PDP 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.

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."

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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 PDP 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 PDP, 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 PDP (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 Proposed 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 Proposed 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

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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 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 1

| Objective | Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act (1991) |
|---|--|
| <p>The protection of the Rural Environment to maintain and enhance the rural amenity and character.</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="text-align: center;"><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="text-align: center;"><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="text-align: center;"><i>(c) the maintenance and enhancement of amenity values; and</i></p> <p style="text-align: center;"><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</p> |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <p>landscape values are very evident in the Rural Environment. Attributes of the Rural Environment therefore include:</p> <p><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>dwelling arranged around roads</i> ➤ <i>advertising signage</i> <p><i>(ii) lack of close networks of roads and vehicle access ways with footpaths and kerbing.</i></p> <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 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 a fundamental objective to ensure that the Rural Environment is a strategic zone in its own right, not an undeveloped area waiting to be modified over time by incremental subdivision and development on individual allotments.</p> |
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Objective 2

| Objective | Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act |
|--|--|
| Manage the subdivision of rural land to reflect rural amenity values, rural land use and appropriate levels of infrastructure. | The subdivision of land potentially generates an on-going process of creating smaller and smaller parcels of land. Over time this continued process can create a fragmented land ownership pattern that ultimately |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <p>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.</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>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.</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 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</p> |
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*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <p>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 at 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 appropriate level of rural infrastructure.</p> |
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Objective 3

| Objective | Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act |
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| Provide for the future urban growth requirements of the Taupo District. | <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 by Non-complying status in the rules.</p> <p>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.</p> |

Objective 4

| Objective. | Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act |
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| The efficient and effective functioning of the | The Rural Environment contains many different |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

Rural Environment by enabling the use and development of natural and physical resources, while ensuring appropriate environmental outcomes are achieved.

established land use activities, including traditional farming and forestry activity, other rural based 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 PDP provisions recognise the dynamics of the rural resource use and the land use performance standards allow for a level of environmental change.

The Taupo Proposed 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 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.

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.

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, the recent pressures on rural land for lifestyle type lots and there is a serious problem waiting to happen.

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

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <p>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> |
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Objective 5

| Objective | Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act |
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| <p>The protection of adjoining Environments from the adverse effects of activities within the Rural Environment.</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 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, movement of stock etc. 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 policies, 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>Policies</p> <p>3b.2.1 (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>3b.2.1 (ii) Avoid urban development in the Rural Environment unless through a TD2050 Structure Plan Process and associated Plan Change.</p> <p>3b.2.1 (iii) Reduce the visual impact of buildings by setting minimum lot sizes to maintain the dispersed building character.</p> <p>3b.2.1 (v) Protect the District's lakes and river margins from buildings that are visually obtrusive and/or result in a decline in the amenity of the foreshore area, by controlling the bulk and location of these structures.</p> <p>3b.2.1 (vi) Avoid, remedy or mitigate adverse effects of</p> | <p>No clear policy direction on urban development or maintaining dispersed building character, only general environmental maintenance policy.</p> | <p>Zoning separate properties for different subdivision and development densities.</p> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Alternative 1 | Alternative 2 |
|---|---|--|--|
| | subdivision, use and development of land on areas or features of cultural, historical, landscape or ecological value. | | |
| 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>There is the potential for pockets of development to incrementally change the character and amenity of the Rural Environment to one of a more urban form. Greater direction is provided as to the effect of the building on the 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 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>The policies 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.</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 urban forms of development and the effect 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 environs of the District.</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 more 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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Alternative 1 | Alternative 2 |
|---|---|---|--|
| Costs associated with option | 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. | 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. Sporadic, ad hoc forms of urban development have 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. | 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. Until a more detailed pattern of land use is provided for, the existing situation, with the 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) Provide for a range of activities within the Rural Environment while ensuring any adverse effects are avoided, remedied or mitigated.</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, there are many other industrial and commercial activities, along with tourist and recreational activities, operating in the Rural Environment.</p> <p>The Taupo Proposed 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 expected to manage the level of effects they may have on the environment, but it 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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Alternative 1 | Alternative 2 |
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| | <p>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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Alternative 1 | Alternative 2 |
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| 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 |
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| 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 ha or more as a means of limiting fragmentation while 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> | Retain existing policies which in particular, provide no guidance on urban growth. | Zone parts of the Rural Environment for smaller lot development. |
| Effectiveness of option in achieving objectives | 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. | 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. | 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 |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <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 development and rural land uses.</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> |
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Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <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 land in a planned growth locality.</p> | | |
| Costs | Economic cost to landowners who may wish to | There will be costs to the environment through a | Detailed assessments would need to be |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| <p>associated with option</p> | <p>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>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>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> |
| <p>Benefits associated with option</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>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> |
| <p>Efficiency of option (benefits minus costs)</p> | <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 growth requirements of the District's population.</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 on the allocation of rural resources until such time as additional zoning opportunities are provided.</p> |

Policy 3b.2.2 (viii)

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| 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 TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | 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 |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| 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 |
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| 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> | No policy direction and rely on general RMA provisions. | Map all hazards and provide rules for subdividing and developing land overlying these hazards. |
| 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> | 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 off, and avoiding and mitigation natural hazards. | 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 |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <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 onerous in that they are reflected in the minimum rural lot area provisions, and will</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 more localised site specific land effects.</p> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | require assessment of any hazards affecting the land at the time of resource consent. | | |
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Policy 3b.2.2 (vi)

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| 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 | 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <p>contents of a District Plan.</p> <p>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>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</p> | | |
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Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | 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. | | |
| 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. |

Policies 3b.2.3 (i)

| | Proposed Provision | Alternative 1 | Alternative 2 |
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| 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 | 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 |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | | location for small scale rural and rural residential subdivision. | 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 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 |
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| 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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <p>upgrading where all significant adverse effects are avoided, remedied or mitigated.</p> | | |
| <p>Effectiveness of option in achieving objectives</p> | <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 and result in conflicts with those established activities. For example, if a residential unit</p> | <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.</p> | <p>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.</p> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <p>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> | | |
| <p>Costs associated with option</p> | <p>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.</p> | <p>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.</p> | <p>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.</p> |
| <p>Benefits associated with option</p> | <p>Reducing the potential for reverse sensitivity issues to arise, and protecting established resource use activity in the Rural Environment</p> | <p>No benefits.</p> | <p>Some benefit in a general policy but unlikely that sufficient methods could be created to adequately to deal with the issue.</p> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | has high environmental, economic and community benefit. | | |
| Efficiency of option (benefits minus costs) | <p>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.</p> | <p>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.</p> | <p>Low degree of efficiency because it provides minimal direction in dealing with reverse sensitivity issues.</p> |

Policy 3b.2.5 i

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| 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 TD2050 Variations to the Taupo Proposed District Plan

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| | 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

Rule 4e.1.3

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| Description of provision/ alternative | 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 | Cost to landowners who may wish to subdivide | Cost to the community associated with providing | Setting smaller minimum lot areas will |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| associated with option | to create smaller lots associated with processing resource consents. | improved infrastructural services to meet the needs 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. | create more lifestyle lots potentially used for 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.1.9

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| Description of provision/ alternative | Any subdivision of rural land identified as a geothermal area on the Planning Maps 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | <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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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 Proposed 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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | | | 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, 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 community regarding the level of subdivision</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 TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | 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 dwelling / accommodation unit on an allotment shall be sited within its own 10 hectare “nominal allotment”. Dwellings / 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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | <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 |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| | <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 statutory 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 PDP, 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 Proposed 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

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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

Botanic Heights Subdivision

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

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

Pukawa D2 Stage 1A, Kuratau - Ref: Taumaranui 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 3a.2.2

| 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> |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <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 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>(a) <i>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>(b) <i>The efficient use and development of natural and physical resources:</i></p> <p>(f) <i>Maintenance and enhancement of the quality of the environment:</i></p> <p>(g) <i>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> |
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Objective 3a.2.4

| Objective | Extent to which it is the most appropriate way to achieve the purpose of the Resource Management Act |
|--|---|
| <p>3a.2.4</p> <p>To enable the Future Acacia Bay Residential Area to be developed in a manner which reflects the characteristics of the land and minimises offsite effects.</p> | <p>The ‘Acacia Heights’ block was identified in TUSP 2001, TUSP 2004 and TD2050 as being available for residential development in terms of the provision of services and its proximity to Acacia bay providing suitable urban form. Including this area into the Residential Environment reflects the community’s 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 more permissive approach to residential development within this area, as opposed to the status quo of rural, which under Variation 19, would make any form of urban development a Non-complying Activity.</p> <p>As the majority of the area is currently identified in the District Plan as a Landscape Amenity Management Area, any use or development of this area would need to recognise this value. There also exists potential topographical and geotechnical conditions that mean parts of the block may not be suitable for full urban densities of development.</p> <p>As a full environmental assessment of the area has yet to be carried out on the land a precautionary approach in identifying the future use of the land is appropriate. In identifying the land</p> |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <p>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 Future Acacia Bay Residential Area, the objective and associated policy framework has particular regard to:</p> <ul style="list-style-type: none"><i>(b) The efficient use and development of natural and physical resources;</i><i>(c) The maintenance and enhancement of amenity values;</i><i>(f) Maintenance and enhancement of the quality of the environment; and</i><i>(g) Any finite characteristics of natural and physical resources</i> |
|--|---|

3.5 Policies and Methods

The following tables summarises an evaluation of the costs and benefits of the proposed policies 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 |
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| Description of provision/ alternative | Subdivision and development in the Unserved 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 unserved 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 unserved 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
|---|---|--|---|
| Benefits associated with option | <p>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.</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>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.</p> | <p>Ensures that all areas identified for 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 |
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| Description of provision/ alternative | <p>i. Subdivision and development in the Future Acacia Bay Residential Area should be in a form and layout that includes a range of lot sizes that is appropriately suited to the physical and amenity characteristics and constraints of the land.</p> <p>ii. Subdivision and development in the Future Acacia Bay Residential Area should not adversely affect any Landscape Amenity Management Area.</p> <p>iii. Subdivision and development in the Future Acacia Bay Residential Area should not adversely affect the amenity of the wider Residential Environment.</p> | <p>Subdivision and development in the unserviced area of the Acacia Bay 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 LAMA 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 more creative development patterns are not promoted, which is important in respect of amenity and landscape considerations.</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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| 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 is a LAMA on the site and that this 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> | <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.</p> | <p>No benefits identified.</p> |
| Efficiency of option (benefits minus costs) | <p>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.</p> | <p>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.</p> | <p>Low degree of efficiency as such an option does not appropriately meet the issues identified in the objective.</p> |

Rule 4e.1.5

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| 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. 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>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</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 TD2050 Variations to the Taupo Proposed District Plan

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| | to ensure that their capacity and supply are 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

Rule 4e.1.10

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| Description of provision/ alternative | Any subdivision in the Future Acacia Bay Residential Area, and any other subdivision which is not identified as a Controlled, Restricted Discretionary, or Non-complying Activity, is a Discretionary Activity . Map change showing Future Acacia Bay Residential Area. | Amend the PDP to show the land in question as Unserved Residential Environment. | 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 (i.e. the area has been identified as a LAMA, the surrounding amenity of the area, the topography of the block and the geotechnical issues, and other issues that may be identified through a more comprehensive assessment). | 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. | 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. Such an identification is essentially a future residential identification meaning it reflects the objective but with less certainty than other alternatives. |
| Costs associated with option | The developer would have to go through a more onerous process to develop to residential densities than if the area was normal residential. | 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. | 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. |
| Benefits associated with option | Benefits to the developer as there is a higher baseline set for what is an appropriate density of development on that site. | Benefits to the landowner as the identification of the land as Residential Environment facilitates the residential development of the land. The economic | Such an alternative identifies that the land is suitable for urban development, but must go through a more comprehensive process to develop the |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <p>Discretionary Activity status would mean that all the issues associated with the site (i.e. the area has been identified as a LAMA, the surrounding amenity of the area, the topography of the block and the geotechnical issues, and other issues that may be identified through a more comprehensive assessment) 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.</p> | <p>benefits will be greater than had the land been identified as Rural Environment or identified as Residential (Low 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>land. Given the land has identified 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> |
| <p>Efficiency of option (benefits minus costs)</p> | <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

New Residential and Industrial Environment – Previously Granted Consent

At the time of notifying the PDP, 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 PDP.

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 PDP 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. | This option is not effective as it does not provide for the ability to apply the Residential Environment standards in the PDP. The full range of environment standards (noise, earthworks, vehicle trips etc) are required to manage the scale and intensity of on-going activity. Confusion could be an issue in the future as people will be unsure whether to follow Rural Environment requirements or Residential Environment requirements. | This option is not effective as it does not provide for the ability to apply the Residential Environment standards in the PDP. The full range of environment standards (noise, earthworks, vehicle trips etc) are required to manage the scale and intensity of on-going activity. Confusion could be an issue in the future as people will be unsure whether to follow Rural Environment requirements or Residential Environment requirements. TD2050 Urban Growth Areas are used to identify areas suitable for development which further assessment is needed. As |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

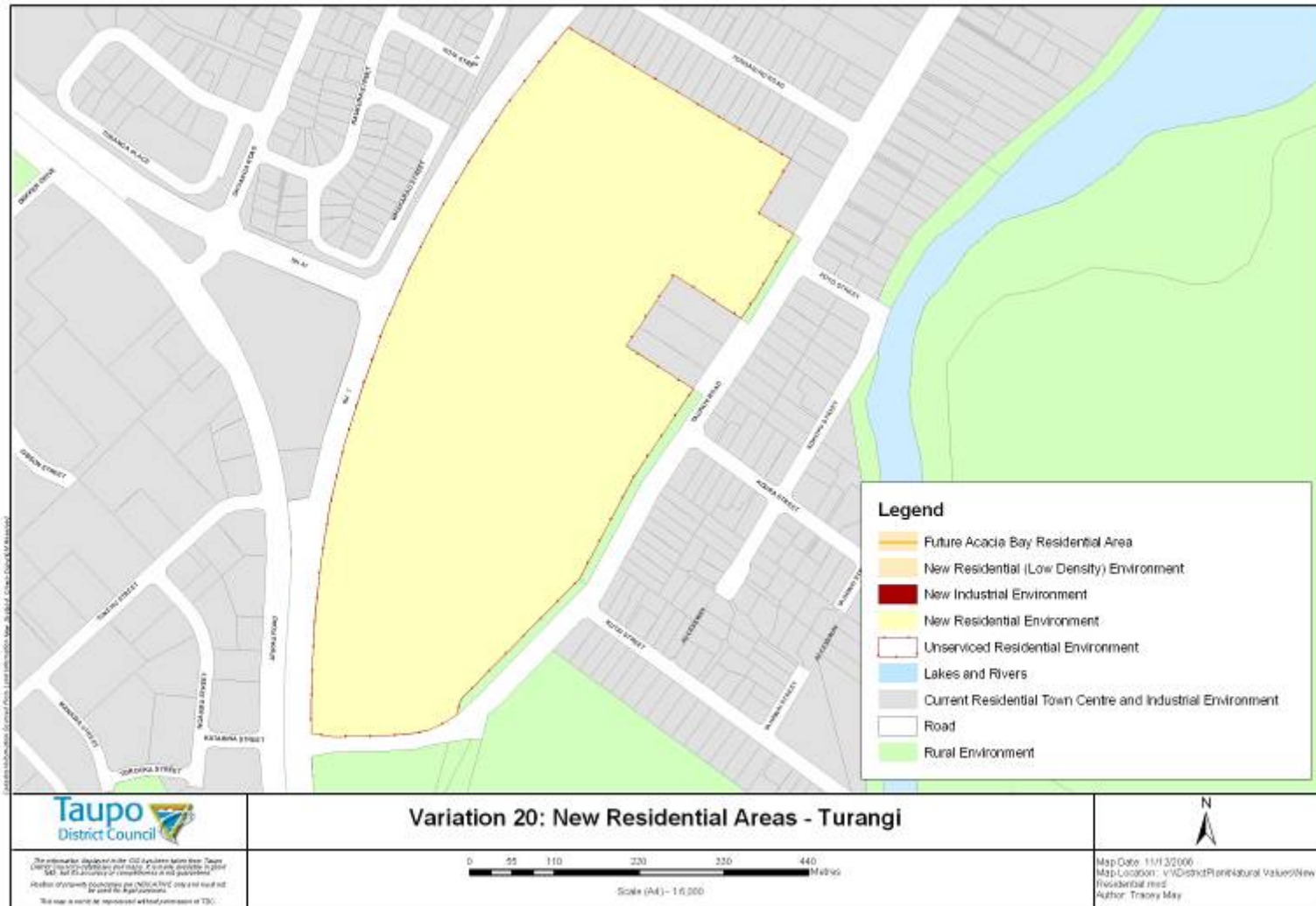
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| | | | these areas are consented it is considered that the appropriate level of assessment has been carried out. |
| Costs associated with option | No additional cost to landowners because development provisions have been established as part of the resource consent process. | <p>The future development of the subdivision will not meet the current rules and performance standards in the PDP 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 PDP 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 PDP 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 Zoned land

Land which was previously identified through the Taupo or Taumararui Transitional Plans as well as being identified through the TD2050 Growth Management Strategy as being suitable for residential development are proposed to be rezoned as 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 PDP however and having regard to the then philosophy of the PDP 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 PDP 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 immediately rezoned for residential use, the areas subject to Variation 21 will be rezoned in the future.

Variation 20 amends the planning maps to show the areas previously zoned as 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



Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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.

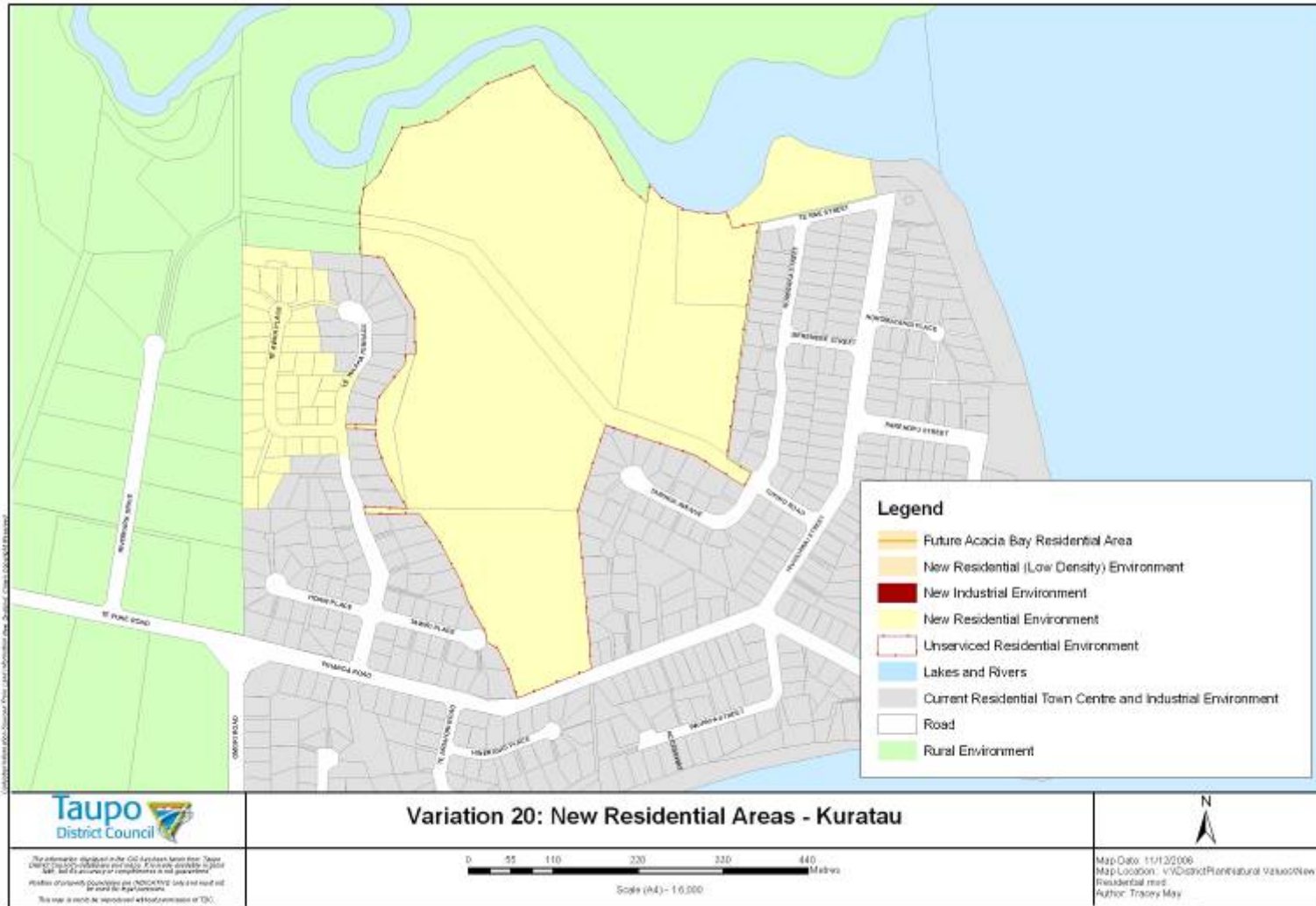
meaning that the identification of this land for residential has gone through a statutory process under past legislation.

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
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| Description of provision/ alternative | Amend the PDP so that the land shown on map # 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| <p>Costs associated with option</p> | <p>Additional cost to developer in respect to assessing the affect of any subdivision on Turangi's infrastructure.</p> | <p>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.</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> |
| <p>Benefits associated with option</p> | <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> | <p>No benefits identified in respect to the growth management objective.</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. 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> |
| <p>Efficiency of option (benefits minus costs)</p> | <p>High degree of efficiency in respect to the certainty of residential development provided by the re zoning.</p> | <p>Low degree of efficiency due to identified costs but no identified benefits.</p> | <p>Moderate degree of efficiency as this land has already been identified and assessed through a statutory process as being suitable for residential.</p> |

New Residential Environment – Kuratau



Section 32 for TD2050 Variations to the Taupo Proposed District Plan

Kuratau is a well established settlement that offers growth potential within the existing urban area. The 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, meaning that the identification of this land for residential has gone through a statutory process under past legislation.

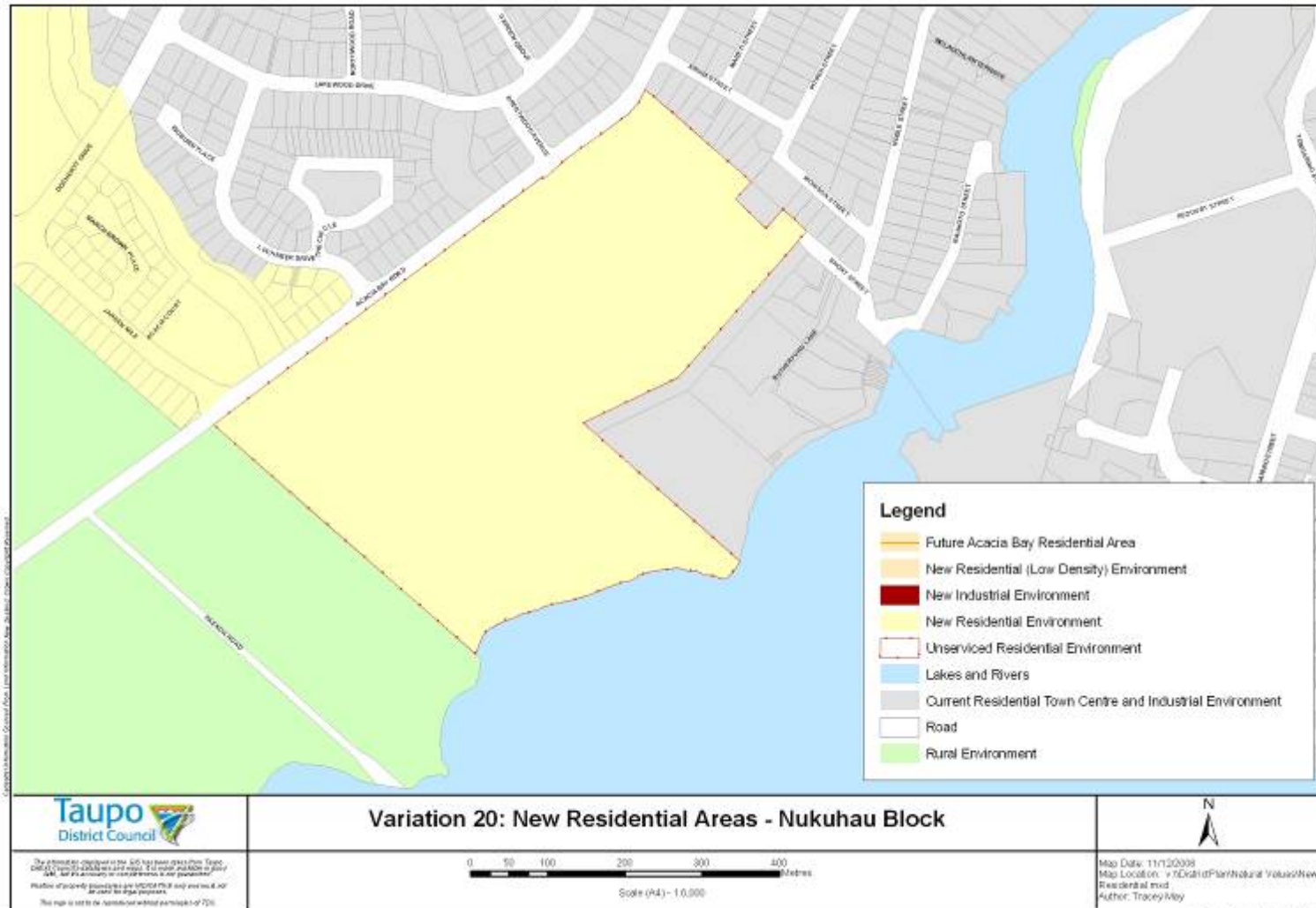
The vast majority of this land has also been given subdivision consent under past applications. Although one of which for the larger block has subsequently lapsed, it identifies that these areas have been assessed for their suitability for residential uses.

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
|---|---|--|---|
| Description of provision/ alternative | Amend the PDP so that the land previously zoned as residential and identified in the TD2050 Growth Management Strategy, to 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 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 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 TD2050 Variations to the Taupo Proposed District Plan

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| | | 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>Future complications are avoided as the plan variation will limit confusion with what standards apply to manage future land use within the area.</p> <p>Development is being Controlled and directed by the PDP 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. | Medium degree of efficiency as this land has already been identified and assessed through a statutory process as being suitable for residential. |

New Residential and Industrial Environment – Nukuhau Block



Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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 PDP 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 | No additional cost to landowners because development provisions have been established | Costs to the community in relation to not effectively providing for the growth of Taupo. Potential social | The TD2050 Structure Plan Process and associated Plan Change process is potentially |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| with option | as part of the resource consent process. | and economic cost implications to the wider community. | 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. |
| 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 PDP 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 PDP (attached).

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
|---|--|--|---|
| Description of provision/ alternative | Amend the PDP to show the land in question as Unserviced Residential Environment. | No change to the PDP. | 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

| | Proposed Provision | Principle Alternative 1 | Principle Alternative 2 |
|---|--|---|--|
| 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 unsuitable for urban use. | 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 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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 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 Taupo District 2050 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</p> |

*Section 32 for TD2050 Variations to the Taupo
Proposed District Plan*

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| | <p>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 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>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> <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 3e2.2)</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> |

4.4 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 | 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 | 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 |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <p>efficiency in the management of the District resources. The identification of the growth 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> | <p>of decisions affecting the sustainable use of the District's resources and the expectations of the community in the management of growth.</p> | <p>within a growth area.</p> |
| Costs associated with option | <p>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.</p> | <p>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.</p> | <p>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.</p> |
| Benefits associated with option | <p>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.</p> | <p>No benefits identified by comparison to objectives and policies that are reflective of a more detailed evaluative process for guiding urban growth.</p> | <p>Some benefit in identifying the likely location for growth for guiding decisions on land use within these areas.</p> |
| Efficiency of option (benefits minus costs) | <p>High degree of efficiency is provided in providing greater certainty as to the location of future urban growth.</p> | <p>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</p> | <p>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</p> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | | areas. | inefficiencies are likely without a structure planning process being required in advance of future land development. |
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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 Area as described in section 3e.6.</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> |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| <p>Costs associated with option</p> | <p>The structure planning for the development of these areas needs to be comprehensive. 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.</p> | <p>The existing policy framework provides limited direction in the 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.</p> | <p>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.</p> |
| <p>Benefits associated with option</p> | <p>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.</p> | <p>No benefits identified by comparison to objectives and policies that are reflective of a more detailed evaluative process for guiding urban growth.</p> | <p>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.</p> |
| <p>Efficiency of option (benefits minus costs)</p> | <p>High degree of efficiency is achieved in effectively providing for the management of the District's resources for urban development.</p> | <p>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.</p> | <p>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.</p> |

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 | The proposed changes to the policy reflect that the intent of the objective is to avoid | Retaining the existing policies without change does not provide a | The level of detailed assessment on to adequacy of infrastructure would be carried |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| objectives | 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. | clear link with the issues to be addressed in order to provide for an appropriate level of infrastructure. | out in growth areas. However the existing policies encompass subdivision and 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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| <p>Efficiency of option (benefits minus costs)</p> | <p>An improvement in clarifying the intent provides for a high degree of efficiency.</p> | <p>Low degree of efficiency as a result of a policy advancing a method that would need to be proven to the most appropriate method.</p> | <p>Low degree of efficiency as a result of a policy advancing a method that would need to be proven to the most appropriate method.</p> |
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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</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. |

Section 32 for TD2050 Variations to the Taupo Proposed District Plan

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| | <p>be the subject of proposed subdivision or 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 | <p>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> | <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> | <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.</p> |
| Benefits associated with option | <p>Improved policy direction including greater certainty to the community as to identification and assessment of effect on amenity values of an area.</p> | <p>No benefit identified.</p> | <p>An improvement to the existing policies as to consideration of the effect of development on amenity.</p> |
| Efficiency of option (benefits minus costs) | <p>High degree of efficiency as greater clarity is provided for giving effect to the objective.</p> | <p>Low degree of efficiency as there is potential for misinterpretation.</p> | <p>Moderate degree of efficiency that provides better direction in assessing the effect of development on amenity.</p> |